Thomas Francis-Siburg

From:	Thomas Francis-Siburg
Sent:	Friday, October 1, 2021 10:30 AM
To:	Nathalia Mellies
Cc:	Owen Trepanier; Marc L. Meisel
Subject:	Comp Plan-LDR Consistency Analysis re. Lama Mobility
Attachments:	Comp Plan-LDR Consistency Analysis-Lama Mobility-10.01.21-w Attachment.pdf

Dear Ms. Mellies, Esq.,

Please find attached to this email the consistency analysis between the Comprehensive Plan and Land Development Regulations performed by Trepanier & Associates as related to the Lama Mobility program proposed at 1220 Simonton, 1321 Simonton, 1325 Simonton, and 1401 Simonton. It is my understanding that Owen will be following up with you directly to discuss in more detail this analysis, its implications, and next steps regarding Lama Mobility. In the meantime, please review our analysis.

Sincerely,
Thomas

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Comp Plan-LDR Consistency Analysis

TREPANIER & ASSOCIATES INC
LAND USE PLANNING
DEVELOPMENT CONSULTANTS

Date: October 01, 2021

To: Ms. Nathalia Mellies, Esq., Assistant City Attorney

From: Thomas Francis-Siburg

CC: Mr. Owen Trepanier
Mr. Marc Meisel

Re: **Conflict and Consistency Analysis of the Comprehensive Plan and the Land Development Regulations as related to Lama Mobility**

Executive Summary

The current City of Key West Comprehensive Plan ("the Plan") was adopted on March 5, 2013, through Ord. 13-04. The current land development regulations ("LDRs") were originally adopted on July 3, 1997, through Ord. 97-10.

> The City of Key West began the process of updating the LDRs for consistency purposes in 2015. However, the entire effort was abandoned in early 2017 following the abrupt departure of the City Planner overseeing the effort. Only small, individualized revisions have occurred since that time, resulting in several significant areas of conflict between the Plan and the LDRs.

Pursuant to F.S. 163.3194[i], after a comprehensive plan has been adopted the LDRs must be amended for consistency with the Plan. During any interim period while the LDRs are inconsistent, the Plan shall govern any action taken in regard to an application for a development order.

This document analyzes existing conflicts and inconsistencies between the Plan and the LDRs specifically related to multimodal transportation, automobile trip reduction, and greenhouse gas emissions reduction specifically as they relate to the pending applications for development orders known as Lama Mobility. The analysis shows the LDRs are inconsistent with the Plan in at least 22 instances relating to and impacting the review of pending applications.

The Lama Mobility program as proposed is consistent with the Plan, however, the Planning Department is requiring variance applications to achieve compliance with LDR Secs. 108-572[ii] and 108-575(5)[iii]. These code sections are inconsistent vestigial LDRs which pursuant to F.S. 163.3194(1)(b) should no longer govern the review of development order applications.

Additionally, the use of the variance process as a basis for Plan compliance is internally inconsistent with both the Plan and the LDRs. The granting of a variance for the purposes of Plan consistency does not meet the threshold of the variance approval criteria, therefore a variance cannot be approved and thus is an unacceptable process to achieve plan consistency.

The requirement of variances to these two Code sections should be waived and the development found compliant with regard to Code Article VII of Chapter 108 pursuant to the Plan based on F.S. 163.3194, because the Lama Mobility program, as proposed, is consistent with the Plan, and the parking and traffic-related variances required by the Planning Department are based on inconsistent vestigial LDRs which pursuant to Florida Statute no longer govern.

Table of Contents **Page**

Consistency

HISTORIC DISTRICT TRAFFIC REDUCTIONS –

The Plan contains 5 clear directives to manage and reduce vehicular traffic within the Historic District by providing a framework for public-private partnerships, implementing strategies to reduce vehicular and nonvehicular conflicts, concurrency management, and promotion of non-automobile modes of transportation.

Policy 1-1.3.2[iv] directs the LDRs to provide a framework for public and private partnerships to restrict and/or minimize vehicular traffic.
Objective 1A-1.2[v] and **Policy 1A-1.2.9**[vi] require the reduction and elimination of conflicts between vehicular and non-vehicular traffic.
Policy 1A-1.3.4[vii] requires that concurrency standards, inclusive of traffic flow, are to be met while minimizing impacts on historic resources.

Appendix A section 5.6 – Transportation. B. Existing Conditions. Existing policy "recommends designat[ing] the Historic District as a Transportation Concurrency Management Area, which would further promote public transit and other non-automobile modes."[1]

There are just 2 LDRs furthering only one of the above goals to reduce vehicular traffic congestion.

Sec. 108-574[viii] permits the Planning Board to grant with any development plan a variance to required automobile parking by substituting 4 bicycle parking spaces for every 1 required automobile parking space, including within the Historic District.
Sec. 122-1470[ix] permits with accessory unit infill an administrative approval substituting 2 bicycle or scooter parking spaces for required accessory unit automobile parking spaces, including within the Historic District.

However, 5 LDR Sections directly conflict with the above policies by requiring increases to the private and public infrastructure to accommodate increased vehicular traffic. As described later in the document, 4 of these inconsistent LDR Sections are applied to the Lama Mobility development order applications triggering the necessity for variances.

Sec. 108-571[x] requires additional automobile parking any time a building or structure is built or enlarged, capacity is increased by a change of use, or adding dwelling units, transient units, floor area, seats, beds, employees, or other factors impacting stated parking demand; these changes require increased automobile parking demand, anticipating an increase in vehicular traffic.
Sec. 108-572 requires automobile parking for all uses in and out of the historic district regardless of whether the use proposed is an auto-reducing multimodal transportation itself.
Sec. 108-573[xi] designates a portion[2] of the Historic District as the "historic commercial pedestrian-oriented area" which permits intensification of land uses with no traffic reducing component, methodology or implementation.
Sec. 108-575 requires increases in auto parking capacity any time a site's use increases parking demand; again, there is no methodology, framework, strategy, or requirement to reduce auto-traffic or increase non-auto alternative transportation.
Sec. 122-62[xii] requires conditional use approvals meet only automobile parking and concurrency and any anticipated traffic increases with no methodology, framework, strategy, or requirement to reduce auto-traffic or increase other non-auto multimodal transportation.

MULTIMODAL TRANSPORTATION ALTERNATIVES –

The Plan contains 17 clear directives to increase, manage, and support a multimodal transportation system to relieve congested roadways throughout the city.

Glossary of Terms defines **multimodal transportation** as: "A connected transportation system that supports cars, bicycles, pedestrians, public transit, and other means of transportation."[3]
Policy 1-1.9.2[xiii], **Policy 2-1.1.7**[xiv], and **Policy 2-1.6.2**[xv] require LDRs implement the Plan and that development orders comply with level of service (LOS) standards adopted by the Plan, including safe traffic flow, parking needs, multimodal transportation system and capacity, and

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[1] City of Key West Comprehensive Plan. Adopted 03/05/13, Ord. No. 13-04. Pg. A-21; Data and Analysis.
[2] The historic commercial pedestrian-oriented area encompasses approximately 23.5% of the Historic District. This was calculated using the official Zoning Map of the City of Key West to measure the Historic District (approx. 842.1 acres) and the historic commercial pedestrian-oriented area (approx. 198.3 acres).
[3] City of Key West Comprehensive Plan. Adopted 03/05/13, Ord. No. 13-04. Pg. x.

pedestrian and bicycle connectivity throughout the City and on transportation corridors.
Objective 2-1.1 and **Monitoring Measure**[xvi] require a safe, convenient, and efficient motorized and non-motorized transportation system be established and the development and implementation of LOS standards on multimodal transportation improvements, and measures this through the achievement of increased multimodal LOS standards and strategies.
Policy 2-1.1.3[xvii] and **Appendix A section 5.6 – Transportation. B. Existing Conditions.**[4] and **C. Future Conditions.**[5] stipulate that the City is a substantially developed dense urban land area and thereby exempt from transportation concurrency requirements for roadways and prioritizes improving existing roads and multimodal transportation as its primary strategies for addressing current and projected transportation needs to relieve congested roadways.
Policy 2-1.1.10[xviii] and **Policy 2-1.1.11**[xix] adopted bicycle and pedestrian LOS standards to be added to concurrency management.
Objective 2-1.5 and **Monitoring Measure**[xx] require coordinating and implementing transportation planning and programs with FDOT and Monroe County to increase multi-modalism.
Objective 2-1.6[xxi] and **Policy 2-1.6.1**[xxii] require the assessment of multimodal transportation impacts.
Policy 5A-1.1.1[xxiii], **Objective 5A-2.1**[xxiv], **Policy 5A-2.1.1**[xxv], and **5B-3.1**[xxvi] require the establishment of fast-speed ferry services for hurricane evacuation as a means of multimodal evacuation options.

There are just 5 LDRs that work to further the Plan's goal to increase multimodal transportation as required in the above listed policies, two of which are the same sections that further the reduction of vehicular traffic within the Historic District.

Sec. 108-574 permits the Planning Board to grant with any development plan a variance to required automobile parking by substituting 4 bicycle parking spaces for every 1 required automobile parking space.
Sec. 122-1470 permits with accessory unit infill an administrative approval substituting 2 bicycle or scooter parking spaces for required accessory unit automobile parking spaces.
Sec. 108-286[xxvii] requires a pedestrian circulation system separate vehicular and pedestrian traffic.
Sec. 108-318[xxviii] requires the separation of vehicular, bicycle, and pedestrian forms of transportation to achieve safe and convenient circulation.
Sec. 118-299[xxix] requires minimum widths of sidewalks and permits the City Commission waive required sidewalks by constructing bicycle/pedestrian paths.

Unfortunately, most of the remaining transportation-related code sections are in direct conflict with the Plan by requiring increased auto accommodation, capacity, and traffic while at the same time not requiring, allowing, or incentivizing the multimodal transportation goals of the Plan. Again, the following LDRs Sections, as will be discussed below, directly relate to the review standards applied to the Lama Mobility applications, resulting in the staff direction that variances to automobile-oriented codes are required as part of this proposed multimodal transportation project.

Chapter 94[6] requires concurrency management with defined LOS standards for auto but not for bicycle, pedestrian, or multimodal transportation as part of a safe, convenient, and efficient non-motorized transportation system.

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[4] City of Key West Comprehensive Plan. Adopted 03/05/13, Ord. No. 13-04. Pg. A-21; Data and Analysis.
[5] City of Key West Comprehensive Plan. Adopted 03/05/13, Ord. No. 13-04. Pg. A-22; Data and Analysis.
[6] City of Key West Land Development Regulations. Chapter 94 – Concurrency Management. <https://library.municode.com/fl/key_west/codes/code_of_ordinances?nodeId=SPBLADERE_CH94COMA>

Sec. 108-233[xxx] no accommodation in development plans for multimodal LOS.
Sec. 108-244[xxxi] requires development plans comply with vehicular and bicycle circulation and parking only, there is no accommodation of multimodal transportation in either circulation or parking.
Sec. 108-317[xxxii] requires internal circulation for vehicular, bicycle, and pedestrian transportation modes; however, does not support other multimodal transportation systems.
Sec. 118-297[xxxiii] requires off-street auto parking, vehicular and pedestrian access, but provides no opportunity or accommodation for multimodal transportation access, traffic, or parking needs.
Sec. 118-329[xxxiv] requires plans provide safe vehicular and pedestrian movement with the surrounding street system; however, it does not enforce adopted bicycle and pedestrian LOS standards nor supports a multimodal transportation connectivity.
Sec. 108-571 requires increased automobile parking any time a building or structure is built, enlarged, or increased in capacity but does not require or allow alternative improved multimodal options.
Sec. 108-572 requires automobile parking for all uses in and out of the historic district regardless of whether the use proposed is an auto-reducing multimodal transportation itself.
Sec. 108-573 designates a portion[7] of the Historic District as the "historic commercial pedestrian-oriented area" which permits intensification of land uses with no traffic reducing component, methodology, or implementation and does not include regulations to improve multimodal transportation to relieve congested roadways within this area due to the City's existing densely developed urban land area.
Sec. 108-575 requires that any existing automobile parking deficiency be brought into conformity concurrently with the enlargement or change of use; however, does not include policies to improve multimodal transportation to relieve congested roadways due to the City's existing densely developed urban land area.
Sec. 122-62 requires conditional use approval comply with code-required automobile parking and vehicular roadway concurrency management; however, does not include policies to improve and increase multimodal transportation to reduce vehicular traffic.
Sec. 122-1142[xxxv] restricts densities and/or intensities on such factors such as concurrency management and off-street parking; however, these do not include the adopted bicycle and pedestrian LOS standards nor improvements to a multimodal transportation system.
Sec. 108-232[xxxvi] requires intergovernmental coordination in development plans; however, this coordination does not directly require coordination for a multimodal transportation system.
No LDR sections promote a multimodal transportation system be developed for emergency evacuation, such as using fast-speed ferry services.

GREENHOUSE GAS EMISSIONS –

The Plan contains 6 clear directives aimed at reducing greenhouse gas emissions.

Glossary of Terms defines **greenhouse gases** as: "Naturally occurring examples include water vapor, carbon dioxide, methane, nitrous oxide and ozone. Some human activities can increase these gases, including fossil fuel combustion within motor vehicles and power stations."[8]
Policy 1-1.9.2 requires LDRs implement the Plan to ensure progress toward community greenhouse gas emissions reduction goals; additionally, this directive is embedded within language around vehicular and multimodal transportation.
Policy 2-1.1.12[xxxvii], **Policy 6-1.1.3**[xxxviii], **Appendix B. Transportation Policy**[9], and **Appendix**

[7] The historic commercial pedestrian-oriented area encompasses approximately 23.5% of the Historic District. This was calculated using the official Zoning Map of the City of Key West to measure the Historic District (approx. 842.1 acres) and the historic commercial pedestrian-oriented area (approx. 198.3 acres).
[8] City of Key West Comprehensive Plan. Adopted 03/05/13, Ord. No. 13-04. Pg. viii.
[9] City of Key West Comprehensive Plan. Adopted 03/05/13, Ord. No. 13-04. Pg. B-1; Key Dates and Deadlines.

B. Conservation Policy[10] require the City use best management practices to reduce vehicular emissions, create by 2015 LOS standards for greenhouse gas emissions, and achieve by 2015 a 15% reduction of greenhouse gas emissions from 2005 base year emissions.
Policy 6-1.1.4[xxxix] requires the City to create a funding mechanism to underwrite greenhouse gas reduction actions.

There is no LDR requirement, accommodation, allowance, or incentive for development resulting in a reduction of greenhouse gas emissions. The effect on Lama Mobility is that the implementation of the proposed greenhouse gas-reducing technology is required by code to increase automobile accommodation and capacity, which, of course is in direct conflict with the Plan.

TABLE OF CONSISTENT & INCONSISTENT LDR SECTIONS COMPARED TO THE PLAN

Topic	Plan Goal/ Objective/ Policy	Consistent LDR Section	Inconsistent LDR Section
Historic District Vehicular Traffic Reduction	Policy 1-1.3.2: Designated Various Types of Mixed Use Commercial Nodes to Accommodate Diverse Commercial Uses.	Sec. 108-574. – Substitution of bicycle parking spaces.	Sec. 108-571. – Applicability. (Off-Street Parking And Loading)
			Sec. 108-572. – Schedule of off-street parking requirements by use generally.
		Sec. 122-1470. – Accessory unit infill.	Sec. 108-573. – Special provisions within the historic commercial pedestrian-oriented area.
			Sec. 108-575. – Computation of parking spaces.
	Objective 1A-1.2: Designated Historic Districts and Landmarks.	No LDRs Exist	Sec. 108-571.
			Sec. 108-572.
			Sec. 108-573.
			Sec. 108-575.
	Policy 1A-1.2.9: Vehicular and Non-Vehicular Traffic Conflicts.	No LDRs Exist	Sec. 108-571.
			Sec. 108-572.
			Sec. 108-573.
			Sec. 108-575.
	Policy 1A-1.3.4: Concurrency Management and Capital Improvements.	No LDRs Exist	Sec. 108-571.
			Sec. 108-572.
			Sec. 108-573.
			Sec. 108-575.
	Appendix A. 5.6 – Transportation. B. Existing Conditions.	No LDRs Exist	No LDRs Exist
Multimodal Transportation System Increase	Glossary of Terms – Multimodal Transportation	No LDRs Exist	No LDRs Exist
	Policy 1-1.9.2: Comprehensive Plan Implementation and Land Development Regulations.	No LDRs Exist	Chapter 94 - Concurrency Management
			Sec. 108-233. – Concurrency facilities and other utilities or services.
			Sec. 108-244. – On-site and off-site parking and vehicular, bicycle and pedestrian circulation.
			Sec. 108-286. – Pedestrian sidewalks.
			Sec. 108-317. – Internal circulation system design and access/egress considerations.
			Sec. 108-318. – Separation of vehicles, bicycles and pedestrians.
			Sec. 108-571.
			Sec. 108-572.
			Sec. 108-575.
			Sec. 118-297. – Off-street parking areas.
			Sec. 118-299. – Sidewalk and bicycle paths.

[10] City of Key West Comprehensive Plan. Adopted 03/05/13, Ord. No. 13-04. Pg. B-1; Key Dates and Deadlines.

