City of Milwaukee
2021 Dockless Scooter Pilot Study
Evaluation Report
Acknowledgments

City of Milwaukee
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Through December 2021

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# Table of Contents

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Introduction</strong></td>
<td>1</td>
</tr>
<tr>
<td><strong>The Pilot Study</strong></td>
<td>3</td>
</tr>
<tr>
<td><strong>Ride Data</strong></td>
<td>15</td>
</tr>
<tr>
<td><strong>Public Feedback</strong></td>
<td>23</td>
</tr>
<tr>
<td><strong>Goals Analysis</strong></td>
<td>33</td>
</tr>
<tr>
<td><strong>Appendices</strong></td>
<td></td>
</tr>
<tr>
<td>Appendix A: 2021 Pilot Study Terms and Conditions</td>
<td>37</td>
</tr>
<tr>
<td>Appendix B: Request for Proposals</td>
<td>50</td>
</tr>
<tr>
<td>Appendix C: File #201461</td>
<td>52</td>
</tr>
<tr>
<td>Appendix D: Intersection Counts Scope of Services</td>
<td>54</td>
</tr>
<tr>
<td>Appendix E: Public Survey Full Results</td>
<td>56</td>
</tr>
<tr>
<td>Appendix F: Photo and Image Credits</td>
<td>71</td>
</tr>
</tbody>
</table>
Introduction
In July 2019, electric scooters were legalized in the State of Wisconsin and municipalities were given broad authority to regulate both scooter usage and the operation of short-term scooter rental companies. Later that month, the City of Milwaukee Department of Public Works (DPW) launched its first Dockless Scooter Pilot Study (2019 Pilot Study) to allow scooter rental companies to deploy their vehicles in Milwaukee. The 2019 Pilot Study lasted from late July through late November.

The 2019 Pilot Study proved to be a success in many ways. Over 350,000 total rides, or an average of over 2,750 rides per day, were taken during the four-month pilot, demonstrating latent demand for new transportation options. A public survey conducted during the pilot showed that 58.4% of survey respondents cited “more transportation options in Milwaukee” as an important or very important benefit of dockless scooters. Smaller, electric, shared vehicles also have the potential to assist in achieving other City goals around health, equity, safer streets, and climate change.

Due to these successes, the 2019 Pilot Study’s short-term nature, and evolving transportation needs as a result of the COVID-19 pandemic, DPW recommended a second Pilot Study to gather more information. The following are some of the key changes implemented in the 2021 Dockless Scooter Pilot Study (2021 Pilot Study) based on lessons learned from the first pilot:

- Reconfigure zones to encourage usage throughout the City
- Increase allowable fleet size to encourage usage throughout the City
- Revise the fee structure to include a reduced per scooter fee and a new per trip fee
- Require operators to conduct regular safety and educational events to promote safe riding and proper parking
- Require operators to incorporate scooters that accommodate people of varying abilities

These changes are discussed in more detail on pages 4 – 14. The full 2019 Dockless Scooter Pilot Study Evaluation Report can be found at: milwaukee.gov/DocklessScooters.

Note that DPW did not conduct the second pilot study in 2020 due to shifting priorities and staff capacity during the COVID-19 pandemic.
The Pilot Study
Pilot Study Goals
The goals of the 2021 Pilot Study were:

**Provide equitable transportation services**
Dockless scooters can be deployed where the need is highest, providing transportation services where other options may be unavailable. Additionally, dockless scooters that accommodate people of varying abilities have the potential to improve access to dockless scooters for a wider customer base.

**Increase transportation options**
Dockless scooters have the potential to reduce reliance on motor vehicles and ride sharing services for short trips, decreasing congestion and air quality impacts. Dockless Scooters may also provide links to public transit, assisting with connectivity and solving the first-mile/last-mile problem.

**Evaluate impact on access to the public right of way**
Scooter operators must show a commitment to keeping pedestrian ways, streets, and other public rights of way unobstructed by dockless scooters for other street users. Most importantly, dockless scooters must be parked and maintained in a manner that provides a clear path for people walking and maintains access to businesses, residential units, and other buildings.

Rules and Regulations
The following pages summarize some of the regulations that governed the 2021 Pilot Study as outlined in its Terms and Conditions. The full Terms and Conditions document can be found in Appendix A on page 39. In addition to these local regulations, scooters are required to comply with Wisconsin State Statute requirements (Sections 347.489 (1), 347.489 (2), and 347.489 (3)).

Electric scooters purchased for personal use are not subject to the 2021 Pilot Study Terms and Conditions, but are subject to Wisconsin State Statute requirements.
Application

DPW released a request for proposals to solicit applicants to the 2021 Pilot Study with the intention of selecting up to three companies to operate dockless scooter systems in Milwaukee. Proposals were evaluated based on applicants’ responses to a series of questions related to company experience, the 2021 Pilot Study goals, general operations, and staffing. Six companies applied to the 2021 Pilot Study. Bird, Lime, and Spin were selected to participate.

The 2021 Pilot Study Request for Proposals can be found in Appendix B on page 52.

Zone and Fleet Size Allowances

In the 2019 Pilot Study, dockless scooter usage was concentrated in a small area mainly in the city’s downtown and east side, and near the Marquette University campus. In order to encourage deployment and usage throughout the entire city, the 2021 Pilot Study increased the allowable fleet size and decreased zone sizes. The map to the right shows the zones, and the table below outlines the fleet distribution requirements.

<table>
<thead>
<tr>
<th>Fleet Distribution Requirements</th>
<th>Allowed / Required per Operator</th>
<th>Allowed / Required Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Zone 1</td>
<td>100 maximum</td>
<td>300 maximum</td>
</tr>
<tr>
<td>Zones 2 - 6</td>
<td>160 minimum per zone</td>
<td>480 minimum per zone</td>
</tr>
<tr>
<td>Anywhere outside of Zone 1</td>
<td>100</td>
<td>300</td>
</tr>
<tr>
<td>Total</td>
<td>1,000</td>
<td>3,000</td>
</tr>
</tbody>
</table>

2021 Pilot Study Zones
- Zone 1
- Zone 2
- Zone 3
- Zone 4
- Zone 5
- Zone 6
- Zone 7
Sidewalk Riding

Along with the passage of the resolution allowing the 2019 Pilot Study, Milwaukee City Code 102.7.1 was amended to ban riding electric scooters on public sidewalks and other locations where riding a bicycle is also illegal. Sidewalk riding emerged as a top concern for Milwaukee residents during the 2019 Pilot Study, both in complaints received by DPW and in the public survey. Several strategies were used in the 2021 Pilot Study to discourage or prohibit sidewalk riding.

2021 Pilot Study Resolution

The resolution approving the 2021 Pilot Study (File #201461) established that sidewalk riding was a top concern for Milwaukee residents. It included the following requirements:

- DPW must hire a consultant to conduct periodic, systematic observations of intersections to determine the percentage of dockless scooter riders using the sidewalk.
- If the percentage of an operator’s dockless scooter riders using the sidewalk is greater than 10% over a specified period of time in Zone 1, the operator can no longer deploy scooters or allow new trip starts in Zone 1.
- If the percentage of an operator’s dockless scooter riders using the sidewalk is greater than 10% over a specified period of time outside of Zone 1, the operator must present a plan to decrease sidewalk riding in those zones.

The resolution did not provide a mechanism to return dockless scooter operations to Zone 1 if an operator was banned from deploying and allowing new trip starts.

The full resolution can be found in Appendix C on page 54 and details on the methodology for observations can be found in the “Intersection Counts Scope of Services” in Appendix D on page 56.

Riding on the sidewalk on N. Doctor Martin Luther King Jr. Dr.
Intersection Observations

DPW hired a consultant to conduct hour-long observations of dockless scooter riding at intersections throughout the city. The map on the following page shows the locations where observations were conducted. Intersections and observation times were selected through an analysis of ridership data. Details and results for each count period are listed table below. Raw data collected can be found at [milwaukee.gov/DocklessScooters](http://milwaukee.gov/DocklessScooters).

<table>
<thead>
<tr>
<th>Zone</th>
<th>Number of Intersections</th>
<th>Number of Observations</th>
<th>Sidewalk Only</th>
<th>Street Only</th>
<th>Switched Street / Sidewalk</th>
</tr>
</thead>
<tbody>
<tr>
<td>Count 1: 6/25 - 7/9</td>
<td>Zone 1*</td>
<td>15</td>
<td>123</td>
<td>24.4%</td>
<td>57.7%</td>
</tr>
<tr>
<td></td>
<td>Zone 2</td>
<td>7</td>
<td>68</td>
<td>17.6%</td>
<td>61.8%</td>
</tr>
<tr>
<td></td>
<td>Zone 3</td>
<td>7</td>
<td>14</td>
<td>42.9%</td>
<td>35.7%</td>
</tr>
<tr>
<td></td>
<td>Zone 4</td>
<td>7</td>
<td>11</td>
<td>81.8%</td>
<td>9.1%</td>
</tr>
<tr>
<td></td>
<td>Zone 5</td>
<td>7</td>
<td>37</td>
<td>29.7%</td>
<td>62.2%</td>
</tr>
<tr>
<td></td>
<td>Zone 6</td>
<td>7</td>
<td>7</td>
<td>71.4%</td>
<td>0.0%</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>50</td>
<td>260</td>
<td>28.1%</td>
<td>54.6%</td>
</tr>
<tr>
<td>Count 2: 8/6 - 8/20</td>
<td>Zone 1</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td></td>
<td>Zone 2</td>
<td>7</td>
<td>32</td>
<td>34.4%</td>
<td>53.1%</td>
</tr>
<tr>
<td></td>
<td>Zone 3</td>
<td>7</td>
<td>5</td>
<td>0.0%</td>
<td>60.0%</td>
</tr>
<tr>
<td></td>
<td>Zone 4</td>
<td>7</td>
<td>4</td>
<td>25.0%</td>
<td>75.0%</td>
</tr>
<tr>
<td></td>
<td>Zone 5</td>
<td>7</td>
<td>7</td>
<td>14.3%</td>
<td>42.9%</td>
</tr>
<tr>
<td></td>
<td>Zone 6</td>
<td>7</td>
<td>41</td>
<td>9.8%</td>
<td>75.6%</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>35</td>
<td>39</td>
<td>19.1%</td>
<td>64.0%</td>
</tr>
<tr>
<td>Count 3: 9/10 - 9/24</td>
<td>Zone 1</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td></td>
<td>Zone 2</td>
<td>7</td>
<td>21</td>
<td>14.3%</td>
<td>61.9%</td>
</tr>
<tr>
<td></td>
<td>Zone 3</td>
<td>7</td>
<td>4</td>
<td>4.8%</td>
<td>14.3%</td>
</tr>
<tr>
<td></td>
<td>Zone 4</td>
<td>7</td>
<td>3</td>
<td>33.3%</td>
<td>66.7%</td>
</tr>
<tr>
<td></td>
<td>Zone 5</td>
<td>7</td>
<td>4</td>
<td>75.0%</td>
<td>25.0%</td>
</tr>
<tr>
<td></td>
<td>Zone 6</td>
<td>7</td>
<td>11</td>
<td>18.2%</td>
<td>63.3%</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>35</td>
<td>43</td>
<td>23.3%</td>
<td>60.5%</td>
</tr>
<tr>
<td>Grand Total</td>
<td></td>
<td>120</td>
<td>392</td>
<td>25.5%</td>
<td>57.4%</td>
</tr>
</tbody>
</table>
Zone 1 Prohibition

During the first count period, more than 10% of each operators’ riders were observed riding on the sidewalk. DPW considered instances labeled “sidewalk only” and “street only” when analyzing the data. Overall, 29.7% of riders observed in Zone 1 rode on the sidewalk only when traveling through an intersection, and 70.3% of riders rode in the street only when traveling through an intersection. Based on this data, DPW prohibited all operators from deploying and allowing new trip starts in Zone 1 beginning August 3.

Although riders could end trips in Zone 1, only Bird allowed riders to do so, with Lime and Spin citing the operational burden of collecting and redistributing scooters that ended trips in Zone 1 but could not be used to start a new trip. Lime and Spin scooters automatically slowed to a stop when a rider approached the Zone 1 border. As a result, several riders left scooters on the streets that bordered Zone 1.

The Zone 1 prohibition had a significant impact on overall ridership. Total rides in August dropped to 70,558, or 44.5% of July’s 158,662, and continued to decrease in subsequent months. Additional analysis of the impact of rides and user feedback on the prohibition can be found on pages 17 and 29, respectively.
Technology
Each participating scooter operator proposed to use sidewalk riding detection technology to either warn riders that they were riding on the sidewalk or to stop the scooter when a rider used the sidewalk. City staff received demonstrations of the technology from each operator. The following describes the technology used in the 2021 Pilot Study. This technology is constantly evolving and additional methods to regulate dockless scooters’ speed and location is likely in the future.

Bird
Bird’s technology uses GPS and calculates inertial measurements and wheel speed to detect when a rider is on the sidewalk. In the 2021 Pilot Study, approximately half of the deployed scooters were equipped with this technology beginning in the fall. When a rider mounted a sidewalk, they received an audio and visual alert via their mobile device warning them that they entered a no-ride zone and must return to the street. If a rider did not return to the street, the scooter slowly reduced its speed until it came to a complete stop.

Lime
Lime’s technology involved collecting accelerometer and speed data from local surfaces. From this data, the vibration of the riding surface, such as asphalt, brick, sidewalks, etc., can be detected through a statistical model. This data was supplemented with geofencing technology to detect sidewalk riding, leading to more accuracy. Riders that spent more than 50% of their trip on the sidewalk were given a push-notification on their mobile device alerting them that they rode on the sidewalk and could face a fine if they continued to do so; see image below. This technology was on every device from the beginning of the 2021 Pilot Study. No riders were fined for sidewalk riding.

City staff receive a demonstration of Bird’s technology

Example of Lime’s push-notification
Spin
Spin’s scooters consisted of a camera mounted on the scooter that was able to distinguish between sidewalks, streets, and bike lanes. Approximately 100 of Spin’s scooters had the technology. Riders that entered a sidewalk heard a consistent tone, which stopped when the rider re-entered the street. A bike bell also sounded when the scooter entered a bike lane. The scooters equipped with this technology were initially deployed in Zone 1 but were placed throughout the city after the Zone 1 prohibition went into effect.

Education and Safety Outreach
Operators were required to conduct two events per month: a general safety event and targeted outreach in areas where sidewalk riding had been observed. Each operator prepared a report of the events on a monthly basis. One event from each operator is highlighted on the following pages.

