

City of Kelowna

Regular Council Meeting

AGENDA



Monday, September 18, 2017

9:00 am

Knox Mountain Meeting Room (#4A)

City Hall, 1435 Water Street

Pages

1. Call to Order

2. Confirmation of Minutes

3 - 5

Regular AM Meeting - September 11, 2017

3. Reports

3.1 Car-Sharing Policy Review

45 m

6 - 34

Receive direction to formalize parking policies on car-sharing in order to improve transparency and to provide car-sharing as a tool to manage parking and to reduce parking requirements within the development permit process.

3.2 OGO Car Share Partnership MOU

15 m

35 - 44

To describe and provide support for the continued relationship between the City of Kelowna and Modo, a membership owned Co-operative ("Modo"), should the Okanagan Car Share Co-op ("OGO") transition to Modo.

4. Resolution Closing the Meeting to the Public

THAT this meeting be closed to the public pursuant to Section 90(1) (e) and (k) of the Community Charter for Council to deal with matters relating to the following:

- Acquisition, Disposition or Expropriation of Lands or Improvements
- Provision of a Municipal Service

5. Adjourn to Closed Session

6. Reconvene to Open Session

7. Issues Arising from Correspondence & Community Concerns

7.1 Mayor Basran, re: Issues Arising from Correspondence

30 m

8. Termination



City of Kelowna Regular Council Meeting Minutes

Date: Monday, September 11, 2017
Knox Mountain Meeting Room (#4A)

Location: City Hall, 1435 Water Street

Members Present Mayor Colin Basran, Councillors Maxine DeHart, Ryan Donn, Gail Given, Tracy Gray, Charlie Hodge, Brad Sieben, Mohini Singh and Luke Stack

Staff Present City Manager, Ron Mattiussi; Deputy City Clerk, Karen Needham; Deputy City Manager, Joe Creron*; Divisional Director, Corporate & Protective Services, Rob Mayne*; Bylaw Services Manager, David Gazley*; Risk Manager, Lance Kayfish*; Superintendent Brent Mundle*; Legislative Coordinator (Confidential), Arlene McClelland

(* denotes partial attendance)

1. Call to Order

Mayor Basran called the meeting to order at 10:32 a.m.

2. Confirmation of Minutes

Councillor Sieben:

- Item 7.4 the Air B & B Representative mentioned was Alex Dagg.

Moved By Councillor Sieben/Seconded By Councillor Hodge

R706/17/09/11 THAT the Minutes of the Regular AM Meeting of August 28, 2017 be confirmed as amended.

Carried

3. Reports

3.1 Good Neighbour Bylaw, Council Workshop

Divisional Director, Corporate & Protective Services

- Provided an introduction and commented that a broader approach was implemented to consolidate multiple bylaws into one to deal with common issues and to assist with enforcement.
- Advised the Panhandling Bylaw is a separate bylaw and will be brought forward to Council at a later date.

Staff:

- Displayed a PowerPoint presentation providing an overview of the proposed new Good Neighbour Bylaw.
- Bylaw to be considered by Council this fall.
- Responded to questions from Council.

Council:

- Provided individual comments.
- Commented that property owners being held accountable will assist compliance.

Staff:

- Clarified the number of instances being attended per year.
- Clarified property maintenance definition.
- Clarified use of hand held decibel meters.
- Clarified there is some reference to time parameters in the bylaw, not stating time of day but length of time and continuous noise.

City Manager:

- The philosophy is to build good neighbours and to be able to communicate with your neighbours as opposed to contacting Bylaw Enforcement.

Divisional Director, Corporate & Protective Services

- The Bylaw Services Manager has always been a part of the Strong Neighbourhood Program and Bylaw Services staff encourage neighbours to connect and discuss any issues that may arise.

Moved By Councillor Given/Seconded By Councillor Donn

R707/17/09/11 THAT Council receive the Good Neighbour Bylaw, Council Workshop report for information;

AND THAT Council direct staff to bring forward to an afternoon meeting the Good Neighbour Bylaw for Council's consideration.

Carried

Councillor Hodge – Opposed

Moved By Councillor Hodge/Seconded By Councillor Sieben

R708/17/09/11 THAT Council direct staff to report back with information on constraints in other Municipal Noise Bylaws that provide a parameter around noise complaints.

Defeated

Mayor Basran, Councillors DeHart, Given, Gray and Stack – Opposed

4. Resolution Closing the Meeting to the PublicMoved By Councillor Donn/Seconded By Councillor Gray

R709/17/09/11 THAT this meeting be closed to the public pursuant to Section 90(1) (b) and (e) of the Community Charter for Council to deal with matters relating to the following:

- Position Appointment
- Acquisition, Disposition or Expropriation of Land or Improvements

Carried

5. Adjourn to Closed Session

The meeting adjourned to a closed session at 12:22 p.m.

6. **Reconvene to Open Session**

The meeting reconvened to an open session at 12:26 p.m.

7. **Issues Arising from Correspondence & Community Concerns**

There were no issues raised.

8. **Termination**

The meeting was declared terminated at 12:26 pm

Mayor

/acm



Deputy City Clerk

DRAFT

Report to Council



Date: September 18, 2017
File: 1220-40
To: City Manager
From: Ross Soward, Planner Specialist
Subject: Car-Sharing Policy Review

Recommendation:

THAT Council receives, for information, the report from the Planner Specialist, dated September 18, 2017, regarding Car-Sharing Policy Options.

THAT Council directs staff to bring forward a Car-Sharing Council Policy as described in the report from the Planner Specialist, dated September 18, 2017.

AND THAT Council directs staff to bring forward amendments to the Traffic Bylaw, Zoning Bylaw, and Eco-Pass Council Policy as described in the report from the Planner Specialist, dated September 18, 2017.

Purpose:

Receive direction to formalize parking policies on car-sharing in order to improve transparency and to provide car-sharing as a tool to manage parking and to reduce parking requirements within the development permit process.

