



# Scooters & City of Franklin Report



HISTORIC  
FRANKLIN  
TENNESSEE

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# INTRODUCTION

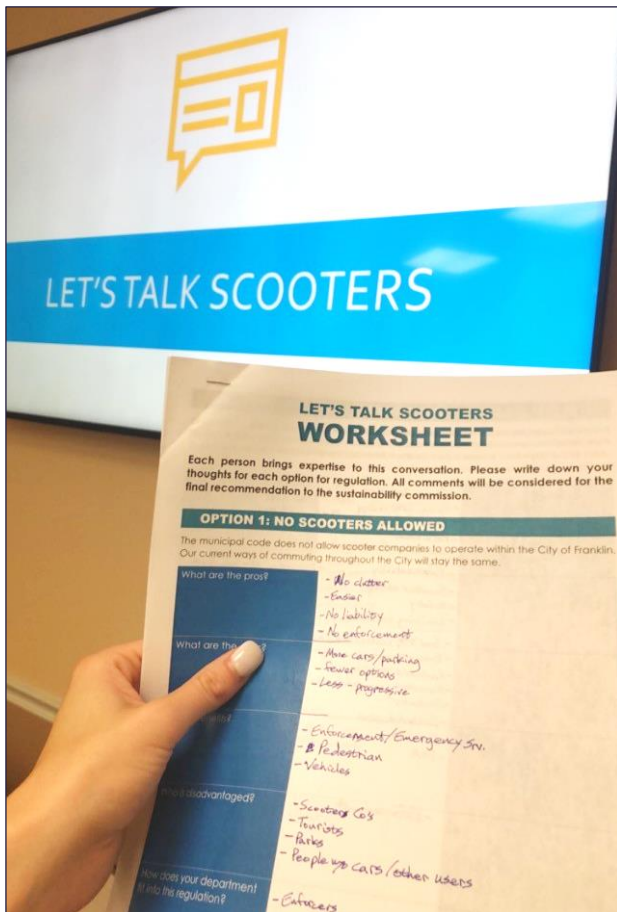
July 26, 2019

The City of Franklin is trying to understand how and if scooters should operate in our city as a new form of transportation and a new business. This report will discuss *the Let's Talk Scooters Deliberation* and its findings, research on scooter laws in other cities, and the final recommendation and next steps. The report will be presented to the City of Franklin's Sustainability Commission.

The report and *the Let's Talk Scooters Deliberation* was created by Holland Schellhase, Management Fellow, the City of Franklin.

Research was assembled by Andrew Orr, Long Range Planning Supervisor, the City of Franklin.

# DELIBERATION



On July 23, 2019, City of Franklin employees attended the *Let's Talk Scooter Deliberation*, an internal discussion on how scooters should be regulated in the City of Franklin. Departments in attendance were Building & Neighborhood Services, Police, Administration, Planning & Sustainability, Parks, Law, Engineering, and Human Resources. There were two tables of participants with eight to nine people at each table.

The conversation looked at 3 options:

- **Option 1: No Scooters Allowed**

- *The municipal code does not allow scooter companies to operate within the City of Franklin. Our current ways of commuting throughout the City will stay the same.*

- **Option 2: Scooter Districts**

- *As many of us know, transportation could be improved in our City to help people commute to work, entertainment and services more easily. This option would allow scooters within certain areas of the City where people commute short distances. There would be a limited number of scooter companies and limited number of scooters per company.*

- **Option 3: Let Scooters Reign**

- *Kids are always riding their scooters and bikes on the sidewalks- why shouldn't we? This option let's scooter companies operate whenever, where ever, with how ever many scooters companies have available. This would create a whole new transportation system for the entire City.*

Participants answered the following questions for each option. The participants' answers can be found in the appendix section of this report. The comments are unidentifiable, so we could have an unbiased view of the data.

- *What are the pros?*
- *What are the cons?*
- *Who benefits?*
- *Who is disadvantaged?*
- *How does your department fit into this regulation?*
- *Other comments?*

After participants finished discussing all 3 options, each table presented the best option for the City of Franklin. Their recommendations could be what was offered in the deliberation or something new.