In addition to events, all operators were required to have visible language on the stem of each dockless scooter or on a tag attached to the dockless scooter’s handles and on the operator’s website and smartphone application which notifies the user that:

- Helmet use is encouraged while riding a dockless scooter
- Sidewalk riding is prohibited
- Riding and parking on the Riverwalk are prohibited
- Users are required to follow all rules of the road
- Scooters must be parked responsibly

Examples of required messaging on a Bird scooter
City staff try Spin’s sidewalk detection technology
In July, Bird tabled at the Fondy Farmers Market. Staff interacted with over 100 people and distributed 50 helmets. Visitors also received safety information and cards promoting various discount programs.

Lime held a First Ride Academy at McKinley Park in September. Visitors to the outreach event took a safety quiz, received a helmet, and were able to participate in a ride course to learn how to ride safely. Lime also promoted its adaptive scooters at this event.
Spin was a sponsor for Near West Side Week in September. Spin staff provided safety demonstrations before a Walk and Ride event, and participants were able to ride scooters from the Near West Side to the Hank Aaron State Trail.

**Parking Corrals**

In September, 58 scooter parking corrals were installed in areas of high ridership, mainly concentrated in Zones 2, 3, and 6. The corrals were funded through the City's settlement agreement with Bird after Bird's unauthorized deployment of scooters in Milwaukee in 2018. Parking corrals were located both on the sidewalk outside of the walking path and on-street in no parking zones. Sidewalk corrals were designated with a painted outline and image of a scooter. In-street corrals had the same paint and image and were accompanied by reflective plastic delineators.

Operators were provided with the locations of parking corrals and either required or incentivized riders to park in them. The corrals were also used as deployment areas by operators.
Adaptive Fleet

Each operator was required to provide a plan for incorporating adaptive scooters into its operations that better served people of varying abilities. Operators met with the City’s ADA Coordinator and local disability advocacy groups to understand Milwaukee’s needs. Bird and Spin deployed seated scooters throughout the city alongside their standard non-adaptive scooters. Lime opted to provide its adaptive scooters through a reservation and delivery system.

While the 2021 Pilot Study Terms and Conditions called for a fleet of at least 100 adaptive scooters per operator, all operators faced challenges in achieving this goal. These challenges included supply chain issues, the short time frame to incorporate adaptive scooters, and the need to develop stronger local partnerships. Operators agreed that incorporating these vehicles into their fleets is an important goal and have learned lessons to increase success in the future.

Lime’s adaptive scooter

Bird used a seated Razor brand scooter as its adaptive vehicle
**Fees Collected**
The following fees were collected during the 2021 Pilot Study:

<table>
<thead>
<tr>
<th>Fee Type</th>
<th>Rate</th>
<th>Fees Collected</th>
</tr>
</thead>
<tbody>
<tr>
<td>Application Fee</td>
<td>$300 per application</td>
<td>$1,800.00</td>
</tr>
<tr>
<td>Device Fee</td>
<td>$25 per dockless scooter</td>
<td>$75,000.00</td>
</tr>
<tr>
<td>Consultant Fee</td>
<td>$10 per dockless scooter</td>
<td>$30,000.00</td>
</tr>
<tr>
<td>Trip Fee</td>
<td>$0.15 per dockless scooter trip</td>
<td>$72,763.35</td>
</tr>
<tr>
<td><strong>Total fees collected</strong></td>
<td></td>
<td><strong>$179,563.35</strong></td>
</tr>
</tbody>
</table>

Fees covered staff time to manage the 2021 Pilot Study, the consultant contract to conduct intersection observations, and a shared mobility management platform.

*A rider tries Spin’s adaptive scooter at an outreach event*
Ride Data
Riders in Milwaukee took a total of 481,706 rides over the course of the five and a half-month pilot study, which averages out to 2,452 rides per day. Average trips per vehicle per day is an industry metric that describes the number of times a scooter is used each day. Three trips per day is considered healthy usage of scooters; Milwaukee’s rate of 2.6 trips per scooter per day is slightly under this benchmark.
Ridership was significantly impacted by the prohibition of new trips and deployments in Zone 1 beginning on August 3rd. The 297,707 rides taken in June and July accounted for 61.8% of all trips taken during the 2021 Pilot Study. Cooler weather also impacted rides taken, with a drop of 23,677 rides from September to October. After the Zone 1 prohibition went into effect, rides per vehicle per day stayed well below 2.0, demonstrating the significance of Zone 1 for the overall success of the program.

The 2021 Pilot Study did not restrict hours of operation. All operators’ dockless scooters were available 24 hours per day. Rides steadily increased throughout the day, with peak ridership happening around 7:00 PM. The time distribution of rides during the 2019 Pilot Study was similar; however, the curve between 12:00 PM and that year’s peak at 6:00 PM was flatter. The change in 2021 data may be due to changing workplaces during the COVID-19 pandemic, with fewer people working in offices and taking rides during lunch.
Where Trips Happened

Trips in the 2021 Pilot Study were more distributed throughout the City than in the 2019 Pilot Study. In 2019, about 90% of all trips started or ended in the areas that made up Zones 1 and 2 in the 2021 Pilot Study. While these zones remained significant start and end points in 2021, nearly half (47.3%) of all trips started outside of Zones 1 and 2.

<table>
<thead>
<tr>
<th>Zone</th>
<th>Trip Starts</th>
<th>Trip Ends</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>88,139 (18.3%)</td>
<td>94,876 (19.7%)</td>
</tr>
<tr>
<td>2</td>
<td>167,038 (34.7%)</td>
<td>165,103 (34.3%)</td>
</tr>
<tr>
<td>3</td>
<td>48,098 (10.0%)</td>
<td>44,490 (9.2%)</td>
</tr>
<tr>
<td>4</td>
<td>46,933 (9.7%)</td>
<td>46,624 (9.7%)</td>
</tr>
<tr>
<td>5</td>
<td>59,655 (12.4%)</td>
<td>59,543 (12.4%)</td>
</tr>
<tr>
<td>6</td>
<td>46,505 (9.7%)</td>
<td>43,240 (9.0%)</td>
</tr>
<tr>
<td>7</td>
<td>26,608 (5.5%)</td>
<td>29,045 (6.0%)</td>
</tr>
</tbody>
</table>

The maps to the right and on the following page show routes taken by frequency, trip starts, and trip ends.
2021 Pilot Study
Trip Starts
- 1 - 10
- 11 - 25
- 25 - 75
- 76 - 250
- 251 - 750
- 751 - 2,500
- 2,501 - 12,500

2021 Pilot Study
Trip Ends
- 1 - 10
- 11 - 25
- 25 - 75
- 76 - 250
- 251 - 750
- 751 - 2,500
- 2,501 - 12,000

Esri, HERE, Garmin, (c) OpenStreetMap contributors, and the GIS user community
Crashes

*Milwaukee Police Department*

The Milwaukee Police Department (MPD) reported 15 dockless scooter – motor vehicle crashes. These crashes are described below and on the following page. The map to the right shows the locations of these incidents along with the locations of reported crashes during the 2019 Pilot Study. Seven crashes were reported in 2019. Crashes in 2021 were more concentrated on the northwest side of the city.

1. June 11, 2021, N. 21st St. & W. Chambers St.: A person driving eastbound struck two people riding a single scooter going eastbound on the street.
2. June 12, 2021, S. 15th St. & W. Greenfield Ave.: A person driving southbound failed to stop at a stop sign and hit a person riding a scooter eastbound on the street.
3. June 12, 2021, N. 11th St. & W. Center St.: A person driving westbound swerved around another person driving and hit a person riding a scooter traveling eastbound against traffic in the bicycle lane.
4. June 17, 2021, N. 38th St. & W. Clarke St.: A person riding a scooter was hit by a person driving; both were traveling westbound on the street.
5. June 19, 2021, N. 23rd St. & W. Brown St.: A person riding a scooter failed to stop at a stop sign and was hit by a person driving a car.
6. July 13, 2021, W. Pierce St., & S. 1st St.: A person riding a scooter was traveling through a gas station parking lot and was struck by a person driving.

*List continues on next page.*
Continued from previous page.

9. August 1, 2021, N. Martin Luther King Jr. Dr. & W. Center St.: A person driving turned right and hit a person riding a scooter in the crosswalk; the person had been riding on the sidewalk.

10. August 11, 2021, S. 1st St. & W. Lapham Blvd.: A person riding a scooter attempted to leave the sidewalk and hit a car turning right.

11. August 29, 2021, N. Sherman Blvd. & W. Burleigh St.: A person driving turned right and hit a person riding a scooter traveling against traffic.

12. September 8, 2021, N. 27th St. & W. Vliet St.: A person driving turned right and hit a person riding a scooter in the crosswalk going northbound; the person had been riding on the sidewalk.

13. September 14, 2021, N. 24th St. & W. Monroe St.: A person driving hit a person on a scooter; details are unknown.

14. October 4, 2021, N. Martin Luther King Jr. Dr. & W. Locust St.: A person riding a scooter entered an intersection on a red signal and was struck by a person driving.

15. November 8, 2021, N. 35th St. & W. North Ave.: A person driving turned left and struck a person on a scooter.

Operators

Operators were required to submit the number of crashes customers reported to them on a monthly basis. Eighteen incidents that resulted in an injury were reported to DPW. The level of detail and information provided varied by operator and makes it difficult to draw any conclusions about these crashes. In the 2019 Pilot Study, 67 crashes were reported. Again, the information submitted by operators was inconsistent and lacking in details.
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Public Feedback
**DPW**

DPW staff received 89 emails or phone calls providing feedback on the 2021 Pilot Study, down from 141 in the 2019 Pilot Study. Similar to the 2019 Pilot Study, the frequency of complaints decreased after the initial launch of the 2021 Pilot Study. June saw 34 or 38.2% of the complaints, with numbers dropping from there. August had slightly more complaints (21 or 23.6%) than July (17 or 19.1%), likely due to the increased media attention on scooters after the Zone 1 prohibition went into effect. Over one-third of the complaints (38.2%) came from repeat individuals.

The chart below shows how comments to DPW staff were categorized. Much of the feedback received included more than one type of complaint, so the total complaint types in the chart below is greater than the 89 comments received.

<table>
<thead>
<tr>
<th>DPW Feedback</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Improper Parking</td>
<td>45 (42.1%)</td>
</tr>
<tr>
<td>Sidewalk Riding</td>
<td>27 (25.2%)</td>
</tr>
<tr>
<td>Improper Street Riding</td>
<td>15 (14.0%)</td>
</tr>
<tr>
<td>General Concern / Other</td>
<td>8 (7.5%)</td>
</tr>
<tr>
<td>Perceived Underage Riding</td>
<td>5 (4.7%)</td>
</tr>
<tr>
<td>Scooter Parked on Private Property</td>
<td>4 (3.7%)</td>
</tr>
<tr>
<td>Operator Unresponsive to Complaint</td>
<td>3 (2.8%)</td>
</tr>
</tbody>
</table>

Compared to the 2019 Pilot Study, concerns about sidewalk riding decreased from 67.4% to 25.2% of comments received. The 2021 Pilot Study saw new types of issues not reported in 2019, including that operators were unresponsive to complaints and the perception that riders were under the age of 18. Wisconsin State Statutes, Milwaukee City Code, and the 2021 Pilot Study Terms and Conditions do not include an age requirement, though each operator specifies riders must be at least 18 years old.

**Mayor’s Office**

The Mayor’s Office received 13 comments during the 2021 Pilot Study, far fewer than the 243 it received during the 2019 Pilot Study. Two of the comments were positive, requesting the return of scooters in general and to Zone 1 after the August prohibition. Three comments were neutral, with suggestions for improving the program and rider behavior. The remaining eight were negative, citing issues with sidewalk riding, improper parking, improper street riding, underage riding, and the potential for crimes to be committed while using scooters.

*Riding on W. Greenfield Ave.*
Public Survey
The City of Milwaukee released an online public survey on October 13. The survey was distributed through DPW’s e-notify email service and on its social media pages. It was also shared by some aldermanic offices and received media coverage. All three operators sent the survey to their customers. The survey was available in English, Spanish, and Hmong. It closed on December 31, and was taken by 5,428 people.

Pages 26 – 30 show selected results from the survey; the full results can be found in Appendix E on page 58. Most of the responses displayed below are reported by respondents who took no trips, took one trip, and took two or more trips. To the right are highlights from the survey.

- About half of respondents (50.6%) had taken at least one scooter trip.
- The most frequent reason respondents rode a scooter was to travel to or from entertainment or an event; riding for fun or recreation was the most popular response for survey takers who had only ridden a scooter once.
- Scooter riding is most often a replacement for walking (39.0%), driving a personal vehicle (24.2%), or taking a taxi or rideshare (23.2%); respondents report that 11.4% of scooter trips replaced riding the bus, the Hop streetcar, or a personal or Bublr bike share bike.
- The biggest concern for people who have never ridden a scooter is people riding scooters on the sidewalk; for those who had taken at least one scooter trip, the greatest concern was that there isn’t a safe, connected network of bike facilities and trails to use.
- The highest ranked potential benefit of dockless scooters regardless of number of trips taken was increased support for walking, biking, and getting around without a car.
- A little less than half (48.3%) of respondents had an unfavorable view of the Zone 1 prohibition, with not being able to start or end a trip where desired as the top ways it affected riders. One-third (33.9%) of survey takers had a favorable view of the ban.
- When asked if they were supportive of the City of Milwaukee developing permanent regulations for dockless scooters, 55.8% of respondents said yes, they should be allowed; 29.3% said no, they should be prohibited; and 14.9% think they should be allowed but that aspects of the program should change.
How many dockless scooter trips have you taken in Milwaukee?

<table>
<thead>
<tr>
<th></th>
<th>1 trip</th>
<th>2+ trips</th>
<th>All</th>
</tr>
</thead>
<tbody>
<tr>
<td>0</td>
<td>49.4%</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1</td>
<td>6.9%</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2 - 10</td>
<td>26.2%</td>
<td></td>
<td></td>
</tr>
<tr>
<td>11 - 20</td>
<td>8.3%</td>
<td></td>
<td></td>
</tr>
<tr>
<td>More than 20</td>
<td>9.2%</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

What is the most frequent reason you've ridden a dockless scooter?