Background:

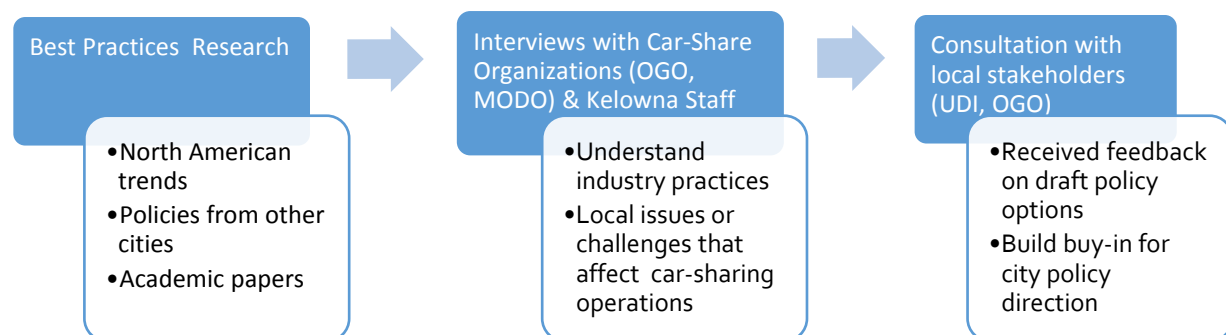
Car-sharing has grown substantially over the last ten years with operations now in 11 Canadian cities and over 325,000 members (as of January 2015). As the City of Kelowna sees increased growth in the city's urban core and urban centres, car-sharing can be an effective tool to complement the city's growth management and transportation demand management (TDM) goals. Car-sharing provides the user with access to a network of car-share vehicles, and has been shown to help communities reduce private vehicle ownership and the amount of vehicle travel. Car-sharing offers the user a more affordable alternative to private car ownership since car-share members pay for the cost of the car only when they are using it. Recent studies have also shown

that car-sharing can encourage reduced vehicle usage and a corresponding reduction in greenhouse gas emissions, demonstrating the TDM and environmental benefits associated with car-sharing.

Since 2013, the City of Kelowna has worked closely with Okanagan Car Share Co-op (OGO) to encourage the growth of community-based transportation solutions. The City's 2012 Climate Action Plan identified the initial goal of establishing a cooperative car-sharing network in Kelowna. Subsequently, staff brought forward a Council Memo in 2013 setting out the terms of the City's pilot project with OGO Car Share Co-op, resulting in 60 staff members receiving car-share memberships for fleet related trips. In 2016, the City of Kelowna contracted OGO to take on an expanded role within the City's fleet management. Over this time, car-sharing in Kelowna has grown to include ten vehicles with locations throughout the urban core with OGO reporting continued growth in personal and business memberships. However, much of this growth has occurred in the absence of any formal policy to guide the evolution of car-sharing in Kelowna.

The goal of this exploratory project was to determine what policies are required to support existing car-sharing operations in Kelowna in a transparent manner. To understand the current context locally and nationally and to identify potential policy options, staff reviewed best practices research and consulted with various departments, car-sharing operators, and local stakeholders.

Background Research Process



Through background research, staff gained an understanding of the various factors that impact the success of Car-Sharing Organizations (CSOs) in Kelowna, Vancouver and Victoria. Staff worked closely with various departments and external stakeholders to determine an approach to promote car-sharing in Kelowna that balances the needs of the City of Kelowna with the needs of external stakeholders. As an outcome of this background research staff identified four key areas where policy updates or bylaw amendments will be required to support car-sharing in Kelowna (further detail is provided in Attachment A).

Summary of Key Actions

Car-sharing council policy updates

Develop a council policy that outlines the City's rationale for car-sharing in relation to parking management, transportation demand management, and environmental sustainability. The Policy will be used to guide staff and council on how to approach the development of future policies and regulations. Also, the Eco-Pass Council policy will be amended to include car-sharing as a way to incentivize this form of transportation.

Car-sharing definitions

Establish formal definitions for inclusion in the City's Traffic Bylaw and Zoning Bylaw to ensure consistent understanding and interpretation.

Traffic Bylaw updates

The Traffic Bylaw updates will include definitions of car-sharing, including two-way, one-way, and member-owned cooperative ownership car-sharing models. The Bylaw updates will set the pricing for CSOs to rent reserved parking spaces in city lots and parkades. The Bylaw updates will also allow car-share vehicles to use on-street parking as reserved parking to allow CSOs to gain access to convenient and highly visible parking spaces to ensure high utilization in appropriate areas. In addition, the Bylaw updates will explore parking and pricing options for one-way car-sharing.

Zoning Bylaw updates

The Zoning Bylaw updates will introduce reduced parking requirements in multi-family residential developments where a car-share vehicle and parking space is provided as part of the development through a substitution policy. For example, the developers would receive a parking reduction of 5 spaces in cases where they enter into an agreement with a CSO to provide a car-share vehicle and dedicated space.

Conclusion

The City of Kelowna has a unique opportunity to support the growth of this community-based transportation solution by updating City policies and regulations. The Council Policy will ensure a common understanding of the city's rationale for promoting car-sharing moving forward. Updates to the Traffic Bylaw will all allow for car-sharing to become better aligned with the City's parking management and TDM policies. At the same time the proposed updates to the Zoning Bylaw will encourage the use of car-sharing as a tool for developers whom are pursuing reduced parking requirements in areas that have good alternative transportation options and that are in close proximity to services and amenities. Overall, these actions reflect the City's on-going efforts to encourage balanced transportation networks, while building vibrant and sustainable urban centres.

Next Steps

Should Council support the above recommendations, the proposed amendments will be advanced concurrently by coordinating with other projects that are planned over the next year where possible. For example, the Zoning Bylaw updates will be rolled into the upcoming review of the City's parking requirements update this fall. Overall, the proposed amendments, once completed, will provide a policy framework to guide the long-term growth of car-sharing in a transparent and sustainable manner in Kelowna.

Internal Circulation:

Department Manager, Policy & Planning
Sustainability Coordinator
Manager, Fleet Services
Manager, Urban Planning
Manager, Parking Services
Divisional Director, Community Planning & Real Estate
Department Manager, Integrated Transportation

Legal/Statutory Authority:

Local Government Act

Existing Policy:

Official Community Plan Bylaw No. 10500

Objective 7.7 Reduce peak hour trips and the percentage of trips undertaken by single occupant vehicles, particularly in Urban Centres, in order to reduce or eliminate the expansion of the transportation network and capacity.

Attachments

Attachment A – Car-Sharing Policy Review Options

Submitted by: R. Soward, Planner Specialist

Approved for inclusion: J. Moore, Long Range Planning Manager

CAR SHARING POLICY REVIEW

Prepared by the City of Kelowna

August 2017



(Photo Credit: OGO Car Share Co-op Kelowna)

The background of the page is a photograph of a city street. On the left, a white car is parked on a brick-paved area. Behind it, there are trees and a tall, modern building with a grid-like facade. The sky is clear and blue. The right side of the page is a light gray overlay containing text.

Introduction

Over the last five years, the City of Kelowna has worked closely with Okanagan Car Share Co-op (OGO) to encourage the growth of a grassroots car sharing operation and, more recently, to improve the efficiency of the City's fleet management. The partnership with OGO has developed incrementally, with several Council reports and memos largely defining the City's position on car sharing. Over this time OGO's operations has grown to include a larger number of vehicles, more locations and an expanded role with the City's fleet management.

