

29 January 2021

Evaluation report

Public Hire Electric Scooter Proposals

Wellington City Council

This report summarises the outcomes of the evaluation of proposals for new licences of public hire e-scooter operations in Wellington City

Executive Summary

Wellington City Council (WCC) is nearing the completion of an initial trial licencing period of 18 months for public hire electric scooter (e-scooter) schemes.

Based on the assessment of this trial period as well as ongoing operations and public feedback, escooters have been considered a successful addition to the transport system. As a result, WCC wish to continue to enable micromobility services to be provided in Wellington City.

On 20 November 2020, WCC issued a public Request for Proposal (RFP) to build upon the success of the shared e-scooter trial period.

The intent is that there will be no more than two licences issued for a duration of three years. The intent is for an initial, total e-scooter cap of 800 vehicles (spilt 400 per operator if two operators are confirmed).

Four strong proposals were received, and these have undergone a robust evaluation process in relation to criteria set by WCC, including alignment with the WCC Electric Scooter Share Code of Practice.

The evaluation process concludes that the highest rated proposals were received from operators called Beam and Flamingo.

Both operators have demonstrated a strong focus on operations, safety, sustainability and an ability to meet local requirements as set out in the Code.

Based upon the outcomes of this evaluation process, it is recommended that WCC proceed to issue licences to Beam and Flamingo for 400 scooters each.

This should include further discussions with both operators on a detailed implementation and operations plan.

Report Author:
Dougal List, Senior Associate
RDC Group

1. Context

In June 2019 the WCC licenced two companies (JUMP and Flamingo) to operate public hire electric scooter schemes in Wellington on 18-month trial licences. The trial was evaluated from 18 June 2019 to 18 December 2019, with companies allowed to continue operating for a further 12 months while the trial was further evaluated and long term policies implemented.

Both companies were licenced to operate 400 electric scooters for the duration of the trial period. Before the COVID alert level restrictions shared e-scooter users were on track to take over one million trips in the first 12 months at an average of 2,960 trips per day.

Through the trial, micromobility and specifically e-scooter share has shown its ability to help the WCC meet policy outcomes set out in Wellington towards 2040: Smart Capital, Let's Get Wellington Moving and Te Atakura - First to Zero.

During the 18-month licence period, JUMP made a decision to withdraw from Wellington. A licence was subsequently granted to Lime in July to take over JUMP operations.

Based on the assessment of this trial period as well as ongoing operations and public feedback, escooters have been considered a successful addition to the transport system. As a result, WCC wish to continue to enable micromobility services to be provided in Wellington City.

On 20 November 2020, WCC issued a public RFP to build upon the success of the shared e-scooter trial period.

The intent is that there will be no more than two licences issued for a duration of three years. The intent is for an initial, total e-scooter cap of 800 vehicles (spilt 400 per operator if two operators are confirmed).

Expectations of the operators of shared e-scooters are set out in the WCC Code of Practice (version 6.1 dated 18/11/2020).

WCC intend to licence the companies via the Trading in Public Places Policy. The final terms of the licence are negotiable upon notification of a successful proposal(s).

2. Purpose of this report

WCC commissioned this report to document the process and outcomes of the evaluation of the proposals received to licence public e-scooter operations under licence in Wellington City.

The process, criteria, outcomes and recommendations from this process are set out below.

3. Limitations

This report does not consider the legalities of bylaw licencing controls or the requirements of current NZ rules and regulations. Nor does this report consider any relevant health and safety regulations or consumer legal rights. The report focuses on the evaluation criteria, process and outcomes.

We cannot therefore warrant against any errors or factually incorrect information in this report. It has been developed for the sole benefit of WCC to inform its consideration of the practical implications of the implementation of a public e-scooter licences in Wellington.

4. Request for Service process and criteria

On 20 November 2020, WCC issued a request for proposals (RFP) for public shared electric scooters via the WCC website and also to selected operators based on WCC knowledge of potential suppliers and past performance across New Zealand. A copy of this request is set out in Appendix 1. Proposals were due 8 January 2021. Four proposals were received.

