



City of Rialto

Legislation Text

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For City Council Meeting [January 28, 2020]

TO: Honorable Mayor and City Council

APPROVAL: Rod Foster, City Manager

FROM: Savat Khamphou, Public Works Director/City Engineer

Request City Council to Approve the Implementation of a Turnkey Bike Share System, Authorize the Release for Proposal for Implementation and Soliciting Bike Share Companies, and Authorize the First Amendment with Alta Planning + Design in the amount of \$81,235 for the Implementation of the Bike Share Program in Rialto.

(ACTION)

BACKGROUND

On March 27, 2018 the City Council accepted the Mobile Source Air Pollution Reduction Review Committee (MSRC) Clean Transportation Grant in the amount of \$463,216 of which \$244,508 was earmarked for developing a bike sharing system in Rialto. The city provided a match of \$166,535 from its AB2766 Subvention Funds to the development of the bike sharing system for a total project budget of \$411,043.

On August 14, 2018, Alta Planning + Design was awarded a Professional Service Agreement to develop the City of Rialto Bike Share Feasibility Study and provide recommendations to the City Council on the best Bike Share technology option to be implemented throughout the City.

The bike sharing program opportunity provided in the Mobile Source Air Pollution Reduction Review Committee (MSRC) grant will be the first one implemented in San Bernardino County. Using bicycles as a means of transportation has grown in popularity in many communities. Bike Share works to create more balanced transportation systems by implementing measures and improvements that support bicycle travel on streets and highways. The implementation of the Bike Share program includes the following elements:

- Conduct feasibility study to determine the viability of a Bike Share program.
- Conduct outreach to community and employers who might consider using Bike Share.
- Evaluate the different options for a Bike Share system.
- Bring on board a turnkey bike system vendor (3rd party operated) who will distribute, maintain, manage, and operate the Bike Share bikes.
- Launch the Bike Share program for 20 months as a pilot program.
- Coordinate training and education for employers who wish to have a Bike Share class or bike safety class.
- Provide incentives to employers with employees hitting ride-miles benchmarks in lieu of driving for a maximum of 12 months.

- Evaluate the usage of the Bike Share program when compared to cost and potential vehicle use reductions.

ANALYSIS/DISCUSSION

In order to provide context-specific, locally informed input, a Technical Advisory Committee (TAC) comprised of local stakeholders and City staff was formed to provide recommendations on the Bike Share program. Three (3) TAC meetings, held between March and October 2019, covered a range of information including determining the most appropriate Bike Share system approaches, station area siting, incorporating a Bike Share system within the larger context of Rialto's planned and existing bicycle infrastructure network, funding and maintenance, and coordination on public outreach events to obtain community input. A summary of the TAC activities and meetings are included in **Attachment 1**.

The TAC examined four (4) Bike Share system approaches in order to identify the most appropriate approach for the City. While all four (4) systems provide a fleet of durable, cost effective, short-term rental bicycles for public use, each has unique advantages and disadvantages, which are documented in the March 2019 *City of Rialto Bike Share Feasibility Study, Existing Conditions and Best Practices* included as **Attachment 2 and 2B**. Pages 13-14 of this study characterize the Bike Share systems as such:

1. Docked Bike Share System

Dock-based Bike Share systems rely on a network of bicycle "docks," each typically outfitted with 10-20 bicycles each. The docks use strong magnets to secure bicycles and are typically powered by a solar panel affixed to the transaction kiosk. This kiosk enables casual users to purchase a short-term membership on demand, using a credit card. Bicycles within a dock-based system may only be secured properly at the station, so density of stations and high visibility is critical to success. Due to the associated infrastructure requirements, docked Bike Share systems are relatively expensive - roughly \$50,000 for a 20-dock station. To offset these costs, most U.S. cities utilizing docked Bike Share systems have received federal transportation grants and/or large corporate sponsorship deals to cover the high capital and operations costs.

2. Dockless Bike Share System

The dockless system provides greater flexibility to patrons, as they allow users to retrieve or park the bicycle anywhere within the designated service area. Dockless bikes are locked using a rear wheel lock enabled or disabled with a smart phone app. Because the technology is part of the design of the bike itself, centrally-located stations are not required for the system to function. As such, the costs are lower than dock-based systems and offer a level of flexibility that some cities find very attractive. Many dockless Bike Share companies are supported financially by venture capital firms and have offered their systems at very little or no cost to the respective cities (though City staff time to assist with launch and oversight is necessary). Because of the low cost of the equipment and the fact that they can be parked anywhere, some dockless systems have suffered with far higher rates of vandalism and theft relative to the dock-based which are nearly impossible to remove from a station.

