

Guidelines for Regulating Shared Micromobility

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About

Developed for cities, by cities, this guidance outlines best practices for cities and public entities regulating and managing shared micromobility services on their streets. While many of the issues covered are applicable to all forms of shared micromobility, this document is explicitly meant to help cities establish guidelines for formal management of public-use mobility options that are not managed through traditional procurement processes (the management mechanism for most docked bike share programs in North America).

NACTO's *Guidelines for Regulating Shared Micromobility* was developed to reflect the wide variety of experiences that North American cities have had in regulating and managing shared micromobility. The recommendations presented in this document are the result of city experience, and have been endorsed by NACTO's shared micromobility working groups. The first version of these guidelines was published in July 2018, and subsequent updates are expected due to the fast-changing nature of the shared micromobility industry.

Using this Guidance

NACTO's *Guidelines for Regulating Shared Micromobility* is divided into two broad sections: **Best Practice Recommendations** and **Current State of the Practice**.

Best Practice Recommendations:

- This guidance recommends **regulations or policies** that cities should include in their permits or require from their operators. By addressing these issues in a similar fashion across multiple jurisdictions, cities can create a level playing field for vendors and ensure a safer, more equitable experience for riders.
- At the same time, shared micromobility is still in its infancy and there are outstanding questions for which there is not yet a defined best practice. For these issues, this document provides a **discussion guide**, outlining options that cities may choose to take and context for future debate.

Current State of Practice:

- This section shows how different cities regulate shared micromobility systems, including by fleet size, customer service expectations, permit fees, service areas, and other areas where cities differ.



1.0

Regulating Shared Micromobility

The rapid growth in the number of shared micromobility trips and the introduction of e-scooters has required cities to focus new attention on how best to regulate these new services in order to achieve the best public outcomes.

In 2018, users took 84 million trips on shared bikes and e-scooters in the United States, more than double the number of trips taken in 2017. Of these, 38.5 million trips were taken on shared e-scooters, the newest vehicle type in the shared micromobility marketplace, requiring cities to establish and adapt new oversight tools, metrics, and practices. E-scooters, in particular, pose unique challenges and opportunities as a new vehicle type, with emerging regulatory standards.

What is shared micromobility?

Shared-use fleets of small, fully or partially human-powered vehicles such as bikes, e-bikes and e-scooters. These vehicles are generally rented through a mobile app or kiosk, are picked up and dropped off in the public right-of-way, and are meant for short point-to-point trips.



Bikes

Credit: Tony Webster



E-Bikes

Credit: City of Orlando



E-Scooters

Credit: NACTO

City Authority for Regulation

Local government has both the authority and the responsibility to protect public health, safety, and welfare, and to ensure safe passage on and govern commerce in the public right-of-way. This responsibility, codified in city charters, state constitutions, and laws across North America, is the basis of city authority to regulate and manage activity and commerce on public streets, including shared micromobility companies. To date, cities have taken varied approaches to managing shared micromobility on their streets and chosen to exercise their authority in different ways.

- **Commerce on the public right-of-way:** The small vehicles deployed by shared micromobility operators are commercial equipment. Though cash or credit payments are conducted through an app, the transaction is completed within the right-of-way. In most places, business cannot be conducted in the public right-of-way without an appropriate permit. Shared micromobility rentals should be regulated similarly to other businesses that operate in the public realm.
- **Public safety:** Regulations on how small vehicles are permitted to be parked on public property typically fall under the general framework of public safety. If a municipality permits an operation—whether it be an ice cream stand, outdoor dining, or a parked bike/scooter—it can designate the area where the activity is permitted to be.
- **Existing contracts:** Cities with existing contracts with operators to run local bike share systems may have exclusivity or other provisions which limit the municipalities' ability to permit additional operators of bike share to operate within the city. The specific language of the contract dictates how much the city has to do to actively discourage these other operations and may range from simple notifications to removal of unauthorized bicycles. These contracts may or may not apply to other small vehicles such as e-scooters, one wheels, e-bikes, etc. depending on the contract language.

Options for Regulation

While cities typically use competitive bidding processes and requests for proposals to manage station-based bike share systems, most cities use short term pilots and time-limited permits to explore options for shared bikes and e-scooters in their city in a controlled manner.

- **Permits:** Permits allow cities to introduce regulatory structures in a faster timeframe than traditional procurement processes, while still ensuring that equipment is deployed in a controlled, organized fashion. Permits also provide a mechanism to articulate clear metrics for success and expansion. Because permits can be (relatively easily) revoked for non-compliance with permit terms, this regulatory mechanism provides opportunities for cities to work toward policy goals—like reducing drive-alone trips or providing equitable distribution of resources for historically underserved communities—through the establishment of clear performance standards.
- **Pilots & demonstrations:** Some cities have also used short term pilots or demonstrations to similar ends. Like permits, pilots provide critical insight into how shared micromobility systems would operate on a full-scale, permanent basis within a city's local environment. The pilots or demonstrations are often followed by an assessment period where cities analyze the performance of the systems on topics such as compliance, public perception, and the resources required from a city to manage a system. Lessons learned from pilots and demonstrations should be a key part of longer term permits or future competitive bidding processes.

Shared micromobility vehicles are inconsistently defined and regulated from state to state, often leaving services in a legal grey area. It is recommended to check with your city law department to understand how state law may impact how shared micromobility services may be utilized or regulated in your state.

While governments and companies may recognize municipal boundaries, users may not. Especially in areas where multiple jurisdictions are close together, it is important to recognize that shared micromobility vehicles will migrate across boundaries. Neighboring cities should discuss and decide when regulations and regulatory structures need to be coordinated and when they can differ.



Credit: Tony Webster

2.0

General Terms & Conditions

Municipal governments are vested with the authority to regulate the public right-of-way to ensure benefits for users, and non-users, of shared micromobility systems. As these systems are operated by private companies using public space, cities must clearly define and regulate their expectations of these companies in order to maximize public benefit.

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General Provisions

Best Practice Recommendations

- Shared micromobility services should be only allowed to operate in the public right-of-way with legal permission (e.g. license, permit, contract) from the city or relevant local government.
- The city should reserve the right to:
 - Terminate permits at any time, for due cause, including causes not specified in the regulatory agreement, and require the operator to remove their entire fleet of vehicles from city streets.
 - Limit the number of companies operating (e.g. cap the number of permits or licenses issued, and/or issue exclusive contracts, permits, or licenses).
 - Limit the number of vehicles that any individual company can deploy, on a per-permit basis.
 - Prohibit specific companies from operating in the public right-of-way based on conduct or prior conduct (e.g. if a company deploys equipment prior to applying for a permit, license, or contract, or fails to comply with permit, contract, or license terms).
- Cities should limit the duration of licenses and permits to a fixed time period (e.g. 6-12 months) and require all companies to re-apply for each renewal. Contracts developed as the result of competitive bidding processes may have a longer duration. Companies should be aware that cities may update permit terms over time.
- Cities should require that operators provide written notice, at least 14 days before ceasing operations, if they are no longer willing or able to provide service in the city.

Discussion

Electric micromobility vehicles (e.g. e-scooters and e-bikes) are not legal in all states or jurisdictions. Similarly, rules for where these vehicles can operate in the right-of-way vary from state to state and city to city. In developing or permitting shared micromobility programs, cities should check state and local laws to determine if shared micromobility vehicles are legal and assess requirements for their use (geographic area, operating speed, equipment requirements, etc.).

Standards are still emerging to guide operator policies or practices or to create a floor for equipment standards. As such, cities may want to consider accreditation by, or conduct code violations recorded by, national organizations such as NABSA (US/Canada) or BikePlus (UK), in addition to examples and experiences in other North American cities when issuing permits, licenses, or contracts.