			Sec. 118-329. – Nonresidential driveways and internal circulation.
			Sec. 122-62. – Specific criteria for approval.
			Sec. 122-1142. – Density and intensity of land use.
	Objective 2-1.1: Safe, Convenient, and Efficient Transportation System.	No LDRs Exist	Chapter 94.
			Sec. 108-233.
			Sec. 108-244.
			Sec. 108-286.
			Sec. 108-317.
			Sec. 118-297.
			Sec. 118-329.
			Sec. 122-62.
			Sec. 122-1142.
	Objective 2-1.1 – Monitoring Measure: Achievement of Level of Service standards and strategies to increase multi-modalism.	No LDRs Exist	Chapter 94.
			Sec. 108-233.
			Sec. 118-297.
			Sec. 122-62.
			Sec. 122-1142.
	Policy 2-1.1.3: Dense Urban Land Area.	Sec. 108-574.	Chapter 94.
			Sec. 108-233.
			Sec. 118-297.
			Sec. 122-62.
		Sec. 122-1470.	Sec. 122-1142.
			Sec. 108-571.
			Sec. 108-572.
			Sec. 108-575.
	Policy 2-1.1.7: Adequate Facilities Ordinance.	Sec. 108-286. – Pedestrian sidewalks.	Chapter 94.
			Sec. 108-233.
			Sec. 118-297.
		Sec. 108-318. – Separation of vehicles, bicycles and pedestrians.	Sec. 122-62.
			Sec. 122-1142.
			Sec. 108-571.
		Sec. 118-299. – Sidewalk and bicycle paths.	Sec. 108-572.
			Sec. 108-575.
	Policy 2-1.1.10: Bicycle Level of Service Standards.	Sec. 108-318.	Chapter 94.
			Sec. 108-233.
			Sec. 108-244.
			Sec. 108-286.
			Sec. 108-318.
		Sec. 118-299.	Sec. 118-297.
			Sec. 118-299.
			Sec. 122-62.
			Sec. 122-1142.
	Policy 2-1.1.11: Pedestrian Level of Service Standards.	Sec. 108-286.	Chapter 94.
			Sec. 108-233.
			Sec. 108-244.
		Sec. 108-318.	Sec. 108-286.
			Sec. 118-297.
			Sec. 118-299.
		Sec. 118-299.	Sec. 122-62.
			Sec. 122-1142.
	Objective 2-1.5: Coordinate Transportation Planning. – Monitoring Measure.	No LDRs Exist	Chapter 94.
			Sec. 108-232. – Intergovernmental coordination.
			Sec. 108-233.
			Sec. 118-297.
			Sec. 122-62.

			Sec. 122-1142.
	Objective 2-1.6: Managing Multimodal Transportation and Land Use.	No LDRs Exist	Chapter 94. Sec. 108-233. Sec. 118-297. Sec. 122-62. Sec. 122-1142.
	Policy 2-1.6.1: Integrated Multimodal Transportation and Land Use Planning.	No LDRs Exist	Chapter 94. Sec. 108-233. Sec. 118-297. Sec. 122-62. Sec. 122-1142.
	Policy 2-1.6.2: Multimodal Transportation Performance Criteria.	No LDRs Exist	Chapter 94. Sec. 108-233. Sec. 118-297. Sec. 122-62. Sec. 122-1142.
	Policy 5A-1.1.1: Scheduled Port Improvements to Meet Service Demand.	No LDRs Exist	No LDRs Exist
	Objective 5A-2.1: Multimodal Transportation Hurricane Evacuation Program.	No LDRs Exist	No LDRs Exist
	Policy 5A-2.1.1: Local Port Improvement Initiatives.	No LDRs Exist	No LDRs Exist
	Policy 5B-3.1: Multimodal Transportation Hurricane Evacuation.	No LDRs Exist	No LDRs Exist
	Appendix A. 5.6 – Transportation. B. Existing Conditions.	No LDRs Exist	No LDRs Exist
	Appendix A. 5.6 – Transportation. C. Future Conditions.	No LDRs Exist	No LDRs Exist
Greenhouse Gas Emission Reduction	Glossary of Terms – Greenhouse Gases	No LDRs Exist	No LDRs Exist
	Policy 1-1.9.2: Comprehensive Plan Implementation and Land Development Regulations	No LDRs Exist	No LDRs Exist
	Policy 2-1.1.12: Reduction of Greenhouse Gas Emissions	No LDRs Exist	No LDRs Exist
	Policy 6-1.1.3: Reduction of Greenhouse Gasses	No LDRs Exist	No LDRs Exist
	Policy 6-1.1.4: Funding Mechanism	No LDRs Exist	No LDRs Exist
	Appendix B. Transportation Policy 2-1.1.12	No LDRs Exist	No LDRs Exist
	Appendix B. Conservation Policy 6-1.1.3	No LDRs Exist	No LDRs Exist

F.S. 163.3194 – Governing Nature of the Plan

Pursuant to F.S. 163.3194, after a comprehensive plan has been adopted the LDRs must be amended for consistency with the Plan. During the interim period while any LDRs are inconsistent the Plan governs any action taken in regard to an application for a development order.

The City began the process of updating the LDRs for consistency purposes in 2015. However, the entire effort was abandoned in early 2017 following the abrupt departure of the City Planner overseeing the effort. Only small, individualized revisions have occurred since that time, resulting in several remaining significant areas of conflict between the Plan and the LDRs.

As a result of the interrupted LDR revision process significant inconsistencies exist between the

Plan and LDRs regarding vehicular traffic within the Historic District, multimodal transportation, and greenhouse gas emissions. The Plan requires reducing vehicular traffic within the Historic District, increasing a multimodal transportation system to relieve congested roadways, and reducing greenhouse gas emissions through a series of policy initiatives and intended LDR provisions. Further, the Plan links automobiles (and other fossil fuel motorized vehicles) as producing greenhouse gases and requires multimodal transportation improvements and LOS standards to address current and projected transportation needs and greenhouse gas emission reductions. However, the LDRs:

- Do not provide for a framework for public and private partnerships to restrict and/or minimize vehicular traffic.
- Do not require or incentivize reduced vehicular traffic within the entire Historic District.
- Do require increased automobile accommodation and capacity (which is in direct conflict with the Plan).
- Do not promote a multimodal transportation system to relieve congested roadways, nor adopt bicycle, pedestrian, or multimodal LOS standards.
- Do not have requirements or incentives to reduce greenhouse gas emissions.

Although Sec. 108-574 and Sec. 122-1470 of the LDRs permits substituting bicycles for required automobile parking, these sections only allow compliance and consistency as part of a discretionary approval process. It is important to note that the current planning board has publicly broadcast their opposition to parking-related variances. Additionally, these sections are only applicable if as part of a development plan as defined by code or an accessory unit infill project, both of which do not apply to the Lama Mobility development order applications.

Lama Mobility Program

BACKGROUND

H2O Resorts (1220 Simonton), Southwinds Motel (1321 Simonton & 1325 Simonton), and Santa Maria Resorts (1401 Simonton) are proposing to add an electric-kick scooter program known as "Lama Mobility" at each of these resort parcels. The Lama Mobility program includes a docking-charging station that holds up to 12 e-kick scooters (or "Lama scooters"); totaling 4 docking-charging stations and 48 Lama scooters. Each of the 4 parcels have pending conditional use and variance approval applications.

As included in the traffic statements for conditional use and variance approval applications for each of the four sites, KBP Consulting, Inc., estimates that each Lama scooter will be rented on a daily basis and that each Lama scooter generates per day 1 exiting (or departure) trip and 1 entering (or return) trip. Further, the traffic statements find that the Lama scooters operate consistent with bicycles along pathways and routes designated for bicycles. The traffic statements conclude by finding that the Lama scooters do not occupy nor consume roadway capacity, as opposed to automobiles.

The Lama Mobility program is a multimodal transportation program that will further the three main goals discussed herein:

1. Auto traffic reduction in Old Town
2. Public-private framework to reduce auto reliance and increase multimodal transportation
3. Greenhouse gas reduction

Unfortunately, the Planning Department's actions taken in regard to this application for a development order is governed by the inconsistent provisions of the LDRs rather than the adopted Plan which is, of course, in conflict with F.S. 163.3194.

BEST MANAGEMENT PRACTICES

Pursuant to Policy 2-1.1.12, the Plan directs the LDRs to implement best management practices to reduce greenhouse gas emissions which are established by experts and practitioners in the subject field[11].

The International Journal of Sustainable Transportation published a literature review on 12/25/20[12], finding that electric vehicle sharing programs, such as Lama Mobility and other alternatives to fossil fuel-consuming vehicles, significantly reduced greenhouse gas emissions. In fact, substituting electric vehicles for fossil fuel-consuming vehicles was shown to generate a net reduction of greenhouse gas emissions. Regarding e-scooter-sharing platforms, the literature review concedes that, unless an e-scooter can last at least two years of service, nearly 43% of most e-scooter-sharing platforms waste energy due to the need to locate and collect abandoned and/or dead e-scooters. As previously provided to the Planning Department in a 04/19/21 memo, the Lama Mobility program is a round-trip scooter rental whereby scooters are returned by their users to the docking-charging station where the rental was initiated, differing from traditional use-and-abandon e-scooter sharing platforms. This creates an organized e-scooter program that does not require the Lama scooters to be located and retrieved, not wasting energy to charge and re-use.

ADAPTIVE COMP PLAN SOLUTION

The Lama Mobility program is a creative and adaptive strategy that meets and supports the Plan requirements. Best management practices (i.e., experts and research) find such a vehicle sharing platform reduces greenhouse gas emissions and operates consistent with bicycles along paths and routes designated for bicycle use. The Lama Mobility program will daily be removing up to 48 greenhouse gas-emitting automobiles from City streets. Further, the four parcels proposing to add the Lama Mobility program are located within the Historic District. As such, the Lama Scooters will reduce vehicular traffic within the Historic District. Finally, the Lama Mobility program increases multimodal transportation alternatives by allowing visitors an alternative to depending on automobiles, using the existing bicycle connectivity to reduce roadway congestion and improve transportation throughout the City.

Conclusion

Lama Mobility reduces vehicular traffic within the Historic District by proposing a multimodal transportation alternative to automobile dependence.

Lama Mobility is a multimodal transportation solution relieving congested roadways by not consuming roadway capacity and operates consistent with bicycles along bicycle paths.

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[11] City of Key West Comprehensive Plan. Adopted 03/05/13, Ord. No. 13-04. Pg. v.

[12] Attachment. International Journal of Sustainable Transportation. 12/25/2020. "Electric carsharing and micromobility: A literature review on their usage pattern, demand, and potential impacts." Accessed 09/16/21. <https://doi.org/10.1080/15568318.2020.1861394>

Lama Mobility reduces up to 48 greenhouse gas-emitting automobiles from City streets and the round-trip rental nature of Lama Mobility does not waste fossil-fuels by eliminating the need to retrieve abandoned e-kick scooters in traditional use-and-abandon e-kick scooter programs.

The LDRs regulating the above development aspects are inconsistent with the Plan directives to reduce vehicular traffic within the Historic District, increase and support multimodal transportation alternatives to relieve congestion on roadway networks, and reduce greenhouse gas emissions.

The Lama Mobility program as proposed is consistent with the Plan, however, the Planning Department is requiring a variance application (Sec. 90-391[xl]) to achieve compliance with LDR Secs. 108-572 and 108-575(5) for the development approval. These code sections are inconsistent vestigial LDRs which pursuant to F.S. 163.3194(1)(b) no longer govern development order applications.

Additionally, use of the variance process as a basis for compliance with the Plan and State Statute is internally inconsistent with both the Plan and the LDRs. The granting of a variance for the purposes of Plan consistency does not meet the variance approval criteria, therefore a variance cannot be an acceptable process to achieve plan consistency.

The requirement of variances to these two Code sections should be waived and the development found compliant with regard to Code Article VII of Chapter 108 pursuant to the Plan based on F.S. 163.3194, because the Lama Mobility program, as proposed, is consistent with the Plan, and the parking and traffic-related variances required by the Planning Department are based on inconsistent vestigial LDRs which pursuant to Florida Statute no longer govern.

Full-Text Endnote Citations

[i] **F.S. 163.3194 Legal status of comprehensive plan.**—

(1)(a) After a comprehensive plan, or element or portion thereof, has been adopted in conformity with this act, all development undertaken by, and all actions taken in regard to development orders by, governmental agencies in regard to land covered by such plan or element shall be consistent with such plan or element as adopted.

(b) All land development regulations enacted or amended shall be consistent with the adopted comprehensive plan, or element or portion thereof, and any land development regulations existing at the time of adoption which are not consistent with the adopted comprehensive plan, or element or portion thereof, shall be amended so as to be consistent. If a local government allows an existing land development regulation which is inconsistent with the most recently adopted comprehensive plan, or element or portion thereof, to remain in effect, the local government shall adopt a schedule for bringing the land development regulation into conformity with the provisions of the most recently adopted comprehensive plan, or element or portion thereof. During the interim period when the provisions of the most recently adopted comprehensive plan, or element or portion thereof, and the land development regulations are inconsistent, the provisions of the most recently adopted comprehensive plan, or element or portion thereof, shall govern any action taken in regard to an application for a development order.

(2) After a comprehensive plan for the area, or element or portion thereof, is adopted by the governing body, no land development regulation, land development code, or amendment thereto shall be adopted by the governing body until such regulation, code, or amendment has been referred either to the local planning agency or to a separate land development regulation commission created pursuant to local ordinance, or to both, for review and recommendation as to the relationship of such proposal to the adopted comprehensive plan, or element or portion thereof. Said recommendation shall be made within a reasonable time, but no later than within 2 months after the time of reference. If a recommendation is not made within the time provided, then the governing body may act on the adoption.

(3)(a) A development order or land development regulation shall be consistent with the comprehensive plan if the land uses, densities or intensities, and other aspects of development permitted by such order or regulation are compatible with and further the objectives, policies, land uses, and densities or intensities in the comprehensive plan and if it meets all other criteria enumerated by the local government.
(b) A development approved or undertaken by a local government shall be consistent with the comprehensive plan if the land uses, densities or intensities, capacity or size, timing, and other aspects of the development are compatible with and further the objectives, policies, land uses, and densities or intensities in the comprehensive plan and if it meets all other criteria enumerated by the local government.
(4)(a) A court, in reviewing local governmental action or development regulations under this act, may consider, among other things, the reasonableness of the comprehensive plan, or element or elements thereof, relating to the issue justiciably raised or the appropriateness and completeness of the comprehensive plan, or element or elements thereof, in relation to the governmental action or development regulation under consideration. The court may consider the relationship of the comprehensive plan, or element or elements thereof, to the governmental action taken or the development regulation involved in litigation, but private property shall not be taken without due process of law and the payment of just compensation.
(b) It is the intent of this act that the comprehensive plan set general guidelines and principles concerning its purposes and contents and that this act shall be construed broadly to accomplish its stated purposes and objectives.
(5) The tax-exempt status of lands classified as agricultural under s. 193.461 shall not be affected by any comprehensive plan adopted under this act as long as the land meets the criteria set forth in s. 193.461.
(6) If a proposed solid waste management facility is permitted by the Department of Environmental Protection to receive materials from the construction or demolition of a road or other transportation facility, a local government may not deny an application for a development approval for a requested land use that would accommodate such a facility, provided the local government previously approved a land use classification change to a local comprehensive plan or approved a rezoning to a category allowing such land use on the parcel, and the requested land use was disclosed during the previous comprehensive plan or rezoning hearing as being an express purpose of the land use changes.

[ii] **Sec. 108-572. - Schedule of off-street parking requirements by use generally.**
Off-street parking spaces shall be provided in accordance with the following schedule for motor vehicles and bicycles:

			Minimum Number of Parking Spaces Required For:	
Use			Motorized Vehicles	Bicycles As % of Motor Vehicles
(1)	Single-family		1 space per dwelling unit	None
(2)	Multiple-family:			
	a.	Within historic district	1 space per dwelling unit	10%
	b.	Outside historic district	2 spaces per dwelling unit	10%
(3)	Churches; public or private schools, libraries, or museums; public buildings; public or private auditoriums, community centers, theaters, facilities for spectator sports, trade institutions, transit facilities and other places of assembly		1 space per 5 seats or 1 space per 150 square feet of floor area in the main assembly hall, whichever is greater	10%, except libraries: 20%; public/private recreation, community centers, and city parking structures: 35%
(4)	Dormitories or single-room occupancy (SRO), roominghouses and/or boardinghouses		1 space for every 2 beds	35%
(5)	Day care centers, kindergartens, nursery schools and other preschool facilities		1 space per employee, with a minimum of 2 employee spaces, plus 5 spaces; or 1 space per employee plus 1 space for every 2 children enrolled; or 1 space for each 300 square feet of building areas, whichever is greater	10%
(6)	Marinas and offshore activities		1 space per liveaboard boat, plus 1 space per 4 pleasure boats stored on site, plus 1 space per 3 passengers based on the total capacity of commercially licensed vessels. The planning board may require additional parking spaces for dry storage slips. For offshore structures: 2 spaces, plus 1 space per 3 passengers based on the cumulative total capacity of motorized	25%

		watercraft and other seating associated with the permitted activities. No additional off-street parking shall be required for offshore activities operating as an accessory use to an approved principal upland shoreline use	
(7)	Motels, hotels and other transient lodging facilities	1 space per lodging unit plus 1 space for the owner or manager	35%
(8)	Private clubs and lodges	1 space per 5 seats or 1 space per 150 square feet within the main assembly area	10%
(9)	Restaurants, bars and lounges	1 space per 45 square feet of serving and/or consumption area	25%
(10)	Scooter, moped, etc., bicycle rental	1 space per 3 scooters, mopeds, etc., and bicycle rentals based on licensed capacity; or 1 space per 200 square feet of gross floor area, whichever is greater	10%
(11)	Hospitals	1 space for each 4 beds, plus 1 space for every employee, excluding doctors, on the largest shift, plus 1 space for each doctor	10%
(12)	Nursing or convalescent homes	1 space for each 4 beds	10%
(13)	Doctors' and dentists' offices or clinics	5 spaces per each doctor or dentist	10%
(14)	Funeral homes	1 space for each 8 seats of chapel capacity, plus 1 space for every 2 employees, plus sufficient parking area to accommodate each hearse	10%
(15)	Banks, public administration offices, office buildings and professional offices other than doctors' or dentists' offices	1 space per 300 square feet of gross floor area	25%
(16)	Retail stores and service establishments	1 space per 300 square feet of gross floor area	25%
(17)	Warehousing or manufacturing	1 space per 600 square feet of gross floor space	10%

[iii] **Sec. 108-575. - Computation of parking spaces.**
In computing the number of required parking spaces, the following rules shall govern:

(1) *Floor area calculation.* Floor area means gross floor area of a specific use. The gross floor area for a specific use includes common areas such as hallways, storage areas, restrooms, and similar areas.
(2) *Interpretation of computation with fractions.* When calculation of required parking results in requiring a fractional space, any fraction shall be rounded off to the next highest number.
(3) *Requirements for uses not identified.* The parking requirement for any use not specified shall be the same as that required for a use of a similar nature as recognized in this division or, where not recognized in this division, shall be based on criteria published by the American Planning Association or similarly recognized standards of their profession, and such standard shall be approved by the city commission.
(4) *Requirements for mixed uses.* For mixed uses the parking spaces shall be equal to the sum of the several uses computed separately.
(5) *Applicability of standards to expanding uses.* Whenever a building or use is enlarged in floor area, number of dwelling units, seating capacity or in any other manner so as to create a need for a greater number of parking spaces than that existing, such spaces shall be provided in accordance with this section. Any parking deficiency shall be brought into conformity concurrently with the enlargement or change of use.

