

ORDINANCE No. 120535

COUNCIL BILL No. 113817

Law

The City of

AN ORDINANCE relating to land use and zoning, adding a new subsection to SMC 23.54.020 to allow required accessory parking spaces to be leased to City-recognized car-sharing programs.

Honorable President:

Your Committee on _____

to which was referred the within Council Bill, report that we have considered the same and

9/13/01 Pass 3-0 (1)

9-24-01 Hold 1

COMPTROLLER FILE No. _____

Introduced: <u>SEP - 4 2001</u>	By: <u>NICASTRO</u>
Referred: <u>SEP - 4 2001</u>	To: <u>Landlord/Tenant & Land Use Committee</u>
Referred:	To:
Referred:	To:
Reported: <u>9-24-01</u>	Second Reading:
Third Reading: <u>9-24-01</u>	Signed: <u>9-24-01</u>
Presented to Mayor: <u>9-25-01</u>	Approved: <u>9/28/01</u>
Returned to City Clerk: <u>10/2/01</u>	Published: <u>full app.</u>
Vetoed by Mayor:	Veto Published:
Passed over Veto:	Veto Sustained:

V

Law Department

John A
NICASTRO

The City of Seattle--Legislative Department

Date Reported
and Adopted

REPORT OF COMMITTEE

President:

Committee on _____

was referred the within Council Bill No. _____

that we have considered the same and respectfully recommend that the same:

2/6/01 Pass 3-0 (UN, MP, RS)

4-01 Hold 1 week 9-0

John A. Nicastro
Chair
2/6/01

Committee Chair

ORDINANCE 120535

1
2 AN ORDINANCE relating to land use and zoning, adding a new subsection to
3 SMC 23.54.020 to allow required accessory parking spaces to be leased to City-
4 recognized car-sharing programs.

5 WHEREAS, the City of Seattle and King County seek to expand the transportation
6 alternatives of citizens who choose not to own cars by sponsoring car-sharing
7 programs, such as Flexcar, which assist the City in meeting goals to reduce the
8 number of privately owned vehicles; and

9 WHEREAS, the impact of allowing accessory parking to be leased to City-recognized car-
10 sharing programs will be offset by the reduction in car ownership that such programs
11 make possible; and

12 WHEREAS, City-recognized car-sharing programs such as Flexcar rely on efficient
13 dispersion of their vehicle stations to be within walking distance of their members
14 who use the vehicle, thus ensuring against high concentrations of accessory parking
15 spaces leased to car-sharing programs; and

16 WHEREAS, the City's adopted Transportation Strategic Plan recommends developing on-
17 street and off-street parking options for car-sharing vehicles;

18 NOW THEREFORE,

19 BE IT ORDAINED BY THE CITY OF SEATTLE AS FOLLOWS:

20 Section 1. A new subsection J is added to Section 23.54.020 of the Seattle
21 Municipal Code, which Section was last amended by Ordinance 119239, to read as follows:

22 **23.54.020 Parking quantity exceptions.**

23 * * *

24 J. Parking for City-recognized car-sharing programs. One (1) space or up to
25 five (5) percent of the total number of spaces, whichever is greater, may be used to provide
26 parking for vehicles operated by a City-recognized car-sharing program. The number of
27 required accessory parking spaces will be reduced by one (1) space for every parking space
28 leased by a City-recognized car-sharing program.

29 * * *

30 Section 2. This ordinance shall take effect and be in force thirty (30) days
31 from and after its approval by the Mayor, but if not approved and returned by the



MET
Parking-Car Sharing
6/15/2001 10 a.m.

1 Mayor within ten (10) days after presentation, it shall take effect as provided by
2 Municipal Code Section 1.04.020.

3 Passed by the City Council the ____ day of _____, 2001, and signed by me
4 in open session in authentication of its passage this ____ day of
5 _____, 2001.

