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CITY OF OAKLAND 2017 NOV 21 PM 4:09

# AGENDA REPORT

**TO:** Sabrina B. Landreth  
City Administrator

**FROM:** Ryan Russo  
Director, DOT

**SUBJECT:** Resident Permit Parking (RPP)  
Program

**DATE:** December 5, 2017

City Administrator Approval

Date:

11/21/17

## RECOMMENDATION

**Staff Recommends That The City Council Receive An Informational Report On Residential Parking Permit (RPP) Program Implementation And Administration, Including But Not Limited To (1) Status Of Pending RPP Zone Applications And (2) Evaluation Of Parking Enforcement Resources For Existing RPP Zones And Anticipated Increase In The Number Of Zones.**

## EXECUTIVE SUMMARY

This informational report on Oakland's Residential Parking Permit (RPP) program was prepared in response to a request from the Public Works Committee. This report provides an update on the management of the program by describing how the program is now implemented and administered, including status of pending applications and an evaluation of dedicated resources, as well as needs and anticipated changes.

## BACKGROUND/LEGISLATIVE HISTORY

California Vehicle Code (CVC) §22507 provides authority for the City to establish preferential permit parking programs for residents and merchants. Local ordinances or resolutions adopted pursuant to this section of the CVC may contain provisions that are reasonable and necessary to ensure the effectiveness of a preferential parking program.

In 1986, Ordinance No. 10689 C.M.S. established a preferential residence parking program in Oakland. Today, Oakland Municipal Code Section 10.44 enacts the city's RPP Program. RPP areas are designed to alleviate parking congestion in residential neighborhoods caused by non-residents (such as employees, shoppers, visitors, and commuters) who park for extended periods of time. Section 10.44.050 states that a petition requesting establishment of a RPP area is required to be signed by residents representing more than 50% of the addresses within the proposed area.

In January 2017, the Public Works Committee accepted an informational report on the RPP program. Staff was directed to return to the Committee with another report after attempts to

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address the backlog of RPP petitions and the ongoing requirements for administering the program were better understood.

In June 2017, City Council passed Resolution No. 86788 C.M.S., establishing a new RPP Area "Q" and expanding Areas "C," "D" and "N" for a total of thirty-two (32) new street segments.

## ANALYSIS AND POLICY ALTERNATIVES

### *Organization of RPP Program Administration*

In accordance with the City's "Parking Principles" (Resolution No. 84664 C.M.S.), staff is committed to actively managing on-street and off-street parking to the benefit of residents, commuters, and visitors. By managing both parking supply and demand, staff works to reduce traffic, improve the performance of our streets, and contribute to the City's social equity, economic development, and environmental goals.

The RPP program has been an important parking management tool for the City since 1986. RPP areas are designed to alleviate parking congestion in residential neighborhoods caused by non-residents (such as visitors, employees working in the area and other commuters) who park for extended periods of time. They limit spillover parking into lower density residential neighborhoods from major trip attractors, like hospitals or BART stations. In higher density or mixed-use districts, RPP is less effective as more permits are sold than there are actual spaces available, pitting neighbor against neighbor as they "hunt" to find an available space. As such, RPP is limited in its utility.

This section begins by describing how the program is administered by two departments across four divisions (summarized in Table 1 below) and concludes with a cost recovery analysis.

**Table 1. RPP Administrative Functions by Division**

| <b>Division (Dept.)</b>   | <b>Function</b>   |
|---|---|
| Parking and Mobility Programs (Transportation)                        | Administers the establishment and expansion of RPP areas by processing resident-initiated petitions, conducts field observations, posts signs and mails notifications, holds public hearings, writes Council reports and resolutions, creates work orders, and coordinates interdepartmental implementation efforts |
| Parking Citation Assistance Center (PCAC) (Revenue Management Bureau) | Creates resident accounts, procures and issues resident and visitor permits, collects fees, processes violations, and facilitates dispute proceedings   |
| Complete Streets Maintenance (Transportation)                         | Manufactures, installs, replaces and maintains RPP signs  |
| Parking Enforcement (Transportation)                                  | Enforces RPP areas  |

### *Parking and Mobility Programs*

Previously, the Public Works Department's Transportation Services Division relied on Engineering Technicians and Assistant Engineers to administer the RPP program. Earlier this year, these administrative responsibilities were moved to the Department of Transportation's (DOT) new Parking and Mobility Programs team, with the team supervisor overseeing the work of a student intern who administered the program daily. This work was supported by a Traffic Engineer who reviews and confirms the results of the RPP petition analysis, helps respond to petitioner questions, attends public hearings, and authorizes work orders.

