



AGENDA REPORT

TO: Edward D. Reiskin
City Administrator

FROM: Ryan Russo
Director, Oakland
Department of
Transportation

SUBJECT: Electric Bike Library Grant
Acceptance and Contract Award

DATE: May 24, 2021

City Administrator Approval

Date: Jun 23, 2021

RECOMMENDATION

Staff Recommends That The City Council Adopt A Resolution:

- (1) Accepting And Appropriating A Grant From CALSTART In An Amount Of One Million Dollars (\$1,000,000) For The Oakland Electric Bike Library;**
- (2) Awarding A Professional Services Agreement With GRID Alternatives Bay Area To Implement And Manage The Oakland Electric Bike Library In An Amount Not-To-Exceed Nine Hundred and Twenty Thousand Dollars (\$920,000);**
- (3) Waiving Advertising, Bidding And The Request For Proposal/Qualifications Competitive Selection Process; And**
- (4) Adopting Appropriate California Environmental Quality Act Findings.**

EXECUTIVE SUMMARY

The goal of the Oakland Electric Bike Library (E-bike Library) is to increase access to electric bicycles for Oakland residents living in the Senate Bill (SB) 535-designated "Disadvantaged Communities" of West Oakland, Chinatown, Eastlake/San Antonio, Fruitvale and East Oakland. This program will provide medium to long term electric bike (e-bike) rentals at low cost to residents in these neighborhoods through existing, locally owned bike shops or bike related programs. The e-bike library will focus on adults aged 16 and over as intended users. This program is intended as a complement to existing non-electric bicycle lending and youth-focused bike lending programs funded through other grants. Residents of the target neighborhoods will be able to utilize a web portal or call a phone number to reserve an e-bike and identify a local bike shop or, if none exists, a library where they can pick up their e-bike. Rentals could be as short as a day or as long as several months. E-bikes will come with a sturdy lock, lights, helmet and other safety gear.

The e-bike library concept was proposed by community members as part of the 2018 Oakland Bike Plan (*Let's Bike Oakland!*) and will address key transportation gaps identified through that Plan. These gaps include high transportation costs, a lack of access to bicycles and limited geographic access to key resources. E-bikes can address each of these barriers but are

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unaffordable to many. Therefore, this program is designed to eliminate barriers to clean mobility and enable access to e-bikes for the first time for many low-income Oaklanders.

Approval of the proposed resolution will allow the City to: accept and appropriate a \$1,000,000.00 grant to support the creation of an e-bike library; enter into a professional services agreement with GRID Alternatives Bay Area for \$920,000 to help administer the project, provide logistics and sub-contract with up to six locally owned bike shops or bike-related organizations within the target communities; and waive the advertising, competitive bidding and request for proposals process.

BACKGROUND / LEGISLATIVE HISTORY

In 1996, City Council adopted a resolution supporting public transit and alternative modes, known as Oakland's Transit First Policy (Resolution No. 73036 CMS). This policy favors transit and alternative modes over private vehicles to reduce congestion and improve air quality, improve safety for people walking and bicycling, decrease parking demand, reduce individual transportation costs, and provide a balanced transportation system that supports many modes, making communities more livable.

In July 2015, City Council approved Resolution No. 85715 C.M.S. adopting a Bike Sharing Policy and recognizing bike sharing as a beneficial mode of transportation.

In July 2019, City Council adopted "*Lets Bike Oakland!*" an update to Oakland's Bicycle Plan. The plan reflects the thoughtful participation of over 3,500 Oaklanders during the planning process and includes a specific recommendation to "fund a community owned bike share system (such as a bike library)".

In October 2020, the City of Oakland applied to CALSTART's Clean Mobility Options Voucher Program (CMO) to fund an electric bike library. The CMO program is a new transportation equity pilot that aims to reduce greenhouse gas emissions by funding new zero-emission carsharing, carpooling/vanpooling, bike sharing, scooter sharing, innovative transit services and ride-on-demand services in California's historically underserved communities.

In April 2021, the Oakland Department of Transportation (OakDOT) was notified by CALSTART of a proposed award of \$1,000,000 for the Electric Bike Library project, pending City Council approval.

ANALYSIS AND POLICY ALTERNATIVES

The goal of the Oakland Electric Bike Library (E-bike Library) is to increase access to electric bicycles for Oakland residents living in the Senate Bill (SB) 535-designated "Disadvantaged Communities" of West Oakland, Chinatown, Eastlake/San Antonio, Fruitvale and East Oakland.

The E-bike library concept was identified by community members as part of the 2018 Oakland Bike Plan (Let's Bike Oakland!) and will address key transportation gaps identified through that Plan. These gaps include high transportation costs, a lack of access to bicycles and limited

geographic access to key resources. E-bikes can address each of these barriers but are typically more expensive than non-electric bikes and are unaffordable to many. Therefore, this program is designed to eliminate barriers to clean mobility and enable access to e-bikes for the first time for many low-income Oaklanders.

