

Kelowna Bikeshare Proposal

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City of
Kelowna



Contents

Executive Summary	1
Requirements for Consideration of a Dockless Bikeshare Pilot.....	1
Proponent Selection	2
Risk Register	3
Implementation	4
Measuring Success.....	7
After the Pilot	8
Engagement Summary	8

Title page note: The Dropbike bicycle shown on the title page of the background report is not the bike Kelowna will receive during the pilot. Photos of the bike from Kelowna Dropbike fleet are incorporated into this report.

Executive Summary

Staff are currently working on the delivery of the Pedestrian and Bicycle Master Plan. The plan recommends that staff “research and develop a strategy to demonstrate which programs would ... grow the share of residents selecting active modes of transportation”. Through this research, staff have discovered an evolution in the bikeshare industry with regards to cost and operating models available.

This report builds on the Kelowna Bikeshare System Options report to council on Dec 11th, 2017. That report describes the benefits of bikeshare, governance models, types of bikeshare, and issue areas for a potential pilot.

In December 2017, Council directed staff to “bring forward a proposal in 2018 for a potential pilot bikeshare program.” This report describes that potential bikeshare program. The pilot would last 18 months, start in Spring 2018, and operate at no cost to the municipality.

Requirements for Consideration of a Dockless Bikeshare Pilot

Staff presented the framework below as requirements for a bikeshare pilot to council in December. This framework has been used to evaluate operators for the pilot.

In order to facilitate the pilot test, the City would allow a provider to use approved locations within the City’s right-of-way network at no cost, through an exclusive license agreement that requires as a minimum the following:

- 1. Selection of bikeshare havens (parking areas for unrented bikes) to be approved by the Manager of Integrated Transportation;*
- 2. A minimum of 500 bikes deployed as early as April 1st 2018;*

- 3. Bikeshare deployment within the coverage area approved by the Manager of Integrated Transportation;*
- 4. Contact information for the bikeshare service provider to be clearly shown on all deployed bikes and user interface point of sale applications;*
- 5. Commitment of bikeshare provider to:*
 - a. maintain bikes in a safe and fully functional state of operation;*
 - b. remove any bike that is unsafe, damaged or otherwise in need of repair or replacement;*
 - c. provide regular balancing of the bike fleet and remove bikes that have been left at improper locations;*
 - d. discourage the use of public bike racks within the right-of-way for bikeshare havens;*
 - e. operate the system so that it does not create a hazard or restrict access to, from or through any portion of the municipal right-of-way, especially with respect to sidewalks and persons with disabilities;*
 - f. take steps to avoid parked bikes being easily tipped over;*
 - g. promote the bikeshare service to the entire community;*
 - h. respond to inquiries and complaints in a timely and businesslike manner;*
 - i. maintain operating data and provide data to the City of Kelowna upon completion of the pilot test;*
 - j. remove all bikes and any appurtenances from the right-of-way upon completion of the pilot test; and*
 - k. return deposits provided by system users at the end of the pilot or end of user's membership.*
- 6. Insurance and indemnifications to be provided to the satisfaction of the City Solicitor;*
- 7. Refundable financial securities to be provided to the city that are sufficient to pay for the gathering up and disposal of deployed bikeshare bikes and any appurtenances from the city right-of-way;*
- 8. Provisions to end the pilot test early and cancel the license agreement should commitments not be kept or conditions become undesirable to the City;*
- 9. Require the operator to share system-wide trip, user, network data sets with the City as requested; and*
- 10. Require the operator to, at a minimum, alert users to BC's mandatory bike helmet law on all bikes and in all user interface point-of-sale applications.*

Proponent Selection

Staff evaluated many bikeshare industry offerings, while focusing on dockless bikeshare companies. The dockless model's low costs were most likely to deliver the requirements defined earlier.

One operator met all the requirements identified in our framework. There are a dozen or so owner and/or operators in North America delivering dockless bikeshare systems. Many of them showed interest in the Kelowna market.

