

Report to Council



Date: May 6, 2019
File: 1850-50
To: City Manager
From: Transit and Programs Manager
Subject: Bikeshare Permit Program

Report Prepared by Matt Worona, Active Transportation Coordinator

Recommendation:

THAT Council receives, for information, the report from the Transit and Programs Manager dated May 6, 2019 with respect to the Bikeshare Permit Program;

AND THAT Council approve the Bikeshare Permit Program for Bikeshare Operators as outlined in the report of the Transit and Programs Manager dated May 06, 2019;

AND THAT Council give reading consideration to Bylaw No. 11804 being Amendment No. 32 to the Consolidated Traffic By-Law No. 8120;

AND FURTHER THAT Council authorize the Mayor to forward a letter to the Honorable John Horgan M.L.A., Premier of British Columbia and Honorable Claire Trevena M.L.A., Minister of Transportation and Infrastructure, regarding an exemption from the Motor Vehicle Act, as attached to the report of the Transit and Programs Manager, dated May 06, 2019.

Purpose:

To propose a permit program to regulate bikeshare operators into the future, as well as amending and advocating for enabling regulatory changes.

Background:

There currently exists considerable opportunity to modernize our bikeshare regulations. A new permit program could scale up the area served, the ridership from these fleets, and the variety of vehicles available to residents and visitors. It also poses the opportunity to close gaps in our current bikeshare regulations and ensure we are responding to resident concerns that were identified in the pilot. Staff recommend permitting bikeshare operators, with the appropriate approvals, to explore new ways of providing flexible, affordable and accessible transportation options.

Alignment with the Transportation Master Plan Vision and Goals

"Kelowna will be a city with vibrant urban centres where people and places are conveniently connected by diverse transportation options that help us transition from our car-centric culture."

To align with the City of Kelowna's Transportation Master Plan(TMP) vision, bikeshare should aim to achieve high quality service, delivering that service to the largest number of people and managing negative externalities like disorder within the public realm and on our right of ways. By building a permit program to regulate bikeshare, we will be able to maximize investment and competition from firms delivering small shared vehicles in Kelowna.

Staff have built the Bikeshare Permit Program so that it delivers on the TMP vision. This program is most aligned with the following goals from the vision:

- *Ensure value for public investment* – Make efficient use of public funding by maximizing benefits and reducing the costs of transportation infrastructure.
- *Improve travel choices* – Ensure residents and visitors have access to multiple means of getting around so they can choose what best meets their needs for a given trip.
- *Enhance travel affordability* – Reduce the cost of travel for individuals by ensuring a wide range of affordable transportation options are available in Kelowna.
- *Improve health* – Improve resident health by making it easier for people to be physically active (e.g. biking and walking) and reducing exposure to air pollutants caused by vehicles.
- *Improve safety* – Reduce the frequency and severity of collisions involving people who are walking, biking and driving.

Highlights of the Permit Program

- *Multiple Vehicle Types* – a *Bikeshare Device* could be a variety of small vehicle types with features for people of different abilities and needs for the trip at hand. Currently, a cycle, electric cycle and electric scooter, are vehicle types that are defined in the permit program. New vehicles up to 500 kg in weight can be approved through the application process to remain flexible and adaptable into the future.
- *Multiple Operators* – Open to multiple operators to create a competitive marketplace while minimizing obstructions to the right of way. Dropbike will be able to stay within their license agreement for the remainder of the term. If Dropbike chooses to add new vehicle types, they will be asked to move to the permit program.



Figure 1: Jump electric scooter. Jump is Uber's bikeshare brand.¹

- *Flexible and Specific Parking Requirements* – Vehicle parking will move away from the 'haven' model to specific areas where parking is permitted. The specific areas outlined in the permit enable bikeshare to scale city-wide while minimizing staff time and ensuring that users have more opportunity to end their trip in a way that doesn't negatively impact other road users.
- *Application Process* – Operators will be vetted in advance with how they intend to run their service in Kelowna. They will be asked to provide details on the vehicles they plan to deploy, how they will operate the system, educate the public and deliver an accessible and equitable service to residents and visitors.

- *Fees to Ensure Compliance* – Ensure operators adhere to the requirements and conditions of the permit by levying fees if they are not met. Fees will be reassessed yearly including the possibility to charge for the use of the public right of way in the future.
- *Ongoing Evaluation* – The term for a bikeshare permit will be 1-year. The City will evaluate the permitting process and assess if bikeshare is meeting our expectations for safety, reliability, availability and public acceptance.

Enabling Electric Bikes and Electric Scooters in Kelowna

At present, electric bikes are not an approved use on our park pathway system such as the Waterfront Walkway as per the Parks and Public Spaces Bylaw No. 10680.

Electric scooters have no more than three wheels, a handlebar, are designed to be stood upon by the operator, and are powered by an electric motor capable of propelling the user at a speed of no more than 35 km/h. Unlike electric bikes, electric