Insurance, Bonds & Fees

Best Practice Recommendations

- Cities should require operators to remain in good standing (in compliance with the payment of all fees, fines, and adhering to all data reporting and other requirements) throughout the duration of the permit.
- If the city incurs any costs for addressing or abating any permit violations, including impound fees, costs to recover a vehicle from a waterway, or other ancillary costs, including repair or maintenance of public property, the operator should reimburse the city for those costs within thirty days.
- Cities should require operators to indemnify the city and hold appropriate insurance.
- Cities should require operators to hold in escrow sufficient funds to cover the cost of removing all equipment from the public right-of-way, to be used if the company ceases operations or is otherwise required by the city to remove equipment.

Discussion

Fees should reflect both direct and indirect program support as well as programming developed to support safe, equitable use of bike and scooter share. Before developing permit fees, consider staff costs on a per-hour basis for both management (administration, evaluation, data analysis, coordination check-ins) and field operations (vehicle removal and impounding, field checks). Some cities have also had success in using per-vehicle assessment fees to create dedicated funding streams for other programming.

Cities should consider how to best assess separate program fees. Application fees are usually a fixed cost for review and management of the permit and/or contract structure. Per-vehicle fees, which could cover outreach activities and operations undertaken by the city, should be assessed based on total fleet size, and on an annual renewal and expansion basis. Cities have found success in billing on a quarterly basis.

See “Current State of Practice” for examples of fee schedules.

Enforcing Permit Terms

Best Practice Recommendations

- The city should reserve the right to suspend, revoke, and modify permits on any of the following grounds:
 - Service being operated in a manner that constitutes a nuisance or is injurious to public health, safety, and welfare.
 - Service being operated that violates any condition of the permit or city-approved application, plan, or applicable laws.
 - The operator fails to pay any fines, penalties and fees, or damages lawfully assessed upon it.
 - The operator fails to collect its vehicles within 30 days of receiving written notice from the city of impoundment.
- Cities should allow operators to have a means to appeal permit denials, modifications, or suspensions, such as by appealing to a hearing examiner within 30 days of being notified by the city of a modification or revocation of the operator's permit.

Discussion

Overseeing permit requirements typically requires cities to undertake both manual and digital compliance checks and to enforce requirements through clearly defined penalties for non-compliance. Some cities have found success in the use of temporary permit suspensions (between 48-72 hours) and fleet size reductions in place of fines for non-compliance issues. For vehicles impounded due to unaddressed, hazardous parking violations, some cities find that forbidding the company from picking up the vehicles from the impound location for 48-72 hours is an effective way to correct operator compliance issues. Cities may want to establish a system for escalating penalties (e.g. the number or frequency of infractions) leading toward permit revocation or other enforcement actions.

City staff will need to clearly define performance measures in order to fully assess operator performance and compliance. These include:

- Compliance with restricted access/prohibited areas
- Parking, distribution & rebalancing requirements
- Maintenance/equipment standards
- Customer service levels outreach
- Data integrity
- Fleet size

See further sections, as well as the “Current State of Practice” tables, for specific performance measures.



Credit: Austin Transportation Department



3.0

Scope & Operations Oversight

In order to meet defined city goals, cities should exercise control over shared micromobility systems through the development of requirements for how these systems operate.

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Fleet Size

Regulating fleet size both supports a robust availability of vehicles, while also ensuring cities have the appropriate capacity and resources to oversee shared micromobility systems.

Best Practice Recommendations

- The city should reserve the right to:
 - Require a minimum and a maximum number of vehicles that are available for public use.
 - Require operators to deploy a share or an absolute number of vehicles that meet certain vehicle types (e.g. a minimum number of vehicles or X% of the fleet be electric, lock-to, or adaptive).
 - Revoke permits if the operator does not deploy a minimum number of vehicles within a certain time (e.g. 90 days) of the issuance of their permit.
 - Increase and decrease the total number of vehicles permitted per operator, either as part of dynamic fleet caps or to reflect city priorities.
- The number of permitted vehicles and the service area for each operator must be approved in writing by the city prior to the operator implementing any changes.
- Operators cannot have below the permitted minimum fleet size, or have above the maximum permitted fleet size unless approved by city staff in writing.



Credit: NACTO

Discussion

The definition of “fleet size” varies across operators and across systems. Cities should ensure that permits and evaluation metrics include a clear, measurable definition of “fleet size.” In particular, cities should clarify how they will determine what vehicles are included in the count of the total allowed fleet, (i.e. does the count include vehicles that are inoperable, damaged, unsafe, or in maintenance, or only vehicles that are currently available for use in the public right-of-way). In determining the fleet size, cities should conduct their own analysis, based on city-identified goals and metrics (e.g. population, size and density of deployment area(s), and/or fleet sizes in comparable cities) to determine what is appropriate.

Many operators prefer dynamic fleet caps which allow them to increase or decrease the total number of vehicles they provide based on performance metrics (like rides per vehicle per day) or to reflect compliance with permit terms. Examples include:

- Rides/vehicle/day measured over an identified time frame: If an operator meets $r/v/d$, they are permitted to increase their fleet size by $X \#$ or $X\%$. If an operator fails to meet performance measures, the allowed fleet size decreases.
- Rides/vehicle/day originating or ending in city-identified targeted service areas: If an operator meets/exceeds performance standards for available vehicles in areas that have poor transit access and/or low rates of car ownership they are permitted to increase their fleet size by $X\#$ or $X\%$. If an operator fails to meet performance measures, the allowed fleet size decreases.
- Strategies that address barriers to use: Operators may increase fleet size by $X\#$ or $X\%$ for meeting provisions for unbanked populations, or providing adaptive vehicles.
- Strategies that encourage preferred parking or riding behaviors: If an operator demonstrates actions to meet the city’s goals for parking and use, they are permitted to increase their fleet size by $X\#$ or $X\%$.
- Permit compliance: Cities could adjust the allowed fleet size to reflect compliance infractions, measured in number of infractions per established timeframe.

Fleet Removal/Relocation

Inoperable, damaged, unsafe, irretrievable, and improperly parked vehicles can pose operational, accessibility, and safety concerns for users of the public right-of-way. In establishing timelines for equipment removal, cities should prioritize safe access and operation of the public right-of-way without placing an undue or unrealistic burden on the operator.

Best Practice Recommendations

- Cities should require that operators, within a set time period:
 - Remove inoperable, damaged, or unsafe vehicles from the public right-of-way.
 - Remove vehicles that interfere with, impede, or obstruct clear passage or accessibility on the public right-of-way.
 - Recover vehicles that are irretrievable by the general public (e.g. vehicles in waterways, in restricted or difficult to access areas, etc.).
 - Dispose of equipment if the company ceases operations.
- Cities should reserve the right to move, remove, and permanently dispose of vehicles at the operator's expense when the city finds it necessary to remove equipment from public space (e.g. because the operator has not responded in a required timeframe, or if the equipment poses a public safety risk).
- Cities should require operators to develop emergency management plans to address fleet removals and other issues in the case of severe weather (e.g. blizzards, floods, hurricanes etc.) and other emergencies. Such plans must be coordinated and filed with the city's emergency department or other appropriate city agencies.
- Cities should require operators to develop deployment/parking operations plans for special events (e.g. marathons, events, parades, film shoots) and routine street maintenance (e.g. snow and trash removal).
- Cities should require operators to demonstrate that they can remotely lock vehicles that are reported or believed to be inoperable, until the vehicles are removed, repaired, and placed back into public service.



Credit: NACTO



Credit: Elvert Barnes

Rebalancing & Fleet Redistribution

Vehicle rebalancing ensures access to vehicles, limits overcrowding on sidewalks, and can help achieve city-identified goals, such as “first/last-mile” connectivity and equitable access to vehicles in designated areas.