The RFP outlined the evaluation process and criteria by which the proposals would be considered and sought proposals that would:

- Maintain the safety, accessibility and amenity of pedestrians in Wellington
- Ensure the safety of shared e-scooter users in Wellington
- Provide a tailored service unique to the needs of Wellington
- Improve sustainability of transport choices available to Wellingtonians
- Reduce the number of car trips in Wellington
- Provide efficient last mile connections with public transport

The RFP set out specific sections to cover aligned to the assessment criteria within a 35-page limit.

The RFP also sought proposals that address the Code of Practice and describe how the specific requirements set out in the Code will be met.

5. Evaluation process

The evaluation process and licencing is based on a four-step approach.

The initial process is undertaken by the evaluation panel which consisted of:

- Anna Blomquist, WCC Transport Planning Manager (Acting)
- Hugh Wilson, WCC Project Manager Innovating Streets (RFP process lead)
- Jacqui Austin, Team Leader, Street Activities and Audit Coordination
- Dougal List, RDC Group Senior Associate (evaluation panel coordinator)

All of the members of the evaluation panel have confirmed that they have no conflicts of interest in relation to the potential operators. Anna Blomquist and Hugh Wilson have an existing operational relationship with Flamingo and Lime.

Step 1 of the process involved individual evaluation of the proposals by the panel to ensure it met the RFP requirements and to evaluate each proposal in relation to the weighted score attributes (as per Table 1 below). All four proposals were considered to be complying as a result of this initial assessment.

Table 1: Assessment criteria and weightings for the RFP

Weighting	Criteria
30%	Provided operational plan outlining compliance with the code of practice In addition to the safety, sustainability and understanding Wellington criteria below particular attention will be paid to communications, operations, customer experience and education and the specific conditions.
10%	Qualifications and experience
30%	Demonstrated safety & risk management plan that includes plans for both customers and staff Provided plan to monitor and attend to fallen and illegally parked scooters Usability demonstration and trial offered
15%	Evidenced commitment to meeting sustainability and whole of life emissions operational targets outlined in code of practice Provided end of life recycling and disposal plans for equipment and parts Provided examples of steps already taken to meet these provisions
15%	 Understanding of Wellington Displayed an understanding of how tenderers proposal can help the Council achieve its transport goals Demonstrated ability to offer other micromobility services to Wellington City
Pass / fail	Financial Confirmed ability to comply with licence fee structure Confirmed ability to comply with \$25 Per licenced scooter bond Evidenced general statement of company's financial position

Each of the criteria was scored using the following rating schedule in Table 2 which was multiplied in relation to the weighting to give a total score out of 100.

Table 2: Rating schedule for RFP

Score	Description	Definition
90, 95 or 100	Excellent	Demonstrates exceptional compliance of ability to convey exceptional provision of the requirement
75, 80 or 85	Good	Requirements are fully covered in all material aspects
60, 65 or 70	Above average	Requirements are adequately covered
50 or 55	Average	Adequate, with some deficiencies that are not likely to have any adverse effect
40 or 45	Below average	Barely adequate and would need considerable improvement in this attribute, if selected

A usability demonstration of each of the operators was undertaken with the evaluation panel on 27 January 2021. This involved an opportunity to explain the operating model and demonstrate the proposed scooters in a practical setting.

Steps 2 and 3 involved a session of the evaluation panel on 28 January to moderate and complete the evaluation process. This included testing and challenging outlier scores to ensure a consistent approach to evaluation and scoring.

This process confirmed ranking and acceptability of proposals.

As a result, two preferred operators were identified.

Step 4 will involve the licencing of the operators (to be completed).

6. Outcomes and ranking of each proposal

The evaluation panel were impressed with the quality of all four proposals. All four met the requirements of the RFP process and demonstrated that all of the proposals would provide a good service for Wellington.

All the proposals showed a good understanding of the requirements of the Code of Practice, safety, sustainability and an ability to respond to the needs of Wellington. The proposals demonstrated the significant progress in the field of micro-mobility with all operators having the ability to:

- geo-fence speed and parking management
- track and address fallen scooters
- incentivize good rider driving and parking through pricing and communications
- provide safe operations through a range of measures including in-app information and training, quality of scooters, monitoring of rider behaviour, ability to provide helmets and controls of hours and location of use
- respond to events and changes in operating context through updates to geo-fence locations, pricing and information to customers
- move toward carbon neutrality and e-vehicle service fleets
- deliver wider micro-mobility solutions including e-bikes
- provide rider liability insurance

As a result, the scores for each proposal were very close and the panel had to closely consider how each responded to the criteria and points of difference.

