



10.3 CAR SHARE POLICY AND FINAL ENGAGEMENT FINDINGS

EXECUTIVE MEMBER: BRIAN TEE, GENERAL MANAGER, CITY GROWTH AND DEVELOPMENT

PREPARED BY: KAREN ROACHE, SHARED TRANSPORT SERVICES OFFICER

1. PURPOSE

- 1.1 To present Council with a consultation report on the Draft Car Share Policy and Guidelines 2023-2028 and seek endorsement of the revised Car Share Policy (**Attachment 1**) and Guidelines (**Attachment 2**) following this consultation.

2. EXECUTIVE SUMMARY

- 2.1 The City of Port Phillip is one of the most densely populated municipalities in Melbourne, however our road network is finite, and we have limited capacity to increase on-street parking capacity and vehicle movement.
- 2.2 Car share enables users to gain short term access to cars on an “as-needs” basis without the need for private car ownership. This aligns with the Council Plan 2021-31 key objective: **Liveable**: making it easier to connect and travel within our City and the Move, Connect, Live, Integrated Transport Strategy 2018-2028 outcomes.
- 2.3 On average, every car share vehicle services around 20 people, and car share members in our City are likely to avoid buying a car, or to defer the purchase of a second vehicle. Combined, these factors result in one car share vehicle removing an additional nine vehicles from our streets.
- 2.4 The Car Share Policy 2023-2028 (the Policy) aims to increase the use of car share across the city through the ongoing development of a network of easily reached, well distributed, affordable car share vehicles.
- 2.5 At the Ordinary Council meeting on 17 August 2022 Council endorsed the release of the Draft Car Share Policy 2023-2028 and Guidelines for community consultation for a five week period commencing in September 2022.
- 2.6 Community consultation on the Draft Policy and Guidelines was conducted from 23 September to 6 November 2022. Consultants (*i.e. Community*) were engaged to assist with the community consultation and analysis of feedback received. The Summary Engagement Report prepared by *i.e. Community* is **Attachment 3**.
- 2.7 Feedback was sought through a range of methods including Council’s Have Your Say platform, Neighbourhood Engagement Program (NEP) sessions, Advisory Committees, an online community workshop and a roundtable discussion with Car Share Providers (Providers).
- 2.8 A total of 419 people were engaged during the consultation period with 230 people completing the online survey and 189 engaging in person through the Neighbourhood Engagement Program (NEP), direct outreach and the community workshop. 91 percent of survey respondents were supportive of Council’s approach to managing Car Share.
- 2.9 Minor changes to the Draft Policy and Guidelines, detailed in this report, are proposed in response to the feedback received throughout the consultation period.



3. RECOMMENDATION

That Council:

- 3.1 Thanks the community for taking part in the consultation on the Draft Car Share Policy 2023-2028 that took place between 23 September and 6 November 2022.
- 3.2 Notes the results of the consultation on the Draft Car Share Policy 2023-2028 included as Attachment 3.
- 3.3 Endorses the revised Car Share Policy and Guidelines 2023-2028 included as Attachment 1 and Attachment 2.
- 3.4 Delegates to the Chief Executive Officer the ability to make minor editorial amendments to the Car Share Policy 2023-2028 and Guidelines as outlined in Attachment 1 and Attachment 2.
- 3.5 Endorses the updated fees for car share bay installation at \$1,500per annum (an increase on the current \$1400 fee) and the car share annual fee at \$120per annum (an increase on the current fee of \$85) as part of the draft Budget 2023/24 for public consultation.

4. KEY POINTS/ISSUES

- 4.1 Council's Move, Connect, Live: Integrated Transport Strategy has a target to keep the number of cars in our city to 2015 levels to avoid an increase in traffic and parking pressures. Research found that one car share vehicle removes nine private vehicles from our streets, freeing up residential parking spaces (Taru Jain, Monash University 2018)
- 4.2 The City of Port Phillip was one of the first municipalities in Australia to adopt an "On Street Car Share Policy" in September 2012. This policy was replaced with the Car Share Policy 2016 which has been recognised by industry and other government agencies as providing a national reference for car share implementation.
- 4.3 An independent review completed as part of developing the 2016 Policy indicated that investment in Car Share by Council delivered a Benefit Cost Ratio (BCR) of \$2.43 for every \$1 spent.
- 4.4 Benefits included the value to the community of reduced congestion, health benefits of additional walking and reduced air pollution, greenhouse gas emissions and noise; value to individuals of not owning a car or a parking space and driving less. Costs to Council and the community included installation of new bays, administration of car share and community value of space.
- 4.5 The results of the BCR identify that car share benefits not just car share members. Council seeks cost neutrality for the implementation of car share, however, recognises the broader benefits to the community. The proposed increase in car share fees listed in this report could result in full cost recovery by Year 3 or 4 of the Policy implementation.
- 4.6 The 2016 Policy adopted a demand responsive approach, expanding outwards from proven markets where usage and membership growth were highest. This has resulted in longer distances between vehicles in areas such as Elwood, Middle Park, Albert Park and St Kilda East