Best Practice Recommendations

- Cities should require operators to rebalance vehicles within the permitted service area.
- Cities should require operators to monitor distribution of vehicles according to parameters established by the city (e.g. dashboard service).
- Cities should require operators to submit a service plan outlining how they will deploy and maintain a specified number of vehicles or % of fleet at high-priority locations as identified by the city.
- The city should reserve the right to suspend operating permit if the operator does not comply with rebalancing requirement within specified timeframes.

Discussion

Cities and operators may have different goals for rebalancing. When it comes to fleet distribution and rebalancing, cities and operators have similar but not perfectly aligned goals. Both want to maximize the number of trips to provide people with mobility options. However, cities may want to ensure that shared mobility services focus on transit stations or are provided in all neighborhoods whereas companies may want to maximize revenues by focusing on central business districts, downtowns, and entertainment areas. Many cities have instituted rebalancing policies that require companies to rebalance their fleets to underserved neighborhoods either at the beginning or throughout the day.

Total system rebalancing is complicated by the fact that most cities have multiple companies operating in the same areas at the same times. In their efforts to grow market share, companies may want to oversaturate key areas with their brand, beyond what is required to support immediate demand. This can lead to overcrowding on sidewalks and at parking corrals. To address this, some cities have established a maximum density requirement for shared vehicles (e.g. X vehicles per company parked on any single block face measuring up to X feet unless otherwise advised by city staff).

See “Current State of Practice” for additional information.

Equipment & Vehicle Maintenance

Due to the nature of their public and often high utilization rates, shared vehicles must be robustly designed for shared use, and maintained to a higher safety standard than bikes and e-scooters meant for personal use. Cities have found equipment safety to be an item of concern.

Best Practice Recommendations

General:

- Cities should require that operators develop, and share with the city, their operations plans. At a minimum, operations plans should include detailed information about equipment maintenance and inspection schedules, repair, safe battery handling practices, and staffing and training. Key provisions include:
 - Operators must conduct full maintenance checks on each vehicle in their fleet, once a month at minimum.
 - Operators should conduct weekly on-street checks on all heavily-used vehicles (as determined by the city), and repair/replace components as needed on an ongoing basis.
 - Operators should provide a signed certification for all maintenance actions.
 - Operators must keep a record of maintenance activities, including but not limited to vehicle identification number and maintenance performed, to be sent to the city on a monthly basis.
- Cities should require that operators immediately inform the city of any incidents with e-scooters in public or private space, including but not limited to: crashes, structural integrity issues, fires, tampering, damaged/leaking batteries, and electrical/charging issues.
- To ensure rapid and appropriate responses to local issues, cities should require that operators hire locally-stationed staff to implement their operations plan, oversee and manage operations, coordinate engagement efforts, and coordinate with the city.
 - Operators must provide the city with the name and contact phone number for a senior-level local staff person who can liaise with the city at any time (24/7) to address operational issues.

Equipment Standards:

- All vehicles must comply with safety standards established by the Consumer Product Safety Commission and all other federal, state, and city safety standards:
 - For e-bikes/electric-assist bikes, refer to CPSC Public Law “107-319” (low speed electric bicycles) for maximum engine wattage. Note that these standards are evolving.
 - For e-scooters, refer to CPSC in Public Law “107-319” for weight bearing standards. Note that these standards are evolving.
 - All vehicles must be certified as safe to operate under any applicable standard by Underwriters Laboratories (UL) or an equivalent safety rating agency.

- The maximum motor assist speed for e-scooters should be no greater than 15 mph, and 20 mph for Class 1 e-bikes. Cities should reserve the right to require that operators restrict vehicle speeds to lower than 15 mph, either in specific areas or as a general rule for operations.
- A unique identifier number should be prominently displayed on both sides of each vehicle.
- Each vehicle should be equipped with on-board GPS, capable of providing real-time location data.
- All vehicles should have equipment meeting all local and state specifications, including but not limited to brakes, reflectors and lighting as set forth in relevant state codes.
- The city retains the right to suspend/terminate an operator's permit for equipment safety concerns.

Batteries:

- Cities must require operators to detail battery safety practices, including:
 - How operators will charge, store, and dispose of batteries, including timelines for disposal and contracts in place for disposal.
 - The operator's prior incidents involving battery tampering and procedures for preventing any future incidents of battery tampering.
 - Information about the battery management systems the operator uses, including where this information is stored and the level of information about battery health that the operator is receiving.
 - How the operator identifies at-risk vehicles and how the operator responds to these identified risks.
- Cities should require operators to share materials and/or describe the process for instructing subcontractors on the collection and charging of e-scooters.

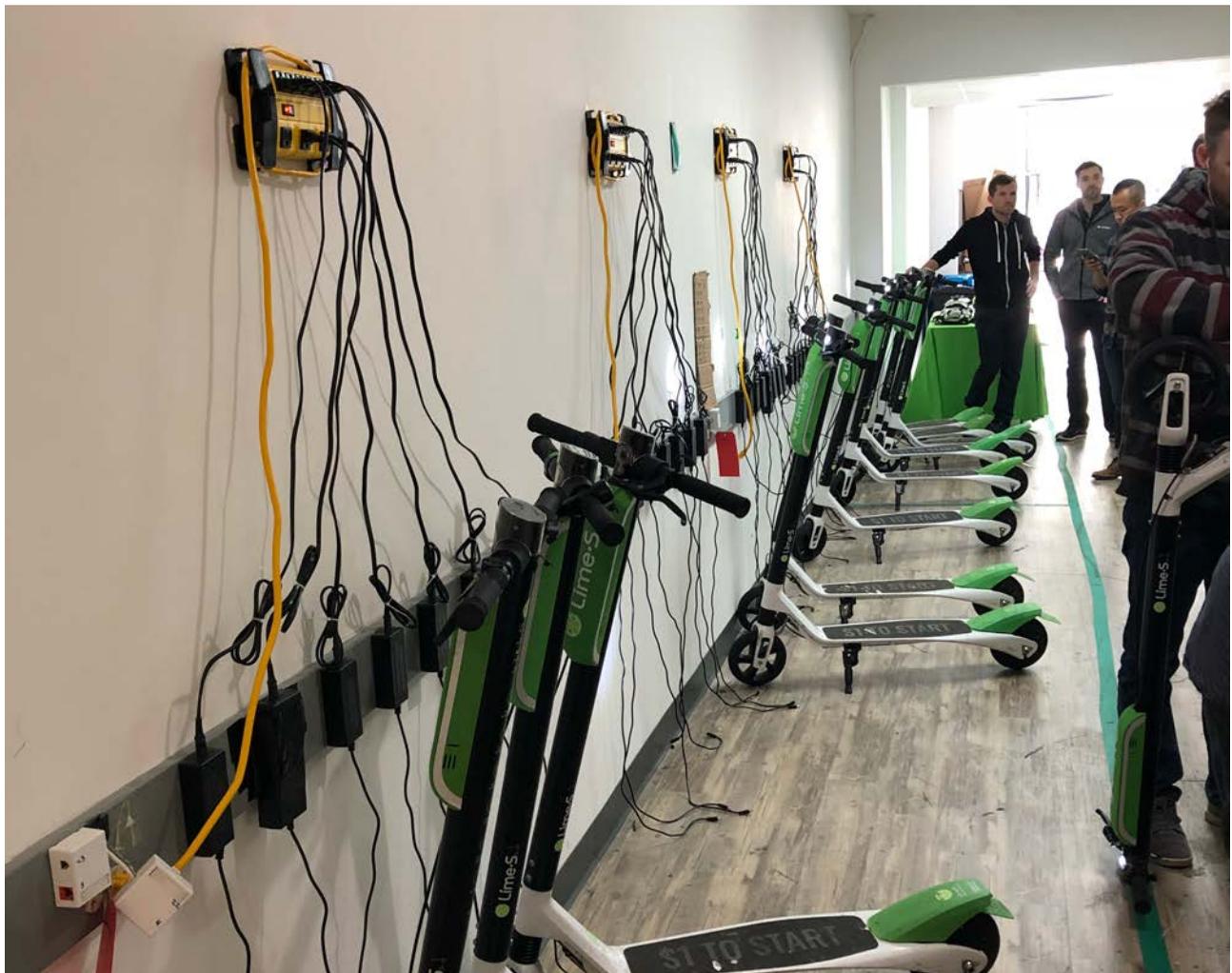
Issue Reporting & Mitigation:

- In the case of an immediate equipment safety issue of limited spread, cities should require operators to turn off the vehicle upon notification of a safety hazard, then remove the vehicle from service.
- In the case of an immediate equipment safety issue of unknown scale, cities should require operators to immediately disable all potentially affected vehicles upon notification, then remove vehicles from city streets within 24 hours until further investigation can be completed. Relaunch must be approved by the city.
- Customers must be provided with specified mechanisms (phone number, email, app feature) to notify the operator that there is a safety or maintenance issues with their vehicle.