[iv] **Policy 1-1.3.2: Designate Various Types of Mixed Use Commercial Nodes to Accommodate Diverse Commercial Uses.** A variety of commercial development designations shall be provided in order to adequately ensure availability of sites that accommodate the varied site and spatial requirements for such activities as: professional and business offices, limited commercial activities, and general retail sales and services.
The allocation of commercial uses shall recognize that respective commercial activities frequently have different site, spatial, and market area characteristics and generate significantly different impacts. Similarly, the commercial development designations on the Land Use Map shall be complemented by performance standards and site plan review requirements which shall provide a framework for managing and accessing impacts of development. These regulations

shall ensure that proposed development of commercially designated sites is well planned and can be adapted to the proposed site. For instance, the Land Development Regulations shall address issues surrounding:

1. Intensity of use
2. Natural constraints to development
3. Perimeter and internal landscaping
4. Availability of public facilities at adequate levels of service
5. Concurrency management
6. Controlled access and egress
7. Off-street parking as well as safe and convenient systems of vehicular, bicycle, and pedestrian circulation. The Land Development Regulations shall include a regulatory framework for public and private partnership in providing strategically located parking facilities in order to restrict and/or minimize vehicular traffic in the Historic Preservation District.
8. Open space preservation and maximum impervious surface
9. Height and lot coverage
10. Adequate building setbacks
11. Urban design amenities, including, but not limited to, signage controls, pedestrian amenities, landscaping improvements, building height limitations, architectural controls in the Historic Preservation District, and other similar design features.
12. Efficiency in natural resource use.

[v] **OBJECTIVE 1A-1.2: DESIGNATED HISTORIC DISTRICTS AND LANDMARKS.** To continue to ensure the stability, maintenance and improvement of designated historic districts and independently listed landmarks through: updating HARC Guidelines; evaluating the impacts of proposed development; providing incentives for maintenance; assessing adjacent land use compatibility; developing Transfer of Development Rights; prioritizing planning activities with historical preservation benefits; developing performance standards for protecting historic sites; reducing vehicular and non-vehicular traffic conflicts; restricting loss of City-owned historic properties and require preservation deed restriction; developing capital improvement programs which enhance historic areas; creating a master plan for the Key West cemetery; and preventing the increase or redirection of traffic onto the historic district's residential streets, as specified in the following policies.

[vi] **Policy 1A-1.2.9: Vehicular and Non-Vehicular Traffic Conflicts.** The Land Development Regulations in the Historic District shall address the reduction and elimination of conflicts between vehicular and non-vehicular traffic for shared space. The use of buffers, setbacks, slower speed zones, and the use of materials that inherently slow traffic and enhance the historic resources (e.g., brick roads) shall merit consideration.

[vii] **Policy 1A-1.3.4: Concurrency Management and Capital Improvements.** Concurrency standards shall be met while minimizing negative impact on historic resources. Consideration shall be given to drainage and stormwater management, open space, traffic flow, and off-street parking when assessing potential impact of redevelopment activities in the Historic District.

[viii] **Sec. 108-574. - Substitution of bicycle parking spaces.**
An applicant for development plan approval pursuant to article II of this chapter may file a request for a variance to substitute additional bicycle parking (i.e., bicycle parking in excess of that required pursuant to section 108-572). The planning board may grant such variance upon a finding that such additional bicycle parking would be beneficial and would satisfy the specific conditions of sections 90-394 and 90-395. However, hardship conditions shall not be a mandatory condition of obtaining the subject variance. If the planning board determines the requested bicycle parking is compliant with the referenced criteria, the planning board shall require that such additional parking be located on a site within 100 feet of the subject site. Furthermore, in determining the appropriate substitution, four bicycle parking spaces shall be equivalent to one motorized vehicle parking space. All such approved bicycle parking spaces shall satisfy pavement, maintenance, and construction specifications of subdivision II of this division as well as bicycle parking, design, lighting, and security criteria of section 108-643.

[ix] **Sec. 122-1470. - Accessory unit infill.**

(a) In all mixed use zoning districts of the city, the city shall encourage the addition of affordable work force housing on the same site as commercial properties and institutions to promote employee housing. Such development shall be known as accessory unit infill. Tenants shall be eligible persons under section 122-1469. Applicants under this section may provide two bicycle or scooter parking spaces per unit as an alternative to applying to the planning board for parking variances. Provided that units of 600 square feet or less are treated as an 0.78 equivalent unit and all units provided must be made available through the city's building permit allocation system.

(b) The maximum total rental and/or sales price for accessory unit infill in a single development or redevelopment shall be based on each unit being affordable housing (moderate income). The rental and/or sales price may be mixed among affordable housing (low income), (median income), (middle income) and (moderate income) in order that the total value in rental and/or sales does not exceed ten percent of the rental and/or sales of all the units at affordable housing (moderate income).

[x] **Sec. 108-571. - Applicability.**

Parking shall be provided in all districts at the time any building or structure is erected or enlarged or increased in capacity by a change of use or the addition of dwelling units, transient units, floor area, seats, beds, employees or other factors impacting parking demand as stated in this article. The parking spaces shall be delineated on a development plan if required pursuant to article II of this chapter. If a development plan is not required, the applicant shall submit a scaled drawing which shall be approved by the building official and filed with the building department. The land comprising approved parking spaces required by the land development regulations shall be maintained as off-street parking spaces in perpetuity and shall not be used for other purposes unless there is a city-approved change in land use on the premises which warrants a change in the design, layout, or number of required parking spaces.

[xi] **Sec. 108-573. - Special provisions within historic commercial pedestrian-oriented area.**

(a) *Description of area.* The area within the historic commercial pedestrian-oriented area shall include all land zoned HRCC-1; HRCC-2, excepting those properties east of Trumbo Road and Grinnell Street; HRCC-3; HNC-1, excepting all land located east of lots which front on the east side of Simonton Street; HNC-3; as well as the lands within the HRO district which is located immediately east of Truman Annex, the post office and the courthouse; the HNC-2 district abutting the south side of Caroline Street; and the three HPS districts located west of Simonton Street.

(b) *Special* off-street parking *requirement.* Within the historic commercial pedestrian oriented area described in subsection (a) of this section, parking requirements shall be applied whenever:

(1) New nonresidential floor area is constructed;

(2) New residential or transient residential units are constructed;

(3) The amount of nonresidential floor area is increased due to expansion of existing structure or conversion of residential floor area to nonresidential floor area; or

(4) The number of residential or transient residential units available is increased due to conversion of nonresidential uses to residential or transient residential uses or internal or external construction of additional residential or transient residential floor area.

(c) *Change of existing commercial pedestrian oriented uses.* No additional off-street parking shall be required within the historic commercial pedestrian-oriented area if a commercial structure is the subject of a change from one type of commercial use to another type of commercial use, so long as no additional or expanded floor area is created. However, the off-street parking regulations in this article shall apply to the following:

(1) Additional floor area; or

(2) Any nonresidential floor area created after January 1, 1998, and converted to another use requiring more parking.

Any preexisting off-street parking serving the structure must be maintained to service the new use. Similarly, preexisting parking shall not be used as a site for additional floor area unless the total off-street parking required pursuant to this article is made available to accommodate the existing and new proposed floor area.

(d) *Location of bicycle* parking*.* In the historic commercial pedestrian-oriented area, as part of development plan review pursuant to article II of this chapter, the city may approve the provision of bicycle parking in the right-of-way or in a public bicycle parking area.

[xii] **Sec. 122-62. - Specific criteria for approval.**

(a) *Findings.* A conditional use shall be permitted upon a finding by the planning board that the proposed use, application and, if applicable, development plan comply with the criteria specified in this section, including specific conditions established by the planning board and or the city commission during review of the respective application in order to ensure compliance with the comprehensive plan and land development regulations. If the proposed conditional use is a major development pursuant to sections 108-165 and 108-166, the city commission shall render the final determination pursuant to section 122-63. A conditional use shall be denied if the city determines that the proposed use does not meet the criteria provided in this section and, further, that the proposed conditional use is adverse to the public's interest. An application for a conditional use shall describe how the specific land use characteristics proposed meet the criteria described in subsection (c) of this section and shall include a description of any measures proposed to mitigate against possible adverse impacts of the proposed conditional use on properties in the immediate vicinity.

(b) *Characteristics of use described.* The following characteristics of a proposed conditional use shall be clearly described as part of the conditional use application:
  (1) Scale and intensity of the proposed conditional use as measured by the following:
    a. Floor area ratio;
    b. Traffic generation;
    c. Square feet of enclosed building for each specific use;
    d. Proposed employment;
    e. Proposed number and type of service vehicles; and
    f. Off-street parking needs.
  (2) On- or off-site improvement needs generated by the proposed conditional use and not identified on the list in subsection (b)(1) of this section including the following:
    a. Utilities;
    b. Public facilities, especially any improvements required to ensure compliance with concurrency management as provided in chapter 94;
    c. Roadway or signalization improvements, or other similar improvements;
    d. Accessory structures or facilities; and
    e. Other unique facilities/structures proposed as part of site improvements.
  (3) On-site amenities proposed to enhance site and planned improvements. Amenities including mitigative techniques such as:
    a. Open space;
    b. Setbacks from adjacent properties;
    c. Screening and buffers;
    d. Landscaped berms proposed to mitigate against adverse impacts to adjacent sites; and
    e. Mitigative techniques for abating smoke, odor, noise, and other noxious impacts.

(c) *Criteria for conditional use review and approval.* Applications for a conditional use shall clearly demonstrate the following:
  (1) *Land use compatibility.* The applicant shall demonstrate that the conditional use, including its proposed scale and intensity, traffic-generating characteristics, and off-site impacts are compatible and harmonious with adjacent land use and will not adversely impact land use activities in the immediate vicinity.
  (2) *Sufficient site size, adequate site specifications, and infrastructure to accommodate the proposed use.* The size and shape of the site, the proposed access and internal circulation, and the urban design enhancements must be adequate to accommodate the proposed scale and intensity of the conditional use requested. The site shall be of sufficient size to accommodate urban design amenities such as screening, buffers, landscaping, open space, off-street parking, efficient internal traffic circulation, infrastructure (i.e., refer to chapter 94 to ensure concurrency management requirements are met) and similar site plan improvements needed to mitigate against potential adverse impacts of the proposed use.
  (3) *Proper use of mitigative techniques.* The applicant shall demonstrate that the conditional use and site plan have been designed to incorporate mitigative techniques needed to prevent adverse impacts to adjacent land uses. In addition, the design scheme shall appropriately address off-site impacts to ensure that land use activities in the immediate vicinity, including community infrastructure, are not burdened with adverse impacts detrimental to the general public health, safety and welfare.
  (4) *Hazardous waste.* The proposed use shall not generate hazardous waste or require use of hazardous materials in its operation without use of city-approved mitigative techniques designed to prevent any adverse impact to the general health, safety and welfare. The plan shall provide for appropriate identification of hazardous waste and hazardous material and shall regulate its use, storage and transfer consistent with best management principles and practices. No use which generates hazardous waste or uses hazardous materials shall be located in the city unless the specific location is consistent with the comprehensive plan and land development regulations and does not adversely impact wellfields, aquifer recharge areas, or other conservation resources.
  (5) *Compliance with applicable laws and ordinances.* A conditional use application shall demonstrate compliance with all applicable federal, state, county, and city laws and ordinances. Where permits are required from governmental agencies other than the city, these permits shall be obtained as a condition of approval. The city may affix other conditions to any approval of a conditional use in order to protect the public health, safety, and welfare.
  (6) *Additional criteria applicable to specific land uses.* Applicants for conditional use approval shall demonstrate that the proposed conditional use satisfies the following specific criteria designed to ensure against potential adverse impacts which may be associated with the proposed land use:

a. *Land uses within a conservation area.* Land uses in conservation areas shall be reviewed with emphasis on compliance with section 108-1 and articles III, IV, V, VII and VIII of chapter 110 pertaining to environmental protection, especially compliance with criteria, including land use compatibility and mitigative measures related to wetland preservation, coastal resource impact analysis and shoreline protection, protection of marine life and fisheries, protection of flora and fauna, and floodplain protection. The size, scale and design of structures located within a conservation area shall be restricted in order to prevent and/or minimize adverse impacts on natural resources. Similarly, public uses should only be approved within a wetland or coastal high hazard area V zone when alternative upland locations are not feasible on an upland site outside the V zone.

b. *Residential development.* Residential development proposed as a conditional use shall be reviewed for land use compatibility based on compliance with divisions 2 through 14 of article IV and divisions 2 and 3 of article V of this chapter pertaining to zoning district regulations, including size and dimension regulations impacting setbacks, lot coverage, height, mass of building, building coverage, and open space criteria. Land use compatibility also shall be measured by appearance, design, and land use compatibility criteria established in chapter 102; articles III, IV and V of chapter 108; section 108-956; and article II of chapter 110; especially protection of historic resources; subdivision of land; access, internal circulation, and off-street parking; as well as possible required mitigative measures such as landscaping and site design amenities.

c. *Commercial or mixed use development.* Commercial or mixed use development proposed as a conditional use shall be reviewed for land use compatibility based on compliance with divisions 2 through 14 of article IV and divisions 2 and 3 of article V of this chapter pertaining to zoning district regulations, including size and dimension regulations impacting floor area ratio, setbacks, lot coverage, height, mass of buildings, building coverage, and open space criteria. Land use compatibility also shall be measured by appearance, design, and land use compatibility criteria established in chapter 102; articles I, II, IV and V of chapter 108; section 108-956; and article II of chapter 110; especially protection of historic resources; subdivision of land; access, pedestrian access and circulation; internal vehicular circulation together with access and egress to the site, and off-street parking; as well as possible required mitigative measures such as landscaping, buffering, and other site design amenities. Where commercial or mixed use development is proposed as a conditional use adjacent to U.S. 1, the development shall be required to provide mitigative measures to avoid potential adverse impacts to traffic flow along the U.S. 1 corridor, including but not limited to restrictions on access from and egress to U.S. 1, providing for signalization, acceleration and deceleration lanes, and/or other appropriate mitigative measures.

d. *Development within or adjacent to historic district.* All development proposed as a conditional use within or adjacent to the historic district shall be reviewed based on applicable criteria stated in this section for residential, commercial, or mixed use development and shall also comply with appearance and design guidelines for historic structures and contributing structures and/or shall be required to provide special mitigative site and structural appearance and design attributes or amenities that reinforce the appearance, historic attributes, and amenities of structures within the historic district.

e. *Public facilities or institutional development.* Public facilities or other institutional development proposed as a conditional use shall be reviewed based on land use compatibility and design criteria established for commercial and mixed use development. In addition, the city shall analyze the proposed site location and design attributes relative to other available sites and the comparative merits of the proposed site, considering professionally accepted principles and standards for the design and location of similar community facilities and public infrastructure. The city shall also consider compliance with relevant comprehensive plan assessments of community facility and infrastructure needs and location impacts relative to service area deficiencies or improvement needs.

f. *Commercial structures, uses and related activities within tidal waters.*
The criteria for commercial structures, uses and related activities within tidal waters are as provided in section 122-1186.

g. *Adult entertainment establishments.* The criteria for adult entertainment establishments are as provided in division 12 of article V of this chapter.

