

Ottawa's Electric Kick Scooter Strategy and Pilot Project

Stratégie et projet pilote relatifs aux trottinettes électriques

Committee Recommendations as amended

That Council:

- 1. Approve the Electric Kick Scooter Pilot Project, as detailed in this report; and**
- 2. Approve the new Electric Kick Scooter By-law, as detailed in this report and attached as Document 1; and**
- 3. Direct staff to report back to the Transportation Committee and Council at the conclusion of the pilot project; and**
- 4. Approve that Documents 3 and 5 be replaced with the revised documents 3 and 5, and included in the report to Council.**

Recommandations du comité telles que modifiées

Que le Conseil :

- 1. approuve le projet pilote relatif aux trottinettes électriques, comme le précise le présent rapport;**
- 2. approuve le nouveau règlement municipal sur les trottinettes électriques, comme le précisent le présent rapport et le document 1 ci-joint; et**
- 3. demande au personnel de présenter un rapport au Comité des transports et au Conseil au terme du projet pilote; et**
- 4. approuve que les documents 3 et 5 soient remplacés par leur version révisée, et que celle-ci soit incluse dans le rapport au Conseil.**

DOCUMENTATION

1. General Manager's report, dated 25 May 2020 (ACS2020-TSD-PLN-0003)

Rapport du directeur général, daté le 25 mai 2020 (ACS2020-TSD-PLN-0003)
2. Extract of Draft Minutes, Transportation Committee, 3 June 2020.

Extrait de l'ébauche du procès-verbal, Comité des transports, le 3 juin 2020.

**Report to
Rapport au:**

**Transportation Committee
Comité des transports
3 June 2020 / 3 juin 2020**

**and Council
et au Conseil
10 June 2020 / 10 juin 2020**

**Submitted on May 25, 2020
Soumis le 25 mai 2020**

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Ward: CITY WIDE / À L'ÉCHELLE DE LA VILLE File Number: ACS2020-TSD-PLN-0003

SUBJECT: Ottawa's Electric Kick Scooter Strategy and Pilot Project

OBJET: Stratégie et projet pilote relatifs aux trottinettes électriques

REPORT RECOMMENDATIONS

That the Transportation Committee recommend that Council:

- 1. Approve the Electric Kick Scooter Pilot Project, as detailed in this report;**

- 2. Approve the new Electric Kick Scooter By-law, as detailed in this report and attached as Document 1; and,**
- 3. Direct staff to report back to the Transportation Committee and Council at the conclusion of the pilot project.**

RECOMMANDATIONS DU RAPPORT

Que le Comité des transports recommande au Conseil :

- 1. d'approuver le projet pilote relatif aux trottinettes électriques, comme le précise le présent rapport;**
- 2. d'approuver le nouveau règlement municipal sur les trottinettes électriques, comme le précisent le présent rapport et le document 1 ci-joint; et**
- 3. de demander au personnel de présenter un rapport au Comité des transports et au Conseil au terme du projet pilote.**

EXECUTIVE SUMMARY

On January 1, 2020, the Province of Ontario started a five-year electric kick scooter pilot, allowing municipalities to opt in. The City of Ottawa's participation would require a new by-law regulating the use of private and shared e-scooters.

Shared e-scooters have been in service in many cities. They offer potential benefits by reducing trips taken by personal car or by ride-hailing. They can support transit ridership through first and last kilometre connections and with the current COVID-19 situation, they have the potential to support physical distancing by reducing crowding on transit vehicles during the post-pandemic recovery period. However, there are also challenges such as parking compliance, illegal sidewalk riding, and potential injuries. Therefore, monitoring and evaluation of the City's pilot project would be essential.

Given that it is a pilot, staff recommend that the City proceed with a one-year trial beginning in 2020 with the participation of a private service provider(s) and with a maximum initial shared fleet size of 600 e-scooters. If there are observable benefits, this arrangement can be extended annually, to a maximum of four renewals to align with the Province's five-year pilot.

The deployment of shared e-scooters will end by October 31, as findings from other cities show e-scooter use tapers off in colder weather.

Provincial Regulation 389/19 pertaining to the Provincial e-scooter Pilot include the following requirements:

- Riders must be 16 or older;
- Speed limit is 24km/h;
- E-scooters must be equipped with a bell, a brake and lights;
- Helmets are required for riders under 18; and,
- Municipalities must remit safety data to the province.

The City's proposed by-law applies to both private and shared e-scooter use. It prohibits e-scooter riding on sidewalks and permits e-scooter riding on all City-owned cycling facilities, multi-use pathways (MUPs), footbridges and on roads with speed limits of up to 50km/h.

Shared e-scooter providers could be further regulated through non-exclusive contracts with the City that would lower vehicle speeds, limit fleet size, require conformity to parking regulations and outline fleet sanitation requirements.

BACKGROUND

An electric kick scooter ("e-scooter") is a two-wheeled device the rider stands on, holding a handlebar. It is powered by a battery, can travel up to 24 km/h and is equipped with a hand-brake, lights, bell and kick stand.



Image of people riding electric kick scooters on a pathway.

