



SAN FRANCISCO PLANNING DEPARTMENT

Executive Summary Planning Commission Car-Share Policy Statement And Informational Hearing on Zoning Administrator Bulletin

HEARING DATE: APRIL 8, 2010

Project Name: Car-Share Policy
Case Number: 2009.0187
Staff Contact: Kevin Guy, Sharon Lai and Joshua Switzky
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Reviewed by: AnMarie Rodgers, Manager Legislative Affairs
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Recommendation: **Approve Resolution and Establish New Commission Policy**

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INTRODUCTION

Our basic choices for urban transportation modes haven't changed much since the early 20th Century: public transit, walking, biking, and the single-owner automobile. The newest option, car-share, isn't a technological innovation as much as it is a new way to use cars, a sort of library service for cars. San Francisco is a leader in the car-share movement. Car-sharing began in the United States just over 10 years ago¹. City Car-Share began in 2001 and the Planning Commission instituted car-share requirements as part of project "Conditions of Approval" as early as June 2002². Shortly thereafter, the Commission codified uniform requirements in the Planning Code, with the 2005 adoption of the Rincon Hill Plan. To date, the Department's research could not locate any other municipality that requires car-share parking by local ordinance³. As an early adopter of car-share, the City is still learning about how to best implement car-share and about how car-share relates to other policy goals. This case report and associated hearing seek to refine our implementation of car-share controls in San Francisco.

¹ Balish, Chris. How to Live Well Without Owning a Car, Ten Speed Press, pg 161, 2006.

² On June 20, 2002 the Planning Commission adopted Motion No. 16443 for the project at 724 Van Ness Avenue/650 Turk noting, "The Project Sponsor has offered two parking spaces to City CarShare in order to provide for shared car use by Project residents as well as the general public."

³ According to Rick Rybeck of Washington D.C's Department of Transportation, the D.C. Commission will at times exact car-share spaces in developments requiring discretionary approval but there are no standards that would automatically trigger a set number of car-share parking spaces.

PURPOSE

This staff report provides a holistic overview of car-share and attempts to both a) articulate the Commission's policy stance on car-share and development through the proposed Planning Commission Policy Resolution and b) to resolve current ambiguities in the Code through the attached draft Zoning Administrator Bulletin.

REQUIRED COMMISSION ACTIONS

Action on Proposed Resolution:

The proposed resolution is before the Commission so that it may consider establishing new policy. The proposed resolution would create guidelines regarding the displacement of car-share spaces by new development, establish procedures for Commission deliberation of car-share requirements beyond those identified in Section 166, and state the Commission's desire to explore a citywide system for on-street car-share parking network. Specifically, the attached resolution would establish the following policies:

1. The Commission hereby recognizes that voluntary car-share parking spaces are a valuable component to the success of San Francisco's overall car-sharing program.
2. The Commission now establishes that residential and mixed-use development proposals that would result in the loss of existing car-share spaces shall be reviewed in the context of our general preference outlined in the attached chart.
3. The Commission recognizes the appropriateness of the existing requirements and affirms that the Commission will seek to increase these requirements only in exceptional cases where transportation impacts of the specified project combined with the project location warrant additional moderation.
4. Where the Commission finds exceptional circumstances as described in number three above, the Planning Commission may require additional car-share at the amounts reflected in the attached table.
5. The Commission acknowledges that the arbitrary allocation of required car-share parking beyond that stated here may result in an imbalance of development and undue financial burden to the sponsor.
6. The Commission believes that it behooves the City to establish a larger framework that works in coordination with the City's proposed residential growth and plans for transportation infrastructure investment.
7. The Commission finds that the benefit of providing on-street car-share spaces can significantly improve the quality of the City's car-share program in the following ways a) proliferation of spaces legitimacy of car-sharing, b) perceived safety of car-share, and c) efficiency of on-street parking spaces.
8. The Commission hereby requests further exploration of these issues through independent analysis by the City and that the findings be part of an update to the City's General Plan, especially the Transportation Element.

9. Finally, the Commission urges the Planning Department to engage the issue in coordination with other transportation agencies of the City and County and the region at large.

Action on draft Zoning Administrator Bulletin:

The draft Zoning Administrator Bulletin (attached) is before you for your review and comment. The Bulletin establishes protocols for the Department's administration of car-sharing requirements, distinguishes between different types of car-share spaces, and provides guidelines for the physical configuration of car-share spaces. While the Zoning Administrator is empowered to release clarifying Bulletins without Commission review, the Commission has asked for the opportunity to see documents prior to finalization. Therefore, this draft ZA Bulletin is before you at your request.

BACKGROUND

Car-Share Basics: Explored in Draft Zoning Administrator Bulletin

The draft Zoning Administrator Bulletin outlines the basics of existing car-share controls, establishes protocols for the Department's administration of car-share requirements, distinguishes between different types of car-share parking spaces and provides guidelines for the physical configuration of car-share spaces. To avoid duplication of information, we encourage the Commission and the public to read the draft Zoning Administrator Bulletin first to become familiar with existing controls and the Department's implementation of those existing controls.