6 _____
7 President of the City Council

8 Approved by me this 28th day of SEPTEMBER, 2001.

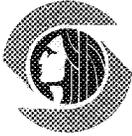
9 _____
10 Paul Schell, Mayor

11 Filed by me this 2nd day of October, 2001.

12 _____
13 City Clerk

14 (SEAL)
15





City of Seattle

Paul Scheil, Mayor

Department of Design, Construction and Land Use
R. F. Krochalis, Director

MEMORANDUM

TO: City Council President Margaret Pageler
via Margaret Klockars, Law Department

FROM: Rick Krochalis, Director *RMS ke vk*

DATE: August 14, 2001

SUBJECT: Code amendment to allow car-sharing programs to lease accessory parking spaces.

Transmittal

With this memorandum we are transmitting for City Council consideration a proposed ordinance to amend the Land Use Code to change the City's off-street parking regulations to allow City-recognized car-sharing programs to lease a limited number of accessory parking spaces, enabling cars to be dispersed for car-sharing members' convenience.

Background and Summary of Recommendations

Car-sharing has proven an innovative way to provide alternatives to car ownership and to advance alternative modes of transportation, and the City would like to support such programs. Flexcar, currently operating in Capitol Hill, First Hill, Belltown, Queen Anne, Fremont, the University District, and Downtown Seattle, offers its members access to vehicles parked close to their homes or workplaces and helps make not owning a car more viable in urban neighborhoods.

The Land Use Code, however, is based on conventional assumptions about individual car ownership that do not apply to car-sharing programs. It prohibits the leasing of accessory parking spaces (spaces that are required in proportion to presumed parking demand generated by the principal use). The proposed changes will allow car-sharing programs to operate in Seattle without being subject to regulations intended for the individually owned vehicle.



SEPA

DCLU has conducted environmental review on this proposal and issued a Determination of Non-Significance (no environmental impact statement required) on August 9, 2001. The appeal period will end on August 30, 2001.

Non-Financial Legislation

The proposed legislation has no financial implications.

If you have any questions about the proposed legislation, please contact Mark Troxel by email at mark.troxel@ci.seattle.wa.us or by phone at 206-615-1739.

Attachments:

Director's Report and Recommendation
Proposed Ordinance Amending the Land Use Code
SEPA Checklist
Analysis and Decision of the Director



DIRECTOR'S REPORT AND RECOMMENDATION

LAND USE CODE AMENDMENTS IMPLEMENTING CAR-SHARING PROVISIONS

June 18, 2001

SUMMARY

The Department of Design, Construction and Land Use (DCLU) and the Strategic Planning Office (SPO) explored possible Land Use Code amendments that would support City-recognized car-sharing programs (see Appendix C), and help reduce Seattle's reliance on the automobile. The proposed amendment will allow a limited number of accessory parking spaces in existing and future residential developments to be leased to City-recognized car-sharing operators, for use as car-sharing stations. Leasing parking spaces to car-sharing operators will require adding the following new section to SMC 23.54.020:

New SMC 23.54.020 J:

One (1) space or up to five (5) percent of the total number of spaces, whichever is greater, may be used to provide parking for vehicles operated by a City-recognized car-sharing program. The minimum number of required accessory parking spaces will be reduced by one (1) space for every parking space used by a City-recognized car-sharing program.

BACKGROUND

Car sharing is a relatively new concept in North America and has been operating in Seattle as Flexcar since January 2000. Flexcar members share access to vehicles parked close to their homes or offices, and pay an initiation fee plus additional fees based on hours and/or mileage. Flexcar is currently operating in Capitol Hill, First Hill, Belltown, Queen Anne, Fremont, the University District, and Downtown Seattle with over 1,300 members and 42 vehicles, including a pick-up truck. Flexcar has an extensive marketing program to develop membership (see, e.g., www.flexcar.com).

Car-sharing programs advance several City goals by

- broadening transportation and mobility choices,
- helping reduce dependency on the privately owned car, and
- raising awareness about the high costs of car ownership.