Table A recommended a pilot program in a scooter district. The district would have places to store scooters when not in use. The scooter district could be in a mixed-use development or residential. The only concern is how the vendors and the city would work with local home owner associations if the scooters operated in their area.

Table B also recommended a 90-day pilot program in a scooter district. They recommend the district could be Cool Springs, Berry Farms, McEwin. Signage would need to be in place to inform riders, pedestrians, cyclists and motorists that they are in a scooter district.

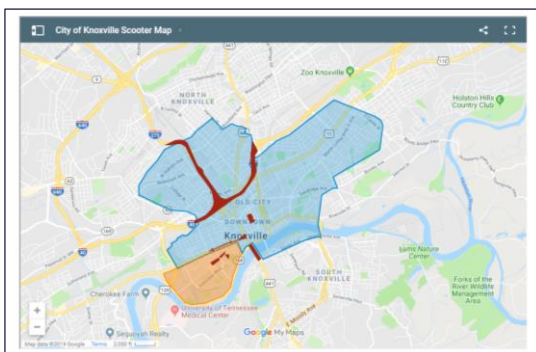
After this discussion, participants answered 10 questions listed below. Their answers can be found in the appendix. The comments are unidentifiable, so we could have an unbiased view of the data.

- *Should riders be required to wear a helmet?*
- *Who should regulate scooters?*
- *Should riders be required to have a driver's license?*
- *What should be the minimum age of riders?*
- *Should scooters go on sidewalks or streets?*
- *Should scooter companies go through our purchasing department?*
- *Where could scooters ride?*
- *How many scooters should be allowed?*
- *Should scooters operate from 8AM to 8PM or from sunrise to sunset?*
- *Any other comments or questions?*

# OTHER RESEARCH

## Knoxville

- Council approved 150-day moratorium on scooters in September 2019 to review best practices and provide guidance for a program. A soft launch took place in March and many glitches were identified in the geofencing.
- Launched an electric scooter **pilot** program on May 1, 2019. The pilot program is good for one-year but could be canceled anytime with 30 days' notice;
- Selected two companies: Zagster (partnering with Spin) and VeoRide. Zagster operates their bike sharing program;
- 100 total scooters initially deployed with ability to scale up to 250 per company;
- Fee is \$1.00 plus 15 cents/minute
- Scooters must be ridden in the streets and are not allowed on sidewalks or greenways
- Top speed of 15 mph but could be reduced during special events
- Scooters must be parked upright and out of the way of pedestrians.
- Users can be ticketed for parking a scooter that impedes bike/ped/vehicular movement
- Depending on weather, scooters may not be available
- Riders must be 18 years of age or 13-17 with adult supervision
- Knoxville used a document request for qualifications to select the scooters. Please see the appendix for this
- Scooters are only allowed in designated areas shown on this map between the hours of 7:00 AM and 9:00 PM:



[http://knoxvilletn.gov/government/city\\_departments\\_offices/business\\_support/electric\\_scooters](http://knoxvilletn.gov/government/city_departments_offices/business_support/electric_scooters)

## Memphis

- Memphis launched a 200-scooter rollout in June 2018 which was good for an interim period of 30 days.
- 600 bikes in bike share fleet
- In an April 2019 article, they are seeking to go from 1,750 bikes/scooters to 3,000 using three to five operators. Most of these would be scooters.  
<https://wreg.com/2019/04/09/shared-bikes-and-scooters-could-double-on-memphis-streets/>
- Aggressive fee schedule:
  - \$500 for permit fee with an annual \$250 renewal fee
  - \$1 per scooter per day which equates to \$73,000 annually for 200 scooters
- Bird commits to a low-income outreach program that they can handle or pay the City a fee in lieu.
- The City requires Bird users to take a picture of the parked scooter before ending the ride to ensure it is parked in the “furniture zone” of sidewalks and out of driveways, handicap spaces, loading zones, etc.
- Available between 7:00 AM and scooters are picked up at dusk.
- Scooters should be ridden on streets and bike lanes when possible.
- Must have a valid driver’s license to rent a scooter and be 18
- Fee schedule
- Several accidents with riders trying to traverse streetcar tracks.

