

**SAN FRANCISCO  
MUNICIPAL TRANSPORTATION AGENCY**

**DIVISION:** Finance and Information Technology

**BRIEF DESCRIPTION:**

Amending San Francisco Transportation Code, Division II, to amend the definition of terms, extend the car share pilot program, modify the requirements and fees for participation in the on-street car share vehicle permit program and correct the section reference to Press Vehicle Permits in Section 902, and adopting a Car Sharing Policy and Pilot Proposal to guide SFMTA's ongoing off-street car share permit program and further evaluate the feasibility and effectiveness of on-street car sharing spaces.

**SUMMARY:**

- SFMTA has an ongoing car share parking program for designated off-street parking facilities.
- SFMTA conducted an initial pilot program to evaluate the feasibility and effectiveness of on-street car sharing spaces
- SFMTA proposes a policy framework for car sharing, informed by SFMTA's initial on-street car share pilot as well as SFMTA's off-street car share program and other research.
- SFMTA proposes to conduct a further on-street car share pilot program informed by the initial pilot. The two-year pilot program will facilitate participation by qualified car share organizations, each of which will be permitted exclusive and conditioned use of up to 300 on-street parking spaces, in exchange for providing various data to evaluate the feasibility and effectiveness of on-street car sharing spaces.
- Specific designated on-street parking spaces for exclusive car share use under the pilot program must be approved by the SFMTA Board of Directors in subsequent actions as required by the Transportation Code.

**ENCLOSURES:**

1. SFMTAB Resolution
2. Transportation Code Division II modifications
3. Draft Car Sharing Policy and Pilot Proposal
4. On-Street Car Sharing Pilot Evaluation

**APPROVALS:**

**DATE**

DIRECTOR \_\_\_\_\_

July 8, 2013

SECRETARY \_\_\_\_\_

July 8, 2013

**ASSIGNED SFMTAB CALENDAR DATE:** July 16, 2013

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### **PURPOSE**

Amending San Francisco Transportation Code, Division II, to amend the definition of terms, extend the car share pilot program, modify the requirements and fees for participation in the on-street car share vehicle permit program and correct the section reference to Press Vehicle Permits in Section 902, and adopting a Car Sharing Policy and Pilot Proposal to guide SFMTA's ongoing off-street car share permit program and further evaluate the feasibility and effectiveness of on-street car sharing spaces.

### **GOAL**

This action supports the following SFMTA Strategic Plan Goal and Objectives:

Goal 2: Make transit, walking, bicycling, taxi, ridesharing & carsharing the preferred means of travel

Objective 2.3: Increase use of all non-private auto modes.

Objective 2.4: Improve parking utilization and manage parking demand

### **DESCRIPTION**

Car sharing can help the SFMTA achieve the City's "Transit First" policy and other goals including reduced automobile ownership, reduced vehicle miles traveled, fewer greenhouse gas emissions; and more walking, biking and transit use. Cities such as Los Angeles, Portland, and Washington, D.C. have implemented programs to allocate on-street parking spaces for car sharing.

On-street spaces encourage car sharing in the following ways:

- Increased visibility of car sharing
  - Visibility can lead to greater awareness of car sharing and encourage more people to join a car sharing organization.
  - On-street pods can improve the perceived safety of car sharing; people may be more comfortable accessing a vehicle if there are other eyes on the street.
- Improved proximity to trip origins
  - The location of on-street pods is more flexible than those in lots or garages. This improves the potential geographic distribution of pods thereby reducing the time and effort required to access the vehicle.
  - On-street pods can be better integrated with public transit.
- Increased number of pods
  - Many existing off-street pods are located on underutilized parcels that are likely to be redeveloped. There will be no guarantee that these spaces will be replaced on a 1:1 basis.

- Given that there are approximately 281,000 on-street parking spaces in San Francisco, even a small fraction of those represents a large potential for on-street car sharing pods.

The SFMTA conducted a small-scale pilot beginning in 2011 utilizing 12 on-street parking spaces distributed across the City as dedicated car share parking spaces. The initial pilot evaluation report is attached for further reference, but the key findings are:

- On-street car share spaces are feasible and can quickly become well utilized if they are located in high demand areas
- Enforcement of the spaces – through a combination of targeted enforcement, paint, and signage treatments – is critical
- Commercial areas offer high visibility and accessibility, but present enforcement challenges
- A broad base of political support is necessary for spaces to be approved
- Public awareness of spaces is essential

Based on the experience of that initial on-street car share pilot, as well as the SFMTA's ongoing car share parking program in designated off-street parking facilities, the SFMTA proposes to adopt a car share policy framework and conduct an enlarged two-year-long pilot program to further evaluate the feasibility and effectiveness of on-street car sharing spaces. After the pilot, SFMTA staff will complete an evaluation and recommend whether to make the on-street car share program permanent.

In order to implement the enlarged pilot, SFMTA requests that the SFMTA Board of Directors approve changes to Division II of the Transportation Code. To summarize, these changes include:

- Deleting Section 911(c)(1)(D) and Section 911(c)(2), and amending Section 901(f), Section 901(g), Section 901(h), Section 911(a)(1), and Section 911(b)(4) to reduce unnecessary administrative burden related to on-street car share parking permits for participating car share organizations and SFMTA.
- Amending Section 911(a)(3) to extend the pilot period for SFMTA's on-street car share permit program to August 31, 2015.
- Amending Section 911(a)(5) to reduce the one-time on-street car share parking space setup fee from \$600 to \$400.
- Adding Section 911(a)(6) to establish that the applicable Car Share Vehicle Parking Permit fee shall be based upon the location of the designated Parking Space within one of three On-Street Car Share Vehicle Parking Permit fee zones, and defining the boundaries of those three zones.
- Adding Section 911(b)(6) to require that on-street car share vehicles must be available to members for rental at least seventy-five percent of the time during any given month when the vehicle is parked in a designated on-street car share parking space at any time during that month.
- Adding Section 911(b)(7) to require citywide distribution of car share vehicles available to members as determined by the SFMTA.

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- Amending Section 902(d) to establish Car Share Vehicle Parking Permit fees for the three zones defined in section 911(a)(6) and correct the section reference to Press Vehicle Permits.

There is also a correction to section reference to Press Vehicle Permits in Section 902, revising the section from “911” to “912”.

Details of the proposed changes to the on-street car share program are explained in the attached Car Sharing Policy and Pilot Project document.

The City Attorney’s Office has reviewed this report.

### **ALTERNATIVES CONSIDERED**

Not applicable.

### **FUNDING IMPACT**

The base permit fee for an On-Street Car Share Vehicle Permit is currently set at \$1,800 per year. The SFMTA now proposes that the permit fee be based upon the location of the designated on-street car share parking space within one of three zones of the city, as defined in the Transportation Code, in order to create an incentive to motivate broader distribution of on-street car share vehicles. As a result, the proposed pilot program would offer a lower permit fee for an On-Street Car Share Vehicle Permit for car share parking spaces located in outer districts of the City, and a higher permit fee for an On-Street Car Share Vehicle Permit for car share parking spaces sited in the northeastern quadrant of the City.

As many as 900 new on-street car share parking spaces may be permitted over the two year course of this pilot. There will be minimal revenue realized from the permits and any parking citations issued as a result of the on-street car sharing pilot program. The costs of establishing and utilizing the on-street parking spaces are to be paid by the car sharing company on a cost recovery basis, captured through the issuance of a revocable On-Street Car Share Vehicle Parking Permit.

### **PUBLISHED NOTICE AND PUBLIC HEARING**

Pursuant to Charter Section 16.112 and the Rules of Order of the Board of Directors, published notice was placed in the City’s official newspaper to provide notice that the Board of Directors will hold a public hearing on July 16, 2013 to consider the above modifications. In compliance with these requirements, the advertisement ran in the San Francisco Examiner for a five-day period beginning on June 24, 2013.

### **OTHER APPROVALS RECEIVED OR STILL REQUIRED**

The proposed Car Sharing Policy and Pilot Proposal, modifications to the Transportation Code, and increased number of designated on-street car share parking spaces were presented to the Policy and Governance Committee at their May 17, 2013 meeting.

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The proposed modifications to the Transportation Code are subject to environmental review under the California Environmental Quality Act (CEQA). The Department of City Planning has determined that the proposed modifications to the Transportation Code and the on-street car sharing pilot program are categorically exempt from environmental review under Class 6 (Information collection activities which do not result in a serious or major disturbance to an environmental resource). A copy of the determination is on file with the Secretary for the SFMTA Board of Directors.

## **RECOMMENDATION**

SFMTA staff recommends that the SFMTA Board of Directors approve amendments to San Francisco Transportation Code, Division II, to amend the definition of terms, extend the car share pilot program, modify the requirements and fees for participation in the on-street car share vehicle permit program and correct the section reference to Press Vehicle Permits in Section 902, and adopt a Car Sharing Policy and Pilot Proposal to guide SFMTA's ongoing off-street car share permit program and further evaluate the feasibility and effectiveness of on-street car sharing spaces.

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BOARD OF DIRECTORS

RESOLUTION No. \_\_\_\_\_

WHEREAS, Car sharing can help the SFMTA achieve the City's Transit First and other goals including reduced automobile ownership, reduced vehicle miles traveled, fewer greenhouse gas emissions; and more walking, biking and transit use; and,

WHEREAS, SFMTA has an ongoing car share parking program in designated off-street parking facilities; and,

WHEREAS, On-street car sharing pods (i.e., parking spaces where users can pick up a car sharing vehicle) can encourage car sharing by increasing the visibility of car sharing, improving the proximity to trip origins, and increasing the number of pods; and,

WHEREAS, SFMTA conducted an initial pilot program to evaluate the feasibility and effectiveness of on-street car sharing spaces and the Transportation Code was amended in 2011 to support this pilot; and,

WHEREAS, SFMTA has developed a Car Sharing Policy framework for car sharing, informed by SFMTA's initial on-street car share pilot as well as SFMTA's off-street car share program and other policy and research; and

WHEREAS, SFMTA proposes to conduct a further on-street car share pilot program in accordance with the Car Sharing Policy and Pilot Proposal; and,

WHEREAS, The proposed two-year pilot program will facilitate participation by qualified car share organizations, each of which will be permitted exclusive and conditioned use of up to 300 on-street parking spaces distributed across San Francisco, in exchange for providing various data to SFMTA to evaluate the feasibility and effectiveness of on-street car sharing spaces; and,

WHEREAS, SFMTA proposes that up to 900 on-street parking spaces may be designated for exclusive designated car share parking spaces during the two-year pilot program; and,

WHEREAS, Specific designated on-street parking spaces for exclusive car share use under the pilot program must be approved by the SFMTA Board of Directors in subsequent actions as required by the Transportation Code; and,

WHEREAS, SFMTA staff recommends that the SFMTA Board of Directors approve amendments to San Francisco Transportation Code, Division II, to amend the definition of terms, extend the car share pilot program, modify the requirements and fees for participation in the on-street car share vehicle permit program and correct the section reference to Press Vehicle Permits in Section 902; and,

WHEREAS, The Department of City Planning has determined that the proposed modifications to the Transportation Code and the on-street car sharing pilot program are categorically exempt from environmental review under Class 6 (Information collection activities which do not result in a serious or major disturbance to an environmental resource); and,

WHEREAS, A copy of the determination is on file with the Secretary to the SFMTA Board of Directors; therefore be it

RESOLVED, That the San Francisco Municipal Transportation Agency Board of Directors adopts the Car Share Policy and Pilot Proposal to guide SFMTA's ongoing off-street car share permit program and further evaluate the feasibility and effectiveness of on-street car sharing spaces; and be it further

RESOLVED, That the San Francisco Municipal Transportation Agency Board of Directors amends Transportation Code, Division II to amend the definition of Car Share Organization and On-Street Car Share Vehicle Parking Permit; extend the car share pilot program to August 31, 2015; modify the fees for participation in the on-street car share vehicle permit program; establish that the applicable car share vehicle parking permit fee be based upon the location of the designated parking space within one of three on-street car share vehicle parking permit fee zones, and define the boundaries of those three permit fee zones; require that on-street car share vehicles must be available to members for rental at least seventy-five percent of the time during any given month; require citywide distribution of car share vehicles available to members as determined by the SFMTA; and correct the section reference to Press Vehicle Permits in Section 902.

I certify that the foregoing resolution was adopted by the San Francisco Municipal Transportation Agency Board of Directors at its meeting of July 16, 2013.

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Secretary to the Board of Directors  
San Francisco Municipal Transportation Agency

[Transportation Code – Car Share Vehicle Permit Program]

**Resolution amending Transportation Code, Division II, to amend the definition of terms, extend the pilot program, modify the permit requirements and fees for participation in the on-street Car Share Vehicle Permit Program, and to correct the section reference to Press Vehicle Permits in Section 902.**

NOTE: Additions are single-underline Times New Roman; deletions are ~~strike-through Times New Roman~~.

