



Office of the City Manager

PUBLIC HEARING
May 14, 2019

To: Honorable Mayor and Members of the City Council
 From: Dee-Williams Ridley, City-Manager
 Submitted by: Phillip L. Harrington, Director, Department of Public Works
 Subject: One-Way Car Share – Transition from Pilot to Baseline Program

RECOMMENDATION

Conduct a public hearing and upon conclusion, 1) adopt a Resolution approving an ongoing One-Way Car Share program for the City of Berkeley, with an increase to administration fees that are commensurate with City administrative cost increases, and 2) adopt the first reading of an Ordinance pursuant to Berkeley Municipal Code Chapter 14.62, deleting language that refers to the program as a limited-term “pilot” and amending language on the number of vehicle parking permits for which a one-way car share organization may apply.

FISCAL IMPACTS OF RECOMMENDATION

The program pricing structure results in cost-neutrality. The program has three types of fees: Master Residential Parking Permit (MRPP) fees for Residential Parking Permits, Free-Floating Parking Permit (FFPP) fees for permits to park in metered spaces, and an Administration Fee to cover the staffing cost to administer the program. The MRPP fees are deposited into the General Fund (Fund 011) and the FFPP fees and Administration Fee are deposited into the Parking Meter Fund (Fund 631).

An 11.67 percent increase in the administration fee is proposed for the transition from pilot to an ongoing (baseline) program in order to cover the rate of salary increases for program administration staff that occurred during the 30-month pilot program. The parking permit fees are not proposed to be increased at present because the fees were recently adjusted in October 2018 commensurate with an increase in the citywide RPP fee and parking meter utilization by program vehicles. Future adjustments to parking permit fees are anticipated to be brought to Council for approval on an annual basis.

CURRENT SITUATION AND ITS EFFECTS

The One-Way Car Share program allows Berkeley residents and visitors to pick up a vehicle from one location and drop it off at another. The free-floating system allows trip flexibility that closely mimics the benefits of private vehicle ownership. Members find a vehicle through a smartphone application or by placing a voice call on their phone, use it as long as needed, and end their reservation at a public parking space with a two hour or more time-limit duration within the car share organization’s designated service area.

Qualified car share organizations wishing to operate a one-way car share service in Berkeley pay an administration fee and annually acquire permits that allow specific exceptions to the parking rules as detailed in Municipal Code 14.62 "Car Sharing". The MRPP is priced at three times what residents pay for an annual RPP permit and allows one-way car share vehicles to park in all RPP areas with the same rights and restrictions as RPP holders. The FFPP allows one-way car share vehicles to park pre-paid in metered or unmetered spaces with a two-hour or more time limit (outside RPP areas) without enforcement of the posted time limits and without the member-user paying the meter rates. The FFPP per-vehicle annual fee deposit is based on anticipated metered parking usage.

Annual administration fees (flat fees)		
Master Residential Parking Permit (MRPP) only	\$8,593.00	
Free Floating Parking Permit or Combined (MRPP and FFPP)	\$12,703.00	
Annual parking permit fees based on percent of car share fleet in the City throughout the year		
Percent of fleet in the City	100%	20%
MRPP fee (per vehicle)	\$198.00	\$39.60
FFPP deposit (per vehicle)	\$1,352.00	\$270.40
Combined (per vehicle)	\$1,550.00	\$310.00

At the end of each fiscal year, the FFPP deposit is reconciled through a comparison of the deposit paid to the actual meter usage by the vehicles. The participating one-way car share organization either pays the additional amount owed or is issued a refund for the excess amount deposited.

The transition from pilot to baseline program supports the City's Strategic Plan Goal of being a global leader in addressing climate change, advancing environmental justice, and protecting the environment.

BACKGROUND

Council recommended that staff develop the policies and procedures to allow one-way car share to operate in the City on two separate occasions¹ before the pilot program was developed by staff and adopted by Council on September 27, 2016.²

While the program allows for multiple operators, only one has provided service in Berkeley so far. In early 2017 A3 Mobility, a subsidiary of the American Automobile Association of Northern California, Utah, and Nevada, applied to the City for combined MRPP/FFPP parking permits for 250 vehicles. A3 Mobility then launched GIG Car Share (GIG) on April 30, 2017 in Berkeley and Oakland as the first qualified one-way car share organization. GIG established an initial service area of 12.8 square miles (5.2

¹ Council meetings dated May 12, 2015 at <http://bit.ly/2Dc6Mu6> and July 14, 2015 at <http://bit.ly/2tt0nel>.

