

ITEM 6.c.

CITY OF ALAMEDA

Memorandum

To: Honorable Chair and
Members of the Economic Development Commission

From: Eric Fonstein
Development Manager

Date: November 20, 2008

Re: Endorse the Parking Management Strategy for the Park Street and West
Alameda Business Districts

BACKGROUND

In recent years, the City, the Park Street Business Association (PSBA), and the West Alameda Business Association (WABA) have discussed the parking requirements in Alameda's two main street commercial corridors. The two business associations have raised concerns voiced by their members that the City's parking requirements are too restrictive. They contend that the Alameda Municipal Code does not reasonably take into consideration the type or size of business and its location when applying minimum parking space requirements. In addition, local businesses and developers state that the City's in-lieu fees are expensive, especially for small businesses. Also, the residents in the areas surrounding the business districts have raised concerns about lack of adequate on-street parking due to spillover from in the business districts.

The City hired Wilbur Smith Associates (WSA) to perform a parking analysis for the two business districts and provide recommendations to address these concerns. The WSA Final Report, which is on file in the City Clerk's Office, assessed existing and future parking demands, identified parking opportunities and constraints with local stakeholders, evaluated parking requirements and financial considerations, and identified implementation strategies to maximize the use of parking in the core commercial areas in the Park Street and West Alameda districts. This work provides the basis for a strategy to manage parking in the two business districts. The City has also conferred with Nelson/Nygaard Consulting Associates about many aspects of the proposed parking management strategy.

DISCUSSION

Existing Conditions

City staff reviewed in detail the data collection, data analysis, and the application of WSA's parking demand model. WSA collected parking data during September and October 2006 and March 2007, before the new Civic Center Parking Structure opened, to identify existing on- and off-street parking patterns during a typical weekday and weekend day and evening in the study areas. WSA met staff and members of the local

business associations and held two community workshops in February 2007 to understand local concerns. WSA also surveyed nearby residents and employees in the business districts to supplement the community outreach efforts. The surveys were intended to capture a wider range of public sentiment than those provided in the workshops and were not designed to be statistically valid.

In the Park Street district, WSA found high use of on-street parking and the public parking lots while private parking lots were underused. This imbalance creates a large supply of private parking that is currently unavailable to downtown visitors. WSA also concluded that there is a spillover of commercial parking in the immediately adjacent residential neighborhoods during the weekday midday and weekend hours. In the Park Street business district, WSA estimated the total commercial spillover to be approximately 770 vehicles, based on the difference between their estimated demand and the observed commercial occupancy during the midday, midweek peak.

WSA discovered very similar parking patterns in the West Alameda business district, with the exception that both the public and private parking lots were highly underutilized. WSA found that parking demand shifted significantly in the West Alameda district depending on the time period and type of day (weekday or weekend). During the weekday lunch hours, high occupancies levels equaled or exceeded 85 percent and were clustered at the northern portion of Webster Street, between Eagle and Lincoln Avenues. Also, selected blocks in the southern end of Webster Street experienced elevated occupancies on weekend midday and evening periods. WSA estimated the commercial spillover in the immediately adjacent residential neighborhoods in West Alameda to be approximately 307 vehicles, based on their estimated demand during the midday, midweek peak.

Recommendations for Parking Management Strategy

Based on its findings, WSA's recommendations focus on resource management tools to better manage the current supply of parking.

The primary goals of the Parking Management Strategy are to:

- 1) Maximize the utilization of underused off-street parking lots through pricing and management tools, thereby increasing the availability of prime on-street spaces for business district patrons; and
- 2) Facilitate private investment of infill development and business expansion by adjusting the cost to supply on-site parking.

The main approach of the Parking Management Strategy is to:

- 1) Enhance management of the existing supply
 - A. Expand the current tiered on-street pricing policy;
 - B. Implement a Residential Permit Program (RPP) to control spillover parking;

- C. Consider expanding employee parking permit programs;
- D. Install wayfinding information; and
- E. Establish pilot programs for parking payment technologies.

2) Revise parking requirements to facilitate private investment and better reflect City transportation, urban design, and environmental objectives

- A. Reduce off-street private parking requirements;
- B. Change calculations for in-lieu fees; and
- C. Evaluate options to encourage shared parking of private parking lots.

3) Program management

- A. Periodically monitor and adjust the Parking Management Strategy; and
- B. List programs for future study.

Next Steps:

The draft Parking Management Strategy will be presented to the WABA and PSBA Board of Directors for their review and endorsement. The draft Strategy will also be presented in a series of public hearings for community review and comment:

- November 19, presentation to the West Alameda Business Association;
- November 20, presentation to the Economic Development Commission for endorsement;
- December 3, presentation to the Park Street Business Association;
- December 8, presentation to the Planning Board for endorsement;
- December 10, presentation to the Transportation Commission for endorsement; and

With the endorsements by the above Boards and Commissions, staff will present the draft Parking Management Strategy and required ordinances to implement the draft plan to the City Council for final approval early next year.