Discussion

To date, e-scooters have been largely regulated as personal consumer products, not as shared-use fleet vehicles. As such, there are few equipment standards for features such as wheel size, center of gravity, platform size, acceleration and braking interface, and lights. In addition, there have been some reports of spontaneous battery combustion from e-scooters and e-bikes.

Preliminary reports show a higher injury and fatality rate for scooter share trips than bike share trips. Some injuries may be caused by pavement quality combined with the geometric characteristics of current scooter models: Most consumer bikes, and all shared-use bikes in the U.S., have wheels that are 26 inches or larger and most folding bike models have wheel sizes of 16 or 20 inches. In comparison, current shared scooter models have wheels measuring between 8 and 10 inches. The smaller wheel size may make pavement irregularities more dangerous to scooter riders than they typically are to bike riders.



Credit: Vox

Customer Service

Customer service should be managed by operators, but regulated by cities. Issues that the customer service operator should be prepared to address include: troubleshooting technical and operational issues, responding to complaints and requests, outreach, and providing information about the service, price, and other questions.

Best Practice Recommendations

- In addition to a customer service hotline, cities should require operators to establish a customer service center to respond to customer concerns, and at a minimum provide:
 - Pricing information, cash access and discount membership services
 - Account troubleshooting and information on policies and terms and conditions for use
 - Ways to report unsafe operations
- The customer service center must be open and provide real-time customer support by phone, online, and in-person during hours as required by the city.
- The customer service center must be capable of accepting calls/re-routed information from existing city customer service centers, such as a 311 or equivalent service.
- Cities should require operators to be staffed to receive and respond to feedback in multiple languages as specified by the city.
- Cities should require operators to provide the city with monthly reports of all correspondence received through their customer service hotline, contact email, and non-emergency hotline (if applicable). Monthly reports should include telephone wait times, email response times and a description of the nature of each inquiry. issues.

Discussion

Immediate complaint resolution must be balanced with overall system needs. Cities and operators may have different goals and items of concern. Cities, in particular, may have a lower tolerance for reports of damaged equipment or vehicles blocking sidewalks. Most cities require minimum of 1 and a maximum of 2 hours for operators to comply with complaints related to improperly parked vehicles. Cities should reserve the right to require more rapid response times to address urgent safety issues.

To improve the quality of service, many larger markets require shared micromobility providers to establish operations and customer service centers within city limits. This ensures that operators can more readily meet their operational responsibilities and better understand local conditions. In addition, to support partnerships within the local public, companies should consider renting space in existing community locations, such as community development corporations, YMCA's, etc.

Staffing & Workforce Development

Appropriate staffing is required of operators to ensure optimal operations, accountability, and continued adherence to permit requirements.

Best Practice Recommendations

- Cities should require operators to comply with all local, state and federal workplace safety and wage requirements.
- Cities should require local/regional vendor staffing, at a minimum, to consist of the following roles. In smaller markets, some of these roles can be fulfilled by the same person:
 - General manager
 - Local fleet operations manager
 - Local public outreach manager
 - A 24 hour contact person or persons, if different from above.
- Cities should require operators to show that they have made efforts to hire locally and hire from outside of the city/region only when all reasonable efforts to hire locally (career fairs, etc.) have been exhausted.

Discussion

Local community groups can be a great resource to find and train staff to manage, operate, and maintain shared micromobility systems. Cities should also consider providing incentives for specific contracting goals, such as M/WBE, returning citizens, veterans, community groups, and use of W2 employees (vs. independent contractors).

Cities have indicated that shared micromobility companies have high turnover rates for operations and city government liaison staff. At the same time, reports have surfaced about poor working conditions for front-line independent contractors. The extensive use of “gig-economy” workers by the newer shared micromobility companies, especially for recharging jobs, should be carefully monitored to ensure that equipment is being appropriately maintained and working conditions are fair and safe.

Pricing

While the price of privately-operated shared micromobility services is largely up to the operator, cities have an interest in ensuring that customers receive adequate and appropriate information about prices, price changes, and available discounts. In addition, cities have an interest in ensuring that shared micromobility services are available to people with lower incomes.

Best Practice Recommendations

- Cities should require that:
 - Operators offer income-based discounted payment plans that waive any applicable service deposits to customers at or below an income specified by the city.
 - Operators provide two-month advance notification of upcoming user price increases.
 - Operators develop a cash-based payment program.
- Operators should use enrollment in social support programs (SNAP, WIC, public housing, etc.) as acceptable income verification proxies for discounted rates and memberships.

Discussion

To encourage operators to provide discounted pricing and payment options, some cities report success in using incentives (e.g. fleet size increase) for operators that increase sign-ups and ridership for users with lower incomes. Some operators have had success in developing partnerships with local direct-service community groups to drive enrollment. In addition, using in-person operations centers can facilitate the management of inquiries related to discounted rates, cash acceptance, and reloadable prepaid fare card options.



4.0

Public Engagement

Public engagement has a vital role in the adoption of new mobility systems. Introducing or expanding shared micromobility options provides cities with opportunities to support necessary programming that can increase ridership and help meet mobility needs. Public engagement is resource-intensive, and cities often have limited ability to conduct robust public engagement processes. For shared micromobility to thrive, operators must share the task of developing and implementing all activities and materials related to the safety, use, and promotion of bike and scooter share.

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Staffing & Events

Public events, demonstrations, and learn-to-ride classes are key components of strong public engagement. Events can help teach people how shared micromobility services work and can inform planning and implementation decision-making.

Best Practice Recommendations

- Cities should require that companies develop and share with the city outreach and engagement plans. The plans should outline how the company will communicate on an ongoing basis with the public about their product and how to use it. This should include, but not be limited to, discounted rates and non-smartphone payment options, pricing changes, safety, system planning and expansion, and operational changes.
- Cities should require that operators hire staff to coordinate, run, and support city-initiated engagement and rider education efforts, including but not limited to fairs, festivals, and neighborhood meetings.
- Cities should require that operators develop or support in-person pop-up safety demonstrations at a frequency and in locations determined appropriate by the city, with that frequency re-assessed with each fleet expansion.

Outreach Materials & Campaigns

Intentionally diverse and expansive communication campaigns are key to expanding the reach of information to prospective riders and non-riders alike.

Best Practice Recommendations

- Cities should require that operators develop outreach and education campaigns as requested by the city and support/promote city-initiated campaigns. Outreach and education campaigns should be sure to engage pedestrians, people with disabilities, and older adults.
- All public-facing communications (websites, marketing, social media) should be in all languages required by the city.

Pricing & Discount Programs

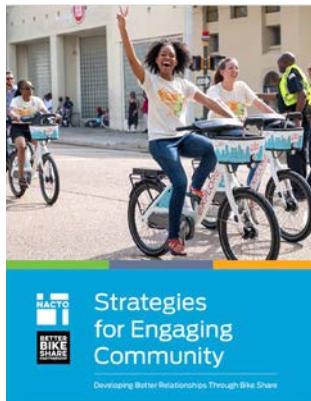
Affordability is a basic component in addressing barriers to use for shared micromobility. Ensuring equitable access requires accommodations that expand access for people with lower incomes.