² Council Report entitled Car Sharing Policy for One-Way Car Share Two-and-a-Half Year Pilot Program; Adding BMC Chapter 16.62, accessed at <http://bit.ly/2p0zl3d>.

square miles in Berkeley), a coverage of about twenty vehicles per square mile. In April and May 2018, the service area was expanded to include Albany and the City of Alameda, respectively. As of December 31, 2018, GIG had obtained parking permits for 465 vehicles covering a designated service area of 26.2 square miles (6.7 square miles in Berkeley), resulting in about eighteen vehicles per square mile. A3 Mobility has provided the following data for the quarter ending December 31, 2018:

- 6,935 Berkeley-Based GIG members, 27,307 overall;
- Over 34,000 trips originating in Berkeley for the quarter;
- 45.3 percent of fleet operated in Berkeley;
- 4.64 out of five stars on GIG member trip satisfaction survey;
- Median parking time in Berkeley between reservations: two hours, two minutes;
- 0.08 percent (less than one-tenth of a percent) of parking events involved a vehicle parked over 72 hours.

The above information on parking permit fees and on GIG's service coverage and performance was presented to the Transportation Commission on March 21, 2019. It was motioned and seconded (Zander/Garcia) that the Transportation Commission recommends that Council amend the One-Way Car Share Pilot program ordinance to establish an on-going program, with parking permit fees to be adjusted on an annual basis beginning in October 2019, and an increase in the administration fee to account for staff salary increases. Vote: Ayes: Bruzzone, Garcia, Ghosh, Humbert, Lathbury, Parolek, Zander; Noes: None; Abstain: None; Absent: None.

ENVIRONMENTAL SUSTAINABILITY

The One-Way Car Share program supports Berkeley's Climate Action Plan, which targets a 33 percent greenhouse gas emission reduction below 2000 levels by the year 2020, and an 80 percent reduction below 2000 levels by 2050. Specifically, the Climate Action Plan Sustainable Transportation and Land Use Goal 7 calls to "enhance and expand car sharing and ride sharing programs". Past research shows that car share lowers vehicle ownership (one car-share vehicle replaces seven to eleven cars); increases walking and bicycling; and decreases vehicle miles traveled and greenhouse gas emissions.³

RATIONALE FOR RECOMMENDATION

Throughout the duration of the pilot, one-way car share has seen steady growth in Berkeley and the region as a whole, indicating public demand for the service. Research indicates that such growth results in a decrease in private vehicle ownership and vehicle miles traveled, consistent with Berkeley's Climate Action Plan targets.

³ Martin, Elliot and Shaheen, Susan, *Impacts of Car2Go on Vehicle Ownership, Modal Shift, Vehicle Miles Traveled, and Greenhouse Gas Emissions: An Analysis of Five North American Cities*, July 2016, Transportation Sustainability Research Center at UC Berkeley, access at <http://bit.ly/29WkSFG>

ALTERNATIVE ACTIONS CONSIDERED

Council could opt to not make one-way car share a permanent program. The result would be that the current pilot program would sunset June 30, 2019, and one-way car share organizations would then not be able to operate in the City of Berkeley.

CONTACT PERSON

Farid Javandel, Transportation Manager, Public Works (510) 981-7061

Beth Thomas, Principal Planner, Public Works, (510) 981-7068

Attachments:

1: Resolution

2: Ordinance

3: Public Hearing Notice

RESOLUTION NO. ##,###-N.S.

APPROVING ONE-WAY CAR SHARE AS AN ONGOING SERVICE FOR THE CITY OF BERKELEY AND ESTABLISHING AN ADMINISTRATIVE FEE INCREASE

WHEREAS, the City recognizes the practice of car sharing as a beneficial mode of transportation that reduces demand for private vehicles, decreases per capita greenhouse-gas emissions, creates affordable mobility options for all residents including the elderly, disabled and disadvantaged, ensuring that all residents have access to this environmentally beneficial mode of transportation; and

WHEREAS, adoption of a formal car share policy will allow the City to standardize existing car share policies that currently limit the expansion of car share services within Berkeley; and

WHEREAS, the City's Climate Action Plan (Resolution No 64,480-N.S.) Goal 7 commits to expanding and enhancing car sharing; and

WHEREAS, the City's General Plan Transportation Element Policy T-10 specifically asks for support of car-share programs in order to increase use of alternative modes of transportation and encourage citizens and commuters to reduce automobile trips; and

WHEREAS, the City has expressly allowed the practice of car sharing as a transportation choice since 2001; and

WHEREAS, the State of California, through Assembly Bill 2154 (California Vehicle Code Section 22507 1), has supported the practice of car sharing in both on- and off-street locations since 2006; and