BUDGET CONSIDERATION/FINANCIAL IMPACT

The WSA contract for \$74,820 was paid through the Commercial Revitalization Fund.

The RPP Program and the proposed changes to the City's private commercial parking requirements are considered cost neutral and have no impact on the City's budget.

Funds from the monthly parking permits for public lots and on-street parking meter rates go into the City's Parking Meter Fund. The proposed periodic adjustments to the monthly permits and parking meter rates will slightly increase the City's revenues.

Increasing the monthly permits for Lots A and C by \$20 per month may generate an additional \$10,560 annually, depending upon the sale of the permits. The City Council maintains authority and discretion to manage the allocation of the parking revenue citywide. PSBA and WABA are respectively paid \$3,000 and \$1,800 annually to administer the parking permit program.

The proposed changes to the City's parking in-lieu fees are not anticipated to significantly impact the City's finances. An increase to the in-lieu fees may be off set by the reduced private off-street parking requirements. The proposed changes may encourage new, in-fill development, which may generate new sales tax and property tax revenue to the City.

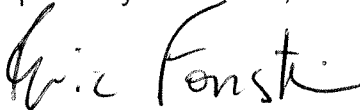
The in-lieu fees are currently used for acquisition of land for parking, construction of new parking facilities, improvements to existing off-street or on-street parking facilities, and installation of bicycle lanes and paths, and installation of bicycle racks and lockers. The proposed changes would expand the use of funds to include purchase of dedicated spaces in under-utilized, private-owned, off-street lots; defer capital costs related to implementing a residential parking permit program; and pay for the annual monitoring of parking occupancies in the districts.

The proposed wayfinding and parking payment technologies recommendations would be implemented as new funding becomes available.

RECOMMENDATION

Review and endorse the Parking Management Strategy for the Park Street and West Alameda Business Districts.

Respectfully submitted,



Eric Fonstein
Development Manager

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Attachment:

1. Draft Parking Management Strategy

DRAFT PARKING MANAGEMENT STRATEGY

The primary goals of the Parking Management Strategy are to:

- 1) Maximize the utilization of underused off-street parking lots through pricing and management tools, thereby increasing the availability of prime on-street spaces for business district patrons; and
- 2) Facilitate private investment of infill development and business expansion by adjusting the cost to supply on-site parking.

The main approach of the Parking Management Strategy is to:

1) Enhance management of the existing supply

- A. Expand the current tiered on-street pricing policy;
- B. Implement a Residential Permit Program to control spillover parking;
- C. Consider expanding employee parking permit programs;
- D. Install wayfinding information; and
- E. Establish pilot programs for parking payment technologies.

2) Revise parking requirements to facilitate private investment and better reflect City transportation, urban design, and environmental objectives

- A. Reduce off-street private parking requirements;
- B. Change calculations for in-lieu fees; and
- C. Evaluate options to encourage shared parking of private parking lots.

3) Program management

- A. Periodically monitor and adjust the Parking Management Strategy; and
- B. List programs for future study.

1. Enhance Management of the Existing Supply

A. Expand Current Tiered, On-Street Pricing Policy

Pricing policies can require people to pay more for parking in the most coveted areas, thereby luring long-term parkers, like employees and merchants, away from the retail core with less expensive parking in off-street parking structures or lots and peripheral areas. Such pricing policies can ensure as many retail shoppers as possible have the opportunity to park in the most desired spaces, which directly benefits retail businesses. Otherwise, employees and merchants are likely to park all day in the spaces closer to businesses, depriving retail customers of the best, most convenient parking spaces.

In WSA's experience and in their review of academic studies, it found that short-term parkers are less sensitive to the price of parking than to the time it takes to

find a vacant space. Short-term parkers are willing to pay more to find a convenient space than to spend time searching for an under-priced space.

The ideal occupancy rate for a block of downtown parking is what WSA terms “practical capacity,” or the occupancy level at which a driver can find on average one empty space per block, even during the busiest hours. Beyond this 85 percent capacity level, motorists driving down the streets see the occupied parking spaces and perceive a lack of parking in the district. WSA and the academic literature advise that if a block or lot has an average occupancy of greater than 85 percent, then the parking is considered congested and the price should increase.

Appropriately priced curbside parking also reduces traffic congestion. “Cruising,” or continually circling the block to find a vacant curbside space, may contribute up to 30 percent of the traffic congestion in retail business districts with under-priced parking.

Last fall, the City Council implemented this tiered pricing strategy for Park Street by approving an on-street parking meter rate increase in high demand core areas. It raised the meter price from \$0.50 to \$1.00 per hour for high demand curbside spaces (Tier I) and kept the \$0.50 price per hour for the remainder of the public on-street and off-street metered spaces (Tier II). Staff did not consider that sufficient continuous blocks on Webster Street reached practical capacity (85 percent) throughout the day to justify increasing the on-street parking meter rate at that time.¹

Recommendation:

- Consideration of an ordinance, similar to Redwood City (Exhibit A) that establishes a target occupancy rate of 85 percent and creates a threshold of meter rates so rates could be adjusted up or down in \$0.25 intervals as necessary to seek to achieve the target occupancy rate. The hourly meter rate would not exceed \$2.00 or go below \$0.50 without expressed approval of the City Council.