- 4.7 Between June 2016 and December 2022 membership more than trebled from 2,996 to over 10,400 people and there has been an increase of car share members from 3 percent to over 9 percent of the total population.
- 4.8 The Car Share Policy 2023-2028 (Policy) and Guidelines will guide the management and expansion of car share across Port Phillip by improving access to car share.
- 4.9 To assist in the development of the Policy, Council commissioned Movement and Place Consultancy to produce a Best Practice in Car Share Policy Report in 2022 (**Attachment 4**).
- 4.10 The Report reviewed international car share case studies and identified the community benefits associated with access to car share services. It highlighted that future growth of car share could reduce traffic congestion that will otherwise occur with population growth and provided a range of recommendations including a new vehicle coverage target to improve access to the service.
- 4.11 The Draft Policy maintains most of the 2016 Policy settings while including recommendations from the Report to increase usage of car share across Port Phillip.
- 4.12 Features including existing qualification requirements for new Car Share Providers (Providers) and continuing to host multiple Providers are maintained.
- 4.13 Community consultation on the Draft Policy and Guidelines was undertaken for 6 weeks from 23 September to 6 November 2022 using a broad range of engagement activities to test the Draft Policy and Guidelines and understand the level of support for Council's Policy settings and approach. A total of 419 people provided input.
- 4.14 Proposed new and updated settings, considered through the community engagement process, were generally supported and include:
- the introduction of a coverage target for car share vehicles within the city,
 - vehicle usage targets,
 - targets for membership excluding those under 18,
 - changed emission requirements to improve access to a variety of vehicles including electric car share vehicles,
 - expanded consultation process and higher fees for new car share bays in activity centres,
 - trial of "floating" car share vehicles in new locations, with a three month review,
 - strengthening of siting criteria to address barriers identified through consultation, and
 - requirement for increased promotion of car share by providers.

Updates to the Policy and Guidelines following community consultation.

4.15 Target number of network vehicles

- 4.15.1 The Policy seeks to maintain a minimum target of 330 car share vehicles across the municipality by 2028. There are currently 208 on street car share vehicles in Port Phillip. 49 percent of those surveyed said that having a vehicle nearby was the most important factor in deciding to use a car share vehicle.

Car share bays in activity centres



- 4.15.2 Some non-car share members and business owners were concerned about the loss of on street parking to new car share bays, particularly in business activity centres.

Response:

- 4.15.3 Our City has a well established network of 35 car share vehicles in or close to business activity centres.
- 4.15.4 Where new applications are made for a car share bay in a business activity centre, officers propose broader consultation including with Traders' Associations before any decision is made.
- 4.15.5 Supply of parking, utilisation of nearby bays and demand within these areas will be considered as part of the review of any such locations.
- 4.15.6 Where new car share bays are approved in business activity centres, officers propose a higher ongoing fee set through the annual budget review process.

On-street versus off-street locations for car share bays

- 4.15.7 Some feedback from the community suggested that car share should be in private developments, off-street locations and back streets as more on-street parking was required for privately owned vehicles.

Response:

- 4.15.8 Car share is one way to address the challenge of our limited on-street parking capacity. Sixty-three percent of survey respondents indicated that Council should support car share as it decreases car ownership.
- 4.15.9 Monash University research indicates that one car share vehicle removes nine private vehicles from our streets, freeing up residential parking spaces. This is because car share members in our City are more likely to avoid buying a car, or to defer the purchase of a second vehicle, with a resulting reduction in car ownership (Taru Jain, 2018).
- 4.15.10 Council will continue to support the provision of car share within appropriate new developments as stated in the updated Policy, where possible.