Key destinations in many disadvantaged neighborhoods in Oakland are more dispersed compared to the other parts of the city, and with fewer low-stress bikeways to access them. This makes many of the bike trips made by residents longer on average. E-bikes will enable residents to make biking trips that are further and longer than with a traditional bicycle. This will increase residents' mobility and access to key amenities like public transit, schools and grocery stores, as well as decrease the need to make those trips by automobile. Additionally, e-bikes' motor power provides increased accessibility for users with limited endurance and leg strength. Adaptive bikes, such as hand cycles, will provide access for persons with disabilities, and the program will also provide cargo e-bikes, so that users can travel with heavier loads.

This program will provide short to long-term e-bike rentals through locally owned bike shops, Community Based Organizations (CBOs) or libraries in SB 535-designated Disadvantaged Communities in Oakland. This program will focus on adults aged 16 and over as intended users. This program is intended as a complement to the already-funded traditional bicycle lending and youth-bike lending programs funded by other grants. Program users will be able to utilize an online portal or call a phone number to identify a local bike shop or, if none exists, a library where they can pick up their E-bike. Rentals will be very low-cost for low-income Oakland residents, subsidized for all Oakland residents and market-rate for non-Oakland residents. Rentals can be as short as a day or as long as several months. E-bikes will come with a sturdy lock, a helmet, lights and other necessary safety gear.

In October 2020 the City of Oakland applied to CALSTART's (CMO) to fund the electric bike library. The CMO program is a new transportation equity pilot that aims to reduce greenhouse gas emissions by funding new zero-emission carsharing, carpooling/vanpooling, bike sharing, scooter sharing, innovative transit services and ride-on-demand services in California's historically underserved communities. The overarching purpose of the CMO grant program is to fund new or expanded transportation services, and the grant solicitation heavily favored collaboration with non-governmental partners to deliver those services.

OakDOT contracts with consulting firms to support the development of plans and projects and seeks to fund CBOs/non-profits to support and enhance planning, engagement, and policy work. Community input from the Bike Plan identified the need to support local bike shops in disadvantaged neighborhoods in Oakland. The OakDOT also recognized that many CBOs and locally owned bike shops in Oakland are small organizations with relatively small physical locations and therefore lack the capacity to deliver a City-wide, large scale bike lending program with over 500 bikes while developing and maintaining an online reservation system. For these reasons, OakDOT staff jointly developed the CMO grant application with GRID Alternatives Bay Area, based on their experience providing logistic support for government supported sustainability programs.

GRID Alternatives Bay Area Inc. is a California 501(c)(3) non-profit based in Oakland that builds community-powered solutions to advance economic and environmental justice through renewable energy, and has an extensive track record of successfully implementing thousands of

solar power and clean mobility equity projects throughout Oakland and the Bay Area since 2004. GRID Alternatives Bay Area provides specific logistical expertise for bicycle lending and has the key ability to procure e-bikes and other materials at reduced, wholesale costs, making the program significantly more affordable. Staff is not aware of any other qualified local logistics providers who can provide these same services, and therefore seeks a waiver of competitive bidding requirement for this contract. GRID Alternatives Bay Area will assist with program administration, purchase and store all the E-bikes, locks, helmets, and other materials, purchase and maintain insurance for the program, develop an online bike reservation system, manage a customer database and deliver the bikes to partner bike shops or CBOs when they are needed by a customer.

OakDOT staff and GRID Bay Area will identify up to six locally owned bicycle shops or bike related CBOs to be sub-contractors and provide the physical storefront and customer-facing aspect of the program. The bike shops or bike related CBOs will perform community outreach to obtain feedback and increase awareness about the program, provide the bikes to customers at the beginning of a rental, educate and train customers in the use of the bike, perform any necessary maintenance and ultimately receive the bikes at the end of the customer rental. If no locally owned bike shop or CBO partner can be identified in a given priority neighborhood, Oakland Public Library property will be used until a partner can be identified.

OakDOT has identified the following locally owned bike shops as potential partners:

- Bikes 4 Life, 1600 7th St.
- Spokeland, 813 37th St.
- The Bikery, 1246 23rd Ave.
- Lucky Duck Bicycle Café, 302 12th St.
- The Shed (Scraper Bike Team), 6833 International Blvd.

OakDOT staff have had preliminary conversations with staff from several of the identified bike shops, including Bikes 4 Life, the Bikery and The Shed, and each of those organizations expressed strong interest. The project budget allocated to the bike shop/CBO partners totals \$192,000, including up to \$50,000 for four-year maintenance contracts, \$72,000 for staffing and coordination and \$72,000 for outreach.