B. Implement a Residential Permit Program to Control Spillover Parking

WSA found high occupancy rates for on-street parking in residential areas immediately adjacent to the main street districts during weekday midday and weekend midday and evening hours, which WSA stated is indicative of commercial spillover parking. In the Park Street district, high occupancy of on-street parking was found in residential neighborhoods around Park Avenue, Regent Street, Central Avenue, Santa Clara Avenue, and Everett Street. In the West Alameda district, high on-street occupancy was found around Pacific Avenue, Santa Clara Avenue, and Lincoln Avenue.

¹ WSA found on-street occupancies equal to or exceeding 85 percent clustered at the northern portion of Webster Street, between Eagle and Lincoln Avenues. However, they attributed these elevated occupancy levels to lunchtime patrons visiting nearby restaurants.

The high occupancy in these residential neighborhoods may be due to a variety of factors, including:

- Non-resident parking (employee parking, patron parking, commuter parking for transbay bus service, schools and churches) and
- Local resident or visitor parking.

Residential permit programs (RPP) are a common remedy to control spillover parking into residential neighborhoods. RPPs require substantial resident support and active enforcement in order to be effective. Program costs are dependent upon the size of the district, the level of enforcement, and the permit fee paid by the permit holder. If not self-funded through permit fee collections, RPP could have an impact on the City's General Fund.

The residential surveys, mailed to residents and property owners and conducted as part of the WSA study, showed divided support for RPPs, with strong opinions on both sides. In the Park Street district, 45 percent were in favor and 43 percent were opposed, with those in favor clustered around Park Avenue and Regent Street. For the West Alameda district, 24 percent were in favor and 53 percent opposed, with those in favor clustered around Santa Clara Avenue and Lincoln Avenue.

Recommendation:

- Establish an optional, cost-neutral RPP program near the commercial districts (C-C, Community Commercial zones) and Park Street North of Lincoln District (bounded between Oak Street and Everett Street and the Estuary to the north). To make the program cost neutral, all operating costs associated with the establishment, enforcement and maintenance of an RPP would be funded through an Assessment District established in the neighborhood if requested by the neighborhood. The RPP zone (Exhibit B) would be initiated by the City upon receipt of a petition from a majority of local residents requesting its establishment. The City would prepare the necessary studies and ballots. To be implemented, a majority of the returned ballots from property owners would need to consent to the RPP Zone.

C. Consider Expanding Employee Parking Permits

Monthly parking permits are another pricing tool to entice long-term parkers, especially merchants and employees, to use off-street facilities that are less desirable for customers. Permits offer bargain rates and the attractive convenience of not having to worry about paying meters or risking getting a ticket.

In the Park Street district, the City has made available the 40 spaces on the top floor of the Civic Center Parking Structure for employee permit parking, Monday through Saturday. AMPCO, the maintenance and operations contractor for the Parking Structure, manages the distribution of these permits, which guarantees a parking space all day. The current introductory price is \$65 per month. The City

is considering offering a weekday, Monday through Friday, permit for \$50 per month.

The Parking Structure permit program will be evaluated after one year or sooner, if necessary, based on demand. The number of permit parking spaces may eventually expand to lower garage levels depending upon the actual daytime demand for parking. When evaluating the actual demand for parking, the City may also consider other revenue generating options such as the availability of spaces for car-sharing or park-and-ride customers.

In addition, PSBA continues to administer the 44 parking permits for Parking Lots A (the Post Office Court) and C (Alameda-Central Avenue). The cost of a permit is \$60 per month for a “first come, first served” access privilege. The PSBA Board of Directors recently approved a plan to raise the fee to \$80 per month for spaces reserved until 10 a.m. for permit holders, similar to what is provided at BART parking lots. This would apply to 22 spaces at each lot.

WABA manages the permit program for West Alameda. The permit costs \$30 per month for “first come first serve use” of Parking Lot W (behind Tillie’s Diner). No permits are currently sold for Parking Lot D, which is used for the Farmers’ Market.

Recommendations:

- Evaluate selling additional permits as demand merits to mitigate spillover into residential neighborhoods.
- Do not change parking permit rates for the West Alameda business district, at this time.
- Continue permit program for the Parking Structure by offering the 40 spaces all day to permit holders for \$65 per month, to be adjusted annually in the Master Fee Resolution.
- Support raising monthly permit prices to \$80 per month for Lots A and C.
- Monitor and evaluate monthly permit demand in the parking structure and work with the Theater developer/operator to consider any desired expansion of monthly permit parking to other levels in the Parking Structure.

D. Install Wayfinding Information

Signs directing visitors to off-street public parking facilities may help increase their use and reduce congestion caused by cruising for a parking space.

Recommendation:

The Public Works Department has implemented a new wayfinding system for the new Civic Center Parking Structure. Staff recommends making adjustments if necessary and as funding becomes available.

- Implement a similar system for West Alameda, when funding becomes available.