In June 2017, a resolution was approved to establish a new Area "Q" and expand Areas "C," "D" and "N" on 32 new street segments. Signs were installed in August and enforcement started in early October. Also, Area I was expanded and had signs installed on one street segment during the same period. With this extraordinary effort, the previous backlog of outstanding RPP petitions was cleared.

Administering the establishment and extension of RPP areas entails the following tasks:

1. Respond to constituent request for information and RPP forms.
2. Evaluate petitions, including verification of signatures and parking occupancy counts, and work with original petitioner to ensure completeness.
3. After petition is approved, create a map and complete address inventory of proposed RPP area.
4. Mail letters and post notices of community meeting on the proposed RPP area at least ten days prior to the meeting. Notices are posted on all block fronts within the petitioned RPP area.
5. Plan and facilitate a community meeting to gather community input. RPP community meetings are now scheduled twice a year (Fall/Spring) at City Hall.
6. If 51% of residents still favor the RPP after the community meeting, prepare a Council report and resolution authorizing the establishment or extension of RPP areas.
7. Once approved, create work orders and drawings for manufacture and installation of RPP signs.
8. Coordinate with other divisions with ninety (90) day notice, including:
  1. PCAC: new permit decals are ordered and permit issuing system can be updated with new participating addresses;
  2. Complete Streets Maintenance: necessary signage is prepared and ready for installation;
  3. Enforcement: new and extended RPP areas are integrated into beat maps.
9. Mail out notification letters to residents, giving residents at least one month to create accounts and purchase permits before enforcement begins.
10. Update RPP map with the new areas for internal use and online.

In October 2017, the first of regularly scheduled community meetings was held to establish a new Area "R" and expand Areas "C", "D", and "N" on 11 new street segments. Having held the

community meeting, staff is preparing a Council report and resolution to secure the necessary authorization to implement the new areas. Table 2 below details the status of each petition.

**Table 2. Status of Each Petitioned Street Segment as of November 2017**

| Area | Street                    | Bounded By                          | Status  |
|------|---------------------------|-------------------------------------|---|
| C    | Broadway (East/West)      | Rockridge Blvd and Ocean View Drive | Prepare resolution and agenda report  |
| D    | Alcatraz (South)          | Dana and Colby                      | Prepare resolution and agenda report  |
| I    | 55th St (East/West)       | Alcatraz and 66th                   | Evaluate petition   |
| N    | 42nd St (North/South)     | Webster and Shafter                 | Prepare resolution and agenda report  |
| N    | 42nd St (North/South)     | Shafter and Opal                    | Prepare resolution and agenda report  |
| P    | 55th St (North/South)     | MLK and Dover                       | Create work orders for RPP sign installations (Resolution No. 85954 C.M.S.) |
| P    | Genoa St (East/West)      | 54th and 55th                       | Create work orders for RPP sign installations (Resolution No. 85954 C.M.S.) |
| R    | 28th St (North/South)     | Telegraph and Merrimac              | Prepare resolution and agenda report  |
| R    | Merrimac St (North/South) | 28th St and Telegraph               | Prepare resolution and agenda report  |
| R    | 29th St (North/South)     | Telegraph and 980 Overpass          | Prepare resolution and agenda report  |

Table 3 below shows the resources that DOT's Parking and Mobility Programs will need to effectively support the RPP program going forward.

**Table 3. Parking and Mobility Programs Staffing Costs for RPP Administration**

| Classification      | Role                                   | % Time | Annual Cost |
|---------------------|--|--------|-------------|
| Program Analyst III | Program management                     | 4.6%   | \$10,808    |
| Program Analyst I   | Program administration                 | 14%    | \$25,012    |
| Traffic Engineer    | Technical support, review and approval | 1.5%   | \$4,432     |
| Total               |  |        | \$40,255    |

*Parking Citation Assistance Center*

As of October 2017 there are 16 established RPP zones around the city. Overall, the number of permits issued decreased by 7.5% from 2016 to 2017 when using the same six-month sample period. Table 4 below details combined permit sales by area and Council districts across the two six-month periods in 2016 and 2017.