[xiii] **Policy 1-1.9.2: Comprehensive Plan Implementation and Land Development Regulations.** The City shall continue to ensure that during the development review process the City shall enforce qualitative and quantitative performance criteria consistent with the Comprehensive Plan policies governing the preservation of environmentally sensitive lands, including wetlands; stormwater; convenient on-site traffic flow and vehicle parking; and all other requisite infrastructure both on- and off-site as stipulated within the Comprehensive Plan. Furthermore, the City shall require maintenance and continuing adherence to these standards. The City's existing Land Development Regulations

governing zoning; subdivision; signage; landscaping and tree protection; sustainability; and surface water management shall be enforced and shall be revised as needed in order to: 1) effectively regulate future land use activities and natural resources identified on the Future Land Use Map; 2) adequately protect property rights; and 3) implement the goals, objectives, and policies stipulated in the Comprehensive Plan.
The Land Development Regulations shall continue to include a regulatory framework to:

1. Regulate the subdivision of land;
2. Regulate the use of land and water consistent with this Element, ensure the compatibility of adjacent land uses, and provide for open space;
3. Protect the environmentally sensitive lands as well as flora and fauna as stipulated in the Comprehensive Plan;
4. Regulate land use and minimum building elevations in areas subject to seasonal and periodic flooding and provide for drainage and stormwater management;
5. Regulate signage;
6. Ensure safe and convenient on-site and off-site traffic flow and vehicle parking needs and prohibit development within future rights-of-way;
7. Provide that development orders and permits shall not be issued which result in a reduction of levels of services for impacted public facilities below the levels of service standards which shall be adopted by the City Commission;
8. Ensure progress toward community greenhouse gas emissions reduction goals; and
9. Provide safe pedestrian and bicycle connectivity throughout the City and especially on transportation corridors.

[xiv] **Policy 2-1.1.7: Adequate Facilities Ordinance.** The City shall amend and continue to enforce the Land Development Regulations to require that physical improvements required to provide adequate roadway and multi-modal transportation capacity and access be in place prior to the issuance of a development order/permit. In addition, prior to approval of a site plan the developer/applicant shall demonstrate to the City's satisfaction that required road and multi-modal transportation improvements shall be in placeconcurrent with the impacts of development.

[xv] **Policy 2-1.6.2: Multimodal Transportation Performance Criteria.** The City of Key West shall enforce Land Development Regulations which require that future land development comply with traffic circulation level of service standards cited herein. Performance criteria shall require that new development bear an equitable share of costs for transportation system improvements necessary to accommodate traffic generated by proposed new development.

[xvi] **OBJECTIVE 2-1.1: SAFE, CONVENIENT, AND EFFICIENT TRANSPORTATION SYSTEM.** Establish a safe, convenient, and efficient motorized and non-motorized transportation system in the City through development and implementation of level of service (LOS) standards and identified roadway and multi-modal transportation improvements.

Monitoring Measure: Achievement of Level of Service standards and strategies to increase multimodalism.

[xvii] **Policy 2-1.1.3: Dense Urban Land Area.** The City of Key West is a substantially developed dense urban land area and is thereby exempted from transportation concurrency requirements for roadways. The City recognizes that its development characteristics make substantive expansion of capacity of the roadway system prohibitive. The City will therefore prioritize improving the safety and function of existing roads and multi-modal transportation improvements (i.e. transit, air, boat, bicycles, pedestrianism, mixed-use development) as its primary strategies for addressing current and projected transportation needs.

[xviii] **Policy 2-1.1.10: Bicycle Level of Service Standards.** The City shall seek to maintain a bicycle Level of Service Standard of B or better on all roadways with designated bicycle lanes in accordance with the flowing definitions:

LOS A - On and off street facilities, low level of interaction with motor vehicles, appropriate for all riders;
LOS B - Low level of interaction with motor vehicles, appropriate for all riders;
LOS C - Appropriate for most riders, some supervision may be required, moderate interaction with motor vehicles;
LOS D - Appropriate for advanced adult bicyclists, moderate to high interactions with motor vehicles;
LOS E - Cautious use by advanced adult riders, high interactions with motor vehicles;
LOS F - Generally not safe for bicycle use, high level of interactions with motor vehicles.

By 2015 the City shall seek to complete a Bicycle Master Plan to assist in achieving these standards.

[xix] **Policy 2-1.1.11: Pedestrian Level of Service Standards.** The City shall seek to maintain a pedestrian Level of Service Standard of B or better on all roadways with designated pedestrian facilities in accordance with the flowing definitions:

- LOS A - Highly pedestrian oriented and attractive for pedestrian trips, with sidewalks, pedestrian friendly intersection design, low vehicular traffic volume, and ample pedestrian amenities;
- LOS B - Similar to A, but with fewer amenities and low to moderate level of interaction with motor vehicles;
- LOS C - Adequate for pedestrians, some deficiencies in intersection design, moderate interactions with motor vehicles;
- LOS D - Adequate for pedestrians but with deficiencies in intersection design and pedestrian safety and comfort features, may be some gaps in the sidewalk system, moderate to high interactions with motor vehicles;
- LOS E - Inadequate for pedestrian use, deficient pedestrian facilities, high interactions with motor vehicles;
- LOS F - Inadequate for pedestrian use, no pedestrian facilities, high interactions with motor vehicles.

[xx] **OBJECTIVE 2.1.5: COORDINATING TRANSPORTATION PLANNING.** The City shall coordinate transportation system planning with the plans and programs of Monroe County and the FDOT Five (5) Year Transportation Improvement Plan.

Monitoring Measure: Achievement of Level of Service standards and strategies to increase multimodalism.

[xxi] **OBJECTIVE 2-1.6: MANAGING MULTIMODAL TRANSPORTATION AND LAND USE**. The City shall coordinate multimodal transportation system improvements and implementing programs with documented shifts in socio-economic conditions, demographic changes, and implications of the goals, objectives, and policies of the Land Use Element, including the Future Land Use Plan Map.

[xxii] **Policy 2-1.6.1: Integrated Multimodal Transportation and Land Use Planning.** The City shall continually monitor and evaluate the impacts of existing and proposed future land development on the transportation system in order to achieve integrated management of the land use decisions and transportation impacts.

[xxiii] **Policy 5A-1.1.1:** Scheduled Port Improvements to Meet Service Demand. Table 5A-1.1.1 denotes planned capital improvements to the City of Key West Port, including estimated costs and funding sources to meet port and economic development needs. These improvements are scheduled in order to: meet projected service demands identified in the Data Inventory and Analysis; satisfy maintenance and safety needs; and to accommodate land acquisition, ferry dock facilities and parking facilities required to implement the Federal DOT multimodal transportation hurricane evacuation program. (Subject to Amendment in 2014)

[xxiv] **OBJECTIVE 5A-2.1: MULTIMODAL TRANSPORTATION HURRICANE EVACUATION PROGRAM.** The City of Key West shall participate in the Federal DOT multimodal transportation hurricane evacuation program. This program is designed to diversify available evacuation options and facilitate hurricane evacuation preparedness by making rapid speed ferries available for hurricane evacuation while developing necessary multimodal transportation linkages to implement the system.

[xxv] **Policy 5A-2.1.1: Local Port Improvement Initiatives.** The City of Key West shall file an application to use available Federal DOT Multimodal Transportation Hurricane Evacuation Program funds to acquire the Chevron fueling site and to develop a rapid speed ferry terminal, necessary related port facilities and a three story parking structure (reference Policy 5A-1.1.1: Scheduled Port Improvements to Meet Service Demand).

[xxvi] **Policy 5B-3.1: Multimodal Transportation Hurricane Evacuation.** When negotiating new highspeed ferry operation contracts at the Truman Waterfront Parcel in Key West, identify parameters under which ferries can be used for hurricane evacuation.

[xxvii] **Sec. 108-286. - Pedestrian sidewalks.**
Sidewalks shall be constructed to link major activity centers and shall also link vehicle use areas including parking areas with all principal buildings. The pedestrian circulation system shall include marked pedestrian crossings in order to separate vehicular and pedestrian traffic.

[xxviii] **Sec. 108-318. - Separation of vehicles, bicycles and pedestrians.**
Parking areas, driveways, bicycle ways and pedestrian ways shall be clearly identified, designed, and marked, where appropriate, to achieve safe and convenient circulation for motorized vehicles, bicyclists and pedestrians. Motorized traffic should be separated from principal bicycle ways, pedestrian routes and recreation areas by curbs, pavement markings, planting areas, fences or similar features designed to promote vehicle, bicycle and pedestrian safety.

[xxix] **Sec. 118-299. - Sidewalks and bicycle paths.**

(a) Concrete sidewalks of a minimum width of four feet shall be constructed along both sides of all streets in a subdivision. Sidewalks shall be constructed with other required improvements and shall meet local sidewalk construction requirements.
(b) The construction of bicycle/pedestrian paths may be used to waive required sidewalks by the city commission as a form of pedestrian circulation. Such paths shall be a dual system consisting of sidewalks within the road right-of-way and bicycle/pedestrian paths outside of the road right-of-way with a minimum width of eight feet. Bicycle/pedestrian paths shall be constructed according the state department of transportation Bicycle Facilities Planning and Design Manual. Bicycle/pedestrian paths shall be constructed concurrently with other required improvements. The control, jurisdiction and maintenance obligation of bicycle/pedestrian paths not located within the road right-of-way shall be placed in a property owners' association, condominium association or cooperative apartment association, as defined by the state law, or an improvement district.

[xxx] **Sec. 108-233. - Concurrency facilities and other utilities or services.**
Development plans shall satisfy concurrency management regulations cited in chapter 94. This component of the plan shall identify demands on concurrency facilities generated by the proposed development and identify how the demands shall be accommodated through improvements. The development plan shall also list the utility providers currently serving the site together with a description of the existing infrastructure serving the site. Include the location, design and character of all concurrency facilities and other utilities, such as underground or overhead electric lines, gas transmission lines, or other similar facilities or services, on the development plan. Concurrency facilities shall include the following:

(1) *Potable water supply.*
    a. Identify projected average daily potable water demands at the end of each development phase and specify the consumption rates which have been assumed for the projection.
    b. Provide proof of coordination with the Florida Key Aqueduct Authority. Assess the present and projected capacity of the water supply system and the ability of such system to provide adequate water for the proposed development.
    c. Describe measures taken to ensure the water pressure and flow will be adequate for fire protection for the type of construction proposed.
    d. Denote both planned system improvements required to establish and/or maintain adopted level of service and proposed funding resources to provide these improvements.
(2) *Wastewater management.*
    a. Provide projection of the average daily flows of wastewater generated by the development at the end of each development phase. Describe proposed treatment system, method and degree of treatment, quality of effluent, and location of effluent and sludge disposal areas. Identify method and responsibilities for operation and maintenance of facilities.
    b. If public facilities are to be utilized, provide proof of coordination with the city public service department. Assess the present and projected capacity of the treatment and transmission facilities.
    c. If applicable, provide a description of the volume and characteristics of any industrial or other effluent.
    d. Denote both planned system improvements required to establish and/or maintain adopted level of service and proposed funding resources to provide these improvements.
(3) *Water quality.* Discuss disposal areas, septic tank drainfield, urban runoff area impervious surfaces, and construction-related runoff. Describe anticipated volume and characteristics. Indicate measures taken to minimize the adverse impacts of potential pollution sources upon the quality of the receiving waters prior to, during and after construction.
    a. Identify any wastewater disposal areas, septic tank drainfield, urban runoff area impervious surfaces, and construction-related runoff. Describe anticipated volume and characteristics. Indicate measures taken to minimize the adverse impacts of these potential pollution sources upon the quality of the receiving waters prior to, during and after construction.
    b. Describe plans for revegetation and landscaping of cleared sites including a completion schedule for such work.
(4) *Stormwater management.* A stormwater management plan for the site shall be provided, including:

a. Retention of runoff or discharge of such runoff into adequately sized natural vegetative filtration areas in a manner approximating the natural runoff regime;
b. Permanent drainage systems which make maximum use of natural drainage patterns, vegetative retention and filtration; and
c. Evidence that the proposed drainage improvements shall accommodate stormwater runoff without adversely impacting natural systems or the city's adopted level of service for drainage.

(5) *Solid waste.* Identify projected average daily volumes of solid waste generated by the development at the end of each phase. Indicate proposed methods of treatment and disposal. Provide proof of coordination with the city technical service department. Assess the present and projected capacity of the solid waste treatment and disposal system and the ability of such facilities to provide adequate service to the proposed development.
(6) *Roadways.* Provide a projection of the expected vehicle trip generation at the completion of each development phase. Describe in terms of external trip generation and average daily as well as peak hour traffic. Evaluate the capacity of the existing roadway network serving the development. Provide recommendations for any required improvements to the existing network required by the proposed development including additional right-of-way, roadway improvements, additional paved lanes, traffic signalization, access and egress controls, and other similar improvements.
(7) *Recreation.* Identify projected demand generated by the development and cite land and facility improvements provided to ensure the city's level of service is not adversely impacted.
(8) *Fire protection.* Identify existing and proposed hydrant locations in relationship to buildings and other fire protection systems. The applicant may be required by the fire department to provide fire wells to augment the available water supply.
(9) *Reclaimed water system.* Include the amount of any reclaimed water to be utilized and the method of application on the site.
(10) *Other public facilities.* Discuss provisions included in the proposed development to minimize adverse effects upon the following facilities: educational, police, fire protection, recreational, electric power, health care and disaster preparedness. Include map of the service areas of all existing and proposed public facilities, such as sewage, water supplies, fire protection, health care, which serve the site, and a map of the highway and transportation network map of the site and surrounding area. A letter of coordination with the city electric system (CES) shall be include in the development plan.

[xxxi] **Sec. 108-244. - On-site and off-site parking and vehicular, bicycle, and pedestrian circulation.**
Development plans shall satisfy on- and off-site vehicular and bicycle circulation, and parking requirements of articles IV and VII of this chapter. Development plans shall include location, dimensions and typical construction specifications for:

(1) Existing and proposed driveways, approaches and curb cuts;
(2) Vehicular access points, accessways and common multimodal access points with pavement markings or other improvements to achieve safe internal circulation without conflict among modes of travel;
(3) Existing and proposed vehicle and bicycle off-street parking spaces, loading, unloading and service area space requirements:
    a. Number of employees and number and type of vehicles owned by the establishment; and
    b. Any combined off-street parking facilities shall be submitted with an agreement specifying the nature of the arrangement, its anticipated duration, and signatures of all concerned property owners;
(4) Other vehicular use areas;
(5) Bicycle ways as well as pedestrian ways and other pedestrian use areas;
(6) Typical cross sections, by type of improvement;
(7) Traffic control devices;
(8) Proposed parking surface material, pavement markings, and other related improvements; and
(9) Dedicated easements including cross easements, indicating their purpose, design, location, alignment, dimensions, and maintenance responsibilities.

[xxxii] **Sec. 108-317. - Internal circulation system design and access/egress considerations.**

(a) Driveways, curb cuts, aisles, bicycle ways, pedestrian ways, and areas for parking and internal circulation of vehicles, bicycles, and pedestrians shall be located, designed and controlled so as to provide for safe and convenient circulation within the site and safe and convenient access from and onto adjoining streets. The city staff shall review such design considerations based on standard traffic engineering principles and practices, and such specifications as may be adopted by resolution of the city commission. Requirements of article VII of this chapter shall be applied for off-street parking.
(b) Among factors to be considered shall be the following:
    (1) The need for acceleration and deceleration lanes;

(2) The number, location and size of curb cuts, access drives, bicycle ways and pedestrian ways from adjacent streets, bicycle ways and pedestrian ways together with any special markings necessary to avoid conflict among vehicles, bicycles, and pedestrians;
(3) The location and design of driveways, access aisles, and bicycle ways to parking spaces;
(4) The arrangement, delineation and marking for parking areas; and
(5) The means of access to buildings for firefighting apparatus and other emergency vehicles.

[xxxiii] **Sec. 118-297. - Off-street parking areas.**

Off-street parking areas shall be provided in a subdivision in accordance with article VII of chapter 108 pertaining to off-street parking and shall contain provisions for ingress, egress, vehicular and pedestrian traffic, and orderly temporary storage of motor vehicles. Parking areas, including vehicular storage spaces, driveways and access aisles, shall be laid out and striped in accordance with the minimum parking standards of article VII of chapter 108. Access management as well as internal circulation and off-street parking performance criteria of article II of chapter 108 pertaining to site plan review procedures shall be satisfied. Parking areas including spaces, driveways, and access aisles shall be constructed in accordance with the following standards:

(1) Parking areas for all residential lots and for commercial lots having an area of 15,000 square feet or less shall have a wearing surface of one inch of type SI or type II asphalt concrete laid over a subbase not less than six inches thick, free of muck and organic materials, stabilized to a minimum 50 psi F.V.B.
(2) Nonresidential parking areas for lots with areas greater than 15,000 square feet shall be paved in the same manner as a local street.
(3) Adequate drainage shall be provided for a one-in-ten-year storm in all off-street parking areas in accordance with article VIII of chapter 108 pertaining to surface water management.

[xxxiv] **Sec. 118-329. - Nonresidential driveways and internal circulation.**

(a) Vehicular circulation must be completely contained within the property, and vehicles located within one portion of the development must have access to all other portions without using the adjacent street system.
(b) Acceptable plans must illustrate that proper consideration has been given to the surrounding street plan, traffic volumes, proposed street improvements, vehicular street capacities, pedestrian movements, and safety.
(c) No driveway shall be constructed in the radius return of an intersection.