Best Practice Recommendations

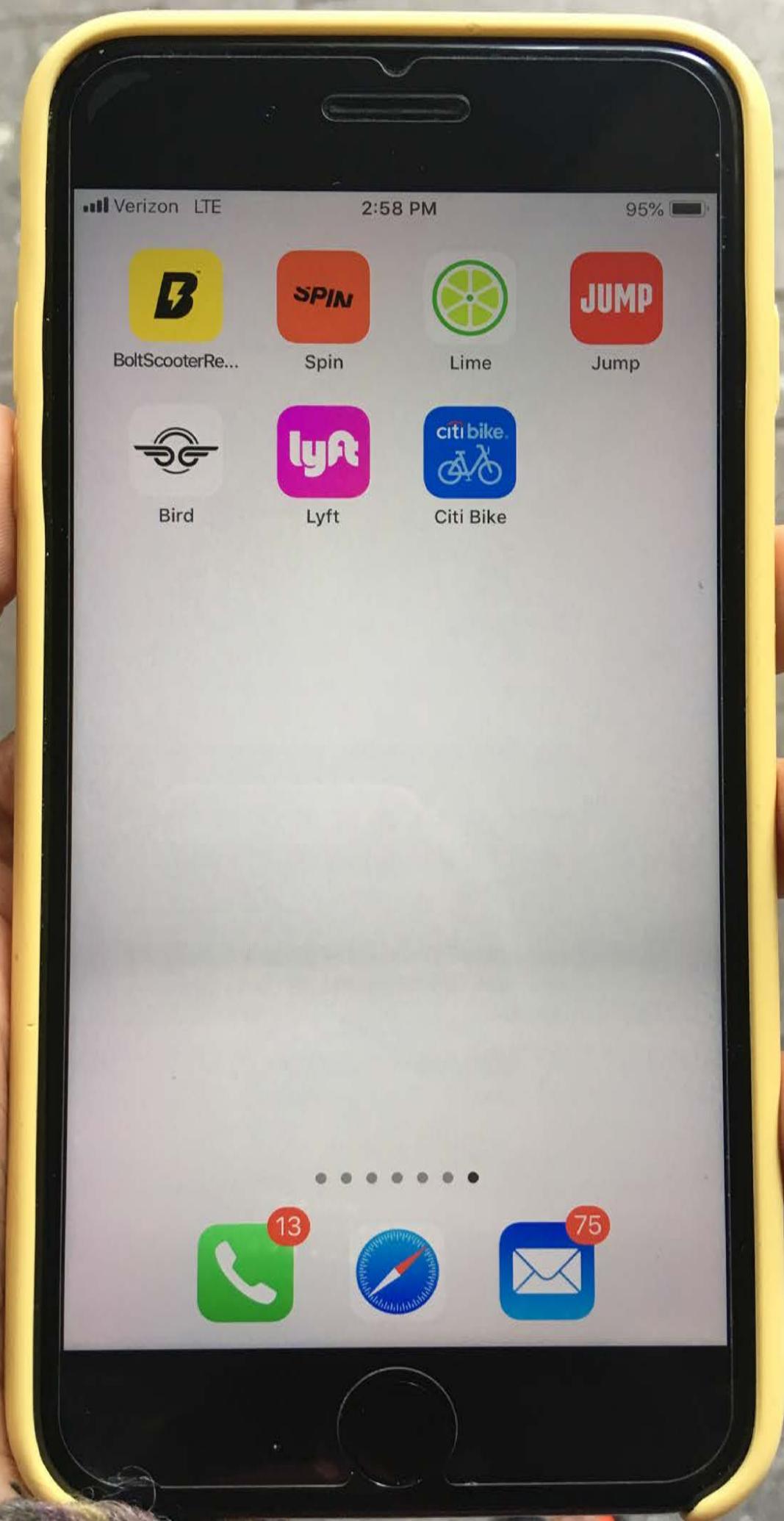
- All fees and costs (including penalties), the system's terms of service, and user instructions should be easily accessible to the public, both online and printed. Print materials should be distributed at a frequency and in target areas specified by the city.
- Information on income-based discounts, and cash-access programs should be heavily advertised and easily accessible both in-app and online.

Discussion

Shared micromobility system work best when they are planned with rather than for communities. Public engagement should be dynamic, intentional, and iterative. To address longstanding structural inequities, cities and operators should develop engagement programming that meets the needs of disadvantaged populations first, as those solutions can most often be extrapolated to the population at large. Effective public engagement can often reveal localized circumstances that could impede or enhance the success of shared micromobility systems. Strong public engagement planning for shared micromobility includes ensuring sufficient resources for management, outreach, marketing, and education.



Public engagement must be at the fore of shared micromobility advocacy, planning, implementation and operations. Refer to NACTO's **Strategies for Engaging Community**, and to the **Better Bike Share Partnership** for additional resources.



Verizon LTE

2:58 PM

95%



BoltScooterRe...



Spin



Lime



Jump



Bird



Lyft



Citi Bike



13



75

5.0

Mobility Data & User Privacy

Cities need access to the data generated by shared micromobility and other mobility service providers. This information ensures that city governments can effectively regulate and make informed decisions about what is happening on the public right-of-way and how it might impact safety, health, equity, environmental outcomes, and the distribution of people and resources.

Best Practice Recommendations

- Cities should require that operators provide trip data at a level of detail and frequency that allows them to accurately determine permit compliance, evaluate system performance and impact, and answer other planning, research, regulatory, and compliance questions.
- Cities should reserve the right to:
 - Specify new data formats and requirements as new technology is developed.
 - Share data with third-party researcher/organization to fulfill planning, research, regulatory, or compliance needs.
 - Hire a third party to perform security audit at any time the city determines an audit is warranted.
 - Request aggregated reports on system use, compliance, and other aspects of operations (e.g. parking complaints, crashes, damaged or lost small vehicles).
 - Suspend/revoke permits of operators found to be submitting incomplete or inaccurate data, such as under or over-representing the total number of units in service.
 - Require that companies send an opt-in user survey to all users for cities to better understand the users of a system for planning purposes.
 - Restrict operators from collecting personal data related to race, gender, religion, or age, except for survey data collected on an opt-in basis and for a public purpose expressly set forth by the city.
 - Restrict operators from instituting retroactive changes to privacy policies or terms of use.

- Cities should require operators to develop, implement, and share a privacy policy that complies with relevant state and federal laws/acts. At a minimum, this policy should include:
 - Recognition that trip data can become personally identifiable information, especially when combined with other data sources, and should be treated as such in policy and practice.
 - Defined limitations on collection, storage, or usage of any personal data or personally identifiable information of program participants to the satisfaction of the city.
 - Protocols for who has access to data and what to do in the case of data breach.
 - Protocols for records retention in full accordance with local and state policies.
- Cities should require operators to prove that they are in compliance with contractual requirements, industry standards, and laws regarding data privacy and consumer data protection.
- Cities should require operators to make its policies, procedures and practices regarding data security available to the city upon request.
- Cities should require that companies make real-time available vehicle location data available to the public for use in creating apps that are not affiliated with the companies or the city.

Discussion

Most cities use a combination of data formats and tools to gather and analyze data provided by shared micromobility companies. The two most commonly specified data formats are the **General Bikeshare Feed (GBFS)** and **Mobility Data Specification (MDS)**. Data produced via the MDS feed can be run through the **SharedStreets** Mobility Metrics plugin, or through a similar tool, in order to aggregate data to protect personal privacy while ensuring data quality for analysis and regulation.