<table>
<thead>
<tr>
<th>Reason</th>
<th>1 trip</th>
<th>2+ trips</th>
<th>All</th>
</tr>
</thead>
<tbody>
<tr>
<td>Traveling to / from entertainment or event</td>
<td>24.3%</td>
<td>35.0%</td>
<td>33.5%</td>
</tr>
<tr>
<td>Riding for fun or recreation</td>
<td>46.4%</td>
<td>22.4%</td>
<td>25.7%</td>
</tr>
<tr>
<td>Traveling to / from a restaurant</td>
<td>12.0%</td>
<td>16.3%</td>
<td>15.7%</td>
</tr>
<tr>
<td>Traveling to / from work</td>
<td>3.4%</td>
<td>11.3%</td>
<td>10.2%</td>
</tr>
<tr>
<td>Running errands or shopping</td>
<td>3.0%</td>
<td>5.8%</td>
<td>5.4%</td>
</tr>
<tr>
<td>Traveling to / from a work-related meeting or appointment</td>
<td>1.7%</td>
<td>3.1%</td>
<td>2.9%</td>
</tr>
<tr>
<td>Traveling to / from school or campus</td>
<td>1.4%</td>
<td>2.6%</td>
<td>2.5%</td>
</tr>
<tr>
<td>Other (please specify)</td>
<td>6.4%</td>
<td>1.6%</td>
<td>2.3%</td>
</tr>
<tr>
<td>Connecting to transit (bus / streetcar)</td>
<td>1.4%</td>
<td>1.9%</td>
<td>1.8%</td>
</tr>
</tbody>
</table>

Think about your last dockless scooter trip in Milwaukee. If you hadn’t taken a dockless scooter, how would you have traveled?

<table>
<thead>
<tr>
<th>How would you have traveled?</th>
<th>1 trip</th>
<th>2+ trips</th>
<th>All</th>
</tr>
</thead>
<tbody>
<tr>
<td>Walked</td>
<td>57.2%</td>
<td>35.5%</td>
<td>39.0%</td>
</tr>
<tr>
<td>Driven a personal vehicle</td>
<td>11.9%</td>
<td>26.7%</td>
<td>24.2%</td>
</tr>
<tr>
<td>Taken rideshare (Uber or Lyft) or taxi</td>
<td>16.5%</td>
<td>24.6%</td>
<td>23.2%</td>
</tr>
<tr>
<td>Taken transit (bus or streetcar)</td>
<td>5.1%</td>
<td>5.1%</td>
<td>5.1%</td>
</tr>
<tr>
<td>Ridden a personal bike</td>
<td>5.5%</td>
<td>4.3%</td>
<td>4.6%</td>
</tr>
<tr>
<td>Ridden Bublr Bike Share</td>
<td>2.1%</td>
<td>1.6%</td>
<td>1.7%</td>
</tr>
<tr>
<td>Ridden as a passenger in a personal vehicle</td>
<td>0.4%</td>
<td>0.9%</td>
<td>0.8%</td>
</tr>
<tr>
<td>Other (please specify)</td>
<td>1.3%</td>
<td>0.8%</td>
<td>0.8%</td>
</tr>
<tr>
<td>Ridden a skateboard or longboard</td>
<td>0.0%</td>
<td>0.3%</td>
<td>0.3%</td>
</tr>
<tr>
<td>Ridden a personal electric scooter</td>
<td>0.0%</td>
<td>0.2%</td>
<td>0.2%</td>
</tr>
</tbody>
</table>

Crossing W. Galena St.
Before riding a dockless scooter, did you have enough information to do so safely?

<table>
<thead>
<tr>
<th></th>
<th>1 trip</th>
<th>2+ trips</th>
<th>All</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>70.5%</td>
<td>91.3%</td>
<td>88.3%</td>
</tr>
<tr>
<td>No</td>
<td>18.3%</td>
<td>4.6%</td>
<td>6.5%</td>
</tr>
<tr>
<td>Unsure</td>
<td>11.2%</td>
<td>4.1%</td>
<td>5.2%</td>
</tr>
</tbody>
</table>

How frequently did you ride on the sidewalk?

<table>
<thead>
<tr>
<th></th>
<th>1 trip</th>
<th>2+ trips</th>
<th>All</th>
</tr>
</thead>
<tbody>
<tr>
<td>Never</td>
<td>52.7%</td>
<td>63.3%</td>
<td>61.8%</td>
</tr>
<tr>
<td>Less than 50% (half) of the time</td>
<td>20.2%</td>
<td>25.5%</td>
<td>24.8%</td>
</tr>
<tr>
<td>About 50% (half) of the time</td>
<td>10.8%</td>
<td>6.6%</td>
<td>7.1%</td>
</tr>
<tr>
<td>More than 50% (half) of the time</td>
<td>8.8%</td>
<td>2.9%</td>
<td>3.7%</td>
</tr>
<tr>
<td>Always</td>
<td>7.4%</td>
<td>1.8%</td>
<td>2.6%</td>
</tr>
</tbody>
</table>

Respondents who answered anything other than “Never” for the above question were asked what changes would encourage them to ride in the street. The top responses were:

- A physically separated space for dockless scooters in the street, such as a protected bike lane (67.4%)
- A separated space for dockless scooters in the street that is not physically separated, such as a painted bike lane (55.5%)

Those that indicated they would never ride in the street most often cited feeling safer riding on the sidewalk and dangerous driving as reasons for choosing to ride on the sidewalk.
<table>
<thead>
<tr>
<th>“Very High” or “High” Concern for Potential Issues</th>
<th>0 trips</th>
<th>1 trip</th>
<th>2+ trips</th>
<th>All</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dockless scooter rider behavior around people driving</td>
<td>71.6%</td>
<td>47.6%</td>
<td>21.4%</td>
<td>48.4%</td>
</tr>
<tr>
<td>People riding dockless scooters on sidewalks</td>
<td>72.2%</td>
<td>46.6%</td>
<td>20.9%</td>
<td>48.4%</td>
</tr>
<tr>
<td>Dockless scooter rider behavior around people walking</td>
<td>70.0%</td>
<td>40.6%</td>
<td>15.8%</td>
<td>44.8%</td>
</tr>
<tr>
<td>Dockless scooters blocking sidewalks when parked</td>
<td>68.4%</td>
<td>41.2%</td>
<td>12.3%</td>
<td>42.5%</td>
</tr>
<tr>
<td>Dockless scooter rider behavior around people biking</td>
<td>58.1%</td>
<td>28.8%</td>
<td>9.2%</td>
<td>35.1%</td>
</tr>
<tr>
<td>There isn’t a safe, connected network of bike facilities and trails to use</td>
<td>45.2%</td>
<td>40.3%</td>
<td>30.3%</td>
<td>38.4%</td>
</tr>
<tr>
<td>Driver behavior around people riding dockless scooters</td>
<td>44.8%</td>
<td>35.9%</td>
<td>29.0%</td>
<td>37.5%</td>
</tr>
<tr>
<td>People riding dockless scooters appear to be under 18 years old</td>
<td>47.6%</td>
<td>31.0%</td>
<td>15.6%</td>
<td>32.7%</td>
</tr>
<tr>
<td>People riding more than one person to a dockless scooter</td>
<td>45.2%</td>
<td>26.4%</td>
<td>17.3%</td>
<td>32.0%</td>
</tr>
<tr>
<td>Dockless scooters are not safe to ride</td>
<td>39.1%</td>
<td>23.5%</td>
<td>4.7%</td>
<td>23.2%</td>
</tr>
<tr>
<td>There are not enough dockless scooters in the City of Milwaukee</td>
<td>4.0%</td>
<td>11.8%</td>
<td>29.9%</td>
<td>15.6%</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>“Very High” or “High” Importance for Potential Benefits</th>
<th>0 trips</th>
<th>1 trip</th>
<th>2+ trips</th>
<th>All</th>
</tr>
</thead>
<tbody>
<tr>
<td>Increased support for walking, biking, and getting around without a car</td>
<td>50.2%</td>
<td>72.1%</td>
<td>84.6%</td>
<td>66.4%</td>
</tr>
<tr>
<td>More transportation options in Milwaukee</td>
<td>39.7%</td>
<td>62.5%</td>
<td>84.7%</td>
<td>60.6%</td>
</tr>
<tr>
<td>Better first mile/last mile connections to transit</td>
<td>32.4%</td>
<td>47.2%</td>
<td>69.1%</td>
<td>49.2%</td>
</tr>
<tr>
<td>Fewer cars on the street</td>
<td>30.2%</td>
<td>39.9%</td>
<td>61.7%</td>
<td>44.4%</td>
</tr>
<tr>
<td>Scooter riding is a fun activity for visitors</td>
<td>23.0%</td>
<td>51.4%</td>
<td>74.9%</td>
<td>47.3%</td>
</tr>
<tr>
<td>Scooter riding is a fun activity for residents</td>
<td>20.0%</td>
<td>45.8%</td>
<td>70.6%</td>
<td>43.5%</td>
</tr>
<tr>
<td>Scooter riding is a fun activity for residents</td>
<td>20.0%</td>
<td>45.8%</td>
<td>70.6%</td>
<td>43.5%</td>
</tr>
</tbody>
</table>
On August 3, 2021, new dockless scooter trips were prohibited from starting in Zone 1. What was your opinion of this prohibition?

<table>
<thead>
<tr>
<th></th>
<th>0 trips</th>
<th>1 trip</th>
<th>2+ trips</th>
<th>All</th>
</tr>
</thead>
<tbody>
<tr>
<td>Very favorable opinion</td>
<td>46.5%</td>
<td>21.5%</td>
<td>5.0%</td>
<td>26.9%</td>
</tr>
<tr>
<td>Somewhat favorable opinion</td>
<td>10.5%</td>
<td>7.3%</td>
<td>2.9%</td>
<td>7.0%</td>
</tr>
<tr>
<td>Neutral / no opinion</td>
<td>24.0%</td>
<td>22.6%</td>
<td>10.1%</td>
<td>17.9%</td>
</tr>
<tr>
<td>Somewhat unfavorable opinion</td>
<td>8.2%</td>
<td>13.5%</td>
<td>16.5%</td>
<td>12.2%</td>
</tr>
<tr>
<td>Very unfavorable opinion</td>
<td>10.8%</td>
<td>35.1%</td>
<td>65.6%</td>
<td>36.1%</td>
</tr>
</tbody>
</table>

How did the prohibition of new dockless scooter rides in Zone 1 affect you?

<table>
<thead>
<tr>
<th></th>
<th>0 trips</th>
<th>1 trip</th>
<th>2+ trips</th>
<th>All</th>
</tr>
</thead>
<tbody>
<tr>
<td>It did not affect me</td>
<td>53.6%</td>
<td>52.0%</td>
<td>17.3%</td>
<td>37.9%</td>
</tr>
<tr>
<td>I was unable to start a ride where I wanted</td>
<td>3.9%</td>
<td>21.7%</td>
<td>60.2%</td>
<td>29.3%</td>
</tr>
<tr>
<td>I was unable to end a ride where I wanted</td>
<td>2.5%</td>
<td>22.1%</td>
<td>60.8%</td>
<td>28.9%</td>
</tr>
<tr>
<td>I was unable to reach a destination or end point because I couldn’t ride through Zone 1</td>
<td>1.7%</td>
<td>19.6%</td>
<td>52.9%</td>
<td>24.9%</td>
</tr>
<tr>
<td>I felt safer walking in Zone 1</td>
<td>31.0%</td>
<td>11.4%</td>
<td>4.0%</td>
<td>18.1%</td>
</tr>
<tr>
<td>I felt safer driving in Zone 1</td>
<td>29.7%</td>
<td>10.7%</td>
<td>3.6%</td>
<td>17.2%</td>
</tr>
<tr>
<td>I changed my route to avoid Zone 1</td>
<td>0.7%</td>
<td>4.3%</td>
<td>20.7%</td>
<td>9.5%</td>
</tr>
<tr>
<td>I felt safer biking in Zone 1</td>
<td>14.0%</td>
<td>7.1%</td>
<td>1.7%</td>
<td>8.2%</td>
</tr>
<tr>
<td>Other (please specify)</td>
<td>6.9%</td>
<td>6.1%</td>
<td>8.6%</td>
<td>7.6%</td>
</tr>
</tbody>
</table>

Riding on W. Lincoln Ave.
At the conclusion of this pilot study, do you support the City of Milwaukee developing permanent regulations to allow dockless scooter share in Milwaukee?

<table>
<thead>
<tr>
<th></th>
<th>0 trips</th>
<th>1 trip</th>
<th>2+ trips</th>
<th>All</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes, they should be allowed</td>
<td>28.8%</td>
<td>62.1%</td>
<td>86.7%</td>
<td>55.8%</td>
</tr>
<tr>
<td>No, they should be prohibited</td>
<td>51.2%</td>
<td>23.9%</td>
<td>4.3%</td>
<td>29.3%</td>
</tr>
<tr>
<td>Yes, but with some changes</td>
<td>20.0%</td>
<td>14.0%</td>
<td>9.1%</td>
<td>14.9%</td>
</tr>
</tbody>
</table>

Top responses to, “Yes, but with some changes”:

- 41.4% of responses mentioned parking, with the majority of responses mentioning adding docks for parking.
- 31.1% of responses mentioned sidewalks, with a large portion citing issues with parking on sidewalks; others called for better enforcement of the no sidewalk riding law, while a small number of respondents want sidewalk riding to be legal.
- 26.8% of responses mentioned enforcement, with comments mentioning both riders and dockless scooter companies.
- 14.3% of responses mentioned the need for increased safety or helmets.
- 12.1% of responses mentioned Zone 1, with the majority requesting that riding in Zone 1 be allowed.
- 11.2% of responses mentioned the need for better infrastructure for riding scooters.
- 9.0% of responses mentioned the need for updated rules and regulations, though a small portion requested fewer or more lenient rules.

What is your overall opinion of dockless scooters in Milwaukee?

<table>
<thead>
<tr>
<th></th>
<th>0 trips</th>
<th>1 trip</th>
<th>2+ trips</th>
<th>All</th>
</tr>
</thead>
<tbody>
<tr>
<td>Very favorable opinion</td>
<td>11.9%</td>
<td>38.0%</td>
<td>77.7%</td>
<td>42.0%</td>
</tr>
<tr>
<td>Somewhat favorable opinion</td>
<td>15.8%</td>
<td>23.6%</td>
<td>15.4%</td>
<td>16.1%</td>
</tr>
<tr>
<td>Neutral/no opinion</td>
<td>7.6%</td>
<td>7.4%</td>
<td>1.9%</td>
<td>5.1%</td>
</tr>
<tr>
<td>Somewhat unfavorable opinion</td>
<td>18.4%</td>
<td>14.8%</td>
<td>1.9%</td>
<td>11.1%</td>
</tr>
<tr>
<td>Very unfavorable opinion</td>
<td>46.3%</td>
<td>16.2%</td>
<td>2.9%</td>
<td>25.7%</td>
</tr>
</tbody>
</table>

Riding at N. Water St. and E. Wisconsin Ave.
**Comparison to 2019**

Overall, responses to the 2021 Pilot Study public survey closely mirrored those from the 2019 Pilot Study public survey. Some questions asked in 2021 were not asked in 2019, including questions about sidewalk riding and the Zone 1 prohibition.

