From:	Jenny Lapham
To:	"hamish.cardwell@rnz.co.nz"
Subject:	FW: RNZ request for information on e-scooter injuries in your city and council reports and advice regarding them
Date:	Thursday, 3 October 2019 04:07:00 p.m.
Attachments:	image001.gif FINAL report to Council on e-scooters in Dunedin 26 March.pdf

Dear Hamish

I refer to you request as below:

The Council, at this time, as only one e-scooter company operating in the city, that being Lime Scooters. Attached for your information is a report that was considered by Council in on 26 March that references injuries and ACC data.

I am just completing the review of e-mails and would hope to have any relevant to your request with you early next week.

Regards

Jennifer Lapham
Governance Support Officer
Civic

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From: Hamish Cardwell <Hamish.Cardwell@rnz.co.nz>
Sent: Thursday, 5 September 2019 10:57 a.m.
To: Anna Kellett <anna.kellett@aucklandcouncil.govt.nz>
Subject: RNZ request for information on e-scooter injuries in your city and council reports and advice regarding them

Hi there

My name is Hamish Cardwell, I'm a reporter at RNZ.

I'm looking to understand how many people have been injured nation-wide since e-scooters were allowed onto NZ streets.

I also want to know what discussions local councils have been having with scooter companies/ACC/Ministry of Health/other relevant bodies and organisations regarding e-scooter

injuries that would help them decide whether to continue to allow app-based e-scooter companies (Lime Flamingo, Jump etc) to operate.

To that end I am requesting:

- All correspondence between councillors and staff and ACC/ relevant e-scooter companies/Ministry of Health where the number/severity/type of injuries from app-based e-scooters companies are discussed.
- All advice/briefings/reports/memos and other documents from council officials regarding injury numbers obtained, and whether e-scooter companies should be allowed to continue to operate.
- The timeframe for this correspondence is from when the app-based e-scooter firms were allowed to operate in your city up to the present.
- This information be released in whatever format/time period your council keeps it in, but if possible for it to be broken down into: e-scooter company (vs privately owned), type and severity of injury, time and date of injury, likely cause of injury, cost of treatment, etc. I'd like data from when the e-scooter company was allowed to operate – up until the present day.
- These emails and data released to be fully searchable, and released in an Excel spreadsheet where necessary.
- Any information on the number of e-scooter injuries in your city in the year leading up to (before) app-based e-scooters being allowed into NZ cities – this to act as a baseline to put e-scooter injury figures into context.

Please don't hesitate to contact me if request can be refined so info release can be expedited.

Kind regards

Hamish Cardwell
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ELECTRIC SCOOTERS IN DUNEDIN

Department: Corporate Policy and Customer and Regulatory Services

EXECUTIVE SUMMARY

1 This report considers the use of electric scooters (e-scooters) in Dunedin.

2 This report looks at the benefits of e-scooters in Dunedin while investigating options to address safety concerns and manage commercial share scheme operations.

3 A review of the Mobile Trading and Temporary Stall bylaw is proposed with a view to require licences for commercial e-scooter and other vehicle/transport share scheme operators. This will allow for conditions and controls around things such as curfews, and numbers. A public safety campaign, and continued monitoring of issues is also proposed, as is encouraging the Ministry of Transport and NZTA to take a national approach on issues such as helmet use, cycle way use and speed limits.

RECOMMENDATIONS

That the Council:

a) **Approves** commencement of the first stage of the Mobile Trading and Temporary Stall Bylaw review

b) **Writes** to the Ministry of Transport and the New Zealand Transport Agency urging them to take a national approach to the use of helmets with e-scooters, use of cycleways and speed limits for e-scooters.

c) **Notes** staff will continue to monitor e-scooter use and promote rider and pedestrian safety.

BACKGROUND

4 Commercial e-scooter company, Lime, introduced 300 commercial electric scooters to Dunedin on 10 January 2019. Now Lime has more than 700 e-scooters in Dunedin. Use of e-scooters is becoming increasingly popular and at 6 March, more than 31,000 riders in Dunedin have made 137,454 trips using Lime e-scooters. There are also a number of privately-owned e-scooters in Dunedin.

Existing regulatory mechanisms

5 There are several regulatory mechanisms already in place to manage potential e-scooter safety issues in Dunedin. However, current mechanisms do not allow for the management or control of commercial use of e-scooters.

6 As e-scooters are defined as vehicles in the Land Transport Act 1998 (LTA) and subsidiary legislation, these laws allow e-scooters to be ridden on the footpath and the far left of the road. The LTA requires careful and considerate use of e-scooters, and that speed is not a hazard to other footpath users. Enforcement powers sit with the Police.

7 Police advise that complaints received have been minimal but have not been broken down into private or commercial use. Generally, a complaint to Police around the manner of road/footpath use would trigger communications across police radio networks resulting in a response that would be influenced by time delay, accuracy of information, seriousness of incident or availability of staff.

8 The use of safety helmets on roads is regulated by the Land Transport Rule 2004. This requires wearing of helmets for motorcycles, mopeds and all-terrain vehicles and for bicycles.

9 There is no regulation or rule requiring the rider of a scooter to wear a helmet.

10 The Dunedin City Council (DCC) Beaches and Reserves Bylaw sets rules for conduct on beaches and reserves. An Enforcement Officer may ask a user to leave these areas or have an e-scooter removed. Other public places are not covered by this bylaw.

11 Lime's rental terms of use for e-scooters stipulate users must be over 18 years, must not obstruct pedestrians, must adhere to traffic laws and regulations and must not be under the influence of alcohol or prohibited drugs.

Bylaws

12 Bylaws are one mechanism that local authorities may use for regulation of a specific matter/issue. A bylaw is made by a local authority under an enactment. Bylaws are mechanisms to control and enforce an issue rather than an enabling mechanism.

13 A local authority may make a bylaw for its district for one or more of the following purposes:

(a) protecting the public from nuisance

(b) protecting, promoting, and maintaining public health and safety

(c) minimising the potential for offensive behaviour in public places.

14 Where a local authority has the statutory authority to enact a bylaw it shall be for the purposes or objectives intended by the empowering statute. When considering a bylaw, made under the Local Government Act (LGA), a local authority must, before commencing the process, determine whether a bylaw is the most appropriate way of addressing the perceived problem.

15 Bylaws made under the LTA must be submitted to the Minister of Transport who may amend, replace or disallow the bylaw in whole or part.

16 Issues should be identified and scoped with evidence. All feasible options to address issues should be considered and evaluated. Considerations would be whether there are already, or could be, other legislative controls to address/remedy the particular issue. This could include the role of other agencies and identification and support of the agencies required to carry out enforcement action. It could look at options such as education, promotion and collaboration.

Rest of New Zealand

Public e-scooter share schemes

17 Currently, there are six NZ territorial authority areas with public commercial e-scooter share schemes: Auckland, Christchurch, Hutt City, Upper Hutt City, New Plymouth and Dunedin. Schemes in Auckland, Christchurch, Hutt City, Upper Hutt City operate with

permits from the local authority. While permits can allow for the operation they cannot control use.

Licensing commercial operators

18 Some local authorities, where commercial e-scooter share schemes are operating, have bylaws which require e-scooter companies to hold a licence or permit to operate. For example, Hutt City and Upper Hutt City have 12 month permits in place for e-scooter share operators. Auckland and Christchurch have permitted Lime to operate for a trial period.

19 In Auckland, the Trading and Events bylaws require e-scooter rental companies to hold a licence from Auckland Council to operate. This allows Auckland Council to approve and decline licence requests. It can impose conditions on the licence, amend or revoke a licence, and if the licence is breached allows a Court fine of up to $20,000 for businesses upon prosecution.

20 Auckland Council does not plan to impose further regulation for e-scooters at this stage as there are mechanisms in places including national legislation, bylaws and e-scooter rental companies' own terms of use. Auckland Council carried out a safety communication and education campaign in collaboration with Lime.

21 Wellington City proposes an evaluation of public e-scooter share schemes throughout its city by licensing up to two operators for a specified period and working with providers so that e-scooters are not ridden in certain areas and that providers contribute to evaluation and monitoring costs.

DISCUSSION

22 NZTA, along with Auckland and Christchurch councils commissioned a report in January 2019 with the purpose of understanding any behaviour change as a result of shared e-scooter use, evaluating safety perceptions, perceived benefits and considerations for the ongoing use of shared e-scooter schemes. Key findings were that shared e-scooters are a popular and successful initiative in Auckland and Christchurch but that there are important safety concerns such as ensuring pedestrian safety, e-scooter rider safety, and safety with all riders sharing pathways.

People's Panel results

23 To inform this report, feedback was sought from the Dunedin People's Panel to gauge the level of support for e-scooters and to identify their benefits and any areas of concern.

24 The People's Panel gives people who opt in to the Panel the opportunity to give their views on a range of DCC issues by completing online surveys. While it is not a statistically representative sample of the Dunedin population, it has been found to be reflective of the wider community view. The Panel has been used as a consultation tool on a broad number of community issues to good effect since its inception.

25 There were 422 responses to the People's Panel e-scooter survey which is one of the highest response rates to a People's Panel survey since its inception in 2012.

26 Overall, 57% of all respondents are supportive of e-scooter use in Dunedin, 16% are neutral and 28% are unsupportive.

27 Of those who have used an e-scooter (26% of respondents), the main reasons for use were for fun (33%), to commute to or from a work meeting or appointment (28%) and to get around easier and faster. Other reasons were to get to and from shops, sporting and social engagements and to save money on transport.

