



City of Emeryville

CALIFORNIA

MEMORANDUM

DATE: December 5, 2017

TO: Carolyn Lehr, City Manager

FROM: Charles S. Bryant, Community Development Director

SUBJECT: Discussion Of Potential Ordinance Regarding One-Way Car Share

RECOMMENDATION

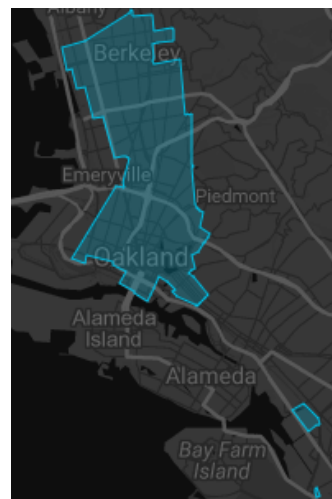
Staff recommends that the City Council provide direction on whether to prepare an ordinance regulating one-way car share.

BACKGROUND

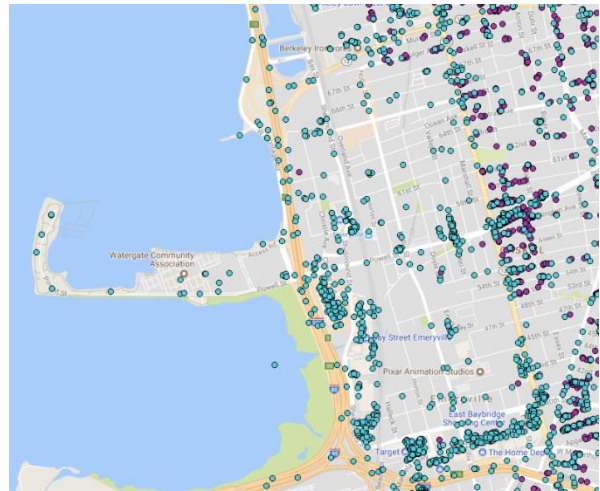
Definitions. Car share is a membership-based service, available to all qualified drivers in a community, which allows members to make vehicle trips by operating a rented vehicle without a separate written agreement for each trip. One-way car share allows members to pick up a vehicle at one location and drop it off at another location. Members find locations of available vehicles in real time using the organization's mobile application or web site. Unlike traditional car share companies such as City CarShare and ZipCar, one-way car share vehicles are not picked up and dropped off at discrete "pods", but can be parked and subsequently picked up anywhere within the company's "HomeZone" (see below). Vehicle rental fees are charged by the minute and include fuel, maintenance, insurance and parking.

History. In 2015 and 2016, in response to requests from Car2Go, Oakland and Berkeley adopted ordinances establishing permits and fees for one-way car share. However, Car2Go subsequently chose not to invest in the area.

Recently the American Automobile Association of Northern California, Nevada & Utah (AAA) established one-way car share in portions of Oakland and Berkeley. The service is called Gig ("Get In, Go") Car Share. Its "HomeZone" (pick-up and drop-off area) is shown to the right.



Gig members sometimes stop in Emeryville, as shown to the right, and in a survey 50% requested expansion of the HomeZone into Emeryville. AAA wishes to expand the perimeter of its HomeZone into Emeryville, and has requested that Emeryville adopt an ordinance similar to those of Oakland and Berkeley. AAA uses Toyota Prius C's and have recently purchased additional vehicles, primarily to increase the density of available cars. They will earmark 20 of the new cars for Emeryville for a trial run if they are given permission to operate here.



DISCUSSION

One-Way Car Share Effects and Benefits

Effect on Parking. The effect on parking would be minimal. AAA would have 20 cars in Emeryville. That is less than 0.1% of the 4,000 to 5,000 public parking spaces in Emeryville. Car share drivers would have to obey posted parking regulations other than time limits, such as disabled parking spaces and street sweeping.

Benefits. One-way car share has several benefits. A 5-city study¹ has shown that some households that join a one-way car share organization sell their cars or avoid buying cars, taking 7 to 11 cars off the road for every car share vehicle. Of Gig survey respondents, 11% said they were considering selling their car. Other members reduce their use of ride hailing services such as Uber and Lyft. If the car share vehicles are more fuel efficient than the cars taken off the road, greenhouse gas emissions are reduced. Car share offers a less expensive connection to transit and nearby destinations than car ownership. All of these benefits contribute to a reduction in greenhouse gas emissions. The 5-city study reports that 4-7 tons of greenhouse gas emissions are avoided per year per vehicle.

Summary of One-Way Car Share Ordinance Provisions

An ordinance to implement a one-way car share program is required to utilize California Vehicle Code section 22507.1, which enables cities to designate car share areas, set criteria for car share organizations to participate in car share programs, assign permits, and collect parking fees from the organizations rather than at meters. An ordinance

¹ Susan Shaheen, 2016, Impacts of Car Sharing 5 City Study, Transportation Sustainability Research Center, UC Berkeley. 5 cities: Calgary, San Diego, Seattle, Vancouver, Washington DC.

would authorize staff to set criteria for car share organizations, designate car share areas, and set procedures and fees for pre-paid parking permits.

