



Have your say on our draft Car Share Policy

Car share schemes allow members to hire cars by the hour. This is another type of public transport, giving people access to a car when they need one, and is one way of helping to reduce congestion on our roads.

The Council is keen to give people more transport choice and this draft policy looks at ways we can encourage car share schemes in the city. This includes providing free or subsidised on and off-street car parks where vehicles operated by authorised car share operators can be parked when they are not in use.

We're keen to know what everyone, including residents and ratepayers, thinks of this draft policy. The first section of the policy outlines the benefits, why we support car sharing and how we plan to support it. The second section looks at what car share operations will need to do to potentially qualify for Council assistance and the right to use car parking spaces.

Please submit your feedback by 5pm on Friday 11 March 2016. You can do this online, by post or email.

How to have your say

Make a submission online at wellington.govt.nz/carshare

Alternatively, you can go to wellington.govt.nz/carshare, print the FreePost submission form and post it to us (no stamp required) at:

FreePost Wellington City Council
Car share consultation (KC1F02)
Wellington City Council
PO Box 2199
Wellington 6140

Copies of the draft policy can be viewed at our service centre at 101 Wakefield Street and city libraries. Submission forms are available from these locations.

If you would like us to send you a copy of the draft policy and submission form, please phone 04 499 4444 or email carshare@wcc.govt.nz

If you would like to speak to Councillors on our Transport and Urban Development Committee in support of your submission, please tick the box when you complete your submission and we will contact you to arrange a time. The Committee is expected to meet to hear from people on this subject in April 2016.

We expect to finalise this policy by mid-2016.

Car share policy

Part one: Objectives and criteria

Part two: Rules of operation and design guidelines

Part one: Objectives and criteria

Introduction

Car share schemes have become very popular around the world and there is growing interest in them in New Zealand. The concept involves a car share organisation that provides cars in various locations. The cars are either owned or leased by the car share provider or by members, who can book cars through a website or by phone and pay per hour to use them.

Car sharing works best in areas of high urban density supported by good public transport access. Wellington is suitable for car sharing given the relatively high population density in the central city, particularly in comparison to other New Zealand cities. There are also relatively low levels of car ownership amongst residents in Wellington's central city, for example amongst students.

Wellington City Council has adopted a strategic position in the Urban Growth Plan 2014-2043 to help encourage car share schemes in Wellington. The aim is to help address the problems the city is facing in relation to the efficiency and sustainability of its transport network while also reducing the city's greenhouse gas emissions and responding to climate change. As cities grapple with the challenges resulting from increased congestion and pressure on road space, car share schemes are being introduced worldwide as a travel demand management (TDM) tool that can help reduce overall car dependence.

Part one of the Car Share Policy sets out the purpose of the policy, the objectives that the Council is seeking to achieve and the criteria against which the Council can assess applications from providers seeking Council support. A set of design guidelines sits alongside the Car Share Policy as part two of the policy.

The underlying problem that the Car Share Policy is seeking to solve relates mainly to current and future levels of congestion. Along the local road network, buses and general traffic in Wellington City experience slow and variable travel times during peak periods for a number of reasons, including high traffic volumes. Main areas of congestion on the road network, where demand exceeds capacity, include the State Highway (Terrace Tunnel, Mt Victoria Tunnel and Ruahine Street) as well as key arterial routes into the central city from the outer suburbs. At the same time the city's population is expected to grow from the

current 200,000 to 250,000 people. This means that traffic volumes are also likely to increase, which will add to congestion levels. Recent studies by Greater Wellington Regional Council show that 11,500 more cars are expected to enter Wellington during the morning peak in 2031.

Purpose of the policy

To make Wellington's transport system as effective as possible, in a way that minimises the impact on the environment and makes it more efficient, the Council has a transport hierarchy that places pedestrians at the top. Through its overarching strategy Wellington Towards 2040: Smart Capital and the Urban Growth Plan 2014-2043, the Council supports a sustainable transport hierarchy that encourages walking, cycling and public transport.

Both strategies also focus on the liveability of the city. Car sharing contributes to a world-class quality of life, not only by helping to reduce congestion, but also by providing alternative ways for people to move around the city in a way that suits them best and reduces their need to own a car.

The Council has also made a commitment to continue reducing greenhouse gas emissions and responding to climate change by investing in our public transport network and cycleways to reduce car use and improve travel efficiency.

The Council recognises in its Urban Growth Plan 2014-2043 that cars will continue to be a necessary option for many people. Car share schemes allow people to have access to cars when they need one, without needing to own their own car, and in this way meet the Council's transport and climate change objectives.

It is anticipated that support for car share schemes will lead to a reduction in car ownership based on experience in cities such as Auckland, London, Sydney and San Francisco. In addition, there are indications of greater use of public transport by people who car share. Forty percent of car share users in Auckland interviewed in 2014 were using more public transport since they started car sharing.