The Municipal Transportation Agency Board of Directors of the City and County of San Francisco enacts the following regulations:

Section 1. Article 900 of Division II of the Transportation Code is hereby amended by amending Sections 901, 902, and 911, to read as follows:

**SEC. 901. DEFINITIONS.**

As used in this Article, the following words and phrases shall have the following meanings:

(a) Contractor Permit. A permit issued by the SFMTA that authorizes specified vehicles to Park at Parking Meters without making payment, and exempts such vehicles from certain Parking time restrictions.

(b) Carpool Group. A group of at least three and no more than six individuals who certify that they commute by motor vehicle to their work at the Institution from which they have requested a Carpool Permit.

(c) Carpool Permit. A permit issued by the SFMTA that authorizes specified vehicles to Park in a Carpool Permit Parking Area subject to specified restrictions.

(d) Carpool Permit Parking Area. Designated areas of Streets that are immediately adjacent to property owned or leased by an Institution in which Carpool Vehicles displaying a valid permit will be exempt from Parking restrictions established pursuant to this Article.

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(e) Carpool Vehicle. A motor vehicle not in excess of 6,000 pounds gross weight certified by a Transportation Broker as eligible to display a Carpool Permit to Park in a Carpool Permit Parking Area when used by at least three employees of the Institution to commute to and from work. A Carpool Vehicle shall include a Vanpool Vehicle.

(f) Car Share Organization. A public, private, or non-profit entity that provides preapproved members access to a citywide network of at least ten (10) motor vehicles in the City and County of San Francisco and meets the requirements set forth in the Transportation Code Section 911(b).

(g) Car Share Vehicle. A motor vehicle for which a Car Share Vehicle Parking Permit is issued by the SFMTA that authorizes ~~the that specific~~ vehicle to Park in a designated on-street car share Parking Space.

(h) On-Street Car Share Vehicle Parking Permit. A permit issued by the SFMTA ~~to a specific vehicle~~ that authorizes such vehicle to Park in a designated on-street car share Parking Space without being subject to enforcement of Car Share Vehicle parking restrictions.

(i) Educational Institution. Any school or other place of learning providing a preschool, elementary or secondary level of study.

(j) Institution. A place of employment with more than 200 employees or an Educational Institution located in a primarily residential neighborhood, including but not limited to such facilities as an accredited college, university, hospital or sanitarium.

(k) City Vehicle. A motor vehicle not in excess of 6,000 pounds gross weight owned by the City and County of San Francisco and used for official government business by a City employee.

(l) SFMTA Parking Permit. A permit issued by the SFMTA that authorizes specified City vehicles, or City employees' personal vehicles, when used for official government business to Park at Parking Meters without making payment, and exempts such vehicles from certain Parking restrictions.

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(m) Permittee. The natural person, sole proprietorship, partnership, association, corporation, governmental or non-profit agency that is the named holder of a permit issued pursuant to this Article 900, and such person or entity's successors or assigns in interest. Only a natural person is eligible for a Residential Parking Permit.

(n) Person. A natural person, sole proprietorship, partnership, association, corporation, governmental or non-profit agency, except that for the purposes of a Residential Parking Permit and a Carpool Permit, a "Person" shall mean a natural person.

(o) Residential Parking Permit. A permit issued by the SFMTA to a specified vehicle that authorizes such vehicle to Park in the Residential Parking Permit Area without being subject to enforcement of Residential Parking Permit Area time restrictions.

(p) Residential Parking Permit Area. A residential area designated pursuant to Section 905 wherein Resident Motor Vehicles displaying a valid Residential Parking Permit shall be exempt from specified Parking time restrictions.

(q) Special Traffic Permit. A permit issued by the SFMTA that authorizes the obstruction of traffic for construction activities other than the Parking of vehicles at a specified construction site and subject to all permit conditions imposed by the SFMTA.

(r) Transportation Broker. The authorized representative of an Institution, including but not limited to the principal or administrator of an Educational Institution, who has primary responsibility for implementing the SFMTA's Parking permit program for that Institution and who is designated as the Institution's primary liaison with the SFMTA for all issues related to on-street Parking permits issued pursuant to this Article 900.

(s) Vanpool Permit. A permit issued by the SFMTA that authorizes specified Vanpool Vehicles to Park in a Vanpool Permit Parking Area subject to specified restrictions.

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(t) Vanpool Vehicle. Any motor vehicle, other than a motor truck or truck tractor, designed for carrying more than six but not more than 15 Persons including the driver, which is maintained and used primarily for the non-profit work-related transportation of adults for the purpose of ride-sharing.

**SEC. 902. GENERAL PERMIT CONDITIONS**

The following general provisions apply to all permits issued under this Article.

(a) **Application and Renewal.** Permit applications must be submitted on a form supplied by the SFMTA. All required application and any other fees must be paid and all permit requirements satisfied before a permit may be issued. The SFMTA may require any information of the applicant which it deems necessary to carry out the purposes of this Article. Permits may be renewed annually in compliance with any renewal procedures established by the SFMTA.

(b) **Display of Permit.** Permittees must maintain the permit at the site of the permitted activity and available for inspection in accordance with any requirements for permit display as may be established by the SFMTA, and shall make all permits available for inspection upon request by an employee of the Police Department or SFMTA.

(c) **Prior Payments Required.** No permit shall be issued or renewed until the applicant has paid all permit fees that are due to the SFMTA. No permit shall be issued to any applicant who is responsible for payment of one or more delinquent citations for violation of any provision of this Code or the Vehicle Code until all fines and fees associated with the citation are paid in full.

(d) **Permit Fees.** Fees for permits issued pursuant to this Code are as follows:

Table 902(d)

Permit Fee Schedule

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	<b>Effective July 1, 2012</b>	<b>Effective July 1, 2013</b>
<b>Special Traffic Permit (§ 903)</b>		
Base Permit Fee:	\$176.25	\$179.75
Daily Fee:	\$36.25	\$37.00
Late Fee:	\$201.25	\$201.25
Removal/Relocation Fee		
Removal or relocation of each sign:	\$50.00	\$50.00
Removal or relocation of each pole:	\$75.00	\$75.00
Parking Space for the temporary relocation of colored curbs zones:	\$200.00	\$200.00
Parking Space for permanent relocation of colored curb zones, including painting:	\$350.00	\$350.00
<b>Temporary Exclusive Use of Parking Meters (§ 904)</b>		
<b>Base Permit Fee:</b> per 25 linear feet of construction frontage per day, including weekends and holidays:	\$6.00	\$7.00
<b>Residential Area Parking Permit (§ 905)</b>		
Residence and Commercial Property Owners/ Leaseses <sup>1</sup>		
(one year):	\$104.00	\$109.00
(6 months):	\$52.00	\$54.00
Permit Transfer Program:	\$16.00	\$16.00
Temporary/Visitor Permit		
Daily:	\$15.00	\$16.00
2 weeks:	\$35.00	\$37.00
4 weeks:	\$52.00	\$54.00
6 weeks:	\$69.00	\$72.00
8 weeks:	\$88.00	\$93.00
Health Care Worker/Foreign Consulate/Childcare Provider Permits		
First six months of permit year:	\$104.00	\$109.00
Last six months of permit year:	\$52.00	\$54.00
Yearly Educational Institution Permits:	\$104.00	\$109.00
Permit Transfer Fee:	\$15.00	\$16.00

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<b>Contractor Permit (§ 906)</b>		
Base Permit Fee		
Annual/Renewal:	\$876.00	\$920.00
6 Months:	\$438.00	\$460.00
Permit Transfer Fee:	\$36.00	\$37.00
<b>Vanpool Permit (§ 907)</b>		
Base Permit Fee		
(per year):	\$104.00	\$109.00
(6 months):	\$52.00	\$54.00
<b>Carpool Permit (§ 908)</b>		
Base Permit Fee		
(per year):	\$104.00	\$109.00
(6 months):	\$52.00	\$54.00
<b>SFMTA Permit (§ 910)</b>		
Annualized Parking Meter Use Fee calculation as set forth in Section 910		
<b><u>On-Street Car Share Vehicle Permit</u></b> <b><u>(§ 911)</u></b>		
<u>Base Permit Fee</u>		
<u>Zone 1</u>	<u>\$2,700.00</u> <u>(\$225 per month)</u>	<u>\$2,700.00</u> <u>(\$225 per month)</u>
<u>Zone 2</u>	<u>\$1,800.00</u> <u>(\$150 per month)</u>	<u>\$1,800.00</u> <u>(\$150 per month)</u>
<u>Zone 3</u>	<u>\$600.00</u> <u>(\$50 per month)</u>	<u>\$600.00</u> <u>(\$50 per month)</u>
<b>Vehicle Press Permit (§ 9142)</b>		
Base Permit Fee: The permit fee shall only be increased pursuant to the Automatic Indexing Implementation Plan approved by the SFMTA Board of Directors.	\$52.00 effective January 1, 2013	\$54.00
<b>Farmer's Market Parking Permit (§ 801(c)(17))</b>		
Base Permit Fee (quarterly):	\$162.00	\$170.00
<b>Temporary Street Closures Permits</b> (Division I, Article 6)		
<b>Neighborhood Block Party</b>		

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More than 60 days in advance:	\$154.00	\$158.00
Fewer than 60 days in advance:	\$205.00	\$210.00
Fewer than 30 days in advance:	\$410.00	\$420.00
Fewer than 7 days in advance:	\$461.00	\$473.00
<b>All Other Events</b>		
More than 60 days in advance:	\$509.00	\$522.00
Fewer than 60 days in advance:	\$617.00	\$632.00
Fewer than 30 days in advance:	\$724.00	\$741.00
Fewer than 7 days in advance:	\$831.00	\$852.00

(e) **Indemnification.** The permit application for Special Traffic Permits issued pursuant to Section 903, and permits for the Temporary and Exclusive Use of Parking Meters issued pursuant to Section 904, shall require the applicant to acknowledge that the Permittee, by acceptance of the permit, agrees to indemnify and hold the City and County of San Francisco, its departments, commissions, boards, officers, employees and agents ("Indemnitees") harmless from and against any and all claims, demands, actions or causes of action which may be made against the Indemnitees for the recovery of damages for the injury to or death of any person or persons or for the damage to any property resulting directly or indirectly from the activity authorized by the permit regardless of the negligence of the Indemnitees.

(f) **Rules and Regulations.** Compliance with all applicable rules and regulations and with all permit conditions shall be a material condition for the issuance or renewal of a permit.

(g) **Permit Revocation.** The Director of Transportation is authorized to revoke the permit of any Permittee found to be in violation of this Article and, upon written notice of revocation, the Permittee shall surrender such permit in accordance with the instructions in the notice of revocation.

**SEC. 911. ON-STREET CAR SHARE VEHICLE PARKING PERMIT.**

(a) General Permit Requirements.

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(1) The SFMTA shall issue a SFMTA permit for use by a ~~specific~~ Car Share Vehicle upon receipt of a written application from a qualified Car Share Organization on a form prescribed by the SFMTA.

(2) The permit shall be displayed on the Car Share Vehicle when Parked in a designated on-street car share Parking Space.

(3) The SFMTA shall implement a pilot program until ~~approximately~~ August 31, 201~~25~~, and may impose additional terms and conditions for permit eligibility during ~~the any initial~~ pilot program including limiting the number of Car Share Organizations which can participate, the time period for any permit issued, and a prorated permit fee based on the number of months the permit is issued for.

(4) The SFMTA reserves the right to revoke a Car Share Vehicle Permit at any time upon written notice of revocation. The Permittee shall surrender such permit in accordance with the instructions in the notice of revocation.

(5) The qualified Car Share Organization must pay the applicable On-Street Car Share Vehicle Parking Permit fee, based upon the location of the designated on-street car share Parking Space in either Zone 1, Zone 2, or Zone 3 as defined in subsection (6), and a one-time set-up and installation fee of \$~~6~~400 per designated on-street car share Parking Space before a permit may be issued.

(6) The applicable Car Share Vehicle Parking Permit fee shall be based upon the location of the designated Parking Space as follows:

(A) Zone 1 shall include that portion of the City and County of San Francisco not under the jurisdiction of the Port of San Francisco north and east of a line commencing at a point located at N 37° 48' 24.4" W 122° 26' 55.0", thence south to Yacht Road, thence southerly along the easterly line of Yacht Road to the easterly line of Lyon Street, thence southerly along the easterly line of Lyon Street to the southerly line of Lyon Street, thence westerly along the southerly line of Lyon Street to the southerly line of Palace Drive, thence southerly along the easterly line of Lyon Street to the southerly line of Bay Street, thence southerly along the easterly line of Lyon Street to the southerly line of O'Farrell Street, thence

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southerly along the easterly line of Sonora Lane to the southerly line of Terra Vista Avenue, thence westerly along the southerly line of Terra Vista Avenue to the easterly line of Encanto Avenue, thence southerly along the easterly line of Encanto Avenue to the northerly line of Anza Vista Avenue, thence southerly along the easterly line of Arbol Lane to the southerly line of Turk Street, thence southerly along the easterly line of Lyon Street to the southerly line of Haight Street, thence southerly to the northern end of the easterly line of Douglas Street, thence southerly along the easterly line of Douglas Street to the northerly line of 25th Street, thence easterly long the northerly line of 25th Street to the easterly line of Potrero Avenue, thence northerly along the easterly line of Potrero Avenue to the northerly line of 25th Street, thence easterly along the northerly line of 25th Street to the eastern end of 25th Street.

