

ITEM 10

Transportation Commission

March 25, 2015

Item 5E

Action

Approve Point-to-Point Car Sharing Policy

Background

Car sharing is **defined** as a membership-based service, available to all qualified drivers in a community, which allows members to make vehicle trips with the use of a rented vehicle without a separate written requirement for each trip. Unlike taxi and shared ride services, car sharing organizations require their members to be qualified, licensed drivers who operate the car sharing vehicles during the rental period. There are three types of car sharing:

- “Dedicated Space” – members make round trips from a dedicated location. An example is City CarShare mentioned below.
- “Peer-to-Peer” – members make round trips from a dedicated location near the car owners’ residences so no special permit or City involvement is required.
- “Point-to-Point” – members rent an available vehicle and end the trip anywhere in allowed areas. An example is car2go.

In 2010, the City of Alameda began allowing City CarShare (<https://citycarshare.org/>) to use three different off-street public parking spaces on an exclusive, “**dedicated**” basis. One City CarShare parking space is located in the off-street parking lot on Central Avenue across the street from Alameda Theatre. Two other parking spaces are located in the off-street parking lot in the Webster Street Business District near Santa Clara Avenue. A City CarShare vehicle also is parked in the Bank of America off-street parking lot near Santa Clara Avenue and Park Street, which is a private parking lot.

In late 2013, **car2go**, which is a leader in point-to-point car sharing, approached Alameda about establishing in Alameda as well as in Oakland, Berkeley and Emeryville. Staff met with representatives from car2go who stated that they would like to have 200 to 250 car2go vehicles in the East Bay with an estimated 35 vehicles in Alameda at any given time. Staff decided to pursue a point-to-point car sharing policy that would allow car2go and other point-to-point car sharing organizations to operate in Alameda.

Research shows that car sharing lowers vehicle ownership, increases walking and bicycling and decreases greenhouse gas emissions. Car sharing also is shown to increase access to vehicles for lower income individuals and reduces the financial costs of driving for individuals and businesses.

Discussion

The **viability** of the point-to-point car sharing model relies on the car sharing organization's ability to park its vehicles in on-street public parking spaces. Vehicles are available 24/7, and are owned by a private car sharing organization. When car sharing vehicles are located in the public right-of-way, these vehicles are more visible to potential users and are more conveniently located to trip origins.

The City will dedicate a small fraction of the **parking supply** for the use of car sharing along the public right-of-way and in the parking structure. In the short term, this dedication of parking resources will reduce the supply of parking for other vehicles. In the long term, the expanded use of car sharing is expected to reduce demand for parking because of the multiplier effect of a single car sharing vehicle on vehicle ownership. Thus, the initial reduction in the parking supply has the potential to create a net increase in parking availability due to reduced parking demand.

During a car rental, point-to-point car sharing members will not pay for parking at parking meters. The parking meter costs will be covered by an annual permit fee. The City of Alameda lacks the necessary permit to allow the car sharing company to operate in Alameda. Staff recommends that a "Free-Floating Parking" permit be granted annually. This permit waives the parking duration limits, in metered and unmetered spaces with two hour or longer time limits, for car sharing vehicles belonging to a permitted car sharing organization. The permit fee, as shown in Exhibit 1, would offset the costs of foregone revenue for car sharing vehicles parked in metered spaces. For the first year, the Public Works Director in cooperation with the Finance Department and the car sharing company, will provide an estimated fee for each vehicle. Staff anticipates that this fee will be updated in subsequent years based on the actual use of metered parking spaces by the point-to-point car sharing service using on-vehicle GPS technologies.

When ending a car rental, users will be prohibited from ending point-to-point car sharing rentals at:

- Spaces with parking meters due to the daily street sweeping that occurs on Webster Street and in the Park Street area;
- Loading zones such as yellow or white curbs;
- Disabled parking spaces such as blue curbs;
- Time limited spaces of less than two hours such as green curbs; and
- Locations that change parking designation within 24 hours to no parking such as for street sweeping.

