



# SAN FRANCISCO PLANNING DEPARTMENT

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

HEARING DATE: JUNE 10, 2010

*Project Name:* Car-Share Policy  
*Case Number:* 2009.0187TU  
*Staff Contact:* Kevin Guy, Sharon Lai and Joshua Switzky  
[kevin.guy@sfgov.org](mailto:kevin.guy@sfgov.org), [sharon.lai@sfgov.org](mailto:sharon.lai@sfgov.org)  
*Reviewed by:* AnMarie Rodgers, Manager Legislative Affairs  
[anmarie.rodgers@sfgov.org](mailto:anmarie.rodgers@sfgov.org), 415-558-6395

*Recommendation:* **Initiate Ordinance to Amend Planning Code Section 166, Approve Draft Resolution, and Establish New Commission Policy**

1650 Mission St.  
Suite 400  
San Francisco,  
CA 94103-2479

Reception:  
**415.558.6378**

Fax:  
**415.558.6409**

Planning  
Information:  
**415.558.6377**

### INTRODUCTION

Our basic choices for urban transportation modes haven't changed much since the early 20<sup>th</sup> 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 ago<sup>1</sup>. 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 2002<sup>2</sup>. 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 ordinance<sup>3</sup>. 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.

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

<sup>2</sup> 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."

<sup>3</sup> 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 provides the Commission with the opportunity a) to initiate amendments to Section 166 of the Planning Code; b) articulate the Commission's policy stance on car-share and development through the proposed Planning Commission Policy Resolution, and c) to resolve current ambiguities in the Code through the attached draft Zoning Administrator Bulletin.

## **REQUIRED COMMISSION ACTIONS**

### **Initiate Amendments to Planning Code Car-share Controls:**

At the April 8, 2010 Planning Commission hearing, some Commissioners requested that the June 10, 2010 hearing be publically noticed to enable initiation of amendments to the Planning Code controls for car-share. In response, the Department has prepared a draft Ordinance that would amend Section 166. This draft Ordinance is before the Commission for consideration. If the Commission determines that the car-share controls in Section 166 should be amended, the Commission may "initiate" such changes today. Initiation does not involve a decision on the substance of the amendments; it merely begins the required 20 day notice period, after which the Commission may hold a hearing and take action on the proposed Code amendments.

### **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 extraordinary cases where transportation impacts of the specified project combined with the project location warrant additional moderation.
4. Where the Commission finds extraordinary 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 the Commission for the Commission and public to 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 the Commission for comment.

**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. The proposed resolution also initiates amendments to car-share controls articulated in Planning Code Section 166.

### **Issue 1.1 Establishing the Appropriate Requirements: Exploring Potential Amendments to Section 166**

*Discussion:* At the April 8, 2010 Commission hearing, some members of the Commission requested review of the existing requirements. Specifically, members of the Commission questioned the utility of single-car pods and requested exploring increasing the minimum requirement from one space to two spaces. Staff subsequently consulted with representatives of two car-share organizations and a local transportation policy expert, and has concluded that the existing minimum requirement for one car-share space is appropriate for several reasons. Numerous single-car pods exist within San Francisco and within other markets, demonstrating that such pods can be effectively managed by a car-share organization. It should be noted that the car-share spaces required by the Planning Code serve to address demand created by the new development, augmenting the overall network of car-share pods, and are not intended to wholly fulfill the entire neighborhood demand for car-share services. Single-car pods that are required by the Code can be effective in expanding car-sharing into new areas, establishing a foothold of basic service that can catalyze new membership in previously underserved areas.

Members of the Commission also discussed the application of nonresidential car-share requirement to additional zoning districts. At present, nonresidential developments in certain Districts are not subject to these requirements, such as the large office projects proposed within the C-3 Zoning Districts. Staff has concluded that it is appropriate to apply non-residential carshare requirements to projects in all Districts. Such spaces could be particularly beneficial to employees within office buildings or large institutions where the pods are located, to run errands or attend off-site meetings throughout the day. These requirements would typically only capture larger development projects, because they are triggered for projects that propose at least 25 off-street parking spaces for non-residential uses.