E-scooters are part of the growing ‘micro-mobility’ sector, referring to the class of vehicles including pedal bikes, electric bikes, skateboards and electric skateboards, that increase transportation options for residents and visitors.

Through communication with the City, residents have expressed interest in using personal e-scooters for trips to work, school, transit, to run errands and for entertainment. There were also requests for clarity on e-scooter regulations in Ottawa.

E-scooter sharing refers to a private company or companies providing a fleet of e-scooters to a city, similar to dockless bike share. Residents and visitors unlock parked e-scooters using a mobile app and are charged for the ride through the app. Typical costs are \$1.00 to unlock and \$0.30 - \$0.35 per minute. At the end of the ride, the rider parks the e-scooter according to local rules.

Internationally, hundreds of cities have shared e-scooter programs including Seattle, Portland, Santa Monica, Washington, Denver, San Francisco, Mexico City, Paris and Barcelona. A few Canadian cities participated in e-scooter pilots in 2019, including Waterloo, Montreal, Edmonton, Calgary and Kelowna.

Since 2018, when VeloGO last operated bike sharing in the National Capital Region, there has been no shared micro-mobility company operating in Ottawa. To date, two e-scooter sharing companies (e.g. Bird Canada, Lime) expressed interest in offering shared e-scooter service in Ottawa.

The initial direction from Council regarding e-scooters came on April 10, 2019, when Council approved Transportation Committee's April 3, 2019, motion that, in the Delegation of Authority to enter into bike sharing agreements, the following recommendation be applied to shared e-scooters:

"Should the Province of Ontario permit the legal operation of electric scooters on public roadways, that City staff be directed to study the regulation of electric scooter sharing and parking as part of the aforementioned Bike Parking Strategy and extend the bike sharing pilot provisions to electric scooter sharing companies as well for 2019."

Previously, e-scooters were not allowed on public roads under provincial legislation. On November 27, 2019, the Ontario Ministry of Transportation announced [a five-year pilot beginning on January 1, 2020](#), to permit e-scooters on public roads under new regulation in the *Highway Traffic Act*. Under the pilot, the provincial government provided the framework for municipalities to regulate e-scooter use (see Document 2):

- Helmet requirements for those under 18 years old;
- Minimum operator/rider age of 16 years old;
- E-scooters are to be equipped with a horn or a bell and have a front or rear light;
- Single rider only;
- No basket, no carrying cargo;
- Vehicles to be limited to a maximum speed of 24 km/h; and,
- Municipalities must remit safety data to the Province.

In order to participate in the provincial pilot, the operation of e-scooters on Ottawa's streets needs to be made legal through the City's by-laws with approval from Council.

Over and above the Provincial framework, the City has leeway (through the by-law) to further regulate e-scooters, including maximum operating speed, local parking restrictions and where they are permitted to travel.

These regulations would be similar to those for bicycles, except for banning their use on roads posted/unposted above 50km/h. Other cities, including Windsor, Ontario, have similar by-laws. Legal Services recommends implementing a new by-law (see Document 1) specifically for Electric Kick Scooters that would regulate where they could be parked and would permit them to be used according to the following:

- Permitted on streets posted/unposted at or below 50km/h;
- Permitted in reserved use bicycle lanes, cycle tracks and multi-use pathways; and,
- Not permitted to be ridden on sidewalks.

The by-law would follow the Provincial timeline and could be amended or revoked as required during the 5-year pilot.

In June 2020, Right of Way, Heritage and Urban Design Services is bringing a report on bike sharing and e-scooter agreements (ACS2020-PIE-RHU-0007) to Transportation Committee. The report will provide background on bike sharing in Ottawa with a recommendation to extend the current dockless bike sharing pilot into the 2020 season. The report will also include e-scooters as part of the 2020 program and delegate authority to the Manager, Right of Way Management, Heritage and Urban Design, to enter into non-exclusive agreements with micro mobility system providers. Shared e-scooter companies that wish to operate in Ottawa would be regulated through contracts with the City.

