

Executive Summary

Measure description and implementation process:

Membership based car sharing organisations (known as ‘car clubs’ in the UK) provide pay-as-you-go access to vehicles. They have developed in recent years as a sustainable transport mode which encourages walking, cycling and the use of public transport, whilst giving users access to a car for journeys where this is the most suitable means of transport. Importantly, the journeys by other modes are trips that non-car club members may be more likely to make through personal car use, with associated consequences for congestion and the environment.

However, car clubs are largely confined to more densely populated and affluent areas, as is the case in Brighton & Hove. It was planned that, through its participation in CIVITAS ARCHIMEDES, Brighton & Hove City Council (BHCC) would expand the existing scheme to more socially disadvantaged and less densely populated locations.

Whilst significant efforts were made to progress this project, insurmountable barriers were encountered and the project was formally cancelled.

Evaluation approach

This measure was abandoned so the evaluation has been qualitative and focused on the lessons learnt.

Lessons learned

Work in Brighton & Hove has shown that financial viability, negatively affected by lower density locations, is the fundamental barrier to delivering car clubs in less densely populated areas with the following being key contributors to this situation:

- More readily available parking reduces the incentive to join a car club.
- Car club vehicles require approximately 40 members to be financially sustainable. In less densely populated areas this requires a larger geographic area which is problematic as the convenience of a readily available vehicle parked close by is key to attracting members.
- There remains considerable scope for expansion within the core market areas of car clubs and for them to contribute to a sustainable transport system in this manner. Therefore, there is limited incentive for commercial operators to take the risks that would be associated with the areas this project was targeting.

Although efforts to pursue alternative options in Brighton & Hove proved to be unsuccessful, the following have been identified as potential solutions to the difficulty of establishing car clubs in areas of lower population density:

- To forge partnerships with local businesses and employers in order to increase the potential membership base.
- To start any expansion with locations bordering areas of high and lower population density.

A Introduction

A1 Objectives and Target Groups

A1.1 Objectives

The measure objectives were:

(A) High level / longer term:

- To effect more efficient use of cars in order to minimise the number of journeys by this mode.

(B) Strategic level:

- To promote and raise awareness of car clubs.

(C) Measure level:

- To research best practice in implementing car clubs in order to aid this process and identifying optimum locations for the siting of a car club.
- To develop car club provision beyond current provision in order to gain acceptance and use in less economically and socially advantaged areas.
- To initiate car club membership through working with specific community groups within the city.

A1.2 Target groups

The target locations for this measure were areas of the CIVITAS corridor in Brighton & Hove with lower population density and higher levels of social deprivation than the areas that were already served by car club operators.

The target audience within these areas was intended to have been residents living in close proximity to the new car club service as well as nearby businesses.

A2 Description

Firstly, despite being titled ‘car sharing’ it should be clarified that the measure involved what are termed in the UK as ‘car clubs’ as opposed to a system whereby private vehicles are shared, i.e. what is defined as ‘car sharing’ in the UK.

Car clubs are member based organisations which provide pay-as-you-go access to vehicles. They have developed in recent years as a sustainable transport mode which encourages walking, cycling and the use of public transport, whilst giving users access to a car for journeys where this is the most suitable means of transport. Importantly, the journeys by other modes are trips that non-car club members may be more likely to make through personal car use, with associated consequences for congestion and the environment¹.

¹ For further information see, for example, *Making Car Sharing and Car Clubs Work: a good practice guide* (UK Department for Transport/ ITP, 2004)

Measure title: **Car Sharing Improvements**

City: **Brighton & Hove**

Project: **Archimedes**

Measure number: **54**

However, car clubs are largely confined to more densely populated and affluent areas, as is the case in Brighton & Hove. It was planned that, through its participation in CIVITAS ARCHIMEDES, Brighton & Hove City Council (BHCC) would expand the existing scheme to more ‘socially disadvantaged’ and less densely populated locations.

This CIVITAS measure consisted of two tasks. The first (see Deliverable R54.1) sought to identify suitable locations within the city that were in line with the target locations and objectives of the measure as outlined in Sections A1.1 and A1.2. In addition, the research provided some initial recommendations on establishing a car club in the locations identified.