**Table 4. Percentage Change in Permits Issued in 2016 and 2017**

| Area | Location                                    | Council District | 2016 | 2017 | % Change |
|------|---|------------------|------|------|----------|
| A    | Piedmont & MacArthur                        | 1 & 3            | 3506 | 2955 | -15.7%   |
| B    | West Oakland BART                           | 3                | 550  | 552  | 0.4%     |
| C    | Rockridge BART                              | 1                | 3504 | 3130 | -10.7%   |
| D    | Claremont & College Ave                     | 1                | 1499 | 1462 | -2.5%    |
| E    | Head-Royce School                           | 4                | 239  | 178  | -25.5%   |
| F    | Lakeside/Lake Merritt                       | 2 & 3            | 665  | 576  | -13.4%   |
| G    | Piedmont Ave & 580                          | 3                | 310  | 318  | 2.6%     |
| I    | Ashby BART                                  | 1                | 66   | 106  | 60.6%    |
| J    | 9th & 10th St, between Clay St & MLK Jr Way | 3                | 56   | 49   | -12.5%   |
| K    | Stonewall St & Claremont Ave                | 1                | 8    | 14   | 75.0%    |
| L    | Panoramic Way                               | 1                | 12   | 5    | 18.2%    |
| M    | Jack London                                 | 1                | 1011 | 1188 | 17.5%    |

|   |                         |              |               |               |              |
|---|-------------------------|--------------|---------------|---------------|--------------|
| N | MacArthur BART          | 1 & 3        | 791           | 771           | -2.5%        |
| O | 14th St & West St       | 3            | 14            | 22            | 57.1%        |
| P | Children's Hospital     | 1            | 512           | 363           | -29.1%       |
| Q | Lagunitas Ave & Burk St | 3            | n/a           | 7             | n/a          |
|   |                         | <b>TOTAL</b> | <b>12,458</b> | <b>11,523</b> | <b>-7.5%</b> |

Table 5 below shows total revenue from RPP permit sales last year and this year. Amount for 2017 is projected based on permit sales through October 18, 2017.

**Table 5. Revenue from RPP Permits in 2016 and 2017**

| Year  | Revenue   |
|-------|-----------|
| 2016  | \$421,672 |
| 2017* | \$430,010 |

*Complete Streets Maintenance*

Table 6 below shows the breakdown of the Complete Streets Maintenance team's cost as determined by work orders for the new RPP signs installed this past June and August. Expenses for labor, materials and equipment totaled \$13,482.87.

**Table 6. Cost of Installation of RPP Signs for the June 2017 Resolution and Area I**

| Area          | Labor             | Material       | Equipment      | Total              |
|---------------|-------------------|----------------|----------------|--------------------|
| C             | \$512.40          | \$838          | \$54           | \$1,404.40         |
| D             | \$764.60          | \$957.90       | \$67.50        | \$1,790            |
| I             | \$381.84          | \$957.90       | \$67.50        | \$1,790            |
| N             | \$2,485.19        | \$1,805.50     | \$598.13       | \$4,888.82         |
| Q             | \$1,825.43        | \$1,842        | \$138.38       | \$3,805.81         |
| <b>Totals</b> | <b>\$5,969.46</b> | <b>\$6,496</b> | <b>\$1,017</b> | <b>\$13,482.87</b> |

These figures only account for the cost of newly installed signage. They do not reflect the ongoing cost of maintaining the growing number of RPP signs.

*Parking Enforcement*

The fine is currently \$83.00 for violations of parking in an RPP area beyond the time limit without a valid permit (Oakland Municipal Code 10.44.120A). Table 7 below summarizes the revenue generated from these citations over the past two calendar years. Figures for 2017 are projected based on citations and revenue through October 18, 2017.

**Table 7. O.M.C 10.44.120A Citations, 2016 and 2017**

| Year  | Number of Citations | Revenue     |
|-------|---------------------|-------------|
| 2016  | 11,308              | \$1,390,383 |
| 2017* | 11,260              | \$1,373,720 |

*Cost Recovery and Needs Analysis*

This final section addresses the question of whether the RPP program is cost-recovering and what needs to be done to ensure that it is.