The Comprehensive Plan and Transportation Strategic Plan contain policies and strategies that support reducing automobile dependence generally and support the development of a car-sharing program in Seattle specifically. A brief summary of the City's existing regulations and policies that relate to car sharing is provided in Appendix A. Links to recent media articles on Flexcar are included in Appendix B.

The Land Use Code is based on conventional assumptions about car ownership that do not apply to car-sharing programs. It prohibits the leasing of accessory parking spaces (spaces that are



required in proportion to the presumed parking demand generated by the principal use). DCLU and SPO have proposed changes to the City's off-street parking regulations that will allow City-recognized car-sharing programs to lease accessory parking spaces, enabling them to disperse their fleet for members' convenience. Seattle Transportation is currently working with Flexcar to identify and fund off-street parking (in public parking lots) as well as to designate on-street parking for car-sharing vehicles where appropriate. These changes will allow car-sharing programs to operate in Seattle without being subject to regulations intended for the individually owned vehicle.

ANALYSIS

Staff reviewed the Land Use Code's off-street parking regulations that prohibit siting car-sharing vehicles in residential buildings. The basis for prohibiting the leasing of accessory spaces is to prevent the leasing to commuters or to commercial fleet vehicles of spaces that were required under the Land Use Code to mitigate transportation impacts generated by the residential development. Ideally, car-sharing operators would be allowed to lease only nonrequired accessory parking spaces. Nonrequired spaces means those surplus spaces that are not required for the residential use by the Land Use Code. A review of City records, however, revealed that such nonrequired spaces are rare, especially in dense neighborhoods with high levels of transit service where car-sharing programs would be most effective. Staff then analyzed the likely impacts of allowing Code-required spaces to be leased to car-sharing programs, on the assumption that (i) a car-sharing program may reduce, or limit the increase in, the number of privately owned cars in its operating area and (ii) a building's tenants' parking needs will take precedence over the needs of a car-sharing program when the property owner decides whether to lease spaces to a car-sharing program.

Car sharing should help reduce the number of privately owned automobiles in its operating area.

While Flexcar is a relatively new operation, there are car-sharing programs in other cities that we can look to for data. After its first year of operation, Carsharing Portland reported that 26 percent of its members sold their vehicles and 53 percent avoided purchase of a second vehicle after joining the program. Approximately 41 percent owned a vehicle at the time they joined. Members also report being more aware of their transportation costs and changed their habits by planning vehicle use more carefully and linking trips that might formerly have been made separately.

European and Canadian cities with car-sharing programs report that their programs had led to 50 percent reductions in the amount of single-occupancy vehicle trips made by car-sharing members. It is important to note, however, that existing land use and transportation conditions in these countries favor car sharing more than in Seattle neighborhoods.

Based on this data, staff considered whether a reduction in the amount of required parking would be warranted for buildings that agreed to participate in a City-recognized car-sharing program. The useful life of a residential project, and thereby the transportation impacts, can last for decades, and staff determined that car-sharing programs were too new to justify such reductions.

Participation in a car-sharing program can be part of a Transportation Management Program when Master Use Permit conditions require such programmatic efforts to reduce transportation impacts.

It is anticipated that the current tenants' parking needs will take precedence when property owner considers whether to lease spaces to a car-sharing program.

Flexcar envisions dispersing car-sharing stations around a neighborhood to reach the most potential members at the greatest possible convenience. Consequently, it is unlikely that any multifamily development would contain more than one or a few car-sharing vehicles. Building owners or managers would rent out parking spaces not in use by current residential tenants, even if those spaces are required for tenants' use under the Land Use Code, because not all of the tenants in the building may own cars. If, however, a property owner decides to lease a space to a car-sharing program and that space was needed by one of his or her tenants, then one additional car will be seeking on-street parking in the surrounding neighborhood. The property owner in that case reduces the value of the unit they have leased to that tenant, and risks having that tenant seek to live elsewhere. If the car ownership patterns shown in Portland hold true for Seattle, the additional car seeking on-street parking should be more than offset by the reduced car ownership in the neighborhood.