Staff are recommending Dropbike as the operator for the pilot. Dropbike met requirements and has many advantages beyond our framework's scope. Their core principles focus on working hand-in-hand with municipalities. They have operated in winter cities and within many Canadian jurisdictions. Dropbike is aligned with the City of Kelowna's goals for a bikeshare system because their success is directly linked to bike usage.



Figure 1 Dropbike Haven across the street from a Dockless Bikeshare Station in Montreal, QC Note: these are not the bikes Kelowna will receive during the pilot.

Risk Register

Staff have evaluated risks to the City of a bikeshare service and have outlined the approach with regards to these risks. For each risk, staff identified the approach to avoid, mitigate, transfer, and/or accept the risk. Staff rated each risk on a scale of 1-5 for likelihood of occurrence and the severity of consequences. To determine risks borne by the City, the responsible parties are also defined for each risk.

Staff believe the addition of a bikeshare system will improve road safety in Kelowna. This is explained in detail in the [Kelowna Bikeshare System Options](#) report to council dated Dec 11th, 2017.

¹ "Montréal voit d'un mauvais oeil le vélopartage sans bornes." *Le Devoir*, Le Devior, 11 Sept. 2017, www.ledevoir.com/societe/actualites-en-societe/507697/montreal-voit-d-un-mauvais-oeil-le-velo-partage-sans-bornes.

Implementation

Dropbike has provided details as to their operations standards and the service they deliver in their overview documents which are included as "Attachment D" and "Attachment E" to this report.

To supplement these details, this report will delve further into the roll-out of the pilot from present day until the end of the pilot. The focus will be upon the City's responsibilities in relation to the implementation of the bikeshare system to provide a more complete picture of what to expect and the touchpoints in the process.

Within the roll-out and implementation of the bikeshare system it's important to understand that much of the City's role is in oversight and supervision.

1. Staff finalizes haven siting criteria

Havens are locations where bikeshare users can drop-off bikes at a discount. Staff are currently developing criteria for locating bikeshare havens in Kelowna. This process clarifies where and how havens can be located within the municipally owned public right-of-way as well as other city-owned facilities like parks, community centres and other properties. The criteria have been created to ensure bikeshare doesn't affect circulation or accessibility within sidewalks travel lanes parking stalls and other considerations.

Staff have developed the criteria so Dropbike can easily propose haven locations. The City then can act as a regulator, approving and rejecting haven locations.

2. Dropbike moves the bikeshare fleet to Kelowna and stores locally until launch



Figure 2 Kelowna's Dropbike's fleet features front and rear lights, fenders, and a basket.

Dropbike will ship and store their fleet in Kelowna in advance of the launch of their bikeshare system.

3. Staff develops a helmet discount program for Bikeshare users

Staff will develop a helmet discount program for Dropbike users. Dropbike users will be able to access discounts on helmets from local retailers. Any local retailer who sells bicycle helmets will be able to participate. Users will likely need to show the app on their phone or something similar to get the discount.

4. Dropbike plans coverage areas, haven locations, and expansion areas

Using data provided by the City and their own bikesharing network design expertise Dropbike will define their initial service area, propose haven locations to the City for approval and plan expansion areas for the future.



5. Dropbike submits haven locations, City approves those that meet criteria

Dropbike sends their haven siting locations to the

Figure 3 QR codes are located at various points on the bike to make unlocking simple and easy.

City's Transit and Programs Manager to review the locations, contacting any relevant staff. Staff will expedite the approvals and give alternatives for rejected havens.

6. Dropbike sets up repair partners and hires local staff

Dropbike will procure local repair partner(s) and hire staff including a General Manager and field staff.

7. Dropbike installs permitted haven locations, installation is assessed by Traffic Operations and Integrated Transportation

The Traffic Operations and Technical Services Supervisor will define materials to be used to establish haven locations. With haven locations approved by the City and the materials that the City approved, Dropbike can install markings for their havens within the public right-of-way. This installation process will be inspected by Traffic Operations and Integrated Transportation

staff. This will take place at the earliest a few weeks before the pilot launches. Havens will be installed as the bikeshare system in expanded and to close gaps in the existing service area. Haven markings will utilize temporary materials that are easily removed at completion of the pilot.

