

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:

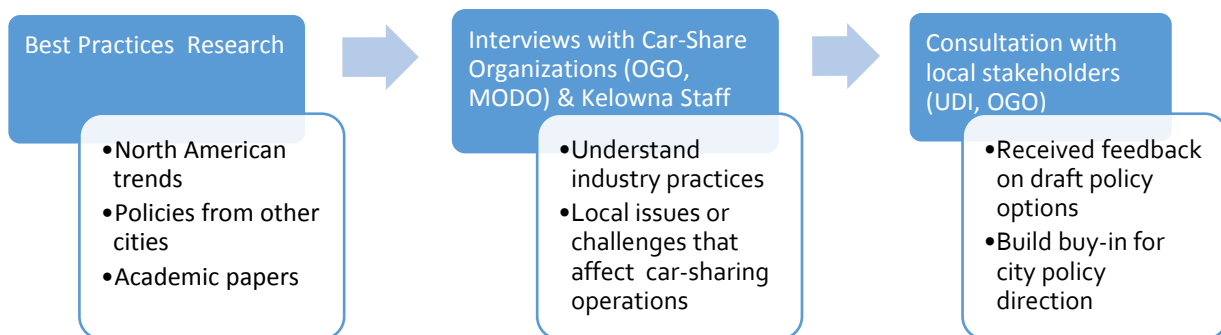
Car-sharing has grown substantially over the last ten years with operations now in 11 Canadian cities and over 325,000 members (as of January 2015). As the City of Kelowna sees increased growth in the city's urban core and urban centres, car-sharing can be an effective tool to complement the city's growth 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