



City of Emeryville

CALIFORNIA

MEMORANDUM

DATE: February 19, 2019
TO: Christine Daniel, City Manager
FROM: Charles S. Bryant, Community Development Director
SUBJECT: **Resolution Of The City Council Of The City Of Emeryville Adopting A Framework For Paid Parking In The North Hollis And Triangle Areas (CEQA Determination: Exempt Pursuant To CEQA Guidelines Section 15301(c))**

RECOMMENDATION

Staff recommends that the City Council approve the attached resolution adopting a framework for paid parking in the North Hollis and Triangle areas of the City, including installation of parking meters and kiosks in locations generally as depicted in Exhibits A and B of the resolution.

BACKGROUND

Planning for parking management, including the introduction of paid parking in the public right of way and expansion of the City's residential parking permit programs, has been considered since 2006. With recent affirmation of the City Council's priorities relating to parking policy, in Fall 2017 staff began conducting outreach to develop a Parking Management Plan. Efforts included four community workshops attended by approximately 150 community members, postcard notifications to every Emeryville address (10,000 mailings), four advisory committee meetings (40 attendees) and over 220 comments from by telephone, email and online forums.

On June 19, 2018, the City Council held a well-attended study session to consider a Draft Parking Management Plan ("Draft Plan") and gave direction to staff for revisions of the Draft Plan. These revisions were incorporated into a Draft Final Parking Management Plan that was presented to the Council on July 24, 2018 for consideration of adoption. At that meeting, the City Council requested additional revisions and clarifications. On October 30, 2018, staff again presented the City Council with the Draft Final Parking Management Plan for consideration of adoption. The Council did not adopt the plan, but asked staff to revisit the approach to paid parking implementation including consideration of the following:

- A tiered pricing approach with clear triggers for revising prices as needed
- Specialized industrial and school zones
- A rational means for allocation of business permits
- Technology to reduce staffing costs and enhance user experience
- A clear privacy policy related to use of Automated License Plate Reader (ALPR) technology for enforcement of paid parking

In carrying out the City Council's direction, staff focused on simplifying the parking pricing approach and establishing short term parking in key commercial locations. Staff completed a review of existing short-term parking locations (i.e. existing green curb zones) and compared these with the short-term meter areas proposed in the Draft Final Parking Management Plan in the North Hollis and Triangle areas only. The focus was limited to these areas because there are a limited number of short-term spaces in other areas of the city and no businesses have yet expressed a need for short-term parking outside of those areas. Paid parking in the North Hollis Area is to be funded by a \$930,000 Measure B grant from the Alameda County Transportation Commission (ACTC), which was awarded on April 27, 2017, to be used in fiscal year 2018-19 ("Parking Grant"). Given the additional time needed to implement the project, an extension of this grant will need to be sought from ACTC.

Parking Problems

Most parking management challenges in Emeryville communicated by community stakeholders can be grouped into the following three concerns:

- Finding a spot for lunch, errand or coffee – businesses experience loss of revenue and customers experience loss of access
- Spillover of employee parking into residential areas
- Excess vehicle parking for carpoolers, Transbay bus riders, car repair/sales and vacationers

The first problem is acute and geographically precise: visitor parking is appropriate in areas adjacent to certain types of customer-facing businesses such as restaurants, retailers and service providers. The second problem is cyclical, and is more acute during periods of construction and economic surges; it is partially mitigated by both off- and on-street parking facilities, but is affected by the relative pricing of those facilities. The third problem is dispersed and complex; it is related to pricing and transportation demand management both in Emeryville and adjacent communities.

Parking Goals

Management of on-street parking has multiple, varying, and sometimes conflicting goals, including:

- Improving parking turnover and availability for customers;
- Ensuring financial sustainability of the parking program;
- Improving residents' and employees' access to on-street parking close to their home or worksite, when needed;
- Reducing commuter and special event parking in residential areas;
- Increasing use of available off-street parking; and
- Increasing the share of residents and employees using commute modes other than a private vehicle.

Parking Supply and Demand

Off-street commercial parking lots are estimated to contain about 19,500 parking spaces, and major residential developments contribute at least another 3,500 spaces. The data collection completed for the Parking Management Plan identified 4,500 on-street parking spaces for a total estimated supply of about 27,500 parking spaces in the City's supply.

