



## Board Report

File #: 2015-0995, File Type: Program

Agenda Number: 22.

### PLANNING AND PROGRAMMING COMMITTEE JULY 15, 2015

**SUBJECT: METRO COUNTYWIDE BIKESHARE**

**ACTION: RECEIVE AND FILE**

#### **RECOMMENDATION**

PLANNING AND PROGRAMMING COMMITTEE FORWARDED WITHOUT RECOMMENDATION receiving and filing potential financial impacts of June 2015 Item 14 Board motions on **Metro Countywide Bikeshare**.

#### **ISSUE**

At the June 25, 2015 meeting, the Board adopted the Regional Bikeshare Implementation Plan (Plan) for Los Angeles County and awarded a two-year contract to Bicycle Transit Systems, Inc. (BTS) for the equipment, installation and operations of the Metro Countywide Bikeshare Phase 1 Pilot in downtown Los Angeles (Pilot). During the discussion period, several motions (Attachment A) were introduced as they relate to regional interoperability and expediting the implementation of the expansion communities. Portions of these amendments were referred to in an omnibus motion put forward by the Chair and approved by the Board. The specifics of the omnibus motion were not clear to staff. The following summarizes the potential financial impacts of the motions as expressed at the June meeting.

#### **DISCUSSION**

##### Motion by Directors Butts, Dubois, Knabe and Najarian

At the June 2015 meeting, Directors Butts, Dubois, Knabe and Najarian introduced Motion Item 14 addressing regional interoperability and funding (Attachment A-1). The following addresses the potential financial impact of some of the provisions included within the motion.

“3) Do not require cities receiving any grant funds (such as Metro’s Call for Projects or operating subsidies) to use Metro’s chosen bicycle technology.

Allow cities the discretion to choose the most cost-effective and locally-appropriate technology between BTS/BCycle and CH/SoBi; two systems selected through a competitive process with vendor contracts executed prior to Metro’s NTP.”

**Potential Financial Impact:** The 2015 Call for Projects (CFP) Preliminary Recommendations

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includes three bikeshare projects for Metro funding. The City of Pasadena is recommended to receive \$1,527,416, City of West Hollywood is recommended to receive \$510,500 and the City of Beverly Hills is recommended to receive \$412,731. These amounts reflect only Metro's discretionary allocation and is not inclusive of each city's local match. In total, Metro would award \$2,450,647.

Cities that applied under the 2015 call were evaluated with the understanding that they would become a part of Metro's Countywide system. The CFP application specified that "Bikeshare programs must have interoperability and interchangeability with the Regional Bikeshare System. The program should strive to utilize the same products and services used by the Regional Bikeshare System. " In addition, the cities that submitted for CFP funding based their project costs and allocation requests on numbers indicated in the Metro Plan. Staff's evaluation and related scoring reflects the assumption that these cities would join Metro's system. A decision to join another vendor calls into question their evaluation scores and funding amounts.

Funding cities to select a bikeshare vendor other than Metro's may lead to two or more different systems. Multiple vendors further jeopardizes the likelihood of achieving interoperability, increases economic inefficiencies, requires duplication of bikeshare stations in overlapping service areas and risks the user experience. The full cost of addressing interoperability is unknown at this point, however it is anticipated that costs would increase depending on how many systems would need to be integrated. Staff will return to the Board with cost information.

"4) Recognize that cities must make sound business decisions in order to afford providing on-going bike share operations, even when fully committed to regional integration.

- a. Allow cities to pursue other revenue sources and retain the option for primary sponsorship, and be identified with the regional system in an alternative way."

**Potential Financial Impact:** a. In an effort to ensure Metro's Bikeshare system is financially sustainable and fiscally responsible, the January 2015 Receive and File (Attachment D) presented to the Board noted that as part of Metro's business structure, Metro would retain on-bike title sponsorship and reserve the right to sell to sponsor(s) as a source of Metro's funding commitment. Title sponsorship is the only source of revenue available to Metro that would allow us to fulfill our funding commitment of providing cities with ongoing capital and O&M support. Failure to retain title sponsorship would risk Metro's funding commitment, make the program financially unsustainable, reduce the opportunity to expand the system to other communities and may require the use of already strained local revenues used to fund rail and bus operations.

Additionally, Metro is best positioned to secure and manage a regional bikeshare title sponsor since Metro has an existing regional advertising contract that we can utilize for bikeshare. The experience and resources leveraged by Metro in this arena will prove to be an essential asset towards securing a regional long-term lucrative title sponsorship.