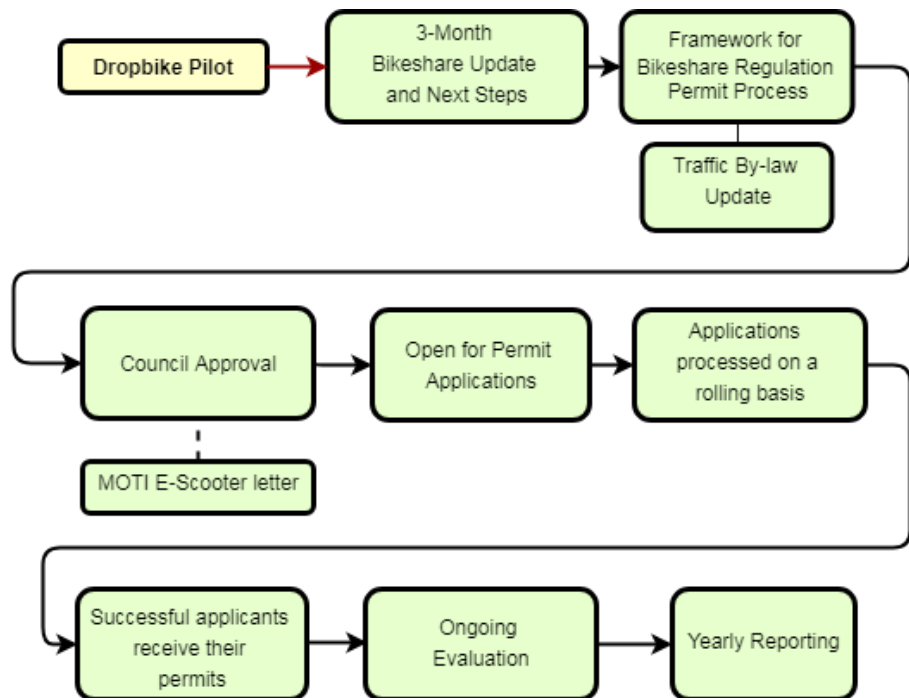


Figure 2: Implementation process for the Bikeshare Permit Program

scooters are a non-permitted use on BC roadways due to restrictions from the Province.ⁱⁱ Without an exemption from the Motor Vehicle Act, they can be operated only on parks pathways with signage to that effect.

In step with this new permit program, Staff will add signage along key parks corridors to allow the operation of electric bicycles and electric scooters. See Exhibit D. Potential Electric Scooter Network for a map of the corridor proposed for e-scooters.

The Okanagan Rail Trail Committee has permitted electric scooters on the trail within the City of Kelowna and Staff are in talks with the Kelowna International Airport and University of British Columbia's Okanagan campus whose lands fall outside of the jurisdiction of the Motor Vehicle Act. Attached to this report, you will find Exhibit D outlining where a potential shared electric scooter network could be operated. This minimum network will enable us to understand how this service behaves in Kelowna before any permissive changes are made to the Province's Motor Vehicle Act.

Additional Notes

Staff's approach to bikeshare was assessed through the City's Business Investment Evaluation Advisory Service, through Strategic Investments. The review concluded that the bikeshare program has been well received by City residents, businesses and staff alike and has accomplished a significant role in helping to build the City of Kelowna brand. The review committee would like to see more validation of new vehicle types (electric scooters, electric bikes, etc.) and an examination of revenue opportunities. Assessing true costs should also be a key component moving forward. The committee is supportive of the positive impacts with multiple bottom lines that bikeshare has brought and would recommend building on the apparent success in moving forward.

Next Steps

Should council amend the Consolidated Traffic Bylaw No. 8120 with Amendment No. 32, staff will open the permit program to applicants. With Council support, the attached letter will be sent to the Premier of British Columbia and the Minister of Transportation and Infrastructure requesting changes to the Motor Vehicle Act. The City will invite applicants who have experience delivering bikeshare systems to apply for a permit. After review, successful applicants will be issued permits and are free to operate bikeshare systems within the confines of the permit program. Updates as to performance of the Bikeshare Permit Program will be prepared on a yearly basis.

Internal Circulation:

Divisional Director, Corporate Strategic Services
Divisional Director, Community Planning and Strategic Investments
Divisional Director, Infrastructure
Director, Business and Entrepreneurial Development
Department Manager, Infrastructure Operations
Manager, Community Communications
Manager, Transportation Engineering
Manager, Bylaw Services
Manager, Long Range Policy Planning
Manager, Financial Planning
Deputy City Clerk

Transit Service Coordinator
Transportation Planner
Planner Specialist
Park and Landscape Planner
Traffic Operations and Technical Services Supervisor
Communications Advisor

Existing Policy:

The Kelowna On The Move: Pedestrian and Bicycle Master Plan recommends staff “research and develop a strategy to demonstrate which programs would be most effective in achieving behavioural change to grow the share of residents selecting active modes of transportation.”

The Community Climate Action Plan recommends staff “expand the pilot community bike share program”

External Agency/Public Comments:

Downtown Kelowna Business Association

Considerations not applicable to this report:

Financial/Budgetary Considerations
Personnel Implications
Legal/Statutory Authority
Legal/Statutory Procedural Requirements
Existing Policy
Communications Comments
Alternate Recommendation
External Agency/Public Comments

Submitted by:

J. Dombowsky, Transit and Programs Manager

Approved by:

R. Villarreal, Manager, Integrated Transportation

Approved for inclusion:



A. Newcombe, Divisional Director, Infrastructure

Attachment A - Bikeshare Permit Program: Application Process for Operators

Attachment B - Bikeshare Permit Program Presentation

Attachment C- Letter to the Provincial Government on Electric Scooters and the Motor Vehicle Act

cc: City Clerk

Divisional Director, Community Planning and Strategic Investments

Divisional Director, Corporate Strategic Services
Divisional Director, Financial Services
Divisional Director, Human Resources & Community Safety
Divisional Director, Infrastructure
Director, Business and Entrepreneurial Development
Infrastructure Operations Department Manager

ⁱ "Press Kit." *JUMP Bikes*, jump.com/press-kit/.

ⁱⁱ "Motorized Scooters and Skateboards." *ICBC*, www.icbc.com/vehicle-registration/specialty-vehicles/Low-powered-vehicles/Pages/Motorized-scooters-and-skateboards.aspx.