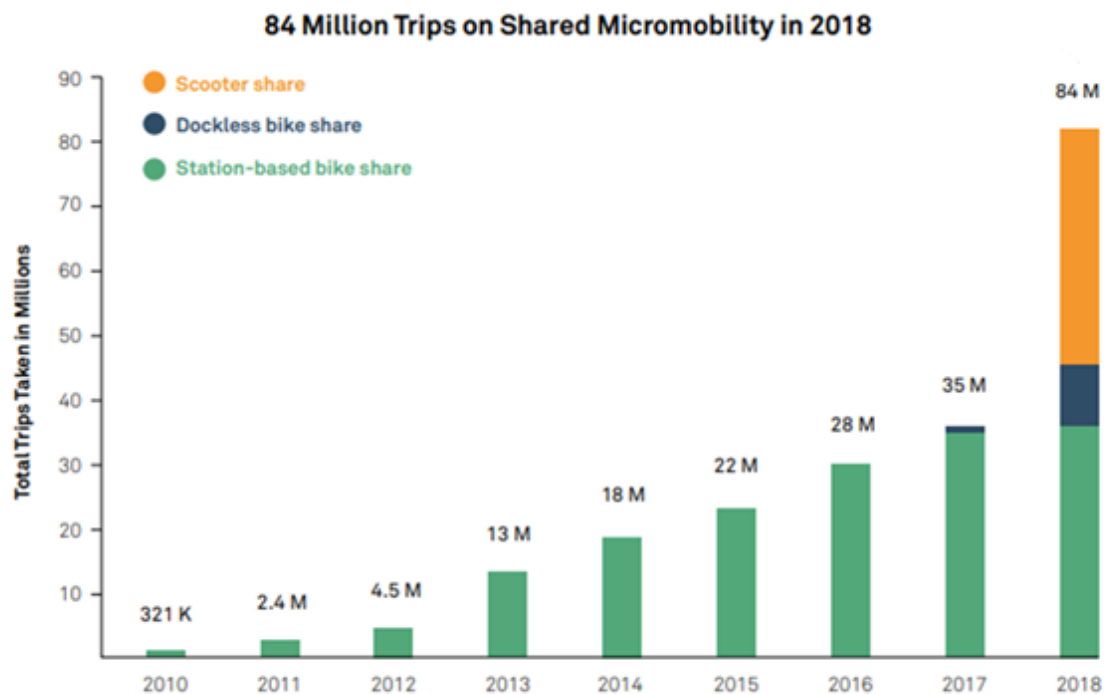
The Bike Parking Strategy is currently underway and will be brought to Transportation Committee and Council in 2021 by Public Works and Environmental Services. Although the timing of the e-scooter pilot proceeds the Bike Parking Strategy, there may be opportunities within the Bike Parking Strategy to recommend a preferred approach to e-scooter parking for future seasons based on the results of end of trip data, parking locations, regulations and compliance as evaluated by Transportation Planning in the first pilot season.

DISCUSSION

Benefits of Shared E-Scooters

The use of shared e-scooters, when managed appropriately, aligns with the Transportation Master Plan and the preliminary policy directions for climate change mitigation of the new Official Plan. They offer alternatives to car travel for short trips, help reduce GHG emissions and traffic congestion. Cities with shared e-scooter fleets have reported 10 to 50 per cent of trips taken by e-scooter would have been taken by personal vehicle or a ride-hailing service. Based on 2019 pilot projects in Portland and Calgary, similar mid-sized cities with connected cycling networks, density and rapid transit, staff expect that the diversion from personal and ride-hailing car trips in Ottawa could be around 30 per cent.

Micromobility increases mobility choices and is a growing transportation mode in many cities around the world, with shared e-scooter use moving towards overtaking bike sharing as the preferred choice. The National Association of City Transportation Officials (NACTO) states in its *Guidelines for Managing Shared Micromobility*: “In 2018, users took 84 million trips on shared bikes and e-scooters in the United States, more than double the number of trips taken in 2017. Of these 38.5 million trips were taken on e-scooter.”



Source: NACTO

E-scooters can support transit ridership by providing first- and last-kilometre connections. Twenty-seven per cent of e-scooter trips taken in Montreal's 2019 pilot season started or ended at a transit station. Growing transit ridership and promoting transit as the easiest way to travel around the city is one of Transportation Services' 12 key transit priorities for 2020, as outlined in the February 19, 2020, Transit Services 2020 Business Plan (ACS2020-TSD-TS-0001). Supporting first- and last-kilometre connections through shared e-scooters would help the City achieve this goal.

E-scooters also offer an alternative for short, spontaneous trips. According to the Institute for Transportation and Development Policy: "While fixed-route public transit remains the backbone of most cities' transportation networks, new mobility modes provide options for short, spontaneous, and or multimodal trips."

Challenges of Shared E-Scooters

Cities operating shared e-scooter programs have reported the following issues: parking compliance; accessibility issues; sidewalk riding; injuries among e-scooter riders and some pedestrians; some shift from transit trips to e-scooter trips; and, the risk of active walking and biking trips being replaced by an electrified trip.

Parking Compliance

If e-scooters are inappropriately parked on sidewalks in the path of travel they cause clutter, block access to homes and businesses and create new barriers to accessibility. Some municipalities have responded to parking non-compliance by imposing fines for mis-parked e-scooters (e.g. Paris, 35 Euros); banning e-scooters completely (e.g. Montreal - February 2020; Nashville - July 2019); or encouraging operators to incentivize parking compliance (Denver - 2018).

Many municipalities address this issue through the following mitigating measures, which would be detailed in contracts and accounted for in associated fees between e-scooter sharing companies and the City:

- providing in-app and in-person parking etiquette education to e-scooter riders;
- encouraging e-scooter sharing company(ies) to offer in-app incentives to riders who park in preferred areas;
- requiring that e-scooter riders submit a photo of their e-scooter correctly parked to complete their ride;
- obligating e-scooter sharing companies to respond within a set time limit to reports of mis-parked e-scooters;
- issuing fines to e-scooter sharing companies for not responding to mis-parked e-scooters within a set amount of time; and,
- impounding mis-parked e-scooters that e-scooter sharing companies have not correctly parked within a set amount of time.