[https://memphistn.gov/news/what\\_s\\_new/q\\_and\\_a\\_bird\\_scooters\\_and\\_explore\\_bike\\_share](https://memphistn.gov/news/what_s_new/q_and_a_bird_scooters_and_explore_bike_share)

## Cary, NC

- “We did have Bird scooters operating in Cary for several months in 2018, primarily over the summer and into the winter. They came on their own accord. The numbers never got too high - 30-40 or so at the peak. However, towards late 2018, early 2019 they dropped considerably. Just a few, literally for some time. At this point, I don’t believe there are any operating in Cary. We didn’t pass an ordinance specific to scooters. We did amend a sidewalk ordinance to allow more flexibility to remove items blocking the path but more as a precaution. I don’t know that it was ever enforced to remove scooters. Our neighboring municipalities Raleigh and Durham reviewed and adopted more scooter specific ordinances.” Todd Milam

## Nashville

### Discussion Topic: Nashville's Experience with Dockless Scooters

Councilman Jeremy Elrod and Billy Fields spoke to the Commission about Nashville's experience with dockless scooters. Nashville experienced the following issues:

- The company operating the scooters opened before any regulation was drafted.
- The scooters were very popular with the public.
- The Mayor did not want the scooters on the streets or sidewalks without warnings or education for the public.
- The scooters were pulled from the streets after six weeks so that Nashville could put regulations in place.
- An ordinance was passed in August, which was one of the most detailed in the nation. The ordinance contained guidelines which would help prevent companies from going to the State and overriding the City's regulations.
- There are now six permitted companies renting scooters in Nashville.
- The first concern before drafting legislation is to know specifically what you want these companies to do, such as being used only for tourists to get around town or for residents/workforce using the scooters for lunch or errands to relieve congestion during work hours.
- Nashville is allowing these companies only as a pilot program for now.
- Most of the companies are fairly new, under two years old. Some of the affiliations include: Uber, Lyft, and Ford, Gotcha, Bird and Lime are independent companies. Their main goal is getting scooters on the street.
- A company can increase the number of scooters as long as they do not have several violations and are getting usage.
- Some examples of violations include people using the scooters on the sidewalk and parking on the sidewalk.
- Advice to the City of Franklin to make an ordinance work and other discussion:
  - Have an ordinance that sets guidelines and requirements.
  - Have a cap on the number of scooters.
  - Have an incentive for the companies to work with the City.
  - Have dedicated person to handle the concerns.



- Have staff in place to handle codes, information, data and, especially, to enforce the regulations and violations.
- An example of a violation would be parking scooters on the sidewalk. If the companies remove the scooters within two hours, they will not receive a violation.
- Have ordinance and data in place before companies set up.
- The scooter companies track data and provide the information to Nashville. City will need to track data also to understand who is riding, where they are riding (starting points, ending points), what time are they riding, how many cars are being parked, where to build bike infrastructure, etc.
- Nashville requires no more than 450 Shared Urban Mobility Devices (SUMD) within a square mile (includes all companies, not each individual company).
- Nashville will have to continue to allow more companies to operate if they meet the requirements. They cannot limit the number of companies. San Francisco has 12 companies.
- Scooters are being used worldwide. This will be a new trend for the United States.
- Most of the scooters are used downtown and near universities. Cool Springs would be a potential market.
- A charged scooter will go approximately 18 miles and averages about 15 mph.
- The companies charge rate is around \$10/hour or \$.15/minute.
- Requirements state that a scooter rider can ride anywhere a bicycle can ride. They are supposed to ride in the street. There are a few areas where they can ride on sidewalks. Helmets are not required.
- Local businesses have not been approached by Nashville to help with the infrastructure (bike lanes) expenses because of legal issues.
- The tax and fee implications include a non-refundable \$500 review fee. If they qualify, they pay \$35 per scooter per year. They can start with 500 scooters. If they comply with all regulations, the Commission may allow the companies to add in 250 increments up to a total of 1000. After 1000 units, they have to prove there is a need.

