

CARSHARE PARKING POLICY

EXECUTIVE SUMMARY

The proposed amendment to the *Parking Policy Framework for Calgary* (TP017) provides direction to The City and the Calgary Parking Authority (CPA) on how to use parking management to support carshare services in Calgary. Carsharing provides multiple benefits to citizens and The City, including offering a new and generally affordable travel option to citizens, as well as reducing overall automobile use, congestion and emissions. Surveys of citizens and Business Revitalization Zone (BRZ) representatives also show that the majority of stakeholders are supportive of carsharing in Calgary, though several parking issues should be addressed by The City. These challenges include clustering of carsharing vehicles in some commercial and residential areas, and that some carshare vehicles park in congested parking areas beyond the posted time restrictions. The proposed carshare parking policy is designed to allow citizens and businesses to enjoy the benefits of carsharing in Calgary while managing challenging parking behaviours when and where they occur.

ADMINISTRATION RECOMMENDATION(S)

That the SPC on Transportation & Transit recommend that Council:

1. Approve amending *A Parking Policy Framework for Calgary* (TP017) by adding the following as per Attachment 1:
 - a. Additional definitions in Section 5.1.
 - b. New text and Policy 37.a in Section 5.1.2.
 - c. New Section 5.1.6 (Carshare Parking Policies).
2. Direct Administration and the Calgary Parking Authority to revise existing contracts with carshare organizations, as necessary, to align with the new carshare parking policies.
3. Direct Administration to report back to the SPC on Transportation & Transit no later than 2016 September with an update report on the implementation of the carshare parking policies.

RECOMMENDATION OF THE SPC ON TRANSPORTATION AND TRANSIT, DATED 2015 MARCH 18:

That the Administration Recommendations contained in Report TT2015-0121 be approved.

Oppositions to Recommendations:

Opposed: D. Farrell, B. Pincott

Excerpt from the Minutes of the Regular Meeting of the SPC on Transportation and Transit, held 2015 March 18:

“AMENDMENT, Moved by Councillor Pincott, that Administration Recommendation 1 c. contained in Report TT2015-0121 be amended by adding the words “after amendment, by removing clause 22.b.iii. and further direct Administration and the Calgary Parking Authority monitor the clustering issue and report back as part of the planned Sept 2016 follow-up report.”

CARSHARE PARKING POLICY

ROLL CALL VOTE:

For: D. Farrell, B. Pincott

Against: A. Chabot, S. Chu, R. Jones, E. Woolley, S. Keating

MOTION LOST

FORWARD LOST MOTION

Pursuant to Section 155 (7) (a) and (b) of the Procedure Bylaw 44M2006, as amended, Councillor Pincott requested that the lost motion with respect to Report TT2015-0121 be forwarded to Council for information."

PREVIOUS COUNCIL DIRECTION / POLICY

On 2015 January 12, Council approved report TT2014-0935: Consolidated Parking Policy Work Plan. The work plan outlines the scope and timelines for parking policy projects to be completed by Administration over the course of Action Plan 2015-2018. Attachment 1 of report TT2014-0935 identified that Administration should bring forward the proposed carshare parking policy no later than 2015 March.

Prior to the development of the proposed carshare parking policy, the Calgary Transportation Plan provided the only Council policy guidance on carshare parking. CTP Policy 3.9.e states that:

Parking facilities should be encouraged to provide priority, high quality parking locations and/or rates for 'preferred parkers' (carpool parkers, car-sharing vehicles, cyclists, teleworkers, motorcycles and scooters).

BACKGROUND

The proposed policy amendments outlined in this report are in response to the rapid growth and success of carshare services in Calgary. Carsharing is a service where members have access to a fleet of shared vehicles distributed across the city. Members can access vehicles throughout the day without needing to reserve the vehicle in advance, providing them with access to a car when needed, while reducing the need to own their own vehicles.

The purpose of the carshare parking policy is to allow citizens and The City to receive the benefits of carsharing (as outlined in the Investigation section below), while managing challenging parking behaviours when and where they occur. The policies also provide The City and CPA with guidance on how to engage with carshare organizations (CSOs), citizens and businesses in a consistent and transparent manner.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

In the fall of 2014, Administration initiated work on the carshare parking policy, as outlined in the Consolidated Parking Policy Work Plan. The project began with research on carshare parking practices in other municipalities, research on the benefits of carsharing, and discussions with internal and external stakeholders about current carshare operations in Calgary. A statistically

Approval(s): Logan, Malcolm concurs with this report. Author: MacNaughton, Eric
City Clerk's: J. Lord Charest

CARSHARE PARKING POLICY

valid telephone survey of 800 Calgarians and detailed interviews with multiple BRZ representatives were also conducted by Ipsos Reid to establish the public views on carshare parking.