8. Dropbike Launch, Spring 2018

Dropbike will launch their pilot in Spring 2018. With that launch date the pilot will end in Fall 2019. Rebalancing, repairs, and gradual system expansion will be handled by their staff. System expansion will happen over first few month of pilot guided by uptake from the general public.

9. Ongoing complaint resolution, oversight, and data collection

Staff will need to manage complaints that come in and ensure the clauses of our agreement are being upheld. We will also receive weekly data releases from Dropbike. Bikeshare data could be used to develop both the upcoming Transportation Master Plan and Official Community Plan update.



Figure 4 Kelowna's Dropbike fleet is outfitted with internal gears and a drum brake for low maintenance operation.

10. By-law to track # of Dropbike riders stopped without helmets

As a way to gather more layers of data for the pilot, By-law Enforcement will keep count and report on how many Dropbike users they stop who aren't wearing helmets.

11. Survey of Public and Bikeshare Users

Towards the end of the pilot, staff will deliver two surveys to define the impact bikeshare had on our community. One will survey Dropbike members and another the general public. This will help us define whether we saw benefits and what challenges the service experienced.

12. Deliver Pilot Report and Permanent Bikeshare Proposal

In fall 2019, Staff will submit a report to Council outlining the results of the bikeshare pilot and our recommended approach going forward. That recommendation could be to dismantle the bikeshare system, choose a new provider, choose a different style of bikeshare or continue with the current provider.

Measuring Success

Many commonly used success metrics for bikeshare help define value for money. With this pilot there is no financial impact to the municipality. Without relevant success metrics we created our own. Staff have defined the benefits of bikeshare in the [Kelowna Bikeshare System Options](#) report to council on Dec 11th, 2017. Measuring those potential benefits as metrics can help to understand the pilot's impact. In this case, as no financial impact exists to the City the interest is in a bikeshare system that provides more benefit than conflict.

To assess these two elements, staff will use the information and data provided by Dropbike. During the pilot bikeshare data will be shared with us. At the end of the pilot, a bikeshare user survey as well as a public survey to residents will be conducted.

The surveys will supplement user data to help assess the bikeshare service.

Access to Transit

Use Bikeshare user survey to assess use and impact upon transit service.

Better Evidence-Based Decision Making

Identify how data collected can be used in the future and what questions it helps answer today.

Reducing Greenhouse Gas (GHG) Emissions

Use bikeshare data and the bikeshare user survey to assess GHG reduction.

Supporting Active Transportation

Use bikeshare data and the City's pedestrian and bike counter network to assess overall Active Transportation goal achievement.

Improving Road Safety

Collisions data citywide and on-bikeshare to assess road safety.

Improving Transportation Choice and Lowering Cost of Living

No measurement metric identified.

Reduction in Car Use and Congestion

No measurement metric identified.

Supporting Tourism

Bikeshare user profiles and Tourism Kelowna feedback to assess impacts upon tourism.



Figure 5 Kelowna's Dropbike's fleet is sized for everyone, just adjust the seat and ride away.

After the Pilot

A recommendation to Council will be presented - that measures success based on anticipated benefits and compares those benefits against conflicts. The end of the pilot marks multiple decision points. Staff need to decide whether a bikeshare service has more benefit than detriment in the Kelowna context. Staff need to decide whether dockless bikeshare worked or whether another bikeshare model should be used. Staff will also be looking at whether Dropbike's offering is best or another bikeshare operator is offering a service that is more attractive.

After the pilot, if it is decided to award a bikeshare provider with a license agreement a competitive RFP process will be employed with requirements informed by lessons learned in the pilot. This RFP process will award a longer-term contract and also marks the time to decide whether advertising should be permitted on the bikes and within what parameters.