The second task (see Deliverable T54.1) involved efforts to progress the scheme in line with the objectives.

However, whilst significant efforts were made to progress this project, including identifying target locations and liaising with car club operators and community workers, insurmountable barriers were encountered and it was agreed that this measure should be abandoned.

B Measure implementation

B1 Innovative aspects

The innovative aspects of the measure as intended were:

- **Innovative aspect 1** Targeting specific user groups- This was through the targeting of areas and user groups currently underserved by car club operations, specifically, locations of lower population density and higher social deprivation than are served by the city's existing car club scheme.
- **Innovative aspect 2** – New organisational arrangements or relationships – Development of new stakeholder relationships by the siting of car clubs in area(s) of lower income and intention of working with community groups to encourage use.

B2 Planning of Research and Technology Development Tasks

Task 11.6.1 Car club research – to identify the optimum location for the car club demonstration that will be implemented in the Brighton & Hove CIVITAS corridor, through analysis of demographic data and consultation with the neighbourhood community team at Brighton & Hove City Council. This will also include a review of best practice from other established car clubs in Europe

B3 Situation before CIVITAS

In 2008, car clubs in Brighton & Hove and the UK generally were (and in 2012 still are) limited to areas of relatively high income and high population density. At the inception of the project, three car club operators (City Car Club, Streetcar and Whizzgo) were present in the city which reduced to two in 2009 (during the project scoping stages) following the merger of City Car Club and Whizzgo.

The existing car club operations were regarded as having operated successfully; however, there was deemed to be a need for the intervention of the CIVITAS funded project in order to encourage car club operators to extend their geographic and demographic reach.

B4 Actual implementation of the measure

The measure was implemented in the following stages:

Stage 1: Research (March 2009- July 2009)

Research was undertaken into car club best practice and optimum locations for the siting of car club vehicles was conducted in line with the description of work and objectives for this measure. This identified suitable locations and reviewed best practice. As Brighton & Hove already had three active Car Clubs located in the city² - the objective was to find a location removed from the centre and with indices of social disadvantage. In addition, contact was made with the Communities team at Brighton & Hove City Council to make use of their knowledge & expertise and seek their advice about connecting with established community ventures within the targeted areas.

Following the research, the following areas were identified as follows:

- (1) Whitehawk, also loosely referred to as East Brighton
- (2) Moulsecoomb (together with a small part of Bevendean)

² Owing to the expansion of one operator and loss of a smaller operator, as of August 2012, there is one car club company in Brighton & Hove

Stage 2: Negotiations with Operators (July 2009- September 2009)

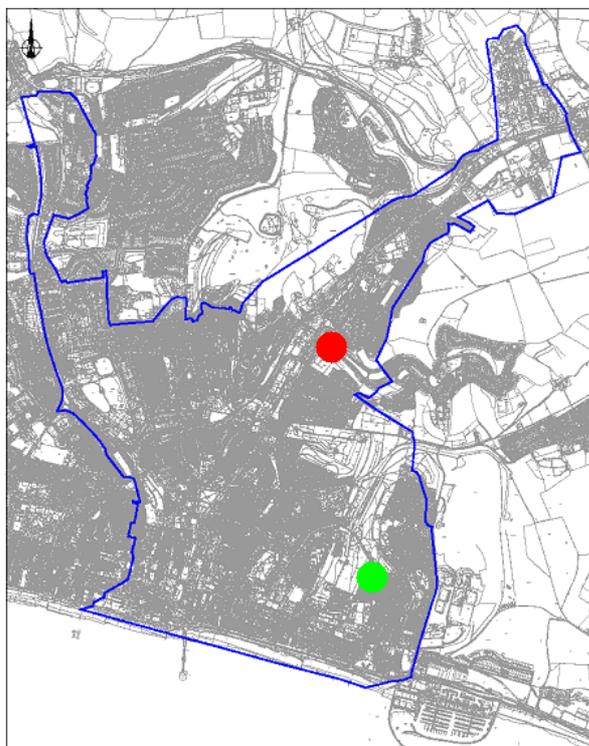
Negotiations were undertaken with existing car club operators and explored initial possibilities with community workers (July 2009-September 2009). The project objectives were discussed with operators and suggested locations were put forward. Subsequently, the car club operators investigated the business case for the proposed sites.

