Chris Steel MLA
Minister for Transport and City Services
Minister for Skills
Special Minister of State

Member for Murrumbidgee

Mr Andrew McIntyre
Inquiry Secretary
Joint Select Committee on Road Safety
Road.Safety.Reps@aph.gov.au

INQUIRY INTO ROAD SAFETY

RESPONSE TO QUESTION ON NOTICE – RSQN039

Dear Mr McIntyre

Thank you for your letter of 22 October 2021 seeking further information to a question from the Committee in the public hearings on 14 October 2021.

CHAIR: Thank you, Chris, for passing that on. I'll make sure the minister gets your advice on that matter. Thank you all for appearing before the committee today. John, I would appreciate it if, at some point, the research on the personal mobility devices could be made available to the secretariat. It might be some extra information that will support the evidence today. The secretariat will be in touch with you in relation to any matters arising out of today's hearing

RESPONSE: The Review of Shared Mircromobility and the ACT Government response was released on Saturday 23 October 2021. A copy of both reports is attached for the Committee's information.

Yours sincerely

Chris Steel MLA
Minister for Transport and City Services
01/11/2021

ACT Government

Transport Canberra and City Services (TCCS)

Review of Shared Micromobility

July 2021

Prepared by:

Curijo

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Acknowledgement

We acknowledge the diverse Countries, languages and cultures of Aboriginal and Torres Strait Islander Peoples, the First Peoples and custodians of the lands and waters across our continent Australia. We acknowledge some of the shared experiences nationally, however, celebrate the diversity and uniqueness of every First Nation community and the importance of listening to priorities and needs locally.

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1. Executive Summary

1.1 Introduction

In 2020, Transport Canberra and City Services (TCCS) engaged two micromobility operators to provide shared micromobility services to Canberra City and two surrounding areas. These services are provided in the form of micromobility devices including e-scooters available for hire by the public. As of April 2021, these services have been running for six months; and this review was initiated to inform future policy, operations, and compliance and enforcement decisions of the services.

Although the review is focussed on the two commercial operators engaged by TCCS, this review comments on broader issues pertaining to the Shared Micromobility Program. Such issues primarily concern the operations and compliance and enforcement of micromobility devices that are privately owned. Data utilised in this review concerning accidents, infringements or crashes involving these devices does not allow for the disaggregation of private users. The YourSay Community survey indicated an increase in private ownership (from one in ten to three in ten over the next twelve months). Compliance and enforcement approaches to micromobility devices use may need revision to address improved overall safety of these devices that are privately owned.

1.2 Approach

To address the aim of the review, the methodology utilised was a rapid desktop review of available data sets (see Appendix B), a brief literature review and a commercial operator questionnaire, that identified common themes. This analysis may be used to inform future policy and regulatory frameworks for micromobility devices in the ACT.

One of the key data sets used was the YourSay community panel. This panel is representative of the broader community as participants are registered in line with ABS population statistics such as geographical location, gender and age. This survey was supported with other more open surveys such operator surveys, as well as information provided by ACT Directorates and agencies such as ACT Policing and the ACT Ambulance Service, as well as the commercial operators.

1.3 Data Limitations

As this review used a rapid desktop research approach, existing data sets were relied upon as the key source of information (please see Appendix B for details). Gaps and omissions in the available data allowed limited analysis. This includes:

- accurately identifying whether trips are made in conjunction with other transport modes (car, bus, light rail) or device only trips;
- allowing deeper factor analysis of hospital, accident and complaint data to draw a solid correlation to road safety. This includes:
    - whether the incident was caused by a private or shared device;
    - the nature of the incident;
    - what injury was caused; and

  - to what extent, as well as more detailed reasons about why incidents happen such as lack of training or education, user behaviours, speed, rule non-compliance, faulty device, intoxication, or poor path condition.

- independently verifies impact on carbon emissions;
- reliably demonstrates the number of privately owned micromobility devices;
- validates economic impacts such as increased spending;
- provides insight into whether micromobility devices are displacing existing transport services and/or providing additional foot traffic in certain areas; and
- measures the impact of introducing micromobility devices on traffic, car parking utilisation or revenue variances to business income or other economic indicators.

There are practical limitations to obtaining more granular data to support analysis of such issues, as described above; essentially this is a cost-benefit decision relating to the costs of increasing data capture versus the ability to demonstrate the success of these measures. Specific data limitations are further detailed in Section 3 below under each section where applicable.

1.4 Conclusions and Recommendations

Transport Policy and Planning

The Shared Micromobility program including micromobility devices is an attractive travel choice, particularly for short trips involving social evening activities and to a lesser extent getting to and from work. There is a demand to expand the program from commercially run operators.

Community feedback through survey and complaints data showed that not all residents, particularly the senior demographic, are supportive of the program reflecting their experiences of poor rider behaviours and inappropriate parking. Conversely younger people are supportive of the operation of e-scooters as an alternative to walking or driving. The analysis of the complaint data and survey data showed anecdotal reports of poor behaviour including alleged intoxicated users. More information is required to understand such claims.

Further study of the impacts of micromobility use on number of cars in an operating zone is also required to identify changes in commuter behaviours following the introduction of the devices.

The current Micromobility Program aligns with the vision of the ACT Government's Transport Strategy 2020. There exists an opportunity to strengthen the alignment by encouraging their broader use for commuting to and from work, as part of the transport network. Application of the new 3 Strike Compliance framework[1] to e scooter riders might also strengthen current compliance and enforcement activities. Consideration of infrastructure initiatives such as satellite car park-scooter-work options, like Park/Ride solutions and bike/scooter only pathways in high traffic areas are examples that could also potentially strengthen the alignment with the strategy.

[1] The 3 strike compliance model is an escalating rider sanction model deployed on number and severity of incidents.

Recommendations - Transport Policy and Planning

1	To strengthen the current package of performance indicators, consider adding questions to relevant surveys to enable measures that clearly indicate trip reason, trip connection and trip impact (such as replacement of car) for all Micromobility devices.
2	To assist the commercial operators better meet unmet demand the ACT Government should consider implementing operating zones in major centres and increasing the cap on devices for major events.
3	Increase the frequency of reporting and actions taken by operators to remediate complaints and incidents to the Licencing and Compliance section of TCCS.
4	To further align efficient movement according to place TCCS may consider expanding connection points such as park/ride solutions.
5	To inform the further take-up of micromobility devices in the ACT, TCCS should consider undertaking a cross-modal usage study.
6	To further align the micromobility program to maintain safe, efficient paths and road related areas the ACT Government could review alternatives or additions to infrastructure. For example, this might include designated pathways, parking, signage and appropriately designated routes and areas for use.
7	To understand the impact on carbon emissions TCCS may consider strengthening the available data, including for example, changes to vehicle use in operator zones.

Road Safety

The ACT Government's commitment to Road Safety in the ACT is set out in the *ACT Road Safety Strategy 2020-2025* and the *ACT Road Safety Action Plan 2020-2023*. The ACT's road transport legislation establishes the framework for enforcing road safety in the community, including the regulatory settings for the use of micromobility devices, whether personally owned or hired. When riding an e-scooter, users should wear a helmet, abide by the speed limit, not operate under the influence of alcohol or drugs, only have one person per e-scooter, supervise children and use a path (unless there is no path, or it is not practical to use the path).

From a rider perspective, the use of e-scooters is a relatively safe form of travel, at least consistent with bicycles. For pedestrians, appropriate use of the devices including correct behaviour and lower speeds when approaching, particularly from behind, would increase the sense of safety. Most incidents occur at night-time (58%) consistent with peak usage data. The reasons stated for use also indicate that peak usage is for getting to and from entertainment/food venues on a Friday and Saturday night. At the time of this review, there is no available data that supports sufficiently accurate granular analysis of the causes of e scooter related injury of riders or that caused by e scooter riders to other road users.

Recommendations – Road and Path Safety

8	To assist with maintaining safe, efficient paths and road related areas the ACT Government could review additions to parking infrastructure. As example, this might include footpath decals.
9	To assist riders of micromobility devices the ACT government should review the legislation, policies and guidance to enable a better and clearer understanding of what is a micromobility device and the behaviours and enforcement actions applicable when riding on different infrastructures. For example, road, bike path connected to road, separated paths, footpaths and shared paths.
10	To assist enforcement activities and to respond systemically to community feedback and complaints the ACT Government could consider options for lower speeds, or no go zones in high traffic areas and peak times (i.e., Friday and Saturday nights).
11	To further understand the impacts of micromobility injuries the ACT Government should establish a position on whether this data will influence policy decisions; and if so, establish an appropriate data collection framework to draw out the factors contributing to safety incidents. For example, this could be through a specific research project.

Public Land Use

The regulatory framework is appropriate to control and monitor the commercial operation of the Micromobility Program. Commercial operators are bound by permit conditions, rules and guidance set out in legislation and policy. Much of the burden to educate, train and communicate with community rests with the providers. Although campaigns are established by the ACT Government, these could be strengthened to focus on rider behaviour and enforcement activities.

There are limited options to improve safety and rider behaviour of individuals using privately owned micromobility devices. There is no present method to capture data about the numbers and or use of these privately owned devices. As indicated in the Your Say community survey, it is a possibility that privately owned devices will increase from one in ten to three in ten within twelve months. Although the regulatory settings are set equally, activities by the operators through the permit system target the hired devices only. The permit framework is a land use issue and is not applicable to privately owned devices. The reliance of the overall regulatory framework creates a control gap between these cohorts. The risk of harm also may not be mitigated effectively for privately owned devices and this issue is further explored in the Road safety section below. The control gap may also lead to a greater take up of privately owned devices and less reliance on commercial devices. Options to provide a better understanding of the numbers of privately owned micromobility devices and how they are used could be explored.

Recommendations – Public Land Use

12	To support efficient operation and deployment of operator devices, whether in an expanded operating zone or not, agree an appropriate utilisation/idle time benchmark or KPI and add the proposed KPI to the proposed monthly compliance report. This data should also be tested for accuracy prior to any decision making.

13	To support efficient operation and deployment of operator devices, fully implement the Micromobility Three Strike Self-Regulatory Compliance Enforcement Escalation Framework.
14	To better understand the potential impacts of an increasing ownership of privately owned micromobility devices on the current regulatory approach, options to obtain this data could be explored.

Submission to Government

Community concerns are responded to appropriately. However, whether the response is adequate for the person concerned is difficult to measure. On one occasion only, was there follow up correspondence in relation to the Ministerial response, broadly indicating that responses are adequate.

No recommendation is made for this section.

Economic Impact

The introduction of the Micromobility Program in the ACT has led to increased employment and additional services provision to support the commercial business operations. Although unable to verify the extent to fees payable by operators offset the full cost of managing the program, it does not appear to be a material burden on the ACT taxpayer. No data is available to accurately confirm that the introduction of this program has led to an overall increase in retail spending, a reduction in car related services, or whether car traffic has reduced in the operating zones. The micromobility operators include within their user surveys, a question on trip use and economic impact. One operator reported their data suggests that in 10.15% of trips, an incremental purchase was made at the start, or end of the most recent trip.

Recommendations – Economic Impact

15	In conjunction with utilisation data consider an increase to the cap on operator devices.
16	To strengthen the understanding of economic impact consider developing indicators to measure the economic benefit of the Micromobility program.

1.5 Overall Conclusion

The review found that the regulatory framework is currently appropriate. However, to improve the effectiveness of the framework strengthening the language in both policy and communication of the policy including appropriate behaviour is required. The program elements are operating well, given the timeframe of operation implementation.

The program is aligned to the ACT Government's Transport Strategy 2020. Some operational and infrastructure improvements could be made to strengthen that alignment. Consideration might be given to the core benefit of providing this program, so that strategies could be better aligned to that purpose.

This work was undertaken as a rapid desktop review using available data sets. Some data supported limited analysis especially of overall safety and economic impact. The recommendations are presented recognising these limitations. Overall, based on the available data, the community is supportive of the program.

2. Background

In 2020 Transport Canberra and City Services engaged two micromobility operators to provide micromobility services to Canberra City and two surrounding areas. As of April 2021, the services have been running for six months and a review was initiated to inform policy, operations, and compliance enforcement of the e-scooters.

2.1 Purpose

Curijo was engaged to provide expertise in a rapid review of Micromobility, and its operations, usage, and impact on the Canberra Community. The review is supported by data analysis, commentary, and insights, addressing the research questions provided by Transport Canberra and City Services (TCCS). The rapid review aimed to highlight key focus areas in conjunction with the measures of success demonstrated at Appendix A.

2.2 Overview of Micromobility

2.2.1 What is Micromobility?

Micromobility is defined as 'transportation using lightweight vehicles such as bicycles, personal mobility devices, including devices that may be borrowed as part of a self-service scheme in which people hire vehicles for short-term use within a town or city'. Electronic transportation includes electric scooters (e-scooters), electric bikes (e-bikes), electric skateboard, hoverboard and Segway-like devices. In 2019 the definition of a personal mobility device, and supporting regulatory framework was expanded by the ACT Government to include a broader range of devices such as the e-scooters and e-skateboards and to provide a robust framework for their safe use on the ACT road network. This review specifically focusses on the commercial operators of e-scooters.

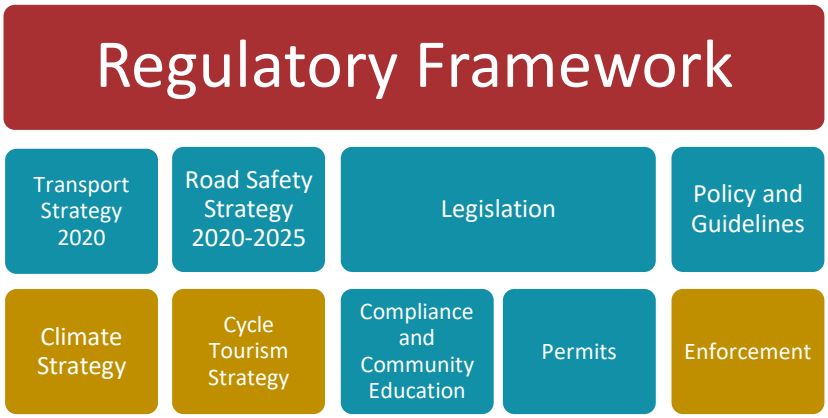
A Personal Mobility Device (PMD) is defined as a device that is:

- propelled by an electric motor;
- designed for use by only 1 person;
- weighing not more than 60kg unladen;
- with 1 or more wheels;
- with a brake system;
- that cannot travel faster than 25km/h on level ground; and
- with dimensions not more than:
    - 1250mm in length;
    - 700mm in width; and
    - 1350mm in height.

Examples of PMD's include; e-scooters, and e-skateboards. A PMD does not include motorised wheelchairs or mobility scooters commonly used by individuals with a disability, electric bicycles and scooters, skateboards, rollerblades and/or other wheeled recreational devices or wheeled toys that are not propelled by electric motors.

2.2.2 Regulatory Framework

Figure 1: Regulatory Framework



The regulatory framework includes the above components. The blue components are managed by TCCS. Details of the above are provided in Appendix E.

2.2.3 ACT Micromobility Policy Drivers

The ACT Government's policy for Micromobility centres around Micromobility schemes that are of high quality and deliver genuine transport choices to the ACT. Canberra's ambition is to be considered the cycling capital of Australia and the ACT Government is supportive of active avenues for public and private transport options. Shared Micromobility is designed to provide benefits to the citizens of Canberra by offering fast, well maintained, and reliable transportation options. The policy also ensures that the ACT Government is committed to a safe, vibrant, and attractive environment for locals and tourists.

The requirements and expectations of operators are that devices do not clutter streets or public areas and do not block shared areas or pedestrians from walking or moving, including people with prams or mobility aids. Operators are also required to obtain a permit, manage their fleet, and educate their customers to responsibly use devices.

The policy also specifies the management of parking to allow for minimal disruption. Parking sites have been identified in the permit documentation and the user apps and are to comply with accessibility standards. Operators are required to promote and educate users to use these locations, including providing incentives.

2.2.4 General rules of operation

Commercial Micromobility schemes and the use and operation of the Micromobility devices are carried out under permit conditions. These conditions include rules that micromobility devices are of sound quality and that users are supplied with everything needed to act in accordance with rules when riding. This references helmets, which are required by law to be worn when riding a bike or personal mobility device. PMD users and cyclists must wear a helmet unless a religious exemption applies. Other rules include bicycles must be fitted with a warning device, and PMDs must be fitted with a warning device or users must have access to a warning device if its impractical for one to be fitted. The rules also state that

when travelling at night or in hazardous weather conditions causing reduced visibility, users must display on themselves or the PMD a:

- flashing or steady white light that is clearly visible for at least 200m from the front;
- flashing or steady red light that is clearly visible for at least 200m from the rear; and
- red reflector visible for at least 50m from the rear when head-lighted.

There are general rules provided in the policy on where to not park e-scooters and devices:

- on roads or road related areas;
- across tactile marks on pavements (for visually impaired people)
- within 10m of the hold-line at any road intersection, roundabout, traffic island or median strip, and pedestrian crossings;
- within 5m of a bus stop shelter (except where designated), marker post, steps, ramps, public toilets, building access points etc;
- within bus interchanges (except where designated) or where light rail operations take place;
- within 1.5m any building line / wall that is within a public place;
- closer than 1.5m from the road kerb unless it within a designated parking bay;
- in a public thoroughfare unless there is 2m clearance so people can move through the space; and
- in contravention of street signs and line markings.