As the City of Kelowna moves toward a more compact development pattern, car sharing can complement the city's growth management and transportation planning goals. The City's goals for live-work urban centres with balanced transportation options align with the conditions to support car sharing. Also, these are the areas where developers are seeking variances for parking reductions in multi-family residential projects. Car sharing can be a valuable tool for encouraging alternative transportation options and for supporting dense urban development. A predictable policy framework is required to encourage further growth of car sharing as a tool to reduce parking in multi-family residential projects and to support the growth of vibrant urban centres.

This briefing document highlights the significant number of North American cities (11 Canadian Cities alone) that are integrating car sharing. The report outlines how the City of Kelowna could refine its policies and practices to support the growth of car sharing as a tool to support multi-modal transportation.



Section 1: Overarching Policy

As car sharing grows within north American cities there is a move to create policies to clarify how car sharing fits into the city's transportation goals. A policy framework is critical for describing the City's plan to support this new transportation mode through its parking management and development approval practices. Two examples are provided to illustrate how other cities in British Columbia are considering car sharing within their broader planning framework. Also, the benefits of car sharing as viewed by leading researchers are provided to understand the rationale for supporting car sharing.

BEST PRACTICES FROM OTHER CITIES

City of Vancouver

- ▶ Vancouver's Transportation 2040 Plan includes car sharing as part of the City's efforts to encourage more efficient and sustainable driving practices. Car sharing is identified as part of its transportation demand management (TDM) to reduce reliance on private vehicle ownership. This policy direction supports the use of car sharing as a tool for reduced parking requirements in multi-family residential development projects. Also, the 2040 transportation plan provides direction to support the use of on-street parking for car sharing vehicles as a TDM strategy.

City of Victoria

- ▶ Victoria has identified car sharing as part of the City's Sustainability Vision and developed several Council resolutions to support the use of car sharing to encourage transportation demand management.

Transportation Sustainability Research Centre (adapted) Benefits of Car Sharing

- ▶ Reduces parking demand and private vehicle ownership
- ▶ Reduces vehicle kilometres traveled and greenhouse gas emissions
- ▶ Encourages use of transportation alternatives
- ▶ Provides a social benefit, providing low-income households with low-cost access to personal automobile
- ▶ Reduces amount of area allocated to private vehicles, enhancing economic vitality of urban areas
- ▶ Support community-driven sustainable transportation solutions

DISCUSSION

Currently, the City of Kelowna has several policies that reference car sharing, but there is no formal policy outlining the City's goals for car sharing and how it relates to transportation demand management, parking management, climate action and urban development. In the absence of an overarching policy it is challenging to communicate why the City is supporting car sharing.

DRAFT RECOMMENDATIONS

- ▶ Establish a car sharing Council Policy that will outline the City's rationale for supporting car sharing as a fleet management and transportation demand management tool. Elements of this policy could also be integrated into the City's forthcoming Transportation Master Plan.



(Photo Credit: MODO Car Share Co-op)

Section 2: Definitions

A clear explanation of what constitutes car sharing is critical for ensuring a level of consistency across car share operators and developers. Also, a clear definition assists City staff in reviewing potential applications for parking reductions or reserved parking spaces on City parking lots.

BEST PRACTICES FROM OTHER CITIES

Both the City of Vancouver and the City of Victoria define car sharing in their Streets & Traffic Bylaw. The definition is the foundation of establishing regulations and policies to support car sharing moving forward.

Definition Examples

- ▶ **Shared Vehicle Organization:** means a legal entity whose principal business objective is to provide its members, for a fee, with a car-sharing service by which such members have access to a fleet of shared vehicles which they may reserve for use on an hourly basis, and which the City Engineer has approved (Vancouver).
- ▶ **Free Floating Vehicle:** means a vehicle owned by a Car Share Organization (CSO) which is shared among the organization's members and has no fixed or dedicated public parking space. (Vancouver)
- ▶ **Car share co-op vehicle:** means a vehicle owned by a not-for-profit co-operative association incorporated under the laws of British Columbia and used exclusively in the provisions of the association's car

sharing service; (Victoria)

- ▶ **Car Share Organization (CSO):** means an organization which owns ten or more vehicles for the purpose of shared use among its members. (Victoria)
- ▶ **Car Sharing:** Operations that allow people to rent cars on a short-term (hourly or daily), as-needed basis, paying only for the time they use the car and the mileage they drive. The operators of the car sharing program provide vehicle maintenance, repair, and insurance.

DISCUSSION

In Victoria and Vancouver MODO is the sole member-owned co-op CSO. Victoria has taken the approach of promoting the co-op model through its definitions of car sharing (car share co-op vehicle and car share organization). The City of Kelowna could also encourage CSOs with a social benefit through definitions and parking fees that incentivize non-profit CSOs.

DRAFT RECOMMENDATIONS

- ▶ City of Kelowna will establish a formal definition of car sharing to be included in the City's Traffic Bylaw and Zoning Bylaw, specifying classic (two-way) car sharing operations and member-owned co-operative ownership models.



(Photo Credit: OGO Car Share Co-op)

Section 3: Classic car sharing

The classic car sharing model (OGO Kelowna) is where a car is returned to the same location at the end of the trip. Classic car sharing has different considerations for parking management and operations than floating car sharing. Currently, Kelowna only has a classic CSO.

I. Pricing & regulation of reserved spaces for car sharing organizations

Car share organizations need long-term reserved parking spaces in lots, parkades as well as on-street parking. Optimal vehicle locations are areas that are surrounded by high population and employment densities and a mix of uses. Cities have different approaches for pricing and regulation. Generally, a reserved space has an annual cost with the pricing depending on the operator, the value of parking in that area and the city's desire to encourage car sharing. The approach to pricing and regulation of reserved spaces in public lots, parkades is described below.

BEST PRACTICES FROM OTHER CITIES

- ▶ City of Vancouver policy states that pricing reflects the maximum annual revenue the space would have generated if the space was metred, but, in practice, have charged 60% of expected revenue to Co-op CSOs in some locations.
- ▶ City of Victoria provides a 50% discount to the local co-op / non-profit when they lease reserved spaces in City owned parkades (\$700-\$1200 / year).
- ▶ City of Denver has identified a pricing target 33 per

cent of the projected revenue of the space.

- ▶ Minneapolis has identified the target of 80 per cent of the potential revenue of the space.
- ▶ City of Calgary charges \$500 to \$1,000 for reserved spaces.

DISCUSSION

Currently the City of Kelowna does not charge OGO for access to any of its lots or parkade areas, the majority of these spaces are part of the city's fleet system. The Osprey parking lot in Pandosy Village and Cawston Ave and St Paul St lot are two non-fleet oriented locations where an annual cost could be appropriate.