The second element of Measure 54 was Task 6.4, the implementation element. In order to further this task a number of discussions were held with the two existing commercial car club companies operating locally; City Car Club and Streetcar. The objective of the discussions was to refine a shared project delivery approach, in accordance with the implicit Measure Description Form (MDF) directive to develop the existing car club provision. This involved BHCC listening to feedback from the operators and endeavouring to respond to this within the confines of the project objectives.

It was hoped that these negotiations would be the first step towards the full implementation of the project; however, the proposals that could be drawn up were not seen as viable by the operators, as detailed in the following section.

In addition, work was undertaken to identify community groups and ‘champions’, with initial introductory meetings being held. This is something which R54.1 identified as crucial to the establishment of car clubs in areas such as those being targeted through this measure. A brief was also produced for the development of the car club section of BHCC’s JourneyOn website. However, neither of these activities could be pursued further without car club operators committing to the project.

Figure 1: Map showing primary target locations for CIVITAS car club measure



- Centre point of Moulsecoomb and Bevendean area
- Centre point of East Brighton area

B5 Inter-relationships with other measures

The measure is related to other measures as follows:

- **Measures 53, 56, 61.** This project was closely linked to introduce car sharing programme in Aalborg (measure 53), Donostia (measure 56) and Monza (measure 61)
 - **Measure 2** It was originally felt that there may be scope for overlap with the electric vehicle charging point project. However, after further investigation at the time, this was not seen as a direction that car club operators were willing to go in. However, electric vehicles have risen significantly up the UK Government's policy agenda in the period since and a link between electric vehicle charging points and car clubs may well develop in the future.
 - **Measure 31** – There was potential for linkage with the Personalised Travel Planning (PTP) measure. However, the research into the optimum locations to be targeted by the car clubs project did not identify these as falling within the CIVITAS area.
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C Planning of Impact evaluation

C1 Measurement Methodology

C1.1 Impacts and Indicators

C1.1.0 Scope of Impact

The indicators originally selected for the car sharing measure were intended to monitor how successfully a car club can operate in a suburban location through assessing usage, local awareness and engagement.

C1.1.1 Selection of indicators

Owing to this measure being abandoned for reasons outlined in Section D1 and in Deliverable T54.1, it is not possible to provide data for all of the indicators originally selected in the evaluation plan for this measure. Deviations to the measure, including the evaluation plan are explained further in Section D1.

C1.2 Establishing a baseline

As this project was abandoned following the scoping stages, baseline data was not established.

C1.3 Methods for Business as Usual scenario

Further to the abandonment of this measure and, subsequently, its monitoring elements, this section is no longer applicable.

C2 Measure results

Owing to the abandonment of the measure there are no quantitative results to report. The qualitative findings and lessons learnt through efforts to deliver the project are discussed in Section D.

C3 Achievement of quantifiable targets and objectives

No.	Target	Rating
1	To effect more efficient use of cars in order to minimise the number of journeys by this mode	0
2	To promote and raise awareness of car clubs.	0
3	To research best practice in implementing car clubs in order to identify optimum locations for the siting of car club vehicles and promote participation.	**
4	To develop car club provision beyond current provision in order to gain acceptance and use in less economically and socially advantaged areas.	0
5	To initiate car club membership through working with specific community groups within the city.	0
NA = Not Assessed O = Not Achieved * = Substantially achieved (at least 50%) ** = Achieved in full *** = Exceeded		

C4 Up-scaling of results

Not applicable.

C5 Appraisal of evaluation approach

Not applicable.

C6 Summary of evaluation results

Not applicable.

