



MEMORANDUM

TO: Mayor and Council

CC: Marc A. Ott, City Manager
Robert D. Goode, P.E., Assistant City Manager

FROM: Robert Spillar, P.E., Director, Austin Transportation Department

DATE: March 24, 2015

SUBJECT: **Transportation Network Companies, final staff recommendation;
response to Resolution 20140515-024 and CIUR 1311**

On May 15, 2014, the City Council approved Resolution 20140515-024 that directed the City Manager to convene a stakeholder working group to develop a framework for a pilot program to allow Transportation Network Companies (TNC) to operate legally. As part of that process, staff sent a 90 day report to Mayor and Council September 24, 2014. This memo serves to distribute staff's draft recommendations for a TNC pilot program in Austin, TX.

In developing the recommendations and pilot program framework, Austin Transportation Department staff members monitored how other jurisdictions responded to the expansion of TNCs throughout the country. Additionally, staff worked with a stakeholder group to fully analyze a variety of details that were necessary to include in the pilot program framework. The participants in the working group brought a diverse set of viewpoints and opinions that were helpful in shaping staff's work. Incorporating feedback from those meetings, ATD staff members compiled the TNC recommendations that are attached to this memo. To date, TNC regulations remain a challenge for jurisdictions worldwide, but the priority in Austin remains to protect the safety of those driving and riding in a TNC vehicle in Austin.

State Legislation

The most recent development in regards to TNCs in Texas occurred at the Texas State Legislature. Legislation has been filed and is actively being considered that would remove regulating authority from cities and give it to the State.

Staff Recommendations

As ATD was developing the recommendation for a pilot program the City Council approved Ordinance No. 20141016-038 on October 16, 2014, which established an interim program. Since its inception, ATD has identified some issues with the current process that would be remedied by incorporating the staff recommendations into the TNC operations. The staff's draft full recommendations are attached to this memo; these are recommendations to modify the existing interim program. ATD will present these recommendations to the mobility Committee March 25, 2015. Listed below are some of the primary differences between Ordinance No. 20141016-038 and the staff recommendation:

- **Accessibility** (There will be requirements to provide for accessibility to TNC vehicles by individuals with disabilities.)
 - Ordinance No. 20141016-038:
 - Requires a 10 cent collection for every TNC trip originating in the City of Austin for the TNCs to use to help provide accessible rides.
 - Requires TNCs conduct outreach to community organizations with ADA-compliant vehicles to publicize the TNC's need for ADA vehicles and drivers.
 - ATD staff recommendation:
 - TNCs should be required to comply with the federal Americans with Disabilities Act.
 - If TNCs begin to lease TNC-owned vehicles out to drivers, those vehicles will be required to be wheelchair accessible.
 - If the TNC has an existing accessibility plan filed with another jurisdiction that provides greater levels of accessibility service, the TNC will be required to adapt that plan for implementation in Austin and have it approved by the City of Austin and implemented within six months of signing their operating agreement and/or the beginning of the pilot program.
 - Once the 6 month implementation period has concluded, the TNCs will fall under the same requirements as other ground transportation services for those requesting accessible service.
 - Reporting requirements: In the TNCs reporting requirements (quarterly reports) they will be required to provide updates on their progress in meeting the accessibility requirements.
- **Definition of TNC** (The definition of a TNC will define what companies are considered TNCs versus other types of ground transportation.)
 - Ordinance No. 20141016-038:
 - Any organization whether a corporation, partnership, sole proprietor, or other form, that provides on-demand transportation services for compensation using an online-enabled application (app) or platform to connect passengers with drivers.
 - ATD staff recommendation:
 - Driver must use his/her personal vehicle in a TNC model, which is not required in the current ordinance.
- **Driver Identification**
 - Ordinance No. 20141016-038:
 - Requires driver identification to occur only through the application.
 - ATD staff recommendation:
 - Recommends a physical document with the driver's identification to be visible while the driver is operating the TNC. This differs from the approved ordinance as it includes another requirement for identification visible on the vehicle.
- **Geo-fencing** (Geo-fencing is a software program feature that allows a TNC application to use GPS to define a specific geographic boundary where pick-ups and drop-offs should take place.)
 - Ordinance No. 20141016-038:
 - Does not address geo-fencing.
 - ATD staff recommendation:
 - *Delivering a safe, reliable, and sustainable transportation system that enhances the environment and economic strength of the region.*