4.16 Emission requirements

- 4.16.1 Over 50 percent of survey respondents indicated that they would use electric vehicles (EVs) if the cost to hire was the same as a petrol vehicle. Around 28 percent of people said that they would use an EV even if the cost was higher.
- 4.16.2 There was support from community members for a wide range of vehicles to be included in the fleet, including hybrid, electric and differing vehicle models.

Response:

- 4.16.3 In 2022 car share vehicles had a fleet average emission target of 145 grams of carbon dioxide equivalent emissions per kilometre or less. An unintended consequence of this is the inclusion of more small vehicles and reduced fleet options in Port Phillip.
- 4.16.4 In response, the target has been increased slightly to not more than 155 grams of carbon dioxide equivalent emissions per kilometre per passenger.
- 4.16.5 People who use car share generally drive less, relying on public and active transport modes for most of their trips (including commuting to work) but still drive occasionally. Car share services encourage people to try other transport modes, reducing emissions, congestion, and parking pressures.



- 4.16.6 Around 60 percent of survey respondents indicated that Council should support car share as it helps the environment and decreases emissions.
- 4.16.7 A target number for EV car share vehicles has not been included in the Policy as further investigation by both Council and Providers is required.
- 4.16.8 Council is trialling the introduction of public electric vehicle charging infrastructure in feasible locations and is piloting kerbside charging infrastructure in a small number of residential streets for eligible residents. The trial and pilot outcomes will inform Council's EV positions and Council's role in supporting an increased uptake in EV use including the role of car share.
- 4.16.9 Support for greater use of electric vehicles by Providers could be considered as part of the development of broader Council guidelines for electric vehicle charging infrastructure, to be developed and tested in 2023.

4.17 Trialling a “floating car share vehicle” in new markets

- 4.17.1 There was some support for the temporary introduction of “floating car share vehicles” (not in a designated parking bay) through the consultation

Response:

- 4.17.2 It is proposed to trial car share bays in a limited number of areas where car share has not previously been utilised.
- 4.17.3 This would allow an understanding of the demand for a vehicle prior to the installation of a bay in an area with limited historical demand for car share.
- 4.17.4 Changes to the Guidelines allow for a floating bay in a specified parking area for up to eight months with a review after three months.
- 4.17.5 The floating car share vehicle must adhere to existing parking restrictions within the area approved for trial.
- 4.17.6 Officers would seek community feedback prior to and during the trial and consider usage data and membership growth when deciding if there should be a permanent designated car share bay.

Other findings from consultation

Perceptions of car share

- 4.18 Approximately four in five survey respondents have previously used or are currently using a car share service.
- 4.19 Engagement activities revealed a higher proportion of non-car share users had a lower awareness and understanding of how car share works including use of technology for bookings and access. Council will continue to promote car share as a travel option that complements walking, bike ride and public transport travel and is an alternative to private car ownership.
- 4.20 The community reported a range of reasons for use of car share from long-term alternative to car ownership, to occasional access to a vehicle.
- 4.21 Respondents who use car share over private ownership cited the positive environmental impacts and economic reasons as motivation for car share membership.

Barriers to using car share

- 4.22 Several barriers to using car share were identified through the community consultation:



- Convenience - the convenience of already owning a vehicle was the main reason for not using car share for non-users. Families meeting demanding schedules have concerns regarding reliable access to a vehicle when needed. The need for pet friendly vehicles was also identified.
- Safety – issues relating to placement of vehicles in well lit, visible locations and availability of child seats were mentioned.
- Availability – needing confidence that vehicles would be available where and when they were needed.
- Cost –non car share users perceived costs as a barrier with membership fees and pay to use. However, car share members found a car share vehicle is cheaper than owning and maintaining a private vehicle.
- Knowledge of car share – lack of awareness of how car share works and how to use technology to sign up and book a vehicle were highlighted as barriers.

4.23 Feedback also identified opportunities to make car share more accessible:

- Increase proximity of car share vehicles to the home.
- Safe and accessible placement of new car share bays. Siting criteria has been updated to include factors that contribute to safety and perceptions of safety such as lighting.

Fees and charges

4.24 In determining appropriate car share bay establishment fees and annual charges the following factors have been considered:

4.24.1 Costs associated with the installation of a new on-street car share bay.

4.24.2 Administration and management costs including officer time dedicated to the expansion of the network of car share bays.

4.24.3 The impact on the community of increased costs.

4.24.4 Benchmarking with other local councils.

4.25 The Policy proposes an installation fee of \$1,500 per bay to recover all costs associated with the installation of new car share bays including lines, signage, consultation, and officer time.