28 Thirty-five percent of users said they use a motor vehicle less often as a direct result of using an e-scooter and 19% said they use Uber or a taxi less often.

29 Most users (66%) felt fairly safe or very safe riding an e-scooter, 8% were neutral and 24% felt a little unsafe or unsafe. However, when all respondents were asked how safe they felt as a pedestrian using footpaths shared with e-scooters, most (65%) felt unsafe and 29% felt safe.

30 All respondents were asked about helmets and views were mixed with 45% disagreeing with the current situation where helmets are recommended but not compulsory. Comments indicate these respondents want helmets to be compulsory. Thirty-seven percent agreed that helmets should be recommended but not compulsory. Personal choice and responsibility are important as is the view that the benefits and use of e-scooters would diminish if helmets are compulsory.

31 Most respondents (67%) agree that there should be a curfew with views mixed on specific curfew times. Reasons were to prevent harm and damage at night with greater risk of intoxicated riders and limited visibility. Some said they would be beneficial at night time for some such as shift workers.

32 Most respondents (80%) disagree that there are no speed limits for e-scooters on city pavement areas. Comments show safety concerns as the main reasons.

33 Most respondents (62%) think there are some places in Dunedin where the use of e-scooters should not be permitted. High foot traffic and Central Business District areas were the most common 'no go' areas specified.

34 See Attachment A for the full People's Panel report.

ACC data

35 The number of ACC claims is also being monitored. The number of e-scooter related claims compared to other types of ACC claims for Dunedin and New Zealand are as follows:

ACC claims 6 Jan 2019 – 23 Feb 2019

Type of claim	**Dunedin**	**New Zealand**
Electric scooter related	109	732
Foot/other scooter related	58	2,009
Mobility scooter related	<12	88
Bike related	<28	1,069
Running/jogging related	342	11,787
Pedestrian vs e-scooter*	<4	<12
Pedestrian vs. other scooters (foot, mobility or other)*	0	0
All ACC claims	6,848	292,223

**Pedestrian claims are where the accident description specified the client collided with a scooter of some form, and is not from the perspective of the rider.*

36 Dunedin represents approximately 15% of all NZ ACC e-scooter claims, and it appears that Dunedin's crash frequency is relatively in line with national levels. Current statistics are too sparse to show a definite trend and it would take more time to know whether claims are levelling out or will they slow down due to users becoming more familiar with e-scooters.

37 There is a significantly higher number of claims for e-scooters than cycling. However, comparing e-scooters to cycling and running claims is difficult as the kilometres travelled while cycling or running is needed (travel data is available for e-scooters).

38 The table below shows the type of injury causes in national e-scooter claims between 14 October 2018 and 23 January 2019.

National ACC e-scooter claims by injury cause 14 Oct 2018 – 23 Jan 2019

Injury Cause	**Number of e-scooter claims**
Loss Balance/Personal Control	770
Collision/Knocked Over by Object	23
Loss of Control of Vehicle	8
Tripping or Stumbling	7
Slipping, Skidding on Foot	15
Twisting Movement	17
None	7
Puncture	9
Pushed or Pulled	7
Lifting/Carrying/Strain	5
Other	20
Grand total	**888**

39 The main cause of injury for e-scooter accidents is loss of balance/personal control. The second cause is collision or getting knocked over by an object. Data for primary injury sites also show that the most injured body part is the head/face, and then knee, arm and hand/wrist respectively. These results suggest the majority of ACC claims relating to e-scooters is in relation to the individual's actions, and a small amount includes a third party's involvement.

Dunedin Hospital Emergency Department

40 The Emergency Department at Dunedin Hospital (ED) is currently collecting data from ED visitors who present with injuries relating to e-scooter accidents. The study will run from 10 January 2019 (when Lime e-scooters were introduced to Dunedin) and 24 March 2019.

41 Objectives of the study are to:

- Characterise the frequency and nature of injuries associated with e-scooter use in Dunedin
- Describe safety practices associated with users presenting to ED with injury (helmet use rates, underage use, double riding, intoxication)
- Estimate the related community healthcare resource burden and
- Describe the pattern of ED presentations as it relates to the day of the week, arrival of students to Dunedin and weather patterns.

42 Some initial findings are that between 10 January - 21 February there were around 30 e-scooter related presentations to ED. Most were for minor abrasions and contusions

but there has also been some fractures and hospital admissions. Fuller results should be available in the next couple of months.

Observational study

43 An observation study was carried out by the DCC Regulatory team to better understand the use of e-scooters in Dunedin. The study observed the number of e-scooters being used at different locations between 8th and 14th of March and observations were made at various times (e.g. during weekdays, weekends and peak traffic times). It also noted any e-scooter related incidents that occurred during these times.

44 Observations were carried out in six city locations:

- The Octagon
- George Street (outside Meridian mall)
- Cumberland Street (outside New World)
- Railway Station
- Albany Street (outside the University library)
- St Clair (the Esplanade)

45 The number of e-scooters monitored, and incidents observed are shown in Table 1.

Table 1: E-scooter observation statistics in Dunedin locations – 8-14 March 2019

Location	Total hours spent observing at location	Number of e-scooters observed	Number of e-scooter incidents observed	Number of e-scooters observed per hour
Railway	6.5	48	0	7
Octagon	6	43	0	7
Cumberland	6	56	2	9
Albany	9	173	8	19
Esplanade	7	39	6	6
George	6.8	112	8	16
TOTAL (All locations)	**41.33**	**471**	**24**	**Average per hour: 11**

46 Table 2 shows details of the types of incidents observed

Table 2: Types of e-scooter incidents observed in Dunedin locations – March 2019

Location	# of Incidents	High Speed	Double Ups	Near Misses		Fall/Crash/Hit		
				Pedes-trian	Vehicle	Pedes-trian	Vehicle	Scooter
Octagon	0	0	0	0	0	0	0	0
Railway	0	0	0	0	0	0	0	0
Cumberland	2	0	2	0	0	0	0	0
Esplanade	6	1	5	0	0	0	0	0
Albany	8	4	4	0	1	0	1	1
George	8	1	6	2	0	0	0	0
TOTAL	**24**	**6**	**17**	**2**	**1**	**0**	**1**	**1**

47 The results of the observation show a significant number of e-scooter usage in Dunedin, particularly around George Street and Albany Street. Given the high usage of e-scooters, there were a low number of incidents reported in comparison (24 incidents out of 471 e-scooters observed).

48 Of the 24 incidents observed, two were serious incidents that involved a fall/crash/hit, and three were near misses. Most of the incidents were double ups (two on one e-scooter) and hazardous/high speed, which all happened without any consequence observed.

49 Although the Octagon was a busy area for e-scooter use, there were no incidents observed. Observers noted the careful nature of the e-scooter riders in this heavily congested area, which could explain the low incident rate.

50 Other general observations made during this exercise were:

a) E-scooter riders generally slowed down, moved to the road or dismounted their e-scooter around congested areas such as George St. Many riders also swerved around pedestrians and because of their slow speed, they did not hit any pedestrians or other obstacles on the pavement.

b) During busy days such as cruise ship days, heavily congested areas saw limited e-scooter use, although it's unclear whether this is because of less e-scooter placement or less users riding.

c) Some use of personal e-scooters was observed, and the majority of these riders also wore helmets and other safety gear.

d) Confident riders used cycles lanes or rode along the road. They generally followed the road rules safely and effectively.

e) A few underage children were seen riding e-scooters, sometimes with two on one e-scooter.

f) The placement of e-scooters on footpaths have sometimes been a hazard e.g. pulled onto middle of footpaths, blocking passengers from getting out of cars.

51 See Attachment B for full results.

Ministry of Transport

52 The Ministry of Transport is currently working on an 'Accessible streets' regulatory package that aims to improve safety for footpath users and encourage active transport. Part of this work is looking at how differently mobility devices including e-scooters, can be used on footpaths and shared paths. The Auckland and Christchurch shared e-scooter schemes will inform this work and public consultation is expected this year. Further regulations for the use of e-scooters, including speed limits and helmet use will be considered.

Conditions for commercial operators

DCC Mobile Trading and Temporary Stall Bylaw

53 One way for Dunedin to impose conditions around e-scooters is to require e-scooter share scheme operators to hold a licence to operate. Legal advice is that this could be controlled through a bylaw which would provide a mechanism to permit an operator and to attach a fee to the permit. This would not, however, regulate user behaviour.

54 For example, the Mobile Trading and Temporary Stall Bylaw could be amended to include a clause requiring businesses such as e-scooter rental companies to hold a licence to operate from the DCC in the same way other Councils have, and these can apply conditions and impose penalties if conditions are not met. Curfews, fees, numbers and monitoring data are some of the things that could be managed and controlled in this way.

55 In its current form, the DCC Mobile Trading and Temporary Stall Bylaw does not provide a permit scheme or control mechanism for commercial activity of the type that is carried out by Lime.

56 The DCC Mobile Trading and Temporary Stall Bylaw is due for review by April 2024 but could be reviewed earlier. An early review could allow for hire businesses like Lime to be brought within the scope of this bylaw. In addition, the DCC Transport Group has expressed interest in an early review of this bylaw to allow for the addition of new mobile trading sites.

57 Whenever a bylaw is reviewed, a 'special consultative procedure' would be used as required by the LGA.

58 The bylaw review process must also show that a bylaw is the most appropriate way to address an issue. A consideration here is that the Ministry of Transport and NZTA are considering options for the regulation of e-scooters.

59 An early review would provide the opportunity to address changing transport modes and changing technology in commercial activities.