The Micromobility policy also references safe user behaviour which is to be encouraged by operators and is the responsibility of the user. The practices around safe micromobility behaviour are communicated to users through operators' respective software applications (apps). This allows users to accessibly understand the rules and reduce conflict between road users including people riding PMDs and bikes, as well as pedestrians using the ACT's various paths. Additionally, operators should have liability insurance, adhere to the *Information Privacy Act 1988 (ACT)*, maintain software and devices, and not display third party advertising.

E-scooter operators utilise age limits (minimum 18 years for Neuron and 16 years for Beam) as a term of service and is therefore a matter between the operator and the user. While it is not illegal for people under the age limit to use the shared schemes from a Government perspective, they may be in breach of the terms of service from the operator.

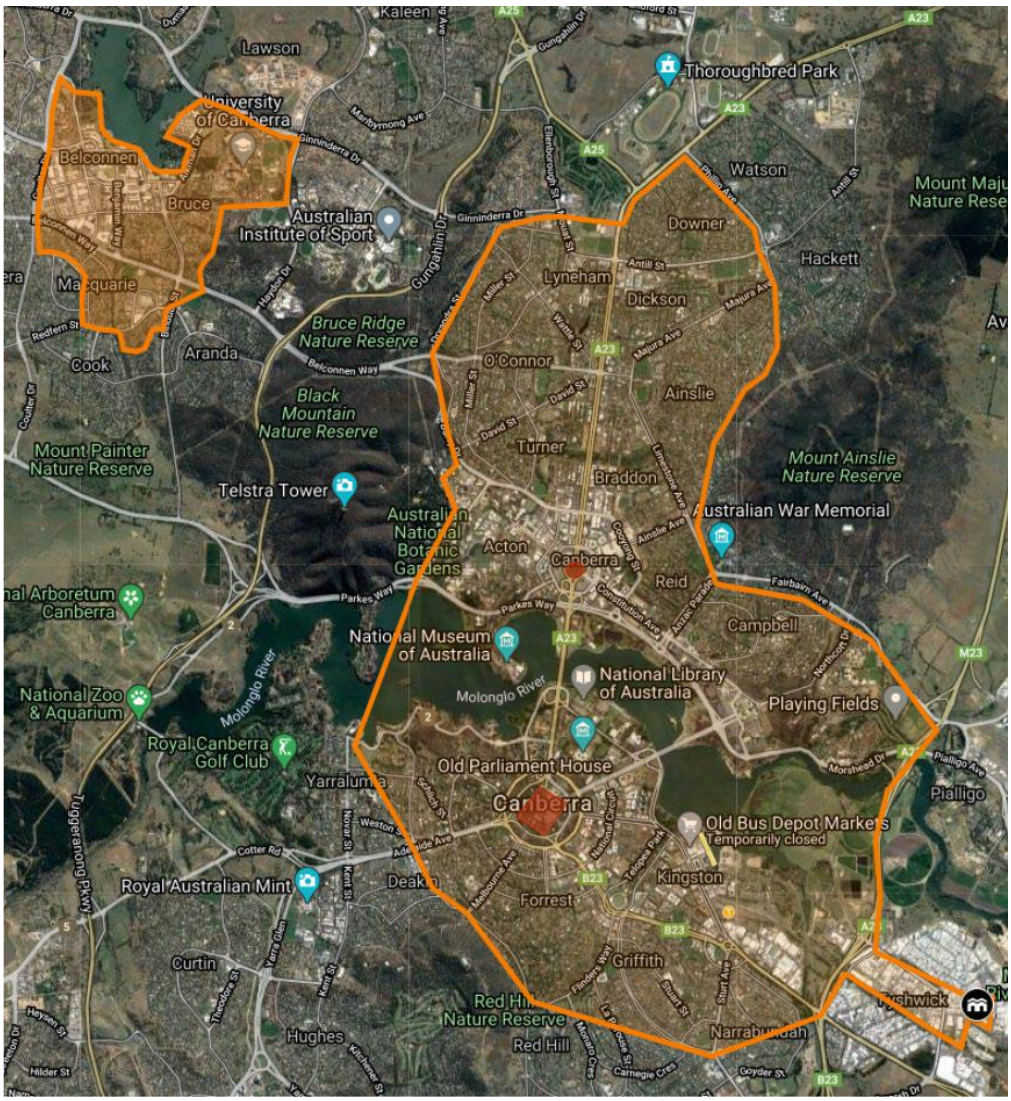
2.2.5 Who is operating e-Scooters in the ACT?

Canberra currently has two commercial e-scooter companies servicing the inner north and south of Canberra, as well as Belconnen. The two providers being Beam and Neuron. Notably, unlike other jurisdictions, the Australian Capital Territory introduced personal use prior to the introduction of commercial e-scooters.

2.2.6 Operating Zones

Permit holders are permitted to operate in specified zones. These zones include areas of restrictions including parking and no go or slow zones. Figure 2 on the next page represents the current permit operating area.

Figure 2: Operational Area

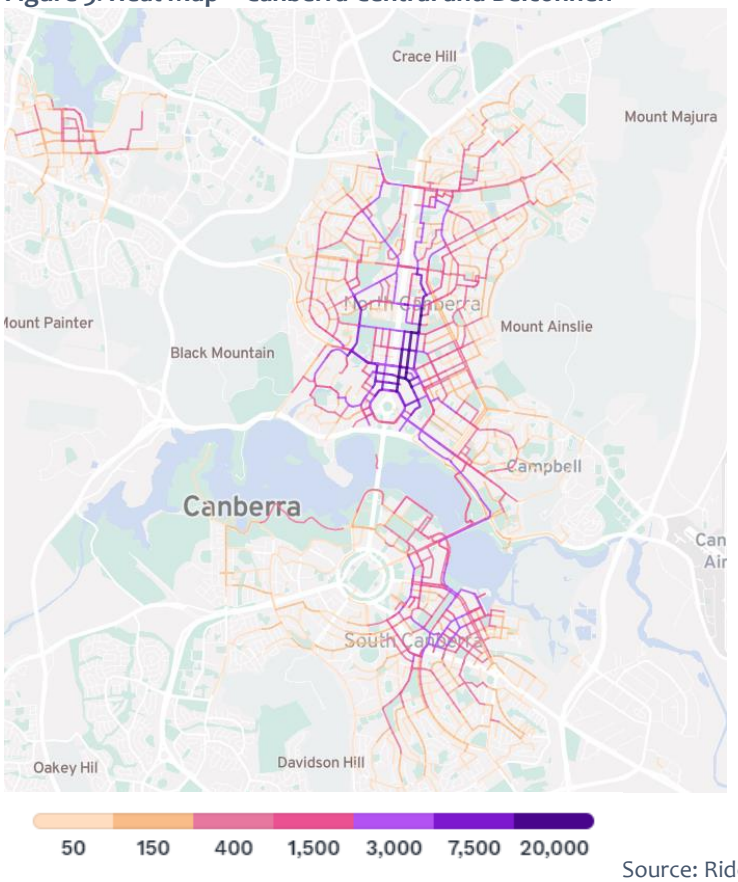


2.2.7 Operating Usage

Micromobility devices are commercially operating in the inner north and south of Canberra, and Belconnen. A review of the data provided by Ride Report shows a map of e-scooters 'hotspots' usage. Within the current areas of operation, a total of 815,324 trips was undertaken in the review period. With the average number of trips being undertaken a day being 4,479 between October 2020 and March 2021.

Out of the total trips nearly 30,000 trips were taken in Mort and Lonsdale Street respectively, making central inner Canberra the most popular location for riding e-scooters. When comparing the two areas a median of 3,955 trips was completed in central Canberra per day and 149 for Belconnen. Belconnen had fewer trips recorded possibly indicating the unmet demand and low availability of devices in that area. Further exploration of the data is required to understand the factors of the lower numbers.

Figure 3: Heat Map – Canberra Central and Belconnen



Source: Ride Report, viewed 13 May 2021

The heat map above shows how many trips were taken during the period of 1 October 2020 to 31 March 2021. Please note that the mapping software indicates corridors of travel rather than exact routes.

2.3 Approach

2.3.1 Scope of the Review

The scope of this Review included the following objectives:

- assess implications of policy;
- diagnose program elements that are operating effectively;
- comment on ideas of merit and worth;
- factor analysis around the data to attain themes;
- identify improvements and elements that are working well; and
- adapt existing questions surrounding Micromobility to add value.

2.3.2 Methodology

The methodology utilised was a rapid desktop review of available data sets (see Appendix B), a brief literature review and an operator questionnaire, that was then triangulated for common themes. This

approach allowed Curijo to develop recommendations that may inform the future policy and regulatory framework for the Micromobility Program in the ACT.

2.3.3 Review Questions

The review of the current ACT Micromobility Program requires an assessment of the current frameworks and policies and comparison with the stated measures of Program success. The regulatory framework currently in place to support Micromobility in the ACT is detailed in section 2.2.2. The framework was used in the review to help understand the current climate of Micromobility in the ACT.

There are five areas of review focus – Transport, Policy and Planning, Road Safety, Public Land Use, Submissions to Government and Economic. These areas of focus in turn lead to the deliverables and measuring the success of the current scheme. The following statements are addressed to measure overall success:

- Micromobility is an attractive travel choice, connecting people to the places they wish to visit on their own or in conjunction with public transport;
- Micromobility services support the objectives of the ACT Government's Transport Strategy 2020 and future strategic goals;
- Micromobility services are safe for users and other path and road users;
- Micromobility services are operated in accordance with permit requirements to ensure a high level of visual and accessible amenity on public land;
- Community sentiment and concerns are being adequately addressed or responded to by operators and government; and
- Micromobility services do not create a cost burden for the ACT Government or community.

3. Findings

3.1 Overview of Analysis

A foundational component of Curijo's analysis of the Micromobility Program was data sourced from the Ride Report portal, operator user surveys, ACT Government Panel Community Surveys, media and other data provided by the ACT Government including hospital admissions, complaints, and traffic infringement data.

Consistent with the desktop review, critical issues investigated were:

- transport policy and planning;
- road safety;
- public land use;
- submissions to Government; and
- economic burden

3.2 Transport Policy and Planning

3.2.1 Attractive Travel Choice

This section analyses whether Micromobility is an attractive travel choice, connecting people to the place they wish to visit on their own, or in conjunction with public transport. To test the success of the current Micromobility schemes operating in Canberra, the review assessed rider data and various recent surveys.

The data revealed patterns in rider usage and when e-scooters were most used. An analysis of ride data from the 1 October 2020 to 31 March 2021 revealed that more total rides were taken on weekdays with an average of 3,918, whilst the number of trips on a weekend increased to an average of 5,883. The data also shown that Monday through to Friday, trips per day increased. Public Holiday data also showed an increase in usage when compared to the average weekday.

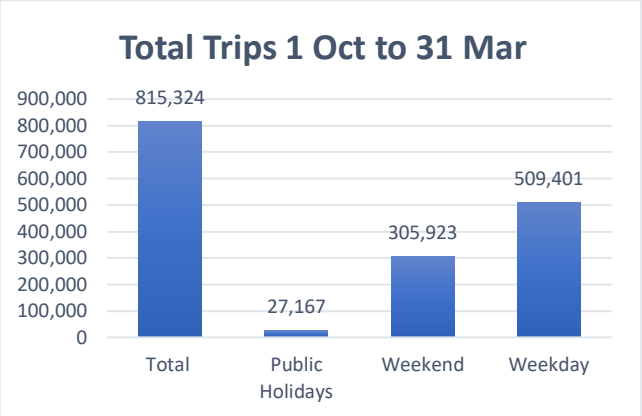


Figure 4: Total Trips

Source: Ride Report

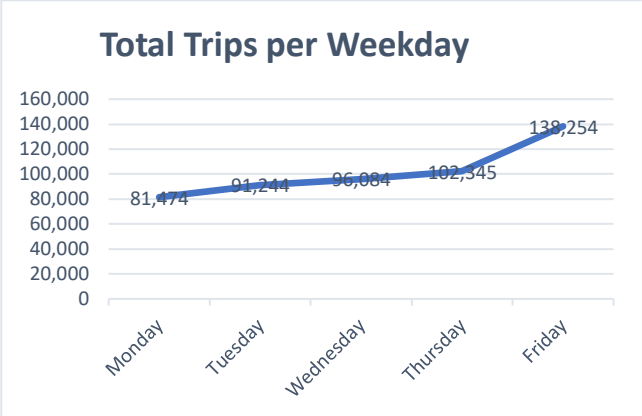


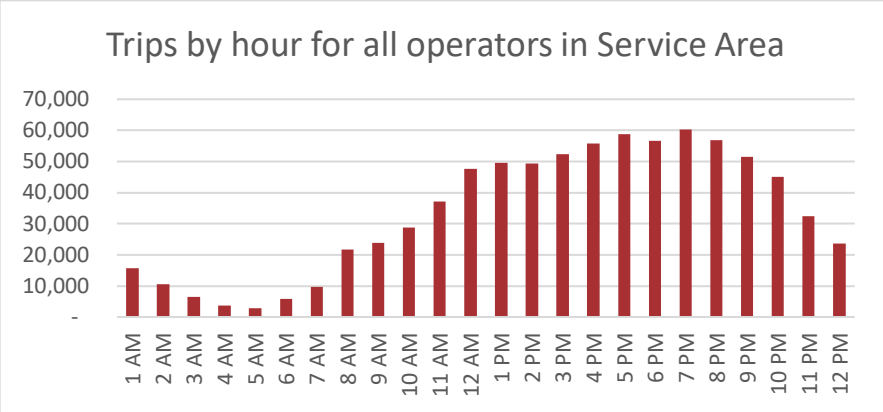
Figure 5: Trips per Weekday

Source: Ride Report

The Ride Report data is for commercially run micromobility vehicles only. The Your Say Community Panel survey was conducted through 1,202 Canberrans, out of this sample about 1 in 10 respondents said they had owned an e-scooter and 30% of the total participants said they were interested in buying their own e-scooter. Outside of this survey, data for privately owned private micromobility devices is unavailable.

The following Figure 6 indicated the usage by time of day for the period 1 October 2020 to 31 March 2021.

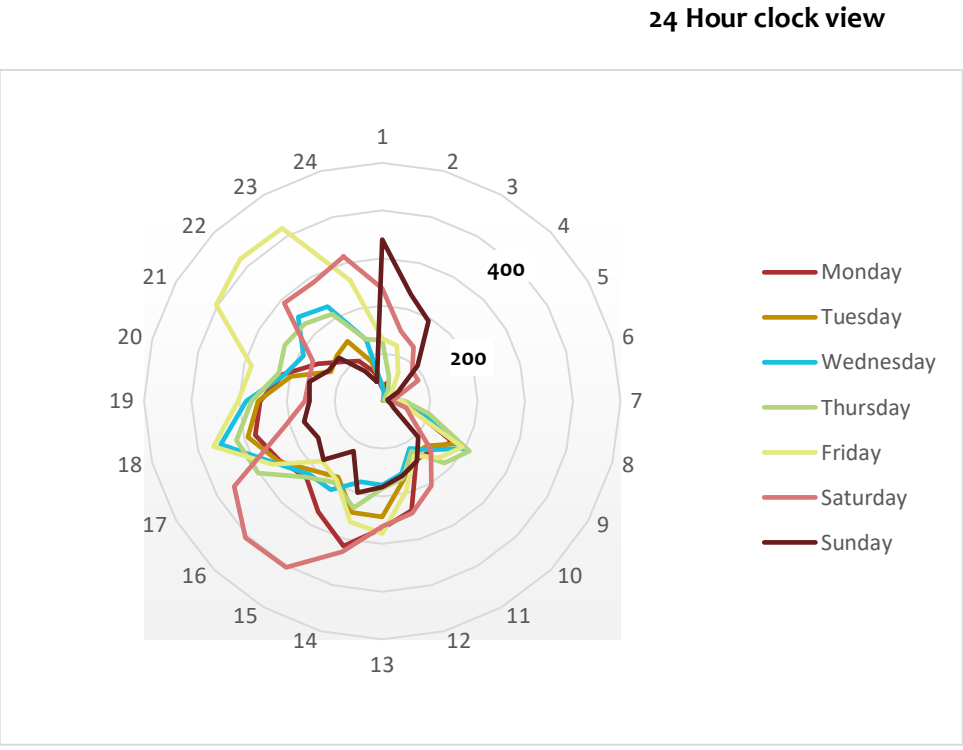
Figure 6: Most Popular times of the day



Source: Ride Report

Figure 7 indicates usage times for the week of 15 March to 21 March 2021.

Figure 7: Days of the week usage



Source: Ride Report

Connection

Over the six months 1 October 2020 to 31 March 2021 there has been an increase in shorter trips and a decrease in longer trips. Table 1 summarises the total number of trips by month.