Demand for this parking derives from approximately 20,000 employees and 12,000 residents, plus visitors (principally customers). According to 2016 census data, 71% of Emeryville employees are driving alone, with 10% carpooling and the remaining employees using a means of travel that does not require parking (i.e. transit, bicycling, walking, etc.). Assuming that 50% of the carpoolers will require a parking space, this means these 20,000 employees require 15,500 spaces. Of the City's 12,000 residents, 43% do not drive and 11% carpool to their place of employment, therefore residents require about 6,000 spaces during the day (again presuming 50% of carpoolers require parking) and assuming, conservatively, that every resident who uses another means of commuting leaves a car on the street when, in fact, they may not own a car or may have available off-street parking.

With these assumptions, 6,000 spaces are left as surplus for visitors, and this number would increase depending on the available residential off-street parking spaces not included above. This analysis indicates that the City has sufficient parking supply in the aggregate, but a distribution problem for parking exists. Given the impacts of providing additional free parking on the climate, traffic congestion and quality of life, management of the on-street parking spaces may be more effective in directly addressing the City's parking problems than construction of new parking spaces.

DISCUSSION

Staff is proposing a revised framework for parking management that targets visitor (i.e. short-term) parking initially and is responsive to potential residential impacts, while building financial, technical, and policy tools for managed curbside parking citywide with incremental investment and phased interventions.

Four efforts for implementing this framework are proposed:

1. Establish paid parking with rates designed to accommodate short-term visitor parking and discourage longer stays in key destinations
2. Develop technology and management software for future implementation of virtual Residential Parking Permits (RPP) and School Employee Permits
3. Respond to unmet demand for on-street employee parking, if needed
4. Study Hollis Street Peak Hour Transit Lanes and complete the Highest and Best use of Curbs Study as separate but interrelated projects

These four efforts are discussed below.

1. Paid Parking

Initial Installations. As the primary parking management issue is lack of access to retail and customer-servicing establishments, staff proposes the initial investment in meters and kiosks be targeted to areas needing increased turnover and to use price signals to move employee and resident parking farther from the prime access points to visitor destinations. This effort which will include approximately 350 parking spaces that could be priced with a mix of dual head meters and kiosks assisted by Automatic License Plate Readers, smart cards, and Pay by Phone apps. The proposed project is targeted to the North Hollis and Triangle areas. To allow for expedient implementation, Caltrans right of way (i.e. San Pablo Avenue and West Macarthur Boulevard) is not included in the initial installation. See Exhibits A and B of the attached Resolution for maps of the areas of installation.

A significant price increase after 2 hours is proposed to discourage employee and residential parking in the metered areas, while not requiring ticketing for meter overstays. Meters and kiosks are to be placed where short term parking is currently located (i.e. green curbs), as well as where short-term parking has been requested in business districts. Staff proposes varying the technology by area, as follows:

- i. Install dual head meters where blocks are interrupted by frequent driveways and red zones such that kiosk use would be inefficient
- ii. Install kiosks where paid parking zones are on both sides of the street and nearly a block long and kiosk placement can be done efficiently

This initial installation would include about 350 spaces as follows:

- 260 existing short-term spaces (green zones);
- Approximately 68 meters on four cross streets for 150 feet from Adeline Street to the City limit; and
- 20 additional metered spaces where businesses are requesting new short-term spaces.

This is split between the two pilot areas with approximately 130 metered spaces in the Triangle area and 220 metered spaces in the North Hollis area. Newly hired enforcement staff would also manage approximately 39 spaces on San Pablo Avenue as two hour zones without meters, as well as other existing parking restrictions including:

- Street sweeping
- Residential and school employee permit parking
- Blue, red, white and yellow curbs.

Pay by Plate technology is proposed to be tested with both meters and kiosks. Additionally, pay by phone and smart card compatibility will be requested in the solicitation for meter/kiosk equipment. It should be noted that, in accordance with state law, all meters and kiosks would have the ability to accept coins.

Initial Pricing. The initial pricing proposal is proposed to achieve 85% occupancy. The proposal starts at a comparable rate with adjacent cities but rises after two hours to use price to change behavior, as follows:

- a. \$2 per hour pro-rated by 15 minutes for first 2 hours (i.e. 50 cents per 15 minutes)
- b. \$7 per hour pro-rated by 15 minutes for any time exceeding 2 hours (i.e. \$1.75 per 15 minutes)

Meters or kiosks can accommodate this pricing arrangement. Signage, screens, and pay by phone are key to the user experience. Initial pricing will be revised at least annually to achieve the target occupancy rate, based on commissioned occupancy studies and user experiences.