Car sharing objectives

The Council recognises the value of TDM measures, including car sharing, to improve the efficiency of the city's transport network. Car share schemes have the potential to contribute to transport, sustainability and quality of life objectives by:

- reducing the need to own a car
- reducing congestion by removing some cars from the network
- reducing greenhouse emissions
 - through the removal of some cars from the network
 - as a result of car share vehicles typically being newer and more fuel-efficient than the average New Zealand vehicle
- increasing the use of public transport, and encouraging the active modes of walking and cycling
- freeing up parking spaces, and using street parking more efficiently
- lowering the cost of living for residents as car ownership is reduced
- contributing to the liveability of the city by increasing transport choice and providing alternative ways for people to travel.

To help us understand if these objectives have been met, the policy includes the development of a monitoring and evaluation framework.

The use of TDM measures has also been included in the Wellington Regional Land Transport Plan (RLTP). TDM is described in the Wellington RLTP as a collection of measures used to:

- maximise the use of the existing network
- reduce the demand for travel, particularly by single occupancy vehicles
- influence the use of efficient and sustainable travel options.

Car share schemes address the “demand side” of TDM measures by providing good travel options and through the associated promotion of behaviour change. The growth of car share schemes in cities around the world, including Auckland, suggests that people who need to access a vehicle are increasingly interested in finding alternatives to car ownership (or ownership of a second car).

It is difficult to say what level of behaviour change we can expect to see in Wellington and when, although it is likely that we could only expect to see real benefits over the longer term.

Benefits

There is a wide range of personal, environmental, transport and other benefits that have been attributed overseas to membership of car share schemes. As the car share market in New Zealand is still young, little evidence has been collected to date about the benefits achieved here. A small survey of 100 members of Cityhop and Car Share NZ was carried out by Auckland Transport (AT) in 2014. The survey found that benefits included financial savings from a reduction in car maintenance costs and car ownership as well as environmental benefits.

As a tool for reducing overall numbers of cars on the road, AT found behaviour change in relation to private car ownership with over half of those surveyed having either reduced the number of cars they have, or at least delayed the purchase of their next/first car. Of those who hadn't changed their car ownership, just under a third did not own a car. In addition, operators such as Cityhop have cited overseas studies as evidence that the allocation of a car park for a car share vehicle replaces the need for 12 other cars on average to park within a 250 metre radius.

As little research is available in New Zealand, the car share sector is reliant on overseas evidence. For example, in a June 2010 report by the Union Internationale de Tramways/Internationaler, UIPT (International Association of Public Transport), information is provided on the state of car sharing in 14 European countries. The report notes that some providers reported a ratio amongst their customers of one car sharing vehicle for seven personal vehicles either disposed of or not purchased, and these findings are replicated in a number of other international studies.

The consequences of car sharing for 6000 car sharers were investigated in a 2010 report by the Transportation Sustainability Research Center (TSRC) at University of California, Berkeley based on data from an online survey of North American car

sharing members in late-2008. The results showed that the average number of vehicles per household dropped from 0.47 to 0.24. Most of these were one-car households that became carless. In addition, the average fuel economy of car sharing vehicles used most often by respondents was 10 miles per gallon (3.6 km per litre) more efficient than the average vehicle shed by respondents.

Other areas of research relating to car sharing have been in relation to on-demand ride services (or ride-sourcing), which use smartphone applications to connect community drivers with passengers. A TSRC study in 2014 found that 40 percent of ride-sourcing users stated they had reduced their driving due to the service and with ride-sourcing beginning to emerge in the New Zealand market it will be useful to follow its progress here.

An aggregate analysis of the data collected through the Berkeley survey suggested that car sharing has taken between 90,000 to 130,000 vehicles off the road, which equates to 9 to 13 vehicles for each car sharing vehicle. The survey also found that those who shared cars also made more use of public transport, bicycles and walking.

However, a number of knowledge gaps exist, as identified by London's Car Club Coalition, which comprises operators, car club/rental trade bodies, Greater London Authority, London Councils and Transport for London. To learn more from international studies, an assessment of overseas research will be undertaken as part of a monitoring and evaluation work programme.

Criteria

The Council will consider car share operators seeking support that have well-designed processes in place. Operators will need to acknowledge the Council as a partner and provide:

- full details about the organisation and governance arrangements
- a clear business plan that:
 - provides evidence of the commercial viability of the scheme or, in the case of new entrants, indications of the potential commercial viability
 - sets out the scheme's targets for membership growth and utilisation

- outlines the organisation's experience in establishing similar schemes
- detailed plans about how the scheme will run, including:
 - the process for becoming a member of the scheme and membership options
 - fees and charges, and payment options
 - the operating model that will be used, and process for using a vehicle
 - systems/infrastructure that supports the scheme
 - options for potential integration with Wellington's future integrated ticketing system in the above processes
- agreed data management, reporting and evaluation systems
- a promotion and marketing plan.

The car share provider will be required to:

- i. have a network of cars in locations that are accessible to all members
- ii. not unreasonably refuse membership to any resident or business
- iii. supply an internet and phone-based booking system available to members 24 hours per day, and allowing immediate booking of vehicles
- iv. offer minimum booking durations of 1 hour, and maximum booking durations for cars that have the exclusive use of on-street car parks.

