



City of Emeryville

CALIFORNIA

MEMORANDUM

DATE: July 24, 2018

TO: James N. Holgersson, Interim City Manager

FROM: Charles S. Bryant, Community Development Director

SUBJECT: **Resolution Of The City Council Of The City Of Emeryville Adopting The Emeryville Parking Management Plan (CEQA Determination: Exempt Pursuant To CEQA Guidelines Section 15301(c) Which Applies To Operation And Minor Alteration Of Existing Streets, Sidewalks, And Similar Facilities)**

RECOMMENDATION

Staff recommends that the City Council approve the attached resolution adopting the Final Parking Management Plan, attached to this staff report as Exhibit A of the resolution.

SUMMARY

This report summarizes the changes made to the Draft Parking Management Plan based on City Council direction received during the study session held on June 19, 2018. These changes are reflected in the attached Final Parking Management Plan (Exhibit A of the attached resolution).

A key element of the City Council's direction to staff relates to the phasing of implementation of the Parking Management Plan. Specifically, implementation is to occur in three phases, with the first phase including the following:

- Long Term, Mid-term (with business permits) and Short-term parking meters in the North Hollis area
- Short Term meters on San Pablo Avenue and Adeline Street.
- Residential and Business permit programs in the North Hollis, Triangle and "Reverse Triangle" areas
- Study of peak hour transit-only lanes on Hollis Street

Future phases would include the following:

- Meters in North Bayfront, Central and Park Avenue areas
- Expansion of residential and business permit programs
- Pending future review and monitoring of parking management system performance, meters on the south side and residential permits on the north side of Powell Street west of I-80.

BACKGROUND

Planning for parking management, including the introduction of paid parking in the public right of way and expansion of the City's residential and business parking permit programs, has been considered since 2006. In 2010, a Parking Policy and Management Implementation Plan was prepared at the City Council's direction, but the Council chose not to adopt it at that time, due to the ongoing economic downturn, and directed that its implementation be delayed until the economy had sufficiently recovered. With recent affirmation of the City Council's priorities relating to parking policy, in Fall 2017 staff began conducting outreach to develop an updated Parking Management Plan. Efforts included four community workshops with approximately 150 attendees, postcard notifications to every Emeryville address (10,000 mailings), four advisory committee meetings for review of the Draft Plan (40 attendees) and over 220 comments via telephone, email and online forums.

On June 19, 2018, the City Council held a well-attended study session to consider the Draft Parking Management Plan and gave direction to staff for revisions of the Plan. These revisions have been incorporated into the Final Parking Management Plan and are discussed in more detail below.

DISCUSSION

Phasing

As noted above, the Final Plan is proposed to be implemented in three phases with key milestones separating the phases. Phase 1 is expected to begin immediately, with the development of ordinances necessary for both pricing and permitting to implement the Final Plan. The Triangle area was incorporated into Phase 1 due to the needs expressed by residents in the area who find it difficult to find on-street parking near their homes and have no off-street options, as well as concerns of small business in the area who need additional turnover. Measures impacting the Peninsula area were moved to Phase 3, based on Watergate residents' requests for delay until after meters and permits are implemented elsewhere in the City and a sewer construction at Watergate is complete.

Phase 1 now includes:

- Long Term parking meters in the North Hollis area
- Short Term meters in the North Hollis area, on San Pablo Avenue, on Adeline Street, and on adjacent blocks south of 42nd Street
- Pilot of Mid-term meters with business permits on 67th Street and off Horton Street at the Powell Street overpass
- Residential and business permit programs in the North Hollis and Triangle/"Reverse Triangle" areas
- Study of peak hour, transit-only lanes on Hollis Street

Phase 2 now includes:

- Short-, Mid-, and Long-Term Meters in North Bayfront, Central and Park Avenue areas
- Expansion of residential and business permit programs to these areas

Phase 2 will be initiated after:

1. Evaluation of Phase 1,
2. Completion of the Highest and Best Use of Curb study, and
3. Award of grant funding or accumulation of reserves from Phase 1 revenue sufficient to cover the capital costs of Phase 2.

Phase 3 now includes:

- Meters along the south side, and residential permits along the north side of Powell Street west of I-80, pending future review and monitoring

Phase 3 would be initiated after:

1. Evaluation of prior phases, and review of participation in casual carpool and park and ride in the area, evaluation of available technology to determine collection equipment that minimizes visual impact,
2. Completion of the Highest and Best Use of Curb study,
3. Award of grant funding or accumulation of reserves from Phase 1 and 2 revenue sufficient to cover the capital costs of Phase 3, and
4. Completion of the sewer replacement project at Watergate, anticipated in 2023.