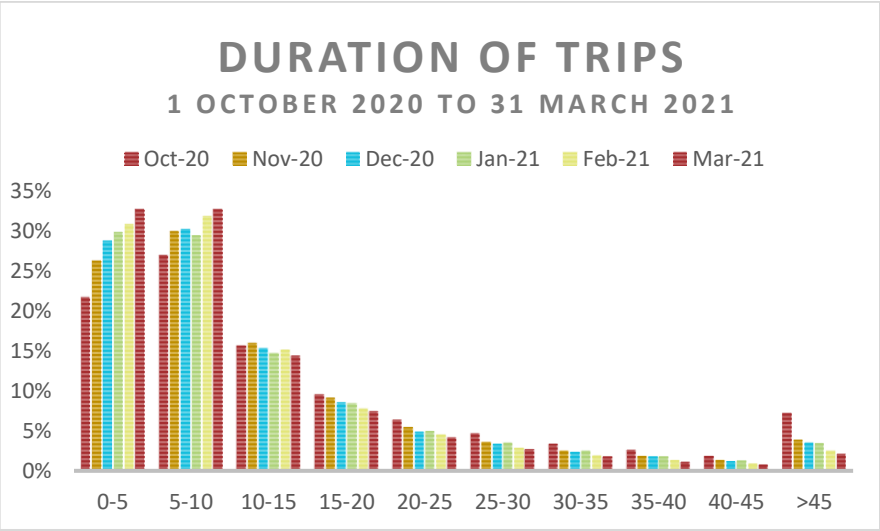
Table 1: Number of Trips by Month

Month	Oct-20	Nov-20	Dec-20	Jan-21	Feb-21	Mar-21
Number of Trips	105,596	148,917	155,413	135,916	130,881	129,099

Source: Ride Report

Figure 8 summarises the trends by trip duration (minutes) for the six months 1 October 2020 to 31 March 2021.

Figure 8: Duration of Trips by Month



Source: Ride Report

Where micromobility devices are available, up to 60 percent of trips are for a short duration (0-10 minutes). Data sets do not accurately explain whether these trips are made in conjunction with other transport (car, bus, light rail) or for device only trips. For example, it is unknown whether riders are driving their car into the city, parking and then using the device, or whether residents from nearby suburbs use the device only. However, given a maximum speed of 25km per hour, a 10-minute trip would equate to a maximum of 4.16km, and therefore it is only destinations within this radius that are applicable.

Almost one third of trips were to and from 10 locations. These included:

- Bunda Street
- Mort Street
- Canberra Centre
- Lonsdale Street
- Kingston Foreshore
- Marcus Clarke Street
- London Circuit

- Australian National University
- King Edward Terrace
- University of Canberra

Recommendation 1

To strengthen the current package of performance indicators, consider adding questions to relevant surveys to enable measures that clearly indicate trip reason, trip connection and trip impact (such as replacement of car) for all micromobility devices.

Requirements of Users

The Your Say Community Panel undertaken between 9 – 23 April 2021 revealed the following ownership and use of e-scooters themes:

- Around 6 in 10 respondents have used an e-scooter at some point, with usage highest among younger residents and decreasing steadily with age.
- Around one in ten respondents report that they own an e-scooter; among those who don't currently own one, three in ten (30%) are considering purchasing one in the next twelve months.
- By far the most common reason for using e-scooters has been for recreation or fun, though almost half (46%) of users travel by e-scooter to and from work / work meetings.
- As with e-scooters in general, usage of the Scheme is strongly related to age and is higher among those who are working, as well as among residents living in Central Canberra.
- The majority of usage is occasional, although around three in ten users are taking e-scooter trips through the Scheme on a weekly or more frequent basis.
- The main motivators for use are enjoyment and convenience, supported by little difficulty reported in locating a shared e-scooter to use.
- Non-usage of the Scheme is driven by several factors – although safety, including the behaviour of other e-scooter users, was the most common concern for all age groups.
- In all, around half of all non-users say there is nothing that would encourage them to use a shared e-scooter, while approximately two in ten report that they would be motivated by incentives for correct use.

Source: YourSay Panel Survey Report - April 2021.

Some survey respondents indicated that using the e-scooters to go out to dinner and to get around the city was their main use. This data was supported by commercial operator data that confirmed the main use by actual users was going to bars and restaurants, getting to or from work or riding for fun.

A previous survey revealed suggestions by respondents to encourage further use including having designated areas where there was no need to use a helmet, notably raised due to the perception of poor hygiene issues on shared helmets. A further suggestion to have e-scooter paths only, better training on use and rules of use, cheaper pricing and alternate methods of payment would all encourage use.

Reasons for not using the devices included perceptions of helmet and device hygiene, travel with kids, ride a bike, generally not interested or prefer to walk short distances.

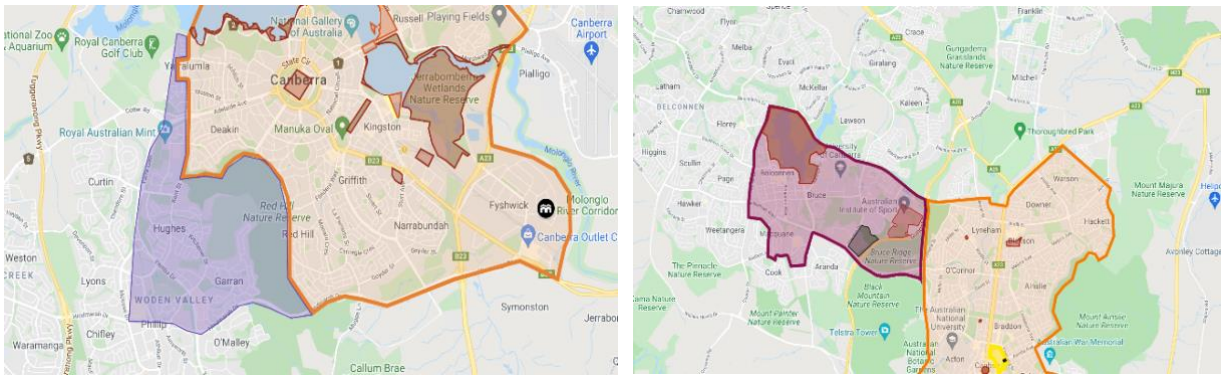
Unmet demand

Both operators agree that the current zones maximise the number of use cases available for the e-scooters allowing a high number of origin / destination pairs. They also agree that applying geofencing aimed to limit the impacts to riders and decrease risks has not impacted unmet demand. This might include no ride zones and no parking zones in specific locations.

Operators are concerned that user whole trip requirements are not yet fully met. They want to be able to provide an e-scooter for the whole of a user journey. Operators are encouraging the adoption of a moderately larger area to connect major service centres.

The area marked in red is the proposed and requested change by one operator; it would connect Belconnen, Bruce, AIS and Calvary hospital to the main service area. In this operators' opinion this would allow natural flow of scooters between the two service areas currently. The area marked in purple is the proposed expansion on the south side, which will connect Deakin Hospital, Deakin Offices and Woden town centre and Canberra Hospital to the main service area. The service areas would be refined to ensure that devices are not discarded in the adjacent reserves.

Figure 9: Maps of operator suggested expansion



Data provided by operators indicted that user surveys identified the need for a larger riding zone. Areas identified included the major town centres (including Gungahlin) as well as Dickson, Manuka, Griffith and Campbell. This was supported through the Community Survey where the key demand for additional services included the full light rail route, Canberra Airport including Brindabella Park, and generally anywhere in the ACT. However, noting the above discussion on the trends for trip duration, further information is required from users about intent to travel further, if devices become more generally available.

In addition, one operator suggests that the level of demand in the current operating area often creates a position of undersupply. They request that some flexibility is provided to exceed the permit cap on e-scooter numbers from time-to-time to better meet short-term needs such as events.

Recommendation 2

To assist the commercial operators better meet unmet demand the ACT Government should consider implementing operating zones in major centres and increasing the cap on devices for major events.

Sanctions and enforcement

Both operators indicated that operating sanctions, such as speed limitations and parking restrictions were appropriate to the current operating zones. They also confirmed that queries received about the restrictions from users were minor and did not present a widely concerning issue. This view was supported through the YourSay and previous community surveys.

Complaints received by other mechanisms tended to focus on three areas. These included rider behaviour, e-scooters left in inappropriate places and fears of pedestrians that speed may cause a collision, and as a result, injury. Problem areas and times are being monitored by operators.

Recommendation 3

Increase the frequency of reporting and actions taken by operators to remediate complaints and incidents to the Licencing and Compliance section of TCCS.

Conclusion

The Shared Micromobility program including micromobility devices is an attractive travel choice, particularly for short trips involving social evening activities and to a lesser extent getting to and from work. There is a demand to expand the program from commercially run operators. However, there is very little data for privately owned devices to form a broader conclusion about these devices.

Based on community feedback through survey and complaints data, not all residents, particularly older people are supportive of the program. This is due to observations of poor rider behaviour and inappropriate parking. Younger people are supportive however, given the busy times are pre and post dinner activities of a Friday and Saturday night. This supports the notion that the devices are primarily being used for fun, and as an alternative to walking or driving. Complaint and survey data anecdotally suggested that poor behaviour of individuals included intoxicated users. No data was received that indicated intoxication of users. Current evidence does not allow sufficient insight into whether this is the case.

To improve understanding, further study on the impacts of e-scooter use on number of cars in an operating zone is required. Further, before-and-after surveys of users to identify how they travelled before micromobility devices versus how they travel following introduction of micromobility may be useful.

3.2.2 Alignment with ACT Government's Transport Strategy 2020

This section analyses whether Micromobility is aligned with the ACT Government's Transport Strategy 2020. To test the alignment of the current Micromobility schemes operating in Canberra, the review assessed a small literature review, rider data and various recent surveys.

The ACT Government's Transport Strategy 2020 aims to provide a world class transport system that supports a compact sustainable vibrant city that are based on several principles. These principles include people focused, safe, city shaping, future focused, connected, flexible, reliable, efficient, sustainable and healthy. These principles are supported by various pathways as discussed below.

Providing greater transport choice

The ACT Government undertook to develop a Micromobility market that commenced in October 2020 with the two commercial operators. Development of the market is consistent with ACT Government strategies including transport, climate change, road safety and economic development (cycle tourism). These strategies support the introduction of innovative, flexible, safe and low emission forms of transport.

Trip usage and survey results indicate that early take up of the use of shared e-scooters, particularly in the city zone is for entertainment and enjoyment. This is particularly so for travelling between entertainment venues at and after dinner times.

Building a network that focuses on efficient movement according to place

Consistent with the above, operator data provided indicates that approximately 10% of trips for the initial six-month period to 31 March 2021 were to or from the Civic, Belconnen and Dickson bus interchanges, indicating that this is not a priority of current users.

Recommendation 4

To further align efficient movement according to place TCCS may consider expanding connection points such as park/ride solutions.

Rebalancing investment

The ACT Government's investment framework pillars include a whole-of-system approach, matching investment decisions with priorities, improved management and better use, non-infrastructure solutions, future ready, and sustainable procurement and delivery. The Micromobility solution is consistent with these pillars as it is meeting community needs, provides an innovative, affordable transport approach that does not need large public investment to operate.

Growing public transport, cycling and walking

The commencement of the micromobility solution is an extension of public transport options. Operators have lobbied for further Public Transport Integration Trials and would welcome discussions with TCCS to discuss ways to further integrate e-scooters with the ACT Public Transport network and ways to study cross-modal usage.

Recommendation 5

To inform the further take-up of micromobility devices in the ACT, TCCS should consider undertaking a cross-modal usage study.

Maintaining safe, efficient paths and road related areas

No evidence currently exists to determine whether the micromobility solution is enhancing or decreasing safe and efficient paths and roadways. Key performance indicators such as reduced motor vehicle traffic in e-scooter zones is an example of what could be developed.

Operators also suggested that the introduction of footpath parking decals would assist users and members of the public to clearly identify the location of preferred parking. Other jurisdictions, such as Canada, have implemented, roads with cordoned off pathways for bike and scooter use, in high traffic

areas. Paths for walking are separate again. An example of this is in Vancouver[2], where the City of Vancouver reports nearly 9% of all trips and over 13% of commute trips in Vancouver are by bike, exceeding the City's 2020 target of 7% and on track to achieve the 2040 target of 12%. Protected bicycle lanes are dedicated bike lanes with concrete medians and planters, bicycle parking corrals, or vehicle parking lanes that divide them from vehicle traffic. The City of Vancouver also report that separation increases feelings of safety and comfort, which makes cycling an attractive commuting option for those who are not used to riding their bikes regularly. Pedestrians feel more comfortable in the knowledge that cyclists won't be riding on sidewalks.

Recommendation 6

To further align the micromobility program to maintaining safe, efficient paths and road related areas the ACT Government could review alternatives or additions to infrastructure. For example, this might include designated pathways, parking, signage and appropriately designated routes and areas for use.

Reducing carbon emissions

One operator indicated that they received a global carbon neutral status two years ago, suggesting that they are not adding to greenhouse gas emissions in the ACT. There is no data to independently verify the impact on greenhouse gas emissions in the ACT.

Recommendation 7

To understand the impact on carbon emissions TCCS may consider strengthening the available data, including for example, changes to vehicle use in operator zones.

Managing a sustainable and healthy, COVID-19 transport transition.

Operators indicated that their solutions are sustainable, healthy and Covid Safe. Some user feedback has indicated a concern on the re-use of helmets. As a suggestion and if safe to do so, the provision of a helmet liner that might be permanently carried by a user might be a way to mitigate the use of helmets hygiene issue.

One operator commented that their vision is to become part of a community and provide a sustainable, economically and socially viable service that has a positive impact on how people move in and interact with their city. A total of 85% of the respondents to their customer survey agreed that they had made a positive impact on Canberra, and that if given the opportunity to grow they can ensure that everyone in Canberra can have access to a transport service that is making a real positive difference to travel.

Conclusion

The Micromobility Program aligns with the ACT Government's Transport Strategy 2020. Table 2 indicates how the current micromobility program aligns with the current strategy. Note, as no indicators of performance are available to assess the degree of alignment, only an indication of broad alignment to the strategy (or not) is indicated.

[2] vancouver.ca/streets-transportation/protected-bicycle-lanes.aspx

Table 2: Alignment with Transport Strategy

Pathway	Aligned
Providing greater transport choice	✓
Building a network that focuses on efficient movement according to place	✓
Rebalancing investment	✓
Growing public transport, cycling and walking	✓
Maintaining safe, efficient roads	✓
Reducing carbon emissions	✓
Managing a sustainable and healthy, COVID-19 transport transition.	✓

Opportunity to strengthen the alignment primarily relates to stronger rules enforcement, behavioural change, and enhancing the program to shift the use from entertainment to increased travel reasons such as getting to and from work, within the broader transport network.

Considerations of infrastructure solutions such as satellite car park-scooter-work options, like that of Park/Ride solutions and bike/scooter only pathways in high traffic areas are practical examples to strengthen the alignment with the strategy. A further example is a new 3 Strike Compliance framework that means all people are officers and can report compliance issues for action to be taken.

3.3 Road and Path Safety

This section analyses whether Micromobility is considered safe for users, shared path users and other road users. To test the perception of the impacts of the Micromobility program on road safety in Canberra, the review assessed rider data relating to safety, as well as other data such as police and hospital data.

The recent YourSay survey results indicated the following themes:

- Safety concerns are resonant for many respondents – around one third disagree that e-scooters are being used safely and responsibly around the ACT, and around four in ten feel unsafe around them as a pedestrian or shared path user
- Concerns with safety differ according to whether a current user of shared e-scooters or not and – related to this – age, with older participants and non-users much more concerned about them
- Despite this, there is strong and consistent desire for e-scooter safety education across the population, with two-thirds of respondents believing there should be more of this
- Priority topics identified for safety education were road rules for users (60%), behaviour of other path users (48%) and unsafe riding (45%)

Source: YourSay Panel Survey Report - April 2021.

Further to the general observations above, general themes emerged from community feedback and are summarised below.

Parked Devices

Devices parked inappropriately or abandoned cause some safety concerns for other footpath users such as pedestrians, particularly for people with mobility issues, or bike riders. A fallen device may be difficult to see.

Operators are active in mitigating inappropriate parking behaviour including virtual preferred parking stations within their software, end of trip photos and parking checklists. A preferred parking geofence incentivises users to end their ride in a designated parking area. Neuron, for example, has over 100 of these stations within their Canberra operating zone.

Recommendation 8

To assist with maintaining safe, efficient paths and road related areas the ACT Government could review additions to parking infrastructure. For example, this might include footpath decals.

Speed on Shared Pathways and Bike paths

In relation to the 'shared' Neuron and Beam micromobility devices that are available for people to hire in some areas of Canberra and similar devices that may be owned by individuals, there are different rules for different infrastructure types such as roads or shared paths. The ACT has very few bicycle paths that are limited to use solely by cyclists; with most paths in the ACT being shared paths. Rules and guidance are available. However, this guidance is difficult to find and in various documents. The following summarises the rules.

TCCS advises that in the ACT a vehicle includes a bicycle but not a Micromobility device. Under the road rules a driver means the person who is driving a vehicle (except a motorbike, bicycle, animal, or animal drawn vehicle) and a rider means a person riding a motorbike, bicycle, animal, or animal drawn vehicle. A reference to a driver in the regulation includes a reference to a rider. The rider of a PMD is a pedestrian, as is the rider of a wheeled recreational device or wheeled toy. TCCS also advises that the relevant provisions in the road transport law cut across a number of Acts and Regulations. These are not presented here. Instead, a summary of the different applications of speed limits is provided in Table 3 below for bicycles, PMD's and PMD like devices as a comparison.