A summary of each proposal, evaluation and scoring is set out in Table 3 below. These have been ordered based on overall ranking following evaluation.

TABLE 3: SUMMARY OF EVALUATION OF PUBLIC HIRE E-SCOOTER PROPOSALS

13.03.2019

	Beam	Flamingo	Lime	Neuron
Rank	1	2	3	4
Score	83.9	83.2	82.0	80.2
Summary of Operator	Significant Asia-Pacific operator including established presence in Australia, South Korea and Auckland	Wellington based operator with current Wellington licence as well as in Christchurch and previous operation in Auckland	Major international operator with presence in 135 cities across 30 countries including across NZ and in Wellington	Significant Asia-Pacific operator including established presence in Australia, Auckland and Dunedin
Summary of proposal	Beam Saturn+ Gen 4 scooters (Ninebot- Segway) with swappable batteries and double kick-stand. Scooters include helmet system.	Transition of existing Wellington fleet to Max Pro (Ninebot-Segway) with swappable batteries. Scooters include ability to add helmet system if required.	Transition of existing Wellington fleet to Lime Gen4 scooters with swappable batteries. Scooters include helmet system.	Neuron N3 scooter with swappable battery. Scooters include helmet system.
Summary of evaluation	Strongest overall proposal by a small margin, including good response to parking management based around virtual docking stations, managing fallen scooters through roving 'Rangers', workflow app and incentivisation of good parking behaviour. Propose to use all staff rather than contractors and pay Living Wage. Good overall response to Code of Practice, including approach to parking management and customer contact points. Strong focus on rider education and training system including an in-app training course with financial incentives Well thought out risk and safety approach including incentivised training schemes, a focus on staff safety and on fallen scooters, potential for on-scooter camera detection of ride surfaces. Strong sustainability response including whole of life approach to recycling and disposal of scooters, swappable batteries and Climate Neutral Certified status. Demonstrated good understanding of Wellington, including intent to develop local business partnerships and commitment to Te Tiriti o Waitangi.	Strong overall proposal drawing upon operational Wellington experience. Includes good approach to parking management, incentivisation of parking behaviour and working in a Wellington context. Focus on rider education and training system including training and education through local events. Well thought out risk and safety approach including auditing process and ISO certification. Good sustainability response including transition of fleet to swappable batteries and e-service fleet as well as carbon neutral certification. Demonstrated good understanding of Wellington with existing Wellington based staff. Also includes working with other transport providers to link with the wider transport system and discounts for certain rider groups such as students.	Strong overall proposal drawing upon recent operational Wellington and other NZ city experience. Useful operational link to Uber platform to try and push travel from car to scooter. Includes robust approach to operations drawing upon wide range of international experience. 'Limelock' system for helmets and potentially locking scooters raised some questions of useability compared to other systems. Focus on rider education and training system including training and education through local events. Good incident response and safety approach including cognitive test for late night riding. Good sustainability response including transition of fleet to swappable batteries and e-service fleet as well as carbon neutral certification and focus on reuse / recycle of scooters. Reasonable understanding of Wellington with existing Wellington based staff but could have expanded on this more.	Strong overall proposal clearly set out in relation to the CoP requirements. Good approach to parking management including proposal for QR codes at parking locations. Propose to use all local staff rather than contractors. Good overall response to Code of Practice, including approach to parking management and customer contact points. Reasonable approach to rider education and safety including a low power mode, although there was a question of whether this would result in rider distraction. Strong sustainability response including whole of life approach to recycling and disposal of scooters, swappable batteries and intent to become carbon neutral. Good response outlining understanding of Wellington, including how operations will support and align with these. Proposal focused on central Wellington, rather than including other suburbs.

7. Recommendations

Based upon the outcomes of this evaluation process, it is recommended that WCC proceed to issue licenses for 400 scooters each to the highest two ranked operators - Beam and Flamingo.

This should include further discussions with both operators on a detailed implementation and operations plan.