Sidewalk Riding

To avoid compromising the safety and comfort of pedestrians, especially children, older adults and pedestrians with disabilities, Staff recommend a ban on sidewalk riding through the new Electric Kick Scooter By-Law.

Staff also recommend conducting a comprehensive education and outreach campaign on considerate e-scooter riding and parking behaviour to mitigate the risk of sidewalk riding. In addition, staff recommend requiring e-scooter sharing companies to include a sticker on their vehicles that includes a bilingual “no sidewalk riding” message and to

have riders agree to this condition through the app before they are able to unlock the e-scooter. Staff will map and monitor 3-1-1 complaints related to sidewalk riding to determine locations for additional targeted engagement and education.

Following a February 18, 2020, motion of the Accessibility Advisory Committee (AAC), within six months of the pilot launching, staff will meet with the AAC to review the impact of the pilot in Ottawa and the effectiveness of measures to deter sidewalk riding, ensure parking compliance and encourage considerate rider behaviour. Further details of staff consultation with the AAC are outlined in the Accessibility Impacts section of the report.

Injuries

Shared e-scooter programs present public safety concerns for the City, especially among beginner and novice riders. However, even experienced riders are at risk of injury due to the e-scooter design (small wheels and a high centre of gravity) and road hazards (uneven surfaces, potholes, debris).

Ottawa Public Health (OPH) strongly recommends helmets for all ages of e-scooter users.

Other cities have found that e-scooters result in a significantly higher rate of personal injuries compared to cycling. The most common mechanism for injury is falling off, including being thrown or flipped off, an e-scooter (e.g. 80 per cent in southern California, based on emergency room data), independent of any interaction with other users (e.g. pedestrians, cyclists or other e-scooters). Data from the United States indicates that head injuries make up nearly half of e-scooter related injuries, including 7 per cent with evidence of traumatic brain injury. OPH has compiled additional injury data (see Document 3).

During the period of July-October 2019, in Calgary there were 33 e-scooter related emergency room visits that required transportation by ambulance. One of these visits was a pedestrian. During the same period, there were more than 677 emergency room visits for “scooter” injuries that did not require ambulance transfer. Of these visits, 50 per cent included a head or facial injury. It should be noted that “scooter” injuries included other devices like motorized mobility devices and children’s scooters. There is an additional risk to pedestrians, particularly those with mobility challenges, with

improper storage especially with a dockless system and one that includes encroachment on sidewalks through parking.

To mitigate against the risk of injury, the City's new e-scooter by-law regulates where e-scooters can be used, as well as the equipment required for safe operation (e.g. lights, brakes, bell). Further, provisions in the contract with shared e-scooter providers may require time of day limits (e.g. to reduce injuries and accidents caused by late night usage when visibility is reduced).

OPH will support City partners to promote safety, education and awareness in the application of this pilot. A targeted education campaign that encourages the use of helmets for all ages is recommended even though helmets are only mandatory for those under 18 years old. This would include push messaging for e-scooter rentals and outreach events by e-scooter providers - the requirement will be outlined in contracts with the City.

Walking, Cycling and Transit Trips

Pre-pandemic surveys from shared e-scooter companies and from municipalities indicate that 30-60 per cent of e-scooter trips would have been walking, cycling or transit trips. The pandemic has had a significant impact on travel behaviour and the future role and impact of e-scooters is yet to be known. The pilot project will allow staff to collect data about e-scooter usage and assess the impact on walking, cycling and transit in the Ottawa context.

While e-scooters are a useful addition to the City's transportation system, the Transit By-law does not provide for e-scooters to be transported on the transit system as they are not human powered, cannot be folded into a compact state and are not compatible with rack and roll equipment. Therefore, staff recommend that this guideline be maintained.

E-Scooters and COVID-19

Shared and private e-scooters offer residents a personal mobility choice during the post-pandemic recovery period that is supportive of physical distancing and could reduce crowding on transit. The Electric Kick Scooter By-Law would also allow residents to legally use their own personal e-scooters, potentially replacing car trips.

Some cities with micromobility services, including Detroit, San Francisco, and Los Angeles have deemed e-scooters an essential service during COVID-19 because they facilitate travel while facilitating physical distancing.

The Province of Ontario has also defined “private transportation providers” as essential service, which would permit their operation during the provincial emergency situation.

Ottawa Public Health will prepare guidance for e-scooter operations during the pandemic. This guidance document would include considerations to reduce the risk of transmission including infection, prevention and control measures, physical distancing, and additional considerations

Pre-pandemic, cities with shared e-scooter fleets noted that e-scooters were used by both residents and visitors. With current travel restrictions, the majority of riders in Ottawa will be residents rather than tourists, thus the focus of deployment will be on commute trips.

Regulating Shared E-Scooters

Based on a review of the program in other municipalities, the following are key issues for the City to consider in planning a successful pilot.

1. Shared E-Scooter Season

In general, staff recommend a program that starts on May 1, or after spring sweeping operations, and runs until October 31, as findings from other cities show e-scooter use tapers in colder weather. In 2020, the seasons would start later because of the disruptions due to the pandemic and the need for administrative tasks to be completed following Council’s approval of the pilot project – such as completing the agreement with the private service provider(s).