The most significant changes were in riders’ most frequent reason for using scooters. In 2019, 28.6% of survey respondents selected “riding for fun or recreation” as their top purpose; this percentage dropped slightly to 25.7%. The top choice for survey takers in 2021 was “traveling to/from entertainment or an event,” up to 33.5% from 2019’s 25.2%. Another significant change was seen in respondents selecting “traveling to/from a work-related meeting or appointment,” which dropped from 6.2% in 2019 to 2.9% in 2021. This change may be due to the shifting of work places and reliance on virtual meetings during the COVID-19 pandemic.

Attitudes towards scooters and developing permanent regulations largely remained the same, as demonstrated in the chart below.

| At the conclusion of this Pilot Study, do you support the City of Milwaukee developing permanent regulations to allow dockless scooter share in Milwaukee? |
|---|---|
| | 2019 | 2021 |
| Yes | 57.5% | 55.8% |
| No | 27.4% | 29.3% |
| Yes, but with changes | 15.1% | 14.9% |

| What is your overall opinion of dockless scooters in Milwaukee? |
|---|---|
| | 2019 | 2021 |
| Somewhat or Very Favorable Opinion | 54.6% | 58.1% |
| Neutral / No Opinion | 6.4% | 5.1% |
| Somewhat or Very Unfavorable Opinion | 39.0% | 36.8% |
Goals Analysis
Provide equitable transportation services

DPW uses the City of Milwaukee’s Neighborhood Revitalization Strategy Areas (NRSAs) to measure progress towards equity goals. NRSAs are contiguous Census tracts where at least 70% of the population earns 80% or less of the median area income. In 2019, the NRSAs saw an average of 477 trip starts per day. In the 2021 Pilot Study, the average trips per day increased to 806. Overall in 2021, 40.0% of trips started in the NRSAs; whereas in 2019 19.7% of trips originated in these areas.

The 2021 Pilot Study required operators to deploy a greater number of scooters more broadly than in 2019. This requirement resulted in a greater geographic distribution of trip starts, bringing scooters to areas not well served by other forms of transportation. The Zone 1 prohibition enacted in August had an impact on trips starting in NRSAs, despite the fact that only a small portion of Zone 1 falls within the NRSA boundaries. In July, 63,700 trips began in the NRSAs. In August, this number dropped to 28,748, indicating that access to Zone 1 is an important component of providing equitable transportation services as it serves as a popular destination for trips originating in NRSAs.

As described on page 13, the 2021 Pilot Study required operators to provide adaptive scooters. While each operator used its own model, all three vehicles consisted of a traditional scooter with a seat attached. Though these scooters serve a wider demographic than traditional scooters, they are not accessible to all individuals with ability differences. More information is needed to understand the type of vehicle or vehicles and method of deployment that will work best in Milwaukee.

A rider on a seated Spin scooter on E. Brady St.
Increase transportation options

According to the public survey, 70.2% of respondents most frequently used scooters for transportation-related purposes, including the most frequent reason for riding – traveling to/from entertainment or an event (33.5%). The percentage of respondents choosing this reason increased from 2019's 25.2%, and surpassed that year's most frequent reason of riding for fun or recreation. Other transportation-related reasons for riding and the corresponding percentage of respondents include:

- Traveling to/from a restaurant: 15.7%
- Traveling to/from work: 10.2%
- Running errands or shopping: 5.4%
- Traveling to/from a work-related meeting or appointment: 2.9%
- Traveling to/from school or campus: 2.5%

A majority of survey respondents (60.6%) indicated that “more transportation options in Milwaukee” is an important or very important benefit of dockless scooters. Riders in Milwaukee took 481,706 trips on dockless scooters throughout the duration of the 2021 Pilot Study. Based on survey results, 54.8% of these trips, or 263,975, were trips the rider would have taken if a scooter were not available, indicating they were likely transportation trips. While walking was the most commonly replaced form of transportation, with 39.0% of respondents stating they would have walked for their last trip if they had not taken a dockless scooter, 47.3% of dockless scooter trips replaced a car trip, either in a personal vehicle or by rideshare/taxi.

These results indicate that dockless scooters did provide Milwaukee residents and visitors with a different transportation option; however, it is important to note that the Zone 1 prohibition greatly impacted the usefulness of scooters as a transportation option. Nearly 30% of survey respondents stated that the prohibition impacted their ability to take trips, with an even greater impact on those who had taken two or more trips as indicated below.

<table>
<thead>
<tr>
<th>How did the prohibition of new dockless scooter rides in Zone 1 affect you?</th>
<th>All</th>
<th>2+ Trips</th>
</tr>
</thead>
<tbody>
<tr>
<td>I was unable to start a ride where I wanted</td>
<td>29.3%</td>
<td>60.2%</td>
</tr>
<tr>
<td>I was unable to end a ride where I wanted</td>
<td>28.9%</td>
<td>60.8%</td>
</tr>
<tr>
<td>I was unable to reach a destination or end point because I couldn’t ride through Zone 1</td>
<td>24.9%</td>
<td>52.9%</td>
</tr>
</tbody>
</table>

Riding on N. Prospect Ave.
Evaluate Impacts on Access to the Public Right of Way

Compared to the 2019 Pilot Study, sidewalk riding was a lesser concern during the 2021 Pilot Study. Of the complaints received by DPW, 25.2% mentioned sidewalk riding, down from 67.4% in 2019. The public survey reflected a small change in opinion as well, with 48.4% citing “people riding dockless scooters on the sidewalks” as a very high or high concern, down from 51.9% during the previous Pilot Study.

Observations of rider behavior showed 25.5% of riders exclusively using the sidewalk. This percentage is greater than observed during the 2019 Pilot Study (17.2%); however, the locations included in 2019 were concentrated in current Zones 1 and 2 and may not reflect the broader range of data collected in 2021. Dockless scooter operators implemented technology intended to decrease sidewalk riding. The overall impact of this technology is unclear and varies by operator, but there is an opportunity to utilize this evolving technology to regulate scooter use and speeds on sidewalks.

Concerns about improper parking increased from the 2019 Pilot Study. The percentage of people responding to the survey who believe “dockless scooters blocking sidewalks when parked” to be a very high or high concern was 45.2%, up from 37.4% in 2019. The number of complaints DPW received that mentioned parking also increased from 17 to 45, or 42.1%, in 2021. Parking corrals have potential to alleviate these concerns. While some were installed in the 2021 Pilot Study, greater availability and required compliance in certain areas would decrease impacts to sidewalk access.
Appendix A: 2021 Pilot Study Terms and Conditions

City of Milwaukee
Department of Public Works

Dockless Scooter Pilot Study 2021

Terms and Conditions  v.2
1. Introduction

Purpose

The City of Milwaukee Department of Public Works (DPW) is initiating a second Dockless Scooter Pilot Study (pilot) to observe, solicit feedback on, and evaluate the effectiveness of dockless scooters in Milwaukee for the purpose of determining how to best incorporate scooters into the transportation landscape moving forward.

Dockless scooters, as defined herein, means a system of self-service scooters made available for shared use to individuals on a short term basis, which may be rented via a smart-phone app, vendor website, vendor customer service number, or a pre-paid PIN and which do not require structures at permanent, fixed locations where rides must begin and end.

The 2019 Dockless Scooter Pilot Study was successful in many ways. The high ridership demonstrated that there is latent demand for new transportation options, and 58.4% of survey respondents cited “more transportation options in Milwaukee” as an important or very important benefit of dockless scooters. Smaller, electric, shared vehicles also have the potential to assist in achieving other City goals around climate change, health, access to opportunity, and safer streets.

The COVID-19 pandemic has greatly impacted the way people move around Milwaukee. Typical travel patterns have been disrupted by work from home arrangements and restrictions on transit ridership. It is impossible to know what residents’ and visitors’ transportation needs will be in 2021. A second pilot study will give the City the flexibility it needs to respond to a changing transportation environment.

Goals

1. Provide equitable transportation services
   Dockless scooters can be deployed where the need is highest, providing transportation services where other options may be unavailable. Additionally, dockless scooters that accommodate people of varying abilities have the potential to improve access to dockless scooters for a wider customer base.

2. Increase transportation options
   Dockless scooters have the potential to reduce reliance on motor vehicles and ride sharing services for short trips, decreasing congestion and air quality impacts. Dockless Scooters may also provide links to public transit, assisting with connectivity and solving the first-mile/last-mile problem.

3. Evaluate impacts on access to the public right of way
   Scooter operators must show a commitment to keeping pedestrian ways, streets, and other public rights of way unobstructed by dockless scooters for other street users. Most importantly, dockless scooters must be parked and maintained in a manner that provides a clear path for people walking and maintains access to businesses, residential units, and other buildings.

2. Terms

2.1 Agreement

These Terms and Conditions are made in conjunction with each Participant’s Application response to the Request for Proposals. Together, these documents record our agreement in relation to use of the Public Right of Way in Milwaukee.

2.2 Priority

If there is any inconsistency between these Terms and Conditions and/or any other agreements, the Terms and Conditions shall prevail.

2.3 Pilot Subject to Change

A. The Terms and Conditions of the Dockless Scooter Pilot Study (pilot) are subject to change, without limitation, by the Commissioner of Public Works.
B. Participants will be notified by electronic mail of any changes to the pilot. Participants unwilling or unable to comply with proposed changes may voluntarily suspend or terminate participation in the pilot.
C. Participants terminating participation in this pilot must immediately cease offering their equipment for rent and remove their equipment from the City of Milwaukee’s streets.
D. Should a participant temporarily suspend their participation to perform mechanical changes to their equipment or their rental application, equipment may be left on the street if the changes take less than 24 hours. Otherwise, all equipment must be removed from the street until the changes are complete.

2.4 Application

A. Completed applications shall be submitted by electronic mail.
B. Payment must be made at time of application.
C. Completed applications shall be sent to:
   1. Mike Amsden: mamsde@milwaukee.gov
   2. Kate Riordan: kriordan@milwaukee.gov
D. Checks should be made payable to the City of Milwaukee, ATTN: Donnell Rushing
E. Payment may be sent to:
   CITY OF MILWAUKEE
   Attention: Mike Amsden
   DPW-Infrastructure Services Division
   841 North Broadway, Room 501
   Milwaukee, WI 53202
3. Definitions

“Applicant” means any person who submits an application to the Department of Public Works for the pilot.

“Application” means a formal request filed with the Department of Public Works for participation in the pilot.

“Business” means engaging in activities over time for the purpose of sustained financial gain.

“Customer” means a person who has downloaded the operator’s app to their smart phone or other device.

“Deploy” means to make available to users in a public place.

“Dockless” means a system of self-service mobility devices made available for shared use to individuals on a short-term basis, which may be rented through a smart-phone app, vendor website, vendor customer service number, or a pre-paid PIN and which do not require structures at permanent, fixed locations where rides must begin and end.

“Equipment” means dockless scooters.

“Fleet” means equipment owned or leased by the operator which is intended for use as part of a dockless scooter system in the city.

“Holidays” means New Year’s Eve, New Year’s Day, Martin Luther King Jr. Day, Good Friday, Memorial Day, Independence Day, Labor Day, Thanksgiving and the day after, and Christmas and the day before.

“Mobility device” means a vehicle, whether motorized or not, including a bicycle, a scooter, a skateboard, or any other micro-mobility vehicle which is exempt from state registration under ch. 341, Wis. Stats.

“Objection” means any information that could form the basis of denial, non-renewal, suspension or revocation of participation in the pilot. An objection may result from information provided by any resident or from written reports filed by the Chief of Police.

“Operator” means any person engaged in the activities of owning or operating a dockless scooter system.

“Participant” means any individual or partner, and any officer, director or agent of any corporate applicant which has been approved by the Department of Public Works for entry into the pilot.

“Person” means any individual, firm, corporation, limited liability company, partnership or association acting in a fiduciary capacity.

“Scooter” means a device weighing less than 100 pounds that has handlebars and an electric motor, is powered solely by the electric motor and human power, and has a maximum speed of not more than 20 miles per hour on a paved level surface when powered solely by the electric motor.

“Service area” means the entire city.

“Service zone” means a geographic area of the city, the boundaries of which are described herein.

“Unsafe” means any dockless equipment that could cause harm or injury to a user or anyone else within the public right-of-way despite being operated in a reasonable manner.

“User” means an individual who pays a fee to unlock dockless equipment for the purpose of transportation or recreation.

“Unused dockless equipment” means any dockless scooter parked in one location for more than 72 consecutive hours without being used.

4. Pilot Duration

4.1 Initial Term

A. The pilot shall begin no earlier than June 1, 2021.

B. Participation in the pilot shall commence upon review and approval of a participant’s application by the Department of Public Works and upon payment of all applicable fees.

C. The pilot shall end on November 15, 2021.

4.2 Extension

A. The City of Milwaukee reserves the right to extend the pilot beyond November 15, 2021, if further evaluation is required.

B. Participants will be notified at least one (1) month in advance by electronic mail if the pilot is extended beyond November 15, 2021.

C. If a participant chooses not to extend their participation in the pilot, the participant shall notify the City of termination at least two (2) weeks prior to the expiration of the then-current term.

D. Upon notice of an extension of the pilot, participation will automatically renew upon payment of all applicable fees as outlined in Section 10.2 of the Terms and Conditions.

4.3 Termination

A. The pilot may be terminated at any point. Upon termination of the pilot, participants shall be provided written notice of said termination by the Commissioner of Public Works via certified and electronic mail.

B. Participants shall cease to offer equipment for rent in the City of Milwaukee immediately upon receiving notice of termination. Participants shall have 24 hours from the time of receipt of the termination notice to physically remove equipment from the City streets.

C. If participants fail to retrieve equipment within 24 hours of receipt, the City will remove said equipment.

4.4 Modification and Suspension

A. Participation in this pilot may be modified or suspended, at any point, and for any reason, without limitation, by the Commissioner of Public Works. Should participation be modified or suspended, participants shall be notified in writing via certified and electronic mail by the Commissioner of Public Works of the nature and the reasons for the change.
5. Pilot Participation

5.1 Voluntary Participation

A. Participation in this pilot is voluntary. As stated below, participation in the pilot is not a prerequisite for the grant of a Dockless Scooter Operator’s License, should the City of Milwaukee opt to create such a license in the future. By signature below, the Applicant acknowledges that they have agreed to participate in the pilot knowingly, voluntarily, and free from duress or coercion. The Applicant also acknowledges that participation in the pilot does not guarantee the issuance of a Dockless Scooter Operator’s License, should the City of Milwaukee opt to create such a license in the future. In addition, all Applicants have the right to consult with counsel regarding this application.