Summary of Phasing

Phase	Area	Permit Areas	Meter Areas	Other
1A	North Hollis	R1: North Hollis/Doyle RPP/BPP B1: 67 th BPP B2: Powell Underpass BPP	North Hollis – ST, MT, and LT	Bus Lane Peak Hour Corridor Study
1B	Triangle / Reverse Triangle	R2: Triangle/Reverse Triangle RPP/BPP	San Pablo, Adeline, and adjacent blocks - ST	Loading/Drop Off/Transit lane
2A	Park Avenue/Central Emeryville	R3: Park Ave RPP B4: Park Ave BPP	Central Emeryville and Park Ave – ST/MT/LT	
2B	North Bayfront	B3: North Bayfront	Entire zone – varies ST/MT/LT	
3	Peninsula	R4 North side Powell RPP	South side Powell (consider Kiosks) - MT	Casual carpool

*Abbreviations: RPP: Residential Permit Program R1,2,3,4: Residential Permit Zones
 BPP: Business Permit Program B1,2,3, 4: Business Permit Zones
 ST: Short Term Meters, MT: Mid Term Meters, LT: Long Term Meters*

See Attachment 1: Recommended Permit Areas.

Pricing/Eligibility

Residential Permits

The Residential permit pricing proposed in the Draft Parking Management Plan was \$100 per year for the first permit, \$300 per year for the second permit, and no more than two permits per dwelling unit. A 50% discount was proposed for qualifying low-income households.

The Final Parking Management Plan includes the following revised pricing for Residential permits:

- First permit: \$67/ year*
- Second permit: \$133 /year*
- Third permit: \$200 /year*
- Limit of three permits per dwelling unit

*A 50% discount will be offered for qualifying very-low-income households (at or below 50% of area median income).

Additionally, exceptions to the permit limit for qualifying circumstances related to household size and/or lack of availability of off-street parking may be applied at a staff level, with staff’s decision on such exceptions appealable to the Public Works and Transportation Committee. This process will be defined in the ordinances, regulations and administrative instructions created to implement the parking permit program.

Business Permits

Business permits will be in four separate zones overlaid with midterm meters in addition to two zones overlaid with residential permit zones, as follows:

Zone	Available Business Permits	Eligibility
R1	200	Businesses located in the North Hollis District
R2	100	Businesses located in Triangle or Reverse Triangle
B1	All spaces on the south side of 67 th between Hollis and the Greenway	Businesses on 67 th or 66 th between Hollis and the Greenway
B2	All spaces on Christie between Shellmound Way and 64 th ; plus 64 th between Shellmound St. and Overland	Business on Christie between Shellmound Way and 64 th St or on 64 th between Shellmound St and Overland
B3	58	Businesses located in the North Hollis District
B4	MT meter spaces on Park, 40th Hubbard, Holden, Halleck, Horton, Hollis, Harlan, Watts and Emery between Park and 40 th ; plus Sherwin,	Businesses in Park Ave District

	Hubbard, Holden and Horton between Park and Sherwin or 45 th as applicable	
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Tiered Pricing for Business Permits

The Business permit pricing proposed in the Draft Parking Management Plan was \$200 per year per permit. Eligibility criteria and tiered pricing were not developed.

The Final Parking Management Plan includes the following revised pricing for Business permits based on differentiated pricing for both the size of the business and number of permits, as follows:

Small Businesses

- \$100/permit/year for firms with less than 56 employees for up to 25 permits
- \$200/permit/year for firms with less than 56 employees for the 26th to 40th permits
- Limit 40 permits per business less 50% of the number of off-street parking spaces controlled by the business

Mid-Size Businesses

- \$200/permit/year for firms with 56 to 100 employees for up to 25 permits
- \$300/permit/year for firms with 56 to 100 employees for the 26th to 40th permits
- \$400/permit/year for firms with 56 to 100 employees for the 41st to 60th permits
- Limit 60 permits per business less 50% of the number of off-street parking spaces controlled by the business

Large Businesses

- \$500/permit/year for firms with 101 employees or more
- Limit 50 permits per business less 50% of the number of off-street parking spaces controlled by the business

The weighted average of this pricing scheme is \$320 per permit per year, though if smaller businesses seek a majority of the permits, due to their lack of off-street parking, this average could be under \$300 per permit per year. Additionally, similar to the process proposed for residential permits, exceptions to criteria related to lack of availability of off-street parking may be applied by staff with an appeal process to the Public Works and Transportation Committee. This process will be defined in the ordinances, regulations and administrative instructions that will be created to implement the business parking program.