DRAFT RECOMMENDATIONS

- ▶ Provide direction to fleet management within the Council Policy. The CSO would not have to pay for parking spaces associated with City fleet vehicles; however, there would be a competitive bidding process for fleet management services if additional CSOs enter the Kelowna market.
- ▶ Update City of Kelowna Traffic Bylaw for CSOs on City lots not directly associated with the City of Kelowna's Fleet Management. Consider charging Co-op, non-profit and social enterprise CSOs 50% of adjacent revenue. Consider charging for-profit CSOs a slightly higher rate at 80% of adjacent revenue.

II. Use of on-street non-metred parking for CSO reserved space:

In many cases a Classic CSO may be looking to locate a car in a residential area where there are time restrictions, but not necessarily metred parking. Cities have taken different approaches on how to price these less valuable spaces often located outside or on the edge of urban centres.

BEST PRACTICES FROM OTHER CITIES

- ▶ City of Victoria provides access to these spaces free of charge. Signage is installed identifying no parking except for CSO (reserved space).
- ▶ City of Vancouver provides permits authorizing a reserved space for shared vehicles at costs ranging from \$300, \$600 or \$1,320 annually based on the location.
- ▶ MODO / OGO report that high utilization of vehicles requires a highly visible and convenient location for the car share vehicle. Preference is a reserved space (no parking except for car share).

DISCUSSION

Currently, the City of Kelowna does not provide this as an option to OGO; but, City of Kelowna charges residents in the residential permit areas a \$30 annual fee for non-reserved on-street parking permits connected to a vehicle's license plate. This approach could be adapted to include reserved spaces for Car Share vehicles at a higher cost with the car share vehicle's license plate registered with parking services. In cases where an on-street reserved space is not practical, a floating space could be explored for a specific block if the area was not too large.

DRAFT RECOMMENDATIONS

- ▶ Amend Traffic Bylaw to exclude CSOs from time restriction in on-street time restricted areas as well as from the 24-hour storage restriction. A suggested price range for a on-street reserved car share permit could be between \$300-\$500 annually.

III. Use of short-term metred parking during car share trips:

In most cases the user of the car share vehicle is responsible for the same charges that a typical car would be responsible for (e.g. parking at a metre or pay lot).

BEST PRACTICES FROM OTHER CITIES

- ▶ Currently, the majority of CSOs using the classic model are responsible for on-street metred parking costs or public lot cost while on the trip.

DISCUSSION

Currently, City of Kelowna staff are responsible for paying for on-street metred parking when they are using fleet (OGO) vehicles. If all car share vehicles were included in the EcoPass program City staff would not have to pay for short-term parking in areas with on-street metred parking. This would also provide an incentive for people to use car sharing as they would receive free on-street parking in metred areas.

DRAFT RECOMMENDATIONS

- ▶ Identify an objective within the car share Council policy to use on-street parking management to promote car sharing and alternative transportation options.
- ▶ Amend City of Kelowna Eco-Pass Parking Permit Council Policy to allow car share vehicles to be exempt for the first two hours of on-street pay parking.



Section 4: One-way (floating)

The other major car sharing model is one-way. This approach allows the vehicle to be dropped off in a different location than where the trip started (floating). At this point Kelowna does not have any one-way CSOs, but this model has grown significantly in larger centres in Canada (e.g. Calgary, Montreal, Toronto, Halifax and Vancouver).

I. Pricing and regulation of spaces for floating car share organizations

This is a more flexible and dynamic model that is historically associated with larger centres. A one-way CSO allows users to end their trips anywhere in a defined area. In cities where one-way systems are successful, the defined areas have high population and employment densities and frequent transit coverage. Users are able to end their trips anywhere in the zone where on-street non-metred parking exists or in residential parking permit areas. A number of cities are also providing access to on-street metred parking areas as well.

BEST PRACTICES FROM OTHER CITIES:

- ▶ City of Victoria allows for a permit to be purchased that provides for unlimited parking (on-street metred and non-metred) at a cost of \$2,000 annually per vehicle. Car share vehicles are exempt from time restrictions via the traffic bylaw, allowing vehicles to be parked anywhere on-street within a defined zone.
- ▶ City of Vancouver does not allow trips to end in metred parking or parkade areas. Instead, trips end

in residential parking permit areas. Parking is also permitted on-street in areas with no signage or time restricted areas. The costs for these spaces varies depending on location (\$300-\$600-\$1,320).

- ▶ City of Calgary allows CSOs to purchase a permit for each car at \$600 annually for unlimited parking in all residential parking permit areas. CSOs are also able to park in two hour time restricted areas. Also, on-board GPS data from car share vehicles is cross referenced with enforcement data to charge for pay parking. This approach allows one-way vehicles to park in most areas within the zone defined by the CSO.

DISCUSSION

At this time Kelowna has no floating CSO. However, as Car Sharing expands into mid-sized markets in Canada there may be an opportunity for one-way car sharing in a defined area of Kelowna where higher population and employment densities exist. For this reason, it is worth establishing a one-way car sharing definition and to consider pricing options to attract CSOs who may consider the Kelowna market in the future.

DRAFT RECOMMENDATIONS

- ▶ Amend City of Kelowna Traffic By-law to include a definition of one-way car sharing.
- ▶ Explore parking and pricing options for one-way carsharing in Kelowna



(Photo Credit: MODO Car Share Co-op)

Section 5: Car sharing in residential projects

A number of BC municipalities have integrated car sharing into the development permit application process as a transportation demand management tool to support reduced on-site parking requirements. In some jurisdictions, car sharing is limited to areas where alternative transportation options and compact mixed-use settlement patterns are present.

Research has shown that, if residents are provided access to a car share vehicle, a significant number of households will forgo purchasing a vehicle in the future. In some cases, a household will eliminate their vehicle all together. Shaheen (2016) estimates a classic car share vehicle results in a reduction of 9-13 vehicles. Car share vehicles have been much more successful where the developer promotes car sharing through marketing or financial incentives.

I. Parking substitution ratio for car share vehicles

The majority of local governments in BC that are integrating car sharing into the development permit process are using car sharing as a tool to support reduced parking requirements.

BEST PRACTICES FROM OTHER CITIES:

- ▶ City of Vancouver supports a substitution ratio of 1:5 within residential developments (max of one shared vehicle for each 50 units). Within rental housing projects there is no cap on number of shared vehicles.

- ▶ City of New Westminster allows for a reduction of 5 on-site parking spaces for each car share vehicle up to ten per cent of the total required parking spaces.
- ▶ City of Richmond provides a 10 per cent reduction in the minimum on-site where a TDM study shows the integration of various TDM measures are available.
- ▶ City of Coquitlam allows 5% reduction in off-street parking based on TDM actions. Car Share has been used to justify 2-4 stall reduction based on the agreement and membership opportunity.
- ▶ Generally, car share incentives should be limited to areas where some parking management (time restrictions) are in place. This ensures that residents of new buildings are not using on-street parking in area for parking storage. Even time restrictions in area where incentives are offered limited parking spillover on surrounding streets.