Dockless bikeshare is currently growing at an alarming pace and more companies are entering the market. An 18-month pilot allows the city to fully understand the tradeoffs involved in bikeshare operations and gives the bikeshare market time to mature before awarding a possible long-term contract.

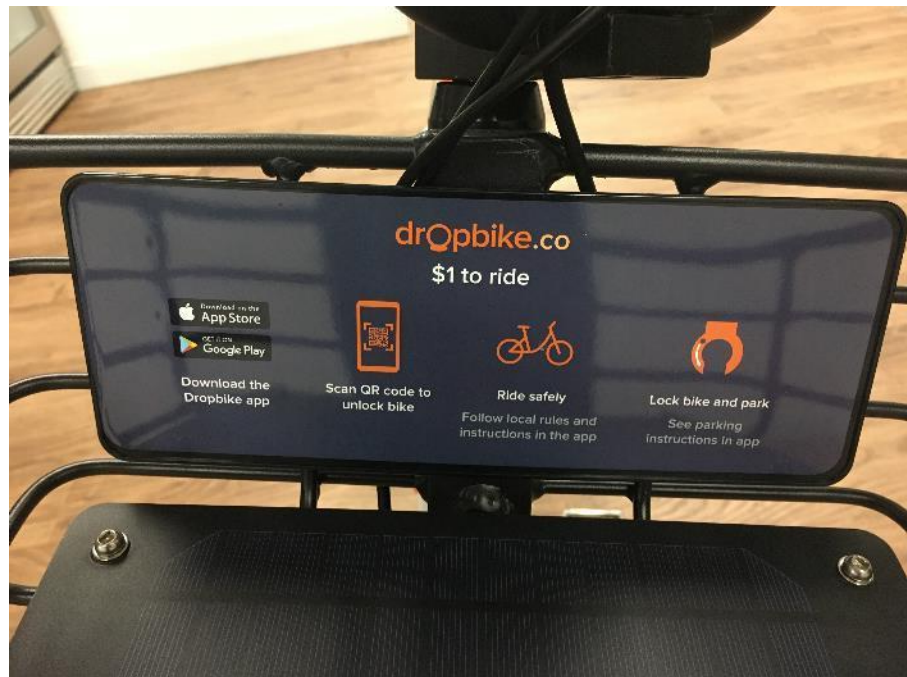


Figure 6 Kelowna's Dropbike fleet will have information about helmet use in BC on the bike as well as info about how to use the service.

Engagement Summary

Engagement with other departments and the public will continue for many bikeshare activities including, determining haven locations and surveying the public towards the end of the pilot.

Staff have consulted with multiple City departments including Communications, Traffic Operations, Parks, City Clerks, Economic Development, By-law Enforcement, Property Management, and Purchasing. We have also consulted with external stakeholders including Okanagan College, Downtown Kelowna, Pandosy Village Business Association, and Braintrust Canada. Staff have integrated the comments of those stakeholders into the terms of the license agreement by which we

will permit Dropbike Inc. to operate within the public right-of-way. A selection of their comments and concerns is provided below.

Internal

Policy and Planning

Policy and Planning see bikeshare as fully aligning with the City's goals for multi-modal transportation outlined in the OCP and Urban Centres Roadmap.

Traffic Operations

Road marking concerns regarding location of "havens" that could be resolved by requiring the proponent to use temporary road tape. Favour an oversight role vs. installation as this can be left to the proponent. General agreement with helmet approach of proponent and the City. Agree with need for re-balancing bikes as a requirement for the proponent.

City Clerks

Agree with this direction as it is referenced in the adopted Pedestrian and Bicycle Master Plan. Suggest consideration of the impact upon the City's internal staff bikeshare system.

By-Law Enforcement

By-Law concern focused on bikes ridden on sidewalks and helmet use. Agree with approach with regards to helmets by alerting users on the app and on the bike re the mandatory helmet law. Suggest the proponent include information for users re bylaws regarding bikes on sidewalks.

Agreed to capture data on offences (both from bikeshare system users and general public) as observed for program review.