E. Create Pilot Program for New Parking Payment Technologies

WSA's report outlined some of the advantages that computerized, multi-space payment machines have over traditional coin-operated meters. These include:

- Ease of payment—drivers can use coins, bills, credit or debit cards, and potentially cell phones;
- Flexible prices—the computer capabilities allow charging different prices by time of day or day of week, according to variations in parking demand;
- Better revenue control—each transaction is recorded on the central computer so that missing revenue can be quickly identified by auditors;
- Better data collection—the machines produce records of parking occupancy on each block by time of day and day of week, which is useful information to analyze demand patterns and to set prices to manage parking supply; and
- Better urban design—one machine may replace between ten to 20 individual parking meters, thereby reducing sidewalk clutter.

There are two types of multi-space meters. *Pay-and-display* machines issue a receipt that a parker places on the car's dashboard. *Pay-by-space* machines require a parker to enter a parking space number with no need to return to the car to display proof of payment. More people are becoming familiar with these technologies as they are increasingly being installed by local jurisdictions such as the cities of Berkeley and Oakland and Alameda's new parking structure.

Recommendation:

- Prepare and issue a request for proposals to qualified vendors for a multi-space parking meter trial project in both districts.
- Prior to initiating this program, an interdepartmental team from the Police, Finance, Public Works, and Development Services departments will need to meet to establish the acceptable technology and resource demands. Implementation will depend upon the availability of funding.

2. Facilitate private investment, infill development, and business expansion

A. Reduced Off-Street Private Parking Requirements

Around the country and in the Bay Area, many cities have established maximum as well as minimum parking requirements. Minimum parking requirements are used to provide sufficient off-street parking to meet the demand created by all activities on the lot and, thus, prevent new development from creating local parking spillover. However, minimum parking requirements may not take into account that in a commercial district people may park once for multiple destinations, that the availability of public parking may offset the need for private parking, or that the unique pedestrian-friendly or transit-oriented qualities of location and land use may lower the need for parking. As WSA found, in Alameda this has created

underutilized, private-off street parking available during times of peak on-street parking.

The current off-street parking requirements in the West Alameda and Park Street commercial districts establish a minimum that is often difficult or impossible for new businesses to meet given the configuration of the existing buildings, the small and medium sized lots in the districts and the historic, pedestrian-oriented character of the areas. In some cases, small businesses have been required to pay large “in-lieu” fees in return for waivers for off-street parking.

In addition, Alameda’s minimum parking requirements increase the costs of in-fill development and create a barrier to new development in the business districts. Building private off-street parking lots that are then underutilized removes land for uses that may have a higher economic value to the community. The opportunity costs of requiring more, mostly unused parking spaces may include lower sales tax and property tax revenue to the City, lower economic returns to the property owner, and less vitality in the business district.

Nelson/Nygaard noted that the majority of academic literature and research is moving away from “supply-side” parking policies like minimum parking requirements, which has resulted in an over-supply of private parking lots in urban environments and toward observed utilization and managing demand to balance supply. Nationally, many planners are starting to recommend only maximum parking requirements.

Recommendations:

- Amend the off-street parking requirements for the Park Street and West Alameda commercial areas.
- Establish a minimum and maximum off-street parking requirement for commercial uses that reflect the City’s economic development, multi-modal transportation, urban design, historic preservation, and environmental goals and policies (Table 1 below).
- Establish procedures and findings to enable adjustments for individual uses if unique circumstances exist.

Table 1: Recommended Minimum and Maximum Parking Requirements
(per thousand square feet unless noted otherwise)

Use	Current Minimum Requirement	Proposed Maximum	Proposed Minimum
Auto Repair	4	4	3
Ground Floor Retail, banks	5	5	3
Office	4	4	2.5
Small Restaurant (<4,000)	10	10	6.5
Large Restaurant (>4000)	40 space + 1/50 feet of seating area	10	6.5
Hotel	1.25 per room	1.25	1
Residential above Ground floor commercial*	0.75 per unit of senior housing	1	.75
	1.5 space per unit if studio	1.5	1
	1.75 per 1 bedroom	2	1
	1.75 per 2 bedroom	2	1.75
	2 if 3 bedroom or more	2	2

*Note: WSA recommended a minimum/maximum range of one to two spaces for all types of mixed-use residential development. Staff recommended slight differences between unit sizes.

Recommended Procedures and Findings for Adjustments to Minimum and Maximum Parking Requirements

The City Manager may grant an exception to exceed the *maximum requirements* if all four of the following findings can be made:

- 1) The applicant has requested the exception, and
- 2) The use will generate demand for significant parking and the additional parking can be provided on-site without negatively impacting bicycle, pedestrian, and transit access to the site, and

- 3) The additional parking is located behind or beside the building and not in front of the building, and
- 4) The additional parking does not negatively impact the quality of the project's design.