(B) Zone 2 shall include that portion of the City and County of San Francisco not included within the boundaries of On-Street Car Share Vehicle Parking Permit Zone Number One and Three. It excludes any part of the City and County of San Francisco under the jurisdiction of the Port of San Francisco.

(C) Zone 3 shall include that portion of the City and County of San Francisco not under the jurisdiction of the Port of San Francisco south and west of a line commencing at a point located at N 37° 47' 26.9" W 122° 29' 8.8", thence southerly to the northern end of the westerly line of 22nd Avenue, thence southerly along the westerly line of 22nd Avenue to the southerly line of Ocean Avenue, thence easterly along the southerly line of Ocean Avenue to the easterly line of 19th Avenue, thence easterly to the western end of the southerly line of Upland Drive, thence easterly along the southerly line of Upland Drive to the easterly line of Faxon Avenue, thence easterly to the western end of the southerly line of Greenwood Avenue, thence easterly along the southerly line of Greenwood Avenue to the westerly line of Hazelwood Avenue, hence southerly along the western line of Hazelwood Avenue to the southerly line of Judson Avenue, thence easterly along the southerly line of Judson Avenue to the westerly line of Phelan Avenue, thence southerly along the westerly line of Phelan Avenue to the southerly line of Judson Avenue, thence easterly along the southerly line of Judson

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Avenue to the southerly line of US Route 280, along the southerly line of US Route 280 to the Islais Creek Channel.

(b) Criteria for Granting an On-Street Car Share Vehicle Parking Permit. The requirements for Car Share Organizations to be eligible to obtain an On-Street Car Share Vehicle Parking Permit include the following which must be demonstrated to the SFMTA's satisfaction:

(1) Car Share Vehicles may only be available to members by reservation on an hourly basis, or in smaller intervals, and at rates which vary by time or by time and distance.

(2) Car Share Vehicles are available to members at an unstaffed self-service location and available for pick-up by members on a twenty-four hour, seven days per week basis.

(3) Automobile insurance must be provided for each Car Share Vehicle for each member using the vehicle during the period of use.

(4) The emblem of the Car Share Organization must be prominently displayed on both the driver and passenger sides of the vehicle front doors.

(5) Car Share Vehicles must be less than seventy-two (72) inches in height, and emit low levels of emissions for the applicable vehicle class. Preference will be given to Car Share Vehicles that meet the California Air Resources Board's standard for a Super Ultra Low Emissions Vehicle.

(6) A Car Share Vehicle must be available to members for rental at least seventy-five percent of the time during any given month when the vehicle is Parked in a designated on-street car share Parking Space at any time during that month.

(7) Citywide distribution of Car Share Vehicles available to members as determined by the SFMTA.

(c) Application Requirements. (1) — Each application for a permit or renewal of a permit shall contain information sufficient to:

(1A) Identify the Car Share Organization applicant;

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(2B) Identify the location where the Car Share Vehicle is to be located;  
and

(3C) Establish that the applicant owns the Car Share Vehicle and the vehicle will be used for only car share related purposes;

~~(D) Identify the license number, provide proof of current California Department of Motor Vehicles registration for the vehicle, and provide proof of current automobile insurance for the vehicle.~~

~~(2) A Car Share Vehicle Parking Permit shall be issued to a designated Car Share Vehicle for a designated specific location.~~

(d) Permit Privileges.

(1) Any Car Share Vehicle that displays a valid Car Share Vehicle Parking Permit shall be permitted to Park at a designated on-street car share Parking Space established by the SFMTA.

(2) The Car Share Vehicle Parking Permit exempts a Car Share Vehicle from applicable time limits for Residential Parking Permit areas (Div. I, Section 7.2.20), street cleaning parking restrictions (Div. I, Section 7.2.22), and payment at parking meters (Div. I, Section 7.2.23) when it is parked at a designated on-street car share Parking Space.

(3) The Car Share Vehicle Parking Permit does not exempt the Car Share Vehicle from any other Parking restrictions.

(e) Duration of Car Share Vehicle Parking Permit. Car Share Vehicle Parking Permits may be issued by the SFMTA at any time during the fiscal year but every permit shall expire on June 30 of each calendar year unless otherwise renewed or revoked.

FILE NO.  
APPROVED AS TO FORM:  
DENNIS J. HERRERA, City Attorney

RESOLUTION NO.

By: \_\_\_\_\_  
JOHN I. KENNEDY  
Deputy City Attorney

I certify that the foregoing resolution was adopted by the San Francisco  
Municipal Transportation Agency Board of Directors at its meeting of July 16, 2013.

\_\_\_\_\_  
Secretary to the Board of Directors  
San Francisco Municipal Transportation Agency



**SFMTA**  
Municipal Transportation Agency

## **Car Sharing Policy and Pilot Project**

San Francisco Municipal Transportation Agency  
July 2013

## Introduction

Car sharing<sup>1</sup> reduces household vehicle ownership rates, parking demand, vehicle miles traveled, and greenhouse gas emissions. In combination with the San Francisco Municipal Transportation Agency's (SFMTA) efforts to better utilize transportation demand management strategies, improve parking management, and make transit, walking, and bicycling more attractive, car sharing plays a role in helping the SFMTA and therefore the city achieve its goals.

Specifically, the SFMTA can advance a number of key objectives in its 2013-2018 Strategic Plan by facilitating the expansion of car sharing. These include increasing travel by non-private automobile (Objective 2.3), improving parking management (Objective 2.4), and reducing resource consumption and carbon dioxide and other emissions (Objective 3.1).

The key goals of the SFMTA's car sharing policy are to expand the availability of car sharing across San Francisco, increase the usage of car sharing, and preserve or increase choice of car share organizations (CSOs). CSOs report that one of the key challenges for expanding car sharing is the difficulty of acquiring parking spaces for car sharing parking or "pods", which are locations where customers can pick up a car sharing vehicle.<sup>2,3</sup> The SFMTA can use parking policy to encourage and facilitate car sharing, and thereby realize more of its benefits.

The SFMTA currently offers car sharing spaces to CSOs in off-streets lots and garages, but no formal policy is in place to guide this process. Additionally, as part of *SF park* and the SFMTA's effort to better manage parking demand, the SFMTA concluded a pilot of twelve on-street car share spaces ("pods") in spring 2012. Using lessons learned from that on-street pilot, to expand and facilitate the ability of car sharing organizations to acquire spaces for pods, the SFMTA proposes:

- An expanded pilot test of on-street car sharing pods from approximately September 1, 2013 through August 30, 2015.
- Clarification and improvement of SFMTA's existing policies for CSOs to acquire pods in SFMTA-managed parking lots and garages.

The SFMTA proposes this broader on-street pilot because on-street car sharing pods can encourage car sharing in the following ways:

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1 This document uses "car sharing" to denote the "round trip" model of vehicle sharing, where a customer's sharing session begins and ends at the same parking space, and not other emerging models of car sharing, such as one-way.

2 Transit Cooperative Research Program. 2005. Report No. 108: Car Sharing: Where and How it Succeeds.

3 Interviews with local car share organizations

- **Increases visibility of car sharing.** More visibility can lead to greater awareness of car sharing and encourage more people to utilize car sharing.
- **Improves proximity to trip origins.** The location of on-street pods is more flexible than those in lots or garages. This improves the potential geographic distribution of pods thereby reducing the time and effort required to access the vehicle. This improves the ease of using car sharing.
- **Increases the number of pods.** Many existing off-street pods are located on underutilized parcels that are likely to be redeveloped. There will be no guarantee that these spaces will be replaced on a 1:1 basis. Given that there are approximately 281,000 on-street parking spaces in San Francisco, using even a minute fraction of those spaces as on-street car sharing pods has the potential to dramatically facilitate car sharing.

The SFMTA expects to begin evaluating the pilot in fall 2014 to decide whether or not to continue the on-street car sharing program and, if continued, how to improve it.

## Benefits of car sharing

Car sharing can achieve the following goals at minimal or no cost to the SFMTA:

- **Reduce automobile ownership rates.** By having access to a vehicle, households often give up a second or third vehicle. Some forego vehicle ownership entirely. A recent comprehensive study showed that every shared car replaces as many as 13 private vehicles.<sup>4</sup> Lower car ownership rates reduce overall parking demand, especially in residential and mixed use areas.
- **Reduce vehicle miles traveled (VMT).** Overall, members of CSOs travel fewer miles by car, which helps to reduce congestion and parking demand.<sup>5, 6, 7</sup> One estimate concluded that each shared vehicle leads to about 18,000 fewer VMT every year.<sup>8</sup>

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4 Martin, Elliot, Susan Shaheen, and Jeffrey Lidicker. 2010. Impact of Carsharing on Household Vehicle Holdings: Results from North American Shared-Use Vehicle Survey. *Transportation Research Record: No. 2143*: 150–158.

5 Martin, Elliot, and Susan Shaheen. 2011. The Impact of Carsharing on Public Transit and Non-Motorized Travel: An Exploration of North American Carsharing Survey Data. *Energies* 2011, 4: 2094-2114.

6 Cervero, Robert and Yushin Tasi. 2004. City CarShare in San Francisco, California: Second-Year Travel Demand and Car Ownership Impacts. *Transportation Research Record No. 1887*: 117-127.

7 Cervero, Robert, Aaron Golub, and Brendan Nee. 2006. San Francisco City CarShare: Longer-Term Travel-Demand and Car Ownership Impacts. Working Paper.

8 Osgood, Andrea. 2007. Curb Dreams: Allocating On-Street Parking for Carsharing. Unpublished master's thesis. University of California, Los Angeles.

- **Reduce greenhouse gas and other emissions.** Reducing VMT translates to reducing greenhouse gas emissions. On average, by reducing VMT and using fuel efficient vehicles with low emissions profiles, it is estimated that each shared vehicle reduces carbon dioxide emissions by about seven tons every year.<sup>9</sup> Shared vehicles tend to be used more frequently, reducing the number of cold starts, contributing to lower overall emissions when compared to private automobiles.
- **Reduce household transportation budgets and increase economic reinvestment.** Bay Area residents spend up to \$12,000 annually per household car. Households who forego owning and operating a car and use car sharing and a combination of walking, bicycling, taxi, and transit to meet their transportation needs spend up to a third of the costs compared to owning and operating a vehicle. Some of these savings are reinvested in the local economy.
- **Increase walking, bicycling, and transit use.** San Franciscans already walk, bike, and use public transit more than most people in the nation. However, those who are members of CSOs do so more than non-members (77 percent of trips compared to 67 percent, respectively).<sup>10</sup> This suggests that members of CSOs tend to walk, bike, or take transit for more trips than non-members.

## Models of car sharing

For the past decade, “car sharing” has described a service where a member reserves a vehicle, picks it up at a designated location, completes his or her trip, and then returns the vehicle to the same location. However, new organizations calling themselves car sharing with different operational models challenge the traditional model. To summarize the spectrum of car sharing business models:

- **Traditional.** City CarShare and Zipcar have operated the “Point A to Point A” model in San Francisco and the Bay Area for several years. The traditional model has been well-studied by academic researchers and has been proven to deliver benefits described above.
- **Peer-to-peer.** These services have a very similar operation model as the traditional “Point A to Point A” car sharing organizations, allowing individuals to rent their privately-owned vehicle to other members via a matching service. Some companies that use this model are RelayRides, Getaround, and Wheelz.

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9 Martin, Elliot, and Susan A. Shaheen. 2011. Greenhouse Gas Emission Impacts of Carsharing in North America, *IEEE Transactions on Intelligent Transportation Systems*, Vol. 12, No. 4: 1074-1086.

10 Cervero, Robert, Aaron Golub, and Brendan Nee. 2006. San Francisco City CarShare: Longer-Term Travel-Demand and Car Ownership Impacts. Working Paper.

Until recently, these organizations had required vehicle owners to personally hand off keys to renters, but control and monitoring infrastructure (e.g., key fob readers, odometer meters) is increasingly being implemented by peer-to-peer services to manage their operations and collect usage data.

- **One-way.** These services allow members to pick up a vehicle near the start of their trip and return it at a location near their destination, typically at an on-street parking space. This business model is predicated on the ability of CSO members to park cars at general metered or unmetered parking spaces in commercial or residential areas (though still subject to regulations such as street cleaning, tow away, white zones, yellow commercial loading zones, etc.). Car2go is an example of a one-way car sharing organization, currently operating in Washington DC, Miami, San Diego, Portland, and Austin, as well as several European and Canadian cities.

## Requirements to participate

Division II of the Transportation Code (SFTC Section 901) establishes a definition for a car share organization. In order to participate in the SFMTA's off-street car sharing program, an organization must meet this definition.

