

Carshare Parking Policy Update

EXECUTIVE SUMMARY

The Carshare Parking Policies (Attachment 1) were designed to allow citizens and businesses the benefits of carsharing in Calgary while managing parking activity of shared vehicles. The policies have been successful in discouraging clustering behaviour, as defined in the policy, in both residential and commercial areas by encouraging the carshare organization (CSO) to proactively redistribute their vehicles and allowing for a financial surcharge to the CSO if clustering occurs. Since July 2017, Administration has not levied the financial surcharge to the CSO as clustering, as defined in the policy, has not occurred. The Carshare Parking Policies provide clear direction that CSOs are required to pay for parking and adhere to on-street time restrictions and other parking restrictions, consistent with all other parkers. The Carshare Parking Policies have provided Administration with guidance to engage with CSOs and citizens in a consistent and transparent manner.

ADMINISTRATION RECOMMENDATION:

That the SPC on Transportation and Transit recommends that Council receive this Report for information.

RECOMMENDATION OF THE SPC ON TRANSPORTATION AND TRANSIT, DATED 2018 JANUARY 18:

That the Administration Recommendation contained in Report TT2018-0005 be approved.

PREVIOUS COUNCIL DIRECTION / POLICY

On 2015 March 30, Council approved report TT2015-0121: Carshare Parking Policy. This included the recommendations:

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.

On 2016 June 20, and subsequently on 2017 February 13, Council approved a deferral request on the update report to no later than 2018 January.

BACKGROUND

The Carshare Parking Policies were developed as a response to the popularity of carshare services in Calgary. The policies are consistent with the following five principles:

Carshare Parking Policy Update

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

INVESTIGATION: ALTERNATIVES AND ANALYSIS

In 2015, when the policies were approved, there were two carshare organizations (CSOs) in Calgary. One operated as a one-way carshare service and the other as a roundtrip service. The roundtrip CSO spoke in favor of the Carshare Parking Policies when they were proposed, however, they are no longer operating. Currently, the only CSO in Calgary is car2go which operates as a one-way carshare service.

Implementation of the Carshare Parking Policies required an updated contract with the CSO that reflects the new policies and fees. The contract was signed in July 2017, giving Administration six months of data to assess the impact of the policies on carshare parking activity, and the success of the policies in addressing observed issues.

The Carshare Parking Policies were intended to support carshare activity in Calgary while managing parking activity. The two parking activities that the policy primarily addressed were clustering and parking beyond posted time limits. The policy directs that CSOs are expected to redistribute their vehicles that routinely cluster together, and may have a financial surcharge applied for non-compliance in commercial areas or have access to residential permit zones revoked for non-compliance in residential areas. Clustering tends to be a perception issue as CSO vehicles are distinctively branded and may move and be replaced with a different vehicle that looks identical to the original moved vehicle. Based on a review of current and historical data, residential clustering, defined in the policy as residential blocks with posted restrictions where complaints are repeatedly received and total occupancy exceeds 60 per cent, has not occurred since the policies were approved in March 2015. From July 2017, when the contract with the CSO was enacted, clustering in commercial areas, defined in the policy as CSO vehicles exceeding 25 per cent of the available space in a ParkPlus zone within a commercial pricing area where the previous year's average occupancy exceeded 80 per cent during a given parking management period, has not occurred and as such Administration has not charged the clustering surcharge. The clustering policies have been effective in encouraging CSOs to proactively redistribute their vehicles. While Administration has not levied the financial surcharge, the policy allowing for it provides clarity for currently operating and interested operators that clustering is an important issue to be mitigated.

The policies provide clear direction that CSOs are required to pay for parking just as all other users of public parking spaces. Additionally, CSOs are required to adhere to on-street time restrictions and other parking restrictions, and vehicles will be ticketed and/or towed for any parking violations that occur just as all other users of parking spaces will be. As it would for an individual, incurring enforcement charges is motivation for the CSO to ensure vehicles are parked legally and further encourages redistributing vehicles to avoid overstay tickets. From 2015 to 2017 the average monthly ticket payments by the CSO has decreased by 30%.

Carshare Parking Policy Update

Inquiries related to carsharing both to The City and the Calgary Parking Authority (CPA) are minimal. The City received less than 100 inquiries regarding carsharing in the past two years and CPA receives, on average, less than 5 inquiries per month (less than 0.1% of total monthly inquiries). Typically, the inquiries received relate to general information on how to appropriately park the vehicles or citizens reporting CSO vehicles parking improperly. Complaints received generally are around perceived preferential treatment of the CSO.

In 2015 reserved one-way parking spaces for CSO vehicles were created in the Centre City to increase the efficient use of curb space. These microstalls are only able to accommodate small vehicles. On a typical weekday morning Administration observed that these stalls are not highly utilized, with average occupancy below 20%, serving as overflow space for small CSO vehicles. Additionally, the CSO currently operating is moving towards a model where the fleet will have a higher proportion of standard sized vehicles.