B. Participation in this pilot study DOES NOT guarantee the issuance of a Dockless Scooter Operator’s License at the conclusion of this study, or at any time in the future, should the City of Milwaukee create such a license.

C. Non-participation in the pilot study DOES NOT preclude future issuance of a Dockless Scooter Operator’s License at the conclusion of this study, or at any time in the future, should the City of Milwaukee create such a license.

D. Modification, suspension, or termination of participation in this pilot shall not, by itself, be grounds for denial of an application for a Dockless Scooter Operator’s License, should the City of Milwaukee create such a license.

5.2 Local Operations

A. Participants shall have a locally based operations manager prior to deploying scooters in Milwaukee. Participants shall provide the name, phone number, and email address of the locally based operations manager upon application to the pilot, or participants shall acknowledge on their application that a locally based operations manager will be in place prior to launch. Participants shall inform the Commissioner of Public Works within 24 hours of any change in the operations manager.

5.3 Outstanding Fines and Forfeitures

A. The City of Milwaukee will not process any application for participation in the pilot made on behalf of an individual or corporation that owes outstanding fines or forfeitures to the City of Milwaukee.

5.4 Number of Participants

A. The number of participants shall be limited to no more than three unique operators (affiliates or subsidiaries are not considered unique operators). Applicants will be evaluated according to the scoring criteria included in the Request for Proposals.

6. Insurance Requirements

6.1 General Requirements

A. A certificate of insurance acceptable to the City evidencing the insurance requirements is to be provided. The certificate shall state that the issued insurance policies meet the requirements as outlined below. All certificates are to be provided before a participant places any dockless equipment in the City of Milwaukee. If such certificate is not received, the City of Milwaukee has the authority to remove the participant from the pilot. If such certificate expires prior to the end date of this pilot, a current certificate shall be provided within one business day of the previous certificate’s termination and must demonstrate that no lapse in coverage has occurred.

B. All policies shall state that the City shall be afforded a thirty (30) day written notice of cancellation, non-renewal or material change by any insurers providing the coverage required by City for the duration of this pilot.

C. Insurance companies must be acceptable to the City and should have a current A.M. Best rating of A-VIII or better.

D. All policies shall be written on an occurrence form.

E. If subcontractors are used, each must meet all requirements in Sections 6.1 and 6.2 of the Terms and Conditions.

F. Applicants must provide the City with a copy of their Commercial General Liability and Auto Liability insurance policies, including all endorsements, or policy language and endorsements showing the Commercial General Liability and Auto Liability insurance policies meet the requirements of the Terms and Conditions.

G. Applicants must provide the City with a copy of their user agreements.

6.2 Minimum Insurance Requirements

A. Workers’ Compensation and Employer’s Liability

1. Workers’ Compensation – Statutory Limits

2. Employer’s Liability

<table>
<thead>
<tr>
<th>Bodily Injury by Accident</th>
<th>$100,000 each accident</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bodily Injury by Disease</td>
<td>$500,000 policy limit</td>
</tr>
<tr>
<td>Bodily Injury by Disease</td>
<td>$100,000 each employee</td>
</tr>
</tbody>
</table>

3. Employer’s Liability at limits noted above or higher limits if needed to meet Umbrella underlying insurance requirements.

4. Coverage shall be modified to include a Waiver of Subrogation Endorsement in favor of City including its directors, officers, agents, employees and volunteers.
B. Commercial General Liability*

<table>
<thead>
<tr>
<th>Coverage</th>
<th>Limit</th>
</tr>
</thead>
<tbody>
<tr>
<td>Commercial General Liability</td>
<td>$7,000,000 each occurrence</td>
</tr>
<tr>
<td>General Aggregate</td>
<td>$7,000,000 aggregate</td>
</tr>
<tr>
<td>Personal &amp; Advertising Injury Limit</td>
<td>$7,000,000 each</td>
</tr>
<tr>
<td>Occurrence Products – Completed</td>
<td>$7,000,000 each</td>
</tr>
<tr>
<td>Operations Aggregate</td>
<td>$7,000,000 aggregate</td>
</tr>
</tbody>
</table>

* Note that the limits specified above may be met through a combination of primary coverage and an umbrella policy that follows the form of the underlying Commercial General Liability policy.

1. Coverage must be equivalent to ISO form CG0001 or better.
2. The City of Milwaukee shall be added as an additional insured using ISO form CG2026 or its equivalent.
3. Coverage shall be modified to include a Waiver of Subrogation Endorsement in favor of the City including its directors, officers, agents, employees and volunteers.
4. The policy shall include independent contractors (owners/contractors protective) and contractual liability.
5. Coverage will apply on a primary and non-contributory basis. The City of Milwaukee suggests the following wording:

“If you have agreed in a written contract that this policy will be primary and without right of contribution from any insurance in force for an Additional Insured for liability arising out of your operations, and the contract was executed prior to the bodily injury, property damage, personal injury or advertising injury, then this insurance will be primary over, and we will not seek contribution from, such insurance.”

6. Coverage shall apply to the risks associated with or arising out of the services provided under this pilot.

C. Auto Liability

<table>
<thead>
<tr>
<th>Coverage</th>
<th>Limit</th>
</tr>
</thead>
<tbody>
<tr>
<td>Combined Single Limit</td>
<td>$1,000,000 each accident</td>
</tr>
</tbody>
</table>

1. If the Applicant owns or has any long term leased vehicles, coverage must be for Any Auto (Symbol 1) or Any Owned Auto (Symbol 2). If there are no owned or long term leased vehicles, then coverage must be for Hired and Non-Owned Auto Liability (Symbols 8 and 9).
2. Coverage shall be modified to include a Waiver of Subrogation Endorsement in favor of the City including its directors, officers, agents, employees and volunteers.

3. The City of Milwaukee shall be added as an additional insured.
4. Coverage shall include contractual liability for risks assumed in this pilot/Application.
5. Coverage shall apply to the risks associated with or arising out of the services provided under this pilot/Application.

7. Indemnification

Notwithstanding any references to the contrary in the application documents, Applicant assumes full liability for all of its acts in the performance of the pilot. Applicant will save and indemnify and keep harmless the City against all liabilities, judgments, costs and expenses which may be claimed by a third party against the City in consequence of approving Applicant’s application and allowing Applicant to participate in the pilot, or which may result from the negligence or willful misconduct of the Applicant, or the agents, employees, workmen, customers, or users of the Applicant, except to the extent arising out of or resulting from the City’s negligence or willful misconduct. If judgment is recovered, whether in suits of law or in equity, against the City by reason of the negligence or willful misconduct of the Applicant or Applicant’s agents, employees, workmen, customers, or users participating in the pilot, or utilizing Applicant’s equipment, the Applicant assumes full liability for such judgments not only as to the amount of damages, but also for the cost, attorneys fees, or other expenses resulting there from. The City may tender the defense of any claim or action at law or in equity to the Applicant or Applicant’s insurer, and upon such tender it shall be the duty of the Applicant or the Applicant’s insurer to defend such claim or action without cost or expense to the City or its officers, agents, or employees. Applicant shall be entitled to have control over the defense and settlement of tendered lawsuits, including the selection of counsel; provided that Applicant may not settle any lawsuit on behalf of the City without the City’s written consent that either (1) requires the City to admit liability, or (2) exceeds the limits of Applicant’s insurance policies. City shall cooperate in all reasonable respects with the Applicant and its attorneys in the defense or settlement of such lawsuits; provided, that City shall be entitled to reasonably participate in the defense of such lawsuit and to employ its own counsel at its own expense to assist in the handling of such lawsuit.

8. Public Records

Applicant understands that the City is bound by the Wisconsin Public Records Law, and as such, all of the terms of this pilot are subject to and conditioned on the provisions of Wis. Stat. sec. 19.21 et. seq. Applicant acknowledges that it is obligated to assist the City in retaining and producing records that are subject to the Wisconsin Public Records Law and that the Applicant must defend and hold the City harmless from liability due to its fault under that law. Except as otherwise authorized, those records shall be maintained for a period of seven years. This provision shall survive termination of this application, Applicant’s right to participate in the pilot, and the pilot itself.
9. Privacy

Participants shall provide a copy of their user agreements and privacy policies with their application. Participants must provide notice to the City regarding any changes to their terms of service, user agreements, or privacy policies throughout the duration of the pilot. Relevant portions of participants’ user agreement or terms of service must be consistent with the provisions of this Application, the Milwaukee Code of Ordinances, Wisconsin State Law, and applicable federal law. Changes to a participant’s user agreement or terms of service inconsistent with the provisions of this Application, the Milwaukee Code of Ordinances, Wisconsin State Law, or applicable federal law may be grounds for termination from participation in this pilot.

10. Pilot Fees

10.1 Initial Payment

A. Prior to participation in the pilot, the participant shall pay the appropriate non-refundable fees.
   1. Application Review fee of $300.
   2. Occupancy fee of $25 for each dockless scooter to be deployed.
   3. Consultant fee for intersection counts of $10 for each dockless scooter to be deployed.

B. Fees will be used to address costs incurred by the City related to administration and monitoring of the pilot, including monitoring and use of the public way, and to hire a consultant to conduct intersection counts of sidewalk and street riding.

C. The Occupancy fee is valid through December 31, 2021.

10.2 Per Trip Fee

A. The participant shall pay a fee of $0.15 per dockless scooter trip, billed on a monthly basis.

10.3 Relocation Fee

A. Each participant shall pay a $25 non-refundable Relocation fee for each dockless scooter requiring relocation by the City of Milwaukee as described in Sections 11.5.C.3 and 11.5.C of the Terms and Conditions.

10.4 Redemption Fee

A. Each participant shall pay a $50 non-refundable Redemption fee for each dockless scooter requiring impoundment by the City of Milwaukee as described in Section 11.7.C of the Terms and Conditions.

10.5 Accrued Fees

A. Participants with a total accrued fee amount of over $1,000 shall be immediately suspended from participation in the pilot by the Commissioner of Public Works until such time as payment arrangements are made to address said fees.

B. If payment to the City is not received, or payment arrangement is not made within ten (10) business days after notification via certified and electronic mail, participation in the pilot shall be automatically terminated by the Commissioner of Public Works. Upon termination, operator must remove all equipment within 24 hours.

10.6 Appeals

A. Participants may appeal fees by sending written correspondence to the Department of Public Works within (10) ten business days of receiving notice of a fee. The Department shall respond in writing within (20) business days of receipt of appeal.

B. Appeals may be sent to the following address:

   CITY OF MILWAUKEE
   Attention: Mike Amsden
   DPW-Infrastructure Services Division
   841 North Broadway, Room 501
   Milwaukee, WI  53202

10.7 Payment

A. Payment may be sent to the following address:

   CITY OF MILWAUKEE
   ATTN: Donnell Rushing
   DPW-Administration Division
   841 North Broadway, Room 501
   Milwaukee, WI  53202

11. Operating Regulations

11.1. Minimum Equipment Requirements

A. Safety
   1. Each dockless scooter shall meet the requirements described in Sections 347.489 (1), 347.489 (2), and 347.489 (3) of the Wisconsin State Statutes.
   2. The maximum motor-assist speed for dockless scooters shall be 15 MPH.
   3. All operators shall have visible language on the stem of each dockless scooter or on a tag attached to the dockless scooter’s handles and on the operator’s website and smartphone application which notifies the user that:
      a. Helmet use is encouraged while riding a dockless scooter
      b. Sidewalk riding is prohibited

Dockless Scooter Pilot Study 2021 V.2 Rev: 09/01/2021
c. Riding and parking on the Riverwalk is prohibited
d. Users are required to follow all rules of the road
e. Scooters must be parked responsibly

B. Technology
1. The operator shall equip each dockless scooter with an on-board GPS device capable of providing real-time location data to the operator and the Commissioner of Public Works, and shall maintain a continuous feed of the required data at all times for dockless scooters made available to customers.
2. Each dockless scooter must be equipped with wheel-lock technology to prevent unauthorized use.
3. Dockless scooters shall not be equipped with an audible alarm which sounds continuously when activated.

C. Dockless Scooter Identification
1. Each dockless scooter must be assigned a unique identifying number.
2. Each dockless scooter must be clearly and visibly labeled with the operator’s name, a toll-free phone number for 24-hour customer support, and the dockless scooter’s unique identification number.

11.2. Service Zones and Allowable Fleet Size
A. The City shall be divided into seven (7) geographic service zones as shown in Appendix A. A layer package of geographic service zones is available on City of Milwaukee’s Department of Public Works website (milwaukee.gov/DocklessScooters). Alternate file versions may be requested electronically from Kate Riordan: kriord@milwaukee.gov.
B. The Commissioner of Public Works shall establish the minimum and maximum number of dockless scooters per operator that may be deployed.
C. Fleet Size. Each operator may deploy up to 1,000 dockless scooters.
D. Deployment. By 7:30 a.m. each weekday and by 9 a.m. on Saturdays, Sundays and holidays, each operator shall deploy its fleet of dockless scooters as follows (if less than 1,000 dockless scooters are deployed, the same proportion of scooters to zones will determine deployment by zone):
   1. Zone 1: 100 maximum
   2. Zones 2 – 6: 160 minimum per zone
   3. An additional 100 may be deployed anywhere outside of Zone 1.
E. Fleet Evaluation and Opportunities for Expansion.
   1. The Commissioner of Public Works shall conduct an evaluation of fleet performance no later than 60 days after the beginning of the pilot to determine if expansions are warranted.

2. Opportunities for fleet expansion will be evaluated for individual operators and will be based on trips per scooter per day, complaints received, community feedback, and other factors.
3. Operators will be notified by electronic mail if they qualify for a fleet expansion.
4. Operators must pay the fees set forth in Section 10.1.A.2 and 10.1.A.3 of the Terms and Conditions prior to deploying additional dockless scooters.
5. Fleet deployment requirements for scooters beyond the initial fleet described in Section 11.2.D shall be determined at the time of expansion.
F. The Commissioner of Public Works reserves the right to cap the number of dockless scooters at any time.

11.3. Dockless Scooter Availability
A. The operator shall redistribute dockless scooters to ensure dockless scooters are distributed throughout Service Zones.
B. At a minimum, the operator shall redistribute the dockless scooters throughout the Service Zones daily between the hours of 6 a.m. and 10 p.m.
C. By 7:30 a.m. each weekday and by 9 a.m. on Saturdays, Sundays and holidays, dockless equipment must be redistributed to ensure distribution across zones as described in the participant’s response to the Request for Proposals.
D. These requirements are subject to change based on performance of the pilot. Participants will be notified via certified and electronic mail of changes to distribution requirements. Participants will have 48 hours from the time of receipt of the notice to comply with the revised distribution requirements. The current Service Zone distribution requirements will be posted on the City of Milwaukee’s Department of Public Works website (milwaukee.gov/DocklessScooters). Failure to comply with Service Zone distribution requirements shall be grounds to terminate participation in the pilot.