2. Parking Requirements and Parking Compliance

The spontaneous nature of e-scooter trips and the desire of riders to complete their trip close to their destination requires flexible parking solutions.

Staff recommend shared e-scooters be parked upright in the furniture zone of the sidewalk, away from the pedestrian path of travel. The furniture zone is the area of the sidewalk closest to the street where benches, bike racks and trees are located.

This is standard practice in cities around the world and would be expected by residents and visitors. As the first pilot season progresses, staff recommend designating zones for e-scooter parking using a combination of on-street parking spaces and furniture zone parking spaces for e-scooter parking, based on trip destination data, staff observations and consultations with area BIAs and businesses immediately adjacent to the spaces. These spaces would include small parking corrals for e-scooter parking. These small on-street parking corrals would be designated by paint and would be in locations that cannot accommodate vehicle parking such as five metres at the end of a block. In the first pilot season, staff anticipate designating up to twenty painted parking zones for the recommended fleet size of 600 e-scooters.

For comparison, Calgary, with an initial fleet of 1,500 e-scooters in its first year, parking was limited to furniture zone areas only. With information on desired destinations through data collection, Calgary has considered the introduction of combined furniture zones and dedicated on-street parking spaces in its second season. Should Ottawa's total fleet size increase, the number of dedicated parking areas would also need to increase. Further parking details are provided in Document 4.

3. Sharing of Multi-Use Pathways, City streets, Cycle Tracks, Footbridges

Staff recommend e-scooters be permitted to travel where bicycles are allowed, with the exception of roads with a speed limit of over 50km/h. Sharing multi-use pathways and footbridges with other users requires special attention to preserve the safety and comfort of these spaces for pedestrians and other users, especially while physical distancing is required. The NCC and the Ville de Gatineau are not permitting e-scooters in 2020, which would limit their use on shared pathways.

In-app and in-person education on considerate sharing, including slowing down to pass pedestrians, signalling turns and maintaining physical distancing is required. Contracts with shared e-scooter companies in other municipalities, including Calgary, required in-person education. In high activity areas, such as Ottawa's footbridges and immediately around LRT stations, slow zones can be used to restrict the speed of shared fleets through geofencing technology with which shared e-scooter companies are equipped. Signage would be required to indicate slow zones to riders of personal e-scooters that are not equipped with automatic speed reduction.

4. Provision of Data to the City

To support the City's management and evaluation of the pilot across multiple departments, the service provider will be required to provide precise and frequent aggregate data on:

- Location, charge and time parked;
- Trip origins;
- Trip destinations;
- Trip routes;
- Distance travelled;
- Time of day of trips;
- Number of trips per day per vehicle;
- Number of unique riders;
- Number of trips per rider;
- Whether riders are monthly pass holders or daily pass holders;
- Number of e-scooters available in specific neighbourhoods or by transit stations; and,
- Reported comments, complaints and injuries.

In addition, data on rider satisfaction and community experience will be gleaned through future surveys, to be conducted by the City.

5. Demonstrated Low GHG Emission Plan

E-scooter operation must contribute to the City's GHG reduction. Preliminary consultation with shared e-scooter providers indicates opportunities for business practices that work to reduce GHG emissions from e-scooter operations by:

- Using e-cargo bikes to transport e-scooters for redistribution and maintenance;

- Renting central warehouse space for charging e-scooters to avoid unnecessary transportation by independent contractors to personally charge e-scooters; and,
- Refining e-scooter fleet vehicles for longer life cycles and reusing parts when possible.

6. Fleet Size for Pilot Project

Preliminary consultation with operators indicates a preferred fleet size of 2,000 for all of Ottawa as that would provide riders with predictable access to e-scooters. Staff recommends a measured and gradual approach towards fleet size determination, starting with a fleet of 600 vehicles - this is the number of e-scooters that Montreal deployed during its pilot. Over the duration of the pilot program, the fleet size can be increased if the operation is successful.

Tying fleet size increases to compliance with local regulations and city mobility goals is a common practice, with Calgary and Edmonton's e-scooter sharing contracts providing examples. This initial fleet size will need to be discussed further and negotiated with potential service providers. However, it is recognized that if the fleet size is too small, it can lead to the provider not being about to viably operate and to service being limited to a small geographical area.

Staff will consult internally and with interested providers to determine feasible geographical distribution as a function of fleet sizes. The City's goal of supporting transit use and its aspiration to support more sustainable and multi-modal travel in specific areas that could benefit from satellite e-scooter fleets, like: Moodie Station; Kanata North; post-secondary and hospital campuses; workplaces with satellite parking lots accessible by multi-use pathways, etc., requires a larger fleet and larger distribution area which could be developed gradually. Other cities, like Chicago and Calgary, have benefited from special distribution of e-scooters to support transportation to events, like the Stampede, or removal of e-scooters from the right-of-way during other events. In Ottawa's context, Ottawa Race Weekend, Canada Day or Bluesfest could warrant special fleet deployment and this approach would also be considered.