Summary of tiered pricing

Price/employee/year	Min Employment	Max Employment	Max Permits/Firm
\$100	1	55	25
\$200	1	55	15
\$200	56	100	25
\$300	56	100	15

\$400	56	100	20
\$500	101	none	50

Cost Neutrality of Residential and Business Permits

It is important to note that the fees recommended for the residential and business permits are estimates developed for the purposes of this plan and the related financial analysis. The actual fees will be set by resolution after the City Council has enacted the enabling ordinances to establish both permit programs. This process will include confirmation that the rates set comply with the requirements of California Proposition 26, which requires permit fees to be cost neutral.

Geographic Changes

The parking treatments proposed for specific areas in the Draft Parking Management Plan have been revised as follows:

1. Change south side of 67th from LT meters to MT meters with BPP for businesses on 66th and 67th - Zone B1
2. Change south side of 65th from ST meters to RPP – Zone R1
3. Add 58 MT meters with a BPP overlay* and preserve 8 free motorcycle spaces under Powell Street Bridge east of the railroad tracks on both sides of Horton Street – Zone B2
4. Change Haruff Street from LT meters to MT meters - Zone B2
5. Change Doyle St. eastside from Powell to 59th Street midblock from RPP to ST meters all the way to 59th - Zone R1
6. Change south side of 59th between Doyle and Beaudry from RPP to LT meters - Zone R1
7. Change west side of Beaudry north of 59th from LT meters to RPP - Zone R1
8. Change east side of Vallejo between 66th and 55th from having no treatment to RPP - Zone R1
9. Change 45th Street between Horton and Holden from LT meters to RPP – Zone R3
10. Change east side of Halleck between Park and Sherwin from MT meters to RPP – Zone R3
11. Change west side of Hubbard between Park and Sherwin from MT meters to RPP – Zone R3
12. Change south side of Sherwin between Hubbard and Halleck from MT meters to RPP - Zone R3
13. Change Watts Street from no treatment to RPP - Zone R2

14. Change the North side of Powell St west of I-80 on the Peninsula from MT meters to RPP – Zone R4
15. Change Marina treatment from LT meters to no treatment (review for time limits if needed in future)

See Attachment 2, Recommended Phases.

ENVIRONMENTAL REVIEW

This project is exempt from environmental review under State CEQA Guidelines Section 15301(c) which applies to operation and minor alteration of existing streets, sidewalks, and similar facilities. The project involves minimal alteration to the existing paved street and sidewalk areas of the City. Installations will conform with all applicable design standards for ADA access and roadway, pedestrian facility design.

FISCAL IMPACT

The current Capital Improvement Program includes \$2.13 million in funding for the North Hollis Paid Parking and Transportation Demand Management project, with \$200,000 budgeted in Fiscal Year 2017-2018 and \$1,930,000 budgeted in Fiscal Year 2018-2019. This includes \$1.2 million from the General Capital Fund (Fund 475) and an award of \$930,000 made by the Alameda County Transportation Commission (ACTC) for investment in the capital improvements required to implement this project in the North Hollis Project Area. The City is required to match the ACTC funding with \$270,000 of local funds, which allows the City to seek reimbursement for actual costs at a rate of 77.5%. The capital costs for the North Hollis parking improvements in Phase 1 are estimated to be about \$1.19 million.

The City funds have been used in part to produce the Parking Management Plan (\$173,253). The remaining City funds minus the required match (\$270,000) totaling \$542,000 can be used towards implementation of the Triangle/Reverse Triangle area, which is estimated to require approximately \$295,000 in additional capital funding.

The remainder of capital costs in the Final Plan, excluding Phase 1, are estimated to be \$1,623,000. The Final Plan assumes revenue of just over \$1.5 million predominately from short-term meters, with support from long-term meters, and just over a tenth of revenue from permits. In Phase Two, revenue is assumed to rise to \$2.6 million; however, this revenue is expected to decline as various competing uses for curb spaces are assumed to remove an average of 2.5% of curb space annually. Between 2019 and 2022, revenue is expected to decline to \$2.5 million, and, after a slight increase in 2023 when Phase 3 is expected to come on-line, revenue continues to decline to \$2.2 million in 2029.