As the bikeshare market in Los Angeles County is yet untested, it is unclear what the

region's revenue potential may be. However, an average of other system title sponsorships, including Denver Bcycle, Minneapolis Nice Ride, New York CitiBike and Philadelphia Indego shows an average of title sponsorship revenue of approximately \$2 million per year based on a system of 1000+ bicycles. Retaining and selling the title sponsorship as a regional package may also be the most lucrative approach and would further secure Metro's ability to continue to invest in communities by sustaining and expanding bikeshare.

Retaining a steady source of revenue via a title sponsor, allows Metro to continue to invest in the bikeshare program, and sustain and expand the program to other communities. Under the terms of the MOU being negotiated with the City of Los Angeles, the City has agreed to this provision, and the agreement permits allocation of excess title sponsorship revenues to local partners once the Metro cost have been covered. Allowing local communities to seek their own title sponsorship would eliminate or severely reduce the funds available to Metro by as much as \$2 million per year.

"6) Accept Metro's responsibility for collecting and sharing data from all system owners, and funding technology upgrades necessary to facilitate that sharing of information for the purposes of regional integration."

**Potential Financial Impact:** Meeting these interoperability objectives will be complex and require staff and financial resources. And is dependent upon cooperation of Santa Monica and Long Beach vendors. As the full cost of achieving this has not been finalized, staff will return to the Board at the appropriate time with a cost estimate.

#### Motion by Director Ridley-Thomas

At the June 2015 meeting, Director Ridley-Thomas introduced a motion directing staff to include the Exposition/Vermont station area as part of the pilot effort (Attachment A-2).

**Potential Financial Impact:** The downtown Los Angeles Pilot includes stations that are adjacent to the Exposition/Vermont station. As such, including a station at the Exposition/Vermont station fits within the parameters of the Pilot and can be absorbed as one of the 65 station locations at no additional cost.

#### Motion by Directors Bonin and Kuehl

At the June 2015 meeting, Directors Bonin and Kuehl introduced a motion directing staff to accelerate bikeshare implementation (Attachment A-3). The motion which directs staff to compress a six-year bikeshare expansion program into two years, thereby launching all five phases by 2017 aims to ensure interoperability by not delaying roll out and reducing the risk of cities opting-out of Metro's system. Furthermore, in addition to expediting Venice's implementation, the motion also calls for the inclusion of the Playa Vista community.

**Potential Financial Impact:** Accelerating a six-year program into two years will be a labor intensive goal to achieve and will require additional staffing resources. Coordination with the City

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of Los Angeles for the Pilot, oversight of the BTS contract and day-to-day administration of the program is requiring approximately two full time employees. With the award of contract to BTS, staff will now shift into implementation phase. As a nine-month roll out for the Pilot is contingent on several critical path items, amongst several other tasks, staff will be focused on coordinating with the City of Los Angeles on finalizing station locations and permitting processes, securing a title sponsor, working with the Bikeshare cities on identifying a recommended fare structure, and addressing interoperability objectives.

Moving towards an expedited implementation will require that staff engage each of the nine communities and at a minimum, conduct preliminary station siting, provide technical assistance to each city in regards to their respective permitting process and intra-departmental coordination and facilitate the implementation of bicycle infrastructure that will support the use of bikeshare and pursue grant funding in partnership with each city.

In response to Director Solis' interest of studying the feasibility of having a bikeshare network in Boyle Heights, particularly at the Mariachi Plaza station area and other communities within the San Gabriel Valley, staff would need to carry out preliminary station siting, develop the financial plan and work with the local jurisdiction to identify funding for a network in Boyle Heights. Staff will also reach out to the San Gabriel Valley cities through the Council of Government as we proceed with identifying bikeshare ready communities in the sub-region.

Pending Board resolution of the Amendments, staff will return with a proposed staffing plan to meet the Board's requirements.

In addition, conducting new feasibility studies and station siting for an accelerated launch will also require that staff modify the existing Implementation Plan contract. It is anticipated that the cost of this additional work would not exceed \$200,000.

The capital and annual operating cost of implementing all five phases, including interested Westside cities for a total of 4,012 bicycles and 269 stations is currently proposed to cost approximately \$22 million and \$13.5 million annually, respectively. As this cost reflects a later year launch with associated escalation rates, staff would engage BTS in renegotiating an expedited launch. In line with Motion 58, Metro's funding commitment would be approximately \$11 million for the capital commitment and \$4.7 million annually for O&M. The ability to quickly expand the system will also require the local communities to identify and commit capital and operating funding that will need to be accelerated and enter into an MOU with Metro. Attachment B includes each participating city's financial obligation.