Table 3: Summary Comparison of Speed Rules

Device	Bicycles	PMD

Road
Includes footpath and bicycles lanes adjacent to a road.
	• posted Speed Limit
	• where no posted Speed limit
	  ○ Built up – 50 km/h
	  ○ Other – 100 km/h
		• not allowed to be used on roads, including bicycle lanes on roads unless:
		  ○ there is no footpath, shared path or nature strip adjacent
		  ○ it is impracticable to travel on the footpath, shared path or nature strip

Device	Bicycles	PMD
		• speed limit is 25km/h unless a lower speed is sign posted
Shared Zone	• speed limit indicated by the shared zone sign	• speed limit indicated by the shared zone sign
Shared Path See Note 1 below	• default speed limit • Approaching road crossing and road crossing – 10km/h	• 25 km/h • Approaching road crossing and road crossing – 10km/h
Footpath not adjacent to a road See Note 2 below	• default speed limit	• 15 km/h

Source: TCCS

Note 1: Shared paths begin at a shared path sign and end at an end shared path sign or a road (this is the same for separated and bicycle paths).

Note 2: Footpaths are areas open to the public designated for, or has one of their main uses, use by pedestrians. Footpaths are not signed to indicate they are footpaths.

Bicycles

The speed limit for a cyclist on the road, including in a bicycle lane on a road, is the posted speed limit for that road and if there is no posted speed limit – the default speed limit applicable to that road being 50km/h in a built-up area and 100km/h on any other length of road. A built-up area in relation to a road is an area where there are buildings or streetlights less than 100m apart for a distance of at least 500m or, if the length of road is shorter than 500m, the whole road. A reference to a road in the road rules regulation includes a reference to a road related area and includes a footpath adjacent to the road. As such, where there are speed limit signs the speed limit for a cyclist on the road or a footpath adjacent to the road is the speed limit that applies to the adjacent road.

In shared zones the speed limit applicable to a bicycle rider on the road or the footpath adjacent to it is the speed limit indicated by the shared zone sign on the road, or the road into the zone. On shared paths, unless there was a sign applicable to the path, or another law applicable to cyclist, the speed limit for a cyclist would be the default speed limit (50km/h). Where a shared path approaches a road at a crossing, the speed limit applicable to a cyclist is 10km/h. It is also 10km/h when crossing a road on a crossing. The crossing is part of the road, not the path.

Micromobility Devices

Micromobility devices are not permitted to be used on roads, including bicycle lanes on roads, unless there is no footpath, shared path or nature strip adjacent to the road or it is impracticable to travel on the footpath, shared path or nature strip.

PMDs are limited to 15km/h on footpaths and 25km/h in other places. They are also restricted to approaching crossings and crossing roads on crossings at not more than 10km/h. In the limited

circumstances they are allowed to be used on roads, the speed limit would be 25km/h. If there was a lower posted speed limit applicable to a road or length of road the PMD user should not exceed that speed limit. On shared paths, the speed limit would be 25km/h except when approaching a crossing where the limit is 10km/h. On footpaths, including footpaths adjacent to shared zones, the speed limit would be 15km/h.

A device capable of travelling at more than 25km/h on level ground it is not regarded as a PMD. It is a motor vehicle and subject to all the rules applicable to motor vehicles such as registration, MAI insurance, requirement to hold a licence etc.

The YourSay community survey suggests the perception of some pedestrians, that anything moving above walking pace does not belong on a footpath. As a pedestrian, they feel vulnerable to any fast moving object and the serious injury resulting from a potential crash whilst they are out walking. This is particularly so for PMDs approaching pedestrians from behind. Although pedestrians encounter the same issue from non-powered bicycles, possibly travelling much faster along bike paths than e-scooters, it remains of concern. It is also asserted that people are riding fast near pedestrians and not alerting pedestrians to their proximity. Older citizens who prefer to walk can be startled by the sudden passing of a device who has not made any early signal (such as using a bell).

Recommendation 9

To assist riders of micromobility devices the ACT government should review the legislation, policies and guidance to enable a better and clearer understanding of what is a micromobility device and the behaviours and enforcement actions applicable when riding on different infrastructures. For example, road, bike path connected to road, separated paths, footpaths and shared paths.

Riding erratically and/or unsafely

A common feeling of 'unsafe' comes from other path users. There are perceptions of inappropriate rider behaviour such as riding without helmets or with more than one person on board. There are also claims about groups of riders, late at night, creating noise, and sometimes 'where they should not be'. Delinquent behaviour is difficult to police and other strategies are required including education. Sharing of footpaths requires continued attention, awareness of the rules and compliance with those rules by riders. A positive observation included the unintended benefit of these devices, in the perceived sense of being 'more safe' if riding alone or at night, particularly for younger women. The Justice and Community safety Directorate has indicated some concerns about the safe use of e-scooters.

ACT Policing have anecdotal concerns about the usage of e-scooters by persons appearing or behaving as if they are intoxicated. ACT Policing suggests limiting the hours that e-scooters are used especially during the late and early hours over the weekends to ensure both riders and pedestrians remain safe. If considered this could be limited to key high-risk zones. Police have encountered issues with the targeting of intoxicated members of the public on e-scooters, noting they are able to escape foot pursuit and travel where vehicles often cannot.

Several cautions have been issued for other non-compliant behaviours and ACT Policing continue to urge riders to consider their own and other people's safety. ACT Policing have issued 54 Traffic Infringement Notices (TINs) and 24 Cautions relating to e-scooter riders from 1 September 2020 to 30 April 2021. A high proportion of the TINs and Cautions that ACT Policing have issued are from not wearing an appropriate helmet.

Appropriate enforcement actions are essential to providing a safe road environment for the community, with shared responsibility by all road users. A robust regulatory and enforcement framework is essential to establishing safe people and safe behaviours on our roads, with benefits for both the community and individuals.

Under the Three Strike Compliance model, dangerous or illegal behaviour by individuals can be reported directly to the operators for their action.

Where systemic issues are identified, geo-speed limitations or exclusions zones could be applied consistent with the road rules (ie. 10km/hr on pedestrian crossings, 15km/hr on footpaths and 25km/hr on shared/cycle paths). This action has already been undertaken in some areas such as the Light Rail corridor and around some schools.

Recommendation 10

To assist enforcement activities and to respond systemically to community feedback and complaints the ACT Government could consider options for lower speeds, or no-go zones in high traffic areas and peak times (i.e., Friday and Saturday nights).

Hospital Admissions

Despite the above community feedback, hospital admissions data related only to device users as opposed to other shared path and road users who may have been involved in an incident with a micromobility device. Hospital data for a fall involving other and unspecified pedestrian conveyance recorded 117 incidents for the period of November 2020 to March 2021 (representing less than 0.02% of trips). This hospital data is not robust enough to draw a solid correlation to road safety as more factors about the incident are required to be extracted from the records. This includes whether the incident was caused by a private or shared device, the nature of the incident, what injury was caused and to what extent.

ACT Ambulance Service (ACTAS) recently commenced the option of interrogating ACTAS data for e-scooters and recorded 38 cases involving e-scooters in the first 10 weeks of the data being available. ACTAS are continuing to monitor these numbers, but this initial analysis indicates there may be a need to further communicate with users about the safe operation of e-scooters. Of these incidents, 22 occurred between 7pm and 6am, suggesting 58% of the recorded incidents occurred at night-time. ACTAS cannot reliably identify cases where alcohol or drugs were involved, nor whether the device was commercially or privately owned.

Accidents reported to the Operator

Both operators have recorded a low number of incidents and reported that these numbers and type are broadly consistent with similar data across Australia and New Zealand (being 2 incidents observed for every 100,000 kilometres travelled). Combined, operators reported four severe and four serious injuries to riders. Two examples include the rupture of an ACL from an incorrect dismount or a riding surface

transition issue, and a fall after swerving to avoid a stick (thought at the time to be a lizard). All injuries are assessed and referred to insurance providers where appropriate. One provider also has additional insurance to cover for liability to third parties during rider's journeys. One provider has suggested due to a larger proportion of incidents occurring in the Civic area, that a slow speed zone (15 km/h) be introduced.

Data Limitations

The data utilised for this section (For example hospital admissions, accident data, complaints etc) are data that should be strengthened for future reviews. To strengthen the interpretation and use of this data underlying incident data needs to be gathered such as more detailed reasons why an incident occurred (for example lack of training or education, behaviour, speed, rule non-compliance, faulty device, intoxication, poor ride way, etc).

There are practical limitations to obtaining more granular data, for example collecting data at the time of admission, essentially a cost-benefit decision. A detailed examination may be possible only through a specific research assignment with appropriate ethics approval.

Recommendation 11

To further understand the impacts of micromobility injuries the ACT Government should establish a position on whether this data will influence policy decisions and if so, establish an appropriate data collection framework to draw out the factors contributing to safety incidents. For example, this could be through a specific research project.

Conclusion

Road Safety in the ACT is primarily addressed through the *ACT Road Safety Strategy 2020-2025*. Micromobility devices when used on a road generally are subject to the same rules as when driving a car. Additional rules apply when using an e-scooter or bicycle, and include wearing a helmet, abiding by the speed limit, not riding under the influence, having one person per scooter, supervising children and using the path unless there is no path, or it is not practical to use the path.

From a rider perspective, the use of e-scooters is a relatively safe form of travel, at least consistent with bicycles. For pedestrians, appropriate use of the devices including correct behaviour and lower speeds when approaching, particularly from behind, would increase the sense of safety. More incidents occur at night-time (58%), consistent with peak usage data. The reasons for use also indicate that peak usage is for getting to and from entertainment/food venues on a Friday and Saturday night. There is, however, no current data available that accurately indicates the reasons for scooter related injury of riders or that of other path users.

3.4 Public Land Use

This section analyses whether Micromobility services are operated in accordance with permit requirements for operators to ensure a high level of visual and accessible amenity on public land. The review assessed rider data and various recent surveys, as well as other data such as operator feedback, complaints, and other submissions.

Regulatory Framework

The regulatory framework includes legislation, strategies, policies, and guidelines along with Permit Conditions as set out in the introduction section. This allows risks to be effectively managed. A dedicated Compliance team within TCCS monitors compliance. Operator self-assessment indicates compliance with the permit conditions. At the time of the review compliance reports are not yet due to TCCS. Early indicators such as complaints data and community survey data do not reveal any issues of permit condition non-compliance.

Both operators indicated comfort with the regulatory framework and are willing to strongly support the underpinning policy intent. They also believe the current rules are appropriate and do not see any gaps in the current framework.

In terms of future enhancement operators believe the number of e-scooters for use and the geographical areas available are key drivers of program take-up. Suggestions to enhance the framework include expansion into connected areas and increasing the e-scooter deployment cap of six in specific and agreed to locations. This would assist meet user demand and improve operational efficiency. Operators believe a higher density of e-scooters is important for driving a consistent transport service when in a city and a key factor for sustained mode change and car replacement. However, as Table 4 summarises idle times for both operators for the period of April 2021 is greater than 18 hours per day, except for Rapid Services 1-10 (high use inter-modal stops), where idle time significantly decreases. This suggests that redeployment of devices, may be a more immediate solution.

Table 4: Scooter Idle Time

Zone	**Beam** Median Idle Time Hours	**Beam** Median Available Devices	**Neuron** Median Idle Time Hours	**Neuron** Median Available Devices
Belconnen	22.7	7.2	18.6	35
Central Canberra	22.7	705.3	21.8	645.5
Rapid Services 1 -10	4.8	16.9	3.0	13.8

Source: Ride Report

Operators were asked to confirm the Ride Report data. One operator has concerns over the accuracy and anecdotally believe that the idle time appears high. They suggested that their e-scooters in Canberra have been averaging around 3 to 6 rides per scooter, per day (prior to Winter when seasonality does impact demand). They assume that on average a scooter will do a ride every four to eight hours and suggest that there will be periods, that is from midnight to 9am of lower demand. More scooters are idle over this period. This does not suggest there is data integrity issues with Ride Report data, however using and sharing the data on a regular basis may assist consistency of views by all parties.

Recommendation 12

To support efficient operation and deployment of operator devices, whether in an expanded operating zone or not, agree an appropriate utilisation/idle time benchmark or KPI and add the proposed KPI to the proposed monthly compliance report. This data should also be tested for accuracy prior to any decision making.

The shared micro-mobility reference group was established to provide oversight to facilitate the successful implementation of shared micro-mobility operations in the ACT. The group takes a whole of government, risk-based approach to meeting the ACT Government's transport goals and ensuring public safety and amenity. The standing membership includes subject matter experts in transport and land management and their executive or director level colleagues. Occasional members include subject matter experts in related areas such as other transport modes and city operations. The group is co-chaired by the Executive Branch Managers of City Presentation and Strategic Policy and Customer. This reference group appears to be appropriate.

Permit Conditions

Application to use a public place for E-Scooters is made under Section 45, Public Unleased Land Act 2013. The applicant is to abide by all operational requirements and conditions within the 'Dockless Shared Micromobility for the ACT' policy. The conditions within the permit are to be read in conjunction with the policy. The conditions set out in the policy include applicant responsibilities, legal compliance, damage to Territory property, public safety and insurance, public amenity, deployment, compliance, and other requirements such as to have in place a safety plan, geofencing, and contribute to an education and awareness program.

Regarding safety, the operator is required to provide a safety plan that sets out how the devices will comply with applicable laws, has a repair and maintenance schedule of devices and associated software, plans for devices to be sufficiently charged, and has a cleaning schedule for devices and associated equipment which takes account of the current COVID-19 environment.

Both operators have in place policies that include internal sanctions for their respective services. These are tailored to the ACT and sets out principles and guidelines for identifying, investigating, assessing, and registering breaches of the riding rules.

Police carry out enforcement activities for riders breaking applicable road transport laws when devices are being used on the ACT road network.

At the time of this review operators are considering further permit conditions that strengthen the Micromobility Three Strike Self-Regulatory Compliance Enforcement Escalation Framework. This includes a telephone and online reporting system to receive and manage customer and compliance complaints and enhanced monthly reporting.

Recommendation 13

To support efficient operation and deployment of operator devices, fully implement the Micromobility Three Strike Self-Regulatory Compliance Enforcement Escalation Framework.

Complaints

Complaints are received through various channels. These include through Access Canberra, City Rangers, Operators and Ministerial complaints. All complaints are reviewed by the TCCS Licencing and Compliance team. Since October 2020 to 31 March 2021 Table 5 summarises the types of complaints received.

Table 5: Complaints

Type of Complaint	TCCS Number	Operator Number
Illegal Parking or abandoned	47	85
Rider Behaviour	-	35
Pricing, Account or Overcharge	-	21
Helmet issue	-	13
Policy	7	15
Minor incidents	-	9
Noise	1	-
No Go Zone	1	-
Hygiene	1	-
Not an issue	1	-
Other	-	5
Total	**58**	**183**

Source: TCCS and Operator data

Operator data suggests that whilst there was a peak in the first three months, the numbers over time have declined in a month-by-month basis. TCCS complaints data over time is presented in table 6.

Table 6: TCCS Complaints over time

Month	Oct-20	Nov-20	Dec-20	Jan-21	Feb-21	Mar-21	Total
Number	10	15	13	9	9	**2**	**58**

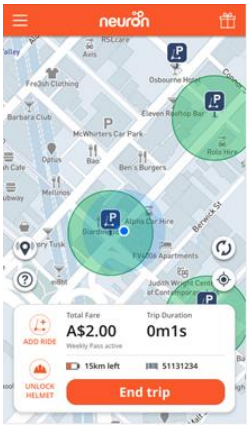
Source: TCCS

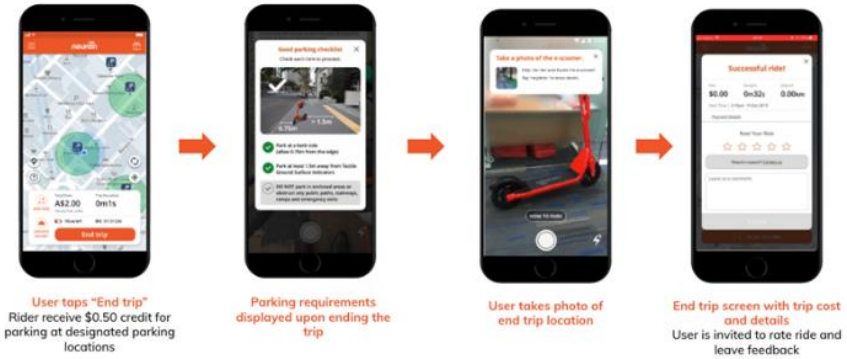
Operator compliance activities

Operators are working with the ACT Government and taking actions themselves to ensure riders are complying with ride conditions. Table 7 summarises the key initiatives and summarises the information provided by the operators (where applicable).