C7 Future activities relating to the measure

Car clubs will continue to be encouraged as a sustainable mode of travel in Brighton & Hove. If car club operators, once their core market is saturated and the fledgling industry becomes more established, see viable future opportunities for expansion to less densely populated/ socially disadvantaged areas, it is likely that this work will be supported by BHCC outside the CIVITAS programme.

D Process Evaluation Findings

D0 Focused measure

X	0	No focussed measure
	1	Most important reason
	2	Second most important reason
	3	Third most important reason

D1 Deviations from the original plan

- **Measure abandoned-** This measure was abandoned principally because commercial car club operators, both those already operating in the city and other firms, did not see the option as commercially viable. Consequently, and after consideration of compromise locations that it was felt may offer greater commercial viability, the only means of pursuing the measure would have been through heavy subsidy from Brighton & Hove City Council. Unfortunately, this would have led to an unacceptable level of commitment beyond the lifetime of the CIVITAS project. As such, after negotiations with car club operators, it was determined that the scheme was unlikely to be financially sustainable and thus would either require continued subsidy or possibly lead to a potentially unpopular need to withdraw the project following the ending of CIVITAS funding. The key issue in this respect was that the measure as originally envisaged would have been self sustaining.
- **Removal of measure evaluation indicators-** As a result of the above, it has not been possible to report against any of the evaluation indicators originally selected for this measure. The were intended to focus on operating revenues and costs, fuel consumption, awareness, acceptance, perceptions of spatial and economic accessibility, and service satisfaction.

D2 Barriers and drivers

D2.1 Barriers

Preparation phase

- **9. Financial-** Target locations not commercially viable
 - Negotiations with operators suggested that the locations that would be in line with the objectives of the measure would not be commercially viable, even with initial investment through CIVITAS funding (€56,800) in heavy promotion and marketing of the scheme. The key reasons for this as cited by operators were as follows, with the main barriers identified as relating to geography and population density as opposed to socio-economic factors:
 - Less densely populated areas are unlikely to have the same parking constraints as densely populated areas. This makes car club membership less appealing than in densely populated areas, where easy access to a car and parking bay is an attractive proposition.
 - Operators stated that public transport links are not as good in outlying, less densely populated areas, and people live further apart. A whole package of measures and circumstances (including public transport provision) is seen as

crucial to providing the environment in which individuals feel able to give up regular private car use in exchange for a mix of car club usage and alternative modes.

- In order to provide a full and attractive service in a new area, operators have said that an optimum number of six cars would be required (to ensure a car will always be available if a customer needs one). This is difficult to achieve when potential users are more widely spread geographically at the same time as the attraction of car clubs amongst the potential customer base is lower, for the reasons set out in the previous two points.
 - The budget available via CIVITAS was not deemed to be sufficient for this purpose (at the same time as this would not have been in line with the intended means of pursuing the project).
 - Furthermore, there was very little incentive for operators to undertake the risk that they foresaw at a time when the core market for car clubs (in more affluent, densely populated parts of the city) was not yet saturated.
- **5. Involvement, communication-** Limited numbers of potential business users and low levels of interest amongst those present
 - The car club operators reiterated existing best practice recommendations that a proportion of business users were required in order to ensure that vehicles were used frequently throughout the day and therefore cost effective. This is on the basis that use by private individuals is generally less 9-6 on a weekday, at a time when business usage would be higher. Such an arrangement works well in the city centre with clients (including BHCC) opting for car club membership as opposed to a pool car fleet.
 - As noted above, the key issue in this respect was related to the geographic composition and density of the target locations in that simply there were few potential businesses to engage in the scheme. Those that did exist (primarily housing associations) did not express an interest in the scheme. The reasons expressed ranged from car clubs being unsuitable for the continuous use required by certain businesses or, conversely, limited business presence in the city and need for car club membership.
 - **4. Problem related-** Alternative 'border' locations not viable
 - Following a rejection of the viability of the target locations, car club operators agreed to consider the potential of locations bordering the traditional city centre market and areas that would satisfy the objectives of the CIVITAS project.
 - **9. Financial-** Uncertain sustainability of a not-for-profit operator
 - The possibility of setting up a community-focused scheme run by a not-for-profit operator was considered. This would have involved a change to the original measure in that it would not have been an expansion of the existing scheme or had compatibility with this. However, the operator was unable to provide evidence that a scheme established through CIVITAS could be self-sustaining beyond the lifetime of the CIVITAS project.