With this grant, GRID Alternatives Bay Area will sub-contract to locally owned bike shops and bike related CBOs in each of the target neighborhoods. Specific roles for each project partner are included in the figure below.

Name of Partner	Expected Duties
OakDOT	Oversee and implement the grant partnership structure in collaboration with GRID Alternatives Bay Area and other community partners Grant oversight, management of the proposal budget and on-time delivery Manage project administration including:

	<ul style="list-style-type: none"> - Contract management - Project budget tracking and invoicing - Manage data tracking and reporting <p>Co-develop Electric Bike Library, in partnership with community partners and GRID Alternatives Bay Area</p>
<p>GRID Alternatives Bay Area</p>	<p>Assist with program administration, purchase and store all materials including:</p> <ul style="list-style-type: none"> -Over 500 E-bikes, -locks, -helmets, -spare parts and other materials, <p>Purchase and maintain insurance for the program.</p> <p>Develop an online bike reservation system and manage a digital customer database.</p> <p>Deliver the bikes to partner bike shops or CBOs when they are needed by a customer</p>
<p>Locally owned bike shops or bike related CBO's in West Oakland, Chinatown, Fruitvale/San Antonio and East Oakland</p>	<p>Perform community outreach to increase awareness about the program.</p> <p>Provide the bikes to customers at the beginning of a rental, educate and train customers, perform any necessary maintenance and ultimately receive the bikes at the end of the customer rental</p>

This collaborative approach was one of the reasons Oakland was successfully awarded grant funding.

Waiver of Advertising, Bidding and the Request For Proposal/Qualifications Selection (“RFP/Q”) Competitive Selection Requirements

Oakland Municipal Code (“OMC”) section 2.04.50 A. requires advertising and bidding for the purchase of services, or supplies or combination thereof, which exceeds \$50,000, and award of the purchasing contract to the lowest responsible, responsive bidder. However, OMC section 2.04.050 A. I. 5 provides that the Council may waive advertising and bid when it is in the best interests of the City to do so.

Additionally, OMC section 2.04.051.A requires the City Administrator to conduct a request for proposals/qualifications (RFP/Q) process for professional services contracts in excess of \$50,000. OMC section 2.04.051.A of the Oakland Municipal Code (OMC) authorizes the City Council to waive the competitive bidding requirements of the OMC section 2.04.050 after a

finding and determination that it is in the best interest of the City to do so. Staff recommends that the City Council find and the RFP/Q requirements based on the following:

- **Unique Service:** GRID Alternatives Bay Area has an extensive track record of successfully implementing thousands of solar power and clean mobility equity projects throughout Oakland and the Bay Area since 2004. GRID Alternatives Bay Area provides specific logistical expertise for bicycle lending and has the key ability to procure e-bikes and other materials at reduced, wholesale costs, making the program significantly more affordable.
- **Efficiencies:** GRID Alternatives Bay Area assists with ongoing City projects, including the Zero Emission Vehicle Action Plan and ongoing efforts to increase access to solar panels and electric vehicle rebates. These existing relationships would lead to efficiencies as the organization is well versed with the City and its processes.

Not waiving advertising, bidding and the RFP/Q competitive selection requirements would compromise the City's ability to deliver the scope that was promised in the grant; jeopardize our relationship with existing community partners; undermine our ability to win additional grant funding from CALSTART and bring additional investment to Oakland; and delay the plan delivery timeline. On the other hand, competitive selection requirements might allow other community-based organizations to participate in this opportunity. Thus, staff requests that the Council waive advertising, bidding and the RFP/Q competitive selection requirements and award a professional services and purchase agreement to implement and manage the Oakland Electric Bike Library, including acquiring over 500 electric bikes, providing logistics, developing an online reservation system and customer database, and sub-contracting with up to six locally owned bike shops or CBOs with GRID Alternatives Bay Area.

FISCAL IMPACT

Implementation of this project will not require expenditure of City funds and will have a net positive fiscal impact on the City of Oakland by resulting in affordable access to electric bikes for low-income Oaklanders and financial support for locally owned bike shops and bike related CBOs.

Both OakDOT and GRID Alternatives Bay Area will receive funds as part of this grant award. Grant funding is being allocated as follows:

Organization	Grant Amount	Notes
OakDOT	\$80,000.00	The City will retain a small portion of the grant to fund project administration and planning.
GRID Alternatives Bay Area	\$920,000.00	Approximately \$530,000 will fund the purchase 500 E-bikes, including cargo bikes, E-scooters, adaptive bikes, adult trikes and spare parts. Approximately \$192,000 will fund up to six locally owned bike shops and/or CBOs in target communities to be the public-facing storefront for the program and to perform outreach and maintenance.