*Recommendation:* Adopt the draft Resolution and initiate amendments to Section 166 to expand non-residential requirements to all districts and to explicitly allow car-share parking wherever residential parking is permitted.

### **Issue 1.2 Establishing the Appropriate Requirements: Exploring Best Practices**

*Discussion:* San Francisco's requirement for car-share spaces is among the most rigorous when compared with other major North American cities. This report examines three case studies: Vancouver, Chicago, and Philadelphia.

Vancouver currently requires 2% of all required parking spaces for new commercial developments and residential developments seeking rezoning, to be dedicated to car-share spaces. In addition to the required spaces, Vancouver also requires a development agreement between project sponsors and car-share service providers. Recent agreements have required developers to provide a vehicle with a minimum value of \$25,000 and an additional \$10,000 paid to the car-share organization as operational costs. In return for the provision of funds and space for car-sharing, car-share organizations are expected

to enter into five year agreements to provide car-share services in the new development. Vancouver also offers an incentive for developers that provide car-share by allowing a reduction in overall parking requirements at the rate of 1 car-share space (vehicle and operational cost provided) to 5 required parking spaces. In Chicago, car-sharing is encouraged through LEED certification in Chicago. All new commercial buildings in Chicago are required to be LEED certification at a minimum, and installing car-share spaces are often encouraged as a way to achieve LEED points. Philadelphia has car-share requirements for two specific planned areas. The Central Delaware Riverfront Overlay District allows for the substitution of one auto-share space for four required parking spaces, up to a maximum reduction of 40% of the required parking spaces. The Transit Oriented Development district requires 1 car share parking space for every 100 residential units or 100,000 square feet of commercial space for all new development.

When considering on-street car-share policies, San Francisco's existing policy is not as aggressive as Vancouver and Philadelphia, where both have implemented policies to allow car-share spaces to occupy on-street spaces. These cities have identified specific areas and/or spaces that are to be designated for car-share parking. The cost to occupy the on-street spaces by car-share organizations range from a flat nominal yearly fee of \$150 per location per year in Philadelphia to market rate fees based on underground parking costs within the area.

Recommendation: Adopt the draft Resolution and 1) acknowledge that benefit of providing on-street car-share spaces can significantly improve the quality of the City's car-share program in the following ways: proliferation of spaces, increased legitimacy of car-sharing, increased perceived safety of car-share, and maximized efficiency of on-street parking spaces; and 2) urge 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.

## **Issue 2. 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 provision and requirement for car-sharing spaces within a development should encourage the delivery of new housing consistent with General Plan policies. 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 household<sup>4</sup>; (ii) vehicle miles traveled per

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<sup>4</sup> 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.

household<sup>5</sup>; 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 2.1 Replacement of Car-Share Spaces**

*Discussion:* Required car-share spaces<sup>6</sup>, 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.

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

<sup>5</sup> Ibid.

<sup>6</sup> 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.

**Issue 2.2 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 (with the notable exception of the proposed amendment to the non-residential car-share requirements) and state that the Commission would seek to increase these requirements only in extraordinary 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 extraordinary 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 extraordinary 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>		
<b>Number of Residential Units</b>	<b>Number of Required Car-share spaces</b>	<b>Guidelines for Commission-Imposed Additional Car-share Spaces When Certain Findings are Made</b>
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>		
<b>Number of Parking Spaces (Non-Residential Uses or in a Non-Accessory Parking Facility)</b>	<b>Number of Required Car-share spaces</b>	<b>Guidelines for Commission-Imposed Additional Car-share Spaces When Certain Findings are Made</b>
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 3 Encourage Citywide Network for On-Street, Car-Share Parking**

*Discussion:* The State Vehicle code was amended in 2006<sup>7</sup> to give local jurisdictions the ability to designate certain streets or portions of streets for car-share vehicle parking or rideshare<sup>8</sup> 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

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

<sup>8</sup> 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.

regional goals in mind<sup>9</sup>. 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.

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.