11.4. Severe Weather Operations.
A. Operators must submit a plan detailing their response to severe weather, including, but not limited to the following situations:
   1. Snow
   2. Extreme cold
   3. Extreme heat
   4. Heavy rainfall
   5. Extreme wind
B. Operators must ensure that deployed scooters do not impede City of Milwaukee or resident snow removal and ice control operations.
2. Opportunities for fleet expansion will be evaluated for individual operators and will be based on trips per scooter per day, complaints received, community feedback, and other factors.

3. Operators will be notified by electronic mail if they qualify for a fleet expansion.

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D. These requirements are subject to change based on performance of the pilot. Participants will be notified via certified and electronic mail of changes to distribution requirements. Participants will have 48 hours from the time of receipt of the notice to comply with the revised distribution requirements. The current Service Zone distribution requirements will be posted on the City of Milwaukee’s Department of Public Works website (milwaukee.gov/DocklessScooters). Failure to comply with Service Zone distribution requirements shall be grounds to terminate participation in the pilot.

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   1. Snow
   2. Extreme cold
   3. Extreme heat
   4. Heavy rainfall
   5. Extreme wind

B. Operators must ensure that deployed scooters do not impede City of Milwaukee or resident snow removal and ice control operations.

C. Operators may remove equipment without prior authorization in the case of severe weather. Operators must inform the Department of Public Works by electronic correspondence within two hours of the decision to remove equipment.

11.5. User Fees

A. User fees must be clearly and understandably communicated to the user prior to dockless scooter use.

11.6. Dockless Scooter Riding Regulations

A. Sidewalk riding.
   1. Dockless scooters shall not be operated upon any public sidewalk, including the Riverwalk, or any pedestrian path in the public parks pursuant to Section 102-7 of the Milwaukee Code of Ordinances.

   2. Operators shall include the following information in an in-app notification:
      a. Sidewalk riding is prohibited.
      b. Riding on the Riverwalk is prohibited.

      a. The Commissioner of Public Works shall contract with a third-party consultant to evaluate sidewalk riding as described in Appendix B: Intersection Counts Scope of Services.
      b. Operators shall be prohibited from deploying and allowing new trip starts of dockless scooters in Zone 1 if it is determined that more than 10% of their scooter operations in Zone 1 are occurring on public sidewalks, as described in Attachment A: Intersection Counts Scope of Services.
      c. Operators shall be subject to sidewalk riding performance metrics outside of Zone 1 as described in Appendix B: Intersection Counts Scope of Services.

B. Geo-fenced speed and no-ride zones.
   1. Operators must use geo-fencing to require operating speeds of no more than 10 miles per hour in the following areas:
      a. Lakeshore State Park
      b. Other areas as directed by the Commissioner or Public Works

   2. Operators must use geo-fencing to establish a “no ride zone” in the following areas:
      a. The Riverwalk
      b. Other areas as directed by the Commissioner of Public Works

11.7. Dockless Scooter Parking

A. General
1. The operator shall provide instructions for properly parking dockless scooters to customers and users in easily understandable formats through multiple media types.

2. The operator shall keep the sidewalk free from obstructions to pedestrians by requiring users to park dockless scooters such that a walk space not less than 5 feet wide shall at all times be kept open for pedestrians.

3. All dockless scooters shall be parked in an upright position with 2 wheels making a point of contact with the ground.

4. Operators must use geo-fencing to prohibit parking in the following areas:
   a. Bridges
   b. The Riverwalk
   c. Lakeshore State Park
   d. The Hank Aaron State Trail
   e. University of Wisconsin – Milwaukee main campus
   f. Marquette University
   g. Other areas as directed by the Commissioner of Public Works

5. Dockless scooters shall be parked in accordance with the following guidelines:
   a. Where possible, without impeding the flow of pedestrian traffic, a dockless scooter may be parked on a sidewalk or in a bicycle rack or other similar area designated for bicycle parking.
   b. Dockless scooters shall not be parked between the sidewalk and the curb where such area is less than 3 feet wide.
   c. Dockless scooters shall not be parked on the sidewalk at the intersection of two or more streets between the points of curvature, measured along the curb.
   d. On blocks without sidewalks, dockless scooters may be parked in the roadway if the right-of-way and the pedestrian way are not obstructed.
   e. Except at existing, permitted bicycle facilities, dockless scooters shall not be parked in the terrace or furniture zone where adjacent to or within the following locations:
      1. Parklets
      2. Loading zones
      3. Accessible parking spaces
      4. Curb ramps
      5. Entryways
      6. Driveways

   1. Streets furniture requiring pedestrian access
   8. Bus stops, including shelters, passenger waiting areas, and rear passenger unloading areas
   9. Streetcar stops, platforms, and passenger waiting areas

B. Parking Corrals
   1. Operators shall work with the Commissioner of Public Works to identify priority areas for painted parking corrals.
   2. Operators shall incentivize users to utilize parking corrals if available.

C. Improper Parking
   1. Access to parking meters shall not be obstructed.
   2. Upon notification by the Commissioner of Public Works or a designee, or through the operator’s app, electronic mail, or customer service lines, of any dockless scooter that is improperly parked, the operator shall relocate the dockless scooter in accordance with the following requirements:
      a. Within 2 hours of notice between 6 a.m. and 10 p.m.
      b. By 8 a.m. for notices received between 10 p.m. and 6 a.m.
   3. The City may relocate improperly parked dockless scooters which are not remedied in accordance with this provision and the participant shall pay the fee(s) set forth in Section 10.3 of the Terms and Conditions.
   4. Department of Public Works staff that observe an improperly parked dockless scooter may immediately remedy the situation. The responsible operator shall pay the fee(s) set forth in Section 10.3 of the Terms and Conditions.

D. Unused Dockless Scooters
   1. Unused dockless scooters shall be relocated by the operator.
   2. Any operator that has 40 or more unused dockless scooters in the service area shall be immediately suspended from participation in the pilot by the Commissioner of Public Works for a minimum of five business days.

11.6. Submerged Scooters

Participants acknowledge that Section 118 of the City of Milwaukee Code of Ordinances delineates the City’s waterways. Participants also acknowledge that submerged scooters may discharge a hazardous substance as defined in Section 236-41 of the Code. If an operator’s scooter is in the City’s waters as defined in Section 118 of the Code, the operator shall commence removal as required in Section 236-41-3 of the Code. If the operator fails to comply with the removal requirements, the City may cause removal and require reimbursement for actual expenses incurred.
11.7. Equipment Maintenance
A. Each dockless scooter must be inspected at least once per month in accordance with the
   Maintenance Plan submitted upon admittance into the pilot.
B. Any dockless scooter deemed unsafe or inoperable shall be placed out of service immediately
   upon notice to the participant and removed from the public right-of-way by the operator within
   2 hours of notice. Notice to the participant includes notification from the general public, or
   electronic mail notification from the City of Milwaukee.
C. The City may impound dockless scooters that are deemed unsafe or inoperable and not
   remedied in accordance with this provision. The operator shall reimburse the City for costs of
   doing so per Section 10.4 of the Terms and Conditions.

11.8. Reporting and Data Sharing
A. Participants shall be required to attend coordination meetings and provide periodic reports as
   requested by the Commissioner of Public Works.
B. Operators shall expose a public unauthenticated General Bikeshare Feed Specification (GBFS)
   feed (https://github.com/NABSA/gbfs).
C. Operators shall provide data in the Mobility Data Specification (MDS) “Provider” specification
D. Data provided through GBFS and MDS shall include the following APIs or endpoints:
   1. Trips
   2. Status changes
   3. Vehicles
   4. A real-time status feed
E. Data provided through GBFS and MDS shall format to Milwaukee and any authorized third-party
   contractor of the City of Milwaukee through an application program interface made available to
   the City of Milwaukee.
F. Any MDS compatible API must expose data where:
   1. The trip starts in the City of Milwaukee, or
   2. The trip ends in the City of Milwaukee, or
   3. The Trip passes through the City of Milwaukee
G. Operators shall maintain or develop connections to ingest all MDS “Policy” endpoints that the
   City of Milwaukee populates information for.
H. Operators shall maintain compliance with the most current published version of MDS, including
   the addition of any new APIs or fields not listed in these permit requirements, unless the
   Commissioner of Public Works provides a written exception. Any changes or updates to the API
   will require at least 90-day notification to the operator.
I. The Commissioner of Public Works may adopt additional data sharing requirements that provide
   the City and any authorized third-party contractor of the City with real-time and collected
   shared mobility device data available through the operator’s application program interface. The
   City may require operators to distribute surveys to their users.
J. Operators shall anonymize all data shared with the City of Milwaukee or any authorized third-party
   contractor of the City of Milwaukee.
K. The following information shall be required on the 7th of each month for the previous calendar
   month throughout the duration of the pilot, or as directed by the Commissioner of Public
   Works:
      1. List of reported parking complaints including: description, location of incident,
         description of company response, response time
      2. Complaints
      3. Number of users participating in discount programs disaggregated by program type (low
         income, students, etc.), if applicable
      4. Accident/crash information including: date, time, location, and description of incident if
         available
L. Operators shall comply with applicable federal, state, and local data privacy laws to protect the
   privacy of any personal information they receive.
11.9. Community Outreach

A. Participants shall implement any community outreach plans at their own cost.
B. The operator shall provide a multi-lingual website, a call center, and a mobile application customer interface that is available 24 hours a day, 7 days a week.
C. The operator shall conduct at least one safety event per month throughout the duration of the pilot.
   1. Events shall adhere to the guidelines posted to the Moving Milwaukee Forward Safely website (https://city.milwaukee.gov/MMFS) and may occur virtually.
   2. The operator shall inform the Commissioner of Public Works or their designee of the event date, time, and location at least three days in advance of the event.
   3. The operator shall submit a report to the Commissioner of Public Works within one week of the event with the number of event participants, community-based organizations involved in the event, and information on the event promotion.
D. The operator shall also conduct targeted sidewalk riding outreach once per month in areas where sidewalk riding has been identified as a concern by the Commissioner of Public Works or their designee.

12. Dockless Scooters for People of Varying Abilities

12.1. General

A. Operators shall include an initial plan describing how they will operate a fleet of dockless scooters for people with varying abilities in their response to the Request for Proposals.
B. Dockless scooters for people of varying abilities include, but are not limited to:
   1. Dockless scooters with seats
   2. Dockless scooters with wider wheels
   3. Dockless scooters with wider baseboards
C. Operators shall propose an additional fleet of a minimum of 100 dockless scooters for people of varying abilities.
D. Operators shall meet with the following people and groups within one month of approval of their application to the City of Milwaukee Dockless Scooter Pilot Study 2021 to finalize their plan, including an agreed upon launch date:
   1. City of Milwaukee ADA Coordinator
   2. Disability advocacy groups as recommended by the City of Milwaukee ADA Coordinator
E. Operators shall submit a final plan describing how they will operate a fleet of dockless scooters to the Director of Public Works within one month of beginning of the pilot.
13. Acknowledgement of Receipt

The undersigned declares that the information provided in this application is true, that they have read and agree to the Terms and Conditions as described herein, and that they agree to all rules and regulations set forth in the Milwaukee Code of Ordinances.

Participation in this pilot is voluntary. Participation in the pilot is not a prerequisite for the grant of a Dockless Scooter Share Operator’s License, should the City of Milwaukee opt to create such a license in the future. By signature below, the Applicant acknowledges that they have agreed to participate in the Pilot knowingly, voluntarily, and free from duress or coercion. The Applicant also acknowledges that participation in the pilot does not guarantee the issuance of a Dockless Scooter Share Operator’s License, should the City of Milwaukee opt to create such a license in the future. In addition, all Applicants have the right to consult with counsel regarding this application.

Name (Printed): __________________________________________________________

Title: ___________________________________________________________________

Signature: __________________________________________________________________

Date: __________________________
Appendix B: Request for Proposals

The City of Milwaukee Department of Public Works (DPW) is seeking qualified applicants to operate and manage a fleet of dockless scooters through its 2021 Dockless Scooter Pilot Study (pilot). DPW will select up to three operators to participate in the pilot. Applicants will be evaluated based on their responses to the questions below.

Proposals are due by Monday, May 3, at 5:00 PM CDT, and should be emailed to Mike Amsden (mamsde@milwaukee.gov) and Kate Riordan (kriord@milwaukee.gov).

Required documents:

- Application
- Terms and Conditions signed acknowledgement
- Proof of insurance
- Sanitation procedures (including COVID-19-related procedures)
- Technical specifications of scooters to be deployed
- Responses to questions on following page in a single PDF
- Application review fee*
- Device and consultant fees*

* Two separate checks made out to City of Milwaukee, attn.: Donnell Rushing

If accepted into the pilot, operators must submit the following by May 24, 2021:

- Maintenance plan
- Severe weather plan
- Name and contact information of locally based operations manager
### General information
Provide a brief background on your company and the following information:
- Interest in operating in Milwaukee
- Proposed dates of operation (if different than June 1 – November 15)
- Proposed fleet size and distribution (including any variations throughout pilot)

**Scoring %** 1 5%

### Company experience
- List up to 10 U.S. cities with populations of over 250,000 in which you have operated a fleet of dockless scooters, including the dates of operation and fleet size.
- Provide the name, phone number, and email address of public agency references for three cities in which you have operated previously.
  - Cities should preferably be in the Midwest or in cities with similar climates to Milwaukee.
  - At least one contact must be from a city with a population of at least 250,000.
- Demonstrate that no governmental agency in the U.S. has successfully revoked its scooter sharing license or permit since January 1, 2019.

**Scoring %** 1 10%

### Goal: Provide equitable transportation options
- Provide up to three (3) examples of successful programs you have implemented in other cities to ensure dockless scooter access to people of all abilities, races, and income levels.
- Describe your plan to engage residents, community-based organizations, businesses, etc., specifically in Zones 3, 4, and 5, including specific groups with whom you propose to partner.
- Cite specific examples of your experience providing scooters for people of varying abilities, including scooters with seats, wider baseboards, wider wheels etc. Outline how you will develop a plan to deploy these scooters in Milwaukee.
- List the languages in which your website and app are available.
- Describe any discounted rate programs, cash payment options, and if customers can participate without smartphones.