- TNCs should cooperate with the City during large special events in order to geo-fence pick-up and drop-off locations that are appropriate for the event to create a safer and more mobility-friendly event.
- **Insurance**
 - Ordinance No. 20141016-038:
 - Stage One of operation, when the driver is logged into the application and is available to accept a ride request, insurance coverage requires (\$30,000) for death and personal injury per person, sixty thousand dollars (\$60,000) for death and personal injury per incident, and twenty five thousand dollars (\$25,000) for property damage.
 - ATD staff recommendation:
 - Stage One of operation, when the driver is logged into the application and is available to accept a ride request, insurance coverage requires coverage for bodily injury is \$100,000 per person and \$300,000 per accident, property damage of \$25,000 per accident; and personal injury protection of \$2,500 per passenger.
- **Trade Dress** (Trade dress is a distinctive emblem that is displayed on the vehicle for identification purposes.)
 - Ordinance No. 20141016-038:
 - Does not address trade dress.
 - ATD staff recommendation:
 - Recommends vehicle trade dress, which some TNCs already have in place in Austin and other cities.
- **Reporting Requirements** (Data the TNC companies will be required to report to the City.)
 - Ordinance No. 20141016-038:
 - Requires quarterly reports to the City providing general information about trips provided including pick-up/drop-off patterns, cost, length of trip, ADA service comparison, and evaluations of TNC impact on drunk driving and the ability to provide service to underserved communities.
 - ATD staff recommendation:
 - Recommends specific data to be recorded in four-hour blocks and reported monthly. Examples of required data to be reported includes trips serviced by zip codes, total vehicles logged in, driver hours logged, gross revenue and more. (See the complete list in the staff recommendations.)
- **Vehicle Inspections**
 - Ordinance No. 20141016-038:
 - Requires a Texas state inspection for the vehicle.
 - ATD staff recommendation:
 - Proposes a 20-point safety inspection, some of which is not covered by the State vehicle inspection.

Next Steps

This item will be brought forward for Mobility Council Committee briefing on March 25, 2015, and the Mobility Council Committee will then hear public input on April 1, 2015. Ordinance No. 20141016-038 called for a six month review of the interim program that was approved within the ordinance. The six month review will come up in April 2015, and ATD staff will return to

*Delivering a safe, reliable, and sustainable transportation system
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present the review at the June 3, 2015 Mobility Council Committee meeting, or at the first available opportunity on the Mobility Committee's agenda.

After assessing the current interim program, reviewing collected data and monitoring any state actions, staff will bring an item to the City Council to make any necessary amendments the ordinance to reflect staff's recommendations that could provide for a better operating TNC ground transportation model.

Staff suggests waiting to make such alterations in order to provide an opportunity to observe the current pilot, make any necessary amendments if observations necessitate, and also to provide better customer service to all providers impacted by the changes to allow them time to come into compliance.

Should you have any questions, please do not hesitate to contact me.

Attachments:

1. Draft ATD Staff Recommendation, TNC Pilot Program Framework

Transportation Network Company (TNC) Pilot Program Recommended Guidelines

Company Requirements:

- I. A Transportation Network Company (TNC) is a company that provides pre-arranged transportation services for compensation using an online-enabled application or platform to connect passengers with drivers using their personal vehicles.
- II. A TNC will pay all fees and other costs identified in the City's Fee ordinance.
 - a. The fee will be 1% of gross revenues for the first year of the pilot program. Dependent on City of Austin costs to manage, this fee could be increased up to 2% in accordance with state law. (The City of Houston also collects 2% of gross revenues.)
- III. Licensing:
 - a. It shall be unlawful for a TNC to operate within the corporate limits of the city without the proper authority. A TNC company operating authority will be required, which is a separate permit specifically for the company than what will be required for the individual drivers.
 - b. In order to facilitate the administration and enforcement of the pilot program, a fee will be imposed on all approved TNCs.
 - c. Permits issued will be for a term of one year, renewable annually.
 - d. Permits issued may not be transferred or otherwise assigned.
 - e. To secure a TNC company permit, an application shall be submitted pursuant to §13-2-161.
 - f. A TNC must have a local point of contact to be named on the permit application.
 - g. The TNC must maintain a local presence including, but not limited to, a website and a 24-hour phone number.
- IV. Insurance:
 - a. Each permittee and TNC driver shall comply with all applicable insurance requirements mandated by federal, State of Texas, and city laws.
 - b. Each applicant for the issuance or renewal of a permit shall provide proof that the applicant has commercial automobile liability insurance issued by a company licensed to operate in the State of Texas and by an agent licensed by the State of Texas. The policy must include the following; bodily injury and property damage coverage; and owned, non-owned and hired vehicle coverage. Applicant must furnish a certificate of insurance for the policy to the department.
 - c. The policy required shall be available to cover claims regardless of whether the driver maintains insurance adequate to cover any portion of the claim and shall be maintained in force at all times that the TNC offers or provides TNC service.