There are two distinct types of carsharing that operate in Calgary today. One-way carsharing (e.g. car2go) allows users to pick up vehicles in one location, and drop them off in a different location. Round-trip carsharing (e.g. Calgary Carshare) requires users to pick up and return the vehicle to the same 'home base' location. Considerable research has been conducted by universities, consultants and government organizations on the benefits of carsharing services, although there is less data on the newer one-way carsharing approach. The benefits of carsharing include:

- Reduces or eliminates the up-front cost of buying a new automobile, while continuing to provide access to a car.
- Reductions in car ownership between 10 to 30 per cent for carshare members.
 - Each one-way carshare vehicle takes up to 3 private cars off the road.
 - Each round-trip carshare vehicle takes between 7 to 13 private cars off the road.
- Carshare members reduce the amount of driving they do by up to 40 per cent.
- Carshare vehicles tend to be more fuel efficient than the average private car, reducing greenhouse gas emissions.
- Carshare members tend to increase their use of walking, cycling and carpooling. The net transit use by carshare members tends to be unchanged, though there may be synergies with light rail transit (like Calgary's Ctrain).
- Smaller one-way vehicles, like car2go, take up less parking space per vehicle.

A summary report of the telephone survey is available on the Carshare Parking Policy webpage on www.calgary.ca. Key findings from the survey include:

- There is general support for carsharing in Calgary, though there is a general lack of understanding of the benefits and how the services operate in the city.
- Most Calgarians disagree that carsharing makes it difficult to find on-street parking in commercial or residential areas.
- A majority of Calgarians recognize that carsharing provides an economical alternative to owning a car.
- 75 per cent of Calgarians believe it is important for carshare users to have flexibility in where they can park.
- Half of Calgarians believe carshare vehicles should have a mix of reserved and regular parking spaces.
- There is more interest in having reserved spots adjacent to non-residential uses, but less interest in allowing carshare users to park in Residential Parking Program (RPP) zones.

CARSHARE PARKING POLICY

The findings from the interviews with BRZ representatives can be summarized as follows:

- There is a need for automobile options such as carshare to service BRZ areas.
- Carshare services increase parking turnover which increases the potential availability of parking space for other BRZ visitors.
- The parking arrangement with car2go reduces the 'rushed' feeling for patrons since they do not need to hurry back to minimize their parking costs.
- car2go vehicles do accumulate in some areas overnight, which can make finding morning parking difficult.
- Clustering of vehicles in the downtown core is a "pain point" and turnover may not be rapid enough in some locations.
- The common branding of vehicles exacerbates the clustering issue and makes non-users feel crowded out of certain parking areas.
- Carshare parking should be allowed in both residential and commercial areas to ensure the services are successful.
- There were mixed opinions on the benefits and drawbacks of reserved spaces for carshare vehicles. Providing reserved spots in transit parking lots is supported.

Administration met directly with the Downtown Calgary BRZ to discuss how downtown businesses and customers both are impacted by carsharing. Between 150 to 350 car2go vehicles are parked on-street and off-street downtown on a typical weekday. Issues of clustering and parking beyond posted time limits are most frequently observed downtown between the morning rush hour and lunch time. The Downtown Calgary BRZ has received feedback from some visitors that they have difficulty finding parking in prime locations because of these issues, and that it acts as a deterrent to visit the downtown core. The BRZ also indicated that they understand the value that carsharing can provide in Calgary, as long as these challenging parking behaviours can be managed effectively.

Internal stakeholder discussions included representatives from Transportation Planning, Roads, Calgary Transit and the Calgary Parking Authority (CPA). These discussions validated the findings of the public survey and BRZ feedback. Clustering and parking that exceeds posted time restrictions are the two primary issues that generate complaints from businesses or the public. Approximately 160 complaints about these issues have been received over the previous two years. At the same time, several stakeholders advocated a policy approach that supports carsharing services as an affordable and sustainable compliment to existing transportation options, including transit service. Development of the carshare parking policy has also been coordinated with the pilot project already initiated by Roads to create reserved one-way parking spaces for car2go vehicles to increase the efficient use of curb space in the Centre City.