Exhibit 2 shows a point-to-point **Car Sharing Policy** that the City would adopt to establish objectives and implementation goals for point-to-point car sharing. The **objectives** of a point-to-point car sharing policy are to:

- Support car sharing on public property
- Maintain sensitivity to local parking conditions
- Clarify existing car sharing policies and business rules
- Operate a cost neutral program to the General Fund

Specific **outcomes** of the Car Sharing Policy will include:

- A program to introduce and then to evaluate point-to-point car sharing services in Alameda after two years in operation.
- Direction to staff to negotiate contracts with car sharing organizations to launch point-to-point car sharing services.
- A new Free-Floating Parking permit to allow point-to-point car sharing organizations to operate.
- A Master Fee Schedule that sets the fee of the Free-Floating Parking permit that is General Fund neutral in line with regional and industry standards.

Car sharing organization responsibilities will include:

- Providing clear and updated rules to the car sharing users as to where rental endings are prohibited such as at spaces with parking meters.
- Collecting and distributing regular utilization data reports in a format preferred by the City.
- Responding to any concerns from residents about the service.
- Relocating cars that have been idle for an extended period of time before the 72 hour maximum. Exceptions to the 72 hour maximum time limit will not be allowed.
- Prohibiting members from parking in any parking space that changes designation within the next 24 hours, which mainly includes street sweeping. The car sharing organization will be expected to relocate cars before idle cars impact street sweeping services.

City staff responsibilities will include:

- Setting up the Free-Floating Parking Permit.
- Enforcing the rules of the program.
- Forwarding concerns about vehicles and parking to the appropriate car sharing organization.
- Monitoring and presenting the Transportation Commission and the City Council with an evaluation of the point-to-point car sharing policy after the first two years and recommending whether to extend, modify or terminate the program.

Staff would like to **acknowledge** the work by City of Oakland staff Jamie Parks, which allowed Alameda staff to piggyback on Oakland's efforts. The City of Alameda's Development Review Team (DRT) discussed this item at three different meetings: December 4, 2013, August 13, 2014 and **March 11, 2015**. The DRT's overall feedback about the point-to-point car sharing concept was positive with concerns about conflicts with street sweeping, the 72 hour policy for parked vehicles and lost revenues from parking meters.

Budget Considerations/Fiscal Impact

The car sharing policy and program have been designed to be **cost neutral** to the General Fund. There is no anticipated cost of lost parking meter revenue because the point-to-point car share companies will pay the City based on actual use of metered parking spaces using on-vehicle GPS technologies. The car sharing companies will pay for these costs through the Free-Floating Parking Permit fee (Exhibit 1). Additional revenue will come from the new business license and business taxes generated by Car sharing businesses in Alameda.

Costs involved with car sharing also include **staff costs** to set up and monitor the car sharing program. Initially, the program will demand more time for data analysis and monitoring, but those demands will diminish as the program matures. Oakland's staff estimates that they will need approximately 0.50 Full-Time Employees (FTE) to start a program, and 0.25 FTE to maintain a point-to-point car sharing program after it has become established. The staff needs for the City of Alameda are expected to be lower than Oakland's estimates since Alameda is a smaller jurisdiction. Staff recommends covering staff costs through Measure B.

Municipal Code/Policy Document Cross Reference

The **next step** would be to request that the City Council adopt a resolution to approve a car sharing policy and to adopt an ordinance amending the Alameda Municipal Code pertaining to parking.

Point-to-point car sharing is consistent with goals, objectives and policies that are stated in the General Plan's *Transportation Element*. For example, the Circulation Goal states "Plan, develop and maintain a safe, barrier-free and efficient transportation system to provide the community with adequate present and future mobility." Furthermore, Alameda's *Climate Action Plan* recommends as one of its eight Transportation and Land Use Initiatives to "Encourage alternative fuel 'Car Share' programs."

Environmental Review

The action is exempt under the California Environmental Quality Act (CEQA) based on CEQA Guidelines sections 15060(c)(2), 15061(b)(3) (General Rule) as well as section 15308 (Actions by regulatory agencies for protection of the environment) and section 15301 (operation of existing facilities).

Recommendation

Staff recommends that the TC members review and approve the point-to-point car sharing policy.