Council support

In recognition of the benefits of car sharing, including the public good element and its role as a TDM measure, the Council will provide a full subsidy for on-street car parks in the central city for the exclusive use of all authorised car share providers meeting Council criteria.

There will be no maximum number of car parks set. To begin with, each car share provider will be allocated two car parks, with more car parks allocated if the provider is able to show demand. Users will be required to pay for parking elsewhere in the city. The car parks that will be made available will be in similar locations for all providers and will be allocated for a 2-year period, after which the provision of the car parks will be reviewed.

Targets

To start, modest targets will be set following negotiations between the provider and the Council.

Because car sharing complements other sustainable transport modes, the Council recognises that the uptake of car sharing will be influenced by the quality of the public transport and cycling networks available. For instance, more people might choose to do without a car of their own, but occasionally need one, if public transport and our cycle network are improved. The Council will continue to work with its partners, Greater Wellington Regional Council and the New Zealand Transport Agency, to achieve further improvements in public transport and cycling.

In following years, more ambitious targets will be set based on performance rates achieved, and network improvements, following the implementation of the car share policy. The aim will be to raise targets closer to those set by cities such as the City of Sydney, which ambitiously aims to increase the number of people car sharing to 10 percent of all households by 2016.

Monitoring and evaluation framework

Evaluating how car sharing performs in Wellington is an essential part of the Car Share Policy, so that members' behaviour change over time can be monitored.

This framework will be put in place to help us understand the extent to which the Council's car share investment:

- reduces car ownership by participants
- increases the use of public transport and active modes by participants
- reduces car use by participants
- reduces the number of cars in Wellington, traffic congestion, and cars parked in the city
- reduces vehicle emissions.

The following higher level outcomes will be explored (noting that these are impacted by a range of other TDM initiatives and other factors):

- Improving quality of life
- Well-managed population growth
- The sustainability of Wellington City

It is proposed that the evaluation will draw on data from:

- performance monitoring of car share providers membership, car share travel data by users
- surveys of participants when they join a scheme
- two 6-month surveys of existing participants
- exit surveys of departing participants
- Wellington City Council data and data analysis methods to assess emissions and managed growth impacts, and provide comparison data for personal transport characteristics.

The evaluation will be scoped further and in more detail with the Council's Research and Evaluation team and car share providers.

Promotion of car sharing

In addition to providing a subsidy for the exclusive use of car parks, the Council will provide ongoing marketing and promotion of Wellington's car share schemes through the Council's website and at one-off events as appropriate.

Electric car share vehicles

The Car Share Policy covers electric vehicles used for car sharing. A separate policy on electric car charging stations is currently being developed.

Review

The Car Share Policy will be reviewed 2 years after the policy is approved.

Part two: Rules of operation and design guidelines

Car share operators

To qualify for Wellington City Council assistance, a car share operator will be required to enter into a legal agreement with the Council and must:

- have, or be developing, a network of cars in locations that are accessible to all members
- allow any driver with a full licence to join, subject to reasonable creditworthiness and driving history checks
- supply an internet and phone-based booking system that is available to members 24 hours per day
- offer minimum booking durations of at least 1 hour, or less
- make sure that no vehicle in an on-street space is booked for longer than 4 days, unless a replacement vehicle is provided for the space
- prohibit the routine long-duration reservation or exclusive use, including overnight, of an on-street vehicle by any one member - or agree that the space is only reserved for car sharing for a specified period, for example between 8am and 6pm, Monday to Friday.

The Council reserves the right to reject any application for the establishment of an on-street car share space. The Council may also refuse speculative and large-scale placement of car share vehicles in the absence of reasonably foreseeable resident and business demand.

Operating model

Car share operators using the A-A (back to base) car share operating model will be eligible to apply for a car park subsidy and exclusive use of the car park from Wellington City Council. Over time the Council will move to widen the policy to allow for the A-B (one way) and zonal models.

All car share operators with cars owned or leased by the car share provider, as well as cars owned by members and shared with other members (peer-to-peer) are covered by the Car Share Policy. Vehicles will be required to meet all relevant vehicle standards.

Growth in long-term membership, not just the level at which hireage fees are set, has been identified as key to the success of car share schemes. The Council will expect to see a clear plan for how the provider will promote its business and seek to increase membership.

The Council will support car sharing through its promotion of the scheme on its website, and by including links to the car share operators' own websites.

Reporting

Car share operators will be required:

- to provide monthly:
 - a detailed usage report, itemised by location, indicating numbers of bookings per month, average trip distance and length of booking
 - membership levels and composition between businesses and individuals
- to be independently audited annually by a Council-approved financial auditor and will be required to demonstrate that it is financially sound.

Permits

Permits for car share vehicles will be issued to approved car share providers that meet all Council criteria. A nominal fee for the administrative costs of issuing permits will apply to all car share vehicles.

The Council will fund in full the line-marking and signage of car share spaces for the first 2 years of the car share scheme, after which this will be reviewed.

Non-compliance

In the case of non-compliance with the rules of operation, as set out in the contract with the car share operator, the Council will in the first instance discuss any breaches with the operator. If the breach cannot be resolved satisfactorily, the Council may impose sanctions to remedy the breach and deter future non-compliance.