Using existing accessory parking for car-sharing vehicles is not expected to result in significant on-street parking impacts.

Neighborhoods in which Flexcar operates were selected based on existing conditions that support viable alternatives to car ownership – mixed use/pedestrian-oriented development, transit frequency, lower car ownership rates, and proximity to downtown and/or employment centers. Car-sharing programs like Flexcar are one element among several that make not owning a car an attractive option for Seattle residents. An extensive evaluation process of the Flexcar program is planned in 2002, after the program has had two years to develop.

CONCLUSIONS AND RECOMMENDATION

Staff recommends adding a new subsection J to the Land Use Code at SMC 23.54.020 to allow car-sharing programs such as Flexcar to rent parking spaces in existing residential developments, up to one space or five percent of the total number of spaces, whichever is greater. The proposed amendment will further City goals for decreasing reliance on the single-occupant vehicle without causing significant impacts to on-street parking supply in neighborhoods with car sharing. Once car-sharing programs such as Flexcar are firmly established, DCLU will revisit whether participation warrants a corresponding reduction in the parking requirements for new developments that include them.

Attachments:

- Appendix A: Applicable Regulations and Policies
- Appendix B: Recent Media Articles on Flexcar and Car Sharing
- Appendix C: Information on Car Sharing



APPENDIX A: Applicable Regulations and Policies

Existing Land Use Code Regulations

The Land Use Code does not currently allow parking quantity reductions for residential uses based on their proximity to high capacity transit. Several are permitted for nonresidential uses in commercial zones as follows:

- A reduction in required parking for non-residential uses up to 20 percent, when the use is located within 800 feet of a street with midday transit service headways of 15 minutes or less in each direction. Similar reductions are permitted for nonresidential uses located in industrial zones.
- *New or expanding administrative offices or manufacturing uses* that require 40 or more parking spaces are also permitted a reduction in required parking up to 40 percent by the substitution of alternative transportation programs, according to the following provisions:
 1. For every certified carpool space accompanied by a cash fee, performance bond or alternative guarantee acceptable to the Director, the total parking requirement may be reduced by 1 and 9/10 spaces, up to a maximum of 40 percent of the parking requirement.
 2. For every certified vanpool purchased or leased by the applicant for employee use, or equivalent cash fee for purchase of a van by the public ridesharing agency, the total parking requirement may be reduced by six spaces, up to a maximum of 20 percent of the parking requirement.
 3. If transit or transportation passes are provided with a 50 percent or greater cost reduction to all employees in a proposed structure for the duration of the business establishment(s) within it, or five years, whichever is less, and if transit service is located within 800 feet, the parking requirement may be reduced by 10 percent. With a 25 to 49 percent cost reduction, and if transit service is located within 800 feet, the parking requirement may be reduced by 5 percent.
 4. For every four covered bicycle parking spaces provided, the total parking requirement shall be reduced by one space, up to a maximum of 5 percent of the parking requirement, provided that there is access to an arterial over improved streets.

Principal use parking is not a permitted use in multifamily and NC1 zones. Accessory parking for residential uses is reserved for its tenants and may not be leased out to outside parties, including administrators of car-sharing programs. This provision prevents car-sharing administrators from renting parking spaces in multifamily uses that would serve as a car-sharing station.

Existing Policies

The following adopted City policies form a basis of support for car-sharing programs:

Related Transportation Strategic Plan Goals and Policies

The City's adopted Transportation Strategic Plan offers the following policy direction in support for code changes:

- Strategy P1.2, Increase Flexibility to Respond to Specific Location Conditions. Car sharing is identified as a condition that may justify reductions in parking for some residential uses.
- Strategy DM1, Encourage Car Sharing. Action 2 recommends that the city develop on-street and off-street parking options for car-sharing vehicles.

Related Comprehensive Plan Goals and Policies

The following is a list of related goals and policies adopted in the Seattle Comprehensive Plan:

- G5: Provide a range of viable transportation alternatives, including transit, bicycling, and walking.
- G6/G16: Reduce the use of the car over time, particularly for commute trips.
- T2: Seek, recognize, and reward energy-efficient modes of transportation.