Administration met with car2go and Calgary Carshare, as well as another carshare organization that is examining the Calgary market. The carshare organizations expressed a desire for the certainty that the carshare parking policy would provide, and the hope that The City would find opportunities to support further growth of carsharing in Calgary through reduced rates or other

CARSHARE PARKING POLICY

partnerships. car2go indicated that membership levels in Calgary continue to grow quickly, and that there is demand to add more vehicles to their fleet to provide comprehensive service. Administration was able to view confidential data showing aggregate locations of car2go members in Calgary. The data showed that the highest concentrations of car2go members are located in RPP zones, including the Beltline, Inglewood, Mission, Hillhurst/Sunnyside, and Mount Royal. car2go also highlighted concerns about rising parking rates and fees, which are higher than in some other municipalities, and that increasing costs would limit the ability to expand services in Calgary.

The proposed carshare parking policy contained in Attachment 1 has been designed to allow citizens and The City to receive the benefits of robust carsharing services, while managing challenging parking behaviours when and where they occur. A summary table outlining the major changes from current policy and practices is included in Attachment 2. The currently approved version of *A Parking Policy Framework for Calgary* (TP017), without the amended text and policies, is contained in Attachment 3.

The carshare parking policy builds on current policy direction and practices in Calgary, and draws on parking practices from several other municipalities. Administration reviewed multiple jurisdictions with active carshare programs, including San Francisco, Vancouver, Toronto, Seattle, Portland and Denver.

The policies are consistent with the following five principles that have been developed for carsharing in Calgary:

1. Facilitate access to carshare services for citizens of Calgary.
2. Treat all CSOs equitably, while acknowledging the differences between round-trip and one-way carshare services.
3. Treat carshare users like all other drivers in Calgary, while interacting with CSOs like other businesses that operate in Calgary.
4. Effectively manage low turn-over and clustering of carshare vehicles in congested parking areas, when and where this activity occurs.
5. Allow portions of existing or new parking space to be dedicated to carshare parking in commercial and residential areas.

The carshare parking policy also aligns with CTP Policy 3.9.e to provide priority, high quality parking locations and/or rates for 'preferred parkers' such as carsharing.

Elements of the policy that are supportive of carshare activity in Calgary include:

- Clear processes for The City and carshare organizations that enable the creation of designated on-street parking spaces in commercial or residential areas, meeting the needs of either one-way or round-trip carshare providers while minimizing impacts on residents or businesses.

CARSHARE PARKING POLICY

- Policy direction for enforcement of dedicated parking spaces for carshare vehicles to ensure that ineligible vehicles do not occupy the spaces.
- Opportunities for The City and the CPA to incentivize the use of certain parking spaces to encourage efficient use of public curb space.
- Confirmation that carshare vehicles should continue to pay hourly public rates, including any special rates (e.g. small car discounts), for parking in regular on-street space.
- In recognition of the fact that RPP zones have a higher density of carshare members, a 25 per cent reduction in the fee for all-zone RPP permits for one-way carshare providers. The rate continues to be significantly higher than for individual residents, reflecting public feedback and the special access granted by the permits.

Other elements of the carshare parking policy are designed to address the challenging issues of clustering and parking beyond posted time restrictions, particularly in the downtown core.

These include:

- Clear policy direction that carshare vehicles are required to adhere to on-street time restrictions and other parking restrictions. Standard enforcement procedures such as ticketing and/or towing will be applied to carshare vehicles.
- Mechanisms designed to encourage carshare organizations to manually redistribute vehicles that are clustered or parked beyond posted time limits in commercial and residential areas. Redistribution can be achieved through voluntary compliance, or financial disincentives that target the carshare organizations rather than individual users.
- The ability for The City to temporarily or permanently close on-street parking spaces dedicated for carshare vehicles in the event of public need, lack of use, or failure of the carshare organization to comply with City policies or bylaws.

The carshare parking policy also requires carshare organizations to submit monthly reports summarizing on-street parking activity in ParkPlus and RPP areas. Carshare organizations will also be required to submit annual surveys of their members, summarizing self-reported changes in travel behaviour. These annual surveys will help The City to evaluate whether the benefits ascribed to carsharing are materializing in Calgary.