7. Avoid Over-Regulation

While an appropriate level of regulation is needed for a successful operation of shared e-scooters, over-regulation can make it ineffective or impractical. Examples of this are:

The International Transport Forum's *2020 Safe Micromobility Guide* reports helmet use among e-scooter riders at less than 4 per cent. However, in keeping with Quebec's mandatory helmet requirement for all riders, Montreal enforced this regulation and issued 328 citations for riders without helmets in 2019. Rider non-compliance with helmet requirements was mentioned as one of the reasons for the cancellation of Montreal's e-scooter pilot.

Chicago initially required that all shared e-scooters be removed from the right-of-way every night, but according to their 2019 pilot report, intends to remove this restriction as it creates unnecessary GHG emissions through transportation and creates a heavy burden on sharing companies.

Lime chose not to complete the final stage of their three-part pilot in Waterloo in fall 2019, ahead of the provincial pilot, because e-scooters were restricted to only one pathway in the region.

8. Monitoring and Evaluation

Success of the pilot will be evaluated according to the following:

- Number of trips taken in total, number of trips taken per e-scooter, number of car trips replaced, number of transit trips facilitated as measured by survey results and e-scooter trips ending at transit stops;
- Distribution of vehicles at key locations like transit or in specific neighbourhoods;
- Safety and comfort for road and pathway users, especially the most vulnerable pedestrians;
- Safety and comfort of pedestrians on sidewalks;
- Accessibility concerns for persons with disabilities and businesses;
- Parking compliance and operator response to parking management issues;

- Providers' ability to manage any issues that arise;
- Satisfaction of riders and residents of Ottawa as measured through 3-1-1 comments and complaints, emails to staff and surveys; and,

Amount of City staff time and costs required to oversee the pilot.

Staff are looking at injury data from other cities and are planning a coordinated approach to injury data collection with support from Ottawa Public Health and Public Health Ontario. There are challenges with current data collection methodology that need to be addressed in order to develop a fulsome picture that disaggregates e-scooter injuries from other forms of transportation.

Cost Estimate and Funding

There will be staff resources and costs involved in planning, implementing, monitoring and evaluating the Electric Kick Scooter Pilot Project. It is proposed that City expenses directly related to the implementation of the pilot be recovered from the proposed user fees, as outlined in the Bike Sharing and Electric Kick Scooter Sharing Agreements with Service Providers Report (ACS2020-PIE-RHU-0007). Costs recovered will be strictly related to the delivery of the annual program:

- Contract administration and management (staff time);
- Implementing and removing seasonal on-street parking spaces (cost of paint, signs, staff time);
- By-law monitoring and enforcement (staff time);
- Responding to 3-1-1 service requests (staff time);
- Re-parking and removing mis-parked-e-scooters if providers fail to (staff time, transportation, impound);
- Signage and other traffic posts (ex. Flex posts);
- Evaluating trip and parking data provided by the operators (staff time, consultant costs); and
- Injury data collection and reporting (staff time).

Costs for securities and insurance will be addressed in the Bike Sharing and Electric Kick Scooter Sharing Agreements with Service Providers Report (ACS2020-PIE-RHU-0007).

Consultation with other municipalities indicates 1- to 2 FTEs, seven to nine months of the year, are needed to run the program with significant and ongoing support from an internal staff working group, as well as operational staff. Staff anticipate running the pilot from existing staff resources and will monitor the situation.

Proposed Shared E-Scooter Contract details

Contracts with shared e-scooter providers would specify details including but not limited to:

- Applicable only for 2020:
 - Fee structure;
 - Seasonal dates and operating times for vehicles;
 - Lowering fleet speed to 20 km/h;
 - Further reducing fleet speed to 8km/h-15km/h through geofenced high activity pedestrian slow zones;
 - Time of day restrictions if necessary;
 - Geofencing no-go zones like inside transit stations where e-scooters are not permitted;
 - Providing in-app and in-person education on safe e-scooter use and parking;
 - Safety promotion events and helmet giveaways;
 - Capping initial fleet size and tying increases in fleet size to demonstrated compliance with City regulations;
 - Redistributing vehicles to facilitate use and to respond to special event requirements;

- Provisions regarding maintenance, liability and removal of infrastructure and vehicles (compliance with existing Encroachment By-Law regulations);
- Providing detailed trip and parking data to the City;
- Providing data on injuries and incidents;
- Parking rules and compliance; and
- Plans to limit GHG emissions generated from fleet maintenance and redeployment.

Next Steps

Should Transportation Committee and Council approve participation in the Province's e-scooter pilot project, the next steps are:

1. Implement the new City by-law to allow e-scooters on City Streets and pathways as outlined in Document 1. Following Council approval, the new by-law needs to be submitted to the Ontario Court of Justice to obtain set fines reviewed and approved by the Province before bylaw officers can legally issue tickets for infractions. In the interim, bylaw officers can only issue warnings or summons.
2. Enter into an agreement/contract with an e-scooter sharing company (or companies).
3. Implement a public awareness and education campaign on etiquette and safe e-scooter use.
4. Identify and designate parking spaces for e-scooters.
5. Collect data on e-scooter use and injuries in the City and advocate for improved data collection on e-scooter injuries with MTO to ensure accurate monitoring and that the data disaggregates e-scooter injuries from other forms of transportation.
6. Remit safety data to the Province as required.
7. Report back to the Accessibility Advisory Committee within six months of launching the pilot.
8. Report back to Transportation Committee after the first season of the pilot.