[xxxv] **Sec. 122-1142. - Density and intensity of land use.**

(a) The density and intensity shall be consistent with the comprehensive plan. Refer to the table in section 122-1151 for specific density and intensity maximums by type of land use. The density and intensity expressed in the table in section 122-1151 is the maximum density/intensity which can be achieved. However, the maximum density/intensity is not guaranteed by right and shall be subject to the performance criteria set forth in the land development regulations.
(b) Maximum gross residential density shall be determined by dividing the maximum allowable units by the gross acres of land (i.e., dwelling units/gross land area). Maximum gross density for hotel, motel and transient facilities shall be determined by dividing the maximum allowable units by the gross acres of land (i.e., dwelling units/gross land area). Units within hotels, motels, and other transient facilities shall be defined as any room accommodating beds, including conventional beds as well as sofa beds, Murphy beds, or other types of beds with unique multipurpose or space saving designs, which can be locked and keyed from the exterior of the premises or from a common hallway, foyer, or other common area and can be held out to the public as distinct sleeping quarters for overnight lodging or for a longer period of time.
(c) All residential densities stipulate the maximum gross densities. Gross land area shall be defined as those contiguous land areas under common ownership proposed for residential development. When developable land abuts wetlands, waters of the state or other environmentally sensitive land, including but not limited to those lands within state and/or federal jurisdiction, the boundary shall be delineated as established in section 110-88 or as established by the state or federal government.
(d) The applicant shall bear the burden of proof in determining that development shall not adversely impact wetlands, yellow heart hammocks, and other environmentally fragile natural systems. Where the state and federal governments have jurisdiction, the applicant for development must obtain all necessary permits, including but not limited to a dredge and fill permit, prior to requesting a determination of development rights from the city. Maximum density in the conservation district shall not exceed one unit per ten acres. In addition, site alteration shall be limited to ten percent of the entire site. Such determinations shall be based on physical and biological data obtained from specific site investigations. These determinations shall be predicated on findings rendered by professionals competent in producing data and analyses necessary to support impact assessments, including findings regarding the impacts of potential development on the physical and biological value and function of environmentally sensitive lands. This section shall not prevent, as a minimum, a single-

family home from being built on a legal lot of record where state and federal agencies having jurisdiction approve such development.

(e) In reviewing applications/site plans for development of particular building sites, the specific residential density approved by the city shall meet all applicable performance criteria of chapters 94, 102 and 106; articles I and III through IX of chapter 108; and chapters 110 and 114, as well as other applicable land development regulations.

(f) The maximum intensity stipulated for nonresidential activities is stated in terms of floor area ratio as defined in section 86-9.

(g) The city shall reserve the power to mandate changes in the site plan as well as mandate reductions in the density and/or intensity of development proposed by an applicant/developer if the city finds that the proposed site plan does not satisfy provisions of the comprehensive plan and/or the land development regulations. The maximum floor area ratios are further restricted by quantitative and qualitative criteria included in the land development regulations, including but not limited to such factors as the following:

(1) Minimum open space.
(2) Concurrency management and level of service standards for traffic circulation.
(3) Stormwater management and other public facilities and services.
(4) Off-street parking and internal circulation.
(5) Height restrictions.
(6) Landscaping.
(7) Other required on-site improvements and design amenities required to achieve land use compatibility.

(h) Furthermore, the calculations of floor area ratios for determining allowable intensity in mixed use developments on sites greater than one-half acre at the time of adoption of the comprehensive plan (January 1994) shall apply the following specific procedures to avoid excessive intensity. Upon adoption of the comprehensive plan, where common ownership exists on contiguous parcels, applicants for development must aggregate the land under common ownership into a single site plan.

(i) The maximum number of residential units which may be allocated to the residential component of a mixed use development shall be determined by following the procedures below:

Step 1.	State the allowable commercial FAR	________	=	Maximum allowable commercial FAR
Step 2.	State the proposed commercial FAR	________	=	Proposed commercial FAR
Step 3.	Subtract line 2 from line 1	________	=	Unused commercial FAR
Step 4.	Divide line 3 by line 1	________	=	% of unused commercial FAR
Step 5.	Multiply line 4 by the maximum allowable units per acre	________	=	Allowable units per acre
Step 6.	Multiply line five by the number of acres on the total site	________	=	Maximum residential units allowed

(j) The maximum square footage which may be allocated to the commercial component of a mixed use development shall be determined by following the procedures as follows:

Step 1.	State the maximum allowable units per acre	________	=	Maximum allowable units per acre
Step 2.	State total number of units per acre on the total site	________	=	Total number of units per acre
Step 3.	Subtract line 2 from line 1	________	=	Unused residential density
Step 4.	Divide line 3 by line 1	________	=	% of unused residential density

Step 5.	Multiply line 4 by allowable commercial FAR	_______	=	Maximum commercial FAR
Step 6.	Multiply line five by the square footage of the total site	_______	=	Maximum commercial square footage

[xxxvi] **Sec. 108-232. - Intergovernmental coordination.**
The development plan shall contain the following pertaining to intergovernmental coordination:

(1) Provide proof of coordination with applicable local, regional, state and federal agencies, including but not limited to the following agencies, that will be involved in the project:
   a. South Florida Regional Planning Council (SFRPC).
   b. City electric system (CES).
   c. State department of environmental protection (DEP).
   d. Army Corps of Engineers (ACOE).
   e. South Florida Water Management District (SFWMD).
   f. State department of transportation (DOT).
   g. State department of community affairs (DCA).
   h. Florida Keys Aqueduct Authority (FKAA).
   i. State fish and wildlife conservation commission (F&GC).
   j. The county.

(2) Provide evidence that any necessary permit, lease or other permission from applicable local, regional, state and federal agencies has been obtained for any activity that will impact wetland communities or submerged land.

(3) When intergovernmental coordination efforts are incomplete, the applicant shall provide evidence of good faith efforts towards resolving intergovernmental coordination issues.

[xxxvii] **Policy 2-1.1.12: Reduction of Greenhouse Gas Emissions.** The City shall employ best management practices to reduce vehicular emissions. By 2015, the City shall create a Level of Service (LOS) standard for greenhouse gas emissions. The City shall set energy, water, transportation and solid waste efficiency standards to support the greenhouse gas LOS. By 2015, the City shall achieve Commission goals of 15% reduction of greenhouse gas emissions from 2005 base year per actions including but not limited to the City's Climate Action Plan. The City shall enact or support certification programs which encourage environmentally responsible practices by businesses.

[xxxviii] **Policy 6-1.1.3: Reduction of Greenhouse Gasses:** By 2015, the City shall achieve Commission goals of 15% reduction of greenhouse gas emissions from 2005 base year per actions including but not limited to the City's Climate Action Plan. The City shall prepare Land Development Regulations that achieve these goals. By 2015, the City shall create a Level of Service (LOS) standard for greenhouse gas emissions. By 2017, the City shall set energy, water, transportation and solid waste efficiency standards to support the greenhouse gas LOS.

[xxxix] **Policy 6-1.1.4: Funding Mechanisms:** By 2016, the City shall create and seek funding for a Sustainability Fund to help underwrite greenhouse gas reduction actions. Implement best practices for use of carbon credits as a funding mechanism to reach and maintain greenhouse gas reduction goals.

[xl] **Sec. 90-391. - Variances.**
An owner or his authorized agent may request a variance from the land development regulations as provided for in this division. The planning board shall have the quasi-judicial power necessary to grant such variances that will not be contrary to the public interest where, owing to special conditions, a literal enforcement of the land development regulations would result in unnecessary hardship. A variance from the terms of the land development regulations shall not be granted by the planning board unless and until the requirements of this division are met.

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REVIEW ARTICLE

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Electric carsharing and micromobility: A literature review on their usage pattern, demand, and potential impacts

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ABSTRACT

Shared e-mobility is a category of emerging mobility services that includes electric carsharing, e-bike sharing, and e-scooter sharing. These services are expected to reduce the negative externalities of road transport in cities, which is currently dominated by fossil-fuel-powered private car trips. In order to better inform the development and promotion of these services and indicate directions for further research, we conducted a comprehensive review of existing literature on the three shared e-mobility modes focusing on their usage pattern, demand estimation, and potential impacts. We found that despite the different vehicle capabilities, all three shared e-mobility services are mainly used for short trips, and their current users are mostly male, middle-aged people with relatively high income and education. The demand of all shared e-mobility modes share many common predictors: they appeal to people with similar socio-demographic characteristics and generate higher demand in locations with better transport connectivity and more points of interest. Shared e-mobility services can potentially lead to positive impacts on transportation and the environment, such as reducing car use, car ownership, and greenhouse gas emissions. However, the magnitude of these benefits depends on the specific operational conditions of the services such as the fuel type and lifetime of shared vehicles. The impact of each shared e-mobility mode is also expected to be affected by other coexisting shared e-mobility modes due to both complementarity and competition. Future directions should include studying the competition between and integration of multiple shared e-mobility modes.

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1. Introduction

Shared mobility and electrification are two main trends in transport systems evolution because they can potentially deliver positive impacts in many different aspects: reduce traffic congestion by cutting single occupancy private car trips, reduce greenhouse gas emissions, improve accessibility and flexibility of mobility (Rycerski et al., 2016). Shared e-mobility refers to services that combine the two trends and may achieve synergy regarding the envisioned positive impacts. Currently, it mainly consists of electric carsharing, e-bike sharing, and e-scooter sharing. Several companies and governments have been operating pilot or full-scale shared e-mobility systems and are quickly expanding available services. In order to better facilitate the market penetration of shared e-mobility, more knowledge regarding its (potential) users' and other travelers' reaction toward these services (such as current usage pattern, consumer demand, and potential impacts) can be helpful for the decision-making process of public authorities and shared mobility companies.

In many cities, governments and mobility providers introduce multiple modes (e.g. both electric carsharing and e-bike sharing) to reap the maximum benefits from shared e-mobility services; moreover, traditionally powered shared mobility services may already exist as well (fossil fuel carsharing and normal bikesharing). Multiple shared e-mobility services may complement or compete with each other and also with their traditionally powered counterparts. These relations will affect the usage pattern and demand of each mode and eventually influence the total net impact. However, almost all empirical studies choose to focus on only one of the shared e-mobility services. Therefore, an integrated perspective that accounts for multiple shared e-mobility services and their relations is necessary to fully understand their demand and impact and facilitate synergy between different shared e-mobility services.

Our literature review on shared e-mobility service aims to provide a comprehensive synthesis of findings from existing relevant studies. We focus on three main emerging modes: electric carsharing, e-bike sharing, and e-scooter sharing. The review aims to answer the following questions: 1) What are the main themes of shared e-mobility research? 2) What methodologies are applied for each theme? 3) What are the main findings under each theme? 4) What are the similarities, differences and relations between the three shared e-mobility services and between them and their traditionally

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powered counterparts? 5) What recommendations can be given for future research in order to fill in some of the identified gaps and address future development trends?

Electric carsharing is the most commonly considered mode in shared e-mobility. Electric carsharing is expected to speed up the replacement of fossil-fuel-powered cars by EVs, since using shared EVs is not supposed to meet as much resistance as buying private EVs due to the high purchase costs and multiple risks and uncertainties (Liao et al., 2017). Apart from the positive environmental impacts achieved by combining sharing and electric motors, deploying EVs in shared car fleets can also be beneficial for operators as it can theoretically reduce operating costs as its energy cost is lower than that of a conventional vehicle (CV). However, in reality, electric carsharing faces higher operational complexity since EVs still need a long charging time, which can increase the overall costs (Perboli et al., 2018).

E-bike and e-scooter sharing are both examples of electric shared micromobility. The term micromobility first appeared in 2017[1] and denotes those vehicles which are light (less than 500 kg) and designed for short distances (less than 15 km). It mainly consists of (conventional and electric) bikes and scooters, while it also includes other less common modes such as skateboard, gyroboard, hoverboard, and unicycle. Currently, e-bike and e-scooter are the two most promising electric shared micromobility systems. Depending on whether pedal assistance is necessary, e-bikes can be categorized into pedelecs (with pedal-assist) and e-mopeds: most e-bike sharing systems use pedelecs, the top speed of which ranges from 25 to 45 km/h. E-scooter refers to kick scooters which can go up to 20 km/h. The proliferation of e-scooter is unprecedented: it has largely replaced dockless bike sharing and quickly gained popularity in many US cities (Populus, 2018).

This literature review includes studies regarding shared e-mobility services with EV, e-bike (also e-cargo bike), and e-scooter. We used Google Scholar for collecting scientific articles and reports for this literature review. The keywords used were *sharing* combined with all types of electric modes (electric vehicle, e-bike, e-scooter, e-cargo bike[2]). Afterward, more relevant articles were identified via backward snowballing based on the references of the initially found articles. The literature search was mostly completed in August 2019 (a few studies were added during the revision process). Since research on micromobility is still in its nascent stage, we did not exclude nonacademic gray literature, although the vast majority of the articles included are peer-reviewed academic research. Almost all studies were conducted after 2015 so we did not apply any time filter and only chose articles based on their relevance. During the literature gathering process, we noticed that research on the operation of shared mobility systems has been rather prolific in the last years; however, we do not address this literature in this paper. We choose to especially focus on aspects that are more closely related to the behavior of (potential) users and travelers, while operation strategies strive to make systems more efficient and are mostly service providers' concern.

This article is organized as follows: Section 2 briefly introduces the major themes and methodologies in the reviewed studies on shared e-mobility. Section 3 presents and synthesizes the findings in reviewed articles for each of the identified themes. The final section concludes the article and gives recommendations for future research.

2. Major themes and methodologies in reviewed studies

We took an inductive approach in this literature review: no specific topics were assigned before the collection other than the general focus on studies related to user behavior (in contrast to purely technical/operational research). After reading all the collected studies, We extracted three main themes from these studies, namely usage pattern, demand estimation, and impact evaluation.

This section briefly introduces the three themes and presents the methodologies applied in studies under each theme. Most discussion is based on references in Tables 1, 4, and 6 which respectively lists the studies under each of the three themes.

2.1. Usage pattern

In the past few years, there have been many new pilot projects and companies setting up shared e-mobility services worldwide. Many studies investigated the usage pattern of these systems to derive insights for operations of similar systems in the future. Common topics include profiling system users, describing usage behavior, characterizing and visualizing the spatiotemporal patterns of trips generated by the users of the systems. Table 1 shows that these studies either collect survey data from system users or directly obtain transaction or vehicle data. Due to business secrecy issues, it is often difficult to obtain data from private shared mobility providers; this problem can be alleviated by scraping data from mobility providers' online map (Ampudia-Renuncio et al., 2020; Sprei et al., 2019) or acquiring data from open knowledge bases (McKenzie, 2019). Data analysis of the reviewed studies in this category usually remains at the level of descriptive statistics and geographic visualization.

2.2. (Potential) demand estimation

A strand of studies focuses on exploring factors that determine the potential demand for shared e-mobility services. Depending on their specific perspectives, studies can be further divided into the following two groups:

- Disaggregate approach: this group of studies takes each individual as a unit and investigates his or her choice of using the service. Commonly used dependent variables include portfolio choice regarding whether to become a member of a shared mobility system, the extent of the intention of using the shared mobility system and mode

[1] https://en.wikipedia.org/wiki/Micromobility
[2] Different expressions of the same object were used in the search, such as e-bike and electric bike, etc.

Table 1. Overview of studies on the usage pattern of current systems.

Author year	Mode type	Location	Time of data collection	Data type	Whether publicly available	Topic	Sample size	System
Kramer et al. (2014)	EV	Berlin, Germany	November 2010 Sep 2011 Three waves	Survey		User characteristics and usage behavior	311 160 178	BeMobility/Berlin elektroMobil
Wielinski et al. (2017)	EV	Montreal, Canada	Reservation: June 2013 to April 2015 GPS location: June 2013 to March 2014	Reservation record and GPS location of vehicle (3 to 4 points per minute)	No	Probability of choosing EV and spatial distribution of trips	14,692 reservations 24,995 trips	Auto-mobile, free-floating
Boldrini et al. (2016)	EV	Paris, France	April 2015	Pickup and drop-off times at 960 stations with 2-min interval	Scraped from the online map	Spatial and temporal patterns of station utilization	1,881,727 observations	Autolib
Ampudia-Renuncio et al. (2018)	EV	Madrid, Spain	November 2016	Survey		Perception	186 students (25% of the users)	Car2go
Sprei et al (2019)	EV	Madrid, Spain and Amsterdam, Netherlands	Between 2014 and 2017	Vehicle availability data with 1-min interval	Sampled from online map	Usage pattern	Amsterdam: 735 days Madrid: 443 days	Car2go
Burghard and Dütschke (2019)	EV and e-bike	Germany (pilot regions for electric mobility)		Survey		Early adopter profile	947	Pilot for electric mobility
Munkácsy and Monzón (2017)	E-bike	Madrid, Spain	June 2014–2016	Survey		Perception, trip substitution	3 waves: 1859, 584, 534	BiciMAD
Romanillos et al. (2018)	E-bike	Madrid, Spain	April 2017	GPS track points with 75-s interval	No	Visualization of spatiotemporal pattern	230,238 trips	BiciMAD
Becker and Rudolf (2018)	E-cargo bike	Germany	July to December 2016	Survey		User characteristics and usage behavior	9750 users	Multiple
NACTO (2019)	E-scooter	US	2018	Data directly provided by cities and operators, survey	No	Usage behavior		Multiple
PBOT (2019)	E-scooter	Portland, US	July 23, 2018–November 20, 2018	Availability, trip, collision and complaint data, survey	No	Usage behavior		Bird, Lime and Skip
McKenzie (2019)	E-scooter	Washington DC, US	June 13 through October 23, 2018	Snapshots of available vehicles with 5-min interval	API[3]	Contrast of spatiotemporal pattern between shared e-scooter and bike	15,960 snapshots 937,590 trips	Lime

[3]https://ddot.dc.gov/page/dockless-api

choice for a specific trip. Given this focus on individuals, the data source of these studies is usually resulting from surveying respondents sampled from the general population or potential users of the systems.

- Aggregate approach: these studies usually directly analyze transaction data of an existing system and take geographic zones as the main unit of analysis. Therefore, the dependent variable can be the number of members or usage frequency of a certain zone during a certain period.