3. Hybrid Bike Share System

Hybrid Bike Share systems provide a high level of flexibility, utilizing "smart" bicycles equipped with tracking technology enabling them to be retrieved or parked anywhere within the designated

service area. These service areas are established by geofencing technology, which can also be used to establish temporary “pop-up” stations to accommodate special events or anticipated rises in demand in certain geographic areas. Unlike dockless systems, these bicycles do not feature built-in wheel locks and must be locked to a fixed object using a U lock or heavy cable, which is permanently attached to the bike. These smartbike systems are characterized as a hybrid between dock-based and dockless systems because the need to lock to a fixed object provides the opportunity to easily create a group of branded bike racks and designate them as a “station.”

The physical presence of the Bike Share station provides high level of visibility for the Bike Share program, allows users to easily locate a pod of bicycles, and offers predictability for where bicycles can be found at a given moment. Because of these advantages, operators of the lock-to equipment encourage users to return the Bike Share bikes to designated stations (sometimes called “hubs”) through economic incentives. Typically, an additional fee of \$1-\$2 is charged for locking the bike outside of the hub, as long as it is within the broadly defined Bike Share service area. Equipment for hybrid systems is less expensive than dock-based approaches because transaction kiosks are not required at all stations/hubs, and the on-bike locking technology is far less expensive than the high-tech, dock-based stations.

4. Turnkey Bike Share System

Turnkey Bike Share systems may employ any of the above technologies and approaches, though they are typically associated with docked Bike Share systems. The distinguishing factor between turnkey systems and the other approaches is that these systems are operated by a third-party Bike Share service which install, maintain, and operate the network. These turnkey providers offer a full range of services including providing and installing the equipment, day-to-day operations, bicycle network rebalancing, customer service, and maintenance. For a turnkey system, all of the costs associated with Bike Share (launch, capital, operations, and maintenance costs) are typically wrapped into a single annual per-bike fee. Turnkey providers deliver all of the Bike Share infrastructure and launch services. With a turnkey system, the City of Rialto would not collect any revenue from the Bike Share system - the Bike Share user and trip fees are retained by the turnkey provider.

Each of these systems were examined by the TAC along with 11 parameters: safety, social equity, connection to transit, timeline for implementation, certainty of continued operation, staff/capacity requirements, capital costs, revenue, geographic coverage, and system coverage. A discussion of the results and comparison table between systems can be found on pages 12-16 of the study.

In addition to examining system types, the *City of Rialto Bike Share Feasibility Study* also includes quantitative and qualitative evaluations, presenting existing conditions analysis and best practice research to facilitate the identification of the most appropriate Bike Share system for the City.

The feasibility study featured a GIS-based (Geographic Information Systems) Bike Share demand analysis, to determine the highest concentrations of where people live, work, and play in Rialto, in order to optimize Bike Share network service areas and potential dock locations. Data utilized in this analysis included residential density, employment density, transit demand, and recreation demand. The resulting information was compiled into a composite “heatmap” which indicates the overall demand for Bike Share throughout Rialto and identifies locations that would likely generate the most users and attract the highest value sponsorships.

Spatial analysis was also performed through a social equity lens, identifying vulnerable community members with limited transportation options that may hinder their ability to get to work, buy healthy food, go to school, or socialize within their community. This analysis also produced a composite heatmap of where the majority of these vulnerable individuals reside within the study area, which can help prioritize transportation improvements and Bike Share station and service area siting.

The *Bike Share Feasibility Study* also reviewed best practices for optimal Bike Share systems, based upon case studies from systems ranging from Los Angeles to Helsinki. This review includes fare integration, electric-assist bicycles, Bike Share parking, optimized service areas, fleet sizing and phasing, permitting, and insurance considerations.

On August 7, 2019, the Bike Share program options and the TAC's recommendation for the turnkey system were presented to the Transportation Commission. The Transportation Commission recommended to move the program forward with the turnkey system. On October 23, 2019, the Economic Development Committee voiced support with the TAC and the Transportation Commission's recommendations for the turnkey system to be implemented for Rialto, the Inland Empire's first Bike Share program.

Therefore, Alta Planning + Design has submitted the *City of Rialto Bike Share Feasibility Study, Existing Conditions and Best Practices* included as **Attachment 2 and 2B**, and the Business and Implementation plan included as **Attachments 3**. Much of the Business and Implementation Plan details will be determined once a vendor has been selected and various elements are identified including price, locations, and system recalibration.