Table 7: Key compliance activities

Initiative	Details
Remediation of Abandoned Scooters on Light Rail Stops	CMET has been proactively working with both e-scooter operators to improve the issues experienced around the light rail corridor that has seen a considerable decrease in the number of scooters left at light rail stops, since January 2021. Alinga Terminus and Dickson Interchange are the two stops with the highest abandonment of scooters. Noticeably more scooters are left on stops at weekend and school holidays. One operator has developed a 'google docs' form

Initiative	Details
	for CMET to complete when scooters are abandoned, simplifying the process of reporting.
Remediation of safety incidents on rail alignment	CMET met with both operators separately to discuss scooters being used illegally to travel on light rail alignment. One operator subsequently changed their geofencing around the light rail alignment to include a message played on scooter after 45 seconds 'you are in a no ride zone' that has reduced their scooters abandoned on stops, whereas the other operator is yet to do so seeing no change to abandonments for those scooters.
Education (BEAM)	New riders are incentivised to complete the Beam Safety Quiz. The quiz presents new riders with several example parking and scooter operation scenarios and asks the rider to select the correct action for the scenario. If the user answers incorrectly, the interactive quiz will correct the new rider and educate them on how to correctly park or otherwise operate Beam scooters.
Parking Fines & Incentives (BEAM)	Before beginning a trip, the Beam app will prompt riders with guidance on where they can park their scooters to receive a discount on future trips. If a rider ends their trip at a specified Virtual Parking Spot in the Beam app they will receive a $0.50 credit on their next trip. On the other hand, if a rider attempts to end their trip not within a Virtual Parking Spot, the Beam app will notify them that if they still choose to end their trip at this location, they will be charged a $1.00 parking fine. This approach to encouraging good parking behaviour incentivises riders to actively consider where they intend on parking the scooters.
Geofences	For specific areas, operators have established Geofences (virtual barriers) where riders will not be able to end their trip at all. In Canberra, 'No Parking Zones' around the Light Rail, Lake Burley Griffin and throughout the majority of the Parliamentary Triangle operate. No Parking Zones and No Ride Zones on school grounds and several apartment complexes have been implemented.
Preferred parking stations (Neuron)	 A preferred parking geofence incentivises users to end their ride in a designated parking area. Neuron has over 100 of these stations within their Canberra operating zone. As with other geofence types, designated parking zones may be permanent or temporary. For example, additional parking zones may be activated for the duration of major events. These areas will be clearly marked both in-map and physically. Designated parking zones are carefully selected and co-developed with input from stakeholder groups to avoid potential accessibility issues – particularly for those with disabilities.

Initiative	Details
	Users are actively incentivized to end their ride in designated parking areas, earning a $0.50 credit each time. Designated parking zones are clearly marked on the in-app map for journey planning purposes.
Helmet Selfie (Neuron)	Discounts are provided if riders upload a selfie with a helmet correctly worn. Neuron advises that *'Users indicate that it is a 'good carrot' for wearing the helmet effectively'*.
Active Intervention (BEAM)	In some cases, additional action is taken to correct poor rider behaviour. This process involves directly reaching out to a rider and engaging in a conversation about appropriate behaviour in the context of their specific conduct. In rare cases this has involved a warning that future misbehaviour will result in an in-app sanction or ban.
End of trip photos and parking checklist (Neuron)	Once a user's trip has ended, users are reminded about local parking requirements and prompted to take a photo of the e-scooter to encourage proper parking behaviour.  User taps "End trip" Rider receive $0.50 credit for parking at designated parking locations Parking requirements displayed upon ending the trip User takes photo of end trip location End trip screen with trip cost and details User is invited to rate ride and leave feedback
Redeployment	Operators have indicated they commit to around the clock operations teams that monitor and assess demand patterns to optimise the number of scooters on the ground and redeploy scooters to meet demand and mitigate bunching.
Three Strike Compliance Model	The models identifies core unwanted behaviours and outlines actions to be taken by the operators on riders first, second and third offences.

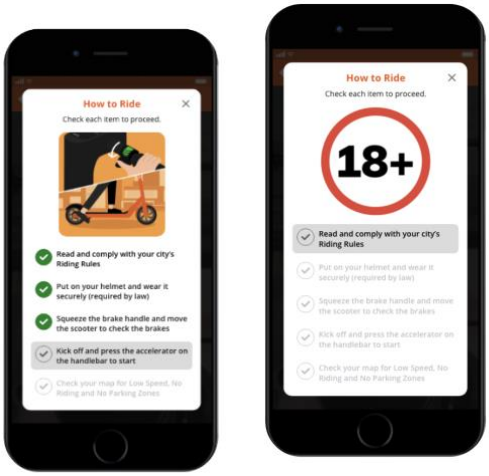
Education and Training

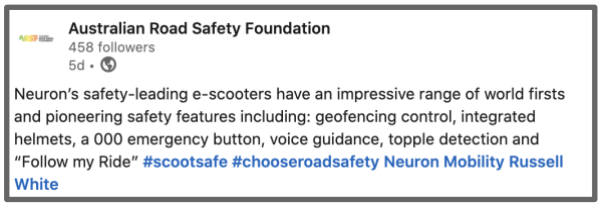
Both operators provide education and training. Table 8 identifies the current training from both providers and is a summary of information provided by the operators.

Table 8: Training and Education

Neuron

Features	Description

Mandatory User onboarding tutorial 	Before Neuron users are allowed to commence their first ride on a Neuron e-scooter, they are required to go through a series of in-app riding, helmet use and parking best-practice lessons. This onboarding process has been built into the mobile app to ensure that all users are fully informed of the do's and don'ts of e-scooter-sharing before commencing their first ride. The training, which has to be completed by all first-time users before they are allowed to operate a Neuron N3, includes, but is not limited to: • How to start the e-scooter • How to operate safety features including brakes, lights and bell • Minimum age restriction of 18 and licence requirements • Safe riding best practices through a GIF guide • Awareness of applicable laws when riding and parking • Speed limits • Mandatory helmet usage • Parking responsibly in parking areas • Avoid use of cycling infrastructure or roads Other safety reminders including one user per scooter, and to not ride under the influence of drugs or alcohol. From time to time, Neuron also pushes notifications to users (who have enabled notifications on their phone) and emails to remind them of some of the above. Neuron can perform push notifications, in-app overlay (illustrated messages which require users to dismiss before going forward) to relay safety information. Users get the notifications when they open the Neuron app generally, that is assisting in educating people right before they ride for maximum impact. 100% of users opening the app will get the notification. 
Start trip reminders 	Before a user starts a trip, they are presented with simple and concise messaging on 'do's and don'ts' which can be changed periodically to reflect more recent city specific issues. This provides users with just-in-time and concise information on responsible riding and parking, increasing the likelihood of compliance.

Digital campaigns **(website, social media, email)** 	Neuron has built and will continue to build a publicly available online repository of knowledge to constantly educate the public on responsible riding including applicable laws. This repository is available on Neuron's website at https://www.rideneuron.com/ride-safely/ Neuron also continually runs digital campaigns on safety, reaching users even before they take their first ride as well as after they have become accustomed to commuting by e-scooter. Channels include social media, e-mail, website content, blogs, and other digital content sites, enabling a sustained conversation with the broader community on safety and riding experiences. Neuron's digital campaigns over the various channels make use of a multitude of interactive formats such as photos, videos, GIFs, articles, posts, games, quizzes and mini competitions.
Neuron Education Web-platform (NEW) 	NEW is a web browser-based training that is gamified to maximise engagement. It features content co-created with Australian Road Safety Foundation (ARSF) and various disability groups across ANZ. Modules include helmet usage, proper riding/parking behaviour, what to expect from geofences and the impact of actions on others such as the disabled community.
Australia Road Safety Foundation (ARSF) Neuron ScootSafe Programme	Partnership announcement by ARSF on Linkedin:  Australian Road Safety Foundation 458 followers 5d • Neuron's safety-leading e-scooters have an impressive range of world firsts and pioneering safety features including: geofencing control, integrated helmets, a 000 emergency button, voice guidance, topple detection and "Follow my Ride" #scootsafe #chooseroadsafety Neuron Mobility Russell White Neuron has also designed the Neuron ScootSafe programme in partnership with ARSF, a safe-riding campaign to educate the public on safe riding practices. The ScootSafe programme included in-person training and simulations in public areas. Neuron ambassadors at ScootSafe events will showcase responsible riding behaviour in various riding scenarios. Upon completion of all content, attendees may be awarded with incentives such as promotion codes or free passes. Content may also include but are not limited to: • Explanations on applicable laws for e-scooters • Instructions on responsible do's and don'ts • Trivia questions on best practices • Designated riding and parking zones, as well as restricted areas • Live demo on responsible e-scooter riding and parking behaviour
Signage on scooters	On each scooter, Neuron deploys attention catching stickers which show users do's and don'ts on how to ride and park. These stickers are customised based on applicable laws and local city requirements.

Beam

Features	Description
Beam Safety Quiz	Beam are the first e-scooter operator in APAC to have developed an interactive safety quiz. Within their first three rides, Beam invite their user to take the quiz and incentivise them to do so with the offer of a $5 free credit if they achieve the pass mark (80%). The quiz is a 14 question multiple choice online test which presents the rider with a number of scenarios they will encounter in real-life, and asks them to choose from 3-4 potential answers. Every time they get an answer wrong, they are immediately told why they got it wrong and what the correct answer should have been - this ensures that riders are educated about their misperceptions or lack of knowledge immediately. At the end of the quiz, they are told their score. If the score is 80% or higher, they are automatically awarded the free credit and receive the "Three Star Pilot" badge in an in-app notification. To date, we have had 10,000 users complete the quiz.
Beam Safety Academy	Beam's flagship real-world training program commenced in November last year with an event at Queen Elizabeth Terrace. Beam partnered with Ascent Training Services, who specialise in various elements of road safety. The team from Ascent have delivered a series of free sessions taking attendees through five separate courses, providing riders of all levels with the confidence to ride in a safe and reliable manner. Riders who completed the course received $25 Beam Credit, a free helmet and some safe and enjoyable memories to take home with them. Our latest session was held on the 27th of February where over 150 attendees learnt how to ride safely. Given the overwhelming success of these events, we are now looking to roll out similar activities across schools, businesses and other community groups.

Communication

Regular communications are planned and deployed through various providers and channels. Table 9 indicates some of the recent communications.

Table 9: Communication

Provider	Details
ACT Government	To promote awareness and appropriate rider behaviour a communications campaign is run using multiple channels including the TCCS Website, ACT GOV website latest news, monthly email, 63 ATN spots in January 2021, and TC Social posts (2 boosted, 7 organic) from November 2020 to January 2021, as well as well as other ACT Government services social posts. Messaging has included top tips for e-scooting safely, the rules, cleaning and maintenance, safety courses and programs and how to report accidents and poorly parked devices. There is also an education campaign funded with $20,000 from each operator that commenced in May 2021.
Neuron	Neuron runs a range of National and Localised Campaigns focused on rider education, promoting the riding rules and responsible riding behaviour. These campaigns include: **National ScootSafe Campaigns:** Frequency: Approximately 3 times per year Timing: Festive Season (December), Start of the University Year (Feb) and Road Safety Week (May 17 - 23) **Localised ScootSafe Campaigns:** Frequency: Minimum of one activation per month Timing: These are proactively organised on a monthly basis and can be in conjunction with key dates in the ACT. They can also be organised in response to community concerns around incidents and e-scooter riding. **The type of activity included in a ScootSafe Campaign includes:** • In person ScootSafe activation: This involves Neuron's Safety Ambassadors on the ground at various popular e-scooter locations reminding people of the rules and talking through the top safety tips and guidelines. At the end of the brief, people pledge to become a 'safe rider' and receive free credits for trips. • Rider EDM: EDM's are sent to riders with rules and safety tips, in Canberra there are 94, 000people on our database. • Social Media:

	The Neuron AU Facebook, Linked In and Instagram pages are used to promote ScootSafe campaigns and the riding rules. Neuron partners with other organisations and ambassadors to speak to their audiences about e-scooter safety. **In-app messaging:** Neuron has an In-app safety messaging running continually. The messages highlight the riding rules, how to park responsibly and other responsible riding guidelines. Neuron also run special incentives for their users including: • Helmet Selfie- Anyone who takes a 'helmet selfie' before starting their trip will be awarded with a 50c credit. • Safe Rider Quiz - People who complete the in-app safe rider quiz will receive a $5 credit towards their next ride. • Preferred Parking - The Neuron App has over 100 clear preferred parking locations that providers users a $0.50 coupon for parking within them. **Media Engagement:** For National campaigns and events, Neuron engage with local media to help promote responsible riding, examples include: • Road Safety Week: Canberra Weekly, City News, WIN News Canberra (video) and WIN News Canberra • Student Scoot Safe • Festive Season Scoot Safe While their Monthly ScootSafe Activations mainly focus on face-to-face engagement, there have been times when Neuron have also engaged media and third parties for events. This is particularly important when there is rising community concern about e-scooters. For example, in November 2020 the ACT police supported the Safety Messaging. • Canberra Times ScootSafe Story • Canberra Riot ACT ScootSafe Story
BEAM	Throughout their period of operations in Canberra, Beam have undertaken multiple marketing campaigns to communicate the benefits of E-Scooter usage to the public. The most notable of this was the second anniversary of the Beam Carbon Netural status. Beam advises they were the first Micromobility Provider who was awarded this status globally, Beam also advised they were thrilled to share with their riders how many carbon emissions they have saved.

Privately Owned Devices

In contrast to the enforcement options available to and through the commercial operators (such as the 3 strike compliance framework) there are limited options to improve safety and rider behaviour for

privately owned micromobility devices at an individual level. For example, complaints of poor rider behaviour from the public after the event cannot generally be actioned, due to difficulties in identifying the specific rider. Data collected by the operators will not include private use devices and there is no present method to capture ownership data of these devices. As indicated in the Your Say community survey, it is a possibility that privately owned devices will increase from one in ten to three in ten within twelve months. Although the regulatory settings are set equally, activities by the operators through the permit system target the hired devices only. The permit framework is a land use issue and is not applicable to privately owned devices. The reliance of the overall regulatory framework creates a control gap between these cohorts. The risk of harm also may not be mitigated effectively for privately owned devices and this issue is further explored in the Road safety section below. The control gap may also lead to a greater take up of privately owned devices and less reliance on commercial devices. Options to provide a better understanding of the numbers of privately owned micromobility devices and how they are used could be explored.

Recommendation 14

To better understand the potential impacts of an increasing ownership of privately owned micromobility devices on the current regulatory approach, options to obtain this data could be explored.

Conclusion

The regulatory framework is appropriate to control and monitor the commercial operation of the Shared Micromobility Program. Commercial operators are bound by permit conditions, rules and guidance set out in legislation and policy. Much of the responsibility to educate, train and communicate with community rests with the providers. Although campaigns are established from the Government, these could be strengthened to focus on rider behaviour and enforcement activities.

3.5 Submissions to Government

This section analyses whether submissions to government about Micromobility services and related issues are being adequately addressed or responded to by operators and government. The review assessed Ministerial correspondence from the community.

21 Ministerial correspondences were received relating to e-scooter issues between 18 December 2019 and 22 April 2021. Table 10 summarises the issues raised.

Table 10: Ministerial Complaints

Submission Topic	Number
Complaint – Inappropriate Behaviour – Campaign regarding a specific incident in the Campbell area	5
Complaint – Inappropriate Behaviour including speed - Braddon area	2
Complaint – Footpath quality and access	2
Complaint – Inappropriate behaviour – no specific area identified	2
Complaint – Inappropriate behaviour – Private device	2

Submission Topic	Number
Complaint – Abandoned or illegal parking	2
Complaint – Lack of available connection infrastructure (car parking)	1
Complaint – Lack of parking site consultation with residents	1
Complaint – Perceived increase in hospital emergency congestion	1
Query – Company looking to sell tech micromobility solution	1
Query – Legal liability for 3rd parties (resulting from an injury from e-scooters)	2

Source: TCCS

All submissions were appropriately responded to through Ministerial correspondence. However, some responses indicated that more work needed to be done and that the Minister was either working with directorates or the operators themselves to further progress the issues raised.

Conclusion

Community concerns are responded to appropriately. However, whether the response is adequate for the person concerned is difficult to measure. On one occasion only was there follow up correspondence in relation to the Ministerial response, broadly indicating that responses are adequate.

No recommendation is made for this section.

3.6 Economic

This section analyses whether Micromobility services are creating an economic benefit. The review assessed rider data and various recent surveys, as well as other data such as operator feedback, complaints, and other submissions.

E-scooters provide economic opportunities for Canberra in terms of jobs, increasing visitation to commercial districts and making Canberra more attractive as a visitor destination.

The recent YourSay survey results indicated the following themes:

- Overall, 65% of respondents said they support the Shared E-scooter Scheme in the ACT, 26% said they oppose this and 10% said that they neither support nor oppose
- Overall support for expanding the Scheme into other areas was 63%, with 28% opposing such expansion, and 8% saying that they neither support nor oppose it
- Preferred areas for expansion were broadly similar across regions of Canberra and strongly related to the locale in which people live (e.g. those in Woden supporting expansion to Woden)
- Opposition to the Scheme and / or its expansion principally came back to concerns with safe and responsible use, along with the visual impact of e-scooters left in the streets and other areas
- Reflecting a common theme, non-users and older participants were more likely to oppose the Scheme and / or its expansion

Source: YourSay Panel Survey Report - April 2021.