Managing e-scooter use and safety

Speed

60 People's Panel results show there are concerns that the speed of electric scooters could cause risk, particularly on footpaths. Currently, land transport regulations state speed must not be a hazard to other footpath users and that scooter users must be careful, considerate and give way to pedestrians and mobility devices.

61 Legal advice is that the Council could use a bylaw to restrict speed in certain locations where a problem may exist. This is not recommended at this stage as options for the regulation of electric scooters are currently being considered by the Ministry of Transport and NZTA and their intentions are not yet clear. Also, there is no evidence at this stage of speed related safety issues in particular locations. Under the provisions of

the LTA, enforcement of any speed restriction would remain a matter for the Police and cannot be enforced by Council officers.

62 The DCC's transport department has received a few calls relating to e-scooters since the roll-out. These include cars versus e-scooters at driveways and e-scooters passing pedestrians at high speeds resulting in near crashes. Staff will continue to monitor any e-scooter related injury, harm and damage through liaison with other agencies, and look forward to Ministry of Transport proposals.

Helmets

63 Helmets for electric scooter riders are recommended (but not required) by NZTA. Legal advice is that the use of safety helmets on roads is regulated by central government rather than local government. The use of helmets is being considered as part of the Ministry of Transport and NZTA review of regulations for the use of e-scooters.

64 It is proposed that the Council writes to the Ministry of Transport and NZTA urging them to take a national approach to the use of helmets with e-scooters, use of cycleways and speed limits for e-scooters.

Areas e-scooters should not be permitted

65 No controls to ban e-scooters from particular areas are proposed at this stage as there is limited evidence to warrant this. Staff will continue to monitor the use of e-scooters. Should concerns arise in certain areas, options will be evaluated.

66 As noted elsewhere in this report the Council currently has no ability to licence and therefore control the commercial use of e-scooters in Dunedin. However, the establishment of a memorandum of understanding with Lime has provided the basis for a cooperative relationship with the Council having some influence over the control of scooters in the city (for example the number of units, and locations of deployment, and timeframes for dealing with complaints).

67 The Council has also encouraged Lime to carry out safety education and take steps to better control the use of scooters and promote responsible use. Lime has collaborated with the Council to hold safety summits during Orientation.

68 There is a need for public safety messaging and awareness for all footpath and public space users regarding the use of e-scooters. Council staff are monitoring the use of scooters in public through data provided by Lime, ACC and other sources such as feedback to the contact centre. This can inform a public safety messaging initiative.

Fit with strategic framework

69 This proposal contributes to the strategic framework in terms of safe, affordable, accessible and user-friendly transport modes, safe and vibrant places in the city, 'more active more often' recreation themes, and encouraging carbon-free transport modes.

OPTIONS

Option One – Begin early review of the Mobile Trading and Temporary Stall Bylaw; and write to the Ministry of Transport and the New Zealand Transport Agency urging them to take a national approach to the use of helmets with e-scooters, use of cycleways and speed limits for e-scooters (Recommended)

70 This option involves commencing the start of the Mobile Trading and Temporary Stall Bylaw by June so that introducing licences or permits for e-scooter share scheme operators can be considered. It involves writing to the Ministry of Transport and NZTA

urging them to take a national approach to the use of helmets with e-scooters, use of cycleways and speed limits for e-scooters so that national intentions are clear.

Advantages

- Would provide for the control of commercial operators of e-scooters or other conveyances through a permit or licensing scheme with conditions and a fee to be attached.
- May encourage central government to hasten consideration of safety aspects such as the use of helmets and excessive speed.
- Council would be seen to be addressing public concerns around safety and unplanned use of footpath or public spaces.
- Taking steps to provide some future parameters over unforeseen commercial use of innovative technology in public spaces.

Disadvantages

- There will be cost implications associated with the review of the bylaw, and with monitoring and safety initiatives. These costs would be covered by existing budgets.
- May create an unrealistic public expectation upon the Council in terms of its jurisdiction over issues such as excessive speed and compulsory use of helmets.
- Will not fully address concerns raised by sections of the community around safety in terms of issues such as excessive speed and compulsory use of helmets.

Option Two – No further action (status quo)

71 Maintain the status quo with the Council not having a permit or licensing regime to control commercial e-scooter operators establishing in Dunedin.

Advantages

- No further action required.
- No additional resourcing required.

Disadvantages

- Lack of control over commercial e-scooter (or other conveyance) operators establishing in Dunedin.
- Perception that the Council is not addressing public concerns or feedback.
- Missed opportunity to work with commercial operators and members of the public on safety and education initiatives.

NEXT STEPS

72 If the Council approves the recommendations, next steps will be to:

- Begin the process to amend the Mobile Trading and Temporary Stall Bylaw.

- Write to the Ministry of Transport and NZTA urging them to take a national approach to the use of helmets with e-scooters, use of cycleways and speed limits for e-scooters.
- Monitor the Ministry of Transport and NZTA approach to e-scooter use.
- Work with Lime and other commercial e-scooter operators on public safety and education messages.
- Continue to monitor e-scooter use, benefits and related incidents.
- Report back to the Council in 12 months on the efficacy of the current approach and with further options, if required.

Signatories

Author:	Anne Gray - Policy Analyst Adrian Blair - Group Manager Customer and Regulatory Services
Authoriser:	Simon Pickford - General Manager Community Services

Attachments

	Title	Page
A	People's Panel e-scooter report March 2019 *(Under Separate Cover)*	
B	E-scooter observation results March 2019 *(Under Separate Cover)*	

SUMMARY OF CONSIDERATIONS

Fit with purpose of Local Government

This decision/report/proposal relates to providing a public service and a regulatory function and it is considered good-quality and cost-effective.

Fit with strategic framework

	Contributes	Detracts	Not applicable
Social Wellbeing Strategy	☒	☐	☐
Economic Development Strategy	☒	☐	☐
Environment Strategy	☒	☐	☐
Arts and Culture Strategy	☒	☐	☐
3 Waters Strategy	☐	☐	☒
Spatial Plan	☒	☐	☐
Integrated Transport Strategy	☒	☐	☐
Parks and Recreation Strategy	☒	☐	☐
Other strategic projects/policies/plans	☐	☐	☐

This proposal contributes to most of the strategic framework in terms of safe, affordable, accessible and user-friendly transport modes, safe and vibrant places in the city, more active more often, and encouraging carbon-free transport modes.

Māori Impact Statement

There are no specific impacts for tangata whenua.

Sustainability

Electric scooters provide an additional sustainable mode of transport for the city.

LTP/Annual Plan / Financial Strategy /Infrastructure Strategy

There are no implications for these documents.

Financial considerations

There are no financial implications.

Significance

The proposals in this report are assessed as medium in terms of the Significance and Engagement Policy, particularly around the community interest. There is strong interest in electric scooters in Dunedin and there is evidence of divided views. If it is decided to review the Mobile Trading and Temporary Stall bylaw, the special consultative procedure would be used, as required by the Local Government Act 2004.

Engagement – external

There has been engagement with the Police, New Zealand Transport Agency, ACC, the Southern District Health Board, Lime E-scooter company, Auckland Council, Christchurch City Council and Hutt City Council. Feedback was obtained from the People's Panel and responses have informed this report. External legal advice was sought, and observational data was gathered at six locations throughout the city.

Engagement - internal

There has been internal engagement with Transport, Customer and Regulatory Services, in-house legal counsel, Corporate Policy for this report.

Risks: Legal / Health and Safety etc.

There are no identified risks associated with this proposal.

Conflict of Interest

There is no identified conflict of interest with this proposal.

SUMMARY OF CONSIDERATIONS

Community Boards

There are no specific implications for Community Boards at this stage.

People's Panel: E-scooters

March 2019

Table of Contents

1. Key Findings

- About three quarter of the respondents (74%) have not used an e-scooter in Dunedin. Out of these respondents, 41% said they would definitely/probably/maybe intend to ride an e-scooter in the future.

Scooter users

- Of the quarter of the respondents (26%) who have used an e-scooter in Dunedin:
    - A majority (89%) have used it between 1-9 times
    - A third (33%) use it for fun, a quarter (28%) use it to get to and from work meetings/appointments, and about 20% use it for shopping, errands and social activities
    - Little change was reported in respondents' use of other transportation methods except for vehicle travel (driving, as a passenger or ride share services such as uber), which showed less use as result of e-scooters
    - Most respondents preferred to ride on cycle lanes/paths (81%) and/or footpaths (58%)
    - 66% felt fairly or very safe while riding an e-scooter

Helmets

- 37% of respondents agree/strongly agree with the current regulations on helmets (recommended but not compulsory), while 45% disagree/strongly disagree.
- Respondents who agreed with compulsory helmets generally commented that they should have the same rules as bikes because of their speed and where they go and can prevent head injuries/ACC claims.
- Respondents who were against compulsory helmets noted that it should be individual choice/decision and would be impractical to enforce/for people to carry helmets.

Curfews

- 67% of respondents agree or strongly agree with the current situation of disabling use of Lime e-scooters from midnight to early morning, while 18% disagree or strongly disagree.
- When asked for a preferred option for the curfew, from midnight until early morning (24%) or from 9pm until early morning (22%) were the top two choices. 16% of respondents said there should be no curfew.
- Respondents who agreed with a curfew noted that it would help prevent use by intoxicated people and there should be a curfew in busy areas or in winter/hazardous weather/darkness to prevent accidents.
- Respondents against a curfew noted that it's a safe mode of transport for many e.g. shift workers, and with adequate lighting should be fine to use at night.