The City Manager may grant an exception to reduce the *minimum requirements* if the proposal qualifies for one of the following three waivers:

- 1) **Demand Waiver**—The project is within one-quarter mile of a public parking lot or structure, adjacent to at least two transit lines, one of which has headways no greater than 15 minutes during week day and week end business peak hours, and is supported by a parking study prepared by a licensed traffic engineer to prove that demand for parking will be less than the minimum.
- 2) **Historic Resource Waiver**—The proposed use occupies a historic resource and providing the minimum requirement would result in alterations to the character defining features of the building as determined by the Historical Advisory Board. In-lieu fees will be charged for the net parking demand increase due to the change in use.
- 3) **Shared Parking Waiver**—The minimum parking is provided through a minimum of ten-year contractual agreement with a nearby property owner to exclusively reserve the needed number of parking spaces in an under-utilized parking facility within 1,000 feet of the project.

To grant an exception, the City will need to make a finding that a reduction in parking does not negatively affect the overall availability of parking in the immediate business area as determined by a licensed traffic engineer. Also, as a condition of approval for a Parking Waiver, the applicant shall agree to make and sign all off-street parking on the property available to the public and to shoppers at adjacent business.

B. Change Calculation for In-Lieu Fees

WSA identified two concerns with Alameda's in-lieu fees:

1. It is complicated—The City's in-lieu fee per parking space is based on the current assessed land value per square foot multiplied by two hundred fifty (250), making it difficult for developers to estimate project costs and resulting in variable fees for every project.
2. It is expensive—Combined with undue minimum parking requirements, WSA found "the overall fees for parking replacement are quite significant at a cost per 1,000 square feet of development. As such, the cost for infill development, adaptive re-use or expansion projects could be prohibitive to smaller/local developers." This has left some redevelopment projects stalled and parcels vacant.

WSA provided Alameda with examples of how other cities calculate in-lieu fees, with such goals as:

- Covering the cost of constructing replacement parking spaces;
- Covering a partial cost of constructing replacement parking spaces with a tiered pricing formula based on number of spaces to benefit smaller businesses; or
- Creating an impact fee for parking demand reduction programs.

In addition to reducing the minimum parking requirements, changing the calculation for in-lieu fees may help facilitate infill development, adaptive re-use or business expansion projects that were previously cost-prohibitive.

Recommendations:

- Simplify the in-lieu fee calculation with a uniformed, tiered structure similar to the City of Walnut Creek with the following discount rate: first stall, ten percent of cost; second stall, 25 percent; third stall, 50 percent; fourth stall, 75 percent; fifth stall and each additional stall, full cost.
- In the City of Walnut Creek model, the cost of a parking space is calculated by dividing the cost of the public parking structure in which the stall is located, adjusted for inflation, by the number of stalls provided within that garage. For the Alameda Civic Center Parking Structure, the price per stall was approximately \$30,285 (Table 2 below).
- Document in City of Alameda’s Fee Schedule the in lieu fee is \$30,000 in 2008 and is adjusted annually by the ENR Construction Cost Index, which measures cost inflation in the construction industry.
- Allocate funds to purchase dedicated spaces in under-utilized, privately-owned, off-street parking lots; construct additional parking facilities; defer capital costs related to implementing a residential parking permit program; and pay for the annual monitoring of parking occupancies in the districts.

Table 2: Proposed Parking In-Lieu Fee Structure

	Proposed In Lieu Fee
1 st Stall (10 percent)	\$3,000
2 nd Stall (25 percent)	\$7,500
3 rd Stall (50 percent)	\$15,000
4 th Stall (75 percent)	\$22,500
5 th Stall and each additional stall	\$30,000

C. Evaluate Options to Encourage Shared Parking of Private Parking Lots

Shared parking is usually an intrinsic part of downtown settings with small commercial properties close together and connected by a well-developed sidewalk network. Shared parking is effective in mixed-use developments where a mix of uses on a single site are located in close proximity and peak parking demands varies among uses. A public parking facility also provides shared parking by serving many different destinations within walking distance.

A shared parking agreement between businesses may result in fewer total spaces needed than if each business had to fully park its peak demand.

Recommendations:

- Make 60-space City employee parking lot on Lincoln Avenue near Walnut Street available for free public parking on weekends and for special events.
- Establish a Shared Parking Clearinghouse to facilitate agreements between businesses.
- Work with business associations to evaluate and propose changes to the City's existing shared parking code (30-7.7) and to conform to the proposed Shared Parking Waiver discussed above. The current code limits shared parking destinations to within 400' of each other and requires sufficient spaces to meet accumulated peak demand without consideration for different peak demand times. Since changes in ownership, operations, or use, might alter parking demand in the future, a revised ordinance may require contingency plans to accommodate additional parking that may be necessary in the future.

3. Program Management

A. Continue to Monitor and Adjust Parking Management Plan

A successful parking management program requires a monitoring component to measure and adjust the program as needed.

Recommendations:

- Annually monitor parking occupancies and the effects of pricing programs.
- The following topics were not covered in WSA's report, but may be appropriate for future study as staffing and funding allows:
 1. Employee satellite parking programs;
 2. Transbay park-and-ride and casual car pool impact analysis;
 3. In-depth circulation and loading zone study;
 4. Extended hours of parking enforcement;
 5. Valet parking;
 6. Disabled patrons parking needs; and

7. Long range parking structure financing plan.

B. Parking Benefit Districts

Parking benefit districts reinvest the revenues generated by assessments, taxes, permits, or parking meters in the district to pay for parking and transportation-related services and infrastructure improvements.