		The remainder, approximately \$198,000 will fund GRID's planning, operations and outreach, including insurance, equipment procurement, storage and delivery, logistics and web portal development.
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CALIFORNIA ENVIRONMENTAL QUALITY ACT (“CEQA”) REVIEW AND FILING OF NOTICE OF DETERMINATION (NOD) AND NOTICE OF EXEMPTION (NOE)

The proposed Project is exempt from the CEQA pursuant to Public Resources Code Section 21080.20.5.(restriping of streets for bicycle lanes).

The Projects are also exempt from CEQA pursuant to CEQA Guidelines Sections 15183 (Projects Consistent with a Community Plan, General Plan or Zoning), 15301(c) (Existing Facilities, Highways and Streets), 15302 (Replacement or Reconstruction), 15303 (Small Structures), 15304(h) (minor alterations to land), and/or 15061(b)(3) (No Significant Effect on the Environment); each of the aforementioned provides a separate and independent basis for CEQA compliance.

The City Administrator or designee will file a Notice of Determination/Notice of Exemption with the clerk of the County of Alameda on both projects named in this resolution. CEQA clearance for both projects is expected to be determined and confirmed with the Planning and Building Department at the time of construction contract award.

PUBLIC OUTREACH / INTEREST

The e-bike library concept was identified by the community during public outreach for “*Lets Bike Oakland!*” an update to Oakland's Bicycle Plan. That plan reflects the thoughtful participation of over 3,500 Oaklanders during the planning process and includes a specific recommendation to “fund a community owned bike share system (such as a bike library)”.

The e-bike library will incorporate significant community outreach, performed by both GRID Alternatives Bay Area and partner bike shops and/or CBOs. The early community engagement will aim to listen to the community feedback on types of e-bikes to purchase and the general parameters of the program, including maximum rental duration, cost and accessories. Once these aspects are decided upon, outreach will focus on increasing awareness about the program, leading group bike rides, and introducing the program to various community groups.

COORDINATION

This plan builds upon two related projects that aim to provide non-electric bike lending for youth—the Lyft Up East Oakland project, funded by ride-hailing company Lyft and a youth bike lending and education program funded by the Transformative Climate Communities (TCC) Grant. This TCC proposal includes five projects, one of which is community bike lending and bike education for youth, operated by Higher Ground and the Scraper Bike Team in East

Oakland. The Lyft Up East Oakland project includes non-electric bike lending for adults in East Oakland. By focusing on adults and e-bikes, the e-bike library project aims to complement, rather than compete with, these existing programs. In addition, staff will seek ways to leverage the CMO grant funds and logistical capacity to assist these other programs. Opportunities may include cross promotion, co-purchasing of bike and materials, collaboration on job training or other initiatives.

Additionally, the City of Oakland has adopted a comprehensive bike plan, "*Let's Bike Oakland!*" to improve bike facilities, particularly in disadvantaged communities. This project directly builds upon and supports these efforts.

Further, the Budget Bureau and City Attorney's office were consulted in preparation of this report and resolution.

SUSTAINABLE OPPORTUNITIES

Economic: The e-bike library directly funds locally owned bike shops to be the public face of the program and to perform outreach and maintenance. By offering low cost e-bike rental, this program will increase mobility and economic opportunities for Oaklanders, allowing them to ride further and longer to their destinations.

Environmental: Electric bikes emit no air pollution or greenhouse gases. By assisting the rider in pedaling, they greatly increase the distance that the average rider can cover, leading to more frequent and longer bike trips. Cargo e-bikes will also be offered, allowing users to replace some trips that would have otherwise required a car, such as grocery shopping. These combined improvements will contribute to an overall shift in mode of transportation away from single occupancy vehicles, and towards walking, biking, and transit.

Race & Equity: This project is designed to address two major barriers to electric bike adoption in Oakland's communities of color: a lack of bike shops and the high costs of the bikes themselves. By partnering with locally owned bike shops, or community-based organizations and libraries where they don't exist, the project will provide physical access to e-bikes to communities of color in West Oakland, Chinatown, Fruitvale/San Antonio and East Oakland. By offering short to long term e-bike rentals at a highly subsidized rate, the project will greatly reduce the financial barriers to e-bikes, which are typically double to triple the cost of equivalent non-electric bikes.

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Adopt A Resolution:

- (1) Accepting And Appropriating A Grant From CALSTART In An Amount Of One Million Dollars (\$1,000,000) For The Oakland Electric Bike Library;
- (2) Awarding A Professional Services Agreement With GRID Alternatives Bay Area To Implement And Manage The Oakland Bike Library In An Amount Not-To-Exceed Nine Hundred and Twenty Thousand Dollars (\$920,000);
- (3) Waiving Advertising, Bidding And The Request For Proposal/Qualifications Competitive Selection Process; And
- (4) Adopting Appropriate California Environmental Quality Act Findings.

For questions regarding this report, please contact Kerby Olsen, Parking and Mobility Division at 510-238-2173.

Respectfully submitted,



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