This process should consider:

- how operators will continue to utilise continuous improvements in geo-fencing technology to ensure alignment with the Code including slow speed, no ride and preferred parking areas
- extent of operations, including locations and redistributions plan for the City in line for the Code of Practice clause 1.52
- · timing of implementation
- development and implementation of an education and safety campaign prior to and post launch of operations to address issues of user behaviour
- rider alerts and penalties for unacceptable rider behaviour
- ongoing improvements to WCC approach to parking management including ongoing roll out of Ruru parking stations and other identified parking areas to reduce nuisance and clutter on streets
- using communication methodologies to help manage public expectations around the role of the Council, including limitations on enforcement and regulation and how to contact providers to express concerns or make complaints. This might include links on WCC's website to providers numbers or other contact points

APPENDIX 1: WCC REQUEST FOR SERVICE PROPOSAL

Absolutely Positively Wellington City Council

Public e-scooter share

Request for Proposal

RFP release: 20/11/2020

Deadline for questions: 11/12/2020 Deadline for RFP responses: 8/1/2021

Anticipated outcome announcement: 1/2/2021

Anticipated contract start date: 1/3/2021



Section 1: Key Information

Context

This Request for Proposal (RFP) is an open invitation to all shared e-scooter providers (tenderers) to submit a proposal for the operation of shared e-scooter services in Wellington City.

The proposed licence is based on the Council's Trading in Public Places Policy and the special conditions which support the Trading in Public Places Policy as set out in the e-scooter Code of Practice.

1.1 How to contact us

a. The Point of Contact for this RFP is:

Name: Hugh Wilson

Email address: hugh.wilson@wcc.govt.nz

b. All enquiries in relation to this RFP must be directed to the Point of Contact.

1.2 Developing and submitting your proposal

- The response to this RFP must include all the information requested and be in the format and set out in the form of proposal.
- b. The response to this RFP must be submitted by email to the Point of Contact email address (Section 1.1a). Proposals submitted by any other means may be rejected as non-compliant.

1.3 RFP process terms and conditions

- This RFP is an open process as part of the secondary procurement procedure provided under the Marketplace Agreement.
- Proposals submitted must not exceed 35 single sided pages in length and pages must be numbered.
- c. Proposal Validity Period: In submitting a proposal the tenderer agrees that their proposal will remain open for acceptance by the principal for 3 calendar months from the deadline for proposals.
- d. Any concern or complaint a tenderer has regarding this RFP must be raised with the point of contact (section 1.1) in the first instance.
 - If an issue or complaint remains unresolved following best endeavours at resolution with the point of contact, the issue or complaint may be escalated by emailing to the Project Point of Contact: anna.blomquist@wcc.govt.nz (Email title: Issue with Tenderer Name Public e-scooter share RFP)

1.4 Proposal Documents

Documents attached to the tender documentation pack for this RFP and which form part of this RFP (Tender Documents) under the Contract are:



- i. RFP (pdf)
- ii. Code of Practice (pdf)
- iii. Public engagement report (pdf)
- iv. Trading in Public Places Policy
 - a. https://wellington.govt.nz/your-council/plans-policies-andbylaws/policies/trading-in-public-places-policy

Section 2: The Requirement

2.1 Background

In June 2019 the Council licenced two companies to operate public hire electric scooter schemes in Wellington on 18-month trial licences. The evaluation period for electric scooter share in Wellington ran from 18 June 2019 to 18 December 2019. The results of the engagement can be found attached as referenced in 1.4.iii.

Both companies were licenced to operate 400 electric scooters for the duration of the trial period. Before the COVID alert level restrictions shared e-scooter users were on track to take over one million trips in the first 12 months at an average of 2,960 trips per day.

Licences to operate are issued through the Council's Trading in Public Places Policy. Expectations of the operators of shared e-scooters are set out in the Code of Practice that is attached as referenced in 1.4.ii.

Through the trial, micromobility and specifically e-scooter share has shown its ability to help the Council meet our policy outcomes set out in Wellington towards 2040: Smart Capital, Let's Get Wellington Moving and Te Atakura – First to Zero.

2.2 Services and deliverables

The Council is seeking proposals from shared e-scooter operators to provide micromobility services to Wellington. There will be no more than two licences issued for a duration of three years. There will be an initial, total e-scooter cap of 800 vehicles (it is anticipated that this will be split 400 per operator if two licences are issued).