- Nashville's current fees are too low because they will need additional staff. Need full time Computer Scientist in IT to track data.
- Have not been able to track injuries. The scooter company has to provide \$1,000,000 liability insurance. Specific wording is put in the surety bond so that the City is not liable for any damages or injuries.
- Some cities are asking for Request for Proposals with specific details.
- Consider certain areas to be zoned off-limits to scooters. The App may help to comply with these restrictions, such as no parking zones. Requirements can be built into the apps.
- Advise to set specific requirements in ordinance. If the company cannot meet these criteria, don't let them operate.
- Set appropriate fees to cover the City's cost. One suggestion was an impact fee to help pay for bicycle/scooter lanes.
- One company has already applied for a business license in Franklin. This company has stated that Franklin is not a priority market for them. This gives the City of Franklin time to put an ordinance in place.
- Look at infrastructure between Cool Springs and Downtown Franklin.
- Most of the complaints concern where scooters are blocking the sidewalk access for people in wheelchairs or with strollers.
- Two main reasons would want scooters in City would be for tourism and access for high traffic areas during work hours, especially the lunch hour time-period.

### Discussion between Sustainability Commission members

- Major concern that the scooter rental companies were able to open without regulations in place.
- Nashville is a pilot program.
- Should start regulation process before scooter rental companies open in Franklin.
- Use Nashville's data to help decide zone free areas and other regulations.
- Discussions need to be held with BOMA about drafting an ordinance.
- Companies can quickly open. One company has already applied for a business license.
- Having an ordinance in place prior will be a benefit, even if companies do not open until later.
- Look at ordinances from other peer cities to construct a preliminary ordinance.

- Alderman Burger has started this conversation for the Cool Springs area to help with the lunch time traffic congestion.
- The next generation of scooters will likely have longer battery life and potentially three wheels.

Notes:

- 1,047 traffic fatalities in Tennessee in 2018
- Metro Nashville: 4,000 scooters with 7 companies
- 2018 Study by Portland Transportation Bureau said 34% of residents and 48% of tourists using a scooter would have taken a car, taxi, or uber or lyft if scooters had not been available.

# RECOMMENDATION

From the City's deliberation and research of other cities with scooters, we recommend the following:

- Scooter district pilot program for 150 days in Cool Springs
- Scooter district would have a geofence, so they will not be allowed outside those parameters
- Scooter vendors will go through an RFQ via the purchasing department
- Select two scooter companies with up to 200 scooters per company
- Violations would be handled by the scooter company first then the police department and building & neighborhood services if necessary
- Riders must wear helmets, be at least 16 years old, and have a driver's license
- Scooters can ride on streets, sidewalks and trails
- Scooters can operate from sunrise to sunset

## Next Steps

- Approval from the Sustainability Commission
- Change current municipal code to allow for scooters on public sidewalks, roadways and trails

# APPENDIX

## Comments from deliberation

### Option 1: No Scooters Allowed

Questions	Comments
What are the pros?	<ul style="list-style-type: none"> <li>• No clutter</li> <li>• Easier</li> <li>• No liability</li> <li>• No enforcement</li> <li>• No clutter</li> <li>• No liability</li> <li>• Less safety issues</li> <li>• Open sidewalks</li> <li>• Less expense</li> <li>• Easier</li> <li>• Not ugly</li> <li>• No injuries (by scooters)</li> <li>• No ADA conflicts</li> <li>• Sidewalks stay safe</li> </ul>
What are the cons?	<ul style="list-style-type: none"> <li>• More cars on streets</li> <li>• Less transportation options</li> <li>• More cars/parking</li> <li>• Fewer options</li> <li>• Less progressive</li> <li>• More cars</li> <li>• More parking</li> <li>• Fewer transportation options/trendy</li> <li>• Less hip tourists i.e. young people</li> </ul>
Who benefits?	<ul style="list-style-type: none"> <li>• Enforcement officers</li> <li>• Zoning</li> <li>• Emergency services</li> <li>• Pedestrians</li> <li>• Vehicles</li> <li>• Those who love the status quo</li> <li>• Walker, runners</li> <li>• People with wheelchairs</li> <li>• Enforcement/emergency services</li> <li>• Pedestrians</li> <li>• Vehicles</li> </ul>