POLICY ISSUES

Recent Commission actions requiring the replacement of market-rate, fee-based car-share spaces may have generated the unintended consequence of discouraging the voluntary provision of car-share parking. Property owners have described an increasing hesitance to voluntarily provide car-share parking on underutilized lots due to a perception that the Planning Commission or Department may require that such voluntary spaces be indefinitely retained by the property owner. The majority of car-share parking spaces in San Francisco are currently provided voluntarily, outside of requirements of Planning Code Section 166 and Planning Commission Conditions of Approval. The proposed resolution recognizes that voluntary car-share parking spaces are a valuable component to the success of San Francisco's overall car-sharing program. This proposed declaration of Commission Policy seeks to reverse this unsettling trend by clarifying how the Commission will respond to future development proposals that remove car-share parking spaces.

Issue 1. Balancing car-share spaces with the benefits of new development

Discussion: Car-sharing can be used as a tool to offset the urban impacts of a new development. To achieve a successful citywide car-sharing program, the Commission is tasked with exploring and mandating appropriate policy that balances space for car-share with other land use demands. Both the provision of car-share parking spaces and contextual infill development are encouraged within the City. While the City should encourage car-share spaces within development, the provision of these spaces should not compromise the delivery of much-needed housing, especially affordable housing. The

Department recognizes that there are different types of car-share parking and there are different relative benefits of these types. Required car-share spaces are valuable to the City and the surrounding neighborhood because they are provided free of charge to certified car-share organizations, and have been proven to reduce the number of individually-owned vehicles, vehicle miles travelled, and vehicle emissions. These spaces have been demonstrated to reduce: (i) the number of individually-owned automobiles per household⁴; (ii) vehicle miles traveled per household⁵; and (iii) vehicle emissions generated per household. Existing spaces that are provided on a fee-basis to car-share services may be more easily replaced at a new location.

Recommendation: Residential and mixed-use development proposals that would result in the loss of existing car-share spaces shall be reviewed in the context of the policies proposed for adoption below.

Issue 1.1 Replacement of Car-Share Spaces

Discussion: Required car-share spaces⁶, provided free of charge to certified car-share organizations, provide the greatest public benefit. If the development that established these car-share spaces is not demolished but the required car-share spaces are proposed for removal, these spaces are required to be rededicated at a 1:1 ratio. That is, every existing space should be replaced in the new development or within a ¼ mile radius. If the development that generated the required spaces is also proposed for demolition, the new replacement project will be reviewed for its merits and shall be subject to the car-share requirements of the Planning Code that are applicable at that time but should not be required to maintain car-share spaces that were mandated in association to a previous project.

In order to encourage the ongoing supply of car-share spaces, replacement of fee spaces is not required.

Recommendation: Below is a summary chart proposing policy to govern replacement of existing car-share spaces.

⁴ R. Cervero, A. Golub, and B. Nee, SF City CartShare: Longer-Term Travel-Demand and Car Ownership Impacts, Prepared for Department of Transportation & Parking, City of San Francisco (Institute of Urban and Regional Development, UC Berkely, Working Paper 2006-07) p.14-33.

⁵ Ibid.

⁶ Required car-share spaces may be either spaces required by Section 166 or spaces that have been imposed by the Planning Commission as a Condition of Approval for a specific development.

| Project Description | Proposed Replacement Policy |
|---|---|
| Removal of Existing Required Car-Share Parking Where the Associated Project is Not Demolished. | 1:1 Replacement Required |
| Loss of Existing Required Car-Share Parking Where the Initial Project is proposed for Demolition and Replacement. | <p style="text-align: center;">No Replacement Required</p> <p style="text-align: center;">Benefits and impacts of new project should be evaluated as a whole. Project is subject to the car-share requirements of the Planning Code.</p> |
| Loss of Existing Fee-Based Car-Share Parking without new proposed project. | No Replacement Required |

Issue 1.2 Imposition of Car-Share Requirements Exceeding Planning Code Section 166

Discussion: To date, the Department does not have the ability to track which spaces required by the Planning Commission are occupied by a registered car-share provider. The Department has reached out to the two City-registered car-share organizations for this information but has not been successful in this research. Without a comprehensive analytical tool, we can anecdotally report that the spaces that have been required to date may not all be needed for use by car-share organizations. Without evidence that the existing requirements are inadequate, the Department proposes that the Commission recognize the appropriateness of the existing requirements and state that the Commission would seek to increase these requirements only in exceptional cases where transportation impacts of the specified project combined with the project location warrant additional mitigations.

Recommendation: The Department proposes finding that the City’s existing car-share requirements are generally appropriate at this time. There may be times when the Planning Commission will determine that a proposed project has exceptional circumstances, such as exceeding the targeted levels of parking as identified in the Planning Code, and that the provision of this additional parking may result in increased traffic within the neighborhood. In such instances, the Commission declares its intention to require one or more car-share spaces beyond those required by Planning Code Section 166, upon finding that 1) the proposed project exceeds the amount of parking permitted by the Planning Code; or 2) the project or additional parking encourages additional private-automobile use, creating localized transportation impact for the neighborhood; and 3) this transportation burden may be lessened for the neighborhood by the provision of additional car-share spaces. Car-share spaces required beyond the scope of Section 166 shall only be required when exceptional circumstances are found.

It is acknowledged that the arbitrary allocation of required car-share parking beyond that stated here may result in an imbalance of development and undue financial burden to the sponsor.