**Scoring %** 4 25%

### Goal: Increase transportation options
- Provide up to three (3) examples of how you have partnered with transit and/or bike share agencies in other cities to complement their services.
- Describe your approach to rebalancing dockless scooters per Section 11.2.D in the Terms and Conditions, including when and why you do it, and how the location of deployed scooters is determined.

**Scoring %** 2 20%

### Goal: Evaluate impacts on access to the public right of way
- Describe how you encourage or require proper parking and your process for remedying improper parking, including any incentives, disincentives, and technologies, and your process for responding to complaints related to improperly parked scooters.
- Provide up to three (3) successful examples of how you have discouraged sidewalk riding in other cities and what you plan to implement in Milwaukee.
- Per Sections 11.9.C and 11.9.D in the Terms and Conditions, monthly safety and sidewalk riding outreach events are required. Describe how you will promote, market, and provide education on your service, including partnerships with local advocacy, community benefit, and youth organizations.

**Scoring %** 3 25%

### General Operations
- Provide up to three (3) examples of how you have partnered with transit and/or bike share agencies in other cities to complement their services.
- Describe how you would retrieve scooters from local waterways in Milwaukee, including but not limited to rivers, Lake Michigan, and other inland lakes and ponds.
- Describe how you will retrieve scooters from other municipalities.
- Describe your plan to maintain clean and sanitary devices and workplaces to ensure compliance with the *Moving Milwaukee Forward* guidelines during the COVID-19 pandemic.

**Scoring %** 4 10%

### Staffing
- Describe your proposed staffing plan, including a breakdown of employees by category, and any locally based hiring practices.
- Please provide the name, phone number, and email address of your locally based operations manager, or your plan to ensure a locally based operations manager is in place prior to launch.
- Indicate the targeted ratio of local staff to deployed scooters.
- Provide up to three (3) examples of your previous approaches to working with third-party trip data aggregators.

**Scoring %** 2 5%
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201461
SUBSTITUTE 2
180606, 180607, 190443, 200646
ALD. BAUMAN

Substitute resolution directing the Department of Public Works to conduct a 2021 dockless scooter pilot study.

This resolution directs the Department of Public Works to conduct a second dockless scooter pilot study (the first pilot study was completed in 2019). The pilot study, which shall be conducted in accordance with the Dockless Scooter Pilot Study 2021 Terms and Conditions document prepared by the Department, will run until December 31, 2021, unless earlier terminated in accordance with the Dockless Scooter Pilot Study 2021 Terms and Conditions. The Department shall submit a final report on the results and effectiveness of dockless scooters in the city after the end of the 2021 dockless scooter pilot study.

Whereas, The Department of Public Works conducted a 2019 Dockless Scooter Pilot Study; and

Whereas, Based on the findings and results of the 2019 Dockless Scooter Pilot Study, significant
concerns were raised regarding the operation of scooters on public sidewalks, regarding the safety of scooter operation in travel lanes of major roadways, and regarding scooters left unattended on public rights-of-way and private property creating safety concerns and egress/ingress problems; and

Whereas, In particular, the 2019 Dockless Scooter Pilot Study found that, based on 32 hour-long counts at 18 intersections, 17.2% of scooter riders were observed operating scooters on sidewalks; and

Whereas, The 2019 study also showed that there is public support for the availability of dockless scooters; and

Whereas, The Department of Public Works recommends a second pilot study to determine whether scooter pilot study participants can adequately police and monitor the use and operation of scooters to minimize the concerns raised during the first pilot study; now, therefore, be it

Resolved, By the Common Council and the City of Milwaukee, that the Department of Public Works is directed to conduct a second dockless scooter pilot study in accordance with the Dockless Scooter Pilot Study 2021 Terms and Conditions; and, be it

Further Resolved, That scooter pilot study participants shall have the specific responsibility to enforce all operating regulations for dockless scooters, with failure to do so resulting in the immediate disqualification of that participant from further participation in the pilot study; and, be it

Further Resolved, That the Department of Public Works shall base its determination of the level of scooter operation occurring on public sidewalks on periodic, systematic field counts of scooter operations at various locations and times conducted by a consultant retained by the Department for the purpose of collecting this information, with the costs of the consultant’s services to be borne by scooter pilot study participants and the details of the field observation program to be set forth in the Intersection Count Scope of Services; and, be it

Further Resolved, That, given public safety concerns related to the operation on scooters on public sidewalks, pilot study participants shall be prohibited from deploying and allowing new trip starts of scooters in Zone 1 if it is determined that more than 10% of their scooter operations in Zone 1 are occurring on public sidewalks as set forth in the Intersection Count Scope of Services; and, be it

Further Resolved, That, if it is determined that more than 10% of a participant’s scooter operations in any Zone outside of Zone 1 are occurring on public sidewalks, pilot study participants shall notify the Department of efforts to be taken to reduced instances of sidewalk riding as set forth in the Intersection Count Scope of Services; and, be it

Further Resolved, That, if it is determined that more than 10% of a participant’s scooter operations in any Zone outside of Zone 1 continues after additional efforts are made to reduce sidewalk riding, the Department has the option to prohibit deployment and new trip starts in applicable zones, as set forth in the Intersection Count Scope of Services; and, be it

Further Resolved, That this dockless scooter pilot study shall end on December 31, 2021, unless earlier terminated in accordance with the preceding “Further Resolved” clause or the Dockless Scooter Pilot Study 2021 terms and conditions; and, be it

Further Resolved, That the Department of Public Works shall submit a final report on the results and effectiveness of dockless scooters in the city after the end of the 2021 dockless scooter pilot study.
Appendix D: Intersection Counts Proposed Scope of Services

Summary
In the 2019 Dockless Scooter Pilot Study, sidewalk riding emerged as a top concern for Milwaukee residents. Observations taken by DPW staff in 2019 showed approximately 17% of scooter users riding on the sidewalk. In the 2021 Dockless Scooter Pilot Study, a consultant will be hired to conduct counts at various intersections throughout the City to determine the percentage of users riding on the sidewalk, as described below.

Operators shall be prohibited from deploying and allowing new trip starts of their scooters if it is determined that more than 10% of their scooter operations in Zone 1 are occurring on public sidewalks. Outside of Zone 1, if sidewalk riding exceeds 10%, operators shall notify the Department of Public Works of measures that will be taken to reduce instances of sidewalk riding. If sidewalk riding continues to exceed 10% after efforts are made to reduce sidewalk riding, operators may be prohibited from deploying and allowing new trip starts of their scooters in affected zones.

Schedule
- Pilot Study launch date: 6/1
- Intersection Count Period #1: 6/25 – 7/9
  - Consultant submits report of intersection counts to DPW by 7/12
    - DPW reports results to operators, including any prohibitions in Zone 1 operations by 7/14
    - DPW develops metrics for Zones 2 – 6 and reports to operators by 7/16
    - Operators take action to reduce sidewalk riding in any of the Zones 2 – 6 that exceed 10% sidewalk riding
- Intersection Count Period #2: 8/6 – 8/20
  - Consultant submits report of intersection counts to DPW by 8/23
    - DPW reports results to operators, including any prohibitions in Zones 1-6 operations by 8/25
- Intersection Count Period #3 (if needed): 9/10 – 9/24
  - Consultant submits report of intersection counts to DPW by 9/27
    - DPW reports results to operators, including any prohibitions in Zones 1 – 6 operations by 9/29
Methodology

Number of Intersection Count Locations

The consultant shall conduct 50 intersection counts at locations throughout the City as described below, up to three separate times. Final count locations will be based on initial data provided by third party data manager:

- Zone 1
  - 15 count locations
- Zones 2 – 6
  - 7 count locations in each zone

Frequency and Time of Intersection Counts

The consultant shall conduct a one-hour-long count at each count location. Final count times will be determined based on data provided by the third party data manager to ensure counts are conducted during times of peak ridership.

Data Collection

The consultant shall collect turning movements of people riding electric scooters that includes the following information:

- Total number of people riding electric scooters on the sidewalk differentiated by operator
- Total number of people riding electric scooters who entered the intersection on the sidewalk and switched to the street differentiated by operator
- Total number of people riding electric scooters in the street differentiated by operator
- Total number of people riding electric scooters who entered the intersection in the street and switched to the sidewalk differentiated by operator

The consultant shall also take various representative pictures of people riding scooters, by operator, and by location riding.
Appendix E: Public Survey Full Results

Q1 How many dockless scooter trips have you taken in Milwaukee in 2021?

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<th>Responses</th>
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<tr>
<td>1</td>
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<tr>
<td>2 – 10</td>
<td>26.17%</td>
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<td>11 - 20</td>
<td>8.32%</td>
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<td>9.22%</td>
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Answered: 5,415 Skipped: 5
Q2 What is the most frequent reason you've ridden a dockless scooter?

- Traveling to/from entertainment or event: 33.47% (880 responses)
- Riding for fun or recreation: 25.71% (676 responses)
- Traveling to/from work: 15.71% (413 responses)
- Running errands or shopping: 10.23% (269 responses)
- Other (please specify): 5.44% (143 responses)
- Connecting to transit: 2.85% (75 responses)
- Traveling to/from school or campus: 2.47% (65 responses)
- Other (please specify): 2.32% (61 responses)

TOTAL: 2,629

Q3 Other than your most frequent reason for riding a dockless scooter, why else have you ridden a dockless scooter? Select all that apply.

- Riding for fun or recreation: 52.71% (1,301 responses)
- Traveling to/from a restaurant: 49.43% (1,220 responses)
- Traveling to/from entertainment or event: 44.21% (1,091 responses)
- Running errands or shopping: 30.02% (741 responses)
- Traveling to/from work: 16.77% (414 responses)
- Connecting to transit (bus/streetcar): 16.21% (400 responses)
- Traveling to/from a work-related meeting or appointment: 14.99% (370 responses)
- Traveling to/from school or campus: 10.66% (263 responses)
- Other (please specify): 3.85% (95 responses)

Total Respondents: 2,468
Q4 Think about your last dockless scooter trip in Milwaukee. If a dockless scooter hadn't been available, would you have taken the trip?

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Q5 Think about your last dockless scooter trip in Milwaukee. If you hadn't taken a dockless scooter, how would you have traveled?

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<td>Taken rideshare (Uber or Lyft) or taxi</td>
<td>23.17%</td>
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<tr>
<td>Taken transit (bus or streetcar)</td>
<td>5.13%</td>
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<td>Ridden a personal bike</td>
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<td>Ridden Bublr Bike Share</td>
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<td>Ridden as a passenger in a personal vehicle</td>
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<td>Other (please specify)</td>
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<td>Ridden a skateboard or longboard</td>
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<td>Ridden a personal electric scooter</td>
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</tbody>
</table>
Q6 Before riding a dockless scooter, did you have enough information to ride it safely?

<table>
<thead>
<tr>
<th>ANSWER CHOICES</th>
<th>RESPONSES</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>88.30%</td>
</tr>
<tr>
<td>No</td>
<td>6.52%</td>
</tr>
<tr>
<td>Unsure</td>
<td>5.18%</td>
</tr>
<tr>
<td>TOTAL</td>
<td></td>
</tr>
</tbody>
</table>

Q7 What types of information would have helped you to understand how to ride a dockless scooter safely? Select all that apply.

<table>
<thead>
<tr>
<th>ANSWER CHOICES</th>
<th>RESPONSES</th>
</tr>
</thead>
<tbody>
<tr>
<td>Outdoor advertising with safety tips</td>
<td>42.62%</td>
</tr>
<tr>
<td>In-app videos</td>
<td>42.30%</td>
</tr>
<tr>
<td>Link to a website with videos</td>
<td>26.23%</td>
</tr>
<tr>
<td>In-app quizzes</td>
<td>25.25%</td>
</tr>
<tr>
<td>In-person safety events</td>
<td>16.72%</td>
</tr>
<tr>
<td>None of the above</td>
<td>14.43%</td>
</tr>
<tr>
<td>Other (please specify)</td>
<td>13.77%</td>
</tr>
<tr>
<td>Total Respondents: 305</td>
<td></td>
</tr>
</tbody>
</table>
Q8 Think about all the rides you have taken on dockless scooters in Milwaukee in 2021. How frequently did you ride on the sidewalk, other than at the beginning or end of your ride?

<table>
<thead>
<tr>
<th>Answer Choices</th>
<th>Responses</th>
</tr>
</thead>
<tbody>
<tr>
<td>Never</td>
<td>61.81%</td>
</tr>
<tr>
<td>Less than 50% (half) of the time</td>
<td>24.75%</td>
</tr>
<tr>
<td>About 50% (half) of the time</td>
<td>7.14%</td>
</tr>
<tr>
<td>More than 50% (half) of the time</td>
<td>3.71%</td>
</tr>
<tr>
<td>Always</td>
<td>2.59%</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>100%</strong></td>
</tr>
</tbody>
</table>

Q9 What would encourage you to ride a dockless scooter in the street? Select all that apply.

<table>
<thead>
<tr>
<th>Answer Choices</th>
<th>Responses</th>
</tr>
</thead>
<tbody>
<tr>
<td>A physically separated space for dockless scooters in the street, such as a protected bike lane</td>
<td>67.39%</td>
</tr>
<tr>
<td>A separated space for dockless scooters in the street that is not physically separated, such as a painted bike lane</td>
<td>55.49%</td>
</tr>
<tr>
<td>Technology that automatically drops the scooter speed to 5 MPH when ridden on a sidewalk</td>
<td>28.78%</td>
</tr>
<tr>
<td>An in-app notification that sidewalk riding is illegal</td>
<td>23.22%</td>
</tr>
<tr>
<td>Other (please specify)</td>
<td>14.40%</td>
</tr>
<tr>
<td>Videos on how to ride a dockless scooter safely in the street</td>
<td>11.70%</td>
</tr>
<tr>
<td>In-person education events on how to ride a dockless scooter safely in the street</td>
<td>5.80%</td>
</tr>
<tr>
<td>None of the above</td>
<td>5.18%</td>
</tr>
<tr>
<td><strong>Total Respondents</strong>: 966</td>
<td></td>
</tr>
</tbody>
</table>
Q10 If you answered “none of the above” to the previous question, please state why.
Answered: 34  Skipped: 5,386

Q11 Did you know that riding an electric scooter on the sidewalk is illegal in Milwaukee?
Answered: 4,587  Skipped: 833

Q12 What type of transportation do you use most often when traveling around Milwaukee?
Answered: 4,587  Skipped: 833
Q13 Other than the type of transportation you use most often, what other types do you use in a typical week when traveling around Milwaukee? Select all that apply.