To date, Metro has secured \$2.9 million for the Metro capital cost of the downtown Los Angeles Pilot, leaving approximately \$8.2 million to be found as Metro's capital cost for balances of the five phases identified in the capital plan. In partnership with the City of Pasadena and the City of Los Angeles, two ATP applications have been submitted. The City of Pasadena request is in the amount of \$5.171 million to cover capital and some

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operating costs and the City of Los Angeles expansion to South Los Angeles and South downtown Los Angeles is in the amount of \$2.805 million for capital costs. We anticipate learning of funding awards in the fall.

It is anticipated that user fees and sponsorship revenue will cover a portion, but not all of the annual operating cost. It is anticipated that a combination of user fees and title sponsorship may reduce Metro's funding responsibility.

In response to Director Kuehl's interest of Metro conducting an evaluation of the bikeshare systems operating in Los Angeles County after an initial operating period, staff would contract a consultant to at a minimum evaluate the experience of the respective agency working with their respective vendors, the ability to meet performance criteria including bicycle distribution, removal and replacement of inoperable bicycles and system cleanliness, conduct a customer satisfaction survey, evaluate impact of bike share on businesses near bike share stations and evaluate fare structure. It is anticipated that this evaluation study would not exceed \$150,000.

### **DETERMINATION OF SAFETY IMPACT**

The Countywide Bikeshare Phase 1 Pilot will not have any adverse safety impacts on our employees and patrons.

### **FINANCIAL IMPACT**

The cost of implementing all five phases is currently a one-time capital cost of \$22 million and O&M is \$13.5 million annually. As this cost reflects a later year launch with associated escalation rates, staff would engage BTS in renegotiating an expedited launch. In line with Motion 58, Metro's funding commitment would be approximately \$11 million for the capital commitment and \$4.7 million annually for O&M. Of this amount, \$2.9 million has been secured for the Metro capital cost of the downtown Los Angeles Pilot, leaving approximately \$8.2 million to be found as Metro's capital cost for balances of the five phases identified in the capital plan. Staff is pursuing additional grant funds through the ATP program. However, funding awards will not be known until fall.

It is anticipated that user fees and sponsorship revenue would cover a portion, but not all of the annual operating cost. It is anticipated that a combination of user fees and title sponsorship may reduce Metro's funding responsibility.

Metro would need to work with interested cities in identifying grant funds and confirming their capital and O&M commitment. Staff will return to the Board once each city has confirmed funding and an MOU has been executed with a recommended funding source (s).

### **Impact to Budget**

The additional funds needed for the accelerated implementation plan would be Proposition A, C and TDA Administration, which is not eligible for bus/rail operating or capital expense.

## **NEXT STEPS**

Staff will engage the Bikeshare communities and begin to meet on a monthly basis. Staff will return to the Metro Board in September with an oral report on progress made.

## **ATTACHMENTS**

Attachment A-1 - June 2015 Amendment by Directors Butts, Dubois, Knabe, Najarian

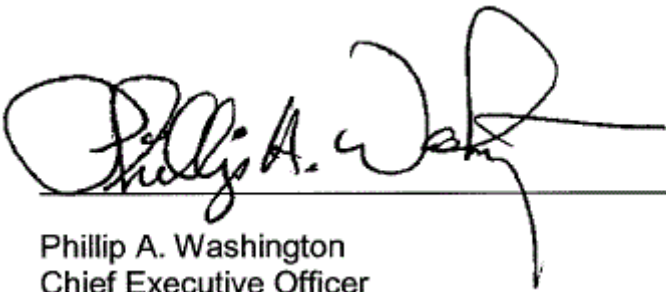
Attachment A-2 - June 2015 Motion by Director Ridley-Thomas

Attachment A-3 - June 2015 Motion by Directors Bonin and Kuehl

Attachment B - Countywide Bikeshare Expansion Cost

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Phillip A. Washington  
Chief Executive Officer

June 25, 2015

**Amendment to Item No 14****by****Directors Butts, Dubois, Knabe and Najarian**

The item before this Board is to approve a two year “pilot program” in downtown Los Angeles to test the feasibility of a Countywide Bikeshare system and the adoption of the Regional Bikeshare Implementation Plan for Los Angeles County.