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<sup>9</sup> While some private and non-profit car-sharing organizations have adopted a code of ethics (established August 2008) that seeks to identify those services that are "based on public interest, whether privately operated or not, from other commercial enterprises", all local operators determine the size and location of their fleets without City guidance, other than zoning regulations.

## RECOMMENDATION

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

## OTHER CONSIDERATIONS: ENFORCEMENT

Earlier projects that have requirements for car-share parking that pre-date the establishment of the requirement in Section 166 have proved difficult to track. It now appears that monitoring of these earlier car-share requirements may not have been sufficient. The Department has identified and began working to improve several areas in an effort to improve car-share monitoring.

An inventory list of required car-share spaces has been uploaded to the car-share web page. The Department has committed to maintain and update this list on a regular basis. This inventory would allow car-share organizations to keep track of all available required car-share spaces. The Department has established new procedures at the intake of new entitlement cases. Effective immediately, required car-share spaces are be inputted into our database and updated as necessary at the end of the entitlement process. This database will automatically generate a list of the required car-share spaces regularly and staff will update the car-share webpage list accordingly.

In addition to requiring car-share spaces to be noted and labeled throughout all plans including revisions and addendums, the Department is establishing new standard conditions to be applied to projects with car-share requirements. These conditions will be recorded as Notices of Special Restrictions on properties with car-share requirements.

The Department is also working with the Department of Building Inspection to develop new protocols to add the Planning Department to the job card at building inspection. This will ensure that the project planner will be conducting an inspection on site prior to the issuance of temporary or permanent certificate of occupancy.

## PUBLIC COMMENT

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

<b>RECOMMENDATION:</b>	<b>Recommendation of Approval</b>
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### Attachments:

- Exhibit A: Draft Planning Commission Resolution: Adopting Commission Policy and Initiating Amendments to the Planning Code
- Exhibit B: Draft Ordinance Amending Planning Code Section 166
- Exhibit C: Draft Zoning Administrator Bulletin



# SAN FRANCISCO PLANNING DEPARTMENT

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## Draft Planning Commission Resolution

HEARING DATE: JUNE 10, 2010

1650 Mission St.  
Suite 400  
San Francisco,  
CA 94103-2479

Reception:  
**415.558.6378**

Fax:  
**415.558.6409**

Planning  
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*Project Name:* **Car-Share Policy**  
*Case Number:* 2009.0187  
*Staff Contact:* Kevin Guy, Sharon Lai and Joshua Switzky  
[kevin.guy@sfgov.org](mailto:kevin.guy@sfgov.org), [sharon.lai@sfgov.org](mailto:sharon.lai@sfgov.org)  
*Reviewed by:* AnMarie Rodgers, Manager Legislative Affairs  
[anmarie.rodgers@sfgov.org](mailto:anmarie.rodgers@sfgov.org), 415-558-6395

*Recommendation:* **Approve Resolution Establishing Commission Policy Regarding Car-Share and Intent to Initiate Amendments to the Planning Code**

**INITIATING COMMISSION-SPONSORED AMENDMENTS TO PLANNING CODE SECTION 166; 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; STATING THE COMMISSION'S DESIRE TO EXPLORE A CITYWIDE SYSTEM FOR ON-STREET CAR-SHARE PARKING NETWORK; AND MAKING 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, on June 10, 2010, the 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 establish Commission policy and that pursuant to Planning Code Section 302(b), the Commission adopts a resolution of intent to initiate amendments to the Planning Code.

**AND BE IT FURTHER RESOLVED**, That pursuant to Planning Code Section 306.3, the Planning Commission authorizes the Department to provide appropriate notice for a public hearing to consider the above referenced Planning Code amendments contained in the draft Ordinance, approved as to form by the City Attorney in **Exhibit C**, to be considered at a publicly noticed hearing on or after July 1, 2010.

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

3. **The Commission recognizes the appropriateness of the existing requirements and affirms that the Commission will seek to increase these requirements only in extraordinary 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 extraordinary 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 extraordinary circumstances are found.

4. Where the Commission finds extraordinary 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>		
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

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 2006<sup>1</sup> to give local jurisdictions the ability to designate certain streets or portions of streets for car-share vehicle parking or rideshare<sup>2</sup> 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

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

<sup>2</sup> 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.