In 2016 the University of California Berkeley published a study on one-way carsharing in North America (Attachment 1). The study included Calgary and quantifies benefits achieved from carsharing:

- each car2go vehicle removed an estimated 11 private vehicles from Calgary's roads
- each car2go vehicle eliminated up to 14 metric tons of greenhouse gas emissions
- car2go reduced overall vehicle miles travelled by up to an estimated 52.9 million kilometres

The carshare parking policies require CSOs to annually report on carshare membership including membership level, members change in travel behaviour and private vehicle ownership rate. Going forward Administration will use this annual information to monitor the extent which Calgary continues to experience the benefits of carsharing.

The policy also provides transparency when talking with CSOs who do not currently operate in Calgary. It provides CSOs with clarity on expectations and processes to operating a carshare program in Calgary. Administration is currently meeting with a CSO that is considering the Calgary market, and the Carshare Parking Policies have been facilitating an open discussion between the parties.

Summary of Discussions with car2go:

Administration has been engaged in several discussions with car2go about the Carshare Parking Policies. There are three main areas which further consideration may be warranted:

1. Paying for overstay parking in time restricted zones in lieu of ticketing – this is inconsistent with Council's guiding principle of the Carshare Parking Policies of treating carshare vehicles equitably to all other vehicles. Additionally, Administration is concerned that this would undermine the policies that are meant to deter clustering. In order to achieve this, an amendment to the Traffic Bylaw would be needed to exempt carshare vehicles from enforcement.

Carshare Parking Policy Update

2. Further Residential Parking Program (RPP) permit fee reduction – through the policy work in 2015 Administration reduced the annual per vehicle RPP fee for CSOs by 25% in recognition of RPP zones having a higher density of carshare members. While this rate is significantly higher than for an individual resident, it does represent 25% discount over what other commercial entities would be charged for RPP zone access. Administration will be reviewing the RPP program through 2018. Once the program review is complete, fees for non-residents can be reviewed to align them with any program changes.
3. Expansion of preferred parker benefits – consideration of reduced parking fees for carshare vehicles compared to fees for private vehicles. Currently car2go's preferred parker benefits include: ability to park in all RPP zones, discounted RPP zone fees, and exclusive use of on-street space (microstalls). The preferred parker benefits are provided in relation to achieving broader transportation goals as defined in the Calgary Transportation Plan (CTP); whether additional benefits are warranted will be explored through the update of the CTP. Policy work would be undertaken to reflect any necessary changes after the completion of the CTP update.

Stakeholder Engagement, Research and Communication

As discussed in the Investigation section, Administration has had several conversations with car2go about the Carshare Parking Policies and the results of the policy implementation.

Additionally, the Calgary Downtown Association has been informed of the results observed from the policy implementation and of the recommendations of the report.

Strategic Alignment

The Carshare Parking Policies support multiple policy objectives from the Municipal Development Plan and the 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 aligned with the CTP goal of increasing mobility choices.

Social, Environmental, Economic (External)

Carsharing provides a wide range of benefits. Carsharing vehicles remove private vehicles from the road as consumers have access to a vehicle reducing the need to obtain additional private vehicles. It reduces the upfront cost of purchasing a new vehicle while continuing to provide access to a car. Carsharing contributes to reducing the vehicle miles travelled and reducing greenhouse gas emissions. Carsharing can be an affordable travel option for citizens.

The University of California Berkeley study found that carsharing vehicles eliminated up to 14 metric tons of greenhouse gas emissions; this study was prior to the CSO moving to the current fleet composition of larger vehicles.

Financial Capacity

Current and Future Operating Budget:

There are no impacts to The City's current or future operating budgets as a result of this report.

Carshare Parking Policy Update

Current and Future Capital Budget:

There are no impacts to The City's current or future capital budgets as a result of this report.

Risk Assessment

The primary risk associated with the Carshare Parking Policies is that the citizens and businesses could be dissatisfied with The City's approach to supporting and managing carsharing in Calgary. If the policy mechanisms are not sufficient to address carshare vehicle turn-over and clustering, business and other parkers may be unsatisfied. On the other hand, if the policy mechanisms are too restrictive, CSOs and carshare users may be unsatisfied with the level of regulation. To mitigate this risk, Administration will continue to monitor parking activity and engage with internal and external stakeholders regarding the policy.

There is also risk that the benefits Calgary receives from carsharing do not match the level of the benefits given to CSOs as 'preferred parkers'. The policy requires CSOs to annually report on members' self-reported changes in travel behaviour and vehicle ownership rates.

Administration will continue to monitor this information to determine whether the benefits associated with carsharing are materializing in Calgary and if they match the level of policy mechanisms. If there is a disconnect, policy amendments would be considered at that time.

As there is only one CSO currently operating in Calgary (one-way carshare), Administration is unable to analyze the effectiveness of the policies for round-trip models until a round-trip operator enters the market.

REASON(S) FOR RECOMMENDATION(S):

The Carshare Parking Policies have been successful in allowing citizens and The City to receive the benefits of carsharing, while managing the parking activity of shared vehicles.

ATTACHMENT(S)

1. Attachment 1 – Section 5.1.6 Carshare Parking Policies in *Calgary Parking Policies* (TP017)
2. Attachment 2 – University of California Berkeley One-Way Carshare Study Press Release