- i. Should there be an incident that necessitates it, the department director reserves the right to require the insurance provided by the TNC to be the primary insurance while a driver has the TNC platform turned on in the driver mode.
- d. Any permittee shall provide proof of insurance to each TNC driver before the driver begins providing service and for as long as the driver remains available to provide service.
- e. If any insurer desires to be released from any insurance policy filed under this section, the TNC must give written notice to the Director of the Austin Transportation Department at least 30 days before release from liability occurs. The TNC shall furnish evidence of new insurance obtained before the expiration of the policy.
- f. Insurance shall be provided in stages of use for the TNC:
 - i. *Stages of Activity
 - Stage 1 – TNC driver logged into application, available for ride request
 - Stage 2 – Accepted ride request, in route to requestor (no passengers loaded)
 - Stage 3 – Passenger(s) loaded, until the completion of the trip (including the drop off of passengers at their final destination).
- g. The policy required for TNC's must, at a minimum, provide coverage for:

*Stage 1

- 1. Bodily injury of \$100,000 per person and \$300,000 per accident
- 2. Property damage of \$25,000 per accident; and
- 3. Personal injury protection of \$2,500 per passenger.

This commercial coverage shall be provided by the TNC.

*Stage 2

Commercial automobile liability insurance with a combined single limit for bodily injury and property damage of \$1,000,000 per accident covering liability resulting from any occurrence arising out of or caused by the operation of a TNC vehicle.

This commercial coverage shall be provided by the TNC

*Stage 3

Commercial automobile liability insurance with a combined single limit for bodily injury and property damage of \$1,000,000 per accident covering liability resulting from any occurrence arising out of or caused by the operation of a TNC vehicle.

This commercial coverage shall be provided by the TNC

V. Reporting Requirements:

- a. The following data shall be reported to the Director of the Austin Transportation Department by the TNC for the purpose of determining the success of the pilot program. Provided data will be used to identify transportation needs that are currently not being met, as well as to ensure there is equitable service across all communities.

The following data shall be recorded in four-hour blocks and reported monthly:

- Number of requests for service
- Number of trips requested but not serviced, by zip code
- Number of vehicles active/logged in
- Pick up/drop off by zip codes
- Accessible rides requested and serviced
- Accessible rides requested and not serviced
- Amount of time that surge/dynamic pricing is in affect

The following data shall be recorded daily and reported monthly:

- Driver hours logged in to application (12 hour max per driver)

The following data shall be recorded and reported monthly:

- Number of trips completed and passengers transported
- Gross Revenue generated

The following data shall be recorded daily and reported weekly:

- All accident reports involving a vehicle that is in service operating as a TNC.

Failure to provide required data within 15 days of last day of the preceding deadline will cause a TNC's permit to be suspended.

VI. Passenger Rates

- a. For the purposes of the pilot program, TNCs fares will not be capped and TNCs will be allowed to use dynamic pricing models.
- b. When operating under a dynamic pricing model, the TNC will be required to show passengers what their estimated charge will be for the ride prior to the passenger requesting a ride.
- c. TNC's shall display their rate of fare on their website, application, or digital platform used by the permittee to connect drivers with passengers and upon termination of the trip, provide a receipt to the passenger.

- i. If rates of fare are dependent on time traveled, there should be a fare estimate for passengers to view prior to accepting a ride.

VII. Accessible Service

- a. All TNCs will be required to be in full compliance with the federal Americans with Disabilities Act. Some staff recommendations to help come into compliance with the ADA include:
 - i. If TNCs begin to lease TNC-owned vehicles out to drivers, those vehicles will be required to be wheelchair accessible.
 - 1. This provision is to address specifically a TNC directly leasing a vehicle to an individual; it is not intended to impact an individual who privately leases a vehicle that is used to operate as a TNC (though the driver should be aware that in their lease agreement such commercial activities could be prohibited.)
 - ii. If the TNC has an existing accessibility plan filed with another jurisdiction that provides greater levels of accessibility service, the TNC will be required to adapt that plan for implementation in Austin and have it approved by the City of Austin and implemented within six months of signing their operating agreement.
 - 1. If the TNC has a plan filed in another jurisdiction but does not want to use it in Austin, the TNC will be expected to draft a new plan within one month and then implement it within 6 months of signing their operating agreement or the beginning of a pilot program period.
 - 2. If the TNC does not have an existing accessibility plan, the TNC will create one approved by the City of Austin and be required to implement within six months.
 - iii. Once the 6 month implementation period has concluded, the TNCs will fall under the same requirements as other ground transportation services for those requesting accessible service.
 - 1. Example: It is possible that in the upcoming taxi franchise renewals there will be a requirement for taxis to be able to respond to requests for accessible service within a certain timeframe of their average pick up times. In this case, the same requirement would be applied to TNCs.
 - iv. Reporting requirements: In the TNCs reporting requirements (quarterly reports) they will be required to provide updates on their progress in meeting the accessibility requirements.