To participate in the upcoming pilot on-street program, CSOs must meet the SFTC definition as well as additional requirements. On-street parking spaces are part of the public right of way, and the SFMTA's on-street parking management policy strives to maximize the utility of this limited public asset. Giving extraordinary privileges to organizations using the public right of way or exemptions to any parking regulations, such as dedicating on-street parking spaces for the exclusive use of car share organizations, can only be justified if it produces substantial public benefits. The additional on-street requirements are intended to ensure these benefits.

For the pilot proposed here, the SFMTA will include traditional and peer-to-peer car sharing models. The proposed pilot will not include the one-way car share model. While promising in many respects, the potential benefits and effects of the one-way model are still insufficiently documented and understood at this time.

While the SFMTA does not plan to include one-way car sharing in the on-street portion of this pilot, those organizations are free to operate within existing parking regulations<sup>11</sup>

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<sup>11</sup> For example, these vehicles can park on-street as long as they do not violate signed restrictions (such as peak period tow away zones, street sweeping, or RPP time limits). Payments at meters can be made using the SFMTA parking card or the pay-by-phone system or credit cards in SFpark pilot areas. Additionally, most city-owned garages offer spaces at a monthly rate or monthly reserved rate.

and participate in the SFMTA's off-street car sharing program if they meet the definition of a car share organization in the Transportation Code. The SFMTA is eager to see more independent research and analysis of the one-way car share system model and may consider including one-way car sharing in a later pilot.

### **Requirements per Division II of the Transportation Code**

In August 2011, the SFMTA Board approved changes to Division II of the Transportation Code to enable on-street car sharing. The SFMTA will seek approval from the SFMTA Board to make the changes necessary for this definition to apply to any car share organization, regardless of whether they seek on- or off-street spaces.

Section 901 of the Transportation Code defines a "car share organization" as:

*A public, private, or non-profit entity that provides preapproved members access to a citywide network of at least ten (10) motor vehicles in the City and County of San Francisco and meet the requirements set forth in Section 911.*

Section 911(b) describes additional requirements pertaining to the organization:

- Car Share Vehicles may only be available to members by reservation on an hourly basis, or in smaller intervals, and at rates which vary by time or by time and distance.
- Car Share Vehicles are available to members at an unstaffed self-service location and available for pick-up by members on a twenty-four hour, seven day per week basis without assistance or key exchanges or hand-offs with owner, operator, lot, stations or garage or any other paid or contracted personnel. If parked in a public garage, Car Share Vehicles are available during all hours the garage is open.
- Automobile insurance must be provided for each Car Share Vehicle for each member using the vehicle during the period of use and all must be included within the standard published hourly and mileage price of the reservation.
- The emblem of the Car Share Organization must be prominently displayed on both the driver and passenger side of Car Share Vehicles.

Meeting these requirements will qualify a CSO to participate in the SFMTA's off-street car sharing program.

### **Additional on-street program requirements**

In addition to meeting the formal definition of a CSO, the SFMTA requires that CSOs expressly agree to the following practices and actions to be eligible to participate in the pilot on-street program:

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- **Make on-street vehicles available for rental at hourly (or less) increments only.** On-street parking spaces are valuable public space. If they are to be designated for the exclusive use of a CSO, the SFMTA must ensure that the vehicle is made available to as many users as possible. When vehicles are reserved at daily or weekly rates, other users are prevented from using it for short-term local trips.
- **Make on-street vehicles available for rental at least 75% of the month.** Peer-to-peer car sharing permits a private owner to share their vehicle while retaining some use for themselves. In designating a dedicated on-street space for car sharing the SFMTA is granting exclusive use of a valuable public resource for the public good. Participating CSOs must commit to, and ensure that, shared vehicles are available for shared use at least 75% of the time.
- **Provide an outreach plan to reach new members.** The goal of this pilot is to expand the number of people who use car sharing. To participate in the on-street program, each CSO must provide an overview of its planned marketing and outreach efforts related to this pilot. The SFMTA is eager to have this service reach and serve people throughout San Francisco, so CSOs' outreach and operations plans should be explicit in addressing geographic equity as well as how the CSO intends to get support for its proposed on-street spaces and ensure that those spaces are well-utilized.
- **Provide an outreach activity summary.** For the first nine months of operation in the on-street program, CSOs must provide the SFMTA a quarterly summary of outreach activities used to promote car sharing at their on-street spaces. The SFMTA will review the effectiveness of outreach efforts after the pilot's first six months and make recommendations for any changes as appropriate.
- **Provide data to the SFMTA.** The SFMTA needs data in order to better understand car sharing operations in San Francisco and evaluate this pilot. The CSO must agree to provide the following information to the SFMTA every quarter of every year:
  1. Total current members in San Francisco, summarized by zip code.
  2. A list of all current vehicle locations (i.e., on- and off-street locations where users may pick up a vehicle) in San Francisco. Locations should be identified by an address and/or latitude/longitude. The list should identify how many vehicles are sited at each location.

3. Day, time, and location of the start and end of all trips, as well as the VMT for that trip.
4. The following operational metrics for each on-street vehicle in San Francisco over the past quarter:
  - Average utilization rate (this data shall include the percentage of time that a vehicle was used, that each space/vehicle was not available (e.g., if a parking space was removed from service), and that each vehicle sat waiting to be used).
  - Average unique users per vehicle per month.
- **Survey CSOs members.** As part of the evaluation of this pilot, the SFMTA needs to be able to survey each CSO's members to learn how travel patterns changed. The SFMTA will work with CSOs to develop a survey that the SFMTA expects each CSO to administer (via, for example, emails to its members). This survey would be administered twice, once near the beginning of the pilot and once about eight months prior to the end of the two-year pilot.

## Proposed changes to the Transportation Code

Following the evaluation of lessons learned from the previous on-street car sharing pilot, the SFMTA proposes the following amendments to the Transportation Code.

### Deletions

The SFMTA recommends that the Transportation Code be amended to remove:

- **Section 911(c)(1)(D):**[Each application for a permit shall] Identify the license number, provide proof of current California Department of Motor Vehicles registration for the vehicle, and provide proof of current insurance for the vehicle.
- **Section 911(c)(2):** A Car Share Vehicle Parking Permit shall be issued to a designated Car Share Vehicle for a designated specific location.

The SFMTA's evaluation of the initial on-street car sharing pilot recognized that CSOs need flexibility in deploying vehicles to certain spaces, allowing them to be responsive to the demand for car sharing and replacing vehicles as needed (e.g., when removing vehicles from service for repair). Linking the on-street car share permit to a specific vehicle via license plate, VIN, or registration record imposes an administrative burden on the SFMTA and CSOs with no real benefit.

## Changes and additions

Additionally, the SFMTA recommends that the Transportation Code be amended in the following manner:

- **Section 901(f):** Car Share Organization. A public, private or non-profit entity that provides preapproved members access to a citywide network of at least ten (10) motor vehicles in the City and County of San Francisco and meet the requirements set forth in ~~Section 911(b)~~ the Transportation Code.
- **Section 901 (g):** Car Share Vehicle. A motor vehicle for which a Car Share Vehicle Parking Permit is issued by the SFMTA that authorizes ~~the~~ that specific vehicle to Park in a designated on-street car share Parking Space.
- **Section 901 (h):** On-Street Car Share Vehicle Parking Permit. A permit issued by the SFMTA ~~to a specific vehicle~~ that authorizes such vehicle to Park in a designated on-street car share Parking Space without being subject to enforcement of Car Share Vehicle parking restrictions.
- **Section 911(a)(1):** The SFMTA shall issue a SFMTA permit for use by a ~~specific~~ Car Share Vehicle upon receipt of a written application from a qualified Car Share Organization on a form prescribed by the SFMTA.
- **Section 911(a)(3):** The SFMTA shall implement a pilot program until approximately ~~August 30, 2015~~ August 31, 2012, and may impose additional terms and conditions for permit eligibility during ~~the~~ any initial pilot program including limiting the number of Car Share Organizations which can participate, the time period for any permit issued, and a prorated permit fee based on the number of months the permit is issued for.

- **Section 911(a)(5):** The qualified Car Share Organization must pay the applicable On-Street Car Share Vehicle Parking Permit fee, based upon the location of the designated on-street car share Parking Space as determined by the SFMTA, and a one-time set-up and installation fee of \$6400 per designated on-street car share Parking Space before a permit may be issued.
- **Section 911(a)(6):** The applicable Car Share Vehicle Parking Permit fee shall be based upon the location of the designated Parking Space as follows: [definitions of three On-Street Car Share Vehicle Parking Permit fee zones, as illustrated in Figure 1 on page 13 of this document]
- **Section 911(b)(4):** The emblem of the Car Share Organization must be prominently displayed on both the driver and passenger side ~~front doors~~ of the vehicle.
- **Section 911(b)(6):** A Car Share Vehicle must be available to members for rental at least seventy-five percent of the time during any given month when the vehicle is Parked in a designated on-street car share Parking Space at any time during that month:
- **Section 911(b)(7):** [require citywide distribution of Car Share Vehicles available to members as determined by the SFMTA.]
- **Section 902(d):** [Establish Car Share Vehicle Parking Permit fees for the three zones defined in section 911(a)(6); correct the section reference to Press Vehicle Permits.]

## On-street spaces

This section summarizes how the SFMTA will make on-street spaces available at a larger scale. This will consist of an application process for spaces for a two-year period. After evaluating the pilot, the SFMTA may discontinue, continue, or expand the program.

### Application and approval process

For each organization that participates in the on-street pilot, the SFMTA will make up to 150 spaces (0.05% of the city's total on-street supply) available for designation as on-street car sharing pods in FY2014 and an additional 150 spaces in FY15. Because reserved on-street parking spaces must be established in Division II of the San Francisco Transportation Code, all spaces will be subject to the following approval steps:

- Pass review by SFMTA transportation engineering staff to ensure functional feasibility (e.g., do not locate a space on a major neighborhood commercial

- street) and no conflicts with other regulations (e.g., do not locate a space in a tow away zone).
- Undergo review by the Transportation Advisory Staff Committee (TASC) to brief relevant SFMTA divisions and other city departments (e.g., Planning Department, DPW, SFPD) on new spaces and programs.
- Perform outreach to neighborhood and community groups.
- Pass a SFMTA Transportation Engineering Public Hearing, including conducting all required public noticing of proposed on-street space requests.
- Receive approval from the SFMTA Board of Directors.

Prior to each fiscal year for the pilot, the SFMTA will solicit applications from qualified CSOs for on-street spaces. Each CSO will submit a letter of interest indicating which spaces the CSO proposes for the upcoming fiscal year. Each CSO may request an unlimited number of spaces but no CSO will be permitted more than 150 spaces for the first year of the pilot. The CSO must submit a list of spaces in one Excel file including the address of each space with nearest cross-street and latitude/longitude.

### **Evaluation and space selection steps**

The SFMTA will designate no more than two on-street spaces per block for reserved on-street spaces. A block is generally defined as the curb space on either side of the street where the address range increases in increments of one hundred (e.g., 400-499 Valencia is one block). The evaluation and parking space selection process will consist of the following steps:

1. The SFMTA will review each proposed space and evaluate the technical, regulatory, and operational feasibility of each space.
2. In the event that more than two spaces are proposed per block, then:
  - a. The SFMTA will present conflicts to CSOs to allow them to potentially revise their proposed spaces to resolve conflicts.
  - b. If conflicts cannot be resolved for particular blocks, the SFMTA will randomly pick which spaces are allocated to which CSOs.
3. Once all conflicts are resolved, the SFMTA will finalize a list of spaces and move forward that package of spaces through the approvals process. The CSOs are responsible for sponsoring individual spaces through the public outreach and implementation process, including:
  - a. Providing outreach to Supervisors' offices, residents, merchants, and other community groups.
  - b. Attending community group meetings to inform residents/merchants of proposed spaces

- c. Attending SFMTA public hearings to address questions/concerns
- d. Once spaces are approved, publicizing upcoming spaces (e.g., attending meetings, street fairs, publications in local newsletters, and other marketing and outreach)

The SFMTA will support each space based on technical merit and the stated goal of advancing car sharing citywide, but CSOs will lead advocating for particular spaces (including at all public hearings). The SFMTA reserves the right to reject a space or remove it from the approvals process at any time and for any reason.

### **Pricing**

One goal of the program is to encourage and facilitate car sharing in all areas of the city, and the SFMTA will use price incentives to achieve that goal, as well as minimum required presence in the city's outer neighborhoods. As shown in Figure 1 below, the SFMTA will charge different fees per space based on location in the city: \$225 per month in zone 1, \$150 per month in zone 2, and \$50 per month in zone 3. The SFMTA bases all permit fees on a cost recovery methodology, and will bill CSOs on a semi-annual basis. In addition to the monthly space permit fee, a CSO must also pay a one-time set-up and installation fee of \$400 per designated on-street car share parking space to recover costs associated with installing paint and signage.