The Oakland and Berkeley ordinances are attached and described below (see Attachments 1 and 2). Oakland's quarterly report form is also attached (See Attachment 3).

Parking Fee Payment. Oakland and Berkeley have parking meters, and Emeryville plans to install meters in fall-winter 2018-2019. One-way car share companies need a way to pay for parking, so a member can leave a car on the street or in a public parking facility until the next member uses it. These ordinances require the company to estimate what parking for their cars will cost for a year, track parking at metered spaces, and true up at the end of the year (true-up reporting can occur quarterly).

Qualified Car Share Organizations. Oakland and Berkeley authorize staff to set criteria for and designate Qualified Car Share Organizations. Oakland and Berkeley define a Car Share Organization as an organization available to all qualified drivers that provides members with access to a minimum of 20 branded, GPS-enabled shared-use vehicles at geographically distributed locations; renting with hourly, daily, weekly, or mileage rates (or fractions thereof) that include insurance; operating a fleet with permits. Staff recommends the same criteria in Emeryville.

Number of Organizations and Vehicles. So far, Gig is the only one-way car share organization that has approached the City. Berkeley allows for multiple organizations, limits each to 700 vehicles and allows a total of 1600 in their 2-year pilot program. Since Berkeley's population and jobs are about ten times those of Emeryville, it would make sense for Emeryville to set limits of 70 vehicles per organization and 160 overall.

Permits. Staff recommends that Emeryville issue permits similar to the two kinds of permits that Oakland and Berkeley issue:

- Starting in Year 1: Master Residential Parking Permits, which entitle one-way car share vehicles to park in all residential parking permit zones.
- Starting in Year 2: Free-Floating Parking Permits, which waive parking duration limits in metered and unmetered spaces with 2-hour or longer time limits, for car sharing vehicles belonging to a permitted car share organization, in its service area.

Fees. The fees are set as follows:

- The Qualified Car Share Organization application fee covers the City's cost to issue and administer the designation.
- The Master Residential Parking Permit fee is three times the fee for a regular Residential Parking Permit for one residential parking area. This is \$105 per vehicle in Oakland and \$315 in Berkeley, and would be \$174 in Emeryville. The Free-Floating Parking Permit fee is based on estimated foregone parking

revenues in the permit year. This is \$1,278 per vehicle in Oakland and \$1,580 in Berkeley; Emeryville's fee would be implemented with the new parking meters.

Emeryville's fees would be included in the Master Fee Schedule. Each city issues a sticker that can be placed on a Master East Bay Permit produced by the car share organization, which is affixed to the rear bumper of each car.

Adherence to All Other Parking and Traffic Regulations. The Car Share Organization and its members must still comply with all standard parking and driving regulations, such as no parking in commercial loading zones, red zones, disabled parking zones, and bike lanes. The Car Share Organization is responsible for paying any parking fines and towing violations incurred by its vehicle fleet.

Transportation Committee Questions and AAA Responses

The Transportation Committee reviewed the proposed expansion of the Gig HomeZone into Emeryville on June 22, 2017, July 20, 2017, and September 21, 2017. Committee members asked AAA several questions; AAA's responses are summarized below.

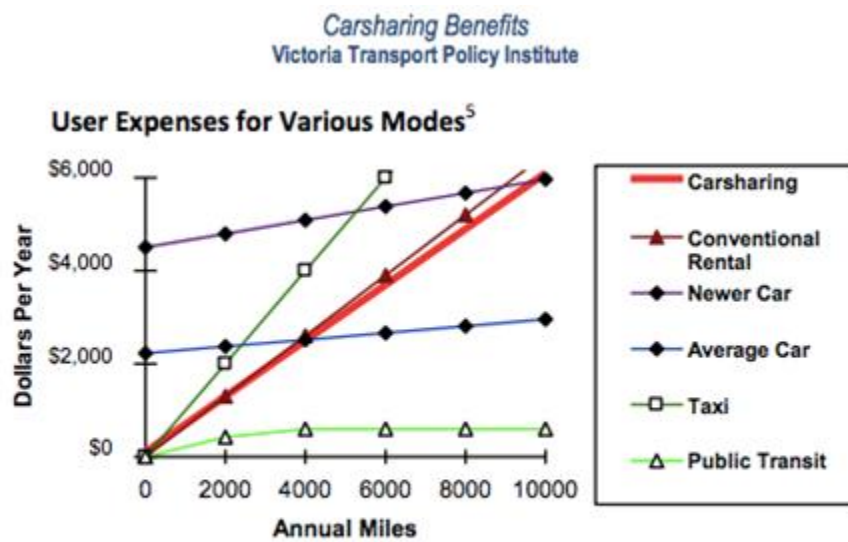
Trip Distances. Average trip distances from the 5-city study ranged from 3.4 miles in Washington, DC, to 4.1 miles in San Diego. Gig East Bay average trip distance is 12.5 miles primarily because of a few members taking very long trips; a lower proportion taking long distance trips is expected to reduce this average.