Implementation phase

Not applicable

Operational phase

Not applicable

The above barriers were the main reasons that led to the abandonment of efforts to progress the car clubs measure in Brighton & Hove. Prior to this, the research stage had highlighted various issues that were known to act as barriers to establishing car clubs in more socially disadvantaged locations, although to some extent these were often perceived issues:

- Lack of awareness of car clubs and their cost effectiveness amongst potential customers.
- Difficulties associated with the affordability of annual membership fees.
- Concerns about adversely impacting on public transport by diverting patronage away from these modes.
- Issues over potential vandalism and associated insurance costs.
- Recognition that some target individuals may be sceptical of the benefit of ‘new’ policies and initiatives. Linking to this, it has been argued that operators are more willing to enter communities that have actively expressed an interest in and commitment to the car clubs concept.
- Suggestion that some car club organisations may have concerns over possible negative impacts on their brand image. Specifically, perceptions that operating in socially disadvantaged areas may result in car clubs being viewed as a ‘budget’ quality option amongst wider potential audiences.

Although several of the barriers outlined in the initial research, such as concerns surrounding security and the fraudulent use of vehicles (particularly on-board fuel cards) were acknowledged by operators, these were seen as secondary to the fundamental issues outlined previously that undermined the financial viability of the project as set out in the description of work.

D2.2 Drivers

Preparation phase

Not applicable.

Implementation phase

Not applicable.

Operation phase

- **5. Involvement, communication-** Involvement of Community Stakeholders
 - If the scheme was to be successful in the target areas, the research had identified that the involvement of community workers and representatives would be recommended in order to act as local ‘champions’ and promote the use of car clubs. This would be for example, through the dissemination of information on the car clubs scheme and its likely benefits for residents, for example in terms of cost savings when compared to vehicle ownership and potential accessibility/ social inclusion benefits for those who cannot afford to own a car.
 - As part of the project scoping stages, initial meetings were held with BHCC’s Communities team and subsequently with neighbourhood community officers in the target areas. There was support for the scheme and its potential benefits for residents; therefore, although these discussions were not taken further (as operator commitment could not be secured), it is felt that the research finding can be supported from the experience in practice. However, this is caveated with the reality that whatever the level of community support, the commitment of commercial operators is crucial to the initiation of any scheme.

D2.3 Activities

Preparation phase

- **7. Planning-** The first element of Measure 54 to be completed was the research element, Task 11.6.1. This is written up in full in Deliverable R54.1, *Car Clubs Research in Brighton & Hove*.
- **4. Problem related-** Car club operator proposal and negotiations
In order to further this task a number of discussions were held with the (then) two existing commercial car club companies operating locally. The objective of the discussions was to refine a shared project delivery approach, in accordance with the implicit Measure Description Form (MDF) directive to develop the existing car club provision. This involved BHCC listening to feedback from the operators and endeavouring to respond to this within the constraints of the project objectives.
- **5. Involvement, communication-** Identification of community groups
Work was undertaken to identify community groups and ‘champions’, with initial introductory meetings being held. This is something which the R54.1 deliverable identified as crucial to the establishment of car clubs in areas such as those being targeted through this measure. However, these activities could be pursued further without car club operators committing to the project.
- **7. Planning-** A brief was produced for the development of the car club section of BHCC’s JourneyOn website. This activity could again not be pursued further with car club operators committing to the project.

Implementation phase

Not applicable

Operation phase

Not applicable

D3 Participation of stakeholders

D.3.1. Measure Partners

- **1. City, 1.Lead: Sustainable Transport, BHCC** – Led on the measure and held overall responsibility.