The economic benefits of e-scooters attributed by operators include direct employment, use of local businesses to provide services and indirect economic benefits such as an increased spending by riders. For example, one operator has employed over 110 team members since commencing operations in Canberra. This includes:

- a local full time dedicated full time city management team, consisting of a City Operations Manager, Deputy Operations Manager, and Warehouse Manager;
- three full time operations supervisors, responsible for leading patroller, driver and warehouse mechanic team members;
- a team of 90 casual drivers and patrollers who work shifts across 24/7 ground operations, swapping batteries, rebalancing e-scooters, carrying out safety inspections, and tending to the fleet on the street; and
- a team of 20 casual mechanics who work shifts to repair and perform maintenance.

The providers local operational costs are supported by other local businesses that provide services such as recycling and waste services, office and van cleaning services, rental of fleet vans, office and warehouse supplies, office catering, staff uniforms and other incidental business expenses.

In-direct economic benefits from operator surveys infer that on average, 10.15% of trips will have an incremental purchase made because of the use of an e-scooter, either at the start or the end of their most recent trip. Currently there is insufficient evidence or data available to validate that these purchases have increased or decreased buying behaviour or spend at these locations or as a whole of ACT impact.

Cost Recovery - Fees payable by operators

TCCS has established costs to manage the regulatory framework and monitor compliance. Table 11 summarises the Fees Payable that are established and current.

Table 11 - Fees Payable

Timeframe from operation commencement	Fees Payable to TCCS
0 - 1 Month	No fees payable
1-6 Months	$0.50 per personal mobility device/ per day
6 months to 2 years	$1 per personal mobility/ device/ per day

TCCS advised that the activities and dedicated resources to establish and oversight the program include:

- policy development and transport planning;
- selection of operators through a competitive process;
- administration of permits including additional agreements;
- compliance oversight/ activities including community education;
- governance and reporting;
- community policing;

- responding to community enquiries; and
- (potential future) infrastructure supports (physical parking stations and/ or contribution to path infrastructure).

TCCS advised that there is no program establishment budget as it was absorbed within operating budget. Costs are off set against self-generated revenue, and the associated land use fees applied to e-Scooters. In the 2020-21 financial year revenues received totalled $227,250. A further $44,000 was also received ($22K from each provider) for the community education campaign as detailed in the tender requirements. Multiple areas within TCCS have undertaken work on the program, and as the function was absorbed into current business practices, the associated program costs are unknown.

Communication of benefits to the users and the public

Without direct evidence and data that enables the broader community to understand whether the continued micromobility program has an economic benefit, communication is an important mechanism to support positive perceptions. Throughout the six months from October 2020 to March 2021, various communications have occurred. This includes operator marketing campaigns to communicate the benefits of e-scooter usage to the public, that e-scooters provide a safe transport option, and general environmental benefits.

Communication includes messaging on key events such as an operator's carbon neutral status, engaging face-to-face with the community with an aim to teach them about e-scooter safety, and speaking with the community about the benefits of e-scooters for individuals and the city. Local organisations are also engaged with to communicate how e-scooters can help boost their business.

Increasing economic impact

One provider suggested that based on trip data and customer survey results, that a further 350 e-scooters in circulation would lead to the following impacts:

- facilitation of a further 638,000 e-scooter trips in Canberra per annum;
- removal of 268,000 car trips per annum, and over 893,000km of additional car travel in Canberra that is expected to be replaced by e-scooters resulting in a reduction of CO_2 emissions by 142 tonnes over a 12-month period in Canberra;
- an additional 83,000 carbon neutral trips that would not have occurred if these additional e-scooters were not in Canberra, resulting in over $4.8m in additional economic benefit to local shops and venues as a result of e-scooters; and
- creation of a further 15-20 local jobs within Canberra to manage the increased e-scooter fleet.

An increase in the cap will ensure that the e-scooter fleet is able to both address current and future demand, as well as ensure accessibility and serviceability to the whole of Canberra.

Recommendation 15

In conjunction with utilisation/idle time data consider an increase to the cap on operator devices.

Data Limitations

E-scooter data itself does not offer an insight into whether e-scooters are displacing existing transport services and/or providing additional foot traffic in certain areas. The data does not allow any practical findings in relation to the economic impacts or business turnover in high traffic areas.

There are no other indicators that provide meaningful data, apart from an indicative pre and post trip spend question in the operator use survey, that may be used to measure the impact of introducing mobility devices on reduced traffic, reduced car parking utilisation or revenues, variances to business income or any other economic indicator.

Recommendation 16

To strengthen the understanding of economic impact, consider developing indicators to measure the economic benefit of the Micromobility program.

Conclusion

The introduction of the Micromobility Program in the ACT has led to increased employment and additional services provision to support the commercial business operations. Although unable to verify the extent to fees payable by operators offset the full cost of managing the program, it does not appear to be a material burden on the ACT taxpayer.

No data is available to accurately confirm that the introduction of this program has led to an overall increase in retail spending, other government revenues or a reduction in car related services, or whether car traffic has reduced, in the operating zones. The operators do include within their survey's a question on trip use and whether there is an economic impact. One operator reported their data infers that in 10.15% of trips an incremental purchase was made at the start, or end of their most recent trip.

Appendix A – Review Questions

Transport policy and planning

Measures of success	Category specific review questions	Data sources to be used to produce evidence-base
Micromobility is an attractive travel choice, connecting people to the places they wish to visit on their own or in conjunction with public transport	How many trips people are making?	Operator user surveys
	What is the trip purpose? Are the trips connecting major destinations (work, education, shopping, PT stations)? Do the operating zones meet the operators' and public's requirements? Are the operating sanctions, such as speed limited and restricted zones correct and effective?	Operator user surveys
	Where is there unmet demand in other areas?	Operator user surveys YourSay Community Panel Ride Report
Micromobility services support the objectives of the ACT Government's Transport Strategy 2020 and future strategic goals.	Are they replacing other trips (e.g. if an e-scooter was not available, would the user still have travelled today and by what mode)? Are they connecting with other services to make complete journeys (PT)?	Operator user surveys Ride Report
	Are trips connecting to public transport?	Operator user surveys
	What share of trips starts/ends at a PT station?	Ride Report
	What impact are e-scooters having on carbon emissions?	Ride Report Operator user surveys

Road safety

Micromobility services are safe for users and other path and road users	Are pedestrians being seriously injured? Are riders being seriously injured?	Admissions Operator insurance claims Crash database Anecdotal – ED doctors/ walk in clinics
	Where are accidents occurring?	Crash database
	Do users, pedestrians and other path users feel safe?	Operator user surveys Complaints YourSay Community Panel
	Are crashes similar to crashes for other vulnerable road user categories?	Crash database
	Are operators applying sanctions to customers? How many infringements have been issued?	ACT Policing Complaints

Public land use

Measures of success	Category specific review questions	Data sources to be used to produce evidence-base
Micromobility services are operated in accordance with permit requirements to ensure a high level of visual and accessible amenity on public land	Are operators acting in accordance with their permit conditions? Is the regulatory framework and associated processes thorough and robust, and manage the program and risks effectively? Are the permit conditions thorough and robust, and manage the program and risks effectively?	Ride Report Audited compliance reports from operators Feedback from the operators L&C CRM Ministerial Complaints Access Canberra Complaints
	Are complaints going down over time?	Operator feedback L&C CRM

Submissions to Government

Economic

Micromobility services do not create a cost burden for the ACT Government or community.		

Appendix B – Data Sets

Data Set	Description
Stakeholder Feedback	ACT Government Directorate feedback
Operator user surveys	Surveys conducted by the Commercial operators of their riders
YourSay Community Panel	The survey was created to research the awareness and use of e-scooters in the ACT, as well as well as identifying the scooter scheme drivers and barriers, and the participants perception on the safety and education needs, and views on potential expansion into other areas of the ACT.
Ride Report	Ride Report contains data and reports on the scooter scheme and companies. The data provided by the app comprises of vehicle metrics, trip metrics as well as area of interest metrics. The app is designed to analyse real-time data, as well as heat maps and producing reports.
Admissions	This data comprises of Calvary and Canberra hospital admissions related to and involving e-scooters, as well as the type of accident/injury that occurred.
Complaints	Complaints data held by TCCS and Access Canberra
ACT Policing	Data provided through JACS
Feedback from the operators	Written responses
Licencing & Compliance - CRM	Data re compliance activities
Ministerial Complaints	Submissions to Ministers

Appendix C - References

Hitchings. J, Weekley. J, Beard G, W (2019), Review of current practice and safety implications of electric personal mobility devices. Published Project Report PPR912, TRL. The Future of Transport.

Appendix D - Operator Questionnaire

Micromobility Review – Operator Questionnaire

Data should be for the period of operation between 1 October 2020 and 31 March 2021.

#	Questions
1	Please provide trip purpose by category and where possible, percentage for each category.
2	Please provide number of trips that connected to major destinations (e.g., workplaces, education, shopping, PT stations). Please use agreed list of destinations.
3	Please provide whether operating zones meet: • the operators' requirement. • public's requirement.
4	Please indicate whether there was operating sanctions, such as speed limitations, and restricted zones that were problems for users
5	Please indicate if there is demand for area expansion and to what extent for each area?
6	Please indicate what percentage of trips connected with other services to make complete journeys (public transport) e.g. • Tram • Bus • Other Please use agreed list of destinations.
7	Please indicate any information regarding pedestrian complaints and type.
8	Please indicate any information regarding rider injury. • How many incidents • What type of injury • Serious/Not serious • Where have accidents occurred?
9	Please indicate any information relating to perceptions of safety for: • Users • Pedestrians • Other path users e.g., cyclists
10	Please indicate how many customers sanctions and infringements have been applied/issued from 1 October 2020 to 31 March 2021.
12	Have you been able to fully comply with the permit conditions, if not, why not?

#	Questions
13	Is the regulatory framework and associated processes causing any barriers, impediments, or risks to your operations? Please describe why.
14	Please indicate if there is any data that suggests additional spending occurred arising as a result of e-scooter use (i.e., the spend would not have otherwise occurred)
15	Please indicate what factors you believe have assisted the adoption of e-scooters: • Legislation • Policy • Program guidelines • Regulations (permit conditions) • Effective first and last km travel solution • Parking and charging facilities • Other (Please describe)
16	What are you doing to ensure riders are using appropriate parking facilities and pathways to allow the safe use of e-scooters without creating conflicts with other path users?
17	Are there any areas or zones that are more problematic in terms of safety?
18	How understandable do you believe the rules are for shared path users and is the publicly available information clear on who has the right to operate on shared pathways? Do these rules also cover different device types? i.e., e-bike
21	Would a class system be useful for different powered device types?
22	Does the legislation and other guidance address actual issues/problems that exist, if not what doesn't it deal with?
23	Do current policies promote responsible and appropriate behaviour?
24	Please describe what user training is provided by your company?
25	Please describe what information campaigns have been carried out.
26	How have the benefits of the e-scooter been communicated to the users and the public?
27	What economic benefits do you see from the use of e-scooters?
28	What future enhancements or connections do you see for the future?
29	What would you like to see different for the current e-scooter arrangements?
30	Is there anything else you would like to share re this review?

List of Areas

Canberra Centre	City Interchanges
Mort Street	Belconnen Interchange
Lonsdale Street	Dickson Interchange
Bunda Street	
Marcus Clarke Street	
London Circuit	
King Edward Terrace	
Kingston Foreshore	
Australian National University	
University of Canberra	

Appendix E – Regulatory Framework Summary

Framework Component	Summary Information
Public Unleased Land Act 2013 (PULA)	The main objects of this Act are to protect the amenity and natural value of public unleased land and facilitate the use of public unleased land.
Road Transport (Road Rules) Regulation 2017	The objects of this regulation are to provide rules for all road users in the ACT that are substantially uniform with rules for road users elsewhere in Australia and specify behaviour for all road users that supports the safe and efficient use of roads in Australia.
Road Transport legislation	The ACT's road transport laws that consist of a number of Acts, regulations and instruments that support the safe and efficient use of the ACT's road network.
ACT Climate Change Strategy 2019-25	Outlines the next steps the community, business and Government will take to reduce emissions by 50–60% (below 1990 levels) by 2025 and establish a pathway for achieving net zero emissions by 2045.
Road Safety Strategy 2020-2025	The Strategy outlines the ACT Government's commitment to addressing road safety. It describes the key goals and guiding principles for achieving Vision Zero, the safe systems approach and ensuring everyone in the community is safe when using our road network.
Road Safety Action Plan 2020-2023	The key focus areas of the Action Plan are distraction, drink and drug driving, vulnerable road users and speeding. Each focus area has specific actions including investigate mobile phone detection cameras, review the ACT's drink and drug driving scheme, reform the motorcycle licensing scheme and explore innovative approaches to reducing speeding.
Transport Strategy 2020	Sets the ACT Government vision for transport to be a world class system that supports a compact, sustainable and vibrant city.
Cycle Tourism Strategy	The Strategy provides a 10 year roadmap for how government, private sector and the cycling community sector can work together to place Canberra firmly on the cycle tourism map. The Strategy covers all aspects of tourism cycling – from urban cycle ways and road cycling, through to off-road cycling and bike paths and from novice to experienced cyclists. It builds on our active travel network promoting a healthy lifestyle for our vibrant city.

Framework Component	Summary Information
Dockless shared micromobility for the ACT Policy	This policy outlines the ACT Government's general expectations for the operation of high quality micromobility schemes that deliver a genuine transport choice on ACT public unleased land.
Compliance	Three Strike Self-Regulatory Compliance Enforcement Escalation Framework
Community Education	Multiple campaigns from ACT Government Continuous campaigns from commercial operators
Operator Permits	Required under Public Unleased Land Act 2013 (PULA) and sets out the specific terms and conditions for each operator.
Enforcement	ACT Police Operator rider exclusions and suspensions

Source: ACT Government Website, 24 June 2021app

Attachment 2

ACT Government

Government response to e-scooter review

Directorate, ACT Government, GPO Box 158, Canberra ACT 2601.
Telephone 02 6207 1923. Website www.transport.act.gov.au

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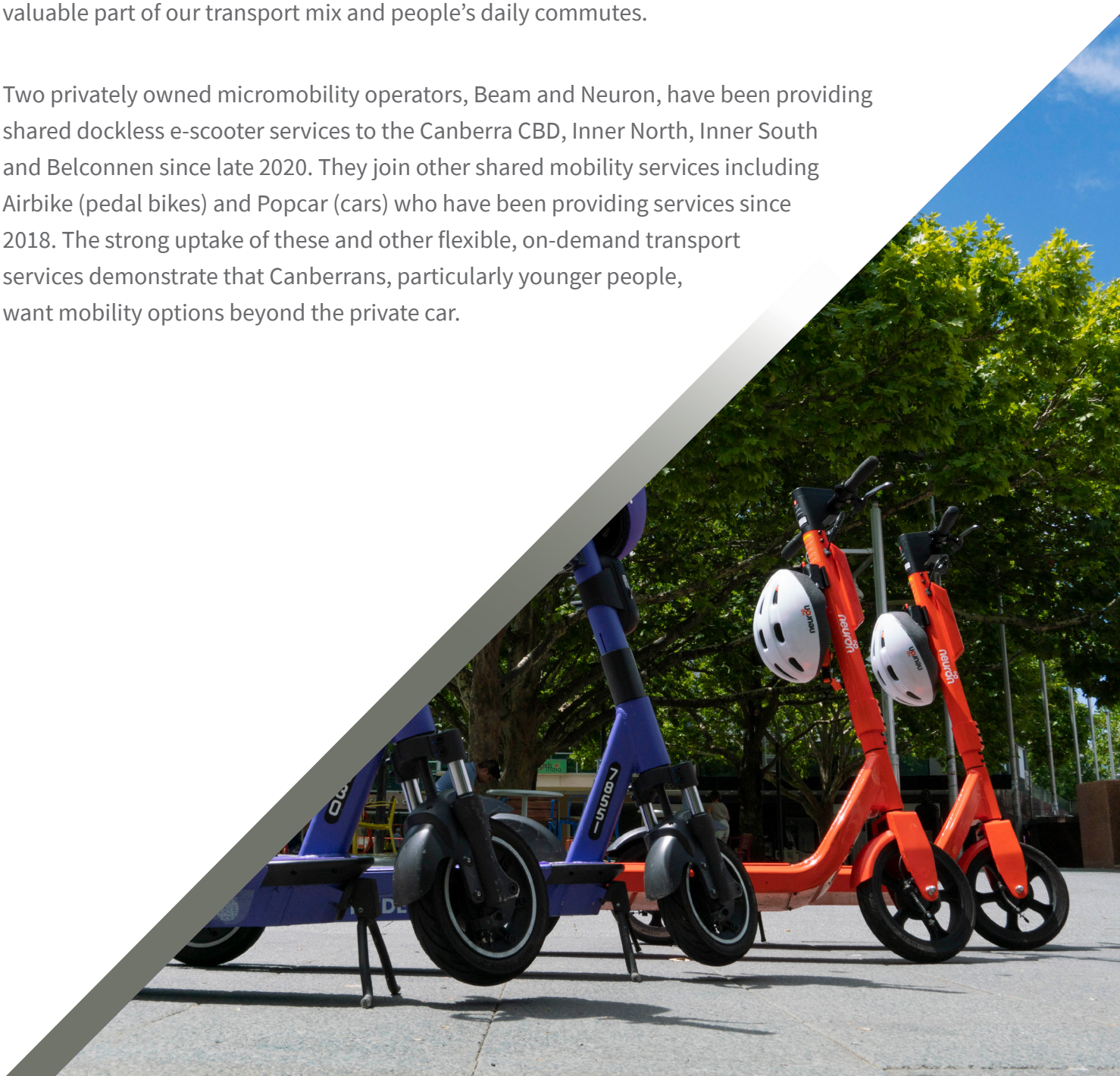
Introduction

The ACT Transport Strategy 2020 supports and encourages new forms of mobility such as shared, dockless bikes and e-scooters. These modes have the potential to deliver broad benefits including greater choice in mobility options, reduced traffic congestion and lower emissions. The ACT Government considers that over time, shared e-scooter services can become a valuable part of our transport mix and people's daily commutes.