<table>
<thead>
<tr>
<th>ANSWER CHOICES</th>
<th>RESPONSES</th>
</tr>
</thead>
<tbody>
<tr>
<td>Walking</td>
<td>70.53%</td>
</tr>
<tr>
<td>Personal bicycle</td>
<td>28.79%</td>
</tr>
<tr>
<td>Bus</td>
<td>15.15%</td>
</tr>
<tr>
<td>Streetcar</td>
<td>13.26%</td>
</tr>
<tr>
<td>Drive personal vehicle</td>
<td>31.12%</td>
</tr>
<tr>
<td>Passenger in a personal vehicle</td>
<td>28.94%</td>
</tr>
<tr>
<td>Rideshare (Uber or Lyft) or taxi</td>
<td>33.15%</td>
</tr>
<tr>
<td>Bublr Bike Share</td>
<td>5.93%</td>
</tr>
<tr>
<td>Dockless scooter rented through Bird, Lime, or Spin</td>
<td>18.68%</td>
</tr>
<tr>
<td>Personal electric scooter</td>
<td>1.15%</td>
</tr>
<tr>
<td>Skateboard or longboard</td>
<td>2.11%</td>
</tr>
<tr>
<td>Other (please specify)</td>
<td>2.05%</td>
</tr>
<tr>
<td>Total Respondents: 4,540</td>
<td></td>
</tr>
</tbody>
</table>

Q14 Thinking about potential issues regarding dockless scooters, please indicate how concerned you are with the following:
Dockless scooter ride...

There isn't a safe, connect...

Driver behavior aro...

People riding dockless...
### City of Milwaukee 2021 Dockless Scooter Pilot Study Public Survey

#### Q15 Thinking about potential benefits of dockless scooters, please indicate the level of importance for the following:

<table>
<thead>
<tr>
<th>Benefit</th>
<th>Very High Level of Concern</th>
<th>High Level of Concern</th>
<th>Moderate Level of Concern</th>
<th>Low Level of Concern</th>
<th>Very Low Level of Concern</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dockless scooter rider behavior around people driving</td>
<td>34.38% 1,576</td>
<td>14.01% 644</td>
<td>19.61% 899</td>
<td>16.95% 777</td>
<td>15.05% 690</td>
<td>4,584</td>
</tr>
<tr>
<td>People riding dockless scooters on sidewalks</td>
<td>34.10% 1,565</td>
<td>14.31% 657</td>
<td>17.63% 809</td>
<td>17.02% 781</td>
<td>16.93% 777</td>
<td>4,589</td>
</tr>
<tr>
<td>Dockless scooter rider behavior around people walking</td>
<td>30.73% 1,407</td>
<td>14.02% 642</td>
<td>16.97% 777</td>
<td>20.60% 943</td>
<td>17.67% 809</td>
<td>4,578</td>
</tr>
<tr>
<td>Dockless scooters blocking sidewalks when parked</td>
<td>29.10% 1,335</td>
<td>13.39% 614</td>
<td>14.67% 673</td>
<td>16.57% 760</td>
<td>26.27% 1,205</td>
<td>4,587</td>
</tr>
<tr>
<td>Dockless scooter rider behavior around people biking</td>
<td>23.86% 1,094</td>
<td>11.20% 513</td>
<td>16.23% 743</td>
<td>23.37% 1,070</td>
<td>26.31% 1,159</td>
<td>4,579</td>
</tr>
<tr>
<td>There isn’t a safe, connected network of bike facilities and trails to use</td>
<td>21.66% 992</td>
<td>16.77% 768</td>
<td>23.78% 1,089</td>
<td>18.36% 843</td>
<td>19.43% 860</td>
<td>4,580</td>
</tr>
<tr>
<td>Driver behavior around people riding dockless scooters</td>
<td>20.95% 959</td>
<td>16.52% 756</td>
<td>23.81% 1,090</td>
<td>19.07% 873</td>
<td>19.64% 899</td>
<td>4,577</td>
</tr>
<tr>
<td>People riding dockless scooters appear to be under 18 years old</td>
<td>20.06% 918</td>
<td>12.67% 580</td>
<td>18.87% 772</td>
<td>22.53% 1,031</td>
<td>27.88% 1,276</td>
<td>4,577</td>
</tr>
<tr>
<td>People riding more than one person to a dockless scooter</td>
<td>18.57% 850</td>
<td>13.39% 613</td>
<td>16.38% 750</td>
<td>22.35% 1,023</td>
<td>29.31% 1,542</td>
<td>4,578</td>
</tr>
<tr>
<td>Dockless scooters are not safe to ride</td>
<td>14.50% 665</td>
<td>8.70% 390</td>
<td>17.27% 792</td>
<td>24.23% 1,111</td>
<td>35.30% 1,619</td>
<td>4,586</td>
</tr>
<tr>
<td>There are not enough dockless scooters in the City of Milwaukee</td>
<td>7.67% 351</td>
<td>7.97% 366</td>
<td>14.31% 665</td>
<td>20.12% 921</td>
<td>49.92% 2,285</td>
<td>4,577</td>
</tr>
</tbody>
</table>
Q16 On August 3, 2021, new dockless scooter trips were prohibited from starting in Zone 1. What was your opinion of this prohibition? Click here for a map of the Zone 1 boundaries.

**Answered:** 4,551 **Skipped:** 869

<table>
<thead>
<tr>
<th>Answer Choices</th>
<th>Responses</th>
</tr>
</thead>
<tbody>
<tr>
<td>Very favorable opinion</td>
<td>26.94%</td>
</tr>
<tr>
<td>Somewhat favorable opinion</td>
<td>6.99%</td>
</tr>
<tr>
<td>Neutral / no opinion</td>
<td>17.91%</td>
</tr>
<tr>
<td>Somewhat unfavorable opinion</td>
<td>12.15%</td>
</tr>
<tr>
<td>Very unfavorable opinion</td>
<td>36.02%</td>
</tr>
<tr>
<td>TOTAL</td>
<td></td>
</tr>
</tbody>
</table>

### Data Table

<table>
<thead>
<tr>
<th>Increased support for walking, biking, and getting around without a car</th>
<th>VERY HIGH LEVEL OF IMPORTANCE</th>
<th>HIGH LEVEL OF IMPORTANCE</th>
<th>MODERATE LEVEL OF IMPORTANCE</th>
<th>LOW LEVEL OF IMPORTANCE</th>
<th>NOT IMPORTANT AT ALL</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>42.86%</td>
<td>23.53%</td>
<td>15.46%</td>
<td>8.73%</td>
<td>9.41%</td>
<td>4,568</td>
</tr>
<tr>
<td>More transportation options in Milwaukee</td>
<td>37.13%</td>
<td>23.45%</td>
<td>16.44%</td>
<td>11.51%</td>
<td>11.47%</td>
<td>4,568</td>
</tr>
<tr>
<td>Scooter riding is a fun activity for visitors</td>
<td>28.95%</td>
<td>18.62%</td>
<td>18.52%</td>
<td>14.99%</td>
<td>19.22%</td>
<td>4,557</td>
</tr>
<tr>
<td>Better first mile/last mile connections to transit</td>
<td>28.03%</td>
<td>21.16%</td>
<td>23.42%</td>
<td>13.73%</td>
<td>13.64%</td>
<td>4,560</td>
</tr>
<tr>
<td>Scooter riding is a fun activity for residents</td>
<td>25.89%</td>
<td>17.56%</td>
<td>20.54%</td>
<td>16.84%</td>
<td>19.16%</td>
<td>4,566</td>
</tr>
<tr>
<td>Fewer cars on the street</td>
<td>23.49%</td>
<td>20.03%</td>
<td>24.30%</td>
<td>16.13%</td>
<td>15.14%</td>
<td>4,563</td>
</tr>
</tbody>
</table>
Q17 How did the prohibition of new dockless scooter rides in Zone 1 affect you? Select all that apply.

Answered: 4,544  Skipped: 876

**ANSWER CHOICES**  
- It did not affect me
- I was unable to start a ride where I wanted
- I was unable to end a ride where I wanted
- I was unable to reach a destination or end point because I couldn’t ride through Zone 1
- I felt safer walking in Zone 1
- I felt safer driving in Zone 1
- I changed my route to avoid Zone 1
- I felt safer biking in Zone 1
- Other (please specify)

**RESPONSES**
- It did not affect me 37.85% 1,720
- I was unable to start a ride where I wanted 29.31% 1,332
- I was unable to end a ride where I wanted 28.90% 1,313
- I was unable to reach a destination or end point because I couldn’t ride through Zone 1 24.93% 1,133
- I felt safer walking in Zone 1 18.09% 824
- I felt safer driving in Zone 1 17.23% 783
- I changed my route to avoid Zone 1 9.53% 433
- I felt safer biking in Zone 1 8.23% 374
- Other (please specify) 7.59% 345

Total Respondents: 4,544

Q18 What changes would encourage you to use dockless scooters more often? Select all that apply.

Answered: 4,561  Skipped: 859

**ANSWER CHOICES**  
- A safe, connected network of bike lanes and trails to use
- Designated parking or docking areas for scooters
- Dockless scooters available in more neighborhoods throughout the city
- None of these changes would encourage me to use more
- More dockless scooters available
- Lower cost
- More dockless scooters with seats
- Other (please specify)

**RESPONSES**
- A safe, connected network of bike lanes and trails to use 46.92% 2,140
- Designated parking or docking areas for scooters 34.99% 1,596
- Dockless scooters available in more neighborhoods throughout the city 30.80% 1,405
- None of these changes would encourage me to use more 30.80% 1,405
- More dockless scooters available 25.41% 1,159
- Lower cost 23.61% 1,077
- More dockless scooters with seats 10.48% 478
- Other (please specify) 8.20% 374

Total Respondents: 4,561
Q19 At the conclusion of this pilot study, do you support the City of Milwaukee developing permanent regulations to allow dockless scooter share in Milwaukee?

![Bar chart showing survey responses]

<table>
<thead>
<tr>
<th>ANSWER CHOICES</th>
<th>RESPONSES</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes, they should be allowed</td>
<td>55.79% 2,535</td>
</tr>
<tr>
<td>No, they should be prohibited</td>
<td>29.27% 1,330</td>
</tr>
<tr>
<td>Yes, but with some changes (please specify)</td>
<td>14.94% 679</td>
</tr>
<tr>
<td>TOTAL</td>
<td>4,544</td>
</tr>
</tbody>
</table>

Q20 What is your overall opinion of dockless scooters in Milwaukee?

![Bar chart showing survey responses]

<table>
<thead>
<tr>
<th>ANSWER CHOICES</th>
<th>RESPONSES</th>
</tr>
</thead>
<tbody>
<tr>
<td>Very favorable opinion</td>
<td>41.99% 1,916</td>
</tr>
<tr>
<td>Somewhat favorable opinion</td>
<td>16.11% 735</td>
</tr>
<tr>
<td>Neutral/no opinion</td>
<td>5.11% 233</td>
</tr>
<tr>
<td>Somewhat unfavorable opinion</td>
<td>11.09% 506</td>
</tr>
<tr>
<td>Very unfavorable opinion</td>
<td>25.71% 1,173</td>
</tr>
<tr>
<td>TOTAL</td>
<td>4,563</td>
</tr>
</tbody>
</table>
Q21 Please share any additional comments or feedback you have regarding the Dockless Scooter Pilot Study in the City of Milwaukee.

Answered: 1,702  Skipped: 3,718

Q22 Zip code

Answered: 3,800  Skipped: 1,620

Top Responses

53202: 892
52307: 536
53211: 491
53212: 435
53204: 173
53208: 151
53213: 106
53215: 85
53222: 69
53219: 61
53203: 55
53221: 55
53214: 54
53217: 45
53226: 44
53233: 38
53210: 35
53209: 32
53220: 26
53235: 24
53216: 22
53224: 20
53206: 20
53227: 20
53218: 17

Q23 If you live in the City of Milwaukee, please enter the closest intersection to your residence. For example: 64th & Silver Spring

Answered: 2,960  Skipped: 2,460

Q24 Age

Answered: 4,091  Skipped: 1,329

<table>
<thead>
<tr>
<th>ANSWER CHOICES</th>
<th>RESPONSES</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under 18</td>
<td>0.29%</td>
</tr>
<tr>
<td>18 – 24</td>
<td>9.66%</td>
</tr>
<tr>
<td>25 – 34</td>
<td>33.02%</td>
</tr>
<tr>
<td>35 – 44</td>
<td>22.39%</td>
</tr>
<tr>
<td>45 – 54</td>
<td>13.44%</td>
</tr>
<tr>
<td>55 – 64</td>
<td>10.63%</td>
</tr>
<tr>
<td>65+</td>
<td>6.72%</td>
</tr>
<tr>
<td>Prefer not to answer</td>
<td>3.84%</td>
</tr>
<tr>
<td>TOTAL</td>
<td>4,091</td>
</tr>
</tbody>
</table>
Q25 Gender
Answered: 4,083  Skipped: 1,337

<table>
<thead>
<tr>
<th>Answer Choices</th>
<th>Responses</th>
</tr>
</thead>
<tbody>
<tr>
<td>Female</td>
<td>37.40%</td>
</tr>
<tr>
<td>Male</td>
<td>54.94%</td>
</tr>
<tr>
<td>Transgender Female</td>
<td>0.10%</td>
</tr>
<tr>
<td>Transgender Male</td>
<td>0.29%</td>
</tr>
<tr>
<td>Non-binary</td>
<td>1.22%</td>
</tr>
<tr>
<td>Prefer not to answer</td>
<td>5.34%</td>
</tr>
<tr>
<td>Prefer to self-describe</td>
<td>0.71%</td>
</tr>
<tr>
<td>TOTAL</td>
<td></td>
</tr>
</tbody>
</table>
Q27 Household income level

### Answer Choices

<table>
<thead>
<tr>
<th>Income Level</th>
<th>Responses</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under $15,000</td>
<td>3.09%</td>
</tr>
<tr>
<td>Between $15,000 - $29,999</td>
<td>5.46%</td>
</tr>
<tr>
<td>Between $30,000 - $49,999</td>
<td>11.77%</td>
</tr>
<tr>
<td>Between $50,000 - $74,999</td>
<td>17.76%</td>
</tr>
<tr>
<td>Between $75,000 - $99,999</td>
<td>13.17%</td>
</tr>
<tr>
<td>Over $100,000</td>
<td>32.20%</td>
</tr>
<tr>
<td>Prefer not to answer</td>
<td>16.54%</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>4,009</strong></td>
</tr>
</tbody>
</table>

Answered: 4,009  Skipped: 1,411
Appendix F:
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Page 9, bottom right: Lime

Page 11, left: Bird

Page 11, right: Bird

Page 12, left: Spin

Page 13, left: Lime

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