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 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,"<sup>3</sup> 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.<sup>4</sup>
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.**

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

<sup>4</sup> Ibid., p. 12.

10. **General Plan Compliance.** This Resolution is consistent with the following Objectives and Policies of the General Plan:

**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 June 10, 2010.

Linda Avery  
Commission Secretary

AYES:

NAYS:

ABSENT:

ADOPTED: June 10, 2010

FILE NO.

ORDINANCE NO.

1 [Planning Code—Car-Share Controls.]  
2

3 **Ordinance amending Section 166 of the San Francisco Planning Code to permit car-**  
4 **share spaces in the same manner as residential parking and require that car-sharing**  
5 **requirements for non-residential uses apply to all zoning districts; adopting findings,**  
6 **including findings under Section 302 of the Planning Code, environmental findings and**  
7 **findings of consistency with the General Plan and the Priority Policies of Planning**  
8 **Code Section 101.1.**

9 NOTE: Additions are *single-underline italics Times New Roman*;  
10 deletions are ~~*strike-through italics Times New Roman*~~.  
11 Board amendment additions are double-underlined;  
Board amendment deletions are ~~strikethrough-normal~~.

12 Be it ordained by the People of the City and County of San Francisco:

13 Section 1. Findings.

14 A. On \_\_\_\_\_ at a duly noticed public hearing, the Planning  
15 Commission in Motion No. \_\_\_\_\_ found that the proposed Planning Code amendments  
16 were consistent with the City's General Plan and with Planning Code Section 101.1(b). In  
17 addition, the Planning Commission, in Motion No. \_\_\_\_\_, recommended that the  
18 Board of Supervisors adopt the amendments. Copies of said Motion are on file with the Clerk  
19 of the Board of Supervisors in File No. \_\_\_\_\_ and are incorporated herein by  
20 reference. The Board finds that the proposed Planning Code amendments are consistent with  
21 the City's General Plan and with Planning Code Section 101.1(b) for the reasons set forth in  
22 said Motion.

23 B. Pursuant to Planning Code Section 302, the Board finds that the proposed  
24 Planning Code Amendments will serve the public necessity, convenience and welfare for the  
25

1 reasons set forth in Planning Commission Motion No. \_\_\_\_\_, which reasons are  
2 incorporated herein by reference as though fully set forth.

3 C. Environmental Findings. The Planning Department has determined that the  
4 actions contemplated in this Ordinance are in compliance with the California Environmental  
5 Quality Act (California Public Resources Code section 21000 et seq.). Said determination is  
6 on file with the Clerk of the Board of Supervisors in File No. \_\_\_\_\_ and is  
7 incorporated herein by reference.

8 D. General Findings.

9 (1) The City's basic choices for urban transportation modes have not changed  
10 substantially since the early 20th Century: public transit, walking, biking, and the single-owner  
11 automobile. The newest option, car-share, is not a technological innovation but is a new way  
12 to use cars.

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

17 (3) The City is still learning about how to best implement car-share and about how  
18 car-share relates to other policy goals.

19 (4) Accordingly, the Planning Commission and this Board seek to refine  
20 implementation of car-share controls in San Francisco by adopting the following amendments  
21 to the City's car-sharing requirements.

22  
23 Section 2. The San Francisco Planning Code is hereby amended by amending  
24 Section 166, to read as follows:  
25

1           (a) Findings. The Board hereby finds and declares as follows: One of the  
2 challenges posed by new development is the increased number of privately-owned  
3 automobiles it brings to San Francisco's congested neighborhoods. Growth in the number of  
4 privately-owned automobiles increases demands on the City's limited parking supply and  
5 often contributes to increased traffic congestion, transit delays, pollution and noise. Car-  
6 sharing can mitigate the negative impacts of new development by reducing the rate of  
7 individual car-ownership per household, the average number of vehicle miles driven per  
8 household and the total amount of automobile-generated pollution per household.  
9 Accordingly, car-sharing services should be supported through the Planning Code when a  
10 car-sharing organization can demonstrate that it reduces: (i) the number of individually-owned  
11 automobiles per household; (ii) vehicle miles traveled per household; and (iii) vehicle  
12 emissions generated per household.