Gig's trip distances on a typical day (Thursday, September 21), are summarized below:

Number of Miles	< 2	2-5	5-10	10+
Number of Trips	252	135	46	50
Percent of Trips	52%	28%	10%	10%

Average trip distance was 12 miles that day, because some of the trips that were over 10 miles were very long trips.

Cost Comparison with Other Modes. Car share cost is higher than transit and cycling. It is lower than car ownership for short distances per year. Car share cost is lower than Uber X (Uber's basic service for up to four passengers) per hour or day, but slightly higher for a short trip.



This figure compares the costs of common travel modes. Private cars have high fixed/low variable costs, while other modes have low fixed/higher variable costs.

Car Share Trips to Transit. In Gig East Bay's first 60 days, 200 trips ended at the West Oakland BART station and 115 trips ended at the Ashby BART station, a combined total of 2% of all trips. (There were also trips from those stations, and to and from seven other BART stations in the HomeZone). 31% of Gig survey respondents in July reported using Gig to get to a local transit hub. Gig reported that transit and bicycle ridership reached record highs in Vancouver in 2016, the first year of their operation there, indicating that one-way car share did not detract from transit and bicycling use.

Car Pooling. In a Gig survey, 63% of respondents reported having one or more passengers on at least some of their trips.

Ride Hailing. Ride hailing services such as Uber and Lyft involve more vehicle miles per trip than privately owned cars because the driver must travel to where the passenger is being picked up. In Vancouver, 67% of Gig users report using ride-hailing services less.

In an East Bay Gig survey in July of this year, members responded as shown below.

	STRONGLY DISAGREE	SOMEWHAT DISAGREE	NEITHER DISAGREE NOR AGREE	SOMEWHAT AGREE	STRONGLY AGREE	N/A	TOTAL
I use ride hailing services like Uber and taxis less	7.31% 85	11.88% 138	14.97% 174	35.28% 410	25.56% 297	4.99% 58	1,162

Trip Purposes. Gig car share trips are for large errands such as groceries, buying large items or multiple items, multiple errands, evening out with family or friends, commute to work or school, to transit, or a longer weekend trip out in nature.

Staff to Service Fleet. Currently Gig has five operations staff members and a third party partner with 8-10 staff for vehicle relocation, refueling, cleaning, and inspection. AAA's towing team in Oakland handles late night incidents or broken down or damaged vehicles. The member call center has a 6-member staff and 5 overflow staffers for high volume call periods. Gig adds at least one operations staff member for every 100 cars added to the fleet, and third-party services are scaled appropriately.

Vehicle Miles to Service Fleet. In the first three months, Gig vehicles have been driven 512,958 total miles (5,576 miles per day), including 23,939 service miles (386 miles per day), by Gig staff and third-party partners, so service miles are 4.7% of total miles, and member miles are 95.3%. The 5-city study of one-way car share operations found 3% to 7.5% of total mileage was for service, so Gig is about average.

Electric Vehicle (EV) Rollout and Charging. Gig has a goal of transitioning to an all-EV fleet in the next 2-5 years. The current barriers to doing so are a lack of charging infrastructure and a limited number of EV models with more than a 200-mile range. Car2Go cancelled an all-EV fleet in San Diego due to limited charging infrastructure, limited vehicle range, and high operational cost of getting vehicles back to charging stations; service miles were 17% of total miles. Gig hopes there will be a reasonably priced EV with a longer range within 1-3 years.

FISCAL IMPACT

Set-up Cost. Establishing the program would occupy staff time to prepare the ordinance and set Car Share Organization criteria, permits, fees, and rules. The Community Development Department could do most of this work, in cooperation with the City Attorney's Office and the Finance Department.

Ongoing Costs. Long-term, the program could be managed by the Finance Department (which manages the existing Residential Parking Permit Program), or the Public Works Department (similar to Oakland and Berkeley). Managing the program includes monitoring use data, updating fees, invoicing and processing payment for renewals, and processing any applications for new Car Share Organizations. Fees should offset these ongoing costs.

Specifically, the fee for the Qualified Car Share Organization Permit would be set to cover the City staff time required to issue permits and collect fees. Gig parking in Emeryville's residential parking permit areas would be covered by the Master Residential Parking Permit. After parking meters are installed in the City, loss of meter revenue would be offset by the Free-Floating Parking Permit fee.

STAFF COMMUNICATION WITH THE PUBLIC

This item was discussed at Transportation Committee meetings on June 22, July 20, and September 21, 2017. On September 21, the Committee voted unanimously to recommend that the City Council direct staff to prepare an ordinance similar to Oakland's and Berkeley's.

CONCLUSION

Staff requests that the City Council provide direction on whether to draft a one-way car share ordinance similar to the ordinances in Oakland and Berkeley.

PREPARED BY: Diana Keena, Associate Planner

**APPROVED AND FORWARDED TO THE
CITY COUNCIL OF THE CITY OF EMERYVILLE:**



Carolyn Lehr, City Manager

ATTACHMENTS

1. Oakland One-Way Car Share Ordinance
2. Berkeley One-Way Car Share Ordinance
3. Oakland Quarterly Report Form for Free Floating Car Share