Pricing Policy. These pricing recommendations are proposed to be adopted as the initial parking rates, along with a pricing policy that would set forth the process for increasing or decreasing rates after implementation as needed to achieve occupancy goals. The pricing policy will:

- Target 85% occupancy throughout the priced areas and review occupancy rates at least annually.
- Require the City to review occupancy, turnover, citywide modal use changes, and complaints at least annually, and semi-annually if needed, particularly in the first year after meters are installed
- Consider varying duration of stay targeted based on adjacent use and demand, revise meters to encourage and accommodate longer stays if needed and add new metered parking pricing categories to do so
- Set occupancy thresholds for raising or lowering parking prices

Once the evaluation of parking behavior is completed after the initial implementation period, staff may recommend that meter prices be lowered when average occupancy falls

below 65% occupancy during the peak period and raised when occupancy rises above 85% occupancy during the peak period. Further analysis will be needed.

Signage and Displays. Signage will be designed to clearly communicate preferences for short term parking while using meter or kiosk screens to convey detailed pricing information by hour and hours of operations. Screens can also convey the hours when no payment is required, as well as any time restrictions on parking. Examples of signage and screens found in other communities with similar parking program elements are shown in Figures 1 and 2.

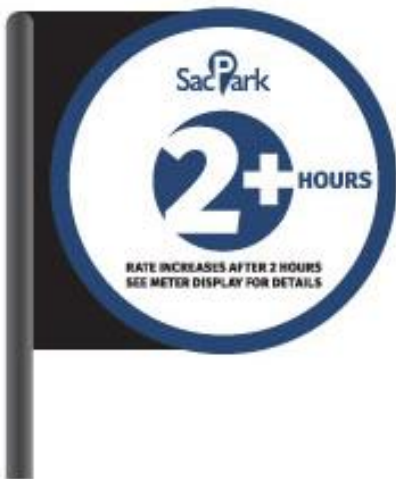


Figure 1. Signage in Sacramento for Variable Pricing Parking program

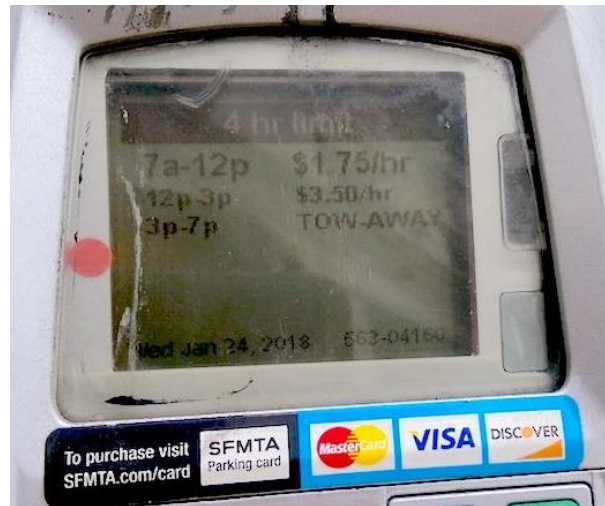


Figure 2. Meter in San Francisco for Variable Pricing Parking program

Request for Proposals. A Request for Proposals (“RFP”) will be released for the technology needed to establish paid parking, collect revenue and manage compliance inclusive of any of the following elements, as needed:

- Meters
- Kiosks
- Personal Digital Assistants (handheld computers for parking management)
- Programming/software/hardware
- Sensors
- Automatic License Plate Readers (“ALPR”)
- Smart Cards
- Payment apps

Equipment features to include:

- Accept payment by cash, credit card, contactless mobile phone payment, smart cards
- Display rates for at least three time periods
- Accept payment in 15 minute increments
- Allow pricing to be changed as needed
- To the extent possible, avoid re-feeding the meter to extend stays
- To the extent possible, discourage staying over a paid-for period
- Allow for enforcement, warnings, ticketing and support collections

Additional solicitations will be made for:

- Signage design
- Meter and kiosk installation
- Collections
- Meter and kiosk maintenance
- Meter and kiosk management/operations

2. Residential Permit Parking and Virtual Parking Permits

A Virtual Residential Permit Parking (“Virtual RPP”) program would rely on the use of license plates to identify permit holders, and would do away with the existing permit parking stickers. It could also include the ability for a resident to apply on-line to register his or her license plate as a parking permit. Such a program would rely on Automatic License Plate Reader (“ALPR”) technology. The cost and scope needed to implement a Virtual RPP program and for integrated management software may be included in the RFP. However, no major changes to the existing Residential Permit Parking (RPP) program are currently proposed. Future changes may be proposed after meters are installed if spillover effects are observed. Virtual RPP could be piloted in existing RPP areas as new policies and procedures for residential permits are developed. Virtual RPP could also be piloted in school employee permit areas currently located in the public right of way at the Emeryville Center of Community Life along 47th Street and at the East Bay German International School along 41st Street.