Related Land Use Code Policies

Multifamily Land Use Policy 8, Quantity of Required Off-Street Parking:

“Off-street parking shall be required for new housing developments. In establishing the parking ratio, a balance shall be sought between the need for new developments to meet approximate parking demand on site . . . against the countervailing need to minimize the costs of housing associated with required off-street parking, *and to recognize the City's energy policies which encourage the use of public transit and discourage the use of automobiles.*” (Emphasis added.)



APPENDIX B: Recent Media Articles About Flexcar and Car Sharing

Puget Sound Business Journal

<http://seattle.bcentral.com/seattle/stories/2001/04/23/story5.html>

University Week

http://depts.washington.edu/uweek/archives/2001.04.APR_12/article2.html

Christian Science Monitor

<http://www.csmonitor.com/durable/2000/09/11/p16s1.htm>

Seattle Times

<http://archives.seattletimes.nwsource.com/cgi-bin/texis/web/vortex/display?slug=flex20m&date=20000620&query=flexcar>

APPENDIX C: Information on Car Sharing

1. WHAT IS CAR SHARING?

Car sharing is a relatively new and innovative transportation concept in North America. It allows a group of individuals to share access to vehicles that are parked close to their homes or offices. Car sharing allows individuals and businesses to have the benefits of auto use without the high fixed costs of auto ownership. Car sharing is ideal for people who need a vehicle only occasionally (i.e., people who drive less than 8,000 - 10,000 miles a year). Car sharing affords its members the benefits of auto ownership, without the high costs or hassles.

Car-sharing programs have been operating successfully in several European countries such as Switzerland and Germany and in several Canadian cities including Quebec, Montreal, Victoria, and Vancouver, for the past few years. In February 1998, car sharing was launched in Portland, Oregon.

2. CAR SHARING IN SEATTLE

Flexcar is a unique public/private partnership King County Metro and the City of Seattle, designed to operate in Seattle neighborhoods.

3. HOW DOES SEATTLE'S FLEXCAR PROGRAM WORK?

Flexcar members must be aged 21 years or older, and have a valid driver's license and a good driving record. Members pay a \$25 application fee. To reserve a car, members call a 24-hour reservation line. Cars are available on a first-come, first-served basis.

There are two membership rates. In addition to the application fee, members pay \$3.50 an hour and 90 cents per mile to use a car. Each member is given a door key, while the ignition key is tucked away in a combination lockbox in the car.

Members agree in a contract to return the car on time, or pay a \$20 fee plus cab fare for the person left without wheels.

4. GOALS OF CAR SHARING

The benefits of car sharing include:

- Support for King County's "Smart Growth" initiative;
- Saving money for its members compared to the high costs of owning a vehicle (car payments, insurance, repairs, parking, registration, cleaning, etc.);
- Support for transit ridership;
- Environmental benefits resulting from reduction in the number of privately owned vehicles on the road (e.g., reduced air emissions and traffic congestion);



- Reduction in parking congestion in neighborhoods where on-street parking utilization is at capacity;
- Support to address common neighborhood goals; and
- Support for transit-oriented developments throughout King County and for a wider range of transportation options.

5. CURRENT CHALLENGES

The Flexcar program will confront the following challenges:

- Start-up user expenses appear high to some consumers because many car-ownership costs are partially transparent. Membership costs include an initiation fee, monthly dues, and per-use fees.
- Insurance for the program has been hard to arrange, resulting in the 21-and-over age requirement, although there is likely to be a high demand for this service on college campuses.
- Opportunities to connect the program to the regional network of transportation options will remain limited until the program grows. Eventually, the program could market membership in conjunction with mass-transit passes, encouraging people to take the bus and borrow a car when they need one, as a comprehensive alternative to car ownership.

STATE OF WASHINGTON – KING COUNTY

--SS.