Further, each participating CSO will be required to have no less than 15% of their on-street pods in Zone 2 and no less than 15% in Zone 3.

Figure 1: On-street car sharing rate pricing zones



For each requested parking space cleared by the SFMTA, the SFMTA will maintain the curb painting and signage for the space. CSOs will be required to keep the space and surrounding area (defined as 25 feet on both sides) clean. The space will remain free of debris, trash, glass, garbage, or other obstacles at a level consistent with the surrounding parking spaces to the satisfaction of the SFMTA and DPW. This is necessary to maintain the exemption from street sweeping regulations granted to on-street car share pods.

### Permits and enforcement

SFMTA will issue an on-street car sharing permit that will identify the vehicle that is authorized to park in the on-street pod. When the vehicle with the appropriate permit is parked at its assigned on-street pod, it will be exempt from street sweeping, RPP, and other time limit restrictions. SFMTA will produce and provide the permit.

To facilitate practical fleet management and reduce administrative burden, CSOs will be allowed to maintain permits for vehicles associated with on-street pods “by the space”

rather than “by the vehicle”, That is, rather than having SFMTA register each car share permit with a given vehicle’s VIN or license plate number, SFMTA will issue a supply of registered on-street car share permits to participating CSOs to be completed and attached to car share vehicles, one permit per approved-and-paid space. This will allow CSOs to replace vehicles as needed (for reasons of maintenance, age, etc.) without involving SFMTA, and will be effectively self-enforcing (given that the permits will only be useful at designated car share pods and more than one shared vehicle can’t use a single pod).

In August 2011, the Board of Supervisors approved changes to Division I of the Transportation Code establishing a violation for unauthorized vehicles to be parked in a designated on-street car sharing space (Section 7.5.52), and amended Section 8.1 to allow violators to be towed. The SFMTA Board also established the violation fine for Section 7.2.52 to be \$100, which was increased to \$110 in FY12-13.

### **Signage and paint**

The SFMTA will paint the curb a distinctive color and install stencils and signage to clearly identify that the space is to be used for car sharing parking only. The number of poles and signs will vary based on location. The sign will read “TOW AWAY NO STOPPING Except SFMTA Car Share Permit 123 – \$110 MINIMUM FINE”, where “123” is the specific permit number assigned to the vehicle. The SFMTA will also post a sign designed by CSOs to identify the space, provided that the sign meets SFMTA requirements.

CSOs will produce and provide two signs per space with a simple logo. The sign will be metal with rounded corners, no larger than 18” x 18”. The SFMTA will install the signs, one on each side of the pole so that it will be visible from both sides.

### **Parking space closures**

On-street parking spaces can be temporarily closed for construction or special events such as street fairs. For these space closures, signs are typically posted 72 hours in advance. The on-street car sharing permit does not exempt the vehicle from space closures; car sharing vehicles will be subject to the same rules and restrictions that apply to other vehicles. CSOs will be responsible for moving the vehicle from the space and finding an alternate location if necessary.

SFMTA will attempt to notify CSOs of these closures with as much advance notice as possible. However, not all space closures are communicated to SFMTA. The CSOs will be responsible for paying any parking citations received or any tow fees and fines associated if vehicles are towed, regardless of notification. Permit fees for a closed

parking space will be waived for the duration of the closure, pro-rated to the portion of a month during which the space was closed.

### **Utilization of spaces**

In taking the extraordinary step of using some of the public right of way for storing shared vehicles, the SFMTA seeks to ensure that these vehicles are truly shared (especially for the peer-to-peer model) and utilized. The SFMTA will use this pilot to learn more about on-street car sharing and establish benchmarks for key measures, especially the average utilization rate (i.e., the percentage of time that a vehicle was used) and the average unique users per vehicle per month.

After approximately nine months of operation of on-street spaces, the SFMTA will evaluate how well the spaces are being used and if they are indeed serving the broader community (as measured by unique users). During this evaluation, the SFMTA will examine the on-street pods in the bottom quartile of performance for both measures and will consider revoking those spaces if usage is too low, or if the number of unique users is unreasonably low.

### **Abandonment of spaces and the end of pilot period**

After evaluating the pilot, the SFMTA may choose to revert some or all on-street spaces back to normal street use or to continue using those spaces for car sharing.

Once a CSO has taken on a given on-street space for use as a car share pod it may not abandon the use of that space as a car share pod for at least six months. A different qualified CSO may assume the permit, at SFMTA's discretion, under the terms agreed by the original CSO.

A CSO may choose to not continue service at a space with a 90 day notice to the SFMTA (coinciding with the permit invoicing period). In that case, the SFMTA may offer that space to other interested CSOs. The SFMTA will reevaluate this policy at the end of the pilot period.

The SFMTA also reserves the right to revoke a CSO's permit at any time. The CSO will be provided with the option for a pre-revocation hearing within five business days. In the event that the SFMTA revokes a permit, the CSO must promptly remove the vehicle from the space within five business days of notice. In circumstances that pose a serious threat to public health or safety, the SFMTA reserves the right to immediately revoke the permit.

## Off-street spaces

The SFMTA manages 19 lots and 19 garages. To further encourage and facilitate car sharing, as part of this initiative the SFMTA is establishing updated rules and processes by which CSOs can obtain spaces in these facilities. To participate in the SFMTA's off-street car sharing program, organizations must meet the definition of a car share organization in the Transportation Code but do not need to meet the additional requirements of the on-street program.

### Current practice

Currently, CSOs have about 80 total spaces in SFMTA-managed parking lots and garages. At SFMTA-managed garages, CSOs pay the SFMTA carpool/carshare rate for each parking space, which is roughly 50 percent of the regular monthly rate. This monthly car share rate ranges from \$60-\$200, depending on the facility's overall rate structure. At metered lots, CSOs pay a monthly rate of \$96 per space to compensate for lost meter revenue.

To date, spaces have been allocated to CSOs on a first-come, first-served basis whereby CSOs requested spaces, SFMTA reviewed and approved, then the CSO coordinated installation of signage and paint. This informal process worked effectively in the early period of car sharing in the city. Today the expanding demand for car sharing and the expanding marketplace of CSOs warrant the adoption of somewhat more formal procedures for allocation of off-street car-share spaces.

### Proposed policy for parking lots

SFMTA will make available to CSOs a minimum of 5 percent of spaces in each of its 19 parking lots. In lots with low parking occupancies, additional spaces may be made available, up to 20 percent of the total.

### Application and approval process

Semi-annually, SFMTA will solicit applications from CSOs for spaces in parking lots for the upcoming six-month period. In its initial submission, a CSO may request no more than 50 percent of available spaces at any one lot.<sup>12</sup> However, if remaining available spaces at a given lot are not requested by another CSO, SFMTA may offer more than 50 percent of spaces in that lot to one CSO.

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<sup>12</sup> Existing CSO spaces will be included in this process, and the end result of the allocation of spaces may include a CSO having to relinquish an existing space that predates this new policy.

Off-street spaces in parking lots are historically less in demand than are on-street spaces. Therefore, in most cases, a less-rigorous review process is warranted for spaces in off-street lots. Some new spaces may be assigned following minimal outreach, while some may require a more thorough process. As warranted, SFMTA will coordinate with CSO staff on preliminary outreach to local stakeholders (e.g., district Supervisor, merchants, and neighborhood groups). Based on this preliminary outreach, SFMTA will make a determination regarding the need for further outreach prior to implementing new CSO-vehicle spaces. CSO staff must actively participate in any outreach process deemed necessary by SFMTA.

### **Evaluation and space selection**

SFMTA will review all applications and coordinate with CSOs to resolve any competing requests for spaces. In resolving any conflicts, agency staff will consider each CSO's overall number of pods at all SFMTA off-street locations, and preference at a given location may be granted to the CSO with fewer overall pods. Once any competing requests are resolved, SFMTA will finalize the list of spaces and move forward with the permitting process.

### **Pricing**

SFMTA will use zone-based pricing to encourage car sharing in all areas of the city. The monthly fee for car-share vehicles shall be: Zone 1 - \$150, Zone 2 - \$100, Zone 3 - \$75. SFMTA will bill CSOs for their permitted spaces on a semi-annual basis.

### **Signage and paint**

CSOs shall coordinate and pay for installation of signage and painting within assigned spaces, following pre-approval by SFMTA. Spaces already dedicated to CSOs are not subject to additional setup fees.

### **Parking space closures**

Off-street parking lot spaces can be temporarily closed for construction or special events. For these space closures, signs are typically posted 72 hours in advance. The off-street car sharing permit does not exempt the vehicle from space closures; car sharing vehicles will be subject to the same rules and restrictions that apply to other vehicles. CSOs will be responsible for moving the vehicle from the space and finding an alternate location, if necessary.

SFMTA will attempt to notify CSOs of these closures with as much advance notice as possible. However, not all space closures are communicated to SFMTA. The CSOs will

be responsible for paying any parking citations received or any tow fees and fines associated if vehicles are towed, regardless of notification.

### **Permits and enforcement**

SFMTA will issue an off-street car-sharing permit for each CSO space in SFMTA-managed lots. The permit will not be attached to a particular vehicle, but only to the CSO. As long as the CSO vehicles are parked in their assigned spot, they shall be exempt from time limits.

### **Proposed policy for garages**

SFMTA will make available to CSOs a minimum of 2 percent of spaces in each of its 19 parking garages. In garages with low parking occupancy, additional spaces may be made available, up to 10 percent of the total.

### **Application and approval process**

Semi-annually, SFMTA will solicit applications from CSOs for spaces in parking garages for the upcoming six-month period. In its initial submission, a CSO may request no more than 50 percent of the car-share spaces available at any one garage.<sup>13</sup> However, if remaining car-share spaces at a given garage are not requested by another CSO, the SFMTA may offer more than 50 percent of spaces in that garage to one CSO.

### **Evaluation and space selection**

SFMTA will review all applications and coordinate with CSOs to resolve any competing requests for spaces. In resolving any conflicts, agency staff will consider each CSO's overall number of pods at all SFMTA off-street locations, and preference at a given location may be granted to the CSO with fewer overall pods. Once all competing requests are resolved, SFMTA will finalize the list of allocated spaces.

The day-to-day operations at SFMTA garages are managed by parking operators and/or non-profit parking corporations. SFMTA shall coordinate with CSOs, parking operators and non-profit corporations. Once a space is assigned, the CSO will complete a monthly access agreement with the operator.

### **Pricing**

For spaces in garages CSOs pay the SFMTA Board-adopted carpool/carshare rate, which currently ranges from \$60 to \$200 per month, depending on the facility. Rates are subject to adjustment by the SFMTA Board on a quarterly basis. For any garage

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<sup>13</sup> Existing CSO spaces will be included in this process, and the end result of the allocation of spaces may include a CSO having to relinquish an existing space that predates this new policy.

that does not have a current, adopted carpool/car share rate, a rate shall be calculated by SFMTA based on current policies governing garage rates.

### **Signage and paint**

CSOs shall coordinate and pay for installation of signage and painting within assigned spaces, following pre-approval by SFMTA. Spaces already dedicated to CSOs are not subject to additional setup fees.

### **Enforcement**

CSO vehicles shall be subject to the terms and conditions of the monthly parking agreement at a given garage. The on-site operator is responsible for enforcing compliance with these terms and conditions, in coordination with SFMTA. These terms and conditions shall include any site-specific operational parameters, as necessary.

### **Evaluation**

Approximately 18 months from the start of this pilot, the SFMTA will begin evaluating this pilot project. This evaluation will focus on how well reserved on-street car sharing pods helped the SFMTA achieve its goals. This evaluation will support a recommendation to the SFMTA Board (expected spring 2015) for more permanent car sharing policies. If the evaluation finds that during the pilot significant benefits were not delivered the SFMTA expects that this pilot program will not be continued or made permanent. The evaluation will estimate to what extent car sharing helped the SFMTA to achieve its goals for:

- Mode shift
- Emission reduction
- Auto ownership
- Perceived mobility (by our customers)

## Implementation timeline

Date	Task
Fall 2012 to Spring 2013	<ul style="list-style-type: none"> <li>• Finalize policy proposal</li> <li>• Conduct external outreach on proposal to CSOs, Mayor, Supervisors, City Administrator's Office, Planning Department, DPW, Department of the Environment, and other stakeholders</li> <li>• Finalize legislative changes and policy proposal</li> <li>• Present policy and legislative changes to SFMTA Board for approval</li> </ul>
Summer to Fall 2013	<ul style="list-style-type: none"> <li>• CSOs begin outreach for on-street spaces</li> <li>• Receive CSO on-street and off-street parking lot requests and evaluate</li> <li>• Finalize on-street spaces to be designated and begin approvals process</li> <li>• Receive approvals for on-street spaces (TASC, public hearing, SFMTA Board)</li> </ul>
Fall 2013	<ul style="list-style-type: none"> <li>• SFMTA begin implementation of on-street spaces</li> <li>• CSOs to begin marketing on-street spaces</li> <li>• CSOs to initiate service at on-street spaces</li> </ul>

# On-street car sharing pilot evaluation

SEPTEMBER 10, 2012

## Executive summary

Car sharing helps the SFMTA achieve its goals for managing parking and the overall transportation system in San Francisco. On-street car sharing spaces (i.e., locations where users pick up and drop off a car sharing vehicle) can encourage car sharing by increasing the visibility of car sharing, improving the proximity to trip origins, and increasing the total number of vehicles available.