WHEREAS, numerous municipalities in California have adopted car share policies and legislation to facilitate car sharing in the public right-of-way and on public and private off-street property; and

WHEREAS, each of these actions as a separate and on an independent basis are exempt from the California Environmental Quality Act (CEQA) pursuant to CEQA Guidelines Sections 15301 (existing facilities) and 15061(b) (3) (no significant effect on the environment); and

WHEREAS, Council approved Resolution 67,696-N.S. approving a car share policy and establishing a one-way car share two-and-a-half year pilot program and fees September 27, 2016; and

WHEREAS, Council approved Resolution 68,344-N.S., raising the annual Residential Parking Permit fee from \$55 to \$66 on February 27, 2018 beginning FY19; and

WHEREAS, Council approved Resolution 68,660-N.S. on October 30, 2018, raising the annual per vehicle Master Residential Parking Permit (MRPP) fee from \$165 to \$198, lowering the annual per vehicle Free-Floating Parking Permit (FFPP) deposit from \$1,580 to \$1,352, and lowering the annual combined MRPP and FFPP per vehicle deposit from \$1,745 to \$1,550; and

WHEREAS, the Transportation Commission reviewed the performance of the program and on March 21, 2019. It was motioned and seconded (Zander/Garcia) that the Transportation Commission recommends that Council amend the One-Way Car Share Pilot program ordinance to establish an on-going program, with parking permit fees to be adjusted on an annual basis beginning in October 2019, and an increase in the administration fee to account for staff salary increases. Vote: Ayes: Bruzzone, Garcia, Ghosh, Humbert, Lathbury, Parolek, Zander; Noes: None; Abstain: None; Absent: None.

NOW THEREFORE, BE IT RESOLVED by the Council of the City of Berkeley that the One-Way Car Share Two-and-a-Half Year Pilot Program be made an ongoing program and renamed as the One-Way Car Share Program.

BE IT FURTHER RESOLVED by the Council of the City of Berkeley that the initial annual parking permit fees for the ongoing One-Way Car Share Program are as follows: \$198 per vehicle for the Master Residential Parking Permit, \$1,352 per vehicle deposit for the Free-Floating Parking Permit, and \$1,550 per vehicle deposit for the combined Master Residential/Free-Floating Parking Permit; and

BE IT FURTHER RESOLVED by the Council of the City of Berkeley that the annual One-Way Car Share Program administration fees are increased from \$7,695 to \$8,593 per operator for issuance of Master Residential Parking Permits, and from \$11,375 to \$12,703 per operator for issuance of Free-Floating Parking Permits and combined Master Residential/Free-Floating Parking Permits, to account for the increase in program administration salaries over the course of the two-and-a-half year One-Way Car Share Pilot Program.

ORDINANCE NO. -N.S.

AMENDING BERKELEY MUNICIPAL CODE SECTIONS 14.62.030 AND 14.62.090

BE IT ORDAINED by the Council of the City of Berkeley as follows:

Section 1. That Section 14.62.030 of the Berkeley Municipal Code is amended to read as follows:

Section 14.62.030 Term.

~~The pilot term length during which car share organizations may operate in Berkeley will be two and a half years. The pilot term shall begin September 30, 2016 and end June 30, 2019. (Ord. 7508-NS § 1 (part), 2016)Reserved.~~

Section 2. That Section 14.62.090 of the Berkeley Municipal Code is amended to read as follows:

Section 14.62.090 Issuance of parking permits.

A. Free-floating parking permits shall be issued by the Public Works Department in accordance with requirements set forth in this chapter.

B. Master residential parking permits shall be issued by the Public Works Department in accordance with requirements set forth in this chapter.

C. The Annual Bay Area parking master parking badge shall be designed to state the license number of the one-way car share vehicle upon which the badge is affixed.

D. The Public Works Department shall issue the permits with a maximum term of one year. Permits can be granted quarterly each year through the end of the City's fiscal year.

E. A car share organization can apply for up to 700 parking permits to be used on car share vehicles based within fifty miles of the Berkeley city limits. A car share organization may alternatively apply for up to 500 parking permits to be used on vehicles based within fifty miles of the Berkeley city limits plus up to 300 parking permits for vehicles based more than fifty miles from the Berkeley city limits. The Public Works Department will review the quantity of parking permits requested by the car share organization to balance the parking needs of the car share organization with the on-street parking needs of private residents and employees ~~at the end of the two and a half year pilot.~~

F. Any free-floating and master residential preferred parking permits which are renewed shall be subject to the same conditions applicable to the permits when originally issued. The Public Works Department may attach additional conditions to a renewed permit.