13           (b) Definitions. For purposes of this Code, the following definitions shall apply:

14           (1) A "car-share service" is a mobility enhancement service that provides an  
15 integrated citywide network of neighborhood-based motor vehicles available only to members  
16 by reservation on an hourly basis, or in smaller intervals, and at variable rates. Car-sharing is  
17 designed to complement existing transit and bicycle transportation systems by providing a  
18 practical alternative to private motor vehicle ownership, with the goal of reducing over-  
19 dependency on individually owned motor vehicles. Car\_share vehicles must be located at  
20 unstaffed, self-service locations (other than any incidental garage valet service), and generally  
21 be available for pick-up by members 24 hours per day. A car\_share service shall provide  
22 automobile insurance for its members when using car\_share vehicles and shall assume  
23 responsibility for maintaining car\_share vehicles.

24           (2) A "certified car-share organization" is any public or private entity that provides a  
25 membership-based car-share service to the public and manages, maintains and insures motor

1 vehicles for shared use by individual and group members. To qualify as a certified car-share  
2 organization, a car-share organization shall submit a written report prepared by an  
3 independent third party academic institution or transportation consulting firm that clearly  
4 demonstrates, based on a statistically significant analysis of quantitative data, that such car-  
5 sharing service has achieved two or more of the following environmental performance goals in  
6 any market where they have operated for at least two years: (i) lower household automobile  
7 ownership among members than the market area's general population; (ii) lower annual  
8 vehicle miles traveled per member household than the market area's general population; (iii)  
9 lower annual vehicle emissions per member household than the market area's general  
10 population; and (iv) higher rates of transit usage, walking, bicycling and other non-automobile  
11 modes of transportation usage for commute trips among members than the market area's  
12 general population. This report shall be called a Car-sharing Certification Study and shall be  
13 reviewed by Planning Department staff for accuracy and made available to the public upon  
14 request. The Zoning Administrator shall only approve certification of a car-share organization  
15 if the Planning Department concludes that the Certification Study is technically accurate and  
16 clearly demonstrates that the car-share organization has achieved two or more of the above  
17 environmental performance goals during a two-year period of operation. The Zoning  
18 Administrator shall establish specific quantifiable performance thresholds, as appropriate, for  
19 each of the three environmental performance goals set forth in this subsection.

20 (3) The Planning Department shall maintain a list of certified car-share  
21 organizations that the Zoning Administrator has determined satisfy the minimum  
22 environmental performance criteria set forth in subsection 166(b)(2) above. Any car-share  
23 organization seeking to benefit from any of the provisions of this Code must be listed as a  
24 certified car-share organization.

1 (4) An "off-street car-share parking space" is any parking space generally  
2 complying with the standards set forth for the district in which it is located and dedicated for  
3 current or future use by any car\_share organization through a deed restriction, condition of  
4 approval or license agreement. Such deed restriction, condition of approval or license  
5 agreement must grant priority use to any certified car-share organization that can make use of  
6 the space, although such spaces may be occupied by other vehicles so long as no certified  
7 car-share organization can make use of the dedicated car-share spaces. Any off-street car-  
8 share parking space provided under this Section must be provided as an independently  
9 accessible parking space. In new parking facilities that do not provide any independently  
10 accessible spaces other than those spaces required for disabled parking, off-street car-share  
11 parking may be provided on vehicle lifts so long as the parking space is easily accessible on a  
12 self-service basis 24 hours per day to members of the certified car-share organization.  
13 Property owners may enact reasonable security measures to ensure such 24-hour access  
14 does not jeopardize the safety and security of the larger parking facility where the car-share  
15 parking space is located so long as such security measures do not prevent practical and  
16 ready access to the off-street car-share parking spaces.

17 (5) A "car-share vehicle" is a vehicle provided by a certified car\_share organization  
18 for the purpose of providing a car\_share-service.

19 (6) A "property owner" refers to the owner of a property at the time of project  
20 approval and its successors and assigns.