For more information:

- **MDS** - Open Mobility Foundation
- **GBFS** - NABSA
- **SharedStreets Mobility Metrics** plugin - SharedStreets

With the rise of shared micromobility and app-enabled ride-hail services, cities and operators must grapple with important questions about data privacy. To address this, city transportation departments are coordinating with their legal departments to develop or update protocols for how to handle, store and protect data. In particular, ensuring that geospatial trip data is treated as personally identifiable information (PII) is an essential part of best practice data management.

Discussion (continued)

Shared micromobility services provide opportunities for cities to gather information about how and why people move around a city that can be used for service planning or to inform policy decisions. In planning for and permitting shared micromobility services, cities should explore options for gathering information through online and phone user surveys and in-person intercept surveys. If possible, surveys should be conducted during the pre-launch and pilot periods, as well as during full operation to best understand how shared micromobility services are used and identify other trends in how residents move around the city. To conduct statistically rigorous surveys, many cities have found success in collaborating with local institutions such as local health departments. Cities can also gain additional insights by coordinating their survey questions with those asked in other cities to benchmark their results and generate a clearer picture of shared micromobility use.



Refer to NACTO's **Managing Mobility Data** for additional information and resources.



For additional information on surveying, check out NACTO's **Intercept Survey Toolkit**.



6.0

Infrastructure

Infrastructure is essential for shared micromobility to succeed as a viable transportation option. Cities must build out bike lane networks that encourage and protect riders. They must also decide where in the right-of-way shared micromobility vehicles should be parked and what locking requirements are appropriate for their city.

Working with companies, cities must develop ways to clearly articulate information about where to ride and park to the public to ensure that shared micromobility vehicles do not impede people using the sidewalk, especially people with disabilities. Finally, cities and companies must determine how to clearly identify and communicate to the public places where riding shared micromobility vehicles is restricted or banned.

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Shared Micromobility Parking

In permitting shared micromobility companies to operate in the public right-of-way, cities must decide where is appropriate for companies and customers to leave their vehicles. Increasingly, cities and operators are striking a balance by encouraging customers to use “corrals” or designated shared micromobility parking zones in high volume or crowded areas, but also allowing users to drop off vehicles in the furniture zone of sidewalks. Designating locations provides cities and operators more control over the start and end location of vehicles, increases predictability for users and non-users alike, and reduces encroachment in the public right-of-way.

In Street Option

Seattle



Credit: Seattle DOT

In Street Corral

Washington D.C.



Credit: NACTO

Docking Points

Sidewalk Option

Seattle



Credit: Elvert Barnes

Painted Corral with Racks

Orlando, FL



Credit: City of Orlando

Painted Sidewalk

Atlanta



Credit: NACTO

Marked Location on Sidewalk

Best Practice Recommendations

General:

- Cities should require that operators develop and share with the city a parking management plan that outlines vehicle parking strategies and priorities. At a minimum, this plan should describe how the operator will:
 - Deploy geofencing capabilities (if applicable).
 - Communicate with customers about appropriate parking locations.
 - Detect and move improperly parked vehicles and respond to city requests.
 - Staff rebalancing services and train staff to ensure that vehicles are parked correctly
- Operators should have a means of communicating with the user when a scooter has been parked in a non-permitted area. The communication to the user should be sent electronically at the end of the ride.

Corrals & Designated Parking Areas:

- At the city's request, operators must geofence special parking zones, special events, and other locations in their app within 48 hours of notice.
- Corrals should be marked with neutral, non-branded, or universal-branded signage to best inform customers of where vehicles should be parked.
- In determining appropriate parking locations, most cities use the following guidelines:
 - Vehicles should not be parked within 5'-15' of a crosswalk or curb ramp.
 - Vehicles parked on sidewalks may only be parked in the street furniture zone, unless otherwise permitted by the city.
 - A minimum 6' clear path is required for all sidewalk corral locations.
- If using bike racks or other lock-to equipment, cities should ensure that shared micromobility vehicles do not restrict parking options for people using personal bikes and e-scooters.
- Cities should reserve the right to approve all corral or designated parking locations and plans.



Refer to NACTO's **Bike Share Station Siting Guide** for additional information and resources.

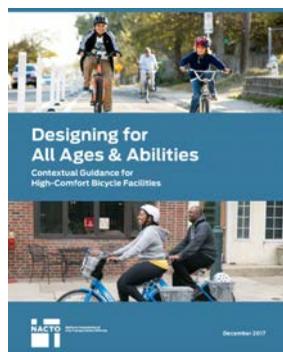
Discussion

Shared micromobility corrals and “stations” strike a balance between ease-of-use and predictability. While dockless services were initially developed to allow customers to pick up or drop off vehicles anywhere, cities and operators have increasingly shifted toward corral-based systems which encourage customers to pick up and drop off vehicles from designated areas on the sidewalk or in the parking lane. While not every location needs designated shared micromobility parking, corrals and designated areas are particularly important in higher volume or crowded areas where many trips start and end and where sidewalk space is at a premium. When provided, customers often do not have to use the corrals, but operators must rebalance vehicles to those locations.

Corrals and designated parking areas can be demarcated with signage, planters, or flexible delineators to increase visibility and provide protection from moving vehicles. Cities may have to allocate staff time to identify locations and conduct necessary outreach with communities.

The parking lane or street space (e.g. daylighted areas, curb extensions etc.) is the best place for designated shared micromobility parking. Large numbers of shared micromobility vehicles on the sidewalk can block accessible travel paths and can prohibit safe movement for people with visual disabilities, people using wheelchairs and other wheeled vehicles, and people maneuvering strollers. The Seattle Department of Transportation and Rooted in Rights have developed a **video** to explain proper bike share parking to maintain accessibility for people with disabilities. In addition, in many cities, riding on the sidewalk is illegal; providing sidewalk parking can confuse customers about where they are allowed to ride.

Geofencing is an emerging technology, and is currently limited in its accuracy. Providers should continue to expeditiously develop more accurate GPS as a core part of system tracking. In the meantime, geofencing is not sufficient to be solely used to enforce or verify proper parking by users. Most geofencing technologies use GPS, which as currently installed in most shared mobility devices is accurate to within 5-10 feet, making it more useful in delineating where bike and scooter use is prohibited or restricted (such as in speed) for larger areas such as beach boardwalks, popular shared-use paths, specific streets, campuses, or parks. To date, there has been no success with prohibiting bike and scooter use on smaller footprints such as sidewalks.



Refer to NACTO's **Designing for All Ages & Abilities** for additional resources on building safe places to ride.

Providing Safe Place to Ride

To fully realize the potential of shared micromobility, cities must redesign their streets so that everyone has a safe, low-stress network of places to ride. Poor or inadequate infrastructure leads to increased injuries and fatalities. In places without clearly marked, safe places to ride, riders often report feeling safer riding on the sidewalk even though sidewalk riding is often illegal.

Best Practice Recommendations

- Cities should develop a legal and operational mechanism to direct permit fees to city infrastructure projects, such as building protected bike lanes or shared-use paths.
- Cities should convene to discuss how street design standards may need to change to accommodate a wider array of low-to-moderate speed micromobility vehicles.
- Cities should prioritize the development of bikeways that are safe and comfortable for users of all ages and abilities.