The determinants of demand identified by these two groups of studies are largely overlapping albeit in different forms: for example, "age of individual" in the disaggregate approach would be "average age of a certain zone" in the aggregate approach. Some factors only apply to one of the approaches, such as the built environment variables of a geographical zone. The main categories of influential factors include system operational attributes, individual-specific variables, built environment, travel patterns, trip characteristics, and time-varying variables. A more detailed description of factors can be found in Section 3.2. Two points are worth noticing: first, different demand variables (such as membership choice and frequency of use) may be governed by different factors; second, some variables which are commonly used as a proxy for actual demand such as the intention to use stated before implementation are not necessarily related to the decision of actually becoming a user (Munkácsy & Monzón, 2017).

Depending on the choice of the dependent variable and theoretical underpinning, demand studies have applied a wide array of methodologies in collecting and analyzing data. Since shared e-mobility systems are still in its infancy period in most places, the most often used data collection method is stated choice experiment; while in cities and countries where such systems are already in place, data of actual demand can be collected via transaction records or surveys inquiring respondents' actual behavior. Different methods of data collection have distinct limitations, such as a hypothetical bias for stated choice experiments and self-selection bias for surveys in general. Multiple statistical models are applied to analyze the data depending on the selected dependent variable. When the research question is investigating people's preference for shared mobility services among other modes, the most often used type of model is the discrete choice model. Different variants of choice models such as the mixed logit model and latent class choice model were used to address the limitations of the basic multinomial logit model including accounting for panel effect and preference heterogeneity. When studies aim to directly find out what influences the number of booking requests or profit, regression is typically used. In a small fraction of studies, people have been asked about their intention of using a shared e-mobility service and have focused on soft attitudinal constructs that may influence behavior, with structural equation models being the most common choice for the analysis in these cases. These models can be insightful for explaining potential users' intention and behavior of adoption, but they may be of limited use in practical application since the psychological variables are hard to measure and acquire for a large population. Besides, the causal relationship between constructs such as attitudes and behavior can be bidirectional. See Table 4 for a detailed list of methodologies used in demand studies.

2.3. Impact evaluation

The main potential impacts of shared e-mobility systems can be roughly categorized into transportation, environmental, land use, and social effects (Shaheen & Cohen, 2013). There have been a small number of studies aiming to evaluate the impact of existing systems (Martin & Shaheen, 2016) or forecast the potential impact of prospective systems (Vasconcelos et al., 2017). For transportation and environmental effects, most reviewed studies collected directly measurable impacts such as individual behavioral change via survey from (potential) users. The actual usage and behavior change data of sampled users can then be extrapolated to the entire user pool for estimating total actual impact, while both actual and stated behavioral change (and the factors which influence behavior) can be used as input in the simulation models to estimate potential impacts under different scenarios. The several reviewed studies which apply simulation either directly use these behavior data as parameters (Hollingsworth et al., 2019) or use a structural model to characterize demand (Vasconcelos et al., 2017). No complicated interaction mechanisms and models are used (for example, game theoretical models).

3. A synthesis of findings from reviewed studies

This section presents the summary and synthesis of findings from reviewed studies under each of the three identified themes.

3.1. Usage pattern

This section presents the findings regarding the performance of existing shared e-mobility systems. The main topics include user profile, usage behavior, and the spatiotemporal distribution of trips. Table 1 lists the papers in which the usage pattern is studied.

User profile: the users of current systems are usually characterized based on their socio-demographics, attitude toward environmental issues, and common travel patterns. Table 2 lists the findings regarding the typical user characteristics of various shared e-mobility systems. The statistics are based on survey responses collected among system users. Because many shared mobility systems are rather new, we were only able to find a few studies per mode. To the best of the authors' knowledge, there have been no census surveys of e-scooter users (NACTO, 2019).

The user profile for shared e-mobility services share some common traits in terms of socio-demographic characteristics: most users are predominantly male, middle-aged (typically between 25 and 45), with a higher education degree and

Table 2. Profile of current shared e-mobility service users.

	EV	E-bike	E-cargo bike	E-scooter
Gender	87% male	∼61% male	63% male	Mostly male but greater gender parity compared to bikesharing
Age	30–40	Average age: 37.5 for frequent users, 34.8 for occasional users Over 50% between 27–40 (Romanillos et al., 2018) Average age: 48 (Burghard & Dütschke, 2019)	38 (widely distributed)	
Education	60–70% with university degree (Burghard & Dütschke, 2019)	Shared of university degree: 78% 60% (Burghard & Dütschke, 2019)		
Income		Middle and upper		
Employment	High level of employment	High level of employment		
Attitude toward environment	Environmentally friendly and open- minded toward shared mobility concepts		Environmentally friendly	
Travel pattern	Mostly multimodal, dominated by PT, travel more often by bike and less by car		Main mode: 71% bike, 13% PT, 6% multimodal, 6% car	
Reference (unless specifically mentioned)	Kramer et al. (2014)	Munkácsy and Monzón (2017)	Becker and Rudolf (2018)	Populus (2018)

Table 3. Length and temporal distribution of shared mobility system trips.

Mode	Trip length	Peak usage
EV	Free-floating: Mean 2.7–3 km (Sprei et al., 2019)	Weekday: 3–8 PM Weekend: 2–8 PM Weekend higher than weekday (Hu et al., 2018)
E-bike	Most frequent trip 2 km (Romanillos et al., 2018) First and third quartile: 1–3.5 km (Guidon et al., 2019)	Weekday: two peaks, morning commute, afternoon, and evening (Romanillos et al., 2018)
E-cargo bike	Mean 15.48 km, Median between 6–10 km (Becker & Rudolf, 2018)	
E-scooter	Mean: 1.85 km (PBOT, 2019) Mean: 0.65 km (McKenzie, 2019) Mean: 1.75–1.96 km[4]	Weekday: 3–6 PM Weekend: 2–5 PM (PBOT, 2019) Midday, small peak at around 8 AM on weekdays (McKenzie, 2019) Afternoons and weekends[5]

above-average income. In general, users are concerned with environmental issues and are environmentally friendly. As for their previous travel behavior before the system became available, they usually have limited access to a car, travel less by car, and are usually frequent public transport and bike users; besides, many of them are multimodal who are being flexible and open-minded regarding transport modes. These results are largely intuitive and fit the image of a typical early adopter of new mobility modes including non-electric shared mobility services. However, the user groups of different shared mobility services (in terms of both vehicles and operational characteristics) may still be distinct in other aspects such as home location (Becker et al., 2017; Kopp et al., 2015).

Trip length: Table 3 presents the typical length range and peak hour of shared mobility trips. This section is based on only a few real-life systems and the conclusion may be subject to changes when these systems become more popular. The typical length of trips conducted by electric shared mobility is different from their non-electric counterparts. In the case of electric carsharing, although the typical trip length is well below the driving range of shared EVs, battery electric vehicles (BEVs) are still chosen for shorter trips compared to conventional vehicles (CV), although it is unclear whether this difference is due to the limited range of EVs (Sprei et al., 2019). Another example is that electric cargo bikes are used for significantly longer trips when compared to normal cargo bikes (Becker & Rudolf, 2018).

The median trip length of e-bike sharing is 2 km and e-scooter trips are even slightly shorter with a mean average of 1.8 km. This range of electric shared micromobility trips overlaps with that of public transport and taxi modes (Guidon et al., 2019) and is also slightly higher than the typical trip length of shared bikes, which is about 1–1.6 km depending on the country (Boor, 2019; Shen et al., 2018). For trips within this range, shared micromobility can be a strong alternative to private cars since they are economically competitive (Smith & Schwieterman, 2018); while for longer trips they tend to cost higher and also require more physical activity. However, if micromobility can be facilitated as a first-mile and last-mile connection mode to public transport, then these two modes combined may still enable substitution from private car use. In general, although different electric modes vary greatly regarding their top speed and

[4]http://scooters.civity.de/en#usage
[5]http://scooters.civity.de/en#usage

capabilities, all free-floating shared mobility services are mostly used for short distances below 3 km.

Time-saving compared to other modes: Time-saving can be one of the main reasons for mode switching. Electric powered cars do not have any strengths compared to their fossil-fuel-powered counterparts in this respect. Free-floating carsharing (electric or conventional) rental times are generally longer than cycling but considerably shorter compared to public transport (Sprei et al., 2019). As for other electric micromobility modes, they are supposed to be faster than normal bikes due to higher top speed; furthermore, their compact size does not take much road space and they enable travelers to save time compared to driving for short trips especially during a congested period. Therefore, shared micromobility can be attractive alternatives for cars and public transport. Guidon et al. (2019) found that e-bikes are faster than both taxi and public transport at the first quartile and the median of all trip distances. Similarly, Arnell et al. (2020) observed that e-scooters, in general, are faster than public transport for short trips. The authors took a random sample of 10,000 shared e-scooter trips in San Diego and recalculated the travel time value for trips between the same OD-pairs using public transport mode. The 10th to 80th percentile of these scooter trips (duration between 2 and 15 min) took less time than the corresponding category for public transport trips.

Trip purpose: Similar to bike sharing, a large percentage of shared e-bike trips correspond to commuting (Guidon et al., 2019; Romanillos et al., 2018). In contrast, e-scooter usage pattern is more similar to casual bike-share usage (McKenzie, 2019) and more often used for social, shopping and recreational trips, although the percentage of people who say they use e-scooter for work and transit are around the same compared to those who use it for social and recreational purposes (NACTO, 2019). Despite the suitability of the vehicle for different trip purposes, another possible reason for this usage pattern is that scooter sharing systems have only started more recently: it is still expanding and the pattern may be subject to change.

Trip distribution: Table 3 shows that the hours of peak usage of e-bike roughly match the commuting peak hours, which makes sense since e-bikes are often used for commuting. As for electric carsharing and e-scooter, the temporal distribution of their trips is similar: rides are more dispersed throughout the day compared with e-bike and usage is on a continuously high level starting from early afternoon to the evening (NACTO, 2019). As for spatial distribution, the pattern of shared e-scooter trips is found to be quite dissimilar to both frequent and casual bike sharing rides (McKenzie, 2019). The benefits of e-scooters regarding accessibility improvement also vary greatly between different locations depending on their access to public transport (Smith & Schwieterman, 2018) since they can be used to serve first-mile and last-mile trips for connecting to transit systems (Romanillos et al., 2018).

The three shared electric modes we investigate in this article vary greatly in terms of their vehicle feature and top speed; however, their user profile and typical trip distance are quite similar, which suggests that they may share the same target customers in the early stage. The time-saving potential of electric micromobility is higher than carsharing due to their small size. Trips conducted by shared e-mobility are used for different trip purposes depending on the vehicle and therefore differ in spatiotemporal distribution, which indicates that they have different use cases and are possible to establish a complementary relationship if well-managed. Since most of the studies focus on only one mode of electric shared mobility, their use case and usage pattern may change due to direct competition if they co-exist with other share e-mobility services. For example, currently, the trip distance of electric carsharing is quite short (average 2.7–3 km) which can be easily covered by e-bike; therefore, if e-bike sharing is widely available, carsharing will probably be more frequently used for longer trips. This may pose an extra challenge for electric carsharing since it is now used for shorter trips compared to conventional carsharing. On the other hand, their different use cases indicate complementarity among different share e-mobility services: their combination allows the coverage of trips of a wider range of purposes and distances, which may provide a feasible alternative to the private car and increase the market share of shared mobility as a whole.

3.2. Demand estimation

This section presents an overview of the findings of demand estimation studies on shared e-mobility services. A list of studies can be found in Table 4. The vast majority of these studies aim to explore the determinants of shared e-mobility service demand. Since e-scooter sharing is the newest shared mobility service, so far there has been no study exploring the determinants of its demand. We will discuss the factors which were found to have a significant impact on choice and demand regarding shared e-mobility. Table 5 categorizes and lists the main influential factors identified in previous studies.

System operational attributes refer to the characteristics of the shared mobility system which are within the control of service operators. So far all studies focusing on system attributes concern carsharing systems and only a few considered electric shared cars (Hu et al., 2018; Jung & Koo, 2018; Zoepf & Keith, 2016). The most commonly investigated attributes include price level, availability of a shared car, access distance, shared car type, etc. These attributes largely determine the quality of the entire service and have a great influence on consumers' willingness to use the service. The service attributes which play a role in adopting conventional carsharing services are mostly found to be influential in the case of electric carsharing as well. Previous studies provided mixed evidence regarding the preference for fuel type: compared to conventional shared cars, EVs have been found to be preferred (Dieten, 2015; Jung & Koo, 2018; Liao et al., 2020), less preferred (Zoepf & Keith, 2016) or the difference in preference is not significant (Yoon et al., 2017). Some possible reasons for these conflicting results can be the difference in study time (EV was less accepted earlier) or the

Table 4. Overview of demand studies.

Author (year)	Type of mode	Country	Time of data collection	Population	Sample size	Dependent variable	Modelling approach
Zoepf and Keith (2016)	EV	US mostly big cities	October 2013	Zipcar members	1605	Mode choice for a trip	Discrete choice model (DCM): mixed logit model (MXL)
Wang and Yan (2016)	EV	Shanghai, China	May 2014–November 2014	General population	394	Intention to use	DCM: multinomial logit model (MNL)
Wielinski et al. (2017)	EV	Montreal, Canada	June 2013 to April 2015	Transactional and GPS data		Shared vehicle choice	DCM: MNL
Yoon et al. (2017)	EV	Beijing, China	2013 Summer	General population	1010	Mode choice for a trip	DCM: binary logit
Wang et al. (2017)	EV	China	June 2015 to November 2015	General population	826	Mode choice	Hierarchical tree-based regression
Liao et al. (2020)	EV	Netherlands	June 2015	Potential car buyer	1003	Intention of replacing private car trips	Latent class choice model
Jung and Koo (2018)	EV	Korea	April 2017	General population	807	Mode choice	DCM: MXL, linear regression
Hu et al. (2018)	EV	Shanghai, China	January 1, 2017 to December 31, 2017	Transaction data of EVCARD	5,790,000 trips	Number of booking requests and turnover rate	Generalized additive mixed model (GAMM)
Lan et al. (2020)	EV	Shanghai, China	Dec 2017	(Potential) users of EVCARD	602	Intention of use	Structural Equation Model (SEM)
Kaplan et al. (2015)	E-bike	Copenhagen, Denmark	November 2013	Tourists	655	Intention to use during holidays	SEM
Campbell et al. (2016)	E-bike	Beijing, China	July and August 2012	General population	496	Mode choice	DCM: MNL
Kaplan et al. (2018)	E-bike	Poznan, Szczecin, Gorzow, Poland	March and April 2016	General population	717	Intention to use	Hybrid bivariate ordered model
Guidon et al. (2019)	E-bike	Zurich, Switzerland	April to November 2017	Transaction data of Smide	72,648 trips	Number of daily bookings	Regression
He et al. (2019)	E-bike	Park city, Utah, US	July to November 2017	Transaction data of Summit	7921 trips	Number of daily rides on station level	Regression
Hess and Schubert (2019)	E-cargo bike	Basel, Switzerland	2017 summer	Members of Carvelo2go and nonmembers	202 members 128 nonmembers	Membership to user segment	Multilevel regression

driving range of shared EV. The preference for using an EV is lower if the user is male, the trip distance is longer and the weather is cold (Wielinski et al., 2017; Zoepf & Keith, 2016). Apart from the general fuel type preference, so far there is no study investigating the impact of EV-specific attributes on mode choice, such as battery state of charge, the need to charge a shared car, charging infrastructure density, etc.

Individual and household characteristics include common socio-demographic and socio-economic variables, such as gender, age, education, income, size of household, etc. The impact of most variables on shared e-mobility demand is found to be significant, although there are also cases in which they appear non-significant. The direction of estimated effects on both electric carsharing and e-bike sharing demand generally match the profile of early adopters in Section 2, although there are sometimes conflicting results such as the effect of income on e-bike demand which has been found to be positive (Guidon et al., 2019) but also negative (Campbell et al., 2016). A possible reason is that the e-bike sharing in Guidon et al. (2019) is a premium service whose price is higher than public transport; it can also be due to the fact that the impact is actually non-linear and non-monotonic (Hu et al., 2018), as most early adopters of shared e-mobility also tend to be people with a middle-upper level income. Across different shared mobility modes, the impact of variables can also vary, such as females being found to have a higher intention of using e-bike sharing compared to males (Kaplan et al., 2018) which contradicts the typical early adopter profile of new mobility modes.

Psychological variables are mostly investigated in studies that apply psychological frameworks to explain people's behavior in adopting shared e-mobility which usually include attitudes, perceptions, norms, etc. Depending on the different motivations, adopting and using shared e-mobility can be seen as a behavior that is environmentally friendly, risky, or satisfying human needs, which can, in turn, be studied using different psychological theories and corresponding constructs. One point worth mentioning is that seemingly similar modes may be vastly different: higher

Table 5. Overview of determinants of shared e-mobility demand.