DISCUSSION

A number of municipalities have followed the City of Vancouver's parking substitution approach. This practice requires the classic car share vehicle and parking space to be provided by the developer (in partnership with CSO) in exchange for a reduction of 2-5 parking spaces from the total on-site parking requirements.

It is important to recognize that within mid-sized cities, only certain locations with high densities, mixed-use character, access to transit, good walkability, and proximity to other car share vehicles support viable car sharing (i.e. Downtown, South Pandosy, Capri-Landmark).

DRAFT RECOMMENDATIONS

- ▶ Allow for substitution only in the Urban Core in areas where viable alternative transportation options exist and where the site is in close proximity (500m) to a range of services and amenities.
- ▶ Amend the parking and loading section of the Zoning Bylaw to provide a reduction of five parking spaces for every classic car share vehicle and parking space provided to a maximum of 10% of the total number of required spaces provided.

II. Location of the vehicle within residential developments:

The location of where the car share vehicle is parked is very important to the long-term utilization of the vehicle and ultimately the success of car sharing. Within Metro Vancouver there is a significant amount of experience with this aspect of car sharing to learn from.

BEST PRACTICES FROM OTHER CITIES:

- ▶ Metro Vancouver surveyed CSOs to understand preferred car share locations in residential development. Convenience and ease of access was critical to the success of the utilization of the vehicle.
- ▶ City of Kelowna staff interviewed Modo, which have a fleet of 500 vehicles and 17,000 members. Car share vehicles that were parked on-street in front of building were 40% more utilized than cars within underground parkades. This is a key consideration when a car sharing network is still in its early stages. If the car is available and visible to building residents and nearby residents, the likelihood of the vehicle being successful increases and it also serves as a community transportation amenity.
- ▶ The preferred options are identified as (1) on-street reserved in front, (2) on-site at grade in a visible location and (3) visitor parking within the development.

DRAFT RECOMMENDATIONS

Introduce regulations that will outline the desired locations for the car share vehicle with priority as follows:

1. Reserved surface level space at-grade in a highly-visible location on the development site
2. Reserved on-street parking in front of the building or on the same block as the development in cases where the development is not on a retail street (limit to 1 per block face, numbered block faces in **yellow**).



3. Where multiple vehicles are provided as part of a development, a reserved space at a parking lot or parkade within 150m is an option for the second car share vehicle.

III. Process for securing the car share vehicle and space:

Based on a scan of best practices and an interview with Modo, a clear takeaway is the importance of involving CSOs early on in the development permit process to ensure the car share vehicle and parking spot is integrated into the design of the project in a comprehensive manner as a TDM tool. The best practices reflect how to integrate car share in the development permit application process.

BEST PRACTICES FROM OTHER CITIES:

- ▶ The City of Vancouver requires developers to submit a letter of support from CSO as part of the development permit application, committing in principle to car share vehicle as part of development. Also, the drawings and plans must identify the location of the car share vehicle and parking spot. The official agreement is then signed after building permit is issued.
- ▶ In Metro Vancouver the vehicles with the highest utilization rates were in developments where the residents had a high level of awareness of the benefits of Car Share as a result of a defined marketing and promotions strategy.
- ▶ In the City of Vancouver the CSO delivers car before

occupancy. Payment from developer to CSO begins after occupancy permit (Modo/OGO) with 2-3 year agreements at a cost of \$28,000 (including vehicle). At the end of agreement CSO continues to provide vehicle and no longer receives subsidy from developer.

- ▶ In interviewing MODO, their experience is that a 2-3 year agreement is ideal, allows for adaptations to improve utilization of vehicles. Some local governments in Metro Vancouver are pushing for longer agreements that make it difficult to make changes (car type, location, pricing etc).
- ▶ The City of Victoria is using a strategy of having developers provide car share memberships that are connected to the individual units in perpetuity as opposed to securing the car share vehicle.
- ▶ The City of Vancouver is exploring requirements for incentives or promotions to encourage use of car share vehicles. For example, MODO has worked with developers to provide credits (\$120) for initial use of car share vehicles to encourage demand.
- ▶ Metro Vancouver: Experiencing higher usage of car share in market rental buildings vs condominiums.
- ▶ Generally, cars that have a visible and convenient parking spot are the most likely to be successful.

DRAFT RECOMMENDATIONS

- ▶ If project meets all key criteria (urban location, convenient access, incentives etc) integrate into the development permit application process as identified below.
 1. The car-sharing parking space must be shown on the building plans and on the Development Permit plans, (could be provided as a guideline in the Revitalization Permit Area).
 2. A letter of support in principle from the CSO should be provided as part of the development permit application.
 3. A copy of the 2-3-year car-sharing agreement between the proponent and the CSO must be submitted with the building permit application.
 4. The proponent must include a strategy (incentives and/or promotions, marketing) to encourage use of car share vehicles among residents within development as part of building permit.



(Photo Credit: MODO Car Share Co-op)



Conclusion

Car Sharing is part of a growing shift toward multi-modal transportation in cities across North America. From 2005 to 2015 Car Share memberships in Canada increased from 12,000 to 336,000 in 2015. Fueled by advancements in information technology and the proliferation of smart phones car share users can easily access vehicles for short trips without the burden of ownership. Car Sharing facilitates access to a network of car share vehicles as opposed to one private vehicle leading to reduced private vehicle ownership.

Locally, the City of Kelowna has partnered with OGO Car Share Co-op to support the development of a made-in-Kelowna community transportation solution. Over the last five years this pilot project has grown from a couple of cars to a successful car share operation with an 11 car fleet in 8 locations in Kelowna's Urban Core. More recently, OGO Car Share has begun providing fleet management services to the City of Kelowna. The City of Kelowna has a unique opportunity to support the growth of this community-based transportation solution by updating City policies and practices to encourage further growth of Car Sharing, reducing GHG emissions and private vehicle ownership.

Proposed Key Actions

- ▶ Develop a Council policy that outlines the City's rationale for car sharing in relation to parking management, transportation demand management, and environmental sustainability.
- ▶ Establish formal definitions for inclusion in the city's Traffic Bylaw and Zoning Bylaw to ensure consistent understanding and interpretation of what constitutes a car sharing operation, referencing classic car sharing operations.
- ▶ Update the Traffic Bylaw to establish consistent pricing for reserved parking spaces in city lots and parkades for car share vehicles.
- ▶ Update the Traffic Bylaw to exclude CSOs from time restriction and storage in on-street time restricted areas.
- ▶ Amend the Zoning Bylaw to support reduced parking requirements in multi-family residential developments where a car share vehicle and parking space is provided as part of the development.