Two privately owned micromobility operators, Beam and Neuron, have been providing shared dockless e-scooter services to the Canberra CBD, Inner North, Inner South and Belconnen since late 2020. They join other shared mobility services including Airbike (pedal bikes) and Popcar (cars) who have been providing services since 2018. The strong uptake of these and other flexible, on-demand transport services demonstrate that Canberrans, particularly younger people, want mobility options beyond the private car.



Independent review of micromobility operations

In April of 2021, Curijo Pty Ltd was engaged to conduct a six-month review of the implementation phase of micromobility services to inform the ongoing management and potential expansion of services in the ACT.

The review makes 16 high-level recommendations to enhance transport outcomes; improve road safety and protect public spaces; and strengthen operations to enhance compliance and enforcement. The review also recommended that the ACT Government consider future expansion of the scheme to more parts of Canberra.

In April 2021 a YourSay Community Panel Survey of 1,907 Canberrans and a public survey of 1,202 Canberrans showed strong support for the scheme in Canberra and community demand to expand it. The survey also indicated that some Canberrans want to see a greater focus on the safe and respectful use of these devices, particularly in shared zones with pedestrians.

Summary of findings

The review found that:

- Shared micromobility services are an attractive travel choice, particularly for short trips and among young people.
- Users generally find e-scooters safe but there are opportunities to enhance safety, particularly in areas where they are being used alongside pedestrians and cyclists.
- The current regulatory framework is generally appropriate to monitor and control the services but legislative reforms could consider further measures addressing safe use. Future gaps may also emerge for privately-owned devices.
- There is some confusion about definitions of devices and the application of the road rules in different path environments which would benefit from clarification.
- There is unmet demand in other parts of Canberra and an opportunity to connect shared e-scooters with the broader transport system.
- The cause and nature of injuries related to scooter use is not yet well understood and requires more data.
- The scheme broadly aligns with the goals of the ACT Transport Strategy 2020.

Read the full report (link).

Principles for micromobility

The ACT Government supports micromobility services that are valued by Canberrans and meet our community's mobility needs and preferences. Our approach is underpinned by the following principles:

Safe

- micromobility services must be safe and encourage safe behaviours for users and non-users alike.

Seamless integration

- with different land uses and the broader transport system.

Contributes to mode shift away from private vehicles

- as an attractive choice for short trips and longer ones, in combination with other modes.

Equitable access to services

- ensure geographic coverage of micromobility services and provide more mobility options for people who do not or do not want to drive a car.

Economically beneficial and affordable

- micromobility services provide benefits to consumers and the ACT economy.

Supported by the community through collaborative design

- responsive to the needs and aspirations of the communities micromobility operators serve.

How the ACT Government is responding

The ACT Government has developed a program for shared micromobility that meets our priorities for a valued service that is safe and compliant, with expanded access to more parts of Canberra. We will start by taking steps to strengthen the existing program, while progressively delivering an expansion of the shared e-scooters scheme across Canberra.

More detailed responses to the recommendations and other matters are at Attachment A. Of the sixteen recommendations, eight have been supported and eight have been noted.

Refinements to the existing program

The ACT Government will progressively refine the management of e-scooters in the ACT in line with the review and community insights. We will work with operators to make operational enhancements to existing services.

The response identifies four key areas for refinement.

Focus area 1: Rules to support preferred behaviours

- We will amend the Road Transport Laws to support ACT Policing in undertaking compliance activities. This will focus on ensuring that riders have proper control of e-scooters and similar devices at all times, and we will consider an extension to existing offences for riding under the influence of alcohol or drugs to road related areas like shared paths and footpaths.

Focus area 2: Operator permits and compliance activities

- We will develop operational policy and tools that commercial operators can apply using their geo-location technology to shape preferred behaviours and deter unsafe behaviour. This includes speeding and the use of devices in certain places or times of the day in certain streets within high pedestrian entertainment areas such as Braddon, Civic and other areas as necessary.

- Conduct that is repetitious or poses an immediate or serious risk to the public or property will be referred to ACT Policing. One-off or minor matters will be subject to corrective measures in a new 'three strikes' policy which be required to be implemented by e-scooter operators.

  Three Strikes Policy
  A self-regulatory tool will be included in operator permits whereby operators will be required to apply escalating sanctions in response to complaints from the public about anti-social behaviour of a less serious nature. Minor matters will be subject to escalating corrective measures by the operators potentially ending in cancellation of user accounts. Operators will be required to report the results of complaints received and follow up action as part of their regular compliance reporting obligations.

- These approaches will be supported by additional communications to users and the community. The ACT Government will work collaboratively with micromobility providers to maximise the reach of this communication and engagement.

Focus area 3: Safe and inclusive path and road environments

- The inclusion of e-scooters and other personal mobility devices are a change to the way people use the path environment. We will note where the uptake of powered micromobility devices is increasing congestion or conflict with other users, and where there are opportunities to better accommodate them.
- These observations will be factored into the ACT Government's ongoing program of development and maintenance of pedestrian, path and intersection environments. This may include changes to paths, extra signage and more dedicated e-scooter parking zone infrastructure.

Focus area 4: Making mode shift more attractive through greater integration

- We will continue to promote micromobility as an attractive choice that supports mode shift within the broader transport system.
- Micromobility services are perfect for short trips. When used in conjunction with public transport – particularly high-frequency Rapid services – they increase the convenience of these services. The ACT Government will work with operators to meet demand for connections at Rapid stops.
- Micromobility operators are keen to partner with the ACT Government to achieve better integration through integrated ticketing and journeying planning tools.
- The forthcoming disruption in central Canberra associated with the construction of light rail to Woden presents a unique opportunity to drive lasting behaviour change beyond the period of disruption. Commercial operators have indicated their willingness to work with the ACT Government to deploy services and coordinate through mobility hubs to meet changing transport needs.

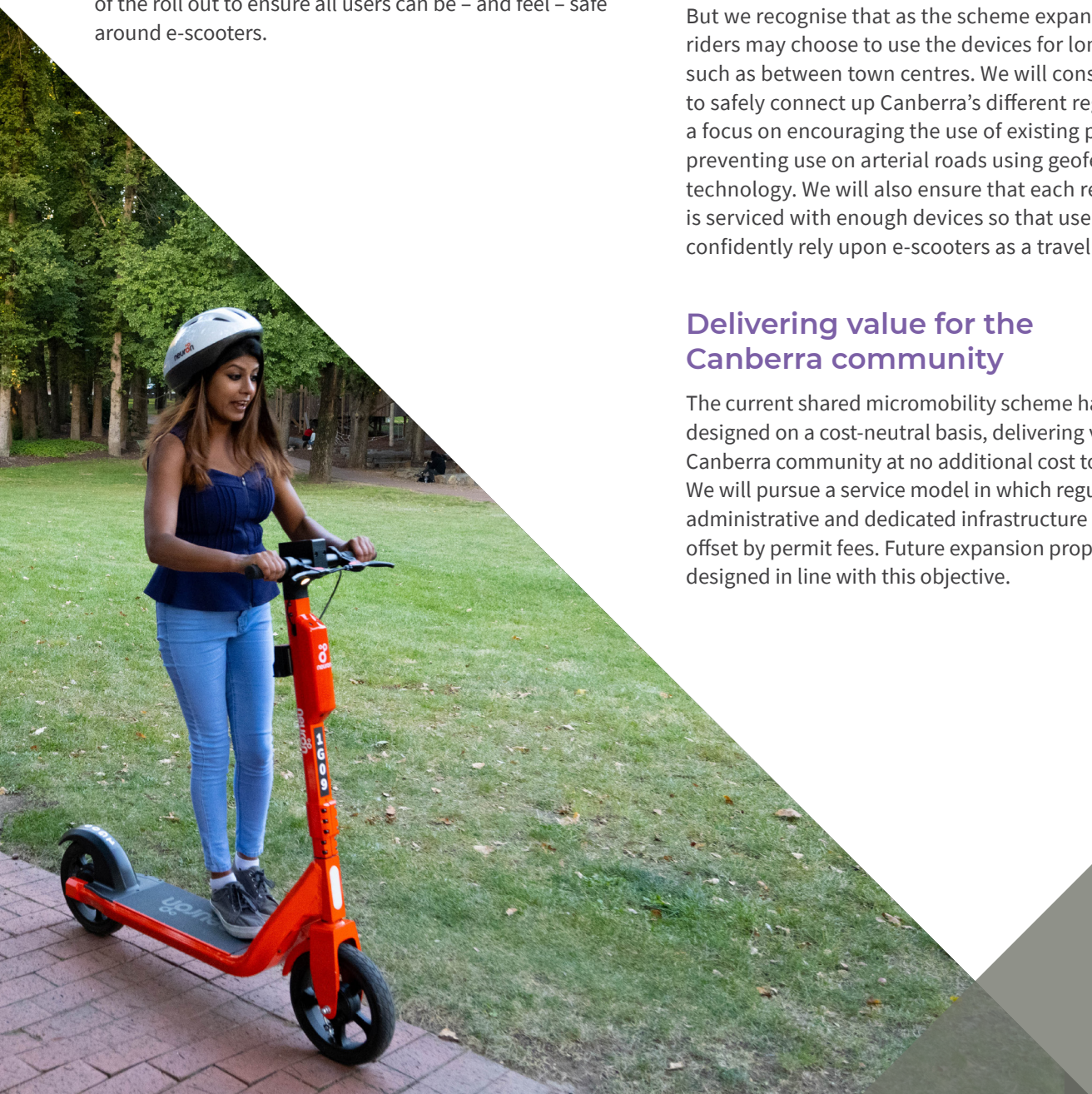
Expansion of services to meet demand

The YourSay community survey indicated strong support for expansion of e-scooter services to other parts of Canberra beyond the current pilot areas of Central Canberra and Belconnen. We will work with operators to explore options for expansion to each of Canberra's regions, with the aim of achieving full coverage by the end of 2022.

The roll-out will also be timed with the expected raising London Circuit and Light Rail Stage 2 construction period, to provide Canberrans with another mobility option, connecting with public transport.

Working with communities to meet local needs

We will work with communities in each of Canberra's regions to ensure that services meet local needs. This will include engaging with residents to understand the trips that people make around their local suburbs and regions, and identifying specific areas which may need to be declared lower speed, no-park or complete no-go zones. This will also include identifying any specific safety risks or connectivity challenges that need to be addressed as part of the roll out to ensure all users can be – and feel – safe around e-scooters.



A progressive roll-out, connecting our town centres

We intend to pursue a phased roll-out which will gradually expand geographic coverage and connectivity between regions. This approach will have a particular focus on enhancing access to public transport routes.

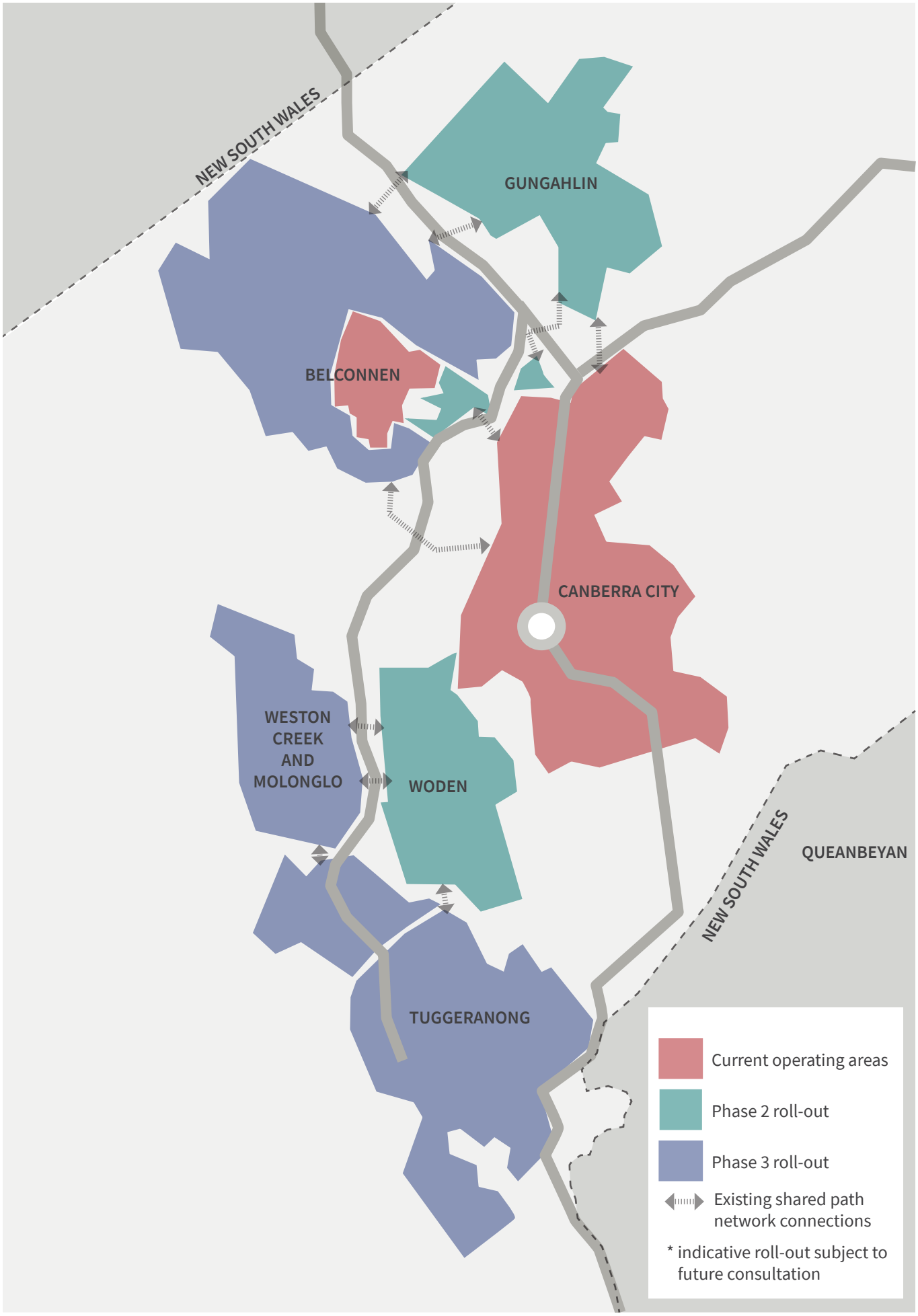
Achieving safe connectivity

Most current e-scooter trips are 1 to 2 kilometres. But we recognise that as the scheme expands, some riders may choose to use the devices for longer trips – such as between town centres. We will consider how to safely connect up Canberra's different regions, with a focus on encouraging the use of existing paths and preventing use on arterial roads using geofencing technology. We will also ensure that each region is serviced with enough devices so that users can confidently rely upon e-scooters as a travel mode.

Delivering value for the Canberra community

The current shared micromobility scheme has been designed on a cost-neutral basis, delivering value for the Canberra community at no additional cost to government. We will pursue a service model in which regulatory, administrative and dedicated infrastructure costs are fully offset by permit fees. Future expansion proposals will be designed in line with this objective.