By definition, a pilot program is used to test the design of the full-scale envisioned program which then can be subsequently adjusted. In the case of Metro Bikeshare, the cities of Santa Monica and Long Beach, as well as probably Beverly Hills and West Hollywood, are offering a parallel opportunity to further test variations of the proposed Metro business model using alternative Bikeshare technology.

Contained within the Bike Share Implementation Plan recommendation are a number of still unresolved areas such as Interoperability Objectives, fare structures and sponsorship management and revenue distribution where Metro is envisioned as the “single-point.. lead agency...that will manage and procure a robust bicycle share program...” on a countywide regional basis. We believe it is premature for the Board to adopt this singular agency approach, a concern that has been echoed in letters from the City Managers of Beverly Hills, Santa Monica, Culver City and West Hollywood and Assemblymember Richard Bloom. If the acceptance by small cities of Metro’s proposed terms is imposed as a condition of regional participation, we fear it is unlikely that the Los Angeles county region will successfully achieve the development of a user-friendly, integrated system.

Instead, we believe the most constructive path is to continue to further involve the cities in the resolution of outstanding issues presented in the Plan through regular monthly meetings, accompanied by monthly oral reports by Metro staff to the Planning and Programming Committee, and for a willingness on all sides to make concessions on these matters in an effort to resolve the concerns expressed by the participating cities.

This is an historic moment for Metro and the cities to embark on a pilot program with the City of Los Angeles in Phase 1 and Pasadena in Phase 2 and to support a growing, successful and integrated bike share system in the Westside cities and Long Beach, and eventually throughout all of Los Angeles County.

**We, Therefore, Move** that the Board Approve the staff Recommendations contained in Sections B and C and proceed with the recommended Countywide Bikeshare Phase 1 Pilot.

**We Further Move** that the Board continue the adoption of the **Regional Bikeshare Implementation Plan for Los Angeles County** as described in Section A for a period of five (5) months as follows:

Coordinate a monthly meeting, beginning in July, 2015 with the cities of Long Beach, Santa Monica, Beverly Hills, West Hollywood, Culver City, Pasadena and City of Los Angeles in an effort to reconcile and incorporate the principles outlined below (and in the letter from the city managers) for inclusion in the Regional Bikeshare Implementation Plan for Los Angeles County.

- a. Report back with an oral report to the Planning and Programming Committee on a monthly basis beginning in September, 2015; and
  - b. Return to the Board in the November/December, 2015 cycle with a revised Regional Bikeshare Implementation Plan for Los Angeles County reflecting the progress towards resolution and incorporation of the principles described below.
- 1) Recognize the right for cities to operate independently while still being part of a regional system. Cities need to be able to make choices that best fit their needs without being excluded from the option of participating in a regional system.
- 2) Acknowledge that bike share systems are already being developed by several cities in collaboration with Metro, and facilitate those systems as part of a regional system, rather than being viewed as in competition with Metro, and without imposing a singular model.
- 3) Do not require cities receiving any grant funds (such as Metro's Call for Projects or operating subsidies) to use Metro's chosen bicycle technology.
  - a. Allow cities the discretion to choose the most cost-effective and locally-appropriate technology between BTS/BCycle and CH/SoBi; two systems selected through a competitive process with vendor contracts executed prior to Metro's NTP.
- 4) Recognize that cities must make sound business decisions in order to afford providing on-going bike share operations, even when fully committed to regional integration.
  - a. Allow cities to pursue other revenue sources and retain the option for primary sponsorship, and be identified with the regional system in an alternative way.
  - b. Require revenue decisions, including membership and fare structures, to be established in a cooperative, fair and equal decision-making process with local cities. Recognize the need to coordinate with existing revenue structures.



- 5) Create a decision-making structure for day-to-day countywide bike share oversight and collaboration that represents all system owners, similar to governance structures established for Arlington, Virginia/D.C. bike share.
- 6) Accept Metro's responsibility for collecting and sharing data from all system owners, and funding technology upgrades necessary to facilitate that sharing of information for the purposes of regional integration.

**INCLUSION OF EXPOSITION/VERMONT STATION HUB IN BIKESHARE PILOT**

Motion by Director Ridley-Thomas

June 25, 2015

The Metro Countywide Bikeshare Program will undoubtedly provide increased accessibility and connectivity to our public transit system, while also furthering our goals to reduce vehicle miles travels and improve the livability of the region. Downtown Los Angeles is an ideal location to pilot this effort, given the density, diverse work centers, thriving academic institutions and number of residential units.