(Photo Credit: OGO Car Share Co-op Kelowna)

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Car Sharing Policy Review

Policy & Planning, September 18, 2017



Value of Car Sharing in Kelowna

- ▶ More compact development patterns
- ▶ Challenges in meeting parking requirements
- ▶ Major shifts in transportation behaviour



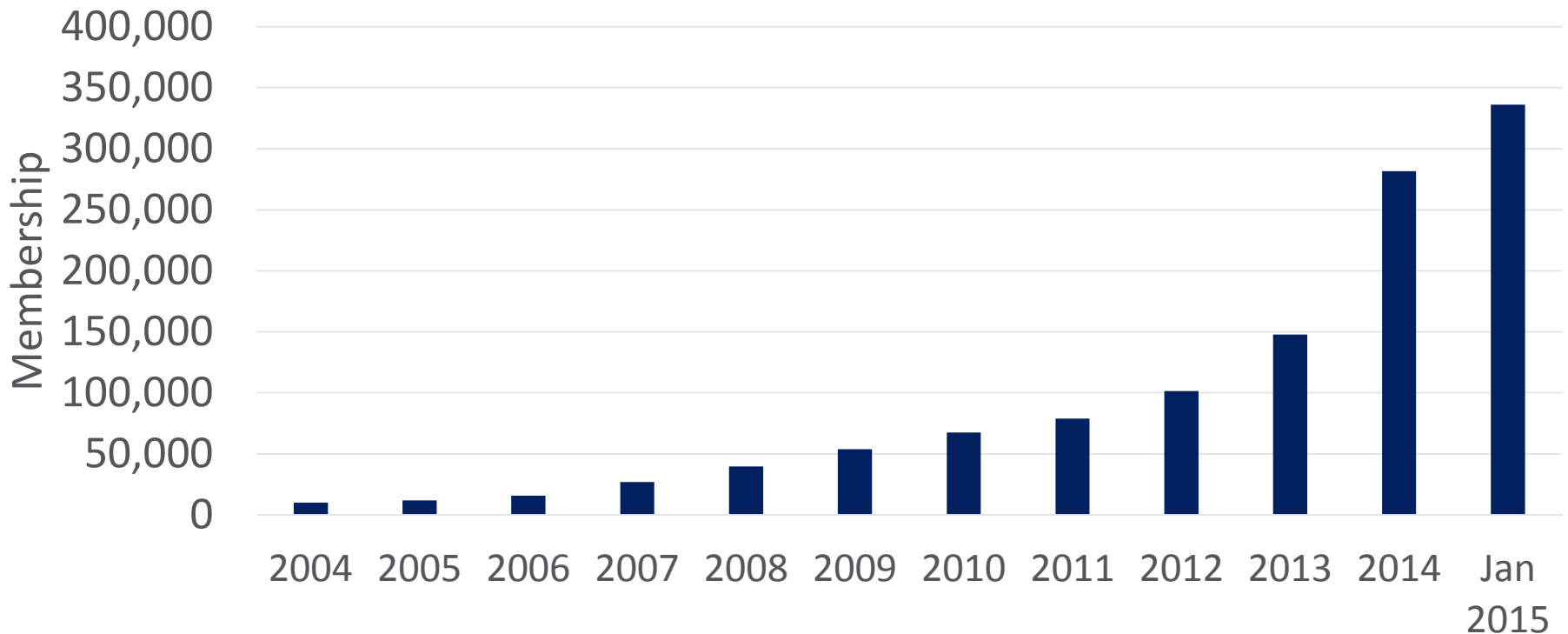
Background on Car Sharing

- ▶ Users pay for time they use the car
- ▶ Operators provide booking system, maintenance etc
- ▶ More efficient use of vehicles
- ▶ Reduces parking demand
- ▶ Encourages use of alternatives
- ▶ Two types “Classic” & “Floating”



Growth of Car Sharing

Car Share Membership in Canada



Source: Shaheen (2015)

History of Car Sharing in Kelowna

- ▶ Climate Action Plan
- ▶ OGO Pilot project
- ▶ OGO takes on Fleet management for City
- ▶ On-going growth



Goals of the Review

- ▶ Exploratory project
- ▶ Provide clarity & consistency
- ▶ Car Sharing & development application process
- ▶ Clarify Car Share access of City parking spaces

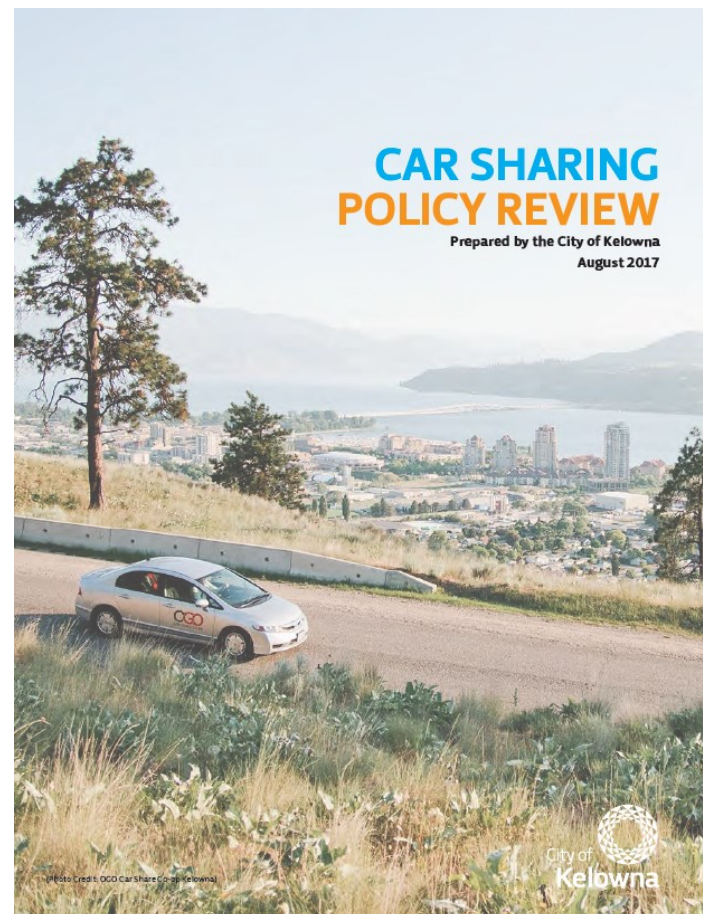


Process



Areas of Focus

- ▶ Council policy updates
- ▶ Definitions & bylaw updates
- ▶ Car Sharing in Multi-family Developments



Council Policy

- ▶ Outline framework / rationale for car sharing
- ▶ Guide development of future regulations
- ▶ Formalize key directions
- ▶ Update Council Eco-Pass Policy

Bylaw updates

- ▶ Amend Traffic bylaw
 - ▶ Definitions
 - ▶ Pricing approach
 - ▶ Types of spaces Car Share vehicles can access
- ▶ Amend Zoning bylaw
- ▶ Ensure transparency and consistency