Recommendation:

Maintain the City Council's current authority and discretion to manage the allocation of parking revenue citywide, as is currently done for the on-street parking meter rate increase for Park Street.

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AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF
REDWOOD CITY AMENDING CHAPTER 20, ARTICLE VII OF
THE REDWOOD CITY MUNICIPAL CODE BY AMENDING
SECTIONS 20.96 THROUGH 20.96.21 IN THEIR ENTIRETY
AND DIVISIONS 4, 5 AND 9 IN THEIR ENTIRETY

RECITALS

Whereas, planned new development in Downtown Redwood City is likely to increase traffic and parking demand. (*Downtown Mixed Use Retail/Cinema Project Environmental Report, 2000*); and

Whereas, the City has conducted a substantive review of the literature and the practices of other cities to determine the most effective ways of managing the traffic and parking demand; and

Whereas, based on that review the City has determined that the most effective tool for managing on-street parking is a program of pricing the on-street public parking at a rate so as to achieve a fifteen percent (15%) vacancy rate in the parking spaces on each block. (*See Shoup, Donald. The High Cost of Free Parking, American Planning Association Planners Press. 2005*); and

Whereas, underpriced on-street parking causes "cruising," which adds to traffic congestion. *Shoup, page 291*; and

Whereas, a vacancy rate of about 15% is necessary to avoid cruising-induced traffic, to facilitate easy ingress and egress, and to offer parking opportunities to as many different people as possible. *Shoup, page 297*; and

Whereas, California Vehicle Code Section 22508 authorizes cities to establish parking meter zones and to fix the rate of fees for such zones; and

Whereas, parking meter rate ordinances "may ... justify a fee system intended and calculated to hasten the departure of parked vehicles in congested areas, as well as to defray the cost of installation and supervision." *DeAryan v. City of San Diego, 75 CA2d 292, 296 (1946)*; and

Whereas, such parking meter rate ordinances are for the purpose of regulating traffic and the parking of vehicles in the public streets, not a tax for revenue purposes. *Id* at 293; and

Whereas, receipts from such parking meter rate ordinances "may be used not only in defraying the expenses of installation, operation and control of such parking space and parking meters, but also those incurred in the control of traffic which may affect or be affected by the parking of vehicles in the parking meter zones thus created, including those incurred in connection with painting lines and signs, maintaining mechanical traffic signals and other expenses of regulating traffic and enforcing traffic regulations with respect to all traffic which may affect or be affected by the parking of vehicles in parking meter zones." *Id* at 296; and

Whereas, using parking meter rates to achieve a vacancy rate of about 15% negates the necessity for time restrictions on the use of parking spaces; and

Whereas, certain formerly unmetered off-street parking facilities must be metered in order to meet the demands of changing patterns of use of Downtown parking; and

Whereas, the parking permit program requires modifications in order to meet the demands of changing patterns of use of Downtown parking.

NOW THEREFORE BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF REDWOOD CITY THAT: *[excerpt]*

Sec. 20.120. PERIODIC ADJUSTMENT OF DOWNTOWN METER ZONE METER RATES:

Under the authority of California Vehicle Code section 22508, the City Council hereby adopts the following process for adjusting Downtown Meter Zone meter rates from time to time to manage the use and occupancy of the parking spaces for the public benefit in all parking areas within the Downtown Meter Zone.

A. To accomplish the goal of managing the supply of parking and to make it reasonably available when and where needed, a target occupancy rate of eighty-five percent (85%) is hereby established.

B. At least annually and not more frequently than quarterly, the Parking Manager shall survey the average occupancy for each parking area in the Downtown Meter Zone that has parking meters. Based on the survey results, the Parking Manager shall adjust the rates up or down in twenty-five cent (\$0.25) intervals to seek to achieve the target occupancy rate. The base parking meter rate, and any adjustments to that rate made pursuant to this ordinance, shall become effective upon the programming of the parking meter for that rate. A current schedule of meter rates shall be available at the City Clerk's office.

C. The hourly meter rate shall not exceed one dollar and fifty cents (\$1.50) without the express approval of the City Council.

D. This Section does not apply to the parking facilities described in Section 20.119 of this Division during the "peak hours."

Sec. 20.121. USE OF DOWNTOWN METER ZONE PARKING METER REVENUES:

Revenues generated from on-street and off-street parking within the Downtown Meter Zone boundaries shall be accounted for separately from other City funds and may be used only for the following purposes:

A. All expenses of administration of the parking program

B. All expenses of installation, operation and control of parking equipment and facilities within or designed to serve the Downtown Core Meter Zone

C. All expenses for the control of traffic (including pedestrian and vehicle safety, comfort and convenience) which may affect or be affected by the parking of vehicles in the Downtown Core Meter Zone, including the enforcement of traffic regulations as to such traffic.