Factor type	Factor	Operationalization	Mode type	Studies which find it has a significant positive effect	Studies which find it has a significant negative effect
System operation	Price level	Cost per hour	EV		Jung and Koo (2018); Zoepf and Keith (2016)
	Charging infrastructure	Charging station supply rate	EV	Jung and Koo (2018)	
	Accessibility	Distance of station	EV		Hu et al. (2018);
		Delivery to door service	EV	Jung and Koo (2018)	
	Availability	Time slot difference from ideal	EV		Zoepf and Keith (2016)
	One-way		EV	Jung and Koo (2018)	
	Car type	SUV	EV	Jung and Koo (2018)	
Individual socio-demographics	Gender	Female	EV		Hu et al. (2018); Wang and Yan (2016)
			E-bike	Kaplan et al. (2018)	Campbell et al. (2016)
			E-cargo bike		Hess and Schubert (2019)
	Age		EV	Yoon et al. (2017) 18–30 years old (Wang and Yan 2016) Adult (Hu et al. 2018)	
			E-bike	Peak at 36 (Campbell et al. 2016)	Age higher than 35 years old (Kaplan et al. 2018)
			E-cargo bike		Hess and Schubert (2019)
	Education		E-bike		Campbell et al. (2016)
			E-cargo bike		For inactive member (Hess and Schubert 2019)
	Population size	Population in each zone	EV	Hu et al. (2018)	
			E-bike	Guidon et al. (2019); He et al. (2019)	
Household characteristics	Income	Household income	E-bike	Guidon et al. (2019)	Campbell et al. (2016)
			E-cargo bike	Inactive member (Hess and Schubert 2019)	
	Household size	Single	EV		Wang and Yan (2016)
		Number of household members	E-cargo bike	Inactive member (Hess and Schubert 2019)	
Psychological variables	Environmental attitude		E-bike	Campbell et al. (2016)	
	Theory of planned behavior		E-bike	Kaplan et al. (2015)	
	ERG theory of needs		E-bike	Kaplan et al. (2018)	
	Perceived scarcity risk of the EV-sharing		EV		Lan et al. (2020)
Transport connectivity	Transit proximity	Close to tram and train stations	E-bike	Guidon et al. (2019)	
		Bus and metro route number	EV	Hu et al. (2018)	
		Transit center	EV	Hu et al. (2018)	
			E-bike	He et al. (2019)	
	Public transport level	Public transport service level high	E bike	Guidon et al. (2019)	
	Bike infrastructure	Proximity to bike trail	E-bike	He et al. (2019)	
		Length of bicycle infrastructure	E bike	Guidon et al. (2019)	
Land use variables	Mixed land use	Entropy of land use	EV	Hu et al. (2018)	
	Residential area	Percentage of residential land	EV	Hu et al. (2018)	
	Office area	Percentage of office land	EV	Hu et al. (2018)	
	Working POI	Number of workplaces per zone	E bike	Guidon et al. (2019)	
	Dining POI	Number of bars and restaurants	E-bike	Guidon et al. (2019)	
	Shopping POI	Shopping center	EV	Hu et al. (2018)	
	Recreational POI	Recreational center	E-bike	He et al. (2019)	
	Educational POI	University	EV	Hu et al. (2018)	
Travel patterns	Use of transport modes	Bus	E-bike	Campbell et al. (2016)	
		Subway	EV	Wang and Yan (2016)	

(*continued*)

Table 5. Continued.

Factor type	Factor	Operationalization	Mode type	Studies which find it has a significant positive effect	Studies which find it has a significant negative effect
		Bike	EV	Wang and Yan (2016)	
			E-bike	Cycle long (Kaplan et al. 2018)	
		Public transport	EV	Wang and Yan (2016); Yoon et al. (2017)	
		Sheltered	EV	Yoon et al. (2017)	
	Car ownership		EV	One-way (Yoon et al. 2017)	Roundtrip (Yoon et al. 2017)
			E-cargo bike		Inactive member (Hess and Schubert 2019)
	Driver license		E-cargo bike	Inactive member (Hess and Schubert 2019)	
Time and trip varying factors	Weather	Precipitation	E-bike		Campbell et al. (2016); Guidon et al. (2019)
		Temperature	EV	Not too cold (Yoon et al. 2017)	
			E-bike	Guidon et al. (2019); He et al. (2019)	
		Wind speed	E-bike		He et al. (2019)
	Season	Summer	E-bike	He et al. (2019)	
	Day of week	Weekend	E-bike	He et al. (2019)	Guidon et al. (2019)
	Trip distance		E-bike		Campbell et al. (2016)

interest in bike technology, lower perception of cycling ease, and lower subjective norms toward cycling are related to the higher appeal of e-bike for tourists; while the direction of all these impacts is the opposite for normal bike sharing (Kaplan et al., 2015). Diez (2017) also found that the attitude toward cycling is not significantly related to the intention of using e-bike sharing, which suggests that bike and e-bike usage behavior are distinct.

Transport connectivity denotes the accessibility and transport service level of a location. In general, all indicators of connectivity including transit proximity, public transport service level, and bike infrastructure are all found to have a significantly positive impact on the demand for electric carsharing and e-bike sharing. Several possible reasons that can explain this fact are: first, shared mobility services are used as the first-mile and last-mile trips for connecting to transit stations; second, public transport provides the necessary backup when a shared vehicle is not available, which implies that public transport and shared mobility can be complementary (Guidon et al., 2019). However, in contrast to the above findings regarding shared e-mobility, a study on conventional carsharing (Becker et al., 2017) found that proximity to public transport is a negative predictor for demand, which calls for further examination. Moreover, the increased demand of different locations varies in their temporal distribution: for example, the impact of a main train station is only significant during weekends, while the impact of urban rail is significant on all other days of the week (Guidon et al., 2019)

Land use variables consist of the use purpose and the number of different types of POIs (point of interest) of an area. These variables only apply when the study takes an aggregate approach and the dependent variable is the demand on a specific geographical area. Studies found that residential and office areas increase electric carsharing demand, as well as places with mixed land use purpose. As for the impact of POIs, Table 5 shows that most types of POIs have a positive impact on electric carsharing and e-bike sharing demand, while some recreational POI such as sports facilities and cinemas do not have a significant impact on e-bike sharing, probably because the e-bike is more suitable for transporting single individuals while people usually visit these places in groups (Guidon et al., 2019). Similar to transit stations, the demand increase of different types of POI also varies in its temporal distribution (Boldrini et al., 2016; Guidon et al., 2019).

Travel patterns refer to individuals' use of different transport modes and the availability of modes such as car and bike ownership. Several studies found that people who use public transport and bike are more often inclined to use shared e-mobility, which fits the early adopter profile. As for the impact of car ownership, it is positive for one-way carsharing but negative for roundtrip carsharing (Yoon et al., 2017), which indicates that the impact of car ownership is not unidirectional and depends on the operational characteristics of the shared mobility service.

Time-varying factors include variables specific to each trip such as weather, time of day, day of week and season, etc. Compared to sheltered modes, e-bike sharing is more strongly affected by bad weather; only when the temperature is too low electric carsharing demand decreases probably because the driving range of EVs is lower when it is cold.

3.2.1. Summary and discussion

To sum it up, shared e-mobility demand is determined by a wide range of factors. The direction of most factors is intuitive and supported by evidence apart from a few factors which have conflicting results. We hereby provide some discussion on the findings.

Electric carsharing and e-bike demand share many common predictors, especially socio-demographic variables, transport connectivity, and land-use variables. In short, both services have higher demand among people who fit the "early adopter" profile and places with good public transport connectivity and many POIs. The signs of factor impacts may differ depending on how mobility services are organized (e.g. the impact of car ownership on the demand of one-way carsharing is opposite from the impact on round-trip carsharing).

The impacts of different factors are correlated with each other. For example, many demand studies investigated the impact of land-use variables and travel patterns. However, these variables can be closely correlated with each other (such as the level of car ownership and transit service level). Furthermore, these variables are also correlated with socio-demographic and psychological variables. Therefore, these possible correlations shall either be handled during the analysis using statistical techniques or be considered when interpreting results.

As for the modes and factors which can be included in shared e-mobility demand studies, many candidates have not been explored yet. So far there has been no study on exploring influential factors for e-scooters through statistical analysis, probably because it only appeared recently. Many factors are only explored in one shared mode (e.g. psychological variables for e-bike, system operational attributes for EV) while they are also expected to be related to the demand for other shared mobility services. Some factors which are found to play a role in other transport-related decisions have not been investigated in shared mobility decisions yet, such as experience with the transport mode and social influence (Ampudia-Renuncio et al., 2018). Furthermore, mode choice between different shared e-mobility modes is worth further research.

Quantitative demand estimation studies are usually conducted to identify barriers for adoption. However, there are many factors that can appear as barriers for the adoption of shared modes in the actual implementation of the systems which can be difficult to include in quantitative studies, such as familiarity with sharing procedure (Hess & Schubert, 2019), legislation, enforcement of regulations, etc.

3.3. Impact estimation

This section summarizes studies on evaluating the impact of existing shared e-mobility systems or forecasting the potential impact of such a system. Table 6 lists the studies focusing on the potential impacts of shared e-mobility. The most often investigated impacts include transportation, environmental, health, and social impacts. An overview of the impacts can be found in Table 7.

Transportation impacts are the most direct first-order impacts of mobility services and are also addressed by most impact studies. It mostly refers to the following influences on the transport system and people's travel behavior:

Mode substitution: Electric carsharing contributes to emission reduction via replacing miles driven by private fossil-fuel-powered cars and reducing total VMT in general. Martin and Shaheen (2016) detailed the impact of carsharing schemes in five cities, in which the system in San Diego is equipped with 100% EV fleet allowing us to compare the impact between carsharing systems with EVs and conventional vehicles. We can see that indeed a larger percentage of electric carsharing users claim to have reduced driving distance rather than increasing their driving distance, while it is the opposite of CV carsharing in which more people increased their driving distance. However, people who decreased their frequency of using public transport are also more than those who increased its usage, although this effect is less pronounced in the case of EV sharing compared to conventional cars. Furthermore, a significantly higher percentage of EV sharing users increased their walking frequency compared to CV carsharing users. To summarize, electric carsharing seems to be more effective compared to CV carsharing in reducing driving distance and switching toward active and "green" modes. More systematic research is needed to increase confidence in this conclusion as these varied impacts may be due to other differences in terms of operational attributes between these systems. If there exist multiple carsharing operators equipped with cars powered by different fuels (gasoline and electricity), the effect of self-selection shall also be accounted for since users who choose EV sharing may be more concerned about environmental issues.

As for electric micromobility modes, one of the expectations is to substitute driving and reduce car use. It is not surprising that e-cargo bike substituted the largest percentage of car trips as many of these trips are loaded with goods or toddlers which are inconvenient to be transported by public transport or walking (Becker & Rudolf, 2018). There is a scarcity of studies on e-bike sharing, but several studies on private e-bike show that it has a high substitution rate of private car trips (Cairns et al., 2017; Kruijf et al., 2018), which suggests that e-bike sharing shall have a stronger effect on substituting private car use than traditional bike-sharing. Based on yet limited evidence, e-scooter seems to have even larger potential in replacing car trips than e-bikes (34% vs 5 or 17%) (Campbell et al., 2016; Hollingsworth et al., 2019; Munkácsy & Monzón, 2017), but this may be due to the difference in local transport usage as in the US the car mode is more often used than in Europe or China.

However, electric micromobility modes also seem to substitute public transport or active trips as well. More than half of the micromobility trips are used to replace trips by public transport or active modes (cycling and walking). In the case of e-bike, 30% of the users said they would have taken the trip by public transport had e-bike not been available, which indicates that e-bike can pose as a strong competitor of public transport instead of being a first-mile and last-mile connection as it has been envisioned. Moreover, although the replacement of active modes is around 40–50% in total across several studies, the evidence is mixed regarding whether it mainly replaces walking or cycling.

Although shared mobility services are all relatively new, there are already observations of substitution between different shared modes: for example, six months after Uber acquired e-bike sharing company Jump, e-bike sharing trips on Uber platform have increased 15% while ridesharing trips

Table 6. Overview of studies on the (potential) impacts of shared e-mobility.

Author, year	Vehicle type	Location	Time of data collection	Type of effect	System
Firnkorn and Müller (2015)	EV	Ulm Germany	February 9, 2013	Transportation (Car ownership)	Car2go
Martin and Shaheen (2016)	EV	San Diego, US	Sep 2014	Transportation (VMT, car ownership, modal shift) Environment (GHG emissions)	Car2go
Vasconcelos et al. (2017)	EV	Lisbon, Portugal		Environment (GHG and pollutants emissions)	
Otero et al. (2018)	E-bike	Europe (Madrid with full e-bike)		Safety	BiciMAD
PBOT (2019)	E-scooter	Portland, US	2018	Transportation Environment	
Hollingsworth et al. (2019)	E-scooter	Raleigh, US		Environment	
AustinPublicHealth (2019)	E-scooter	Austin, US	Sep-Nov 2018	Safety	
Trivedi et al. (2019)	E-scooter	US	September 1, 2017 and August 31, 2018	Safety	

reduced 10%.[6] This suggests that shared mobility services may need to revise their use case when other shared modes enter the field: for example, carsharing may make less sense for very short trips (~2 km) and first- and last-mile trips when e-bike sharing or e-scooter sharing also exists. This internal substitution within shared e-mobility can also lead to adjustments in supply: due to the strong demand for e-scooters, dockless bikesharing has almost disappeared from most US cities as a result of their providers switching focus toward the more promising e-scooters (NACTO, 2019).

Induced traveling: the deployment of shared e-mobility systems may also enable trips that would not have been taken due to limited mobility.[7] This effect found support for both e-cargo bikes and e-scooters. These generated trips may pose new challenges to congestion and road use management.

Car ownership reduction: If shared mobility services can meet the travel needs of people then it is expected that they should reduce car ownership, which can, in turn, bring even greater positive impacts such as reducing emission and pollution during car manufacturing and relieve parking pressure. This effect can manifest itself in two ways: households shedding owned cars or postponing a planned purchase. There have been many studies on the impact of carsharing on car ownership or identifying factors that can influence the decision of giving up car ownership given the existence of carsharing services (Jung & Koo, 2018; Liao et al., 2020; Wang et al., 2017). When compared to conventional carsharing systems, the electric carsharing service in San Diego removed fewer cars (7 vs 7–11 per shared car) (Martin & Shaheen, 2016); on the other hand, another study found that users who have the experience of driving shared EVs showed higher willingness to forego car purchase (Firnkorn & Müller, 2015).

Reduce car use: Due to changes in car ownership and travel behavior, shared e-mobility services are also supposed to reduce car usage which is usually measured by total VMT (Vehicle Miles Travelled). Martin and Shaheen (2016) estimated the net changes of VMT of carsharing; however, they only considered the VMT changes originated from reduced car ownership and did not take into account changes in travel behavior. They found that electric carsharing (in San Diego) reduces 7% of VMT per household which is less than most gasoline carsharing systems in other cities (10–16%) because electric carsharing did not remove as many cars. As for e-scooter, it did replace motor vehicle usage of users, but it may add some other car trips such as those used to relocate scooters, therefore its impact on VMT is so far unclear and needs more evidence (PBOT, 2019).

Congestion: This is a hot topic for ridesharing, but we did not see much discussion for shared e-mobility probably because these systems are not large-scale enough to have a visible impact on road congestion. In the most congested cities of the UK and Germany, around half of all car trips are less than three kilometers (2 miles) (INRIX, 2019): if many of these trips can be made with smaller micromobility vehicles instead, the level of congestion is expected to reduce. On the contrary, Campbell et al. (2016) mentioned that e-bike sharing may also deteriorate congestion due to its lower efficiency compared to buses and increased conflicts with car drivers caused by the often-erratic behavior (such as red-light running, illegal turns, failed to yield to right-of-way of automobiles) of e-bike users (Ma et al., 2020). The impact of shared e-mobility on congestion may become more relevant as these services, especially micromobility, gain popularity.

The potentially positive environmental impacts are one of the most important reasons as to why governments are promoting shared e-mobility services, which mainly consists of reducing greenhouse gas emission.

GHG emission: Martin and Shaheen (2016)'s comparative study found that electric carsharing systems reduce GHG emissions less than CV carsharing systems since EV systems result in fewer shed cars. Jung and Koo (2018) conducted a more comprehensive simulation of impacts on GHG emissions which not only considers emission impacts that resulted from vehicle disposal but also accounts for the substituted trips in other modes. They found that when the carsharing service is equipped with gasoline cars it even increases GHG emission. When part of the fleet is

[6]Matt McFarland, "Uber's e-bikes are cannibalizing rides from Uber's cars," CNN, July 19, 2018

[7]https://medium.com/sidewalk-talk/seeing-a-big-future-for-micromobility-6db21140bcd8

Table 7. List of findings on shared e-mobility impacts.