G. The Public Works Department shall issue rules and regulations consistent with this Chapter governing issuance and display of proof that a one-way car share vehicle is owned by a qualified car share organization with a valid free-floating and/or master residential preferred parking permit. (Ord. 7508-NS § 1 (part), 2016)

NOTICE OF PUBLIC HEARING BERKELEY CITY COUNCIL

ONE-WAY CAR SHARE PROGRAM DURATION, OPERATIONS AND FEES

The Department of Public Works is proposing to convert the current One-Way Car Share Pilot Program to an ongoing program and to adjust fees and limits on the maximum number of parking permits issued for qualified organizations to operate a one-way car share service in the City. Car share is a membership-based service available to all qualified drivers that allows members to make vehicle trips by operating a rented vehicle without a separate written agreement for each trip. The City currently has a One-Way Car Share Pilot Program with a two-and-a-half year duration that ends on June 30, 2019. The City is considering adopting the One-Way Car Share Program as an ongoing program with no specified expiration date.

Annual parking permit fees for one-way car share vehicles are based on a one-way car share organization operating its vehicle fleet 100 percent of the time in Berkeley. Annual parking permit fees and deposits for organizations that designate regional zones in two or more contiguous municipalities would be scaled based on the percent of their fleet that operates in the City of Berkeley on a yearly average.

The Master Residential Parking Permit (MRPP) fee would stay at the current \$198, three times as much as the annual parking permit available to individual residents. The permit allows qualified one-way car share vehicles to be parked in all residential parking permit areas with the same rights and restrictions as area-specific residential parking permit holders.

The Free Floating Parking Permit (FFPP) deposit would stay at the current \$1,352 annually per vehicle, allowing a member-user to park a one-way car share vehicle at metered spaces with two-hour or more time limits without enforcement of the time limits and without paying the meter rates. The FFPP also allows for parking at unmetered parking spaces beyond the two-hour or more time limit. Actual costs would be calculated quarterly based on GPS data for each vehicle and any costs exceeding the deposit would be paid by the one-way car share organization.

The Administrative Fee would increase as follows: car share organizations utilizing only MRPPs would be charged an annual fee of \$8,593; those utilizing only FFPPs or combined MRPPs/FFPPs would be charged an annual fee of \$12,703. The Administrative Fee equals the estimated annual cost of staff time for operating the One-Way Car Share pilot program for each car share organization. The fee would cover staff time for determining eligibility, issuing permits, meter data analysis, and program evaluation and management.

	<u>Current Fees</u>	<u>Proposed Fees</u>
Annual MRPP fee (per vehicle, 100% in Berkeley)	\$198	\$198
Annual FFPP deposit (per vehicle, 100% in Berkeley)	\$1,352	\$1,352
Annual MRPP/FFPP (per vehicle, 100% in Berkeley)	\$1,550	\$1,550
MRPP annual administrative fee (per organization)	\$7,695	\$8,593
FFPP or MRPP/FFPP annual admin fee (per organization)	\$11,375	\$12,703

The number of parking permits for which a car share organization may apply would be adjusted to provide the option for a car share organization to apply for 500 parking permits for vehicles based in Berkeley plus 300 parking permits for vehicles based more than fifty miles from the Berkeley city limits.

The hearing will be held on May 14, 2019 at 6:00 p.m. in the Berkeley Unified School District Board Room, 1231 Addison Street, Berkeley.

A copy of the agenda material for this hearing will be available on the City’s website at www.CityofBerkeley.info as of **May 2, 2019**.

For further information, please contact Beth Thomas, Principal Planner, Department of Public Works at 510-981-7068.

Written comments should be mailed or delivered directly to the City Clerk, 2180 Milvia Street, Berkeley, CA 94704, in order to ensure delivery to all Councilmembers and inclusion in the agenda packet.

Communications to the Berkeley City Council are public record and will become part of the City’s electronic records, which are accessible through the City’s website. **Please note: e-mail addresses, names, addresses, and other contact information are not required, but if included in any communication to the City Council, will become part of the public record.** If you do not want your e-mail address or any other contact information to be made public, you may deliver communications via U.S. Postal Service or in person to the City Clerk. If you do not want your contact information included in the public record, please do not include that information in your communication. Please contact the City Clerk at 981-6900 or clerk@cityofberkeley.info for further information.

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Pursuant to GC 6062A

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I hereby certify that the Notice for this Public Hearing of the Berkeley City Council was posted at the display case located near the walkway in front of the Maudelle Shirek Building, 2134 Martin Luther King Jr. Way, as well as on the City’s website, on May 2, 2019.

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Mark Numainville, City Clerk