While the pilot phase includes a significant number of hubs throughout Downtown Los Angeles and outlying areas, a hub at the Exposition/Vermont Station is not included. A hub at this location would create a significant resource for the surrounding low-income residential communities, facilitate improved access to the significant network of local, Rapids and DASH bus lines at that intersection, as well as improve connections to the Exposition Line, Exposition Park and the University of Southern California. Additional study is merited to determine whether to include this location as part of the pilot project.

**I Therefore Move that the Metro Board of Directors:**

Direct the Chief Executive Officer to assess the feasibility of including the Exposition/Vermont Station as one of the hubs for the Metro Countywide Bikeshare Downtown Los Angeles Pilot Program and report back to the Board of Directors in writing by September 2015 with his recommendation.

**MOTION TO ACCELERATE BIKESHARE IMPLEMENTATION**

*Director Bonin and Director Kuehl*

The Metro Board has made clear its desire for regional interoperability of any bikeshare program that it authorizes for implementation. We believe that intelligent transportation systems and integration of various components of transportation technology can provide a seamless user experience across multiple transportation modes. That is our goal.

Metro staff recommends implementation of a two-year pilot bikeshare program using vendor BTS beginning in 2015 in Downtown LA, and further recommends implementation of four additional phases in areas outside of Downtown starting in 2017 and ending in 2021. A six-year wait for bike share in communities with a large population of cyclists and active transportation makes little sense and encourages other communities to opt-out of the Metro system, undermining efforts at interoperability.

Additionally, With the opening of Expo Line in 2016, and with the need for greater first-mile/last-mile opportunities, it makes sense to accelerate implementation of bike share on the Westside of Los Angeles including the bike-ready areas of Venice and Playa Vista. Possible funding sources for acceleration include title sponsorships.

**WE, THEREFORE, MOVE THAT THE METRO BOARD:**

Instruct the CEO to direct staff to explore funding sources, including title sponsorships, that would accelerate the rollout of all five phases of bikeshare so that implementation is accomplished no later than 2017, and to include both Venice and Playa Vista in the phasing list for the Westside.

## Accelerated Bikeshare Plan Costs

			<u>Capital*</u>		<u>O&amp;M *</u>		
<b>City</b>	<b>Bikes</b>	<b>Stations</b>	<b>Total</b>	<b>50% Share</b>	<b>Annual</b>	<b>65% Share</b>	<b>Community</b>
Beverly Hills	72	5	\$420,428	\$210,214	\$270,000	\$175,500	Westside
Culver City	144	10	\$840,856	\$420,428	\$540,000	\$351,000	Expo Line
Huntington Park	144	10	\$840,856	\$420,428	\$540,000	\$351,000	South LA
Los Angeles	1,090	65	\$5,806,034	\$2,903,017	\$3,201,330	\$2,080,865	DTLA
Los Angeles	936	65	\$5,145,040	\$2,572,520	\$3,119,688	\$2,027,797	Expo / Central / University Park
Los Angeles	605	42	\$3,423,036	\$1,711,518	\$2,024,870	\$1,316,166	Metro Red Line Corridor
Los Angeles	144	10	\$840,856	\$420,428	\$540,000	\$351,000	SFV - Noho
Los Angeles	101	7	\$588,599	\$294,299	\$378,000	\$245,700	Venice & Marina Del Rey
<b>TOTAL - Los Angeles</b>				<u>\$7,901,782</u>		<u>\$6,021,527</u>	
Los Angeles County	144	10	\$840,856	\$420,428	\$540,000	\$351,000	East LA
Pasadena	490	34	\$2,618,574	\$1,309,287	\$1,771,350	\$1,151,378	Pasadena
West Hollywood	158	11	\$896,509	\$448,255	\$530,323	\$344,710	Metro Red Line Corridor
<b>TOTAL</b>	<b>4,028</b>	<b>269</b>	<b>\$22,261,643</b>		<b>\$13,455,562</b>		

<b>Metro Share 50% capital / 35% O&amp;M</b>	<b>\$11,130,821</b>	<b>\$4,709,447</b>
<b>Cities Share 50% capital / 65% O&amp;M</b>	<b>\$11,130,821</b>	<b>\$8,746,115</b>

\* Costs based on BTS Original 5 phase proposal implemented by FY21. A Board directed accelerated schedule would require renegotiations with BTS.