Administration will monitor the implementation of the carshare parking policy over the next year to determine the effectiveness of the new policy measures. Monitoring will include ongoing discussions with internal stakeholders, BRZs and carshare organizations to gauge the impact of the policies on carshare parking activity. An update report will be presented to the SPC on Transportation & Transit no later than 2016 September, and if necessary will include any amendments required to maximize the effectiveness of the policy.

CARSHARE PARKING POLICY

Stakeholder Engagement, Research and Communication

As discussed in the Investigation section, public engagement included a statistically valid, geographically and demographically representative telephone survey of 800 Calgarians conducted by Ipsos Reid, interviews with multiple BRZ representatives, and meetings with carshare organizations and BRZ representatives. Internal engagement included multiple meetings with representatives from Transportation Planning, Roads, Calgary Transit and the Calgary Parking Authority.

Also as discussed in the Investigation section, research a review of carsharing practices in other municipalities, and a literature review of the benefits provided by carsharing to users and transportation systems in general was completed.

Strategic Alignment

The proposed carshare parking policy supports multiple policy objectives from the MDP and CTP. The policy fulfills the CTP direction from policy 3.9.e to provide parking locations and rates that support preferred parkers such as carshare vehicles. It is also strongly aligned with the Transportation Choice policies in CTP Section 3.1 that call for increased travel options that will improve overall mobility, better withstand rising energy costs or other economic shocks, reduce energy use and emissions, provide travel options for all Calgarians regardless of age or income, and increase Calgary's competitive advantage in the market place.

Social, Environmental, Economic (External)

As discussed in the Investigation section, carsharing has been shown to provide a wide range of social, environmental and economic benefits. Round-trip carshare services provide the greatest benefits, while one-way carshare services provide more modest benefits that can compliment other modes of transportation.

Financial Capacity

Current and Future Operating Budget:

The proposed policy will slightly reduce the fees collected by Roads for all-zone RPP permits from \$330,000 to \$247,500 based on car2go's current fleet of 550 vehicles. This represents an operating budget reduction of \$82,500 per year, which is less than 0.1 per cent of Roads annual operating budget. New permit fees for on-street Home Spaces and/or additional permits for expanded one-way carshare fleets will offset this operating budget reduction over time.

Should the pilot project to create reserved one-way parking spaces for small carshare vehicles, like those used by car2go, prove successful, the CPA will see an increase in on-street parking revenue from the Centre City. The amount of new revenue would depend on the number of reserved one-way stalls that are created.

CARSHARE PARKING POLICY

Current and Future Capital Budget:

The proposed carshare parking policy has no impact on current or future capital budgets.

Risk Assessment

The primary risk associated with the carshare parking policy is that the citizens and businesses, including carshare organizations, could be dissatisfied with The City's approach to supporting and managing carshare activity in Calgary. If the policy mechanisms do not adequately address low turn-over or clustering, particularly in the downtown, businesses and other parkers may feel that The City is not adequately meeting their needs. Conversely, if the policy mechanisms prove to be too restrictive and limit carshare opportunities in commercial and residential areas, carshare users and organizations may feel The City is over-regulating this travel option. In order to mitigate this risk, Administration will monitor the effectiveness of the policy by evaluating changes in parking activity and by engaging external and internal stakeholders to determine whether any adjustments should be made to the policy. Any proposed adjustments will be included in the update report recommended for no later than 2016 September.

It is important to evaluate the extent to which the benefits ascribed to carsharing are realized in Calgary, since they are the primary reason to offer 'preferred parker' status to carshare vehicles. The policy requirement for annual surveys of carshare members to establish self-reported changes in travel behaviour will allow Administration to determine the extent to which Calgary is experiencing the ascribed benefits. Should the results of the survey indicate the need for The City to change its approach to carsharing, whether that be to increase support or regulation, such changes can be addressed through future policy amendments.

REASON(S) FOR RECOMMENDATION(S):

The proposed carshare parking policy aligns with Council direction to increase travel choices for Calgarians, while also supporting more sustainable modes of transportation. The policy aligns with public and key stakeholder input by supporting provision of carshare services in Calgary, while managing challenging parking behaviours when and where they occur.

ATTACHMENT(S)

1. Proposed Carshare Parking Policy
2. Summary of Major Policy Issues
3. *A Parking Policy Framework for Calgary (TP017)*