D. Such other expenditures within or for the benefit of the Downtown Core Meter Zone as the City Council may, by resolution, determine to be legal and appropriate.

This ordinance shall take effect on February 1, 2006.

Draft Proposal
Residential Parking Permit Program
November 12, 2008

Purpose:

A residential parking permit program would establish a two-hour maximum time limit for on-street parking within an established parking permit zone. Vehicles that display a valid permit would be exempt from the parking restriction. The purpose of the program is to make parking available along streets that are predominantly residential in nature and where other land uses compete for on-street parking creating a high demand for parking from users who do not reside in the neighborhood. In addition, the Parking Study consultant team has recommended the creation of a Residential Parking Permit Program as part of reducing the off-street parking requirements in the Commercial Districts to address the potential increase of commercial parking spillover into residential areas. The program would allow residents greater access to longer term parking in the vicinity of their homes. The parking restrictions associated with street sweeping would still remain in effect for permit holders.

Project Location:

The residential parking permit program would be implemented through the creation of individual parking assessment districts in neighborhoods that are determined to meet the eligibility criteria for the program.

Background:

Residents in several neighborhoods have reported an inadequate supply of on-street parking. Such locations are typically in the proximity of a business district or other high parking demand generator (e.g. shops, schools, hospitals, medical offices, etc.). In addition, factors such as casual carpooling, use of garages for storage, number of vehicles per household, contribute to the demand for on street parking spaces. This demand may increase on days where parking restrictions are in effect to facilitate street sweeping.

Residential parking permit programs are commonly used in the Bay Area to address these concerns. To develop the framework for a residential parking permit program in the City of Alameda, staff reviewed existing programs in Oakland, Berkeley, San Mateo, Walnut Creek, Pittsburg, Brisbane, and Alameda County. The guidelines recommended below are generally consistent with those used in the majority of these programs.

Types of Permits

The following permit types are recommended for this program, based on the estimated costs and revenues associated with program implementation:

- Resident permits – Two resident permits would be provided for each dwelling unit (approximate cost \$75 per year). Each permit would be assigned to a vehicle.
- Visitor permits – Temporary visitor permits would be provided for each dwelling unit at an additional cost, valid for two to four weeks at \$15/permit.
- Transit Permits – These permits will be issued on a limited basis to those individuals who use public transit for commuting purposes. The cost of the

permit will be \$150/year. The number of transit permits issued for a parking district will be equal to the difference between the remaining supply of on-street parking spaces and 85% occupancy rate in the parking district during the peak periods.

Permit Exemptions

Commercial vehicles that are related to the performance of work at a residence in a permit zone, such as utilities, contractors, or delivery vehicles would be exempted from the permit requirement. The vehicle must be clearly marked as a delivery, utility, or service vehicle, with appropriate commercial license plates, and be under the control of an individual providing service to a property located on a street in the residential permit parking. Identification of such vehicle is the responsibility of the owner of such vehicle.

Proposed hours

The specific times of day that permits would be required for vehicles parking on the street would be determined as part of the site evaluation. For most of the programs that were reviewed, non-permit holders are permitted to park for a specified amount of time, although Alameda County prohibits all parking except for permit holders. Staff recommends that the maximum amount of parking during daytime hours be two hours. Accompanied by enforcement, this should effectively prohibit business employees, patrons, and commuters from parking for extended periods in the residential neighborhoods designated as part of the permit zone.

Eligibility Criteria for a Residential Parking Permit Program

- Permit zone shall consist of a minimum of six contiguous blocks.
- Residents must submit petition complying with the requirements for establishing the appropriate type of assessment district.
- The zone shall be located within three blocks of a major parking generator.
- 80% of the properties in the requested area shall be residential.
- On-street parking occupancy for any two hours between 8:00 AM and 5:00 PM shall be at least 75%.
- If the on-street parking supply is less than the total number of parking permits, the number of permits per household will be limited to one permit per household plus one guest permit.

Process for Initiating a Residential Parking Permit Program

- Residents acquire a standard residential parking permit program petition form from the Public Works.
- Residents conduct a petition drive in the proposed area to acquire at least 1/3rd support for the residential parking permit program.
- Submit the petition to the Public Works.
- The Public Works Department conducts a parking study or any other study that is needed to determine the eligibility (see eligibility criteria) of the proposed area.
- City conducts a public balloting process in the proposed area as per the requirements of establishing an assessment district. Should a ballot be approved

- by a majority of the property owners, City Council approves the creation of the parking district.
- After the approval by the City Council, the Public Works Department proceeds with the implementation of the residential parking permit program.

Current Alameda Municipal Code Provisions

The Alameda Municipal Code (AMC) would need to be reviewed and revised as part of the development of a new residential permit parking program.

Program Financing Mechanism

In many jurisdictions, where sales tax revenues are high, the General Fund subsidizes parking permit programs. Since this is not the case for Alameda, one of the objectives of the program is to ensure that the implementation, enforcement, and maintenance of a residential parking permit program is cost-neutral with respect to the General Fund. Therefore, staff recommends that special assessment districts be established to finance the program.