The Council is looking to licence operator/s that will build upon the success of the shared escooter trial period and deliver an offering that will:

- Maintain the safety, accessibility and amenity of pedestrians in Wellington
- Ensure the safety of shared e-scooter users in Wellington
- Provide a tailored service unique to the needs of Wellington
- Improve sustainability of transport choices available to Wellingtonians
- Reduce the number of car trips in Wellington
- Provide efficient last mile connections with public transport

All proposals should address the code of practice and describe how the specific requirements set out in the code will be met.



2.3 Licence

Council will licence the companies via the Trading in Public Places Policy. The final terms of the licence are negotiable upon notification of a successful proposal.

Trial licences are available on the Council website: https://wellington.govt.nz/services/parking-and-roads/smart-transport/scooters-and-bikes



Section 3: Proposal Assessment

3.1 Proposal evaluation procedure

When assessing the proposal, the evaluation panel will use the weighted-attribute methodology. Criteria and weighting can be found in the table below.

Step 1 Individual evaluation of proposals

- Determine that the proposal is within the RFP's scope and requirements.
- Evaluate each attribute using the weighted attribute methodology
- Reject (exclude from further consideration) any proposal that fails against an attribute

Step 2 Evaluation panel

- Evaluation panel session to compare individual evaluations
- Gaps in evaluations identified and discussed

Step 3 Identify the preferred operator(s)

 The preferred operator/s will be the companies that best address the evaluation criteria without failing against any attribute

Step 4 Licencing

 Preferred operator/s will be presented with a licence to operate in Wellington City. The initial licences have some aspects that are negotiable



3.2 Evaluation Criteria

The table below sets out the criteria the evaluation panel will judge your proposal against, including the weighting applied to each item. Key aspects of each item have been listed in more detail; this is not intended to be a list of everything to be included in your proposal.

Criterion	Weighting	Fail Grade	
Methodology Provided operational plan outlining compliance with the code of practice In addition to the safety, sustainability and understanding Wellington criteria below particular attention will be paid to communications, operations, customer experience and education and the specific conditions.	30%	<60	
Qualifications and experience Evidenced the company is based in Wellington or New Zealand Provided proof of previous operations that delivered similar shared micromobility scope and outcomes Acknowledged any shared micromobility services that have been discontinued and the reasons for this Identified key operational manager for Wellington with resume included	10%	<60	
Safety Demonstrated safety & risk management plan that includes plans for both customers and staff Provided plan to monitor and attend to fallen and illegally parked scooters Usability demonstration and trial offered	30%	<60	
4. Sustainability - Evidenced commitment to meeting sustainability and whole of life emissions operational targets outlined in code of practice - Provided end of life recycling and disposal plans for equipment and parts - Provided examples of steps already taken to meet these provisions	15%	<60	
Understanding Wellington Displayed an understanding of how tenderers proposal can help the Council achieve its transport goals Demonstrated ability to offer other micromobility services to Wellington City	15%	<60	
Financial Confirmed ability to comply with licence fee structure	Pass/fail	N/A	



Total weightings		100%	
~	bond Evidenced general statement of company's financial position		
30	Confirmed ability to comply with \$25 Per licenced scooter		

3.3 Criteria Scores

The Proposals will be scored in accordance with the following general criteria:

Score	Description	Definition
90, 95 or 100	Excellent	Demonstrates exceptional compliance of ability to convey exceptional provision of the requirement
75, 80 or 85	Good	Requirements are fully covered in all material aspects
60, 65 or 70	Above average	Requirements are adequately covered
50 or 55	Average	Adequate, with some deficiencies that are not likely to have any adverse effect
40 or 45	Below average	Barely adequate and would need considerable improvement in this attribute, if selected

3.4 Due Diligence

Due diligence may be undertaken on one or more proposal/tenderer and the results may be considered in the evaluation/selection process. Due diligence may include:

- reference checks
- clarifications, interviews, and/or presentations
- other checks (e.g. validity of proposal, financial, probity, legal)



Section 4: Form of proposal

Public e-scooter share

1. About the Respondent



tips

- The section gives the buyer basic information about your organisation and identifies your point of contact for the duration of the RFP process.
- If an item is not applicable e.g. you do not have a registered office, complete the box by stating 'not applicable'.
- If you are submitting a joint or consortium proposal complete an 'our profile' table for each respondent. Cut and paste the table as appropriate. Provide only one point of contact for your joint/consortium quote.