Discussion

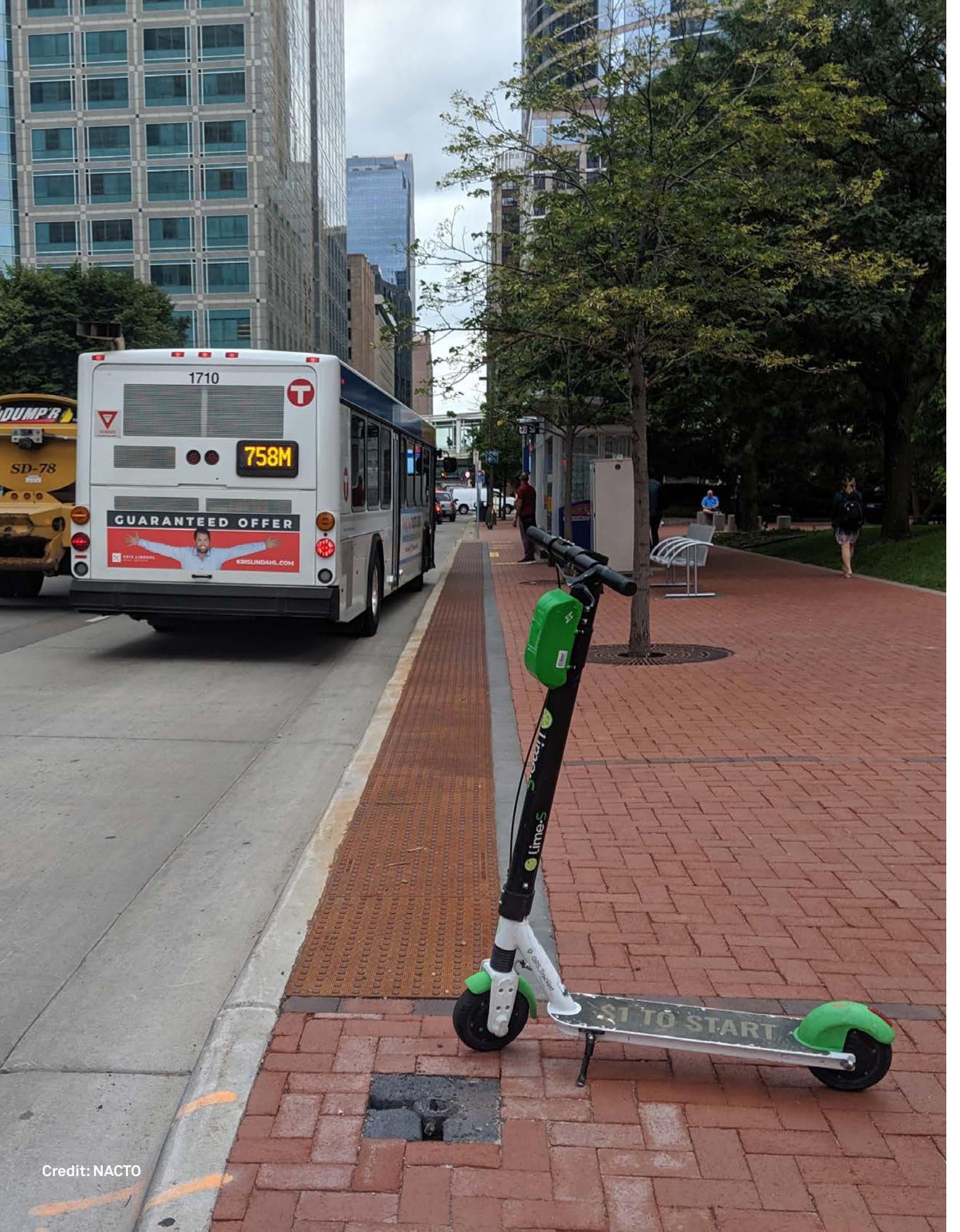
The rapid adoption of shared micromobility services, 84 million trips in 2018 alone, means that **cities may have to speed up implementation timelines for building high-quality bike infrastructure** and consider how rising volumes will impact design specifications. In particular, engineers, planners and designers will need to consider what kinds of vehicles belong in bike lanes, and what factors (e.g. speed, rate of acceleration, maneuverability), should help determine what is allowed where.

Restricted/Limited Access Areas

Some cities have areas where shared micromobility services may not operate or where vehicles must move at slower speeds to ensure safety.

Best Practice Recommendations

- Cities should identify and define areas where shared micromobility services should be non-electric only, or otherwise restricted in operation (not allowed, or restricted in speed).
- Operators must comply with geofencing requests to prohibit vehicle use in locations or during events as identified by the city. (Note geofencing technology limitations, as detailed on page 39).
- Cities should require that operators limit speeds to appropriate levels. Operators must employ speed reductions in high-pedestrian, high-utilization and prohibited spaces upon request from the city.
 - Unrestricted: 15 mph
 - Slow zone: 5-12 mph
 - Non-electric vehicle: 0-3 mph
 - Prohibited spaces: User must walk vehicle
- Operators should be required to include an in-app explanation of geofencing (both area designations and the process that is initiated if a user enters a restricted area).
- Cities should provide operators with shapefiles to indicate geofenced borders in order to ensure compliance and accurate communication across operators.



7.0

Current State of Practice

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Vehicle Requirements		
City	Max Vehicles Permitted	Speed Maximum
Austin	500 per company for the initial release	20 mph for e-scooters and e-bikes
Baltimore	1,000 - 2,000 per applicant	Citywide:15 mph Reduced: 8 mph
Bellevue	200 e-bikes	20 mph Class 1 + 2 e-bikes 28 mph Class 3 e-bikes
Charlotte	N/A	15 mph for e-scooters 20 mph for e-bikes
Chicago	2,500 - 3,500 citywide	15 mph
Denver	500 per operator for e-bikes 350 per operator for e-scooters, etc	N/A
Durham	600 e-scooters 1,200 bikes/e-bikes	N/A
Ft. Lauderdale	500 per company for the initial release	N/A
Los Angeles	3,000 per applicant	15 mph
Oakland	N/A	15 mph for e-scooters
Santa Monica	3,000 total citywide	15 mph for e-scooters 20 mph for e-bikes
Seattle	20,000	15 mph
Washington D.C.	600 per permit type (bike or scooter) with quarterly performance based increases ranging from 0-300	10 mph for e-scooter 20 mph for e-bikes

Fleet Requirements			
City	Fleet Size Adjustments	Distribution Requirements	Max # of Companies
Austin	If average r/v/d falls below 2, a portion of the fleet may be required to be relocated. If r/v/d is 3 or higher, increments of 250 additional vehicles may be deployed..	Operators are licensed to operate in Austin’s downtown Austin project coordination zone with supplemental licenses to provide additional units in areas outside of this area. The Director may require a reduction in a licensee’s total number of units based on the overall number of units concentrated within a specific area.	10
Baltimore	Based on requirement compliance, utilization, and performance.	No more than 12 vehicles per Block Face, except as may be permitted to accommodate a special event. If more than 35% of fleet is located in any one zone, permit holder must redistribute vehicles.	N/A
Bellevue	Based on requirement compliance.	Minimum allowed service area defined; citywide distribution incentivized. Operators must rebalance to designated bike hubs. 50% of fleet or more at Activity Centers, 10% at Bus Stops, 15% in Neighborhoods.	N/A
Charlotte	A dynamic cap based on average number of r/v/d, requirement compliance and performance.	N/A	N/A

Fleet Requirements			
City	Fleet Size Adjustments	Distribution Requirements	Max # of Companies
Chicago	Based on requirement compliance, utilization, and performance.	Daily 5 a.m. rebalancing requirement. Must have at least 25% of scooters in Priority Sub Area 1 and at least 25% of its scooters in Priority Sub-Area 2, distributed proportionately at the beginning of each day.	N/A
Denver	Based on requirement compliance, utilization, and performance.	Vehicles that are part of the “opportunity area” fleet will be required to be rebalanced back to designated opportunity areas at least once per day.	5
Durham	Based on requirement compliance, utilization, and performance.	At least 20% of devices within designated census tracts.	N/A
Ft. Lauderdale	Up to 250 additional vehicles after 30 days of service subject to approval.	N/A	N/A
Los Angeles	An additional 2,500 scooters allowed in non-San Fernando valley disadvantaged communities. 5,000 allowed in the San Fernando Valley disadvantaged communities.	N/A	N/A