Parking Enforcement in general is cost recovering. For Fiscal Year 2017-2018, the City projects approximately \$19.8 million in citation revenue on Parking Enforcement expenditures of approximately \$7.2 million. The real need is not cost-recovery but ensuring that Parking Enforcement resources are effectively managed and using the latest technologies to realize efficiencies and other benefits in accordance with the City's "Parking Principles". The reorganization of Parking Enforcement into the new DOT and the City Auditor's recently published report on "Parking Citation Voids" will help focus staff's efforts on improving overall performance through improved procedures, reporting and tracking, training, and coordination with other divisions.

As identified in the Downtown Oakland Parking Management Report, new technologies including "digital chalk," "virtual permits" and "vehicle-mounted automated license plate recognition" (ALPR) promise to reduce the cost of administering the RPP permit process, make it easier for residents to secure permits for themselves and visitors, and significantly enhance the productivity of Parking Enforcement.

This past spring, staff from DOT, Oakland Police Department and Department of Information Technology traveled to Sacramento to experience firsthand how that municipality has been using these technologies for more than a decade. In 2014 Sacramento purchased ALPR equipment for a fleet of 14 vehicles. As a result, "SacPark" not only has the capacity to manage its own parking supply, including City-owned lots and RPP and other time-limited parking areas; it also has the capacity to support major event parking for the city's new Golden 1 Arena and parking management services to a growing number of privately owned parking facilities. DOT is working with the Finance Management Bureau to bring these new technologies and capabilities to Oakland as soon as spring of 2018.

Is the RPP program cost-recovering for divisions other than Enforcement? According to the 2017-2018 Master Fee Schedule, a first time RPP resident permit in most areas is \$82. Of this amount, \$72.00 goes to offset costs incurred by the PCAC and \$10 to those incurred by DOT divisions. While the PCAC is fully cost-recovering, the DOT divisions are not.

Total RPP permit sales in 2017 are projected to be \$430,010.00 (see Table 5 above). Of this amount, approximately \$10,540.00 is available to cover costs incurred by Parking and Mobility Programs and Complete Streets Maintenance.

Even after reforms and cost saving measures, Parking and Mobility Programs estimates that it will cost \$40,255.00 to administer the RPP program (see Table 3 above). If annual maintenance and new sign installation costs are estimated to be around \$10,000.00, the result is a combined annual deficit of approximately \$40,000.00.

On average, 24,000 RPP permits are sold each year (see Table 4 above). Of these, approximately 5,000 are annual, resident permits and the other 19,000 are visitor or special developer paid permits. To ensure that the RPP program is cost-recovering across all divisions, it would be necessary to raise the price of each annual resident permit by \$8.00 (or some combination of increases across all permit types) so as to increase revenue from permit sales by \$40,000.00.

Given the results of this analysis, staff plans to make a recommendation as part of the Mid-Cycle Budget to increase the cost of annual resident RPP permit fees by \$8.00 to make the program fully cost-recovering, with first-time permits going from \$82.00 to \$90.00 and renewals from \$59.00 to \$67.00.

### **FISCAL IMPACT**

This report is informational and does not have fiscal impacts.

### **PUBLIC OUTREACH / INTEREST**

No public outreach was done in support of this report.

### **SUSTAINABLE OPPORTUNITIES**

***Economic:*** There are no economic opportunities associated with this report.

***Environmental:*** There are no environmental opportunities associated with this report.

***Social Equity:*** There are no social equity opportunities associated with this report.

### **CALIFORNIA ENVIRONMENTAL QUALITY ACT, (CEQA)**

This informational report is exempt from the environmental analysis requirements of CEQA under CEQA Guidelines section 15061(b)(3) (Common Sense Exemption) because the only potential physical effect on the environment that could foreseeably result from their implementation is a reduction in environmental impacts associated with vehicle traffic including, but not limited to, traffic congestion and greenhouse gas emissions.



**ACTION REQUESTED OF THE PUBLIC WORKS COMMITTEE**

Receive an Informational Report on Residential Parking Permit (RPP) Program Implementation and Administration, Including But Not Limited to (1) Status of Pending RPP Zone Applications and (2) Evaluation of Parking Enforcement Resources for Existing RPP Zones and Anticipated Increase in the Number of Zones.

For questions regarding this report, please contact Michael Ford, Acting Manager, Parking and Mobility Division, at [mford@oaklandndet.com](mailto:mford@oaklandndet.com).

Respectfully submitted,

  
for RYAN RUSSO, Director  
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