VIII. Geo-fencing

- a. City of Austin has the ability to request TNCs to geo-fence their pick-up/drop-off for safety and mobility reasons, in particular during large special events.

- i. “Large special events” refers to special events that are Tier 3 or Tier 4 events, as identified in the Draft Special Events Ordinance.

§ 4-15-21 CATEGORIES OF SPECIAL EVENTS. 10 (from DRAFT special events ordinance)

A special event application will be designated into one of four tiers in accordance with this Section.

(A) A Tier 1 event is a special event that does not include consumption of alcohol and:

- (1) impacts no more than one block of a street, sidewalk, or city right-of-way and does not require other permits, except for a permit issued under Chapter 14-8 (Temporary Closure for Right of Way Events and Neighborhood Block Parties); or*
- (2) is moving and consists exclusively of people in a police-escorted bubble;*
- (3) is an assembly at a city facility and lasts less than 5 hours; or*
- (4) is an assembly exclusively on private property and lasts less than 5 hours one day.*

(B) A Tier 2 event is a special event that:

- (1) is an assembly at a city facility and that estimates attendance at less than 2,500 attendees per day; or*
- (2) is an assembly lasting four days or less, that is held primarily on private property, and that estimates attendance at less than 2,500 attendees per day; or*
- (3) is stationary and impacts up to two blocks of a street, sidewalk, or city right-of-way.*

(C) A Tier 3 event is a special event that is not covered by Tiers 1, 2, and 4.

(D) A Tier 4 event is special event that:

- (1) is an assembly at two or more city facilities and that includes the use of city streets, sidewalks, or right-of-ways; or*
- (2) has an estimated need, based on its permit application for \$100,000 or 5 more in city services, staff time, and equipment.*

IX. Austin Bergstrom International Airport (ABIA)

- a. TNCs will be required to enter into a separate agreement with ABIA with regards to ground transportation accommodations. ABIA has separate, more stringent requirements due to security risks.

X. Trade Dress

- a. In addition to inspection decal, all TNC vehicles shall display a consistent and distinctive emblem (commonly referred to as “Trade Dress”) at all times the vehicle is being used to provide TNC services. The emblem may be temporary, but must be applied to vehicle in order to operate. The Director of the Austin Transportation Department is authorized to specify, by rule, the manner of display, method of issuance, and to approve the final design and contents of such emblem.

XI. Other Requirements:

- a. The City has the right to inspect individual ground transportation vehicles, including TNCs and taxicabs. Enforcement entities secure the ability to schedule trips for the purpose of inspections and audits. The companies/drivers may not deny the trips based on the requestor, companies cannot block City departments out of the applications, and enforcing agencies will not be required to pay for the ride.
 - i. As part of this requirement, TNCs that currently have blocked City of Austin enforcement accounts must release the accounts.
 - ii. Additionally, TNCs are not to actively manipulate the inspection process.
- b. Any terms of conditions in the agreement between the permittee and drivers, or between the permittee and any passenger, that would act as a waiver of the permittee’s liability to the passenger or to the public, are declared to be contrary to public policy, null, void and unenforceable.
- c. TNC drivers will only accept rides through the application platform; they will not be permitted to accept hailed rides.

Driver Requirements:

- I. TNCs shall conduct a certification of each driver wishing to provide service with the TNC. The certification should include:
 - a. Driver Background check
 - i. The criminal background check shall be national in scope and prevent any person who has been convicted, within the past seven years, of driving under the influence of drugs or alcohol, or who has been convicted at any time for fraud, sexual offenses, use of a motor vehicle to commit a felony, gun related violations, resisting/evading arrest, reckless driving, a crime involving property damage, and/or theft, acts of violence, or acts of terror from driving for the TNC.
 - b. Driver’s driving record
 - i. The driver history check shall prevent anyone with more than three moving violations or anyone charged with driving without insurance or a suspended license or a major violation within the three-year period prior to the check from driving for the TNC.
 - c. No tolerance drug and alcohol policy
 - d. Driver training program
 - i. The driver training program is designed to ensure the driver safely operates the vehicle.