D.3.2 Stakeholders

- **Car club operators** – Would have been a key stakeholder through the provision of vehicles and ultimate delivery of the measure.
- **Community workers**– Their engagement and cooperation would have contributed to the successful implementation and promotion of the project. Indeed, as mentioned in D2.2, the community contacts were supportive following initial scoping meetings; but ultimately it was not possible to take this further until ‘buy in’ to the scheme was secured from operators.

D4 Recommendations

D.4.1 Recommendations: measure replication

As this measure was not progressed to the implementation stage there are few lessons learnt in relation to replicating the measure. Indeed, because car club operators did not see the scheme as financially viable, efforts to replicate the measure as originally intended are likely to be unsuccessful. However, a number of lessons have been identified in relation to barriers and drivers as outlined in the following section, D4.2. In addition, Brighton & Hove's experiences of car clubs before and after attempts to implement the CIVITAS measure do allow some recommendations to be provided with regards to measure replication:

- **Recommendation 1- Favourable local authority policies**

In Brighton & Hove, supportive policies which allow the establishment of car club bays on the city's roads, in some cases seeing the local authority sacrificing revenue through the loss of pay and display parking, has facilitated the expansion of car clubs across the city centre.

- **Recommendation 2- Car club start ups favour densely populated location with a varied mix of potential residential and business users**

If a car club vehicle has a greater usage rate, the car club is ultimately more likely to be financially viable. This is more likely to be achieved if locating vehicles at a site where greater numbers of people live within the vehicle's catchment area. Similarly, if there are a number of businesses within the catchment area, the car is more likely to be used at all times (with businesses joining the car club as corporate members and employees using the vehicle for work purposes during the day), whereas if there are no businesses participating in the scheme, cars are more likely to sit unused during the day when the majority of people are at work.

D.4.2 Recommendations: process (related to barrier-, driver- and action fields)

- **Recommendation 1- The likelihood of financial viability (based on the target area) should be ascertained before progressing any related scheme**

Work in Brighton & Hove has shown that financial viability, negatively affected by lower density locations, is the fundamental barrier to delivering car clubs in less densely populated areas. Operators emphasised that compared with this issue, social deprivation was a limited barrier, whilst the challenges cited by earlier research, such as concerns over vandalism, were seen as being of secondary importance.

The reasons why locations with lower population densities are not financially attractive to operators were discussed in Section D.2.1; however, a summary is as follows:

- More readily available parking reduces the incentive to join a car club.
- The prospect of multi-modal journeys becomes less attractive as the frequency of public transport declines with distance from central areas (again reducing the incentive to join a car club or raising an additional barrier).
- Car club vehicles require approximately 40 members to be financially sustainable. In less densely populated locations, the distribution of this membership base becomes wider. This

is problematic as individuals are less likely to join a scheme if a vehicle is not conveniently located close to their place of residence.

- There remains considerable scope for expansion within the core market areas of car clubs and for them to contribute to a sustainable transport system in this manner. Therefore, there is limited incentive for commercial operators to take the risks that would be associated with the areas this project was targeting.

- **Recommendation 2- Seek the involvement of community stakeholders**

The research task (11.6.1, documented in deliverable R.54.1) suggested that liaising with community workers and representatives (who would act as local ‘champions’ of the scheme) may help overcome some of these non-financial barriers. The experience in Brighton & Hove has not disputed this, but has shown that it can only contribute to successful project delivery if the key stakeholders (car club operators) are convinced of the financial viability of any scheme.

- **Recommendation 3- To forge partnerships with local businesses and employers.**

The intention would be to increase the potential membership base and maximise the usage of vehicles throughout the day, thus making them financially viable. However, in Brighton & Hove, opportunities to investigate overcoming issues of financial viability through partnerships with local businesses were hampered by the small number of employers in the target locations, coupled with the difficult economic climate at the time of the project.

- **Recommendation 4- To start any expansion with locations bordering areas of high and lower population density.**

This would provide car club operators with the security of their core market to partially compensate for the (perceived) risks of entering the more innovative markets that this measure intended.

- **Recommendation 5- The availability of and commitment of a continued subsidy**

This would make a not-for-profit scheme a viable option or encourage the expansion of existing commercial operators, as was the intention of the CIVITAS measure discussed in this report.