In fall 2011, the SFMTA worked to implement a pilot of on-street car sharing spaces under an agreement between the City Administrator's Office and City CarShare. A total of twelve spaces were implemented. This document evaluates the pilot through April 2012, after six months of operation for most spaces.

These following lessons learned and recommendations will be considered when developing a proposal to expand the program:

**On-street car sharing spaces are technically feasible in San Francisco.** The exclusive designation of on-street spaces to car sharing fulfilled the same operational need as off-street spaces. Exemptions from street sweeping, residential parking permit zones (RPP), and time limits did not pose challenges.

**On-street car sharing spaces can be quickly become well utilized.** As with off-street spaces, the utilization of on-street spaces is primarily related to the market they serve. If located in areas where the demand for car sharing is high, on-street spaces can grow into operational maturity faster than an equivalent off-street space.

**Political support is needed for proposed spaces to be approved.** SFMTA will need to balance neighborhood concerns with the locational needs of car sharing to have spaces that will be well utilized and will further the City's policy goals. On-street car sharing spaces will need a broad base of support from CSOs, neighborhood groups, and Supervisors' offices to pass each step of the approvals process.

**Enforcement of the spaces is important for success.** If too many unauthorized drivers block the spaces, members will become frustrated, utilization can suffer, and car sharing organizations must address the resulting operational and customer service issues. Targeted enforcement and visible paint and signage can help lower rates of unauthorized parking.

**Commercial areas offer high visibility and accessibility, but may present enforcement challenges.** Spaces should be strategically placed so that they are visible and accessible, but are away from key areas of activity.

**A transferrable permit gives car sharing organizations needed flexibility.** Car sharing organizations need the flexibility to occasionally reassign vehicles to spaces for maintenance or other operational needs (e.g., place a pickup truck where there was previously a sedan).

**Recalculate permit fee.** The SFMTA established the \$150 per space monthly fee based on an estimate of costs to administer the program. Now that the agency has actual historical data, the SFMTA should reassess assumptions used to calculate the fee and recover costs.

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**Improve efforts to coordinate and communicate parking space closures.** Temporary space closures limit the availability of the vehicle. The SFMTA is currently developing systems to improve its awareness of temporary closures and ability to quickly and automatically distribute this information.

Overall, the analysis suggests that on-street car share spaces are feasible and can be well utilized in San Francisco. Using lessons learned from the pilot, SFMTA will develop a policy regarding citywide on-street car share spaces and will include program rules and guidelines, and criteria for participation. The policy will be presented to the SFMTA Board for approval in fall 2012.

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## Overview

Car sharing helps the SFMTA achieve its goals for managing parking and the overall transportation system in San Francisco. Car sharing provides the mobility of a car without the need for owning a private vehicle. As a whole, members of car sharing organizations own fewer vehicles, travel fewer miles by car, and walk, bike, and take public transit more frequently.

On-street car sharing spaces (i.e., locations where users pick up and drop off a car sharing vehicle) can encourage car sharing by increasing the visibility of car sharing, improving the proximity to trip origins, and increasing the total number of vehicles available. In 2006, California state law changed to allow municipalities to designate on-street parking spaces for the exclusive use of car sharing vehicles.

In fall 2011, the SFMTA implemented a pilot of on-street car sharing spaces under an agreement between the City Administrator's Office and City CarShare. The SFMTA Board and Board of Supervisors approved changes to the Transportation Code that enable the program. The primary goals of this pilot were to (1) gauge the technical feasibility of on-street spaces for car sharing in San Francisco, and (2) to inform the SFMTA on how to best administer a long-term program. City CarShare was the car sharing organization to participate in the pilot, and played a key role in providing data and feedback.

In October 2011, the pilot launched with five spaces. Six more spaces were added in November 2011, and a twelfth space was implemented in early 2012. This document evaluates the pilot through April 2012, after six months of operation for most spaces.

The SFMTA conducted the evaluation with five types of criteria in mind:

- **Vehicle utilization.** The key performance indicator for car sharing is how often the vehicles are used. For each vehicle assigned to the on-street spaces, the SFMTA examined the total utilization rate and number of unique users.
- **Operation of on-street spaces.** This section examines operational issues with the exclusive designation of an on-street space for car sharing, including enforcement and space closures.
- **Permit program administration.** The SFMTA set up a permit program to identify authorized vehicles. This section evaluates how well the permit supported the needs of the pilot.
- **User behavior.** City CarShare surveyed members who used on-street car sharing spaces to gauge customer satisfaction and travel behavior.
- **Stakeholder input.** The SFMTA sought feedback from neighborhood groups and elected officials that were also contacted prior to implementing the pilot.

This document starts with a description of the pilot locations, followed by an evaluation along the five types of criteria described above, and concludes with recommendations for moving forward. Overall, the analysis suggests that on-street car share spaces are feasible and can be well utilized in San Francisco. Using lessons learned from the pilot, SFMTA will develop a policy regarding citywide on-street car share

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spaces and will include program rules and guidelines, and criteria for participation. The policy will be presented to the SFMTA Board for approval in fall 2012.

## Pilot space selection criteria and locations

The SFMTA worked with City CarShare, the City Administrator's office, members of the Board of Supervisors, and neighborhood groups to select the pilot spaces.

Spaces were primarily chosen for their visibility and accessibility. The SFMTA also chose spaces close to transit stops and bike lanes to facilitate their integration into the existing transportation network. Only one space was allocated per block. Additionally, spaces were selected in areas of both high and low demand; some spaces were placed where there was a latent demand for car sharing, and others were tested in new markets. The SFMTA also considered a variety of surrounding land use types in the pilot (e.g., some spaces in residential areas, some in commercial areas).

City CarShare advertised the new spaces via email and by distributing information at local events. The SFMTA notified neighborhood groups prior to implementation and also held a press event on the launch date of the pilot. Figure 2 shows the locations and implementation dates of the twelve pilot spaces, followed by the rationale for selecting each space.

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Figure 2: On-street pilot spaces and implementation dates



1. **Polk & Greenwich (Russian Hill).** The space provides car sharing access to residents living in the surrounding area. There is good access to transit; the 19-Polk, 47-Van Ness, and 49-Van Ness/Mission are nearby.
2. **Taylor & Pacific (Russian Hill).** The space provides car sharing access to residents living in the surrounding area. The 10-Townsend and 12-Folsom/Pacific are nearby.
3. **38 Harriet (South of Market).** City CarShare has been coordinating with the developer of a property at this address. The developer is planning to build residential units without off-street parking if on-street car sharing is proven to work in this area. Construction did not interfere with the space during the pilot period.
4. **Valencia & 17th St (Mission).** Visibility is high along Valencia and there is also a bike route on 17th Street. The space is close to stops for the 14/14L-Mission, 49-Van Ness/Mission, the 33-Stanyan, and the 16th Street BART station. This space tested a metered on-street parking space along a busy commercial corridor. The meter for this space has been taken out of service and can be reinstalled after the pilot if necessary. Additionally, this space is located in the Mission SFpark area, and SFMTA leveraged parking sensor data for evaluation.

5. **Clay & Fillmore (Lower Pacific Heights).** This location benefits from high visibility from the Fillmore commercial corridor and high residential accessibility from the Pacific Heights neighborhood. Stops for the 1-California, 22-Fillmore, and 3-Jackson are also nearby. The meter for this space has been taken out of service and can be reinstalled after the pilot if necessary. This space is also located in the Fillmore SFpark area, and SFMTA leveraged parking sensor data for evaluation.
6. **Carroll & 3<sup>rd</sup> St (Bayview).** This space is located next to the 5800 Third Street (with over 130 residential units) development, and is visible from Third Street. The location is also adjacent to stops for the T-Third and 91-Owl. The Bayview neighborhood is a new market for City CarShare and this is be one of the first car sharing spaces located in this area of the City.
7. **3<sup>rd</sup> St & 22<sup>nd</sup> St (Dogpatch).** This space benefits from high visibility on 3rd Street and is within walking distance of residents living on the west side of 3<sup>rd</sup> Street. Stops for the T-Third and 48- O'Shaughnessy are nearby.
8. **Bosworth & Brompton (Glen Park).** Transit accessibility is high, with the Glen Park BART station, stops for the 23-Monterey, 36-Teresita, 44-O'Shaughnessy, and 52-Excelsior one block away. The J-Church also stops nearby. This space is also highly visible along Bosworth, close to the Glen Park commercial district, and easily accessed by residents in the surrounding area. There is also a bike route on Bosworth.
9. **Judah & 12<sup>th</sup> Ave (Inner Sunset).** The adjacent N-Judah stop makes this space both highly visible and accessible. This space is in a residential area although the Inner Sunset commercial district is nearby.
10. **Judah & 43<sup>rd</sup> Ave (Outer Sunset).** City CarShare recommended two spaces were in the Outer Sunset due to no existing car share network in the area. The spaces are located one block away from each other to avoid removing two adjacent spaces, and to create a small network effect. This space is accessible from the adjacent N-Judah stop and the surrounding residents.
11. **Judah & 44<sup>th</sup> Ave (Outer Sunset).** The second space in the Outer Sunset is located at the edge of a commercial district which increases the space's visibility. Stops for the N-Judah and 18-46<sup>th</sup> Avenue are nearby.
12. **4<sup>th</sup> Ave & Clement (Inner Richmond).** This space is visible from the busy commercial district on Clement Street, and accessible from the surrounding residential areas. Transit access is provided by the 38-Geary and 2-Clement.

## On-street space approvals process

Per Section 201(c) of the Transportation Code, Division II, establishing an on-street car sharing space requires approval from the SFMTA Board of Directors. As part of this process, the following steps are required for each space:

1. Pass review by SFMTA transportation engineering staff to ensure functional feasibility and no conflicts with other regulations (e.g., not locate a space in a towaway zone)

2. Undergo review by Transportation Advisory Staff Committee (TASC) review to brief relevant SFMTA divisions and other City departments (e.g., SFMTA Enforcement, Planning Department, DPW, SFPD) on new spaces and programs
3. Perform outreach to relevant neighborhood and community groups
4. Pass a SFMTA Transportation Engineering Public Hearing
5. Receive approval from the SFMTA Board of Directors (typically as part of the consent calendar)

SFMTA staff (along with support from City CarShare and the City Administrator's Office) shepherded the pilot spaces through this process.

An additional parking space at Hyde & Union was considered. However, the merchants from the affronting property and a member from the Russian Hill Community Association voiced opposition to the proposal. In particular, they were concerned about potential negative effects to the adjacent businesses and overall loss of parking in the neighborhood. The hearing officer did not approve the location, and the space was dropped from the pilot spaces.

City CarShare believed the location would have worked very well, as there is pent-up demand for car sharing in the immediate area. In the future, the SFMTA will need to balance neighborhood concerns with the locational needs of car sharing to have spaces that will be well utilized. On-street car sharing spaces will need a broad base of support from CSOs, neighborhood groups, and Supervisors' offices to pass each step of the process.

## Utilization

The SFMTA identified two key metrics: utilization rate and unique users. City CarShare provided data necessary for analysis to the SFMTA for the pilot spaces, as well as for a group of off-street control spaces to be used for comparison. These control spaces were selected for their proximity to the on-street pilot locations and for their high level of operational maturity (i.e., have reached stable utilization levels):

Russian Hill: Van Ness & Union

Nob Hill: California & Mason (Crocker Garage)

SOMA: 2nd & Howard

Mission: 24th & Valencia (Union 76)

Pacific Heights: California & Fillmore

Inner Sunset: 9th & Irving

Sunset: Judah & 19th (Union 76)

Glen Park: Glen Park BART

Dogpatch: Indiana & 18th (UCSF)

Inner Sunset: 11th & Lincoln

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Utilization remained stable in the control spaces for the duration of the pilot, and City CarShare attempted to keep the number of nearby off-street spaces consistent to minimize effects to on-street spaces.