Upon making such findings, the Planning Commission may require additional car-share at the amounts reflected in this table:

| <i>Residential Units</i> | | |
|---|--|---|
| Number of Residential Units | Number of Required Car-share spaces | Guidelines for Commission-Imposed Additional Car-share Spaces When Certain Findings are Made |
| 0-49 | None | 1 |
| 50-200 | 1 | 2 |
| 201 or more | 2, plus 1 for every 200 units over 200 | 3, plus 2 for every 200 units over 200 |
| <i>Non-Residential Uses</i> | | |
| Number of Parking Spaces (Non-Residential Uses or in a Non-Accessory Parking Facility) | Number of Required Car-share spaces | Guidelines for Commission-Imposed Additional Car-share Spaces When Certain Findings are Made |
| 0-24 | None | 1 |
| 25-49 | 1 | 2 |
| 50 or more | 1, plus 1 for every 50 spaces over 50 | 2, plus 1 for every 40 spaces over 50 |

Issue 2 Encourage Citywide Network for On-Street, Car-Share Parking

Discussion: The State Vehicle code was amended in 2006⁷ to give local jurisdictions the ability to designate certain streets or portions of streets for car-share vehicle parking or rideshare⁸ parking. Since this amendment to the Vehicle Code, San Francisco has yet to implement a widespread system of on-street space for car-share. In order for car-sharing to be most effective as an alternative transportation choice, it should be integrated with larger land use pattern and transportation system instead of established on an ad-hoc basis through project approvals. Pod locations should be coordinated with population density and transportation infrastructure. Currently the pod growth is largely directed by car-share providers who operate within their own institutional goals and not necessarily with City or regional goals in mind. While this may be an effective growth strategy within the business model of a

⁷ AB 2154, Goldberg. Parking: car share vehicle. Approved by Governor August 28, 2006. Filed with Secretary of State August 28, 2006.

⁸ Ridesharing is a form of transportation, other than public transport, in which more than one person shares the use of a vehicle, such as a van or car, to make a trip.

car-share organization, it behooves the City to establish a larger framework that works in coordination with the City's proposed residential growth and plans for transportation infrastructure investment.

Early, in the City's car-share history, pods were located in public garages. Since 2005, no new pods have been established in City-owned garages. As some car-share organizations are private, for-profit organizations, dedication of public space for private profit has raised important questions about the use of public goods. Similar issues are sure to arise in conjunction with proposals for the dedication of on-street parking for car-share service providers. The City could offer to temporarily lease these on-street spaces for a reasonable fee, generating revenue that could benefit other transportation improvements and compensate the City for the use of the public realm. The Planning Department has discussed these issues with SFMTA, the agency which regulates on-street parking and city-owned public garages. Despite the challenges of providing on-street car-share spaces, these spaces can significantly improve the quality of the City's car-share program in the following ways:

- 1) Proliferation of spaces: The on-street placement of car-share spaces would foster the adequate distribution and availability of car-share vehicles throughout the City, particularly in dense areas that lack sufficient off-street parking for pods.
- 2) Legitimacy of car-sharing: the placement of car-sharing vehicles in key on-street locations provides for added recognition and legitimacy of car-sharing as a City recognized and encouraged program.
- 3) Perceived safety of car-share: the location of on-street car-share has proven to increase the perceived safety of utilizing the program, where in a survey "87% of car-share users felt safer accessing on-street cars," simply by being located in an open public area rather than parking garages.
- 4) Efficiency of on-street parking spaces: Most privately owned vehicles remain parked for a large portion of the day, whereas the goal of a car-share vehicle is to allow utilization of the same car by various members with varying usage period needs within any given day. This represents a more efficient use of collective resources because the on-street car-share spaces can act similarly to taxi stands or curbside bus stops and provide a service benefit to many more people than a regular on-street parking space.

Recommendation: The Department recommends that the Commission request further exploration of these issues through independent analysis by the City and that the findings be part of an update to the City's General Plan, especially the Transportation Element.

RECOMMENDATION

The Department recommends that the Commission *approve* the policies outlined in this report and adopt proposed Resolution to that effect.

PUBLIC COMMENT

As of the date of this report, the Planning Department has received no letters regarding this proposal.

| |
|--|
| RECOMMENDATION: Recommendation of Approval |
|--|

Attachments:

- Exhibit A: Draft Planning Commission Resolution
- Exhibit B: Draft Zoning Administrator Bulletin



SAN FRANCISCO PLANNING DEPARTMENT

Draft Planning Commission Resolution

HEARING DATE: APRIL 8, 2010

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Reviewed by: AnMarie Rodgers, Manager Legislative Affairs
anmarie.rodgers@sfgov.org, 415-558-6395

Recommendation: **Approve**

ESTABLISHING COMMISSION POLICY TO CREATE GUIDELINES REGARDING THE DISPLACEMENT OF CAR-SHARE SPACES BY NEW DEVELOPMENT; ESTABLISH PROCEDURES FOR COMMISSION DELIBERATION OF CAR-SHARE REQUIREMENTS BEYOND THOSE IDENTIFIED IN SECTION 166; AND STATE THE COMMISSION'S DESIRE TO EXPLORE A CITYWIDE SYSTEM FOR ON-STREET CAR-SHARE PARKING NETWORK; AND FINDINGS OF CONSISTENCY WITH THE GENERAL PLAN AND PRIORITY POLICIES OF PLANNING CODE SECTION 101.1.