Speed limits

- 13% of respondents agree or strongly agree there should be no speed limits. However, 70% of respondents disagreed or strongly disagreed (70%) with there being no speed limits for e-scooters on pavement areas
- Respondents that agreed with speed limits noted there should be speed limits for footpaths, roads and cycle paths, and considered speed limits would assist in the prevention of accidents and that speed is dangerous.
- Respondents who were against speed limits noted that people should use common sense, difficulty of enforcement, and restricting use to cycleways/paths only.

'No go' areas

- 62% of respondents agreed there should be places in Dunedin where the use of e-scooters should not be permitted, while 18% disagreed with this.
- High foot traffic areas, city centre, shopping areas, tertiary areas were commonly noted as areas where e-scooters should not be permitted.

Incidents & safety

- 47% of respondents have not been involved or observed any incidents relating to e-scooters.
- 26% of respondents have observed a rider incident, while 3% have been involved in a rider incident
- 19% of respondents have observed a pedestrian incident, while 25% have been involved in a pedestrian incident
- 38% of respondents feel very unsafe as a pedestrian using footpaths shared with e-scooters, while 27% feel a little unsafe.
- Just over a quarter (29%) feel very safe or fairly safe as a pedestrian.

Overall support & other

- Just over half of the respondents (57%) are supportive or strongly supportive of the use of e-scooters in Dunedin, while about a quarter (28%) are unsupportive or strongly unsupportive. 16% were neutral in their opinion on this.
- Comments from the respondents showed general support for e-scooters as a good alternate transport option, albeit with more regulations, safety measures and fines for misuse.
- Respondents also noted that use of e-scooters in cycleways should be allowed and encouraged, and that use in footpaths and pedestrian areas should be banned or controlled.
- There were also comments on e-scooter parking being a nuisance and that LIME should pay fees to DCC (for commercial use of footpaths or otherwise) or ACC levies, other tax or insurance.
- The People's Panel is not a statistically representative sample of the Dunedin population because panellists choose to sign up. The DCC encourages representation from a variety of groups on the Panel. A higher proportion of the respondents to this survey were aged 45 years or over (74%), when compared to Dunedin's population (40%).

2. Background

2.1 Survey Background

In January 2019, Lime e-scooters were introduced to Dunedin. The DCC wanted to gauge the views of people on the People's Panel on the use of e-scooters and shared e-scooters (such as Lime) to better understand the benefits and/or challenges e-scooters have brought to Dunedin.

2.2 About the Dunedin People's Panel

The Dunedin People's Panel aims to provide an opportunity for people in Dunedin to get involved with a range of Dunedin City Council issues, giving feedback by completing online surveys.

The Panel ideally supplements other research, using consultation to provide public perceptions to help inform decision-making processes. Panellists are recruited to be 'typical' members of the public – that is they come from a range of backgrounds and have a range of involvement with the DCC.

The People's Panel is not a statistically representative sample of the Dunedin population because panellists choose to sign up. The DCC encourages representation from a variety of groups on the Panel to obtain a wide range of views and continues to improve participation from groups that are under-represented. At the time of surveying, there were 1,305 people registered with the Panel including residents of each community board area and a range of age and ethnicity groups. Furthermore, the information provided by the Panellists is not verified.

For more information about the Dunedin People's Panel visit the Panel's website at www.dunedin.govt.nz/peoplespanel.

2.3 Methodology

This survey was open from 26 February 2019 to 7 March 2019. In total 422 completed surveys were received.

The feedback has been analysed in two ways:

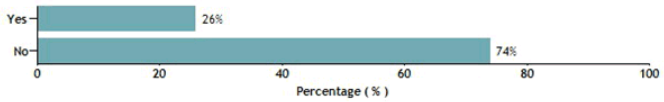
- For the tick box questions, responses to each option have been reported as proportions of the total sample and presented as charts.
- Responses to open-ended questions ranged from one-word answers to lengthy comments with several points and ideas. Key themes from these comments have been identified and ordered by frequency. A selection of comments has been included in the report, to illustrate these themes.

Please note that results in charts presented in this report may not sum to 100% because multiple responses were allowed for some questions and/or as a result of rounding.

3. Survey Results

3.1 Use of E-scooter

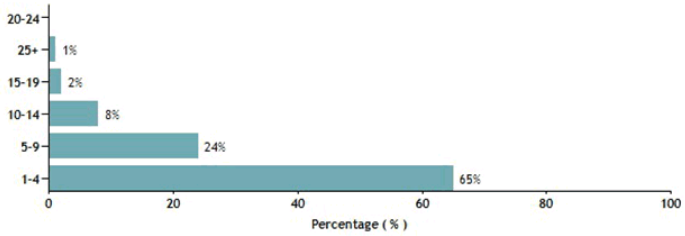
The survey asked, *'Have you used an e-scooter in Dunedin?'*



Of the 416 responses to this question, 108 respondents (26%) said yes and 308 (74%) said no.

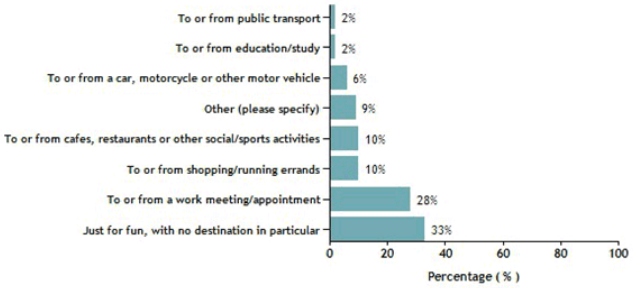
If the respondents responded yes to *'Have you used an e-scooter in Dunedin?'*, the survey then asked the following questions:

'Roughly how many times have you used an e-scooter?'



Of the 108 responses to this question, 70 respondents (65%) said they have used an e-scooter 1-4 times, 26 (24%) said 5-9, nine (8%) said 10-14, two (2%) said 15-19, and one respondent (1%) said 25+ times.

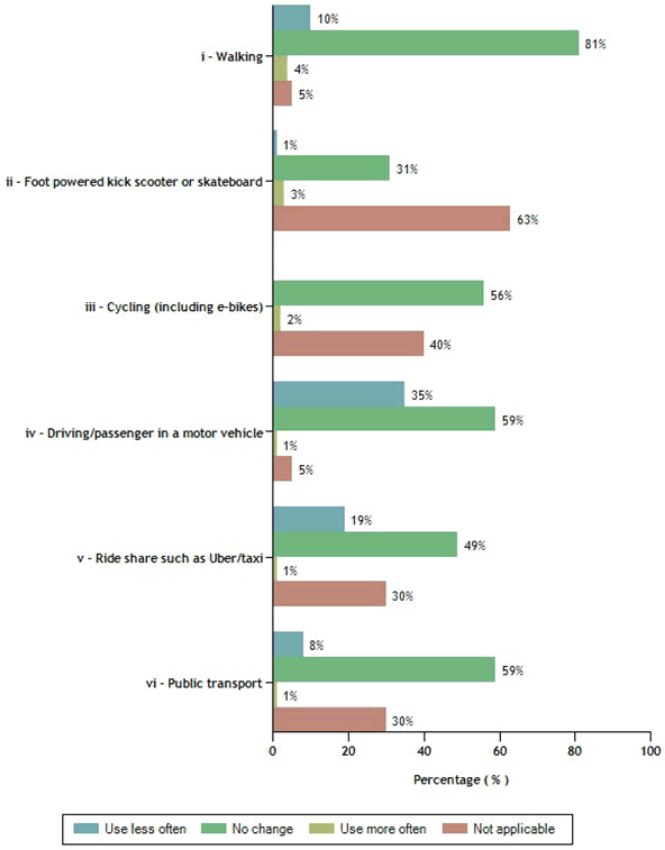
'What is the MAIN reason you use an e-scooter?'



Of the 108 responses to this question, 35 respondents (33%) said they used an e-scooter just for fun, with no destination in particular. 30 (28%) said they use it to or from a meeting/appointment. 11 respondents (10%) said they use it to or from shopping/running errands, and the same amount of respondents said they use it to or from cafes, restaurants or other social activities. Six respondents (6%) use an e-

scooter to or from a car, motorcycle or other motor vehicle. Two respondents (2%) use it to or from education/study and the same number of respondents use it to or from public transport.

'*Since you started using e-scooters, have any of the ways you get around changed as a direct result of using the e-scooters?*



There were 108 responses in total for this question.

For walking, 11 respondents (10%) reported walking less often, 87 (81%) reported no change, and four (4%) reported they walked more often.

For foot powered kick scooter or skateboard, one respondent (1%) reported using this method less often, 33 (31%) reported no change, and three (3%) reported they used this method more often.

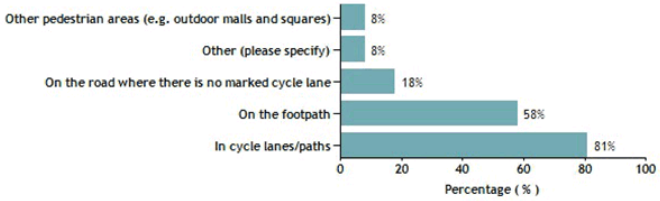
For cycling (including e-bikes), 60 (57%) reported no change, and two (2%) reported cycling more often.

For driving/passenger in a motor vehicle, 38 respondents (35%) reported using this method less often, 64 (59%) reported no change, and one (1%) reported they used this method more often.

For ride share such as uber/taxi, 20 respondents (19%) reported using this method less often, 53 (50%) reported no change, and one (1%) reported they used this method more often.