Issuing an RFP

A key next step is issuing a Request for Proposal (RFP). Alta Planning + Design will work with City staff to develop the RFP which will include specific provisions for data collection, recalibration of the Bike Share system, quantity of bikes in year one, year two, and year three. It will also highlight opportunities for branding, color, signage, education and much more. The specific details will be included in the RFP.

Alta Planning + Design Contract Amendment

Alta's initial proposal for the study included an optional cost for the implementation in the amount of \$63,735 which will deliver the following remaining tasks of the project.

- **Procuring Bike Share Equipment and Operator:** Alta will provide technical support for the process of procuring a Bike Share equipment provider and operator.
- **Monitoring and Support:** Alta will monitor the performance of the Bike Share system to ensure the chosen operator is meeting their requirements and provide recommendations to improve the system.
- **Education:** Alta will provide workshops to train people on how to properly use the Bike Share system and how to ride safely on streets and trails.
- **Outreach:** Alta will host outreach events to promote the system and work with local partners to reach businesses and residents.

In addition to the original implementation scope listed above, staff requested Alta to provide grant writing and support to submit a grant application for the Clean Mobility Option Voucher Pilot Program

in the amount of \$17,500 for a total amendment of \$81,235.

The First Amendment to Alta's professional service agreement and the Disclosure Form is included as **Attachment 4**.

ENVIRONMENTAL IMPACT

The request is not a "Project" as defined by the California Environmental Quality Act (CEQA). Pursuant to Section 15378(a), a "Project" means the whole of an action, which has a potential for resulting in either a direct physical change in the environment, or a reasonably foreseeable indirect physical change in the environment. According to Section 15378(b), a Project does not include: (5) Organizational or administrative activities of governments that will not result in direct or indirect physical changes in the environment.

GENERAL PLAN CONSISTENCY

The City of Rialto has outlined key Goals and Objectives through which the City looks to minimize congestion on the local road network, create opportunities and incentives for people to avoid use of their cars for short trips and maintain a circulation system that supports local businesses' needs. These efforts will contribute to reductions in greenhouse gas emissions pursuant to State mandates.

Goal 2-35: Reduce air pollution emissions from both mobile and stationary sources in the City.

Goal 2-37: Expand public awareness regarding air pollution sources and pollutant reduction initiatives.

Policy 2-37.1: Encourage and publicly recognize innovative approaches that improve air quality.

Policy 2-37.2: Encourage the participation of environmental groups, the business community, civic groups, special interest groups, and the general public in the formulation and implementation of programs that effectively reduce air pollution.

Goal 2-38: Mitigate against climate change.

Policy 2-38.1: Provide enhanced bicycling and walking infrastructure, and support public transit, including public bus service, the Metrolink, and the potential for Bus Rapid Transit (BRT).

Goal 4-8: Establish and maintain a comprehensive system of pedestrian trails and bicycle routes that provide viable connections throughout the City.

Policy 4-8.5: Require major developments to include bicycle storage facilities, including bicycle racks and lockers.

Goal 4-9: Promote Walking

Policy 4-9.1: Install sidewalks where they are missing and make improvements to existing sidewalks for accessibility purposes. Priority should be given to needed sidewalk improvement near schools and activity centers. Provide wider sidewalks in areas with higher pedestrian volumes.

Policy 4-9.3: Provide pedestrian-friendly and safety improvements, such as crosswalks and pedestrian signals, in all pedestrian activity areas.

LEGAL REVIEW

The City Attorney has reviewed and supports this staff report and Amendment to the PSA.

FINANCIAL IMPACT

Operating Budget Impact

Operations budget for the bike sharing system for the first three (3) years of the program are covered under the MSRC grant in the amount of \$200,000 which is included in the project budget as discussed below.

Capital Improvement Budget Impact

MSRC awarded grant funds for the project in the amount of \$244,508 with City of Rialto providing matching funds from the City's AB2766 Subvention Funds in the amount of \$166,535 for a total of \$411,043 project budget. The first amendment with Alta Planning + Design in the amount of \$81,235 to oversee the implementation of the Bike Share program and provide support for grant application are budgeted and available in the AQMD AB2766 Fund Account No. 226-500-7915-3001-170810-01.

Licensing

Prior to execution of the Professional Service Agreement/Purchase Order/Construction Contract, the vendor shall submit a business license application and pay a Business License tax at the rate of \$129, as well as Administration and State fees.

RECOMMENDATION

Staff recommends that the City Council

- Approve the implementation of a Turnkey Bike Share System.
- Authorize the Release for Proposal for implementation and soliciting Bike Share companies.
- Authorize the First Amendment with Alta Planning + Design for the previously negotiated and contracted amount of \$81,235 for the implementation of the Bike Share program in Rialto.