Car Sharing in multi-family developments

- ▶ Permit a reduction in parking requirements in Urban Core
- ▶ Ratio of 1:5 and maximum of a 10% reduction of total number of spaces
- ▶ Identify where vehicle should be located in developments
- ▶ Approach to secure the Car Share in development permit process



Next Steps

- ▶ Integrate recommendations in upcoming projects
- ▶ Bring forward any other recommendations in 2018
- ▶ Continue to monitor growth of Car Sharing

Conclusion

- ▶ Establish consistent approach
- ▶ Clarity for car share operators / developers
- ▶ Encourage an innovative approach
- ▶ Support on-going growth of Car Sharing



Report to Council



Date: September 18, 2017
File: 0610-01
To: City Manager
From: Ian Wilson, Infrastructure Operations Manager
Subject: City of Kelowna / Okanagan Car Share Co-op (OGO)/ MODO Co-operative
Memorandum of Understanding

Report Prepared by Alf Soros, Fleet Service Manager

Recommendation:

THAT Council receives for information the September 18, 2017 report of the Infrastructure Operations Manager regarding a Memorandum of Understanding between Modo Co-operative and the City of Kelowna with respect to the amalgamation of the Okanagan Car Share Co-op with Modo Co-operative;

AND THAT Council authorizes the Mayor and City Clerk to sign the aforementioned Memorandum of Understanding (Appendix I), supporting the continuation of the City's partnership with Modo Co-operative and the Okanagan Car Share Co-op.

Purpose:

To describe and provide support for the continued relationship between the City of Kelowna and Modo, a membership owned Co-operative ("Modo"), should the Okanagan Car Share Co-op ("OGO") transition to Modo.

Background:

In early 2014 the City's Fleet Services Branch entered into a pilot partnership program with the Okanagan Car Share, a non-profit carshare co-operative. The purpose of the pilot was to understand if it was feasible for City Hall employees to use an alternate mode of transportation other than the traditional City-owned vehicle pool system. At the time, it was also recognized that there may be mutual benefits for the City as well as the growing car share initiative.

The City currently provides six vehicles to OGO for use by OGO members and City staff. Another three City vehicles (2015 Ford Hybrids) are provided to OGO for \$250 per month. The City also provides free designated OGO parking spaces. In exchange, OGO pays for all insurance, fuel, maintenance and repair costs, and City staff are able to use the shared vehicles for City business, and utilize the OGO car booking system.

Since the start of the pilot, 147 City employees have signed up as co-op members, making 1,633 trips at an average of 11 kilometers per trip. Approximately one-third of the total utilization for the City-supplied vehicles has been for City business.

The pilot program has proven to be successful and has provided a number of benefits:

- Direct savings to the City in terms of vehicle insurance and maintenance costs, estimated to be nearly \$31,000 annually (Appendix II);
- By utilizing OGO's car booking software, the City avoided the need to invest in a new vehicle booking system, estimated at \$84,630 (Appendix II);
- A reduced need to replace vehicles as the vehicles reach the end of their lifecycle;
- Improved vehicle utilization rates. The vehicles that have been provided to OGO were previously used as City hall pool vehicles or vehicles for staff to use for out of town travel, and both types of vehicles were under-utilized during portions of the year (Appendix III);
- City staff are able to join the carshare for a nominal onetime fee (\$25) and utilize vehicles for City business;
- Reduced parking lot demand in the downtown core; and
- The City's support has helped OGO to develop their business and become financially stable, while providing alternative transportation for Kelowna citizens.

Originating in Vancouver, Modo Co-operative is a much larger carsharing program, with 18,000 members in British Columbia. OGO has modeled much of their business on the same model as Modo. Recently there have been preliminary discussion between the OGO Carshare, Modo Co-operative and the City to see if there is an appetite to change the carshare structure where OGO would be amalgamated with the more commonly known Modo Co-operative. The OGO Board of Directors believe that amalgamation would prove beneficial by providing a broader depth of resources such as marketing, vehicle purchasing, administration and general operations resulting in increased sustainable growth within the City.

If the City agrees in principle with the Memorandum of Understanding the Okanagan Car Share Co-op would need to go back to their memberships for a vote of approval for amalgamation. Assuming that the membership agrees to proceed with amalgamation, staff would then draft a formal agreement with Modo that outlines how the partnership would move forward. It is expected that the terms of the current partnership between OGO and the City of Kelowna would essentially stay the same under a new agreement with MODO.

Internal Circulation:

Communications Advisor
City Clerk
Deputy City Manager
Purchasing Manager
Parking Services Manager
Sustainability Coordinator
Financial Planning Manager

Existing Policy: Official Community Plan, Objective 7.11: Implement parking management programs that promote reduced car ownership, reduced car trips and increased use of active modes of transportation.

OCP Policy 6.2.1 - GHG Reduction Target and Actions. The City of Kelowna will, in partnership with: senior governments; local residents and businesses; NGOs; external agencies; and utility providers, work towards reducing community greenhouse gas emissions by 33% (from 2007 levels) by 2020.

Community Climate Action Plan, Right Sizing Vehicle Action: Support the formation of Cooperative Auto Networks (car/truck share).

The Downtown Parking Management Plan supports the use of car sharing as an option to reduce overall demand for parking spaces. Car sharing reduces the need to add more parking capacity, as multiple users can access the same vehicle thus reducing demand for extra spaces.

Official Community Plan, Objective 6.2.1: Improve energy efficiency and reduce community greenhouse gas emissions.

Financial/Budgetary Considerations:

Following are the current terms of the partnership with OGO, which are expected to continue under a new model with MODO:

- \$500 refundable one-time membership share
- \$25 per employee carshare one-time registration cost
- \$3 per booking administration fee
- \$5 per hour usage fee (max \$65 per day)
- \$.40 per kilometer
- \$.25 per kilometer after 50 kilometer
- *No kilometer fee for City out of town travel with the exception of fuel costs
- \$250 per month (x3) credit fees for the 2015 Ford Hybrid Fusions

Considerations not applicable to this report:

Personnel Implications:

Legal/Statutory Authority: N/A

Legal/Statutory Procedural Requirements: N/A

External Agency/Public Comments:

Communications Comments:

Alternate Recommendation:

Submitted by:



I. Wilson, Infrastructure Operations Manager

Approved for inclusion:



Joe Creron, Deputy City Manager, Operations

cc: L. Ruether, Communications Advisor
J. Creron, Deputy City Manager, Operations
D. Tompkins, Purchasing Manager
D. Duncan, Parking Manager
M. Kam, Sustainability Coordinator
G. King, Financial Planning Manager

Memorandum of Understanding

Between

Modo Co-operative ("Modo")

200 – 470 Granville Street
Vancouver, BC, V6C 1V5

and

City of Kelowna ("the City")

1435 Water Street
Kelowna, BC, V1Y 1J4

This Memorandum of Understanding (MOU) sets out the understanding between Modo and the City related to the transition of OGO's carsharing operations to Modo.