For public transport, 9 respondents (8%) reported using public transport less often, 64 (60%) reported no change, and one (1%) reported they public transport more often.

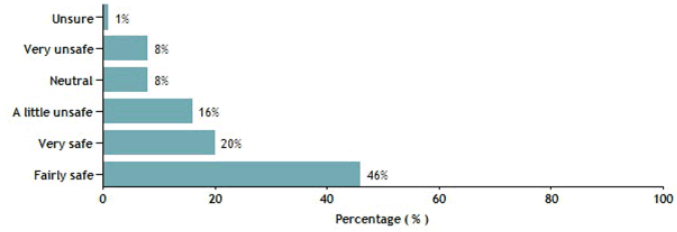
'*Where do you prefer to ride an e-scooter? (select all that apply)*'



Of the 106 responses to this question, 86 respondents (81%) preferred to ride in cycle lanes/paths, 61 (58%) preferred on the footpath, 19 (18%) preferred on the road where there is no marked cycle lane, and nine (8%) preferred on other pedestrian areas (e.g. outdoor malls and squares).

Nine respondents chose other, and specified places such as a park, footpaths in suburbs only or away from non-busy pedestrian areas.

'*Overall, how safe do you feel riding an e-scooter?*'

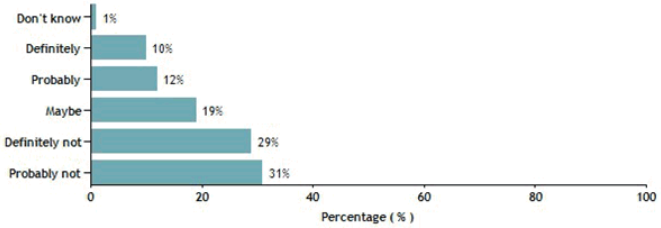


Of the 108 responses to this question, 50 respondents (46%) feel fairly safe while riding an e-scooter, 22 (20%) feel very safe, 17 (16%) feel a little unsafe, nine (8%)

feel neutral and the same number feel very unsafe. One respondent is unsure of what they feel.

If the respondents responded no to *'Have you used an e-scooter in Dunedin?'*, the survey then asked the following questions:

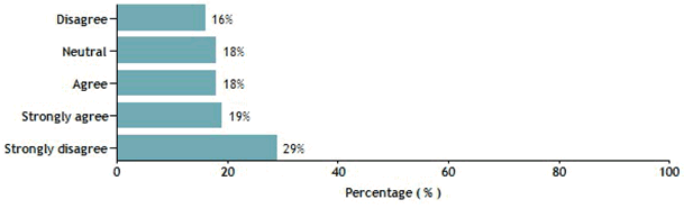
'If you have not yet tried an e-scooter, do you intend to try one in the future?'



Of the 308 responses to this question, 94 respondents (31%) chose probably not, 88 (29%) chose definitely not, 57 (19%) chose maybe, 36 (13%) chose probably, 31 (10%) chose definitely, and two respondents chose don't know.

3.2 Helmet use

The survey asked *'Currently, helmets are recommended, but not compulsory, when riding e-scooters. To what extent do you agree or disagree with this?'*



Of the 419 responses to this question, 121 respondents (29%) strongly disagree with the current recommendations, 79 (19%) strongly agree, 77 (18%) agree, 75 (18%) are neutral, and 67 (16%) disagree with it.

Panellists were also asked to explain their answer about helmet use, and the table below shows the most common themes in the responses.

Comment topics	Number of responses
Agree with compulsory helmets:	
Should be same rules as bikes are as the speed/where they go are similar	89
Prevent head injuries/safety/fewer ACC claims	76
Should be compulsory	61
Needed because of the speed they can go	18
Should be provided with e-scooter	16
Disagree with compulsory helmets:	
Should be individual choice/responsibility/decision	40

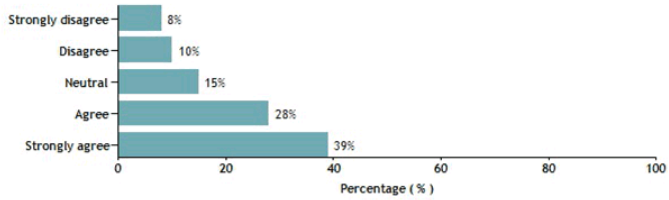
Comment topics	Number of responses
Impractical to enforce/carry helmets/health issues sharing helmets/security of helmets/	35
Benefits are lost if compulsory: ease of use/flexibility/spontaneity/freedom/useful transport mode	31
No clear evidence helmets are needed	11
Recommended use/safety information is enough	10
Should be encouraging scooters/different low carbon transport modes	6
Pedestrians more at risk	4
Other e.g. low risk/respect and care/sensible/don't care	14

Selection of comments:

- *Helmets will destroy flexibility and may encourage more risk taking.*
- *I do not want to pay for additional head accident medical care through ACC. We, as a country, had and decided this question when we legislated for compulsory helmet use when riding bicycles on public roads. The reason, to reduce the number of brain injuries.*
- *Helmets should be compulsory, OR maximum speed should be 10 km/h.*
- *While they should be used I am not sure how people are supposed to do so. They would need to either carry one around or use one that stays with the scooter but it might not fit, there are vandals galore in Dunedin who would like steal or break the helmets.*
- *People have to be responsible for their own safety and it would be extremely difficult to police.*
- *Cyclists require helmets. e-scooters are able to go fast and riders are very vulnerable.*
- *I'm quite torn on whether helmets should be compulsory. I think that a lot of people would let vanity get in the way if they had to wear a helmet and would then not use the scooters.*
- *If we had better designed public/shared spaces then I don't see a need as the environment would control the speed and risk; but without good urban design and infrastructure then helmets are more a necessity in the Dunedin urban environment.*
- *Every e-scooter rider etc needs to wear a helmet for their own safety. do they want a permanent head injury!!!!*
- *For people who can't be bothered wearing a helmet, then society should not have to pick up the cost via ACC and/or Hospital system for injuries caused by the riders own stupidity.*
- *The scooters travel too fast to be used without a helmet. Cost to the tax payer through ACC claims.*
- *It's the persons choice if they wear a helmet, if you get into an accident without a helmet you knew the risks and made the choice. As users are supposed to be over 18 an adult should have the common sense to make an informed decision.*
- *Wouldn't use them if needed a helmet. Don't want to carry my own around and wouldn't want to use a supplied one.*
- *Basic principle of human rights and freedoms. Requirements such as helmets are an individual decision about personal risk. Regulation (a la John Stuart Mill) should only be to prevent injury to others eg designated areas/speed limits etc.*
- *I understand that e-scooters can travel at a speed of up to 25-km/h. Any accident at that speed can cause moderate to severe head injuries. Isn`t that exactly why helmets are compulsory on bikes?*
- *I think a recommendation is strong enough - compulsory helmets will be difficult to manage and no significant benefit.*

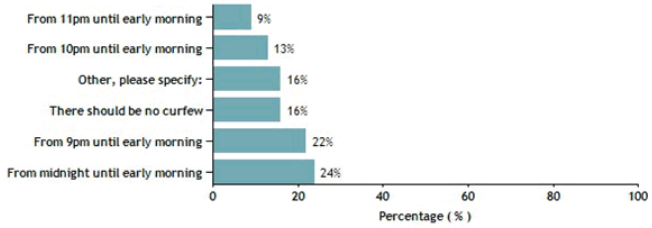
3.3 Curfew for E-scooters

The survey asked *'Currently, Lime e-scooters are electronically disabled from midnight until early morning. To what extent do you agree or disagree with this?'*



Of the 418 responses to this question, 161 (39%) respondents strongly agree with the current curfew rules, 117 (28%) agree, 64 (15%) are neutral, 41 (10%) disagree, and 35 (8%) strongly disagree.

The survey asked *'Which is your preferred option for when/whether Lime e-scooters should be electronically disabled (curfewed):*



Of the 418 responses to this question, 99 (24%) respondents chose from midnight until early morning, 91 (22%) chose 9pm until early morning, 67 (16%) chose no curfew, 56 (13%) chose 10pm until early morning and 39 (9%) chose 9pm until early morning.

Panellists were also asked whether they had any other comments or suggestions about a curfew for E-scooters. The table below shows the most common themes in the responses.