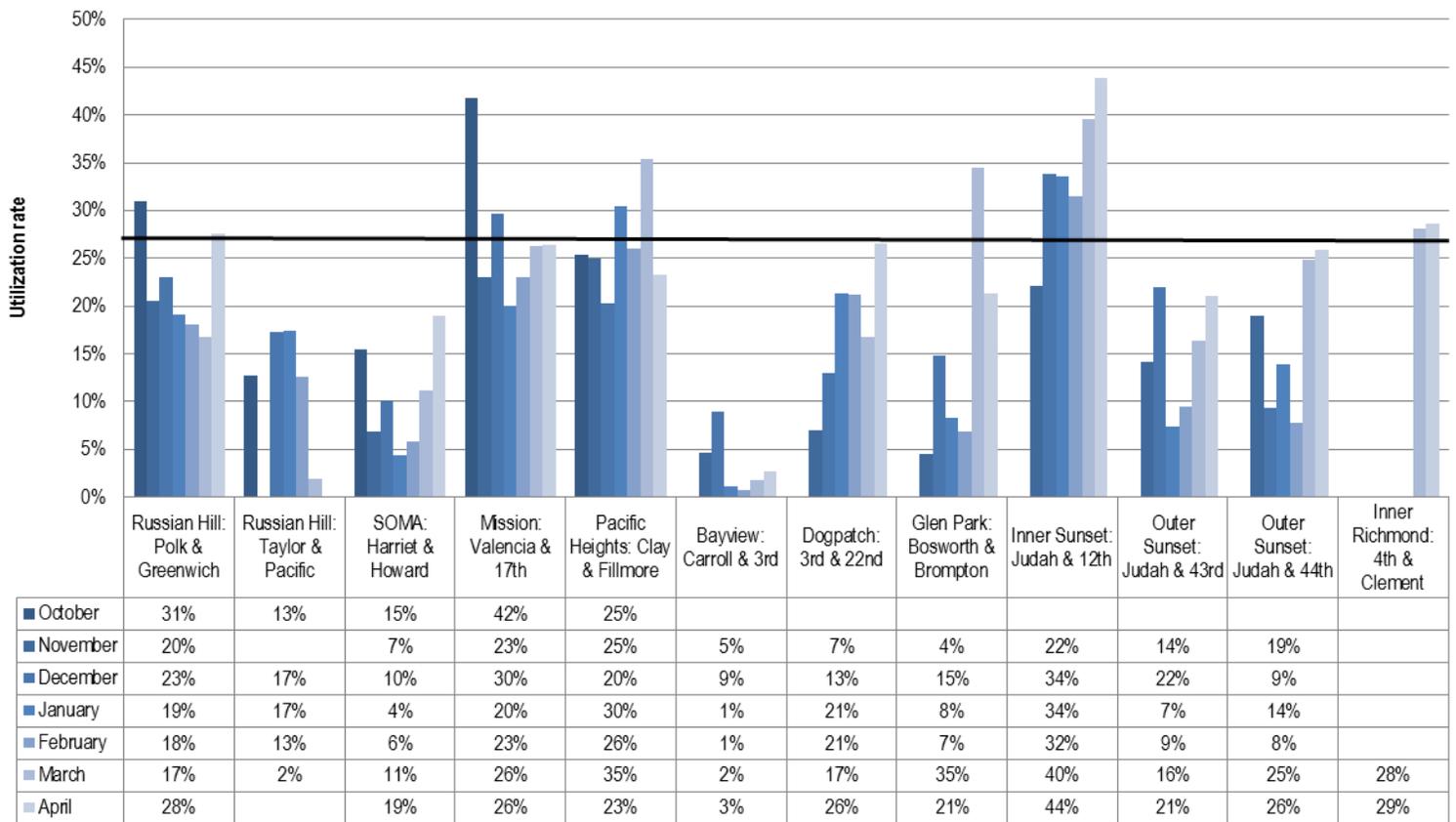
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### Utilization rate

This metric is calculated as the share of total hours that a vehicle was in use out of the total hours in a day (e.g., if a vehicle was reserved for six hours of a day, then the utilization rate is 25 percent for that day).

This directly measures the demand for vehicles at these locations. Figure 3 shows the utilization rate for each pilot space as compared to the control average of 27 percent.

Figure 3: Utilization rate by space by month<sup>14</sup>

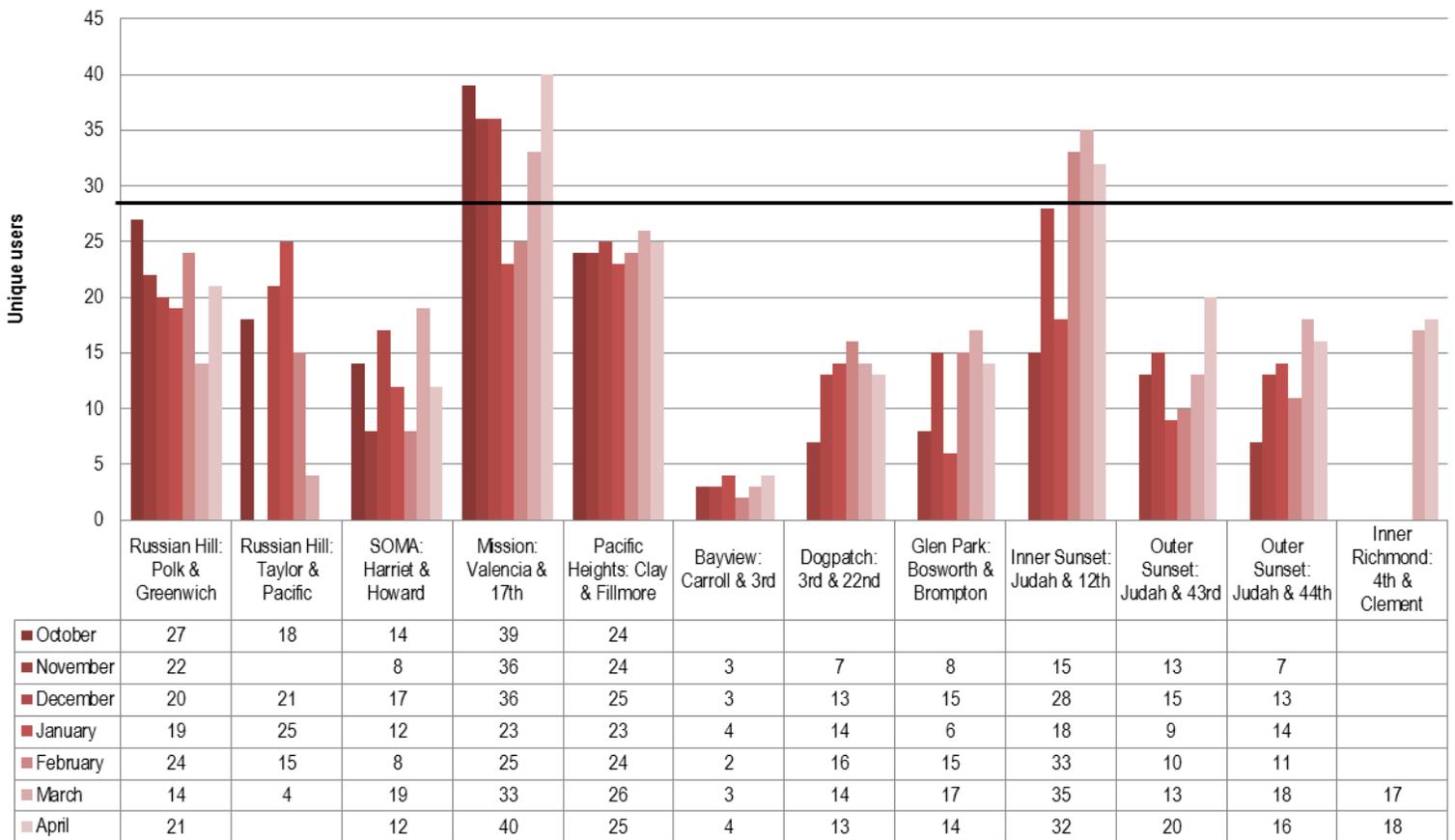


<sup>14</sup> The Taylor/Pacific space was out of commission for prolonged periods in November 2011, March 2012, and April 2012 due to construction projects. These led to significant gaps in data collection.

## Unique users

Figure 4 shows the total number of unique users who used the vehicle at each space. This indicates how many individuals benefitted from the car sharing vehicle. This is compared to the control average of 29 users.

Figure 4: Unique users by space by month<sup>15</sup>



<sup>15</sup> The Taylor/Pacific space was out of commission for prolonged periods in November 2011, March 2012, and April 2012 due to construction projects. These led to significant gaps in data collection.

## Analysis

The number of unique users generally followed the same pattern as utilization rates for each space; if a space had a high utilization rate, then it also had relatively high numbers of unique users as compared to the other pilot spaces. However, the utilization varied significantly from space to space. This can be expected since the demand for car sharing is not uniform across the City.

Some of the on-street spaces consistently saw high levels of performance. Many of these spaces are located in existing car sharing markets and are located inside or nearby busy commercial corridors.

- The Polk/Greenwich, Valencia/17<sup>th</sup>, Clay/Fillmore, and Judah/12<sup>th</sup> spaces all saw very high utilization levels and unique users exceeding the control average since their implementation.
- The Taylor/Pacific space in Russian Hill also started relatively strongly, but operations were disrupted frequently due to street construction.
- The 4<sup>th</sup>/Clement space has also experienced high utilization despite only having been in service for two months.

Other spaces had more moderate levels closer to the control average, and saw greater variation in performance across the six-month period.

- The Harriet/Howard space in SoMa has seen moderate performance, but experienced a dip in utilization that has since started to rise again. The space is located next a residential development that is currently under construction. Residents from those units are expected to use the space regularly.
- The spaces in Dogpatch and Glen Park (3<sup>rd</sup>/22<sup>nd</sup> and Bosworth/Brompton, respectively) started with low utilization. However, they have had significant growth in unique users and utilization over the evaluation period. These spaces are located on the fringe of small commercial areas and can be accessed easily by surrounding residents.

Spaces that were launched in new markets had varied results.

- The Outer Sunset spaces (Judah/43<sup>rd</sup> and Judah/44<sup>th</sup>) were not expected to do well initially. However, they have experienced a growth of unique users and utilization that exceed expectations, especially for their location and having only been in operation for six months. While the Outer Sunset is primarily a residential area, these spaces benefit from the visibility of being nearby a small commercial area and the N-Judah.
  - The Bayview space at Carroll/3<sup>rd</sup> has had very low utilization rates and unique users. City CarShare recently launched another off-street pod in the Bayview, which may improve the network effect of car sharing pods and increase utilization.
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## Operation of on-street spaces

This section summarizes how well on-street parking spaces operated as dedicated zones for on-street car sharing.

### Enforcement

Other cities have noted that one of the key challenges to on-street pods has been preventing unauthorized drivers from parking in the spaces. When a member tries to return a vehicle and the space is blocked, the member must park the vehicle at another space, which may be subject to other restrictions (e.g., meter payment or street sweeping). This often leads to a citation being issued to the vehicle since it is not parked at its assigned space and thus not exempt from restrictions. More importantly, this causes inconvenience for the member returning the vehicle and can also prevent other members from using the vehicle until City CarShare can retrieve it.

Table 1 shows the number of reported incidents of unauthorized drivers blocking on-street spaces, as reported by City CarShare's members.<sup>16</sup>

**Table 1: Reported incidents of unauthorized drivers blocking on-street spaces**

Space	October	November	December	January	February	March	April
Mission: Valencia & 17th	8	15	15	9	12	10	6
Russian Hill: Taylor & Pacific	7		1	4	2	1	
Pacific Heights: Clay & Fillmore	1	2	4	2	1	4	1
Russian Hill: Polk & Greenwich	2						
Outer Sunset: Judah & 44th		1	1	4	3	1	1
Glen Park: Bosworth & Brompton		1		1	3		
Outer Sunset: Judah & 43rd		1	1	1	5	1	1
SOMA: Harriet & Howard							1
Bayview: Carroll & 3rd		1					1
Dogpatch: 3rd & 22nd			1				
Inner Sunset: Judah & 12th						1	
Inner Richmond: 4th & Clement						1	
<b>Total</b>	<b>18</b>	<b>21</b>	<b>23</b>	<b>21</b>	<b>26</b>	<b>19</b>	<b>11</b>

The Valencia/17<sup>th</sup>, Taylor/Pacific and Clay/Fillmore spaces had many repeated incidences of blocked spaces, while rates were low for the other spaces. City CarShare reported that these reports tended to be most frequent in the afternoon and evening.

<sup>16</sup> This date is based on the number of times a member called City CarShare at the end of their reservation to report that they could not return the vehicle at the designated space because it was blocked by another vehicle. This may undercount the number of actual incidences of illegal parking.

Generally, the high levels of unauthorized parking are suspected in areas and times with high parking demand. Since the Valencia/17<sup>th</sup> and Clay/Fillmore spaces are located in SFpark pilot areas, the SFMTA used parking sensor data to analyze parking demand in these areas.

**Table 2: Parking sensor occupancy data, noon-midnight, October 2011-April 2012<sup>17</sup>**

Block	12pm	1pm	2pm	3pm	4pm	5pm	6pm	7pm	8pm	9pm	10pm	11pm	12-hour summary
500 Valencia	76%	76%	74%	74%	74%	79%	85%	86%	86%	86%	84%	81%	<b>80%</b>
2400 Clay	87%	88%	88%	87%	84%	83%	88%	88%	82%	66%	57%	59%	<b>80%</b>

Total occupancy from noon to midnight was 80 percent in both locations. Occupancy rates were generally higher around the Clay/Fillmore location than the Valencia/17<sup>th</sup> location. In spite of having similar occupancy levels to Clay/Fillmore, the Valencia/17<sup>th</sup> space had an extraordinarily high rate of unauthorized parking, and the higher rates cannot be attributed to high parking demand alone. The Valencia/17<sup>th</sup> space is the only pilot location that is on the main commercial street; while there are many locations in commercial zones, other spaces are located on the fringe of the commercial area or in a space on a less frequented cross street.