21 (c) Car-share spaces shall be generally permitted in the same manner as residential  
22 parking. All residential spaces may be voluntarily converted to car-share spaces.

23 (d) Requirements for Provision of Car-Share Parking Spaces.

24 (1) In newly constructed buildings containing residential uses or existing buildings  
25 being converted to residential uses, if parking is provided, car-share parking spaces shall be

1 provided in the amount specified in Table 166. In newly constructed buildings ~~in NCT, MU G,~~  
2 ~~MU R, MU O, UMU, DTR, and SPD Districts or the Van Ness and Market Downtown Residential~~  
3 ~~Special Use District~~ containing parking for non-residential uses, including non-accessory  
4 parking in a garage or lot, car-share parking spaces shall be provided in the amount specified  
5 in Table 166.

6 Table 166 REQUIRED CAR-SHARE PARKING SPACES

8 <b>Number of</b>	<b>Number of Required</b>
9 <b>Residential Units</b>	<b>Car-Share</b>
	<b>Parking Spaces</b>
11 0—49	0
12 50—200	1
13 201 or more	2, plus 1 for every 200 dwelling units 14 over 200
16 <b>Number of Parking Spaces Provided</b>	<b>Number of Required Car-share</b>
17 <b>for Non-Residential Uses or in a Non-</b>	<b>Parking Spaces</b>
18 <b>Accessory Parking Facility</b>	
19 0—24	0
20 25—49	1
21 50 or more	1, plus 1 for every 50 parking spaces 22 over 50

1           (2) The required car-share spaces shall be made available, at no cost, to a certified  
2 car-share organization for purposes of providing car-share services for its car-share service  
3 subscribers. At the election of the property owner, the car-share spaces may be provided (i)  
4 on the building site, (ii) on another off-street site within 800 feet of the building site.

5           (3) Off-Street Spaces. If the car-share space or spaces are located on the building  
6 site or another off-street site:

7           (A) The parking areas of the building shall be designed in a manner that will make  
8 the car-share parking spaces accessible to non-resident subscribers from outside the building  
9 as well as building residents;

10           (B) Prior to Planning Department approval of the first building or site permit for a  
11 building subject to the car-share requirement, a Notice of Special Restriction on the property  
12 shall be recorded indicating the nature of requirements of this Section and identifying the  
13 minimum number and location of the required car-share parking spaces. The form of the  
14 notice and the location or locations of the car-share parking spaces shall be approved by the  
15 Planning Department;

16           (C) All required car-share parking spaces shall be constructed and provided at no  
17 cost concurrently with the construction and sale of units; and

18           (D) if it is demonstrated to the satisfaction of the Planning Department that no  
19 certified car-share organization can make use of the dedicated car-share parking spaces, the  
20 spaces may be occupied by non-car-share vehicles; provided, however, that upon ninety (90)  
21 days of advance written notice to the property owner from a certified car-sharing organization,  
22 the property owner shall terminate any non car-sharing leases for such spaces and shall  
23 make the spaces available to the car-share organization for its use of such spaces.

24           ~~(d)~~(e) Provision of a required car-share parking space shall satisfy or may substitute for  
25 any required residential parking; however, such space shall not be counted against the maximum

1 number of parking spaces allowed by this Code as a principal use, an accessory use, or a  
2 conditional use.

3 ~~(e)(1)~~ The Planning Department shall maintain a publicly-accessible list, updated  
4 quarterly, of all projects approved with required off-street car\_share parking spaces. The list  
5 shall contain the Assessor's Block and Lot number, address, number of required off-street  
6 car\_share parking spaces, project sponsor or property owner contact information and other  
7 pertinent information as determined by the Zoning Administrator.


8

9 APPROVED AS TO FORM:  
10 DENNIS J. HERRERA, City Attorney

11

12

By:

  
\_\_\_\_\_  
Marlena G. Byrne  
Deputy City Attorney

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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.<sup>1</sup>

### 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

<sup>1</sup> 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:**  
Call or visit the San Francisco Planning Department

**Central Reception**  
1650 Mission Street, Suite 400  
San Francisco CA 94103-2479

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.*