## Comments for Option 1 Continued

Questions	Comments
Who is disadvantaged?	<ul style="list-style-type: none"> <li>• Scooter companies</li> <li>• Tourists</li> <li>• Parks</li> <li>• People without cars and other users</li> <li>• Some visitors/tourism</li> <li>• Non-car owners</li> <li>• Potential users</li> <li>• Scooter vendors can't make money</li> <li>• Those who would prefer not to drive</li> <li>• Car drivers</li> <li>• Those without a license</li> </ul>
How does your department fit into this regulation?	<ul style="list-style-type: none"> <li>• Risk management</li> <li>• Legal</li> <li>• Street</li> <li>• Parks</li> <li>• SES</li> <li>• Fire</li> <li>• Police</li> <li>• Enforcers</li> <li>• Design implication</li> <li>• Signage</li> <li>• Corals</li> <li>• Police will have to enforce</li> <li>• Building and Neighborhood Services will have to monitor sidewalks, zoning, streets, etc. As well as planning</li> <li>• Parks will have to maintain multi-use trails</li> </ul>
Other comments	<ul style="list-style-type: none"> <li>• We must regulate, or they will be driven inappropriately</li> </ul>

## Comments for Option 2: Scooter Districts

Questions	Comments
What are the pros?	<ul style="list-style-type: none"> <li>• Choose best</li> <li>• Some city control</li> <li>• Transportation option</li> <li>• Only need to park once</li> <li>• Circulator function</li> <li>• Trail users</li> <li>• Less clutter</li> <li>• More enforceable</li> <li>• we choose the best fit</li> <li>• Transportation option could help with parking</li> <li>• Circulator function</li> <li>• Park once</li> <li>• zoning benefit/less clutter</li> <li>• More enforceable</li> <li>• Open up other transportation</li> <li>• Multi-model</li> <li>• We can regulate</li> <li>• Fewer cars on the road</li> </ul>
What are the cons?	<ul style="list-style-type: none"> <li>• Enforceability</li> <li>• Scooter creep</li> <li>• safety</li> <li>• Limiting benefits</li> <li>• Defending why you chose an area</li> <li>• Enforceability</li> <li>• Scooter creep</li> <li>• Safety</li> <li>• Loss of mobility around the city</li> <li>• Having to decide on parameters</li> <li>• safety</li> <li>• Clutter</li> <li>• Unsightly</li> </ul>
Who benefits?	<ul style="list-style-type: none"> <li>• Tourist/visitors in an area</li> <li>• Easier to enforce</li> <li>• Revenue to city</li> <li>• scooter company could get into the market</li> <li>• Students</li> <li>• Environment</li> <li>• Tourists</li> <li>• District residents</li> <li>• Easier to enforce</li> <li>• Revenue</li> <li>• Scooter companies</li> <li>• Environmental (maybe)</li> <li>• Scooter vendors</li> </ul>

## Comments for Option 2 Continued

Questions	Comments
Who is disadvantaged?	<ul style="list-style-type: none"> <li>• Excluded areas</li> <li>• Uber/lift</li> <li>• TMA</li> <li>• Excluded areas</li> <li>• Uber/lift</li> <li>• TMA</li> <li>• Those with disabilities</li> <li>• Small town charm</li> </ul>
How does your department fit into this regulation	<ul style="list-style-type: none"> <li>• Enforcement</li> <li>• Risk management</li> <li>• Legal</li> <li>• Parks</li> <li>• Streets</li> <li>• SES</li> <li>• Fire</li> <li>• Police</li> </ul>
Other comments	<ul style="list-style-type: none"> <li>• Pilot in area</li> <li>• Maybe a pilot program?</li> </ul>