Respectfully submitted,

Gail Payne, Transportation Coordinator

Exhibit 1: Free-Floating Parking Permit Fee
Exhibit 2: Point-to-Point Car Sharing Policy

Exhibit 1: Free-Floating Parking Permit Fee

Exhibit 2: Point-to-Point Car Sharing Policy

The City of Alameda recognizes the practice of car sharing – a membership-based service, available to all qualified drivers in a community, which allows members to make vehicle trips with the use of a rented vehicle without a separate written requirement for each trip – as a beneficial mode of transportation that reduces demand for private vehicles, decreases per capita greenhouse-gas emissions, and creates more mobility options. Furthermore, car sharing supports Alameda's *Transportation Element* of the General Plan and the *Climate Action Plan*, which encourage the use of alternatives to single-occupant vehicles. The City will establish requirements to operate qualified car share organizations in Alameda, will adopt changes to the municipal code and Master Fee Schedule to permit the use of car sharing services in the public right-of-way and in the parking structure, and will establish a program for staff to monitor the use of car sharing within Alameda.

A. Objectives

Support Car Sharing on Public Property

The City of Alameda will work with car sharing organizations to make the public right-of-way and the parking structure available for car sharing services, as the City deems appropriate. The City will establish basic requirements to operate a car sharing service and to monitor feedback from community members about car sharing services. In addition, the City will collect and analyze data from car sharing organizations to ensure that the public right-of-way and public parking facilities are being used in a manner that reduces dependency on private automobiles while enhancing mobility options.

Maintain Sensitivity to Local Parking Conditions

In planning and permitting car sharing services, the City of Alameda will maintain sensitivity to parking conditions in both residential and commercial districts. The needs of both owners of private vehicles as well as members of car share organizations will be balanced. The City will resolve disputes by relying on the overarching Multimodal Goal of the General Plan's *Transportation Element* "to allow all modes to be mutually supportive and to function together as one transportation system."

Clarify Existing Car Sharing Policies and Business Rules

The City will enforce traffic regulations, and will issue citations to individuals or vehicles when the privileges extended to permitted car sharing organizations are violated. The City of Alameda intends to clarify existing policies and procedures that currently limit the expansion of car sharing services in the public right-of-way and the parking structure. The City will establish and maintain an administrative process for granting car sharing-related permits that is fair, transparent and predictable to car sharing organizations.

Operate a Cost-Neutral Program to the General Fund

The financial impact of administering a car sharing program will be cost neutral to the General Fund. The City will make space in the public right-of-way and the parking structure to car sharing organizations, but it will not subsidize the operations of car sharing organizations. Staff time on the car sharing program will be charged to Measure B.

B. Implementation

Requirements for Participation

The Director of Public Works or designee will:

- Establish a program for point-to-point car sharing (i.e., “one way car sharing”).
- Set and publish car sharing administrative rules that establish the requirements to operate a qualified car sharing organization in Alameda.
- Create “Free-Floating Parking” permits.
- Monitor resident feedback as well as utilization data from car sharing organizations for the duration of the City’s car sharing programs.
- Determine performance measures of car sharing services and will publish the results on a regular basis.
- Set the permit fee and grant permits to car sharing organizations in cooperation with the Finance Department.
- Provide updates to the Transportation Commission and the City Council regarding findings from the program with the first update being two years after operation begins.

Parking Privileges for Car Sharing Services

The City of Alameda recognizes that car sharing services require different parking privileges than most privately owned vehicles. Thus, the Director of Public Works or designee will develop the “Free-Floating Parking” permit that will allow car sharing services to operate in Alameda in a fair and reasonable manner. This permit will not entitle car sharing organizations to free metered parking, and must include a fee that covers lost meter revenue as determined by the Director of Public Works or designee in cooperation with the Finance Department.

A “Free-Floating Parking” Permit waives the parking duration limits, in metered and unmetered spaces with two-hour or longer time limits, for car sharing vehicles belonging to a permitted car sharing organization within the City of Alameda. This annual permit entitles the car sharing organization to track and reimburse the City of Alameda for the parking meter fees of their car sharing vehicles annually or in a manner determined by the Director of Public Works or designee. Nevertheless, users are prohibited from ending car sharing rentals at spaces with parking meters and at locations that change parking designation within 24 hours to no parking such as for street sweeping.

With the exception of the privileges extended to car sharing vehicles and car sharing organizations bearing the "Free-Floating Parking" permit, all other traffic regulations apply to car sharing vehicles operating in Alameda. The Director of Public Works or designee will bring a complementary ordinance to the City Council to approve the necessary changes to the Municipal Code to establish the "Free-Floating Parking" permit.