PREAMBLE

Whereas, at multiple public hearings during the fiscal year 2008/2009, the Planning Commission requested that staff explore the current controls and issues relating to car-share;

Whereas, our basic choices for urban transportation modes haven't changed much since the early 20th Century: public transit, walking, biking, and the single-owner automobile. The newest option, car-share, isn't a technological innovation but is a new way to use cars;

Whereas, San Francisco is a leader in the car-share movement. Car-sharing began in the United States just over 10 years ago. City CarShare began in 2001 and the Planning Commission instituted car-share requirements shortly thereafter, with the 2005 adoption of the Rincon Hill Plan;

Whereas, the City is still learning about how to best implement car-share and about how car-share relates to other policy goals;

Whereas, the Commission seeks to refine implementation of car-share controls in San Francisco.

Whereas, on April 8, 2010, the San Francisco Planning Commission (hereinafter "Commission") conducted a duly noticed public hearing at a regularly scheduled meeting to consider the proposed Ordinance; and

Whereas, the Commission has heard and considered the testimony presented to it at the public hearing and has further considered written materials and oral testimony presented on behalf of the applicant, Department staff, and other interested parties; and

Whereas, the all pertinent documents may be found in the files of the Department, as the custodian of records, at 1650 Mission Street, Suite 400, San Francisco; and

MOVED, that the Commission hereby *adopts* this Resolution to that effect.

FINDINGS

Having reviewed the materials identified in the preamble above, and having heard all testimony and arguments, this Commission finds, concludes, and determines as follows:

1. Recent Commission actions requiring the replacement of market-rate, fee-based car-share spaces may have generated unintended consequences of discouraging voluntarily providing car-share parking. Property owners have described an increasing hesitance to voluntarily provide car-share parking on underutilized lots due to a perception that such use may be indefinitely required in the future. The majority of car-share parking spaces in San Francisco are currently provided voluntarily, outside of requirements of Planning Code Section 166 and Planning Commission Conditions of Approval. **The Commission hereby recognizes that voluntary car-share parking spaces are a valuable component to the success of San Francisco's overall car-sharing program.**
2. While the City should encourage car-share spaces within development, the provision of these spaces should not compromise the delivery of much-needed housing, especially affordable housing. The Commission recognizes that there are different types of car-share parking and there are different relative benefits of these types. Required car-share spaces are valuable to the City and the surrounding neighborhood because they are provided free of charge to certified car-share organizations, and have been proven to reduce the number of individually-owned vehicles, vehicle miles travelled, and vehicle emissions. These spaces have been demonstrated to reduce: (i) the number of individually-owned automobiles per household; (ii) vehicle miles traveled per household; and (iii) vehicle emissions generated per household. Existing spaces that are provided on a fee-basis to car-share services may be more easily replaced at a new location. **The Commission now establishes that residential and mixed-use development proposals that would result in the loss of existing car-share spaces shall be reviewed in the context of our general preference outlined in the chart below:**

| Project Description | Proposed Replacement Policy |
|---------------------|-----------------------------|
|---------------------|-----------------------------|

| | |
|---|---|
| <p>Removal of Existing Required Car-Share Parking Where the Associated Project is Not Demolished.</p> | <p>1:1 Replacement Required</p> |
| <p>Loss of Existing Required Car-Share Parking Where the Initial Project is proposed for Demolition and Replacement.</p> | <p>No Replacement Required Benefits and impacts of new project should be evaluated as a whole. Project is subject to the car-share requirements of the Planning Code.</p> |
| <p>Loss of Existing Fee-Based Car-Share Parking without new proposed project.</p> | <p>No Replacement Required</p> |

- The Commission recognizes the appropriateness of the existing requirements and affirms that the Commission will seek to increase these requirements only in exceptional cases where transportation impacts of the specified project combined with the project location warrant additional mitigations. There may be times when the Planning Commission will determine that a proposed project has exceptional circumstances, such as exceeding the targeted levels of parking as identified in the Planning Code, and that the provision of this additional parking may result in increased traffic within the neighborhood. In such instances, the Commission declares its intention to require one or more car-share spaces beyond those required by Planning Code Section 166, upon finding that 1) the proposed project exceeds the amount of parking permitted by the Planning Code; or 2) the project or additional parking encourages additional private-automobile use, creating localized transportation impact for the neighborhood; and 3) this transportation burden may be lessened for the neighborhood by the provision of additional car-share spaces. Car-share spaces required beyond the scope of Section 166 shall only be required when exceptional circumstances are found.

4. Where the Commission finds exceptional circumstances as described in number three above, the Planning Commission may require additional car-share at the amounts reflected in this table:

| <i>Residential Units</i> | | |
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| Number of Residential Units | Number of Required Car-share spaces | Guidelines for Commission-Imposed Additional Car-share Spaces When Certain Findings are Made |
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| 0-24 | None | 1 |
| 25-49 | 1 | 2 |
| 50 or more | 1, plus 1 for every 50 spaces over 50 | 2, plus 1 for every 40 spaces over 50 |

5. It is acknowledged that the arbitrary allocation of required car-share parking beyond that stated here may result in an imbalance of development and undue financial burden to the sponsor.
6. The State Vehicle code was amended in 2006¹ to give local jurisdictions the ability to designate certain streets or portions of streets for car-share vehicle parking or rideshare² parking. Since this amendment to the Vehicle Code, San Francisco has yet to implement a widespread system of on-street space for car-share. In order for car-sharing to be most effective as an alternative transportation choice, it should be integrated with larger land use pattern and transportation system instead of established on an ad-hoc basis through project approvals. Pod locations

¹ AB 2154, Goldberg. Parking: car share vehicle. Approved by Governor August 28, 2006. Filed with Secretary of State August 28, 2006.