4.26 Benchmarking against other LGA car share fees suggests that increasing the annual fee to \$120 per annum is an appropriate annual fee (balanced against the higher establishment fees in our City).

4.27 These fees would be reviewed annually as part of the Council Plan and Budget Fees and Charges process.

Vehicle usage targets

4.28 To ensure the best use of our limited on-street parking space, a new target of a minimum of 60 hours per month usage for established individual car share vehicles has been included in the Policy.

4.29 The utilisation rate takes into account benchmarked targets set by other Councils, operational targets set by car share providers, research on usage of privately owned vehicles and current car share utilisation rates.



- 4.30 Under the proposed Policy operators would be required to provide quarterly car share usage reports that would be treated as commercially confidential for 12 months. Using this data, Council would publish retrospective quarterly usage summaries of car share vehicles by area.
- 4.31 Where, averaged over three consecutive months, the usage of a car share space is less than 60 hours per month, Council would work with the operator to understand mitigating circumstances before considering withdrawing or reallocating the space. Operators would be provided 12 to 18 months to reach usage targets for new bays.
- 4.32 By way of comparison, the City of Sydney requires an average of 40 hours per month and average usage of private vehicles is typically less than 35 hours per month (Phillip Boyle and Associates, 2016).

5. CONSULTATION AND STAKEHOLDERS

- 5.1 The following activities were undertaken to obtain feedback from our community for 6 weeks from 23 September to 6 November 2022:
- Updating Council's Car Share webpage to direct community members to the Have your Say platform
 - Social media promotion
 - Distribution of postcards with online links to *Have Your Say* through Council offices, libraries and at other engagement activities.
 - Notification of car share consultation to Have Your Say subscribers (n=947) and through Divercity resulting in 1,111 visits to the page by 723 visitors.
 - An online Survey through Council's *Have Your Say* Platform.
 - Access to an interactive map through the *Have Your Say* Platform where respondents could suggest potential locations for future car share bays which resulted in 27 potential new locations being suggested.
 - Seven community pop-ups through our Neighbourhood Engagement Program (NEP) held in high activity areas across Port Phillip.
 - One community workshop to explore key questions in depth.
 - Car share Provider roundtable discussion with representatives from Flexicar, GoGet, PopCar and Car Next Door (now Uber Carsharing) participating.
 - Direct Outreach to engage with specific target groups identified in the GIA.
 - Direct Outreach to business owners to understand how they perceive and use car share.
 - Targeted discussions through direct outreach or intercept surveys.
 - Two Public Housing Community Conversations through the NEP at Emerald Hill Court and Park Tower, South Melbourne.
 - Engagement through and with advisory groups (Business Advisory Group, LGBTQIA+ Committee, Multicultural Advisory Committee, Older Persons Advisory Committee and Youth Advisory Committee).
- 5.2 Of the 230 people who completed the online survey 47 percent identified as a man (n=109), 44 percent identified as a woman (n=102) and 0.4 percent identified as non-binary. The remaining 7 per cent preferred not to identify a gender.



- 5.3 Respondents were between 18 to 79 years old with higher representation in the 35-49 age group (40.9 per cent), followed by 50-59 age groups (22.2 percent). Lowest representation was in the 18 to 24 and 75-79 age groups with just 0.4 per cent of respondents in both groups.
- 5.4 The inclusion of targeted direct outreach to the following groups assisted in providing a picture of community sentiment on car share and Councils Draft Policy settings (some people who participated represented multiple target groups):
- Women and gender diverse persons (n=17)
 - Parents, carers and people living with a disability (n=7)
 - Older persons (n=5)
 - Culturally and linguistically diverse persons (n=19)
 - LGBTQIA+ (n=4)
 - Young people (n=4)
 - Businesses (n =14)