Indicative future roll-out map*



ACT Government detailed responses to recommendations of the Independent Review of Shared Micromobility

	Report recommendations	Position	Government response
Transport Policy and Planning			
1	To strengthen the current package of performance indicators, consider adding questions to relevant surveys to enable measures that clearly indicate trip reason, trip connection and trip impact (such as replacement of car) for all micromobility devices.	Supported	Opportunities to undertake community surveys exist through the Transport Canberra Consumer Satisfaction Survey, YourSay Community Panel and other community surveys, academic research and operator customer surveys. In 2021, there were two questions about e-scooter uptake in the National Walking and Cycling Participation Survey. The ACT Government will review performance indicators and the data sources to support them, incorporating both attitudinal and behavioural components.
2	To assist the commercial operators better meet unmet demand the ACT Government should consider implementing operating zones in major centres and increasing the cap on devices for major events.	Supported	Responding to feedback from the community, the ACT Government supports, in-principle, the expansion of the shared e-scooter scheme to more regions of Canberra, subject to consideration of the financial impact on the ACT. We will work with commercial operators to identify appropriate caps and operating areas to connect more people with the places they need to go for work, education and recreation. Our ambition is to integrate the shared e-scooter scheme with public transport and other flexible transport services, without compromising the public realm or safety. The success of shared micromobility in the ACT to date can be attributed to strong collaborative relations between the ACT Government and commercial operators in designing solutions which are genuinely tailored to the Canberra community's needs and preferences. The ACT Government will develop a set of principles and consult with Canberra's regions to ensure that expansion allows for innovation to meet local transport needs, consistent with the priorities identified in the Transport Strategy. Transparent criteria for defining new operating areas will seek to strengthen connectivity and proximity in service provision, while addressing identified risks. Consideration will need to be given to connections between districts to ensure that people use the appropriate infrastructure. The increased traffic on shared paths would be considered in the design and prioritisation of path infrastructure projects. We would explore options for minimum operating fleets in districts outside the central area to ensure an adequate level of service. Micromobility services are provided on a commercial basis. Operators will make commercial decisions about their participation in the Canberra market and their ability to adequately service more areas. It is important that operators are not incentivised to 'cherry pick' more profitable regions at the expense of underservicing others. The ACT Government intends to explore innovative options in collaboration with operators to incentivise equitable coverage on a sustainable basis.

Report recommendations	Position	Government response
Transport Policy and Planning		
3 Increase the frequency of reporting and actions taken by operators to remediate complaints and incidents to the Licencing and Compliance section of TCCS.	Supported	Compliance reporting by operators is an important element of the ACT Government's compliance strategy in relation to the land use permits on matters of safety, protection of the public realm and maintaining adequate levels of service. The ACT Government uses third party provider Ride Report to ingest raw, anonymised trip data provided by the operators in accordance with the Micromobility Data Specification. It also includes spatial boundaries of the operations and restricted zones. This data helps the ACT to understand e-scooter usage over space and time, and inform compliance activities. Operator permits will be amended to include a self-regulatory 'Three Strike Compliance Model' to manage complaints about inappropriate user conduct such as unsafe riding and parking. Under the model, conduct that is repetitious or poses an immediate or serious risk to the public or property is referred to ACT Policing. One-off or minor matters are subject to escalating corrective measures by the operators, potentially resulting in cancellation of user accounts. The details of the complaints operators receive, and the resulting compliance action undertaken will be included in the monthly and quarterly reports required as part of the permit conditions. KPIs for compliance on matters of safety, protection of the public realm and maintaining adequate levels of service will be established based on these reports.
4 To further align efficient movement according to place TCCS may consider expanding connection points such as park/ride solutions.	Supported	In the Transport Strategy 'efficient movement according to place' refers to the alignment of the relative value placed on movement, and separately, place. E-scooters are technically classified as pedestrian devices and are generally only permitted to be used in the same spaces as pedestrians. However, they have very different movement characteristics – including greater speed and power output – potentially impinging on places that should have a slower movement function. In relation to Park and Ride solutions, the ACT Government is currently exploring options to expand operations in the context of traffic disruption associated with the construction of Stage 2 of Light Rail. Remote parking locations such as Bike and Ride and Park and Ride would allow for people to park for free and then use non-car-based travel to continue their journey. These arrangements should be attractive to commercial operators as they would service routine trip making. A future opportunity may arise where Park and Ride facilities become local mobility hubs if they attract a range of flexible transport options in addition to e-scooter services, buses and light rail. This recommendation is also addressed in the Government's response to Recommendation 2.

Report recommendations	Position	Government response
Transport Policy and Planning		
5 To inform the further take-up of micromobility devices in the ACT, TCCS should consider undertaking a cross-modal usage study.	Noted	There will be an opportunity through the implementation of the Transport Strategy to consider this recommendation. Commercial operators have expressed interest in integration of their services with other ACT Government customer tools and pricing such as the Transport Canberra journey planner and/ or future ticketing solution. This would help to simplify connections between modes. While micromobility and shared micromobility are useful for short trips on their own, they also have strong potential to increase the viability and convenience of the public transport system, in particular, through connections with high frequency Rapid routes. Shared micromobility crosses over with shared mobility options like car-share, micro-transit and ride-share to provide more choice, particularly for young people before they have established car-reliant habits. The ACT Government has facilitated the entry of ride-share and car-share services into the ACT. The ACT Government will continue to explore ways to increase the availability of these services in the overall mobility system.
6 To further align the micromobility program to maintain safe, efficient paths and road related areas the ACT Government could review alternatives or additions to infrastructure. For example, this might include designated pathways.	Supported	No additional path infrastructure needs were identified to support the introduction of micromobility devices into the path environment. However, the rapid influx of shared devices has increased interactions both in volume of path users and speeds. This is likely to change the path environment and will need to be considered in future allocation of space for different modes as well as the design, delivery and regulation of infrastructure. To support design of infrastructure and programs, design considerations specific to PMDs will be incorporated into future infrastructure standards and design guidance. Identification of 'hot spots' may inform the need for separation of walking and faster modes like cycling, e-scooters and other PMDs in congested areas. It may also inform greater separation of bicycles and PMDs from cars via bicycle only lanes, to help alleviate interactions with pedestrian path users. The experience of jurisdictions that do not allow cycling and PMDs to share paths with pedestrians will be instructive. Signage is used in some places to remind people of preferred path behaviours for all users, regardless of device. Signage for preferred routes for faster devices will be explored in the context of the Strategic Cycle Network, in particular the separated bike paths in the town centres. Physical parking infrastructure and charging facilities could be considered to assist in maintenance of the public realm and increase community awareness and demonstrate government support for the operations. The ACT Government is considering novel parking solutions within the broader context of verge and open space management. Active travel – including micromobility – is a key part of the planning and design of new suburbs, infill, and other infrastructure, to encourage sustainable transport and to improve safety for vulnerable road users. These comments are consistent with both the ACT Transport Strategy 2020 and the ACT Road Safety Strategy 2020-2025.

Report recommendations	Position	Government response
Transport Policy and Planning		
7 To understand the impact on carbon emissions TCCS may consider strengthening the available data, including for example, changes to vehicle use in operator zones.	Noted	The ACT Government will work with operators to develop a methodology using existing data to estimate the impact of e-scooter operations on carbon emissions consistent with the Auditor General's recommendations on reporting on the ACT's progress on transitioning to zero emissions vehicles.

General observations on the topic of transport planning and alignment with the ACT Transport Strategy

The YourSay surveys found that the most common reason people currently use e-scooters is for fun. But approximately 46 percent of public survey respondents and around a quarter of Panel survey responses reported using them for essential work or education travel. A focus of the next stage of shared micromobility will be to increase the number of essential trips and connections with other modes, particularly public transport. This means moving toward a more service-oriented approach to refine the service design to increase the attractiveness and utility of micromobility for essential and routine transport.

Another goal is to harmonise planning and compliance responses so that, as far as possible it is the desired behaviour that is the focus, rather than the device. For example, in considering further reductions in speed limits or antisocial behaviour in busy, mixed environments, it may be that advisory signage or system design would be used to influence behaviours rather than geo-speed limiting a share scheme e-scooter and leaving speed to the discretion of riders of privately-owned PMDs or bikes. This approach would also help to avoid the risk of regulatory overreach to activities that do not invite riskier behaviours sometimes observed with e-scooters.

There has been strong uptake of private and shared micromobility in the ACT; the YourSay public survey observed 6 in 10 respondents had used an e-scooter or similar device recently. The more representative YourSay Community Panel survey reflected 2.7 out of 10. The strong support in the public survey shows a strong alignment with a younger demographic, demonstrating that micromobility is meeting their transport needs. These figures correspond with the National Walking and Cycling Participation Survey which found that 4.3 in 10 ACT residents have done the same in the last week.

The Belconnen zone has been underserviced since operations commenced in 2020. The operating permit requires operators to provide a service in both zones. Belconnen is smaller than the Central Canberra service area and doesn't include the major destinations in the Belconnen district or many residential areas, like the Bruce professional precinct, CIT, the Australian Institute of Sport and Calvary Hospital. To the end of March 2021 both providers had deployed less than 1 per cent of their total fleets in Belconnen. Greater focus will be needed on ensuring adequate levels of service provision between operating areas to meet Canberra's transport goals going forward.

Report recommendations	Position	Government response
Road and Path Safety		
8 To assist with maintaining safe, efficient paths and road related areas the ACT Government could review additions to parking infrastructure. As example, this might include footpath decals.	Supported	See Recommendation 6.
9 To assist riders of micromobility devices the ACT government should review the legislation, policies and guidance to enable a better and clearer understanding of what is a micromobility device and the behaviours and enforcement actions applicable when riding on different infrastructures. For example, road, bike path connected to road, separated paths, footpaths and shared paths.	Noted	In December 2019, the personal mobility device (PMD) framework in section 18A of the Road Transport (Road Rules) Regulation 2017 was expanded to include e-scooters and other similar devices. The PMD framework applies to both privately owned e-scooters that meet the definition of a PMD and e-scooters from the shared scheme operating in the Territory. The PMD framework was developed to address the key safety and accessibility concerns raised during community consultation in June-July 2019. Specific education and awareness campaigns have been undertaken since the commencement the PMD exemption in late 2019 and the commencement of shared schemes in 2020. There may be opportunities to refine community understanding of the difference between the operator terms and conditions and the law. For example, the road rules indicate the minimum age to ride a device without adult supervision is 12 years. Commercial operators specify a minimum 16 and 18 years respectively. Education could include school-based programs including Make Your Move and Road Ready. As part of the ACT Road Safety Action Plan 2020-2023, the Government will continue to focus on education and awareness activities to improve the culture of 'sharing the road' between all users and all types of vehicles or devices. The Road Safety Calendar includes a coordinated campaign of enforcement and education on e-scooters. Laws and policies are subject to ongoing review and improvement to assist the ACT Government in achieving Vision Zero in road safety. The ACT Government is committed to continual review and improvement of its regulatory settings to ensure the safety of all road users. To the extent that any misunderstanding on what a PMD is exists, it will be addressed with education.

Report recommendations	Position	Government response
Road and Path Safety		
10 To assist enforcement activities and to respond systemically to community feedback and complaints the ACT Government could consider options for lower speeds, or no-go zones in high traffic areas and peak times (i.e. Friday and Saturday nights).	Supported	Appropriate enforcement actions are essential to providing a safe path and road environment for the community, with shared responsibility by all users. A robust regulatory and enforcement framework is essential to establishing safe people and safe behaviours on our roads and paths, with benefits for both the community and individuals. The ACT Government will continue to work collaboratively with ACT Policing and other key stakeholders on increasing compliance with the territory's road transport laws, improving the territory's road transport laws and promoting compliance through targeted awareness activities in the first instance. The ACT Government considered exclusion zones and lower speed limits in busy areas in 2019 when the road rules were changed to allow personal mobility devices to be used on public paths. These were not pursued at that time as it was perceived that the rules should target the risk the conduct creates, rather than a type of device that in most cases will be used safely. These options would be considered further as part of planning and engagement with the Canberra community on service expansion. Where systemic issues with shared e-scooters are identified, geo-speed limitations or exclusions zones can be applied consistent with the road rules (i.e. 10km/hr on pedestrian crossings, 15km/hr on footpaths and 25km/hr on shared/cycle paths). This action has already been undertaken in some areas such as the light rail corridor and around some schools. In addition, under the Three Strike Compliance model, inappropriate user conduct such as unsafe riding and parking, or non-compliant behaviour using shared devices, can be reported directly to the operators for their action which could include suspending user accounts.
11 To further understand the impacts of micromobility injuries the ACT Government should establish a position on whether this data will influence policy decisions; and if so, establish an appropriate data collection framework to draw out the factors contributing to safety incidents. For example, this could be through a specific research project.	Noted	The ACT Government has a data management policy for micromobility that recognises current limitations in the available injury data. This includes issues with the quantum and specificity of data, and reporting lags. As such, this data is primarily used as a long-term measure of success of interventions. Higher levels of granularity cannot currently be obtained from the data owners. Hospital admissions data is coded according to an international standard and does not seek the details of interest to this purpose. Hospital presentations data is based on clinical notes, not standardised coding. It is therefore considered unreliable for this purpose. The ACT Road Safety Board has indicated that it would consider proposals from road safety researchers that could inform more targeted interventions to reduce the level of injury. This would require specific research, most likely involving ethics approval.

General observations on the topic of path and road safety

There are practical limitations to obtaining more granular injury data, as discussed above.

The regulatory framework for personal mobility devices was expanded in 2019 and is broadly aligned with the recently finalised national framework. There is currently no evidence to suggest a need for further legislative amendments to the Road Transport (Road Rules) Regulation 2017 apart from some minor technical changes but there may be opportunities to expand the current range of compliance responses available.

Complaint data from the Three Strike Compliance Model will be used to inform consideration of additional geographical restrictions.

Report recommendations	Position	Government response
Public Land Use		
12 To support efficient operation and deployment of operator devices, whether in an expanded operating zone or not, agree an appropriate utilisation/ idle time benchmark or KPI and add the proposed KPI to the proposed monthly compliance report. This data should also be tested for accuracy prior to any decision making.	Noted	Both operators are required under their permits to share their raw operational data through third party provider Ride Report, and can access their own data through the same platform if they believe it to be incorrect. The ACT Government accepts this trip data, as part of operator reporting obligations. This data is used by the ACT Government for internal reporting and transport planning. It can also be used for compliance monitoring of permit conditions. The review report indicated that average idle times were all under 24 hours. Idle times are consistent with permit requirements, trip times and the number of devices and therefore would appear to be correct. Any proposed implementation of a KPI will require consultation and agreement with the operators to ensure it meets their business demands and public needs.
13 To support efficient operation and deployment of operator devices, fully implement the Micromobility Three Strike Self-Regulatory Compliance Enforcement Escalation Framework.	Supported	See Recommendation 3.
14 To better understand the potential impacts of an increasing ownership of privately owned micromobility devices on the current regulatory approach, options to obtain this data could be explored.	Noted	The PMD framework applies to both privately owned e-scooters that meet the definition of a PMD and e-scooters from the shared scheme operating in the Territory. The ACT Government will ensure that compliance activities are in place that can address the behaviours of users of both shared and privately-owned devices, proportionate to the risks each pose. For example the Three Strikes Policy will apply to the higher prevalence of anti-social behaviour observed in the use of shared devices, but it does not eliminate the need for other compliance activities from education to police enforcement that apply to all users. The ACT Government recognises that private ownership of devices is likely to grow and that a range of compliance strategies can take account of the different user behaviours that may emerge. Industry data may show sales in the ACT however many purchases will be made online from international retailers. User surveys and cordon counts can also provide an indication of the number of people using shared and privately-owned PMDs.

Report recommendations	Position	Government response
Public Land Use		

General observations in relation to submissions to government

The Three Strikes Policy is part of a broader rider compliance strategy for registered users of the shared devices that includes education about preferred behaviours through to referring complaints to ACT Policing for possible investigation. Whilst share scheme devices can identify the user, a registration scheme for private devices would generally not be supported.

As with bike share, complaints about inappropriate parking have reduced as the community have become more familiar with e-scooters in the public realm. Inappropriate parking remains an issue of concern to the ACT Government and we will continue working to address this issue within the existing operating areas of the scheme. We will also work with the operators to ensure that these issues are avoided with the expansion of the scheme into new parts of Canberra.

Both operators have demonstrated a willingness and commitment to working with the ACT Government to ensure e-scooters have minimal negative impact on the community or draw unreasonably on government resources to manage or maintain the scheme. This has been demonstrated by their support for the implementation of the Three Strikes Policy.

Report recommendations	Position	Government response
Submissions to government		

Summary of findings from the report (no recommendations were made)

Findings were based on the review of ministerial correspondence received by the ACT Government from the community. The report concluded that community concerns were being responded to appropriately. No recommendations were made.

General observations in relation to submissions to government

The success to date in the implementation of the scheme is attributed to the partnership and ongoing commitment from all parties to create a service that is safe, sustainable and addresses community needs and priorities.

Report recommendations		Position	Government response
Economic Impact			
15	In conjunction with utilisation data consider an increase to the cap on operator devices.	Supported	See Recommendation 2.
16	To strengthen the understanding of economic impact consider developing indicators to measure the economic benefit of the Micromobility program.	Noted	The ACT Government will explore this recommendation including the impacts on employment, retail and visitor spending. Revenue from permits covers the cost of oversight of the scheme, ensuring it is cost neutral to the ACT.

General observations on economic impact

The ACT Government has facilitated the development of a market to meet its transport goals and would work with commercial operators to find economically viable solutions in the context of proposed future service expansion.

There is an opportunity to strengthen the sources and use of data to better understand trip making behaviour, injuries and anti-social behaviour to achieve greater mode shift.

The ACT Government notes existing research that demonstrates that increased foot and bike traffic increases economic activity in retail streets[1] and considers that e-scooters have similar potential. The YourSay surveys also indicated that most users spent money at a venue in conjunction with their trip.

1 National Heart Foundation of Australia 2011, Good for Busine$$ The benefits of making streets more walking and cycling friendly, https://www.heartfoundation.org.au/getmedia/1b5746a4-298f-4ae8-9a9f-d46eb4f0e5ca/Good-for-business.pdf

ACT Government