136903
City of Seattle, Clerk's Office

No. ORDINANCE IN FULL

Affidavit of Publication

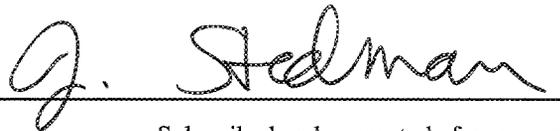
The undersigned, on oath states that he is an authorized representative of The Daily Journal of Commerce, a daily newspaper, which newspaper is a legal newspaper of general circulation and it is now and has been for more than six months prior to the date of publication hereinafter referred to, published in the English language continuously as a daily newspaper in Seattle, King County, Washington, and it is now and during all of said time was printed in an office maintained at the aforesaid place of publication of this newspaper. The Daily Journal of Commerce was on the 12th day of June, 1941, approved as a legal newspaper by the Superior Court of King County.

The notice in the exact form annexed, was published in regular issues of The Daily Journal of Commerce, which was regularly distributed to its subscribers during the below stated period. The annexed notice, a

CT:120535 ORD. IN FULL

was published on

10/10/01

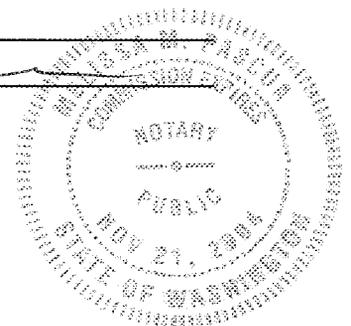


Subscribed and sworn to before me on

10/10/01


Notary public for the State of Washington,
residing in Seattle

Affidavit of Publication



State of Washington, King County

City of Seattle

ORDINANCE 120535

AN ORDINANCE relating to land use and zoning, adding a new subsection to SMC 23.54.020 to allow required accessory parking spaces to be leased to City-recognized car-sharing programs.

WHEREAS, the City of Seattle and King County seek to expand the transportation alternatives of citizens who choose not to own cars by sponsoring car-sharing programs, such as Flexcar, which assist the City in meeting goals to reduce the number of privately owned vehicles; and

WHEREAS, the impact of allowing accessory parking to be leased to City-recognized car-sharing programs will be offset by the reduction in car ownership that such programs make possible; and

WHEREAS, City-recognized car-sharing programs such as Flexcar rely on efficient dispersion of their vehicle stations to be within walking distance of their members who use the vehicle, thus ensuring against high concentrations of accessory parking spaces leased to car-sharing programs; and

WHEREAS, the City's adopted Transportation Strategic Plan recommends developing on-street and off-street parking options for car-sharing vehicles;

NOW THEREFORE,

BE IT ORDAINED BY THE CITY OF SEATTLE AS FOLLOWS:

SECTION 1. A new subsection J is added to Section 23.54.020 of the Seattle Municipal Code, which Section was last amended by Ordinance 119239, to read as follows:

23.54.020 PARKING QUANTITY EXCEPTIONS.

J. Parking for City-recognized car-sharing programs. One (1) space or up to five (5) percent of the total number of spaces, whichever is greater, may be used to provide parking for vehicles operated by a City-recognized car-sharing program. The number of required accessory parking spaces will be reduced by one (1) space for every parking space leased by a City-recognized car-sharing program.

SECTION 2. This ordinance shall take effect and be in force thirty (30) days from and after its approval by the Mayor, but if not approved and returned by the Mayor within ten (10) days after presentation, it shall take effect as provided by Municipal Code Section 1.04.020.

Passed by the City Council the . . . day of . . . , 2001, and signed by me in open session in authentication of its passage this . . . day of . . . , 2001.

MARGARET PAGELER,

President of the City Council.

Approved by me this 29th day of September, 2001.

PAUL SCHELL,

Mayor.

Filed by me this 2nd day of October, 2001.

(Seal) JUDITH E. PIPPIN,

City Clerk.

Publication ordered by JUDITH PIPPIN, City Clerk.

Date of official publication in Daily Journal of Commerce, Seattle, October 18, 2001. 10/10(136903C)