Category of impact	Type of effect	Specific effect	Mode type	Description
Transportation	Mode substitution	Driving	EV	11% increased distance, 27% decreased (Martin & Shaheen, 2016)
			E-bike	17% would have used car (Campbell et al., 2016)
				4–6% (Munkácsy & Monzón, 2017)
			E-cargo bike	46% (Becker & Rudolf, 2018)
			E-scooter	34% (Hollingsworth et al., 2019; PBOT, 2019)
		Public Transport	EV	8% increased frequency, 26% decreased (Martin & Shaheen, 2016)
			E-bike	30% would have taken PT (Campbell et al., 2016)
			E-scooter	11% (Hollingsworth et al., 2019)
		Walking	EV	7% increased frequency, 6% decreased (Martin & Shaheen, 2016)
			E-bike	27% would have walked (Campbell et al., 2016)
			E-scooter	41% (Hollingsworth et al., 2019)
				37% (PBOT, 2019)
		Cycling	EV	34% increased frequency, 9% decreased (Martin & Shaheen, 2016)
			E-bike	11% would have biked (Campbell et al., 2016)
			E-cargo bike	15% (Becker & Rudolf, 2018)
			E-scooter	7% (Hollingsworth et al., 2019)
				5% (PBOT 2019)
	Trip creation	Enabling trips which would not have been taken	E-cargo bike	13% (Becker & Rudolf, 2018)
			E-scooter	7% (Hollingsworth et al., 2019)
	Car ownership	Sold car	EV	1 per shared vehicle (Martin & Shaheen, 2016)
			E-scooter	6% sold and 16% considered (PBOT 2019)
		Suppress future purchase	EV	6 per shared vehicle (Martin & Shaheen, 2016)
				55–66% stated willingness (Wang et al., 2017)
	Car VMT	Reduce VMT	EV	−7% for each household (Martin & Shaheen, 2016)
			E-scooter	Inconclusive (PBOT, 2019)
	Congestion	Increased congestion	E-bike	Campbell et al. (2016)
Environment	Emission	Reduce GHG emission	EV	−6% for each household (Martin & Shaheen, 2016; Jung & Koo, 2018; Vasconcelos et al., 2017)
			E-scooter	Sensitive to scooter life (Hollingsworth et al., 2019)
	Pollution	Increase lead pollution	E-bike	Campbell et al., 2016
Health	Health	Annual expected number of deaths	E-bike	Avoid 0.03 deaths per 100 bikes (Otero et al., 2018)
	Safety	Injuries	E-scooter	Low adherence to regulations (Haworth & Schramm, 2019; Trivedi et al., 2019)
Social	Accessibility	Increase job accessibility	E-scooter	PBOT (2019)
	Equity	Expand accessibility for underserved regions and groups	E-scooter	PBOT (2019)
Land use	Curb space	Competition of curb space	E-scooter	Illegal parking (Shaheen & Cohen, 2019)
	Road	Use of the public right of way	E-scooter	Riding on pedestrian lane (Zarif et al., 2019)

electrified, the net GHG emission change becomes negative and emissions reduced further as more EVs are deployed in the fleet. This finding is also supported by Vasconcelos et al. (2017). However, it shall be kept in mind that these analyses are highly sensitive to the assumptions of changes in travel behavior: another study which simulated the changes in CO_2 emissions brought by a carsharing service (Rabbitt & Ghosh, 2013) concluded that the difference between electric and conventional carsharing is little since the projected use of carsharing is low for most people. The emission reduction impact of electric carsharing only becomes more pronounced when a significant part of carsharing members were heavy car users and radically change their behavior. A more comprehensive assessment shall also account for the emission during vehicle production and the influence of the power generation mix (the so-called life-cycle assessment).

E-scooter is usually lauded as a mode which can significantly reduce GHG emissions; however, Hollingsworth et al. (2019) showed that its impact is not necessarily intuitive and is quite sensitive to the lifetime of shared scooters because most lifecycle GHG emissions of shared scooters come from the manufacturing process of scooters (nearly 50%) and those trips are taken to collect, recharge and relocate scooters (43%). Only when all shared e-scooters can last at least two years can the system achieve a universal net reduction of CO_2 in all Monte Carlo simulations in that study. The base case assumed that lifetime ranges from 0.5 to 2 years and in 65% of simulations shared scooter usage ended up with higher CO_2 emission when compared to the status quo. Shared scooter service also consistently leads to higher GHG emissions compared to a bus with high ridership, private e-bike, and bikes, which may increase the extent of negative impact on emission considering its substitution of other zero-emission modes such as walking and conventional biking. Although more data collection and evidence are needed, this result casts doubt on scooter services' sustainability claim, especially given the fact that currently, the average lifetime of a scooter is only 1–2 months[8] which is much shorter than the base case assumptions.

[8]https://qz.com/1561654/how-long-does-a-scooter-last-less-than-a-month-louisville-data-suggests/, https://www.theinformation.com/articles/inside-birds-scooter-economics

Pollution: For both private and shared e-mobility, the pollution caused by batteries is one of its major negative environmental impacts: widespread use of lithium batteries can potentially lead to extra pollution during lithium mining, battery production, and improper disposal; while many micromobility vehicles are still powered by lead-acid batteries in developing countries such as China which can result in lead pollution (Campbell et al., 2016). Compared to private vehicles, it should be easier to control the pollution caused by batteries of shared electric modes since they are centrally managed by the service operator and can be processed and recycled in batch.

Health impacts of transport modes are a topic gaining more attention recently especially with the increasing popularity of active modes.

Annual deaths: Transport mode influences the annual number of deaths in three ways: physical activity associated with using the transport mode, pollution caused during the production and usage of the mode, and fatalities caused by related traffic accidents. Otero et al. (2018) estimated the total impact on the annual number of deaths from bike sharing schemes in different cities: the study found that in general bike sharing services provide health benefits mostly due to increased physical activity. However, bike sharing systems equipped with e-bikes (Madrid) resulted in fewer avoided deaths since their activity level is less intense (Langford et al., 2017).

Injuries: The recent proliferation of e-scooters and related injuries raised attention to this worrying impact of e-scooters. The number of injuries and hospital visits of both riders and pedestrians caused by e-scooter is escalating, and the main reasons are mostly due to a failure in adhering to regulations, including not wearing helmets, alcohol consumption, riding over the speed limit, and reckless usage (Haworth & Schramm, 2019; Trivedi et al., 2019). Given these reports, scooter sharing may still result in a net reduction of injuries since it replaces many car trips which are related to a higher number of injuries and fatalities (PBOT, 2019).

The social impacts of shared e-mobility mainly refer to those influences on citizen welfare. There have not been many studies focusing on social impacts in the transport research field, although the potential of micromobility in providing social benefits are increasingly mentioned in relevant studies and reports.

Accessibility: E-bike and e-scooter generally increase accessibility by enabling users to reach more distant locations that were beyond walking distance and poorly connected by public transport (MacArthur et al., 2017; Smith & Schwieterman, 2018). It is found that in Chicago e-scooters can make 16% more jobs accessible within 30 min of commuting time, although the impact is vastly different across the entire study area.

Equity: Both e-bike and e-scooter sharing services are found to have the potential in expanding accessibility for regions and groups which are underserved by traditional modes (MacArthur et al., 2017; PBOT, 2019). There has been evidence showing that micromobility users are different from the typical early adopter profile in traditionally underserved regions (Shaheen & Cohen, 2019). It can also enhance mobility even in places which are usually well supported by transport: in dense urban areas which are often highly congested, bikes and walking can often be faster than driving, e-bikes and e-scooters can enlarge this speed advantage and provide it for more people (Behrendt, 2018). Although in general micromobility modes require people with an able body and are less suitable for those who are handicapped and overweight. Since shared electric micromobility modes are usually more affordable (compared to owning a car), convenient and accessible than traditional modes, they are expected to play an important role toward the goal of increasing transport equity and achieving "Universal Basic Mobility".

Land use impacts refer to the influences on the use of space. In the case of electric micromobility, the most visible impacts regard the use of curb space. Some scooter riders do not want to use the main road and prefer to ride on the pedestrian lane, while their relatively high speed can cause nuisance and even injuries for pedestrians. Furthermore, most scooters are parked on the sidewalk and probably illegally placed in locations that can block the passage of handicapped people and other pedestrians. It calls for better regulations and smarter management (such as geofencing) to relieve the negative impacts of scooters for other road users. If micromobility usage sees a considerable increase in the future, it may eventually require a new allocation of road space which assigns wider lanes for bikes and scooters.

One last point for discussion is that the impact of a transport mode is different depending on whether it is privately owned or shared because the operational process of a shared mobility service would also result in impacts apart from the trips conducted by the mode. This effect is obvious in the contrast between private car ownership and carsharing, but the difference may also be quite relevant in the case of micromobility modes which are supposed to reduce negative externalities. For example, the CO_2 emissions of a private bike are only 8 g per mile while that number for dockless bike sharing is 190 g per mile, which is mainly a result of the rebalancing trip conducted by cars (Hollingsworth et al., 2019).

4. Conclusion and research agenda

This section first presents the main findings of our literature review and then gives some recommendations for future research based on these findings.

4.1. Main findings

This literature review focuses on three main themes of shared e-mobility research, namely performance description of existing systems, demand estimation studies that explore factors influencing the demand for shared e-mobility services, and impact assessment studies that evaluate the impact of existing systems or simulate potential impacts of a service under different scenarios.

In terms of the usage pattern of existing systems, we summarized the early adopter profiles and trip characteristics of existing shared e-mobility services. Users of current shared e-mobility systems generally fit the typical characteristics of early adopters of other transport innovations. Despite possessing different vehicle features, all shared e-mobility modes are mainly used for short trips. Apart from e-bike sharing (which is found to be used for commuting trips), other shared e-mobility systems are mostly used for leisure trips.

Many factors are found to be significantly related to service demand. Depending on the unit of demand (individual or location), it can be affected by the operational attributes of the shared mobility system, the socio-demographic characteristics, psychological variables, and travel patterns of the individual, and also the level of transport connectivity and land use pattern of a specific location. The demand for different modes of shared e-mobility share many common predictors.

We also reviewed studies assessing the wide-ranging impacts of shared e-mobility systems. They are found to have positive impacts on transportation and the environment as expected. However, the size of these benefits depends on the operational conditions of the specific shared mobility services.

4.2. Research agenda: addressing limitations in previous studies

Since we mentioned some limitations under each theme of research above, in this section we propose some recommendations for future research aiming to address these limitations.

In general, the research on shared e-mobility especially shared electric micromobility is still in its infancy period, both the influence of different factors on service demand and the impact of these services still need much more evidence to be conclusive. Studies in different countries are also necessary, as the adoption and impact of micromobility modes can be subject to the influence of local culture. For example, shared e-scooters seem to be less compatible with places which already have a strong bike culture.[9] Furthermore, future research shall consider that the findings may be dynamic and change with time: for example, the preference for service attributes may change as the services reach more users instead of early adopters only; the number of accidents and injuries resulted from e-scooters may reduce as users gain more experience, etc.

The design of most existing demand estimation studies is rather simple. Given the limitations identified in the review, future studies can improve in the following aspects. First, apply more sophisticated statistical models which account for preference heterogeneity and correlations between variables. Second, as shared mobility systems become more common, revealed preference data is expected to become more easily available which can serve as a source for correcting the hypothetical bias in stated preference data. Even if disaggregate data of individual choice is not available, ridership data can also be used to estimate the short-term effect of operational attributes: Kabra et al. (2019) estimated the impact of vehicle availability and access distance on shared bike use based on ridership data via a structural model. Third, more modes and potentially influential factors can be included, such as investigating the preference for e-scooter and the effect of social influence on demand.

Last but not least, the interplay between vehicle ownership, shared service membership and the usage of privately owned/shared vehicles is worth investigating. The decisions of acquiring vehicle ownership and registering for shared service membership may involve different factors for consideration: earlier in the review it was mentioned that the characteristics of current carsharing members roughly match the early adopter profile of other new mobility modes instead of conventional car owners. Moreover, the usage of privately owned vehicles and shared vehicles are also expected to be vastly different since they involve completely different attributes of consideration such as uncertain availability and payment of usage fee. When the transport vehicle itself is innovative (such as e-scooter and e-bike), it is interesting to explore the difference between acquiring ownership and using the corresponding shared service: whether they are influenced by the same group of factors, whether their adopters overlap, etc. Furthermore, it is valuable to find out whether using shared service constitutes a stable travel pattern or merely a temporary gateway toward ownership.

4.3. Research agenda: future trends and new topics

In this section, we propose another set of recommendations for future research in shared e-mobility. Different from the above section which mainly focuses on addressing limitations in existing studies, this section aims to expand the scope and propose several potential trends and new directions for future research and development of shared e-mobility. These topics have already been studied in terms of other transport modes (such as non-electric carsharing, ridesharing); but our review shows that these topics have not yet been sufficiently covered by studies on shared e-mobility which calls for future research.

4.3.1. Service organization: roundtrip, one-way station-based or free-floating?

Being the oldest form of shared mobility, carsharing has started as a roundtrip service; as smartphones and mobile internet became more common, nowadays carsharing services also allow one-way trips between stations or even parking in any allowed spot (free-floating). As for shared micromobility services with e-bikes and e-scooters, the vast majority are one-way services whether being dockless or not, although there are also roundtrip systems (such as Urbee e-bike sharing in Netherlands). As mentioned earlier, for each specific shared e-mobility mode, the user group, usage pattern, determinants of demand and impacts may

[9] https://time.com/5659653/e-scooters-cycles-europe/

differ depending on whether the system is one-way, round-trip or free-floating, as previous studies demonstrated in the case of conventional carsharing (Becker et al., 2017). The pattern and extent of these differences for all electric shared modes shall be explored in future research.

The difference between free-floating and station-based may not be so obvious in the future: virtual stations can be created with geofencing and both the size and location of stations can be easily adjusted based on need, which results in an organized yet flexible system, combining the strengths of both free-floating and station-based systems. Future studies can explore whether adjustable geofencing have any negative impact on demand, since uncertainty and confusion may also be introduced together with such extra flexibility.

4.3.2. Relations between different modes: complementary or competitive?

Every single mode within shared e-mobility is expected to reduce the high negative externalities of fossil fuel-based car transport by replacing more car use and reduce private car ownership. This impact has been demonstrated by many existing shared e-mobility services. Moreover, they have already started to substitute for non-electric shared mobility: earlier we mentioned that both shared e-scooters and e-bike sharing have been shown to replace ridesharing trips. However, the sustainability impact of micromobility modes is largely different and the cannibalization of the share between these modes may not be necessarily proceeding in the ideal direction in terms of reducing sustainability impacts, such as the aforementioned e-scooter sharing substituting dockless bikesharing. Shared e-mobility modes can also replace other more efficient transport modes: the review above already showed that the vast majority of e-scooter and e-bike trips would have been taken by public transport and active modes (biking and walking): this replacement is probably resulting in higher GHG emission and fewer health benefits.

Our review shows that although each shared e-mobility mode has its own distinct use case, all of them are mostly used for short trips, share a similar early adopter group in terms of socio-demographic characteristics and have many common demand predictors; which suggests that cannibalization and substitution among shared e-mobility modes are quite likely when they coexist. Therefore, more research should be done on exploring traveler behavior and usage pattern change when more than one shared e-mobility modes coexist. The insights can be used to foster a complementary relationship among different modes which lead to higher accessibility and mobility without resulting in a net increase of negative externalities.

4.3.3. Integration of operators and modes: from the perspective of mobility hubs and mobility-as-a-service

The review has shown that each shared e-mobility service has its own distinct use case: the most suitable trip purposes and distance of each shared e-mobility mode are different. Compared to a private vehicle which can be seen as an all-around mobility package meeting all needs, each shared e-mobility mode has its own inconveniences. For example, it is tiring to use e-scooters for long trips while e-bike is less suitable for a leisure trip with friends. Therefore, in order to realize the potential of shared e-mobility in reducing private car ownership and usage, it would be ideal to integrate different shared modes and make shared mobility a viable option for private vehicles in more cases.

The integration between different modes of shared mobility and public transport is also beneficial. Earlier we have mentioned that a sound public transport service can facilitate the proliferation and strengthen the positive impacts of shared e-mobility: the vast majority of shared mobility users would use public transport when a shared vehicle is not available (Ampudia-Renuncio et al., 2018). This indicates that public transport provides a fallback option which helps to ensure the reliability of shared services and reduce barriers for adoption; furthermore, there has been evidence showing that the combination of public transport and micromobility modes can achieve synergy in their impacts (Fishman et al., 2013). In order to maximize the potential of reducing car dependency and the negative externalities of car transport, a diverse set of shared mobility modes that are well-coordinated and integrated with public transport is called for.

Compared to door-to-door car trips, travelers usually face extra physical, cognitive and affective efforts if they would take an inter-modal trip (Stradling et al., 2000): physical effort is needed during transfer between modes when the stations for different modes are not at the same location; it is also cognitively demanding to deal with searching and payment of different mobility services; as a result, these extra efforts will harm the perception of shared mobility services as an inconvenient and uncomfortable option compared to car (Berg et al., 2019). Therefore, the integration shall aim to reduce these different aspects of extra effort and lower the barriers for switching toward adopting shared e-mobility service.

The use of mobility hubs can provide a one-stop location that makes available a wide range of mobility modes, usually including multiple shared mobility services and public transport. The easy access to multiple travel options can relieve the cognitive effort in searching for transport and also physical efforts in transferring between different stations. There have been pioneering cities that adopted the concept of mobility hubs. Already since 2003, the city of Bremen has started to deploy Mobil.Punkt ("Mobility Point") stations which are often situated next to high-frequency public transport stops and provide carsharing and bike parking spots. They are also accompanied by Mobil.Punktlichen (small point) which are located close to residential neighborhoods in order to be close to users. With all the new shared e-mobility modes, future mobility hubs can incorporate different combinations of modes according to the specific needs of each location and provide a more well-rounded and easy-to-use mobility service. Last but not least, it can also provide an easy solution for charging infrastructure installation and charging operation when all shared electric modes can be charged while parking in a fixed location. A potentially interesting avenue for future research is investigating its added value for travelers and measure how their presence influences people's travel behavior.

Mobility-as-a-Service (MaaS) can also play an integration role as it refers to a package subscription with capped or unlimited usage of all mobility options included (Durand et al., 2018). However, a wider definition of the term can refer to an "integration within and between different types of transport" (Lyons et al., 2019) which can happen on different levels and aspects. Under this point, we are stressing the integration of information search and payment between different modes apart from the physical integration of mobility hub, which can greatly reduce the cognitive effort of multi-modal trips. There have been several studies on the preference for MaaS in terms of a mobility package subscription. It is also valuable to explore people's actual travel behavior (change) and mode share after adopting the subscription and evaluate the net environmental and transportation impact of MaaS subscriptions. Another set of topics of interest that deserve more attention in academic studies are practical issues that are vital in actual MaaS implementation. These issues include but are not limited to: the motivation of and benefits for joining MaaS service from the for-profit mobility provider's perspective, the institutional mechanisms and possible incentives of organizing and integrating different mobility providers and modes, etc.

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