The existing RPP program may be expanded as the impact of parking pricing is felt, and employees seek parking in residential areas rather than park at metered spaces. Expansion will be iterative, as needed, with either the City Council designating new RPP areas (as allowed in the existing RPP program) or residents requesting designation of RPP areas via petition. It is anticipated that, if multiple requests to designate new RPP areas are received, new policies for ease of designation and implementation may be developed to accommodate efficient RPP expansion.

3. On-Street Employee Parking

If additional on-street employee parking is needed, after RPP is potentially expanded, options for managing employee parking include:

- Business parking permit program, and/or
- Longer-term variable parking meters or kiosks

These options would need to be developed with appropriate eligibility and allocation criteria and strategic consideration of price and off-street parking options. This analysis has not been completed.

Capacity for accommodating such future programs may be solicited in the RFP whether through virtual permits, smart cards or alternative pricing schemes for meters and kiosks. However, further work needs to be done to analyze programmatic needs before soliciting a technology solution.

4. Related Studies

Hollis Street Peak Hour Dedicated Transit Lanes Study. Staff proposes to commission a study of peak hour transit-only lanes on Hollis Street in Fiscal Year 2019-2020, prior to the installation of any conflicting parking meters or kiosks. The study will consider:

- San Pablo Avenue Multimodal Improvements spillover traffic,
- Parallel bicycle routing,
- The Highest and Best Use of Curb Study
- Off street parking facilities,
- 40th Street transit lane improvements
- Powell Street safety improvements and Hollis intersection

Highest and Best Use of Curb Study. On April 25, 2018, the Metropolitan Transportation Commission (MTC) awarded a \$65,000 Priority Development Area Technical Assistance grant to Emeryville's proposed Highest and Best Use of the Public Curb study. The planning consulting firm PlaceWorks will be conducting the study, which will develop sample conditions of approval, best practices, standard improvement dimensions, and trade-offs to assign curb space within City policies. The study is expected to get underway soon.

Next Steps

Implementing this framework will require the following actions:

- Development of an ALPR policy
- Seek revisions of the Parking Grant consistent with the framework
- Master Fee schedule update

- Contract for a Hearing Officer
- Ordinance to establish parking meter areas
- RFP for Technology, Installation, Maintenance and Operations
 - Collections contract
 - Installation contract (meters/kiosks, signage, vehicles, ALPR equipment)
 - Maintenance contract (of above installations)
 - Software – virtual permits, multi-modal portal, collections, and enforcement
- Hire a parking manager and parking enforcement staff
- Installation of meters and kiosks
- Community education and warnings for violations
- Enforcement

FISCAL IMPACT

Capital

The proposed capital investment is estimated to be approximately \$518,000 assuming:

- 50 kiosks at \$8,500 each, totaling \$425,000
- Two ALPR equipped vehicles at \$36,000 each, totaling \$72,000
- Four ALPR Personal Digital Assistants at \$1500 each, totaling \$6,000
- 15 dual head meters at \$1,000 each, totaling \$15,000

This is a significantly lower cost and less equipment than the Measure B ACTC grant for the North Hollis Paid Parking and Transportation Demand Management project. The grant assumed 94 kiosks (63 for long term parking and 31 for short term) in North Hollis alone. The grant is for \$930,000 and requires \$270,000 in local matching funds, equal to 22.5% of total project costs. Therefore, if total costs are \$518,000 as estimated, local funds of about \$117,000 would be required (22.5%), leaving about \$401,000 to be funded by the grant. Thus, there would be about \$529,000 of grant funds still available. Additionally, the City Council has approved a \$228,000 contract with CDM Smith for development of the Parking Management Plan and the development of the RFP. Additional funds for software and hardware may be needed after the City receives responses to the RFP. Staff will need to discuss the revised scope with ACTC staff, to include vehicles and hardware/software, if feasible. Alternatively, City capital funds will be required for this purpose. Prior to the Measure B grant award, \$1.2 million was allocated in City General Capital to fund this program, about \$344,000 of which has been expended, leaving about \$856,000 available to cover any additional expenses.