² Ridesharing is a form of transportation, other than public transport, in which more than one person shares the use of a vehicle, such as a van or car, to make a trip.

should be coordinated with population density and transportation infrastructure. Currently the pod growth is largely directed by car-share providers who operate within their own institutional goals and not necessarily with City or regional goals in mind. While this may be an effective growth strategy within the business model of a car-share organization, **it behooves the City to establish a larger framework that works in coordination with the City's proposed residential growth and plans for transportation infrastructure investment.**

7. Early, in the City's car-share history, pods were located in public garages. Since 2005, no new pods have been established in City-owned garages. As some car-share organizations are private, for-profit organizations, dedication of public space for private profit has raised important questions about the use of public goods. Similar issues are sure to arise in conjunction with proposals for the dedication of on-street parking for car-share service providers. That said, **the benefit of providing on-street car-share spaces can significantly improve the quality of the City's car-share program in the following ways:**
 - a. **Proliferation of spaces:** The on-street placement of car-share spaces would foster the adequate distribution and availability of car-share vehicles throughout the City, particularly in dense areas that lack sufficient off-street parking for pods.
 - b. **Legitimacy of car-sharing:** the placement of car-sharing vehicles in key on-street locations provides for added recognition and legitimacy of car-sharing as a City recognized and encouraged program.
 - c. **Perceived safety of car-share:** the location of on-street car-share has proven to increase the perceived safety of utilizing the program, where in a survey "87% of car-share users felt safer accessing on-street cars,"³ simply by being located in an open public area rather than parking garages.
 - d. **Efficiency of on-street parking spaces:** Most privately owned vehicles remain parked for a large portion of the day, whereas the goal of a car-share vehicle is to allow utilization of the same car by various members with varying usage period needs within any given day. This represents a more efficient use of collective resources because the on-street car-share spaces can act similarly to taxi stands or curbside bus stops and provide a service benefit to many more people than a regular on-street parking space.⁴
8. **Therefore, the Commission hereby requests further exploration of these issues through independent analysis by the City and that the findings be part of an update to the City's General Plan, especially the Transportation Element.**
9. **Finally, the Commission urges the Planning Department to engage the issue in coordination with other transportation agencies of the City and County and the region at large.**
10. **General Plan Compliance.** This Resolution is consistent with the following Objectives and Policies of the General Plan:

³ Arlington County (Virginia) Commuter Services, Arlington Carshare Program Report, June 15, 2006, p. 11.

⁴ Ibid., p. 12.

I. HOUSING ELEMENT (2004)

OBJECTIVE 1

TO PROVIDE NEW HOUSING, ESPECIALLY PERMANENTLY AFFORDABLE HOUSING, IN APPROPRIATE LOCATIONS WHICH MEETS IDENTIFIED HOUSING NEEDS AND TAKES INTO ACCOUNT THE DEMAND FOR AFFORDABLE HOUSING CREATED BY EMPLOYMENT DEMAND.

POLICY 1.6

Create incentives for the inclusion of housing, particularly permanently affordable housing, in new commercial development projects.

II. TRANSPORTATION ELEMENT

OBJECTIVE 1

MEET THE NEEDS OF ALL RESIDENTS AND VISITORS FOR SAFE, CONVENIENT AND INEXPENSIVE TRAVEL WITHIN SAN FRANCISCO AND BETWEEN THE CITY AND OTHER PARTS OF THE REGION WHILE MAINTAINING THE HIGH QUALITY LIVING ENVIRONMENT OF THE BAY AREA.

OBJECTIVE 4

MAINTAIN AND ENHANCE SAN FRANCISCO'S POSITION AS THE HUB OF A REGIONAL, CITY-CENTERED TRANSIT SYSTEM.

OBJECTIVE 12

DEVELOP AND IMPLEMENT PROGRAMS IN THE PUBLIC AND PRIVATE SECTORS, WHICH WILL SUPPORT CONGESTION MANAGEMENT AND AIR QUALITY OBJECTIVES, MAINTAIN MOBILITY AND ENHANCE BUSINESS VITALITY AT MINIMUM COST.

OBJECTIVE 34

RELATE THE AMOUNT OF PARKING IN RESIDENTIAL AREAS AND NEIGHBORHOOD COMMERCIAL DISTRICTS TO THE CAPACITY OF THE CITY'S STREET SYSTEM AND LAND USE PATTERNS.

POLICY 34.1

Regulate off-street parking in new housing so as to guarantee needed spaces without requiring excesses and to encourage low auto ownership in neighborhoods that are well served by transit and are convenient to neighborhood shopping.

POLICY 34.3

Permit minimal or reduced off-street parking supply for new buildings in residential and commercial areas adjacent to transit centers and along transit preferential streets.

11. This Resolution is consistent with the eight General Plan priority policies set forth in Section 101.1 in that:
- A) The existing neighborhood-serving retail uses will be preserved and enhanced and future opportunities for resident employment in and ownership of such businesses will be enhanced.
 - B) The existing housing and neighborhood character will be conserved and protected in order to preserve the cultural and economic diversity of our neighborhoods.
 - C) The City's supply of affordable housing will be preserved and enhanced.
 - D) The commuter traffic will not impede MUNI transit service or overburden our streets or neighborhood parking.
 - E) A diverse economic base will be maintained by protecting our industrial and service sectors from displacement due to commercial office development. And future opportunities for resident employment and ownership in these sectors will be enhanced.
 - F) The City will achieve the greatest possible preparedness to protect against injury and loss of life in an earthquake.
 - G) That landmark and historic buildings will be preserved.
 - H) Parks and open space and their access to sunlight and vistas will be protected from development.