Designation of Parking Permit Zones

It is recommended that the minimum size of a parking permit zone be six contiguous blocks. However, due to the many factors that can impact the parking supply in a neighborhood, the specific boundaries of the zones would be established on a case-by-case basis, based on a field review by staff. This evaluation would include an assessment of the current levels of parking supply, demand, and anticipated overflow of parking into adjacent residential areas as a result of the permit program.

Staffing Requirements

Staff from several departments would be required to implement the parking permit program. Based on discussions with other jurisdictions, administration of the permit parking program is typically combined with the processing of other permits, and enforcement is conducted as part of other traffic patrol operations, so specific staffing requirements for the proposed program are difficult to determine at this time. However, based on the information collected from the jurisdictions contacted, as well as through consultation with the Police Department, and the Planning & Building Department, the following estimates were developed.

- *Engineering – Public Works Department*
Engineering staff would develop proposed program guidelines, recommend the boundaries of a proposed permit zone, evaluate parking usage in the proposed zone, and work with the neighborhood to guide them through the petition process. This type of analysis would need to be done at the time the zone is established as well as when the boundaries of the zone are re-evaluated or modified. Public Works would also be responsible for installing and maintaining the signage for the permit zones.
- *Administration – Planning & Building Department*
Administrative and enforcement staff would be involved in an ongoing way. While payments would be made through property tax payments, residents would

need to submit proof of residence and vehicle registration to receive the permits, which would be tracked in a database. Since the Central Permit Center is already set-up to receive applications and process permits, this function would be performed there. Agencies in other jurisdictions have a range of methods to track the permits, ranging from an Excel spreadsheet to integrating the program into an existing consultant services contract. Since it is unclear how large the program will ultimately become, a Microsoft Access database is recommended to meet the City's needs.

○ *Enforcement – Police Department*

The enforcement component of parking permit programs is typically implemented as part of other parking enforcement activities. As a result, jurisdictions that were contacted regarding their programs were unable to provide a specific cost for this portion of their program. It is estimated that one ¾ time traffic technician could meet the enforcement needs for one permit parking zone, assuming that non permit holders are allowed to park for up to two hours during the day.

Key Assumptions Regarding Cost Estimates

The cost estimates below are based on a number of assumptions:

- One zone includes 600 households.
- The assessment district will pay for enforcement activities, and estimated to receive \$7,000/year from citation revenues.
- The cost would be based on an equivalent single-family dwelling unit.
- All one-time costs for establishing and implementing the program will be amortized over a five-year period, after which an annual inflation factor will be applied.
- One-time costs for the residential permit parking program will be subsidized by in-lieu fees collected in the C-C commercial zoning districts and Parking Meter funds.
- All costs are calculated in 2008 dollars.

Next Steps

- Develop program guidelines based upon the type of assessment district established.
- Modify the Alameda Municipal Code as needed.
- Develop and print program materials, including summary of guidelines, petition form, and permits.
- Develop administrative procedures for tracking permits.
- Establish accounts and procedures to receive and disburse assessment district funds.
- Advertise the program to the public, including press release and web page.

**Estimated One-Time Costs to Establish Assessment District
and Residential Parking Permit Program (City)**

Category	Task	Estimated Cost (2008 dollars)
AMC changes		\$5,400
Printing setup		\$500
Publicity	Web site, press release	\$2,000
Develop program materials	Program description, petition form, application form, permits	\$2,500
	Develop and approve criteria and guidelines	\$8,600
Enforcement	Purchase vehicle	\$20,000
TOTAL		\$39,000

Estimated One-Time Costs to Establish Zone (City)

Category	Task	Estimated Cost (2008 dollars)
Establish district	Engineer's report (Establishment)	\$4,000
	Manage ballot	\$2,000
	Attorney to prepare resolutions	\$1,000
Engineering	Correspondence, review petition	\$1,000
	Zone evaluation	\$1,000
	Potential appeal	\$1,000
TOTAL		\$10,000

Estimated One-Time Costs to Establish Zone (Property Owners)

Category	Task	Estimated Cost
	City Council Approval of Assessments	\$1,000
	Signage	\$6,000
	Postage	\$500
	Contingency	\$500
TOTAL		\$8,000
Cost per 600 households/Year		\$13.00

Estimated Annual Costs to Administer 6-Block Permit Zone (Property Owners)

Category	Task	Estimated Cost (2008 dollars)
Administration	Administer tax payments	\$2,000
	Engineer's Report (Annual)	\$2,000
	Process permits (10 minutes per permit)	\$19,000
	Printing	\$2,000
	Postage	\$500
Enforcement	¾ time parking technician	\$18,000
	Contingency	\$500
TOTAL		\$44,000
Less Revenue	Citations	\$7,000
		\$37,000
Cost per 600 households/Year		\$62.00

Total costs per household (if there is only one district established) = \$75 per year

Total cost to the City for establishing the Program = \$39,000

Total cost to the City for establishing each Zone = \$10,000