Background

Modo and Okanagan CarShare (OGO) have collaborated closely during the nearly four years since the inception of OGO in Kelowna. In fact, OGO has substantially shaped its business model, values and ethics, and the way it works with communities to resemble the Modo approach. The two co-operatives share a common purpose: to transform communities by connecting people with places in a way that's affordable, convenient, inclusive and sustainable.

As carsharing has grown in Kelowna, the parties see an opportunity to enhance this growth through the transition to a single brand and supporting infrastructure. With 400 member drivers and 12 vehicles in three different neighbourhoods, OGO has reached a point where its needs, both in terms of community interests and in terms of real infrastructure, may be better served if Modo and OGO joined together. OGO could benefit from increased access to a pool of resources in order to meet growing member/driver needs and demands.

OGO has benefited considerably from the City's significant support for carsharing in Kelowna. That support is materially manifest in the City's position as a major consumer of OGO's services, in the provision to OGO of free designated parking in City-owned parking lots and in the transition of the City's own fleet to OGO. OGO's current financial stability remains significantly dependent on the City's support.

Purpose

This MOU is to describe the nature of the intended relationship between the City and Modo should OGO transition to Modo.

Parking

The City currently provides OGO with free designated parking for 10 OGO vehicles at City-owned parking lots. Most of these vehicles are actively used as fleet vehicles by City hall staff.

It is intended that the City will continue to provide eight designated parking spaces without cost to Modo, corresponding to the vehicles actively used by City employees.

The City is currently developing a carshare policy. That policy will likely include moderate fees payable for parking in City owned lots and on-street.

Fleet management

During the past three years, the City has supported OGO by becoming a business member and started actively using OGO vehicles to the point where the City transitioned their entire fleet at City Hall over to OGO. All costs associated with insurance, maintenance and repairs remain with OGO just like any other OGO vehicle.

It is intended that the City will continue to source its fleet transportation services from Modo in a manner comparable to what it is currently doing with OGO.

Vehicle Ownership

The following vehicles were transferred to OGO ownership without any financial commitment:

- 2007 Toyota Prius
- 2007 Ford Ranger
- 2009 Honda Civic Hybrid
- 2010 Ford Focus
- 2016 Nissan Leaf
- 2016 Ford Focus

The following vehicles were transferred to OGO ownership for a monthly lease per vehicle of \$250. For the purposes of strengthening OGO's cash flow, the arrangement calls for the \$250/vehicle lease to be deducted from the City's monthly invoice in the form of a credit.

- 2015 Ford Fusion hybrid
- 2015 Ford Fusion hybrid
- 2015 Ford Fusion hybrid

With the transfer of ownership of the three 2015 Ford Fusion hybrids to OGO, the City has reserved the right to take the cars back for the following reasons:

- The cars have life cycled out
- The carshare is dissolved
- Any vehicle abuse occurs
- Issues arise with respect to public disposition of those assets for fair market value in accordance with the Community Charter and Local Government Act provisions

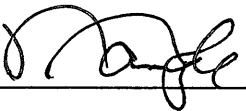
It is intended that the City will support the transition of vehicle ownership from OGO to Modo and

specifically that it will not cite the dissolution of OGO as a reason to demand return of the three 2015 Ford Fusion hybrids nor any of the vehicles earlier transferred to OGO.

Duration

This MOU is non-binding and may be modified by the mutual consent of Modo and the City. This MOU shall become effective upon signature by Modo and the City and will remain in effect until modified or terminated by any one of the parties by mutual consent. In the absence of mutual agreement by the parties, this MOU shall terminate on the day that OGO transitions to Modo or on June 30, 2018, whichever comes first.

For Modo Co-operative



Patrick Nangle, CEO

Date: Sept 7 / 17

For City of Kelowna

Date: _____

Appendix II. Comparison of Annual Projected Pool Vehicle Costs vs. Actual OGO Costs to the City

"Pooled Fleet" scenario includes all projected costs for Capital Replacement, Fuel, Mechanic Labour (Including Weekly Inspections and Scheduled PMs), Parts, Repairs, Insurance) if these vehicles had been part of the normal pooled fleet. Total is the average annual cost during its lifetime in the city fleet. * This also includes a one-time fee for purchasing a new software system for vehicle booking.

"OGO Partnership" scenario Includes actual annual operating costs (fuel, repairs, insurance, etc.), activation fees (\$25 per new user), and booking fees (\$3 per booking). Also includes a \$250 credit for each of the three Ford Fusion vehicles.

City of Kelowna Pooled Fleet (Projected)		OGO Car Share Co-Op (Actuals)	
	Annual Cost		Annual Cost
Software Costs (Booking System)	2,808.96		
Vehicles		Monthly Invoices for past Year	
V6408	9,638.30	July, 2017	\$2,360.90
V6549	5,093.40	June, 2017	\$5,814.41
V6538	5,126.90	May, 2017	\$5,389.47
V6397	5,275.01	April, 2017	\$3,954.08
V6811	11,435.19	March, 2017	\$3,629.24
V6700	7,391.96	February, 2017	\$3,794.25
V6701	8,386.51	January, 2017	\$2,898.72
V6708	7,752.10	December, 2016	\$1,835.90
V6813	5,881.19	November, 2016	\$2,857.47
		October, 2016	\$2,047.68
Fleet Services Administration Costs	-	September, 2016	\$1,852.86
		August, 2016	\$1,479.48
Total Annual Costs	\$ 68,789.52	Total Annual Costs	\$ 37,914.46
*One-time Booking Hardware/Software System	\$ 84,630.00		

Appendix III.

Utilization of City-owned OGO vehicles by City staff since the start of the trial period.

Vehicle	Number of trips total	Number of trips by City staff	Total distance traveled in km	Distance traveled in km by City staff	
*Mazda B2300	800	127	22,202	1,916	
Honda Civic (2009)	1,300	467	38,417	8,335	
Ford Focus (2010)	840	148	24,344	2,545	
Toyota Prius (2007)	375	84	14,226	1,034	
Ford Ranger (2009)	649	151	18,632	2,381	
Ford Fusion (2015)	375	193	24,599	6,533	
Nissan Leaf (2016)	650	203	12,415	3,544	
Ford Fusion (2015)	193	138	10,967	8,843	
Ford Fusion (2015)	100	91	9,180	7,360	
Ford Focus (2016)	42	31	848	224	
TOTAL	5,324	1,633	175,830	42,714	

* The Mazda was only utilized at the beginning of the trial period and is no longer part of the current OGO fleet. The remaining nine vehicles are still currently being utilized.