Comment topics	Number of responses
Agree with a curfew:	
Would help prevent use by intoxicated people	32
Curfew in winter/hazardous weather conditions/dark/visibility	19
Curfew by area/known areas of irresponsible use/roads/busy footpaths	13
To prevent accidents in the dark/bad visibility	12
Curfew by day and time/Friday/Saturday nights	6
Remove all scooters from footpaths at night as hazard	6
Need a curfew	6
Prevent bad behaviour at night/dumping/vandalising e-scooters	5
Reduce speed overnight	2

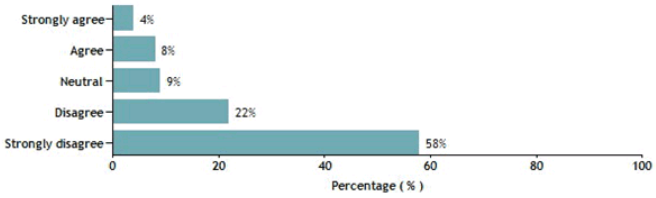
Comment topics	Number of responses
Disagree with a curfew:	
Safe/effective transport mode for many e.g. shift workers/women	23
With effective front and rear lighting use is fine at night/improve rear lighting for night use	16
Not when they are used but how and where is the issue	10
Need other transport modes at night	9
Curfew for e-scooters inconsistent with other modes e.g. bikes/cars	8
Safer at night as less congestion	6

Selection of comments:

- *E-scooters could be handy for shift workers who are currently excluded due to curfew.*
- *My main logic for a curfew is to reduce the risk of alcohol related accidents.*
- *They should only be used during the day and should not be available in the winter as the icy roads/footpaths are too dangerous.*
- *If they had better lights then maybe a curfew not needed.*
- *I think by reducing the hours for curfew to 10pm instead of midnight, it will hopefully protect users from being injured where it is too dark to see.*
- *I think they should be available at night so that people can get home safely.*
- *They could be available with reduced speed (e.g. a 15km/hr limit) overnight.*
- *The bus has operating limits that mean they aren't usable at night so it would be good to have other forms of transportation available around the clock that is inexpensive.*
- *I understand the issue, but also, being a young women in Dunedin in these hours is scary to walk home alone. The tiny bit extra speed that scooters can provide means so much for a sense of safety.*
- *It is dangerous to have scooters abandoned or parked badly at night. People can trip over them if they can't see them. People are more likely to be drunk or drinking after 9pm and this is when risky behaviour can occur. Drunk young people and scooters are a recipe for disaster.*
- *The time to use them is when I'm coming home from town. The streets are quiet, and they're so much cheaper than a taxi. Since Ubers are practically non-existent in Dunedin, and public transport doesn't run, I think this is the ultimate time for Limers.*

3.4 Speed limit

The survey asked *'Currently, there are no speed limits for e-scooters on city pavement areas. To what extent do you agree or disagree with this?'*



Of the 418 responses to this question, 241 (58%) respondents strongly disagree with the current situation of no speed limits. 91 (22%) respondents disagree, 38 (9%) are neutral, 33 (8%) agree and 15 (4%) strongly agree with the current situation.

Panellists were also asked to explain their answer about speed limits, and the table below shows the most common themes in the responses.

Comment topics	Number of responses
Agree with speed limits:	
Speed limits on footpaths/respect for pedestrians	124
Prevent accidents/injuries/damage	52
Speed limits on road/cycle paths only/ban from footpaths	48
Recommend maximum speeds	34
Speed is dangerous	32
Use common sense/safe use	32
Different speed limits for different areas	15
Dangerous because they are silent	14
People on footpaths are unpredictable	4
Cannot rely on Lime to regulate	3
Other: minimise bad behaviour/hard to stop in wet/bring in fines/hard to enforce/keep them off roads/prevent congestion/shouldn't be allowed to overtake cars	9
Disagree with speed limits:	
Use common sense/respect/be responsible/self-regulate/go at appropriate speed	35
Difficult to enforce/cost of enforcement	26
Restrict use to cycleway/paths only (instead of speed limits)	18
Ban them instead	7
Give a warning sound/bell/horn	5
Clearer rules	5
On road should comply with road rules e.g. helmets	3
Speed limits not required in cycleways/cycle paths	3
Other: Already limited at 25km/ban from footpaths/keep out of CBD/hard to control e-scooters at slow speeds/evaluate in a year/not that fast now anyway/ban cars in George St/don't discourage this environmental mode/keep cars and e-scooters separate	14

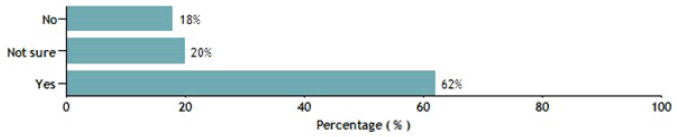
Selection of comments:

- *The speed should be limited to minimise potential accidents and other damage.*
- *Their mixture of speed and silence will be lethal. Either give them a warning sound, or slow them down when on city pavements.*
- *Footpaths should have an overall speed limit. However, e-scooters are wobbly at low speeds and hard to control, so this is a downside.*
- *They should keep the same speed otherwise it becomes uneconomical to ride them.*
- *They are so dangerous on the footpath as well as the road. They should be required to use the cycleways and not at an excessive speed.*
- *Most Dunedin pavements are very narrow. Priority should go to pedestrians and people in disability equipment as well as to people pushing/walking toddlers and other small children.*
- *Imagine the cost of enforcement! A public education campaign would be much more effective and create active 'eyes on the street' social policing alike to the 'be a tidy kiwi' culture is for littering.*
- *Rather than speed limits, I feel that there should be more promotion about courteous behaviour.*

- *People should use common sense and not travel at great speed on footpaths or around pedestrians when it's busy.*
- *Pure common sense. A machine capable of more than 25kmph on footpaths is a ridiculous idea.*
- *Reducing the speed would reduce the advantage of getting an e-scooter. I think that we have to give people some responsibility for handling e-scooters in a safe manner… as we do with all other forms of transport (cars, bicycles, skateboards, etc.).*
- *They are a risk to our elderly, visual and hearing impaired and small children who may not have the agility to move out of the way or hear them coming.*
- *Speed limits are important to reduce potential collisions but who is going to police this. Get Lime to build in an app to prevent speed over 10-15km per hour… add in a beeping noise that keeps going until speed reduces – this will warn both the rider and pedestrians.*
- *I think this has to be carefully thought through. In the city centre certainly a low-speed limit of say 10-15kph would be reasonable, but in infrequently used wide paths in the rest of the city I believe this should b higher, until a third space on our transport network i.e. for medium speed vehicles like e-scooters and bicycles and mobility scooters is created. This will encourage the transition to low-carbon and carbon free modes of transport and turn us away from the dominance of the car in our city.*

3.5 Banning e-scooters from certain areas

The survey asked *'Do you think there are some places in Dunedin where the use of e-scooters should not be permitted?'*



Of the 417 responses received for this question, 259 (62%) respondents said yes, 76 (18%) said no, and 82 (20%) said they are not sure.

Panellists were also asked to specify any areas where they think e-scooters should not be permitted. The table below shows the most common areas noted in the responses.

Comment topics	Number of responses
High pedestrian use/foot traffic areas	62
George Street	52
Central Business District	48
Shopping centres/areas	37
University/Polytechnic campuses	34
Botanic Gardens	31
Restrict to bike/cycle paths & only on footpaths if no other paths	26
Octagon	24
Princes Street	22
Parks and reserves	21
Hilly areas/steep streets	17
Everywhere/all public spaces	16
Around hospital	14

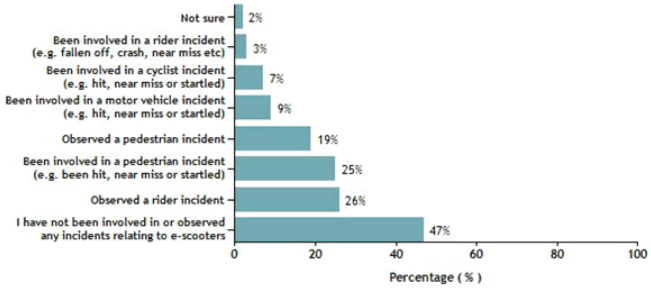
Comment topics	Number of responses
Main streets	12
Baldwin Street	11
Around schools	10
Playgrounds	9
Roads	8
Frederick Street	8
Stuart Street	8
South Dunedin	7
Esplanade and St Clair	6
Highways	6
Woodhaugh Gardens	6
The Exchange	6
Other: Around rest homes/early childhood centres/inside buildings/Moray Place/cemeteries/pedestrian only areas/same as skateboards/narrow streets/event venues/cycle lanes/Railway station/facilities for people with disabilities	58

Selection of comments:

- *All main pedestrian thoroughfares in and around the CBD.*
- *Pedestrian precincts. Hill areas.*
- *Footpaths! And any area that is full pedestrianised.*
- *Where there is a lot of foot traffic.*
- *Botanic gardens, uni campus etc.*
- *High pedestrian areas, roads.*
- *Octagon, main streets, all pedestrian areas except as required by those requiring mobility assistance.*
- *Personally I think they should be removed from all pedestrian areas – use in cycle lanes only.*
- *The same areas that skateboards are not permitted at least you can hear them coming.*
- *The busy parts of George street/princess street and the Octagon.*
- *Parks. Public gardens. Princes St and George St the foot path in busy areas.*
- *Steep slopes e.g. Stuart Street, Botanical Gardens, university campus.*
- *Places where there is a large pedestrian presence.*
- *On pavements. They are dangerous for elderly pedestrians.*

3.6 E-scooter incidents

The survey asked, *'Have you personally experienced any of the following scenarios (regardless of who was at fault) with e-scooters? (select all that apply)'*



Of the 396 responses received for this question, 188 respondents (47%) have not been involved or observed any incidents relating to e-scooters. 103 (26%) respondents have observed a rider incident, while 10 (3%) have been involved in a rider incident.

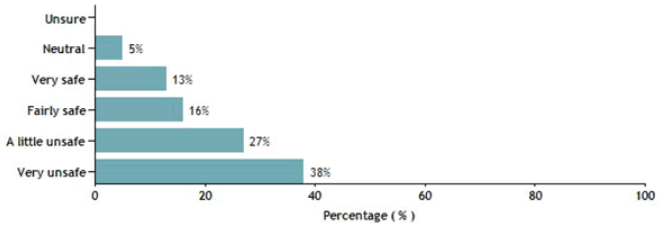
77 (19%) respondents have observed a pedestrian incident, while 100 (25%) respondents have been involved in a pedestrian incident.

37 (9%) have been involved in a motor vehicle incident, and 27 (7%) have been involved in a cyclist incident.

9 (2%) respondents were not sure if they have been in any of the scenarios listed in the question.