Without additional scope or unanticipated costs the capital funding for this project currently exceeds estimated needs:

- Measure B - \$529,000 available
- City General Capital \$856,000 available

These additional ACTC grant funds could be:

- reallocated to other transportation projects in or outside of Emeryville, perhaps TDM measures that parking revenue will be insufficient to fund
- used to expand the scope of the initial investment if ACTC approved scope changes or it was consistent with prior scope (such as long-term meters)
- used to fund capital reserves if ACTC approved, such that the capital reserves fund in the operating fund could be eliminated or reduced

Any use of the ACTC grant funds not explicitly included in the grant documents will require evaluation and approval by ACTC.

The additional City General Capital could be:

- reallocated to other projects in Emeryville, perhaps TDM measures that parking revenue will be insufficient to fund
- used to for later phases or items outside the ACTC grant scope
- used to fund capital reserves such that the capital reserves fund in the operating fund could be eliminated or reduced
- reallocated to other CIP projects

Operating

Revenue is estimated in Year One at \$836,000, using the following assumptions:

- Parking meter rates of \$2 per hour
- 249 revenue days (no holidays, weekends)
- Metered spaces occupied on average 5 hours per day
- 10% decline in first year as people avoid metered spaces
- 350 meters or 50 kiosks or a combination thereof (total of 350 paid parking spaces)
- No violation of stays, nor stays over 2 hours, which generate additional revenue

New annual costs in Year One are estimated at \$825,000 and include:

- \$100,000 in contracts and software
- \$52,000 for capital replacement (10-year replacement schedule)
- \$673,000 in staff costs (1 Manager, 2 Parking Enforcement Officers)

Additional program support includes \$165,000 in existing staff salaries and benefits in Community Development, Public Works and Finance to support the proposed paid parking program. No new allocations are needed for these costs as they are currently covered by the General Fund, whereas the three positions noted above under new costs would be new hires paid exclusively through anticipated parking revenue. Revenue is assumed to decrease 1% annually due to removal of spaces to other uses or temporary

impacts. Costs are assumed to increase 5% annually. With these assumptions, a 5% deficit is expected in Fiscal Year 2022 and this deficit will grow steadily annually. This future structural deficit will need to be addressed by one or more of the following:

- increased pricing,
- program revisions

STAFF COMMUNICATION WITH THE PUBLIC

Staff presented this Revised Parking Framework to the Economic Development Advisory Committee (EDAC) and the Public Works and Transportation Committees in January 2019 and emailed 300 stakeholders regarding the City Council's consideration of this proposed framework.

The EDAC committee members raised the following concerns and endorsements:

- Concern that \$2 per hour is too expensive and may adversely affect restauranters
- Recommend having the annual review of parking pricing include surveying business impacts
- Consider pricing parking under the Powell Street overpass

The Public Works and Transportation Committee members raised the following concerns and endorsements:

- Concerns for installations on Horton Street south of Powell Street where parking prohibitions may be desirable
- Concerns for meters on both sides of 65th Street – suggested considering dispersing impact to 66th Street or Ocean Avenue
- Asked for segment on Vallejo Street in Oakland to be removed
- Lack of demand may indicate pricing should not be proposed for short term parking on:
 - Emery Street south of the Pak n' Save northern driveway
 - Adeline Street, east side between 42nd and 43rd Streets
- Endorsed adding west side of Emery Street north of the Pak n' Save driveway

CONCLUSION

The City has grant funds available to implement paid parking in Emeryville. Pricing of parking is a proven transportation demand management strategy. Emeryville's businesses need turnover for their success. Paid parking is controversial and costly to implement, but its benefits will be far reaching to not only business success and congestion reduction, but also for quality of life and environmental mitigation.

PREPARED BY: Amber Evans Economic and Community Development Coordinator II

REVIEWED BY: Chadrick Smalley, Economic Development and Housing Manager

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



Christine Daniel, City Manager

ATTACHMENTS

- Draft Resolution
- Exhibit A - North Hollis Paid Parking Proposal
- Exhibit B, Triangle Paid Parking Proposal