## Comments for Option 3: Let Scooters Reign

Questions	Comments
What are the pros?	<ul style="list-style-type: none"> <li>• Vendors will be happy</li> <li>• Those who want to scoot are happy</li> <li>• Fossil fuel consumption goes down</li> <li>• Ultimate mobility</li> <li>• Market wants it, keep it. If not, they go</li> <li>• Provide the opinion</li> <li>• Helps with community progress</li> <li>• Low cost option</li> <li>• Full mobility</li> <li>• Market forces decide</li> <li>• Transportation choice</li> <li>• Progressive</li> <li>• Lost transportation option for all</li> </ul>
What are the cons?	<ul style="list-style-type: none"> <li>• Increase in accidents</li> <li>• Decrease in small town charm</li> <li>• Scooter litter</li> <li>• Utter chaos</li> <li>• No controls</li> <li>• Residents will be upset</li> <li>• Businesses will be upset</li> <li>• Clutter</li> <li>• Safety/liability</li> <li>• ADA</li> <li>• First responders</li> <li>• Potential increase insurance</li> <li>• Traffic accidents impacting insurance</li> <li>• Negative PR/Media</li> <li>• We've never done this before</li> <li>• Clutter</li> <li>• Safety</li> <li>• ADA especially downtown</li> <li>• First responders</li> <li>• Insurance claims</li> <li>• Traffic accidents</li> <li>• Hard to regulate</li> <li>• Insurance management</li> <li>• Media/PR</li> <li>• We've never done this before</li> </ul>

## Comments for Option 3 Continued

Questions	Comments
Who benefits?	<ul style="list-style-type: none"> <li>• Those who want to scoot</li> <li>• Scooter companies</li> <li>• Criminals</li> <li>• Students</li> <li>• Scooter companies</li> <li>• Low income</li> <li>• Limited transportation</li> <li>• Paul's transportation plans</li> <li>• Tourism</li> <li>• Scooter companies</li> <li>• People who are limited</li> <li>• transportation planning</li> </ul>
Who is disadvantaged?	<ul style="list-style-type: none"> <li>• Citizens</li> <li>• People with disabilities</li> <li>• Non-scooter public</li> <li>• HOAs/neighborhoods</li> <li>• motorists</li> <li>• bike impact</li> <li>• Neighborhood impacts and HOA concerns</li> <li>• Motorists</li> <li>• bike impact</li> </ul>
How does your department fit into this regulation	<ul style="list-style-type: none"> <li>• Risk</li> <li>• Legal</li> <li>• Police</li> <li>• Parks</li> <li>• SES</li> <li>• Streets</li> </ul>
Other comments	<ul style="list-style-type: none"> <li>• Terrible ideal!</li> </ul>

## Specifics from deliberation

Question 1: Should riders be required to wear a helmet?

	Yes	No	Maybe	Other*
<b>Number of responses</b>	5	4	1	4

\*Comments:

- Same as bike laws
- For under 18 years old
- Do not see how this is offered or enforceable unless we require helmets for bike riders
- For under 12 years old

Question 2: Who should regulate scooters?

	Police	BNS	Police & BNS	Fire	Scooter Companies	Committee
<b>Number of responses</b>	3	2	4	1	1	1

Question 3: Should riders be required to have a driver's license?

	Yes	No	Maybe
<b>Number of responses</b>	6	6	1

Question 4: What should be the minimum age of riders?

	16 years old	15 years old	12 years old	No age limit
<b>Number of responses</b>	12	1	1	1

Question 5: Should scooters go on sidewalks or streets?

	Sidewalks	Streets	Multi-use Trails	Neither	Other*
<b>Number of responses</b>	10	3	6	2	5

\*Comments:

- Need to regulate speed
- Updated sidewalks
- Not in downtown
- Go in bike lanes
- Would want in Cool Springs

Question 6: Should scooter companies go through our purchasing department?

	Yes	No	Building & Neighborhood Services
Number of responses	5	1	2

Question 7: Where should scooters ride?

	Cool Springs	Downtown	Not in Downtown	Parks	Berry Farms	West Haven	More dense areas	No where
Number of responses	11	1	5	1	2	1	2	1

Question 8: How many scooters should be allowed per company?

	200 per company	100 per company	100 to 200 company	20 per company	20 per station	0 per company	Depends
Number of responses	2	3	1	1	1	4	2

Question 9: Should scooters operate from 8AM to 8PM or from sunrise to sunset?

	Sunrise to Sunset	Dark	24 hours
Number of responses	9	1	1

Question 10: Any other comments or questions?

- Need a pilot program
- Need to regulate speed