The budget assumes labor for administration and enforcement as well as contract maintenance and collections costs. Additionally, the budget includes amortization of all capital assets (i.e. meters, enforcement vehicles, etc.) over a ten-year period. These

costs total \$1.46 million per year in the first phase, principally due to the hiring of 4 full-time equivalent (FTE) staff for program management and enforcement and two contracts for collections and maintenance. At full implementation, costs are expected to rise to \$2.2 million per year. Expenses are expected to increase annually, rising to \$2.3 million in 2025, the year the program is anticipated to begin running at a loss (the program launch year is also anticipated to have a loss due to start-up). This loss can be paid by reserves of \$1.3 million in the program from prior years, delaying a program revision until 2028, or 10 years from now. Such future revisions could include:

1. Revising the capital equipment replacement schedule for the program, or paying for it out of another fund.
2. Revising pricing assumptions for parking meter and permit revenue to reflect cost increases over the 10-year period; this might be done pursuant to the pricing policy in any case, as meters are adjusted annually for optimum parking occupancy levels
3. Analyzing actual revenues versus actual expenses at a future date, and correcting assumptions that are proven to be too conservative. One example is the key assumption regarding expected occupancy levels at short-term meters

STAFF COMMUNICATION WITH THE PUBLIC

Development of the Parking Management Plan involved extensive community outreach:

- Four workshops were conducted, with both a day and evening workshop in November 2017 and April 2018. The November 2017 workshops were to allow early feedback about parking concerns and opportunities. In April 2018, the draft recommendations and a review of existing conditions were presented and feedback solicited. About fifty attendees were present in November 2017, and about 100 were present in April 2018.
- Notification of the April 2018 workshops was sent by postcard to every Emeryville address, resulting in over 10,000 postcards delivered.
- Additional notifications were made via electronic media including:
 - Twitter/City web page/Activity Guide/NextDoor
 - Emails to over 300 individuals, with 200 invited to the Economic Development Advisory Committee (EDAC) review of the Draft Parking Management Plan (note that these email lists have some overlap)
 - Two online interactive tools were made available after each workshop on a website created for the plan. The interactive tools included mapping functions
- Publicly noticed Committee, Commission, and Council meetings included:
 - Public Works/Transportation Committee, April 19, 2018 – 2 attendees
 - Budget Committee, May 3, 2018 - 3 attendees

- EDAC, May 16, 2018 – approximately 15 attendees
- Planning Commission, May 17, 2018 – 20 attendees
- City Council, June 19, 2018 – 40 attendees
- A dedicated webpage has continually been updated with materials at <http://emeryvilleparkingmanagement.com>
- Staff has received over 200 comments on the Draft Parking Management Plan.

OUTSTANDING ISSUES

Staff believes the revisions outlined above reflect the direction of the City Council; however, in a few cases, staff is seeking confirmation that the changes correctly reflect the City Council's wishes:

1. Should the parking under the Powell Street Bridge east of the railroad tracks (approximately 58 spaces) be designated as long-term meters, or as mid-term meters with a business permit overlay?
2. Should the existing motorcycle parking under the Powell Street Bridge east of the railroad tracks (approximately 8 spaces) be designated for motorcycles/scooters and be provided free of charge?
3. There was a request for short-term meters on Haruff Street, and mid-term meters with a business permit overlay on the adjacent portion of Horton Street, in lieu of long-term meters in both locations. Did the City Council intend to modify the Draft Plan's proposed treatment for Horton Street when directing that Haruff Street be designated for mid-term meters in lieu of long-term meters?
4. Should short-term meters be installed on the east side of Doyle between 59th and 61st Streets (adjacent to National Holistic Institute)?

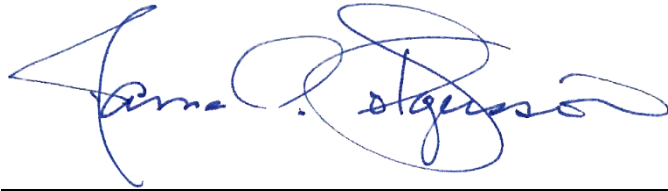
NEXT STEPS

Following City Council approval of the Final Parking Management Plan, staff will prepare the ordinances necessary to implement Phase 1 as well as develop specifications and bid documents necessary to procure capital equipment. Once these tasks are complete, bidding for meter installation can begin, with work anticipated to be completed in the first half of 2019.

PREPARED BY: Amber Evans, Community & Economic Development Coordinator II

REVIEWED BY: Chadrick Smalley, Economic Development and Housing Manager

**APPROVED AND FORWARDED TO THE
CITY COUNCIL OF THE CITY OF EMERYVILLE:**



James N. Holgersson, Interim City Manager

ATTACHMENTS

1. Attachment 1: Recommended Permit Areas
2. Attachment 2: Recommended Phases
3. Attachment 3: Financial Analysis for Revenue and Expenses
4. Draft Resolution including Exhibit A, Parking Management Plan