How we engaged

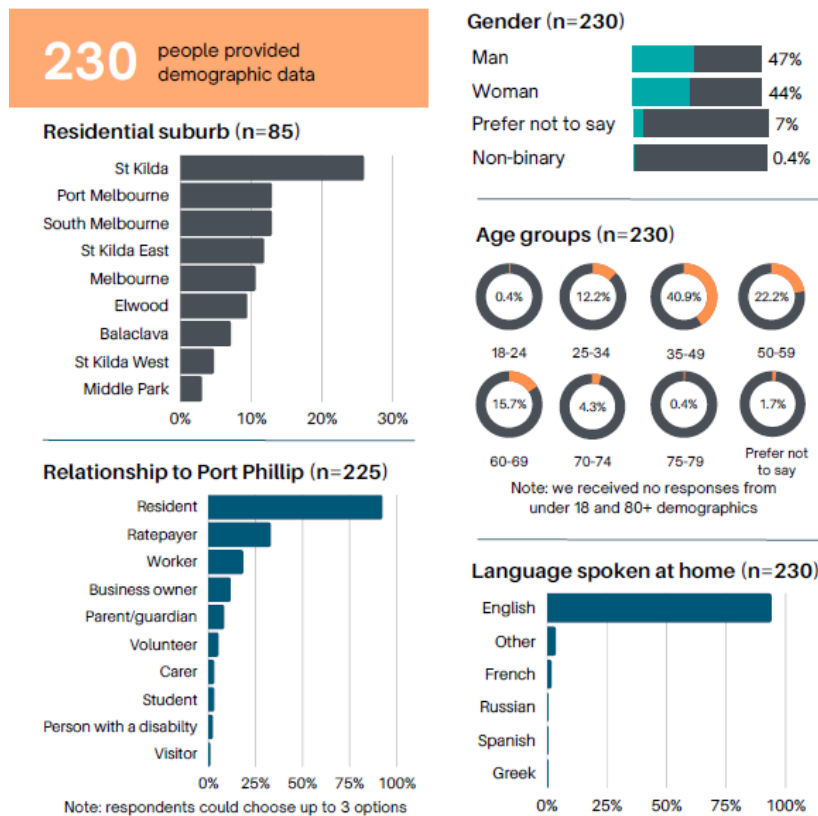
Snapshot of activities and participation





Who we heard from

A summary of the demographic data captured through the online survey is provided below.



6. LEGAL AND RISK IMPLICATIONS

- 6.1 Council undertakes a qualification process for Car Share Providers; this has been maintained in the proposed new Guidelines.
- 6.2 Council currently has licensing agreements with four providers (Flexicar, GoGet, Kinto and PopCar) to 30 June 2023. New licensing agreements to reflect any new policy settings will be implemented after that date.
- 6.3 If charges and fees for on-street car share bays are too high, there is a risk that the expansion of the network of car share vehicles would slow and increase costs for community members who are car share members.
- 6.4 Other service models including tender based were considered through an independent report on best practice for Car Share policy (see **Attachment 4**). The report supported Council's current service model of multiple operators.



7. FINANCIAL IMPACT

- 7.1 Council currently manages car share on a partial cost recovery basis while taking into account the Benefit Cost Ratio to Council and the community of \$2.43 for every \$1 spent.
- 7.2 The establishment fee for each bay seeks to recover the costs associated with the approval and management of car share bays and vehicles including signage, line marking, and consultation.
- 7.3 An annual licence fee is charged for on-street car share bays to defray the cost of officer time dedicated to the implementation of the Policy, monitoring performance and reporting.
- 7.4 Officer time has been averaged at 0.33 EFT for the oversight of the car share program.
- 7.5 For the 2023/24 financial year it is anticipated that after revenue received from Providers, Council's investment in car share will be around \$5,000 and by Year 3 or Year 4 of this Policy Council will reach cost neutrality.
- 7.6 For all new car share vehicles approved in business activity centres, officers propose a higher annual fee to be developed over 2023-2024 for inclusion in the next budget.
- 7.7 These fees would be reviewed annually as part of the Council Plan and Budget Fees and Charges process.
- 7.8 Improvements to reporting, technology and systems continue to reduce the administrative cost of car share to Council.

8. ENVIRONMENTAL IMPACT

- 8.1 Independent analysis in October 2022 for the Act and Adapt Review found that private vehicle use is responsible for 14% of our City's greenhouse gas emissions and that transport is our biggest growing emissions source. By 2040 on-road travel will make up nearly 50% of community emissions despite a reduction in absolute emissions since other sources will reduce more quickly.
- 8.2 Reduction of community greenhouse gas emissions will require having attractive sustainable transport options to achieve a shift away from private vehicles.
- 8.3 Lower emission hybrid vehicles are being incorporated into car share fleets. We anticipate that electric vehicles will be added to car share fleets as their purchase costs decrease, more electric vehicles are available, and we have clear guidelines for the installation of charging infrastructure in our City. These will be investigated through development of Council guidelines for electric vehicle charging infrastructure in 2023.