RURAL IMPLICATIONS

There are no rural implications associated with the recommendations in this report, other than shared e-scooters will likely not be available to rural residents.

CONSULTATION

In addition to an online survey to solicit public input, staff also consulted with the Accessibility Advisory Committee on February 18, 2020 and received their response through a memo on February 25 (see Document 5).

Staff in numerous service areas have been involved in planning for the pilot project and anticipate ongoing roles in its implementation, monitoring and evaluation. City teams include: Transportation Planning, Traffic Services, Right of Way, Heritage and Urban Design Services, By-law and Regulatory Services, Roads and Parking Services, Legal Services, Transit Customer Systems and Planning Service, Ottawa Public Health Injury Prevention, Ottawa Public Health Epidemiology, Parks and Facilities Planning Services, Safer Roads Ottawa, Service Ottawa (3-1-1), and Ottawa Police Service.

Public Consultation

An online survey, Kick E-Scooters in Ottawa, was posted on Ottawa.ca from February 18, 2020, to March 4, 2020. Survey results are attached (see Document 7).

Staff invited the following groups to promote the survey to their members: Ottawa Youth Engagement Committee (OYEC), Bike Ottawa, City for All Women Initiative, Ecology Ottawa, Healthy Transportation Coalition and EnviroCentre.

BIAs were notified of the online consultation and were informed of the proposed pilot project.

Staff have also engaged the Parking Stakeholder Consultation Group.

Survey Results

Survey results show that of the 370 respondents, there is notable interest and support for the kick e-scooter program:

70 per cent of respondents indicated they were very likely or somewhat likely to ride a

kick e-scooter if the City permitted it. The most popular trip purposes were for fun, transit, errands and work.

59 per cent of respondents indicated they were very supportive of the City permitting kick e-scooters in Ottawa, with a further 15 per cent indicating they were somewhat supportive.

247 comments in support of the pilot focused on replacing ride-hailing or private car trips, connecting with transit and having fun:

- Reduce traffic and commuting cost. Benefits of a bike without having to dress for biking and get sweaty for work.
- It's fun. Offers another alternative to driving or taking ubers for short distances.
- Anything to get people out and moving and using fewer cars.
- Great to have more options for transportation, especially from and to LRT stations.

49 comments from respondents who were unsupportive of the pilot focused on parking concerns, illegal sidewalk riding, inconsiderate sharing of spaces and injuries:

- Worried about injury to riders and pedestrians (because these will be used on sidewalks regardless of the regulations).

There are already conflicts on multi use paths. More power assisted vehicles will only crowd out pedestrians, children, families.

COMMENTS BY THE WARD COUNCILLOR(S)

Report impacts are city-wide.

LEGAL IMPLICATIONS

There are no legal impediments to Committee and Council's approval of the recommendations of this report.

RISK MANAGEMENT IMPLICATIONS

Absence of Regional Partners

Staff have been working with the NCC and the Ville de Gatineau on a regional approach to implementing shared e-scooters. A multi-jurisdictional approach would provide a continuous network to benefit residents and tourists. However, for the 2020 season, the NCC and the Ville de Gatineau are not ready to participate in the pilot project (see Documents 8 and 9).

This represents a challenge as residents and visitors experience multi-use pathways as a continuous network and the NCC's Capital Pathway network, especially along the Canal, the Rideau River and the Ottawa River are well-used commuter routes with connections to transit and key destinations.

Given the circumstances, shared e-scooter providers will be required to geofence NCC pathways (such as the Canal and the Ottawa River Pathway) to limit their use on these parts of the network. Geofencing would also be required to limit the use of cycling facilities and pathways in Gatineau.

Limiting use by geofencing means the scooter will slow down to a crawling speed and cannot be parked in the geofenced area.

Injuries to riders and pedestrians

Based on injury data received from other municipalities that do allow the operation of electric kick-scooters, staff anticipate that the introduction of electric kick-scooters in Ottawa will likely increase the risk of injury mainly due to riders falling off the scooter and pedestrians tripping over mis-parked scooters. There is also a potential hazard of colliding with vehicles or pedestrians, these collisions have been very infrequent in other jurisdictions.

In-app and in-person education on safe and considerate e-scooter riding and parking will address these risks.

Staff are planning a coordinated approach to injury data collection with support from Ottawa Public Health and Public Health Ontario. There are challenges with current data

collection methodology that need to be addressed in order to develop a fulsome picture that disaggregates e-scooter injuries from other forms of transportation.

Service implications

Roads and Parking Services will absorb responsibilities related to responding to Service Requests including picking up and moving scooters. Without additional resources, this could impact services related to summer maintenance programs, including debris / litter collection, after-hours response and asphalt repairs.