I hereby certify that the Planning Commission ADOPTED the foregoing Resolution on April 8, 2010.

Linda Avery
Commission Secretary

AYES:

NAYS:

ABSENT:

ADOPTED: April 8, 2010



SAN FRANCISCO
PLANNING
DEPARTMENT

ZONING ADMINISTRATOR BULLETIN NO. 2010-01

Car-Share Requirements and Guidelines for Car-Share Spaces

Section 307 of the City Planning Code mandates the Zoning Administrator to issue and adopt such rules, regulations and interpretations as are in the Zoning Administrator's opinion, necessary to administer and enforce the provisions of the Planning Code. [Section 7.502 of the San Francisco Charter charges the Zoning Administrator with the responsibility of administering and enforcing the Planning Code.]

Date:
TBD (DRAFT)

Relevant Code Sections:
166 (CAR SHARING)

PURPOSE:

This Bulletin establishes protocols for the Department's administration of car-share requirements, distinguishes between different types of car-share parking spaces, and provides guidelines for the physical configuration of car-share spaces.

1. Car-share Basics

OVERVIEW:

Generally speaking, a car-share program is a membership-based service that allows members to rent vehicles for use, typically on a short-term basis. Depending on the organization and type of membership, members may pay an annual membership fee, as well as hourly rates for the use of a vehicle. The rental rates include all costs associated with the vehicle, including gas, insurance, and maintenance. Vehicles are reserved in advance and are parked at clustered "pods" in various locations throughout the city. Car-share programs can achieve multiple public and private goals, including reducing the need for parking, improving the environment, and giving individuals the mobility of an "on-call" vehicle without the expense of vehicle ownership. Such programs are complementary to urban environments, where most destinations can be reached by walking, biking, or using transit, but a car may be needed for occasional trips.

This section of the report summarizes existing definitions and creates new distinctions between different types of car-share spaces that had not previously been defined by the Department.

1.1 Types of Car-share Spaces

The City's inventory of car-share parking has grown through various avenues. While some of the inventory consists of spaces required by the Planning Commission and

provided free-of-charge, the majority of today's existing spaces have been provided voluntarily by private owners leasing parking to car-share organizations or through leases within publicly-owned parking garages. The continued provision of voluntary spaces should be encouraged.

For the purposes of this bulletin, the Planning Department recognizes two types of car-share spaces:

- Required spaces: Spaces required by Planning Code Section 166 or by the Planning Commission as a condition of project approval. These spaces are generally provided in projects with 50 or more residential units, 25 or more commercial spaces, or in standalone garages not affiliated with another development project. Required spaces must remain free of charge to car-share organizations, and must be dedicated to use only by such organizations. A restriction must be placed on the property to record this commitment and associated conditions. If no car-share organization is willing and able to immediately occupy the spaces, required car-share spaces may be utilized for other purposes and by other parties, according to the procedures described in Planning Code Section 166(b)(3)(D).
- Fee-based spaces: Non-required spaces that are leased to car-share providers for a fee: Any car-share space that is leased to a car-share organization for a fee and/or is not limited by a recorded restriction to use only by a car-share organization is a "fee-based" car-share space.

1.2 Definition of Car-share Service

In order to be considered a "car-share service," per Planning Code Section 166(b)(1), a car-share organization must operate in a manner that features all of the following characteristics:

- Member-based service, where such service is available to members only. Additional demonstration of membership may include annual or monthly membership fees, or membership cards.
- Vehicles are available to members at unstaffed locations only, and members access vehicles without interacting with staff or filling out paperwork for each car usage.
- Vehicles are accessible to members at all times, 24 hours per day, seven days per week.
- Vehicles are available by reservation only. Reservations may be made by automated systems, such as via telephone or the Internet.
- Vehicles are available for reservation at least on an hourly basis, or at smaller intervals.

- Car-share service must provide insurance and maintenance of the vehicle fleet as part of membership at no extra charge.

1.3 Certification of a Car-share Organization

The Planning Department will certify car-share organizations that meet certain criteria and follow the process specified by Planning Code Section 166(b)(2). Car-share spaces may only satisfy the requirements of Section 166 if they are made available and at no cost to certified car-share organizations. Submittals for certification must include the following:

1) Letter to the Zoning Administrator clearly stating the following information:

- Name of Organization; Primary and Secondary Contacts (Name, Title, Telephone, Fax, Email); Mailing Address of Organization.
- Request for certification of the organization as a “Certified Car-share Organization” per Planning Code Section 166.
- A brief description of the organization and how its service meets the characteristics of Section 166(b)(1).
- A brief executive summary of the findings (two pages maximum) of the certification study described below, specifically describing satisfaction of two or more of the listed environmental performance measures.