In March 2012, the SFMTA started targeted enforcement of these spaces. In particular, the SFMTA directed Parking Control Officers to the Valencia/17<sup>th</sup>, Clay/Fillmore, Taylor/Pacific, and 4<sup>th</sup>/Clement locations during the afternoons and early evenings. This appeared to have a positive effect as the incidence of blocked spaces dropped in March and April. Table 3 shows the total citations issued at each on-street space.

**Table 3: Citation issuance**

Space	October	November	December	January	February	March	April
Valencia/17th St	1	3	3	3	12	15	7
Taylor/Pacific	7	3	3	1	1	4	11
4th Ave/Clement						4	
Clay/Fillmore	1		1				
Polk/Greenwich	2						
Judah/12th Ave					1		
<b>Month Total</b>	<b>11</b>	<b>6</b>	<b>7</b>	<b>4</b>	<b>14</b>	<b>23</b>	<b>18</b>

<sup>17</sup> The SFMTA gathers parking occupancy data from sensors in the SFpark pilot and control areas. The SFMTA’s analysis of parking sensor data results in multiple occupancy rates based on various combinations of parking meter operational hours and regulations. For this analysis, the SFMTA used Total Occupancy -- the only parking occupancy measure that can span outside of parking meter operational hours. This does not filter any data based on parking meter restrictions or other parking regulations, and is slightly different than the calculation used for SFpark demand-responsive rate adjustments.

**Space markings**

In order to designate the space for car sharing parking only, the SFMTA painted a solid line around each space and placed a regulatory sign reading “TOWAWAY NO STOPPING Except SFMTA Car Share Permit 0123”, where 0123 is the specific permit number assigned to the vehicle. The SFMTA also posted a sign with City CarShare’s logo on each side of the pole so that it is visible to drivers and pedestrians.

**Figure 5: On-street space markings**



Some City CarShare members who used the Valencia/17<sup>th</sup> space indicated that the signage was too high, and that some people could not tell that the space was restricted. As part of SFMTA’s effort to reduce unauthorized parking at the Valencia/17<sup>th</sup> space, the SFMTA also tested new signage closer to eye level in April 2012.

**Figure 6: Revised signage for Valencia/17<sup>th</sup>**



In combination with additional enforcement, the rates of unauthorized parking dropped in March and April. City CarShare reports that this trend has continued into May and June. The SFMTA will continue to monitor the rates of unauthorized parking at Valencia/17<sup>th</sup> and gauge reactions to the new signage.

**Street sweeping**

The Department of Public Works (DPW) frequently sweeps on-street parking spaces (as much as four times per week at some pilot locations), and requiring City CarShare to move the vehicle each time would have been impractical. SFMTA collaborated with DPW to exempting the vehicles from street cleaning parking restriction. Per the agreement, City CarShare has been responsible for keeping the space and surrounding area (defined as 25 feet on both sides) clean at a level consistent with the surrounding parking spaces.

The SFMTA and DPW have been satisfied with the cleanliness of the on-street parking spaces, and no issues have been reported.

**Construction**

On-street parking spaces can be temporarily closed for construction or special events such as street fairs. For these space closures, signs are typically posted 72 hours in advance. The SFMTA cannot exempt on-street car sharing spaces from these regulations, and during the pilot, City CarShare has been responsible for moving the vehicle from the space and finding an alternate location if necessary. Since removing the vehicle from the space takes it out of service and makes it unavailable to members, it is desirable to avoid this as much as possible.

Throughout the pilot, SFMTA attempted to notify City CarShare of these closures with as much advance notice as possible. City CarShare also maintains close ties to the neighborhoods they operate in, and is generally aware of special events such as Sunday Streets.

However, not all space closures are communicated to SFMTA, particularly those related to construction or utilities. For instance, in December 2011, an electrical outage in the Mission required that PG&E place a temporary generator on Valencia Street in the on-street space. The SFMTA contacted PG&E after the event to improve the communication of such events in the future, but sometimes, the immediate closure of an on-street space is needed.

Additionally, the Taylor/Pacific pod has been removed from service three times due to unrelated construction projects lasting a few weeks (street excavation, curb ramp improvements, and construction on the adjacent property). SFMTA is looking into ways to improve the coordination and communication of construction projects in order to reduce the number and severity of issues for car sharing organizations.

These kinds of closures can result in unexpectedly removing the vehicle from service, and potentially towing car sharing vehicles. This reduces the quality of the member experience with car sharing and can reduce its overall effectiveness.

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## Program administration

### Permit design

California state law requires that the SFMTA issues a permit that authorizes the vehicle to park in the designated space. This permit also helps with enforcing the spaces, as does the requirement that car sharing vehicles are clearly marked (with logos) as car sharing vehicles.

For the pilot, the SFMTA designed a permit similar to that used in the Residential Parking Permit program. The permit is attached to the lower left side of the rear bumper. The permit contains an individual permit number (for tracking purposes), the space the vehicle is assigned to, the license plate number, and the expiration date.

Figure 7: On-street car sharing permit design



While the permit has served the purpose of identifying authorized vehicles, City CarShare has reported some inflexibility in the current system. Because the permit contains the license plate number of the vehicle and is affixed to the vehicle, it is non-transferrable. While City CarShare usually keeps the same vehicle at each of its pods, they will occasionally reassign vehicles to spaces for maintenance or other operational needs (e.g., place a pickup truck where there was previously a sedan).

### Invoicing and payments

The SFMTA currently charges City CarShare \$150 per space each month (as legislated in the Transportation Code). This has been based on a basic cost recovery methodology and is also the median of the SFMTA's current off-street car sharing fees. The SFMTA currently invoices City CarShare this monthly rate on a quarterly basis. This schedule strikes and even balance between collecting fees regularly and reducing administrative burden on both sides.

However, reductions in the fee may be reasonable during periods of prolonged space unavailability. During the pilot, some of the on-street spaces were unavailable due to construction and/or special events,

but payments were made to the SFMTA based on the premise of having access to the space for the entire month.

Any period that the space is unavailable means that the vehicle is unavailable to members, which reduces the effectiveness of the on-street space. Alternative locations could be identified for temporary use, but they will likely be difficult to enforce since there will be no paint or signage. A temporary closure for a few hours or days may not warrant a reduction in payment, but unavailability that lasts for longer, say, a week or more incurs financial hardship to the car sharing organization. For instance, the Taylor/Pacific space was out of commission on three separate occasions for two to three weeks each. This was due to a pipeline project, a curb ramp installation, and building construction. All occurred separately over the course of the evaluation period.

## User behavior

In early June 2012, City CarShare sent a survey to all users of the on-street pilot spaces. City CarShare offered an incentive to users of the survey and the response rate was 33 percent (217 responses out of 651 total). This section lists the key findings from the survey. The vast majority of respondents to the survey were members prior to the introduction of on-street spaces; new and/or potential members may perceive on-street car sharing spaces differently.

Overall, satisfaction with on-street spaces was high:

Eighty-nine percent of respondents would recommend the on-street pods to others.

Though most members claimed that on-street spaces had no influence in their decision to join City CarShare, 37 percent stated that on-street pods were "extremely" or "somewhat" influential. Very few (3 percent) indicated that they became aware of City CarShare due to seeing an on-street pod.

Members also found on-street spaces more visible and accessible than off-street spaces. Respondents rated their experience with on-street spaces as better than their experience with off-street on the following criteria:

Proximity of on-street space to the member (56 percent of respondents rated on-street as "much better" or "somewhat better")

Ease of finding the vehicle (56 percent of respondents rated on-street as "much better" or "somewhat better")

Ease of returning the vehicle (44 percent of respondents rated on-street as "much better" or "somewhat better")

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Users of on-street spaces also described automobile ownership trends to all users of car sharing:

Over half gave up one or more personal vehicles after joining City CarShare (44 percent owned one or more vehicles prior to joining City CarShare whereas only 22 percent of respondents owned a vehicle after joining).

Car sharing affects automobile ownership. The vast majority of respondents (87 percent) stated that City CarShare membership influences the number of vehicles they own.

Respondents to the survey noted the need for improvements in the following areas:

Common comments indicated the need for better signage, painted curbs and spaces, lowering the height of signs, increased enforcement, and posting the penalties for violators.

Of those who would not recommend on-street spaces, the vast majority (20 out of 23) rated the "ease of returning" the vehicle as "much worse" than off-street spaces, due to the spaces being blocked by non-carshare vehicles when they returned.

Survey respondents were divided as to whether or not on-street improved perceived safety:

Fifty percent indicated that lighting was "about the same" (compared to 35 percent of respondents who indicated that on-street offered "much better" or "somewhat better" lighting)

Fifty-seven percent of respondents rated their perception of personal safety with on-street spaces as "about the same" as off-street (compared to 33 percent of respondents who indicated that their perception of personal safety was "much better" or "somewhat better")

## Stakeholder input

Prior to the pilot, the SFMTA worked with local neighborhood groups and members of the San Francisco Board of Supervisors to select the pilot spaces. After the pilot, the SFMTA solicited feedback on the location and/or operation of the pilot spaces.

In general, the on-street spaces were well received in their respective neighborhoods. Respondents were supportive of car sharing and expansion of the program.

## Conclusion and recommendations

These following lessons learned and recommendations will be considered in an expansion of the program:

**On-street car sharing spaces are technically feasible in San Francisco.** The exclusive designation of on-street spaces to car sharing fulfilled the same operational need as off-street spaces. Exemptions from street sweeping, RPP, and time limits did not pose challenges. Paint and signage may need to be revised or tailored to each location.

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**On-street car sharing spaces can be quickly become well utilized.** Some spaces had very high utilization levels, others were on par with the average, and a few had very low usage. These were primarily related to the market they serve. If located in areas where the demand for car sharing is high, on-street spaces can grow into operational maturity faster than an equivalent off-street space. If on-street spaces are located in a new market, they should not be expected to perform better than an off-street space.

**Political support is needed for proposed spaces to be approved.** SFMTA will need to balance neighborhood concerns with the locational needs of car sharing to have spaces that will be well utilized and will further the City's policy goals. On-street car sharing spaces will need a broad base of support from CSOs, neighborhood groups, and Supervisors' offices to pass each step of the process.

**Enforcement of the spaces is important for success.** If too many unauthorized drivers block the spaces, members will become frustrated and utilization can suffer. Targeted enforcement can also restore confidence in the reliability of the space. Even though Valencia/17<sup>th</sup> and Clay/Fillmore had the highest levels of illegal parking, these locations were still among the most utilized pilot locations. Highly visible paint and signage also helps to identify these spaces as reserved for car sharing only.

**Commercial areas offer high visibility and accessibility, but may present enforcement challenges.** Spaces should be strategically placed so that they are visible and accessible, but are away from key areas of activity. Locating a space around a corner or across the street may be able to avoid operational problems while still yielding the desired benefits.

**A transferrable permit gives car sharing organizations needed flexibility.** The California Vehicle Code mandates that cities issue permits to vehicles authorizing them to be parked in on-street car sharing spaces. Additionally, permits assist with enforcement. However, the permit may not need to be assigned to the specific license plate of the vehicle. If car sharing organizations bear the responsibility for legally owning and frequently maintaining the vehicle and deliver the overall benefits that supports the SFMTA's goals, then it may be unnecessary for the SFMTA to check registrations or place further restrictions on what kind of vehicle can be parked in the space. A transferrable permit would also provide the flexibility that car sharing organizations need to operate efficiently.

**Recalculate permit fee.** The SFMTA established the \$150 per space monthly fee based on an estimate of costs to administer the program. Now that the agency has actual historical data, the SFMTA should reassess assumptions used to calculate the fee and recover costs.

**Improve efforts to coordinate and communicate parking space closures.** Temporary space closures limit the availability of the vehicle. Frequent and/or prolonged closures may reduce the effectiveness of the space and can place a financial burden on car sharing organizations (which may eventually be passed down to members). Coordination and communication of space closures are difficult throughout the City and present challenges for many programs. The SFMTA is currently developing systems to improve its awareness of temporary closures and to distribute this information.

## Next steps

Overall, the analysis suggests that on-street car share spaces are feasible and can be well utilized in San Francisco. Using lessons learned from the pilot, SFMTA will develop required policies and legislation to

allow a larger pilot of citywide on-street car share spaces and will include program rules and guidelines, and criteria for participation. The larger pilot and supporting legislation will be presented to the SFMTA Board for approval in late 2012.

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## Appendix A: City CarShare on-street user survey results

(see attached)

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