Fleet Requirements			
City	Fleet Size Adjustments	Distribution Requirements	Max # of Companies
Oakland	Based on requirement compliance, utilization, and performance.	Over 50% of scooters must be deployed in defined Communities of Concern.	N/A
Santa Monica	Can increase the fleet size for achieving 3 r/v/d (e-bikes) or 4 r/v/d (scooters).	Maximum of 1/3 of total vehicles may be in the downtown district.	N/A
Seattle	Vendors who deploy adaptive cycles receive application preference and could get a bonus of up to 1,000 extra devices.	Minimum of 10% of vehicles available across three equity focus areas.	10
Washington D.C.	Based on requirement compliance, utilization, and performance. Increases of up to 25% per quarter may be allowed at DDOT's discretion. Permit holder may request fleet expansion above twenty-five percent (25%) but not more than fifty percent (50%) for demonstrated exceptional performance.	Minimum of 6 vehicles available in each ward (at 6 AM each day).	10 per vehicle type

Data Requirements	
City	Data Reporting Methods
Austin	Austin Dockless API
Baltimore	Publicly available API MDS compatible API
Bellevue	MDS compatible API GBFS compatible API Third-party analyst via API
Charlotte	Monthly Reports MDS compatible API
Chicago	MDS compatible API GBFS compatible API
Denver	API Monthly Reports
Durham	Third party provider
Ft. Lauderdale	Monthly data report
Los Angeles	MDS compatible API
Oakland	Publicly available (GBFS) API MDS compatible API GBFS compatible API
Santa Monica	MDS compatible API GBFS compatible API Weekly and Monthly Reports
Seattle	MDS compatible API
Washington D.C.	DC Dockless Data API

Fees					
City	Application/ Permit Fee	Per Device Fee	Per Trip Fee	Performance Bond	Relocation/ Removal
Austin	N/A	\$60	N/A	\$100/device	Invoice the companies
Baltimore	TBD	TBD	\$0.10	\$10,000	\$220 for first 5 scooters seized at one time, \$44 per additional seized scooter; \$220 for first 3 e-bikes seized at one time, \$73 per additional seized e-bike; \$15 per day for each group (up to 5 scooters 3 e-bikes) for storage
Bellevue	\$226 permit application fee \$6,855 annual ROW lease fee	N/A	N/A	\$10,000	Cost recovery
Chicago	\$250	\$120	N/A	N/A	\$100 per scooter
Denver	\$150 application \$15,000 permit fee	N/A	N/A	\$20 bikes/\$30 e-scooters	N/A
Durham	\$1,000 application \$500 renewal	\$100 e-scooters \$50 e-bikes	N/A	\$10,000	\$50
Ft. Lauderdale	\$150 application \$100 annual permit	\$10	N/A	\$80/vehicle	\$75 + \$50 per day for storage

Fees

City	Application/ Permit Fee	Per Device Fee	Per Trip Fee	Performance Bond	Relocation/ Removal
Los Angeles	\$20,000	\$130 \$39 in disadvantaged communities	N/A	\$80/vehicle	Reimburse the City and storage fees
Oakland	\$2,500 application \$30,000 permit fee	\$64	\$0.10 when parked or left standing in a metered zone during hours of operation	N/A	\$50 + \$140 per hour for confiscation
Santa Monica	\$20,000	\$130 + \$1/day	N/A	N/A	
Seattle	N/A	\$50	N/A	\$10,000	Cost recovery
Washington D.C.	\$75 application and technology \$250 initial permit fee \$100 annual fee	\$60 (pro-rated by month)	N/A	\$10,000	All costs from bond

Employee Requirements	
City	Requirement
Chicago	Vendors are encouraged to include in their hiring plan steps they will take to identify, train, and employ local residents that have been historically disadvantaged in participating in the local economy. Vendors are also encouraged to have specific contracting goals for minority and women-owned businesses including, but is not limited to, the creation of local workforce development and training programs, and the establishment of partnerships with local workforce development and training programs or organizations. (d) Vendors are encouraged to hire: (i) 75% of their staff from Chicago; and (ii) at least 30% of their staff from job training placement programs operating in Chicago.
Oakland	Vendors are required to include a hiring and labor plan, including number of full time employees and contract employees expected to be employed in Oakland. If charging or servicing of Scooters is contracted to a third parties, Operators must take steps to prevent conflicts between contractors seeking to charge or service scooters.
Seattle	The vendor shall compensate all employees consistent with Seattle’s minimum-wage laws in SMC Chapter 14.19. The vendor shall comply with all local, state, and federal workplace safety requirements.
Washington D.C.	When applying, operators must specify how they will advance skills training for staff and contractors, and how operators will make efforts to hire a local workforce.

Adaptive Device Requirements	
City	Requirement
Baltimore	Adaptive vehicles are not counted towards the maximum number of allowed vehicles
Bellevue	Incentive (choice of fee reduction or fleet bonus) to provide adaptive devices equal to 5 percent of total fleet.
Los Angeles	No minimum fleet size for fleets consisting solely of nonelectric adaptive bikes. Operators with a less than 50% electric fleet must reserve a minimum of 1% of their fleet size for adaptive bicycles
Oakland	Operators must provide Adaptive Scooters for persons with disabilities. The total percentage of Adaptive Scooters shall be based on expected need, performance, and usage. If the operator is unable to deploy Adaptive Scooters at the time of permit issuance, they must submit a plan to do so, within 3 months.
Seattle	Permit fees are used to partner with existing providers to increase adaptive cycling access. Operators are strongly encouraged to deploy adaptive cycles as part of their fleets with a bonus of +1,000 vehicles as incentive.

Discounted Pricing Programs	
City	Requirement
Baltimore	Low-income plan required. Variable pricing only allowed if proven to increase equity.
Chicago	Operators are required to provide programs for nonsmartphone and cash-based access
Oakland	Operators are required to provide a discounted plan equivalent to \$5/year (unlimited 30 minutes trips) for users with low income and implement a marketing and targeted outreach plan. Cash payment and non-smartphone access options are also required.
Seattle	If an operator's fleet is majority electric, the operator must provide discounted access at no more than \$1.50 per hour. Operator must also provide cash and non-smartphone payment options.
Washington D.C.	Operator are required to provide a low-income customer plan that waives vehicle deposit fees and provides unlimited trips under 30 minutes. Operator must also provide cash and nonsmartphone payment options.

Multi-Language Requirements	
City	Requirement
Baltimore	5 required languages for company website and 24-hour customer service line.
Bellevue	6 required non-English languages for company website and mobile app
Chicago	6 required languages for 24-hour customer service line.
Oakland	At a minimum 2 required languages for company website, call center and mobile application.
Santa Monica	Customer support service in multiple languages is preferred.
Seattle	8 required languages for marketing materials, rider education signage, required disclosures to riders and all required contact methods.
Washington D.C.	Operators are encouraged to maintain a multilingual website.

Parking Requirements

City	Requirement
Austin	Dockless bikes and scooters may only be parked in the furniture zone, at a bike rack, or in a painted corral.
Bellevue	Out-of-Hub Parking Penalty – \$1 per trip ended outside of bike hubs beyond the monthly target percentage allowed.
Chicago	Operators must use photo and geofencing technology to ensure parking compliance. Operators must require customers who rent scooters with a smartphone to send photos of their properly-parked scooters at the end of the trip.
Denver	Operators are required to install and maintain painted dockless parking zones at a rate of up to 1 zone per 10 permitted fleet vehicles.
Oakland	Operators must propose a minimum of 1 designated scooter parking area per 15 permitted scooters. Lock-to scooters are also permitted.
Santa Monica	Scooters may be parked in the furniture zone, painted corrals, or at bike racks. There are additional geofenced restrictions.
Seattle	Bikes may be parked in the furniture zone, at a bike rack, or in a bike share parking area. Permit fees used to build designed parking areas, and vendors required to mark these in-app.



ClimateWorks
FOUNDATION

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