Item	This is a proposal from
Trading name:	[insert the name that you do business under]
Physical address:	[if more than one office – put the address of the where the contact person resides]

Our point of contact

ltem.	Detail
Contact person:	[name of the person responsible for communicating with the Buyer]
Position:	[job title or position]
Phone number:	[landline]
Mobile number:	[mobile]
Email address:	[work email]

2. Response to the requirements



- In this section you are asked to provide your response to our requirements (RFP section 2) by demonstrating your organisation's ability to meet our criteria (RFP section 3). Carefully read the code of practice and RFP sections 2 & 3 before completing this part.
- If there is anything that you do not understand ask our point of contact to clarify.
- If any information you provide is commercially sensitive to your organisation you must let the buyer know. Please mark the information 'commercially sensitive' or 'confidential information'.



- If some of an answer is in another document e.g. a marketing brochure, copy and paste the relevant extract into the proposal. Do not submit the whole brochure. Please do not include any advertising brochures or similar material in your proposal.
- You may include information not specifically requested by us in your proposal. But only if it adds value and is relevant to the requirements.
- In response to the methodology below you may attach operational plans and proposals in company formats. These are subject to the 35 page limit.



- Here you are asked to answer questions relating to the evaluation criteria. Your proposal will be scored against your answers to these criteria. Aim to give answers that are relevant, concise and comprehensive.
- Consider the % weighting for each criterion. The higher the weighting the more important it is. Take the weightings into account in deciding how much detail to include.
- If you have made any assumption about the requirements or delivery, clearly state the assumption.
- There may be several questions that relate to one criterion. If these
 questions are not individually weighted assume that they are of equal
 importance.

Methodology

Describe your plan (method/approach) for operating:

· Your proposed approach for complying with the code of practice

Provide any other information you deem relevant.

[Answer]

Qualifications and experience

Provide details of TWO recent engagements or projects where similar services were provided, you should provide;

- · Name of the client
- · Name of the project
- · Role undertaken
- Date completed



Qualifications and experience

Provide a view of your team and in this nominate specific personnel (key personnel) for the key roles in the programme.

For each Key Person, append a CV that includes:

- · full name
- · key role title
- relevant qualifications/certifications/accreditations/membership of relevant professional bodies/associations
- · a brief overview of recent project histories

For each of your key personnel outline:

- their level of commitment (e.g. full time/part time) for each stage of operations
- potential constraints or circumstances that may affect the capacity/availability of the key person (e.g. other engagements/contracts)
- your contingency plan for ensuring the availability of suitably qualified/experienced alternative key personnel.

Provide any other information you deem relevant.

[Answer]

Safety

Describe your plan (method/approach) for ensuring the safety of users, staff and general public:

· Include safety and risk management plans

Provide any other information you deem relevant.

Answer

Sustainability

Describe your plan (method/approach) for ensuring the sustainability of your operations and fleet outlined in the code of practice:

· Include end of life disposal and recycling plans

Provide any other information you deem relevant.

Answer



Understanding Wellington

Describe how your operations will help the Council meet its transport goals:

· Include other micromobility services that could be offered in Wellington

Provide any other information you deem relevant.

[Answer]

Financial

Confirm that you are able to comply with the licence fee structure outlined in the code of practice:

· Include general statement of company's financial position

Provide any other information you deem relevant.

[Answer]



3. Our declaration

I/we declare that in submitting the proposal and this declaration:

- a. the information provided is true, accurate and complete and not misleading in any material respect
- b. the proposal does not contain intellectual property that will breach a third party's rights
- c. I/we have secured all appropriate authorisations to submit this proposal, to make the statements and to provide the information in the proposal and I/we am/are not aware of any impediments to enter into a contract to deliver the requirements.

I/we understand that the falsification of information, supplying misleading information or the suppression of material information in this declaration and the proposal may result in the proposal being eliminated from further participation in the RFP process and may be grounds for termination of any licence awarded as a result of the RFP.

By signing this declaration the signatory below represents, warrants and agrees that he/she has been authorised by the respondent/s to make this declaration on its/their behalf.

Signature:	
Full name:	
Title / position:	
Name of organisation:	
Date:	