2) A written report called a “Car-share Certification Study”. The study must be prepared by an independent third party academic institution or transportation consulting firm that clearly demonstrates, based on a statistically significant analysis of quantitative data, that the car-share organization has achieved two or more of the following environmental performance goals in any market where they have operated for at least two years:

- Lower household automobile ownership among members compared to the general population in the market area.
- Lower annual vehicle miles traveled per member household compared to the general population in the market area.
- Lower annual vehicle emissions per member household compared to the general population in the market area.
- Higher rates of transit usage, walking, bicycling and other non-automobile modes of transportation usage for commute trips among members compared to the general population in the market area.

3) Fee payment. A check should be submitted, made payable to “San Francisco Planning Department.” Notation line should indicate: “ZA Car-share Certification – XXXXX” with the name of the company. **NOTE:** Fees are adjusted annually. Please confirm the current

fee schedule before submitting payment.

The certification submittal will be considered through the Zoning Administrator Determination process. Once issued, the Zoning Administrator determination of certification will be available for public review and may be appealed within 15 days to the Board of Appeals.

Visit the Department's website for an inventory of approved projects and their associated car-share parking space requirements.

2. Car-share Requirements for New Development

Planning Code Section 166 (adopted in August 2005) requires that, for certain developments that provide parking, car-share parking spaces must also be provided in the following amounts:

Residential Units

| Number of Residential Units | Number of Required Car-share spaces |
|-----------------------------|--|
| 0-49 | None |
| 50-200 | 1 |
| 201 or more | 2, plus 1 for every 200 units over 200 |

Non-Residential Uses

| Number of Parking Spaces for Non-Residential Uses or in a Non-Accessory Parking Facility | Number of Required Car-share spaces |
|--|---------------------------------------|
| 0-24 | None |
| 25-49 | 1 |
| 50 or more | 2, plus 1 for every 40 spaces over 50 |

The required car-share spaces may be provided within the new development, or on another property within 800 feet of the building site.

3. Creation of New Spaces Unrelated to New Development

OVERVIEW:

This section describes how the current controls would apply to the creation of new spaces that are independent of a new development. Car-share spaces shall be generally permitted in the same manner as residential parking. All residential spaces may be converted to car share spaces, based on the following rationale: 1) Existing city regulations allow for all on-site required accessory parking to be rented or sold to a resident within 1,250 feet from the parking space, and 2) Car-share pods generally serve the members residing within the immediate vicinity. Required car-share spaces shall satisfy or may substitute for any required residential parking.

Controls for the provision of car-share shall address both the conversion of existing parking spaces into car-share use and the provision of net new car-share spaces (i.e. without replacing, converting, or otherwise affecting existing or proposed parking). Generally, car-share parking spaces may be located where other parking is permitted. The provision of non-required car-share parking spaces shall also generally be an appropriate use of "vehicular use areas" in all districts.

The Mayor's Office is preparing draft legislation that will, among other things, establish a

new definition of “vehicle use areas”. Should that legislation be adopted, it shall govern the final definition of “vehicle use areas”. In the meantime and for the purposes of this Bulletin, “vehicular use areas” are defined as any area of the lot not located within any enclosed or partially enclosed structure and that is devoted to a use by or for motor vehicles including parking (accessory or non-accessory); and automotive uses as defined in Section 223 that are not enclosed by a structure, including but not limited to storage of automobiles, trucks or other vehicles; gasoline stations; car washes; motor vehicle repair shops; loading areas; and service areas and drives. Spaces within vehicular use areas must not impede overall vehicular circulation, and may not block access to loading or service areas required by the Planning Code.

3.1 Conversion of Existing Parking Spaces to Car-share Spaces

The following controls shall govern the conversion of existing parking spaces to parking spaces dedicated to car-share:

- **Conversion of Existing Required Residential Parking** is permitted as of right and would not require any permit reviews or entitlement approvals.
- **Conversion of Existing Required Commercial Parking** shall require the Zoning Administrator to determine whether the elimination of a commercial parking space can be granted through existing exceptional or extraordinary circumstances as described in Planning Code Section 305 for Variance proceedings.
- **Conversion of Existing Non-Required Residential Parking** is permitted as of right and would not require any permit reviews or entitlement approvals.
- **Conversion of Existing Non-Required Commercial Parking** is permitted as of right and would not require any permit reviews or entitlement approvals.

3.2 Creation of New Voluntary Car-share Spaces

The following controls shall govern the creation of new parking spaces dedicated to car-share where no parking spaces previously existed. Controls for the conversion of existing spaces is discussed under Section 3.1.

1) New car-share spaces located within existing Vehicle Use Area, or are not greater than permitted parking quantities:

- **No Permit Required** - When no changes to curb cuts are proposed and conforms to all applicable code provisions including screening of vehicles.
- **Permit Required** - Required when changes to curb cuts are proposed, or other permitted modifications that would normally require a building permit. Any non-conformity with code provisions as a result of the new car-share spaces will require a request for a variance.

2) New car-share spaces that would trigger Planning Code review: All new car-share spaces that trigger review under Planning Code Sections 303, 309, or 329 must undergo

the respective processes for accessory parking in the applicable zoning district. All new car-share spaces that exceed the Planning Code limitations on the amount of parking shall be considered either a parking lot or a parking garage and may only be permitted as such as a principal use.¹

3.3 Design Controls

No car-share spaces shall be permitted in driveways, required set-backs, or required open space. The Planning Code prohibits driveways from being used as parking spaces of any type. All car-share spaces shall adhere to screening, landscaping, and other design requirements for parking as detailed by the Planning Code and adopted design guidelines. In addition, parking spaces within residential zoning districts shall be required to comply with the Residential Design Guidelines. Car-share spaces must not impede the usability of a primary use or general circulation of the property, and all car-share spaces shall meet the standards of Planning Code Section 154 for minimum dimensions and accessibility.