- ii. There has been a strong recommendation from some community members that the driver training should include training about sharing the road with vulnerable road users, including pedestrians and cyclists. ATD staff supports the vulnerable road users training.
- e. Vehicle Inspection completion
- f. A valid, current driver's license
- g. Driver must be 21 years old, or older
- h. Proof of payment of ad valorem taxes to Travis County
- II. Once a driver has satisfied certification requirements, the TNC shall issue a document for identification purposes containing a photo of the driver and identifying vehicle information (license plate number) which the driver is required to have in the vehicle when operating as a TNC.
 - a. While operating a TNC vehicle, the driver shall display the operating permit in a manner approved by the Director of the Austin Transportation Department.
- III. TNC shall submit a weekly report to the department detailing all drivers affiliated with the TNC. The report should contain information on all drivers on-boarded as well as all drivers no longer eligible to operate on the TNC's platform. Included in the weekly reports will be a signed affidavit from the TNC confirming that each of the drivers meets the standards to operate as a TNC in Austin, TX.
 - a. TNCs will be responsible for maintaining these driver records.
 - b. ATD will have the ability to request audits of those records.
 - i. ATD will audit the TNCs records to ensure compliance. If waivers are needed for ATD to audit drivers' background checks, TNCs will collect waiver information from drivers when they sign up on the platform.
 - ii. If there are expenses associated with using a third party auditor, costs will be billed directly to the TNCs.
- IV. While operating a TNC vehicle, the driver shall display approved trade dress as required by this chapter.
- V. Drivers will not operate as ground transportation providers for more than 12 hours within in a 24 hour period.

Vehicle Requirements:

Before operating a vehicle for TNC service, the vehicle must successfully pass a 20-point inspection by a mechanic certified by the State of Texas to perform state inspections. Inspections shall include, but not be limited to the following items:

1. Emergency brakes;
2. Foot brakes;
3. Steering mechanism;

4. Windshield;
 5. Rear window and other glass;
 6. Windshield wipers;
 7. Headlights;
 8. Tail lights;
 9. Turn indicator lights;
 10. Stop lights;
 11. Front seat adjustment mechanism;
 12. Doors (open, close, lock);
 13. Horn;
 14. Speedometer;
 15. Bumpers;
 16. Muffler and exhaust system;
 17. Condition of tires, including tread depth;
 18. Interior and exterior rear view mirrors;
 19. Safety belts for drivers and passengers;
 20. Fire extinguisher;
- I. Vehicle must conform to state safety standards and have a current State vehicle inspection and registration stickers
 - II. The vehicle must be in condition to provide dependable and safe mechanical operation.
 - III. The vehicle must have a physical barrier securely anchored between the passenger and luggage compartments if the vehicle has no trunk compartment.
 - IV. Missing, broken, or significantly damaged interior parts that affect the operation or safety of the vehicle must be repaired or replaced.
 - V. Vehicle must somewhere display the City of Austin's ground transportation department's compliant phone number 512-974-1551.

Pilot Program Duration:

- I. The duration of the pilot program will be for one year, and staff reserves the right to make any necessary modifications during the pilot program.

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- II. There will not be a sunset on the pilot program; if after one year it is determined the pilot program should be discontinued, it will require City Council action and applicable City Code amendments.

Taxi/Ground Transportation Operations Related Modifications:

If the TNC pilot program is found to be successful, ATD staff will consider making the following modifications to other ground transportation operations.

- I. Permit Allocation

- a. Initiate an additional allocation of taxi franchise permits, which will be specified in the Taxicab Taskforce Recommendations.

- II. Driver Requirements

- a. Driver requirements should mirror TNC driver requirements. Taxicab companies will be responsible for ensuring their drivers pass the background check, driver history check, complete an in-house training program, are at least 21 years of age, drive a vehicle that pass the inspection standards and are in compliance with the drug and alcohol policy. Taxicab companies will also be required to submit a signed affidavit stating their drivers meet the requirements and will be subject to audits to ensure compliance.

- III. Inspection Standards – Motorized ground transportation service vehicle (excluding electric low-speed vehicles) inspection standards should mirror TNC inspection requirements. The companies will be responsible for the inspections and will attest the inspections are valid in the aforementioned signed affidavit.

- IV. Permit Usage-24 hour capabilities

- a. Taxicab companies will have the ability to utilize vehicle permits 24 hours a day if they are able to prove capability of administering split use of one permit.
 - i. i.e. Two vehicles can operate on the same permit, just not at the same time.