9. COMMUNITY IMPACT

- 9.1 Car share helps realise Council's strategies and plans to manage parking and congestion.
- 9.2 Changes to the provision of car share could impact the 9 percent of our community (over 10,400 adults) that are members of a car share scheme.
- 9.3 Prior to the consultation and installation of new car share bays, officers consider surrounding land use and the current usage rates of nearby car share spaces, impact on parking supply, access, visibility and security.



10. ALIGNMENT TO COUNCIL PLAN AND COUNCIL POLICY

10.1 Car Share delivers on key objectives from the “Liveable, Inclusive and Sustainable sections of the **Council Plan 2021-31**.

10.1.1 **Liveable:** A City that is a great place to live, where our community has access to high quality public spaces, development and growth are well-managed, and it is safer and easy to connect and travel within

The Plan identifies “Getting around our dense inner City of Port Phillip” is one of eight long-term challenges and the need to address issues including:

10.1.2 **Inclusive:** A City that is a place for all members of our community, where people feel supported and comfortable being themselves and expressing their identities.

Port Phillip is a place where people of all ages, backgrounds and abilities can access services and facilities that enhance health and wellbeing through universal and targeted programs that address inequities

10.1.3 **Sustainable:** A City that has a sustainable future, where our environmentally aware and active community benefits from living in a bayside city that is greener, cooler, cleaner and climate resilient.

10.2 Council’s **Move, Connect, Live Integrated Transport Strategy 2018 – 2028**, Outcome 5 recognises that – Our community benefits from new transport options and technology to move around.

The Strategy states that “Port Phillip is a national leader in the introduction of a car share policy and has successfully met early targets for car share bays. Council will continue to increase the number of car share bays across the municipality and continue to collect ongoing data to monitor usage trends across the various operators to ensure the greatest community benefit”.

It includes the following actions:

10.2.1 Action 36: continue to deliver more convenient car share locations with providers and encourage car share provision in new developments.

10.2.2 Action 37: Review the Car Share Policy 2016 to 2021

10.3 Council’s **Parking Management Policy 2020** provides a framework for the ongoing management of our existing 53,000 on-street and 4,000 Council-managed off-street spaces used for parking.

The overarching objectives are to:

10.3.1 Address the City’s existing and future growth and transport challenges.

10.3.2 Provide fairer and more reliable access to parking in all locations and at all times

It includes 2.1 Hierarchy of parking allocation of kerb space to types of parking which best reflect the needs of people in a specific street or area. It identifies Car share services having “Designated spaces for fixed-base car share vehicles, licensed by Council”



- 10.4 As set out in Section 37 of the Victorian **Road Management Act, 2004** Council is the co-ordinating road authority for municipal roads and the responsible road authority for parts of declared arterial roads not used by through traffic including parking lanes.

11. IMPLEMENTATION STRATEGY

11.1 TIMELINE

April 2023: Car Share Policy and Guidelines presented to Council for endorsement

June 2023: Revised Car Share Licence Agreements drafted and formalised

1 July 2023: New Car Share Policy comes into effect

11.2 COMMUNICATION

11.2.1 Following endorsement by Council, the Car Share Policy 2023-2028 and Guidelines will be available to the community via the Council Meeting minutes and Car Share web page on Councils' website.

Key messages

- 11.3 Attractively priced and well-managed car share schemes broaden travel options and provide cost-effective alternatives to owning, driving, and maintaining your own car.
- 11.4 Car share benefits everyone making our streets more liveable with fewer cars on the road and less local traffic making it easier to get around.
- 11.5 Car share is a transport option used by a significant proportion of our community. About 9 percent of the eligible population aged over 18 years (over 9000 people) are members a qualified car share scheme.
- 11.6 Car share helps reduce overall car ownership (freeing up residential parking spaces) and usage which reduces traffic congestion.
- 11.7 Using car share services is one of the most significant ways our residents can reduce their carbon footprint. Members typically drive half the distance that non-members drive.
- 11.8 Council is seeking to lower barriers to using car share making it more convenient for everyone.

12. OFFICER DIRECT OR INDIRECT INTEREST

- 12.1 No officers involved in the preparation of this report have any material or general interest in the matter.

ATTACHMENTS

1. [Car Share Policy 2023-2028](#)
2. [Car Share Guidelines](#)
3. [Car Share Engagement Report](#)
4. [Port Phillip Car Share Review](#)