Parks Planning

No issues with integration of bikeshare locations at key parks. Parks facilities typically have unusable space that could be re-purposed for bikeshare "havens".

Economic Development

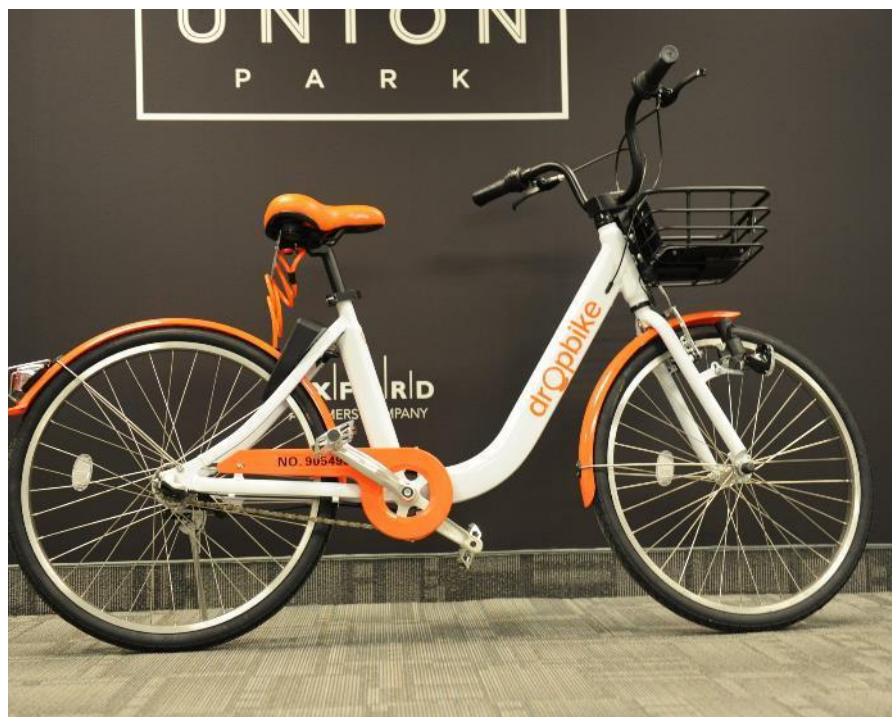


Figure 7 Kelowna's Dropbike fleet is attractive and easily recognizable with an orange and white colour scheme..

Economic Development is fully supportive. It is believed adoption of a dockless bikeshare service further positions Kelowna as a tech leader.

Communications

Would like proponent to have a requirement to share ridership and other utilization data with the City. Concern about accessibility and need to ensure it is maintained on all public right of ways i.e., un-hindered by parked bikes. Concern that any existing bike rental operations are aware of City's intentions.



Figure 8 Kelowna's Dropbike fleet attaches the front basket directly to the frame resulting in fewer bikes falling over and improved handling for riders.

External

Downtown Kelowna Association

Provided a strong letter of support. Prefers a longer pilot and sees the needs for an extendable or permanent option. Recommends a helmet discount business program.

Braintrust Canada

Some concern with risk but appreciate the effort to have users wear helmets. Want to see a helmet discount business program. Cautioned against free helmets for adults who need it based on experience with a similar program. Agreed with approach that delivers information about helmet use on-bike and in-app. Discussion about incentivizing users and giving rewards for wearing helmets similar to a Kelowna RCMP program.

Tourism Kelowna

Strongly supportive. Will link to tourism partners if approved by Council.

Pandosy Village Business Association

Supportive of the proposal. Wish to review "haven" siting in the area if proposal is approved.

Next Steps

1. Pending Council authorization to proceed, staff will bring forward a bikeshare license agreement to Council for consideration.
2. Staff will work to fulfill responsibilities outlined in the Implementation section of the background report, above.
3. The proposed target date of Dropbike launch is Spring 2018.

4. Staff will report back to Council at the end of the pilot in Fall 2019 with results of the pilot and future recommendations.

Proposed Process timeline