3.7 Pedestrian safety

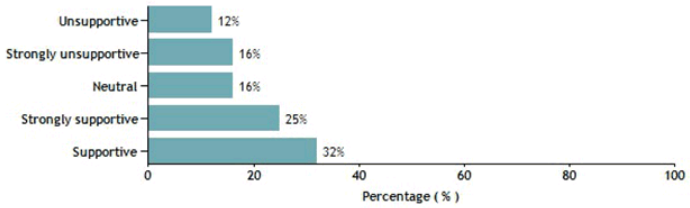
The survey asked, *'Overall, how safe do you feel as a pedestrian using footpaths shared with e-scooters?'*



Of the 417 responses received for this question, 158 (38%) respondents chose very unsafe, while 113 (27%) chose a little unsafe. 68 (16%) respondents chose fairly safe, while 54 (13%) chose very safe. 22 respondents (5%) chose neutral.

3.8 Support of e-scooter use

The survey asked, *'Overall, how supportive are you of the use of e-scooters in Dunedin?'*



Of the 419 responses received for this question, 103 (25%) respondents are strongly supportive of the use of e-scooters, while 132 (32%) are supportive. 66 respondents are strongly unsupportive and 50 (12%) are unsupportive. 68 (16%) respondents are neutral on the subject.

3.9 Other general comments

The survey asked *'Do you have any other comments about the use of e-scooters in Dunedin?'*
The table below shows the most common themes in the responses.

Comment topics	Number of responses
General support - as above, but with more regulation/guidelines/education/safety measures/fines for misuse	53
General support for e-scooters as a low-carbon option/complement to existing public transport offerings/way to reduce reliance on cars and related traffic congestion/something that makes Dunedin more lively	50
E-scooters use in cycleways should be allowed/encouraged	46
E-scooter parking is a nuisance/needs improvement	36
E-scooter use in footpaths/pedestrian areas should be banned/controlled	30
E-scooter speeds should be limited/controlled	20
LIME should pay fees and be subject to conditions for commercial use of footpath space (like café owners, for example) / mobile trading	16
Issues with users (e.g. age of user and behaviour)	15
E-scooters are being used as toys rather than transport/e-scooters are a fad and the hype will fade	15
Bylaw or other regulatory mechanism needed plus enforcement	13
LIME should pay some sort of fee to DCC (other than fee for commercial use of footpaths)	12
LIME should pay ACC levies/other tax/insurance	8
E-scooters are generally of little benefit to Dunedin or their users (eg. Do not reduce car use, do not encourage active transport/public health)	7
There should be designated hubs for e-scooter parking/e-scooter parking should be based around bus stops	5
E-scooters should have a licence plate or other unique identifier to aid in identifying users behaving badly	4
Ban e-scooters - they are dangerous/obstructive/etc	4
E-scooters should make a sound that warns pedestrians and others of their presence	3
Where there is sufficient space, establish designated 'scooter lanes' on footpaths	2
[Car] drivers are discourteous/Dunedin people are intolerant of change	2
Other	48

Selection of comments:

- *PUT THEM IN CYCLE LANES. Why do other path users pay a fee (e.g. cafe owners) while scooters take up footpath space at no cost.*
- *Considering the very high number of ACC claims. Perhaps the rental fee could include an ACC levy and third party insurance.*
- *Council needs to encourage their use, especially on cycleways. This offers a reduction in vehicular traffic around town which is essential. An education/promotion campaign is required: an awareness of taking the proper care (& why) on footpaths, mingling with pedestrians, use on roads as a road user, and the limitations of scooters given their small wheel size.*
- *We need to be a multi-modal city when it comes to how people get about. But we equally need to safely separate the modes, as we currently do with cars, bikes, buses, and pedestrians.*
- *I think the scooters themselves are a legitimate form of transport. But I think the company that provides them does so in an irresponsible way. They do nothing to police who uses them (many of the people I have seen on them are clearly underage). Pedestrians are most certainly at risk from them. They should not share pedestrian spaces.*
- *Parking of scooters should not clutter the pathways i.e. should be parked parallel to kerb, not right angle to it.*
- *I have been told of incidences where a person who is sight impaired fell over a scooter. It has greatly affected their confidence to navigate around Dunedin. The scooters need to be 'parked' appropriately by the users and juicers.*
- *They are a great concept so we must keep them. No buses are where you want to go (i.e. Edgar Centre) and we have no trains. We must have an alternative that is easy to use.*
- *I am enthusiastic about the idea of e-scooters but I don't believe they should be used on the footpaths - I think they both work better and are much safer in the cycle lanes. I also think the top speed should be lowered dramatically if they are allowed to ride on the footpaths.*
- *Please keep them. Let them be used in all cycle lanes along side the cyclists as this will avoid confusion. Take a rational approach to any further regulation of scooters.*
- *I have had to move scooters out of the way when blocking foot paths. Businesses are not allowed to put sandwich boards anywhere the feel like it but lime seems to be able to do what they want with very little control by DCC.*
- *I am elderly. I am not nimble, I have trouble with my feet. I have never been hassled by e-scooters. I like the fact that they can go on pavements and people use them on the roads too. That is necessary because the surface of each of those is not always very good, if it is rough it is dangerous for the e-scooter rider. I would hate it if they were forced off the pavements. My grandson comes here often on an e-scooter and if he keeps off the main roads there are many places he has to go on the pavements because the road surface is bad. I like them.*
- *If they are to be here, Lime should be paying a fee to Dunedin City Council as other businesses have to for use of the footpath. Helmets should be compulsory and speed limit of 10kph enforced.*
- *It is sad that riders do not appear to take any notice of the rules guiding their use. Perhaps it is not the actual scooters that are the problem but the people using them.*
- *The Council needs to have very strict guidelines & enforceable rules and financial penalties where applicable. Don't think there was sufficient planning and consultation before they were permitted in Dunedin.*

- *Very unfair that they park on footpaths for free when cafes pay for permits for tables. DCC should get the same rules as San Francisco - riders must have a drivers license, wear a helmet and ride only on the road.*
- *Some of the profits (10-20 %) should be donated to Dunedin charities.*
- *This is an innovation in transport and like all innovations there will be teething problems and a period of getting used to them in the community. Total bans and other types of controls don't mention respect, education and tolerance around this new transport option. Lets face it our inner city roads and public transport are a shambles at present, so Lime offer a unique alternative that we should welcome.*
- *It seems to me that the DCC has been caught unawares with the introduction of e-scooters (Lime). How come Auckland City has bylaws that include e-scooters, yet in Dunedin Lime can do what it likes! If a business needs a permit to display a sign on a footpath, how is it that Lime can park it's scooters anywhere it likes? Especially as they are far more intrusive to pedestrian flow than a shop sign.*
- *This is just another transport option we should embrace. Too many cars on our roads. Too much congestion, pollution. Positives far outweigh negatives. p.s. I am not a young person (59yrs old).*

4. How will the results be used?

The People's Panel findings will be used to inform a report to the Council on the benefits of e-scooters in Dunedin while investigating options to address safety concerns and manage commercial share scheme operators.

Appendix 1: Respondent Profile

	All Respondents n = 422	Percentages (%) n = 422	Census 2013 data (%)
GENDER			
Female	229	54%	52%
Male	184	44%	48%
Prefer not to say	9	2%	
AGE			
0-14 Years	0	0%	16%
15-24 Years	5	1%	21%
25-34 Years	38	9%	11%
35-44 Years	59	14%	11%
45-54 Years	79	19%	13%
55-64 Years	92	22%	12%
65 Years or older	143	34%	15%
Prefer not to say	6	1%	
ETHNICITY*			
European	388	92%	88%
Maori	17	4%	8%
Pacific Island	2	0.5%	3%
Asian	6	1%	6%
Other	21	5%	2%
Prefer not to say	14	3%	
GEOGRAPHIC AREA			
Andersons Bay/Waverley	30	7%	5%
Blueskin Bay	12	3%	1%
Caversham	13	3%	3%
Concord/Corstophine/Kew	4	0.9%	4%
Fairfield	3	0.7%	2%
Green Island/Abbotsford	11	3%	4%
Helensburgh/Balmacewen	3	0.7%	2%
Inner City	29	7%	6%
Leith Valley	4	0.9%	1%
Maori Hill	24	6%	3%
Mornington	19	5%	5%
Mosgiel	28	7%	8%
Musselburgh/Tainui	11	3%	3%
North East Valley	30	7%	6%
Outer Peninsula	6	1%	1%
Outram/Momona	10	2%	3%
Peninsula	19	5%	2%
Pine Hill	12	3%	2%
Port Chalmers/Purakanui	9	2%	2%
Roslyn/Belleknowes	24	6%	3%
South Coast	13	3%	3%
South Dunedin	11	3%	3%
St Clair	12	3%	3%
St Kilda	15	4%	3%
Strath Taieri	0	0%	1%
Taieri	1	0.2%	3%
Three Mile Hill	13	3%	5%
University	6	1%	7%
Waikouaiti/Karitane	9	2%	2%
Wakari	17	4%	3%
West Harbour	18	4%	3%
Outside Dunedin	2	0.5%	
I'd prefer not to say	4	0.9%	

* Includes all people who stated each ethnic group, whether as their only ethnic group or as one of several. Where a person reported more than one ethnic group, they have been counted in each applicable group. As a result percentages do not add up to 100.

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E-Scooter Use in Dunedin City – observational study

March 2019

Purpose

The purpose of this study was to better understand e-scooter use in Dunedin City, particularly, whether e-scooters in the city are being used appropriately and whether e-scooter use results in any negative incidents.