ASSET MANAGEMENT IMPLICATIONS

There are no asset management implications associated with the recommendations of this report.

FINANCIAL IMPLICATIONS

Financial implications are identified within the body of the report and proposed user fees are further detailed within the Bike Sharing and Electric Kick Scooter Sharing Agreements with Service Providers report (ACS2020-PIE-RHU-0007).

ACCESSIBILITY IMPACTS

Staff presented “Kick E-Scooter Strategy and Pilot Project” at the Accessibility Advisory Committee (AAC) on February 18, 2020, and received the following feedback at that meeting and through the February 25 memo (see Document 5):

- Consistent with the provincial AODA Alliance’s position, the AAC does not want to dedicate on-street parking stalls, which provide accessible parking to pass holders, to e-scooter parking corrals;
- Shared e-scooters could benefit those who are unable to walk long distances but look forward to being able to extend their walking trips;
- Consider the impact on cyclists and pedestrians of adding a silent, fast vehicle to MUPs;
- Ensure that banning sidewalk riding does not impact the use of e-scooters on MUPs that serve as sidewalks (e.g. Scott Street, etc.);

- Ensure that visitors as well as residents are educated on the safe use of e-scooters;
- Consider restricting e-scooter use in certain areas, especially downtown;
- E-scooters being mis-parked on sidewalks is a concern; and,
- The AAC would like the opportunity to meet with shared e-scooter operators.

Motions approved at Accessibility Advisory Committee on February 18, 2020:

That should the kick e-scooter pilot project be approved, staff report back to the Accessibility Advisory Committee within six months. CARRIED

That should the kick e-scooter pilot project be approved, the Accessibility Advisory Committee requests that the Transportation Committee and Council require that the successful companies ensure the kick e-scooters have audible devices. CARRIED

Shared e-scooters must be equipped with a bell that riders could use to alert other pathway users of their approach, similar to bicycles. In addition, staff have forwarded the request for an audible sound (in addition to the bell) to interested shared e-scooter providers.

Since the Accessibility Advisory Committee meeting on February 18, 2020, additional information has come to members' attention, including a list of 16 questions and concerns from the AODA Alliance and the cancellation of the pilot project in the City of Montreal, which cause further concern and reservation with respect to accessibility and the introduction of kick e-scooters in Ottawa.

With this additional information, the AAC has stated that it cannot support, in principle, the kick e-scooter project without receiving further clarification on how the issues raised by the AODA Alliance and the City of Montreal will be addressed.

Staff met with the AAC on March 9, 2020, to address these further concerns. The AAC have noted staff responses (see Document 5) to their concerns and have updated their February 25 memo.

ENVIRONMENTAL IMPLICATIONS

The Pilot could lead to a potential reduction in GHG emissions if personal car trips or ride-hailing can be diverted to e-scooters.

Preliminary discussions with shared e-scooter providers indicates opportunities for business practices that work to reduce GHG emissions from e-scooter operations by:

- Using e-cargo bikes to transport e-scooters for redistribution and maintenance;
- Renting central warehouse space for charging e-scooters to avoid unnecessary transportation trips by independent contractors to personally charge e-scooters; and,
- Refining e-scooter designs for longer life cycles and reusing parts when possible.

TERM OF COUNCIL PRIORITIES

Offering shared e-scooters in Ottawa would align with the following 2018 -2022 Term of Council Strategic Priorities:

Economic Growth & Diversification: Encourage economic growth and diversification by supporting business investment and expansion, talent attraction and retention, and branding Ottawa as a place to be.

Integrated Transportation: Enable effective mobility through a sustainable, accessible and connected city transportation system.

Service Excellence Through Innovation: Deliver quality services that are innovative and continuously improve to meet the needs of individuals and communities.

Environmental Stewardship: Grow and protect a healthy, beautiful and vibrant city that can adapt to change.

SUPPORTING DOCUMENTATION

Document 1 - BY LAW no. 2020 XX A by-law of the City of Ottawa regulating the operation and use of electric kick-scooters on highways

Document 2 - Kick E-Scooter Provincial Framework: O. Reg. 389/19: PILOT PROJECT - ELECTRIC KICK-SCOOTERS

Document 3 - Ottawa Public Health E-scooter Injury Epidemiology

Document 4 - Electric Kick Scooter Parking Considerations

Document 5 - February 25, 2020 Memo from Accessibility Advisory Committee on Kick E-Scooter Pilot Project

Document 6 - Staff responses to AAC February 25 Memo

Document 7 - Online Public Consultation Survey Results

Document 8 - NCC Response to Participating in Kick E-Scooter Pilot

Document 9 - Ville de Gatineau Response to Participating in Kick E-Scooter Pilot

DISPOSITION

Following Council's approval of the report recommendations, Staff in Transportation Services will work with Legal Services and By-law and Regulatory Services to finalize and complete the steps to enact the proposed By-law and to seek approval of the set fines imposed by the By-law. Staff from Planning, Infrastructure, and Economic Development will oversee the contract administration of the Electric Kick Scooter pilot project. Monitoring for reporting will be the responsibility of Transportation Services.