4. Implementation and Recordation of Car-share Spaces

OVERVIEW:

This section addresses the steps a property owner should take to provide car-share parking in the manner most beneficial to residents and in compliance with the City's requirements.

4.1 Design, Access, and Signage

It is critical that car-share members be able to access parking spaces located within secure garages. Early consideration of the architectural and access needs for the garage to accommodate the required car-share spaces can avoid expensive plan changes further in the process. The garage must be designed in the early planning stages so that security concerns do not compromise the ability to meet these requirements. Project sponsors should seek advance arrangements to garner interest from a car-share organization and may use this early contact to solicit feedback on building plans. Secure bicycle parking near the car-share parking spaces should be considered to accommodate members who ride bicycles to pick up the vehicles.

The following are the minimum requirements for design, access, and signage to fulfill the car-share parking requirement:

- Required spaces must be accessible to car-share members at all times. Direct pedestrian access from a public sidewalk is preferable for access by members who do not reside in the building where the spaces are located. Access may be provided via a secure door that requires key card access.
- Identifying signage on the exterior of the building or garage must be provided to

¹ See principal use controls for parking: 1) Community Parking Lot (Sec 890.7); 2) Community Residential Garage (890.8); 3) Community Residential Automobile Parking (790.10); 4) Parking Lot (156); 5) Major Parking Garage in C-3(158); 6) Non-Accessory Parking Garage (158.1); 7) Vehicle Storage and Access (209.7) and; 8) Parking Lot, Storage Garage, and Major Parking Garage (223 (l-p)).

Visit the Department's website to view illustrations of a variety of design options to provide car-share parking.

clearly identify the location and presence of car-share vehicles. Individual car-share spaces must also be clearly identified with signage to prevent use of the space by non-car-share vehicles.

- Car-share parking spaces must meet the dimensional standards of Planning Code Section 154(a)(1)-(2). Specifically, standard sized spaces shall have a minimum area of 144 square feet, and compact spaces shall have a minimum area of 112.5 feet, configured in a usable shape. These size requirements do not apply to valet spaces, or to spaces that are provided by a mechanical storage system (“stackers” or “lifts”). Independently accessible parking spaces are required for car-share spaces that are required by Section 166 and are preferable for non-required spaces. Mechanically-stacked or valet arrangements are allowable in facilities in which all vehicles in the facility are stored by such means, provided that the car-share vehicles are readily available to members 24 hours per day.

4.2 Recording an NSR

A Notice of Special Restrictions (NSR) is the most effective method in which the City can track unique conditions of a property and the overall supply of car-share parking. Effective administration of a car-share program is dependent on a comprehensive understanding of parking supply. City monitoring of car-share parking can help ensure that the City’s needs are met. Additionally, recording an NSR demonstrates a commitment to provide car-share spaces and details how car-share will operate at the specific location.

Prior to the issuance of the first building or site permit for a project, an NSR must be reviewed, approved, and recorded for the property indicating the requirements of Planning Code Section 166, including the minimum number and proposed location of car-share spaces. If applicable, the NSR will also record a copy of a motion for approval from the Planning Commission. The project sponsor shall promptly provide a copy of the recorded NSR to the Planning Department, which shall be attached to the site permit.

4.3 Interest from Certified Car-share Organizations

It is never too early to solicit interest from a certified car-share organization. A letter of interest shall include the following information:

- Address of location
- Number of spaces the operator can commit to occupy
- Location of spaces
- Expiration of interest
- Intended duration of operation if possible
- Name and number of car-share organization contact

The project sponsor shall make all reasonable efforts to contact and enter into a binding agreement with a certified car-share organization for use of the required spaces before the first site permit is approved. Prior to issuance of temporary or permanent certificate of occupancy, property owners must obtain letters of interest and agreements with car-share organizations. A copy of the agreement or a letter of interest must be submitted to the

Planning Department.

4.4 Use of car-share spaces for non-carshare parking

A property owner with a required car-share spaces who is unable to secure a car-share operator may utilize the space for non-car-share parking. The project sponsor or property owner shall submit to the Department written correspondence from all certified car-share organizations declining their intent to operate at the required car-share spaces. However, upon a ninety (90) day advance written notice to the property owner from a certified car-share organization, the property owner shall terminate any non car-share leases for required spaces currently unutilized by a certified car-share organization and shall make the spaces available to the car-share organization for its use of such spaces.

If at any time, a certified car-share organization using the required spaces terminates its agreement with the property owner, the property owner shall notify all other certified car-share organizations of this availability. At no time may a certified car-share organization enter into or maintain an agreement with a property owner to hold required car-share spaces without active intent to use them immediately, such that other car-share organizations are prevented from using the spaces.

DRAFT



SAN FRANCISCO
PLANNING
DEPARTMENT

FOR MORE INFORMATION:
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TEL: **415.558.6378**
FAX: **415 558-6409**
WEB: **<http://www.sfplanning.org>**

Planning Information Center (PIC)
1660 Mission Street, First Floor
San Francisco CA 94103-2479

TEL: **415.558.6377**
*Planning staff are available by phone and at the PIC counter.
No appointment is necessary.*