The study noted:

- the number of e-scooters being used in different locations around the city,
- the number of incidents at these locations, and
- the types of incidents that occurred.

Method

The method used to understand e-scooter use in Dunedin City was observation. Two observers visited various locations around the city noting the use of e-scooters in that location at a given time, of at least one hour or more during the period from the 8th-14th of March. To gain a spread of data, observations were conducted during both weekdays and weekends and at different times during the day for all locations, including peak morning and late afternoon times as well as during lunchtimes.

Locations

Six main locations were selected throughout the city to represent different areas of use. These were:

- The Octagon
- George street (outside Meridian mall)
- Cumberland street (outside New World)
- Railway station
- Albany street (outside the university library)
- St. Clair (The Esplanade)

Categories

Observers recorded the number of e-scooters used and the number and type of 'incidents' that occurred on the e-scooters in a given time period. These incidents were categorised as:

- **Fall off/crash/hit**: This involved the e-scooter rider either falling off or crashing/hitting into something or someone. This was sub-categorized into incidents with pedestrians, cyclists, vehicles. The sub-category 'e-scooters' comprised of both incidents with other e-scooters and incidents which occurred by themselves.
- **Near misses:** This involved the e-scooter rider nearly falling off or narrowly avoiding crashing/hitting into something or someone. This could also involve pedestrians, cyclists, vehicles, other e-scooters or the e-scooter itself.
- **Hazardous speed:** This involved excessive speed used in a congested or dangerous area and was considered at the researcher's discretion. Excessive speed was not considered hazardous where a rider was riding in an area with limited congestion, such as an empty footpath or cycle lane.
- **Double ups:** This involved more than one person riding an e-scooter together.

Incidents could be categorised in multiple categories, for example an e-scooter incident could be both a *Double Up* and a *Fall off/Crash*

Results

Table 1: E-scooter observation statistics in Dunedin locations – 8-14 March 2019

Location	Total hours spent observing at location	Number of e-scooters observed	Number of e-scooter incidents observed	Number of e-scooters observed per hour
Railway	6.5	48	0	7
Octagon	6	43	0	7
Cumberland	6	56	2	9
Albany	9	173	8	19
Esplanade	7	39	6	6
George	6.8	112	8	16
TOTAL (All locations)	**41.33**	**471**	**24**	**Average per hour: 11**

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Table 2: Total number of e-scooters compared to number of e-scooters involved in an incident

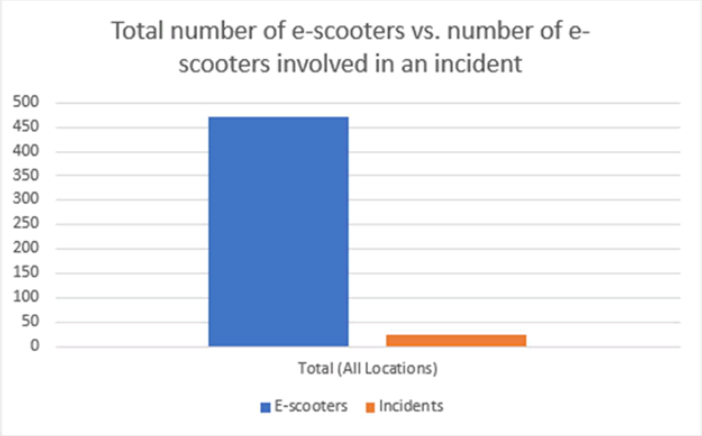


Table 3: Average number of incidents by location

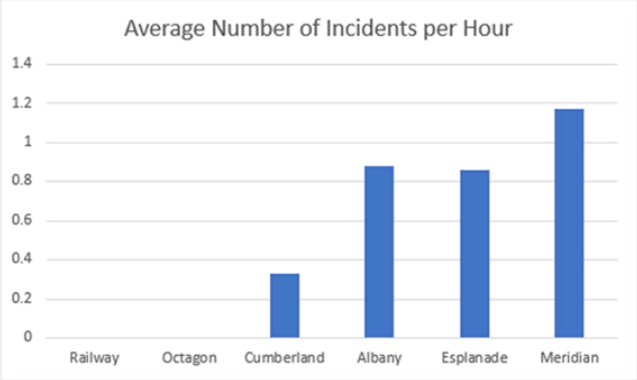


Table 4: Average number of incidents per e-scooter

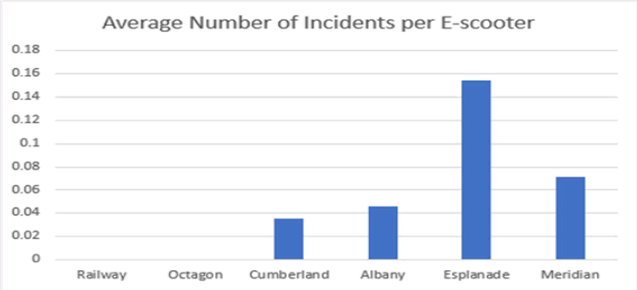
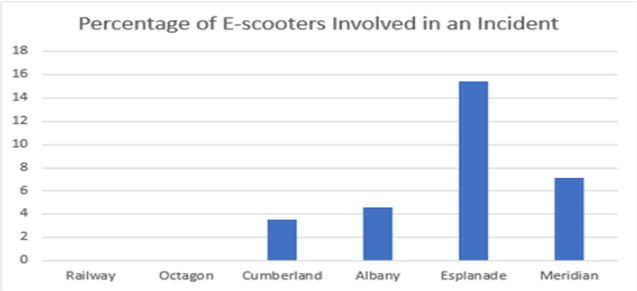


Table 5: Percentage of e-scooters involved in an incident



Types of e-scooter incidents

Table 6 shows details of the types of incidents observed

Table 6: Types of e-scooter incidents observed in Dunedin locations – March 2019

Location	# of Incidents	High Speed	Double Ups	Near Misses		Fall/Crash/Hit		
				Pedes-trian	Vehicle	Pedes-trian	Vehicle	Scooter
Octagon	0	0	0	0	0	0	0	0
Railway	0	0	0	0	0	0	0	0
Cumberland	2	0	2	0	0	0	0	0
Esplanade	6	1	5	0	0	0	0	0
Albany	8	4	4	0	1	0	1	1
George	8	1	6	2	0	0	0	0
TOTAL	**24**	**6**	**17**	**2**	**1**	**0**	**1**	**1**

Discussion of results

The results show that there are a significant number of e-scooters being used in Dunedin City, with 471 e-scooter rides being recorded over a period of 41.33 hours (around the equivalent of a 5-day working week). Despite the large number of e-scooters being used throughout the city, the results show that there are minimal incidents in comparison, with 24 incidents per 471 e-scooters surveyed; a 5.1% e-scooter incident rate. Out of these 24 incidents, only two were serious incidents which involved a *Fall/Crash/Hit* and three were *Near Misses.* The majority of the incidents involved *Double Ups* (total of 17) or *Hazardous Speed* (total of 6) which were usually without consequence. The Esplanade had the highest incident rate at 15.4%, followed by George Street (7.41%), Albany street (4.62%), and Cumberland street (3.6%). Interestingly, the Railway Station and the Octagon had no incidents and this may be due to the heavily congested pedestrian space in these areas and the careful nature with which e-scooter riders negotiated these areas, as was observed by the survey assistants.

Other notable observations

Throughout the study other observations emerged about e-scooters and their use in Dunedin City which were not directly related to the assigned survey criteria but which were nonetheless relevant to the study. The following provides a list of these observations and any insights:

- People generally slowed down, moved to the road or dismounted their e-scooter around congested areas such as George St. Some swerved to go around pedestrians but because their speed was low, they didn't hit/narrowly miss any pedestrians or other obstacles on the pavement. This suggests that, in general, e-scooter riders are respectful of pedestrians.
- During a day when the city was busy with cruise ship tourists, tourist areas such as the Octagon and Railway station were heavily congested and there was limited e-scooter use in these areas. It is unclear whether Lime placed fewer scooters around these areas on that day or whether e-scooter riders did not ride because of the congestion.
- There were a number of people riding their own e-scooters. The majority of those seen riding their own e-scooter wore helmets and other safety gear, such as hi-vis vests. Occasionally, those using Lime e-scooters wore their own helmet. This suggests that those with their own e-scooters take their own safety on the scooter seriously and may suggest that those riding hired e-scooters, such as the Lime e-scooters, would desire the same level of safety but do not have the means to provide that safety because Lime e-scooters do not provide any safety gear.
- There was evidence that confident e-scooter riders rode scooters like a bike, using the cycle lanes alongside bicycles or on the road. These e-scooter riders used the road rules effectively and safely.
- There were a few underage children (counted 9) who rode e-scooters as well. Sometimes two children would be riding one scooter.
- Sometimes the placement of e-scooters on the footpath became a hazard. At St. Clair scooters were parked right next to a disabled car park next to the side of the car. This made it difficult for those in the car to get in and out of the car and past the scooters.

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  Similar behavior was also observed on George Street where a couple of scooters were pushed out of place by people who didn't know how to unlock the scooters and were thus pulled into the middle of the footpath, and then abandoned there.

- On occasion e-scooter riders were witnessed riding e-scooters inappropriately but these incidents were unique and did not necessarily fit into one of the assigned incident categories. On Albany Street, there was a young male who sat on a boombox which was balanced on the e-scooter and steered it with his arms above his head. There was also a double ride at the George street location consisting of one person sitting down on the scooter with alcohol and drinking whilst the other stood up and rode the scooter.