

CITY OF OAKLAND

AGENDA REPORT

2006 OCT 12 PM 1:16

TO: Office of the City Manager
ATTN: Deborah Edgerly
FROM: Community and Economic Development Agency
DATE: October 24, 2006

RE: Review and Consideration of a New Jack London District Interim Mixed Use Permit Parking Program

SUMMARY

In April, 2004 the City Council reviewed a proposal to implement a mixed use parking permit program in the Jack London District (JLD). Unlike the current residential parking program operating throughout the City, this program would include commercial parking. In June of 2004 the City Council rejected the mixed use parking proposal. However, during the last three years parking conditions have worsened in the JLD due to new development, current and pending construction of the Jack London Square Redevelopment Project and the consequent loss of surface parking lots, including the temporary loss of the Amtrak surface lot while a 1,100 space parking structure is constructed. Councilmember Nadel, at the request of the Jack London District Association (JLDA), is now requesting that the City Council reconsider implementing this program.

The current JLDA proposal is to have the City convert the approximately 1,100 unregulated spaces to four-hour parking and then allow business owners and residents to purchase parking permits exempting them from the time limit. City staff proposes limiting the number of permits to 600 to ensure that there is adequate parking supply left available for customers and patrons of JLD. City staff recommends that the City Council approve the concept of the Interim Mixed-Use District Permit Parking Program for the Jack London District within the framework set forth in this report and direct staff to return to the City Council with an implementation plan for the JLD, by as well as a recommended process for analyzing city-wide on-street parking issues by January 2007.

Staff acknowledges that the Rules Committee requested that the JLNA proposal be brought to the Finance Committee in the context of a larger analysis of city-wide on-street parking issues. However, this staff report responds directly to Councilmember Nadel's urgent request to address the severe parking shortage in the Jack London District. Therefore, due to the time constraints, it does not contain an analysis of citywide on-street parking.

FISCAL IMPACT

As set forth in this report, the program's operation will cost approximately \$164,000 annually. This cost includes: 1.5 FTE Parking Control Technicians, a .5 FTE Public Service Representative, application materials, and increased processing time for citations. In addition there is a start up cost of approximately \$213,000 primarily for signs and enforcement vehicles. A detailed breakdown of both operating and capital costs is set forth in Attachment A. Please note that these costs are still in development and need to be further refined. The costs may be covered fully or in part depending upon how the City Council chooses to price the permits. If the City Council recommends that staff move forward with the Interim Mixed Use Permit Parking Program, a cost recovery program will need to be identified, including funds to cover start up costs. The amount charged for the parking permit and the annual number of permits that are issued are key parts of the parking permit cost recovery program. Please refer to the 'Cost of Permits' and Start-up Capital Costs' portions of the Key Issues and Impact section of this report for cost estimate and revenue recommendations.

BACKGROUND

In September, 2003, the JLD Committee submitted a proposal to improve on-street parking in the JLD to the City that included several different elements: diagonal parking, additional parking meters, and a mixed use permit parking program. To date, the City has implemented part of the original proposal by installing more parking meters and incorporating diagonal parking in portions of the District.

As proposed, the Jack London District is defined as including the area from approximately Brush Street to Oak Street and from 4th Street or 5th Street to Embarcadero; all areas west of Embarcadero are excluded. Please see map contained in Attachment B. The JLDA proposal is to have the City convert the approximately 1,100 unregulated spaces to four hour parking and then allow business owners and residents to purchase parking permits exempting them from the time limit. City staff recommends limiting the number of permits to 600 to ensure that there is an adequate parking supply available for customers and patrons of the Jack London District. *The permits would not exempt vehicles parking at parking meters, painted curb, or one and two hour parking zones.*

The original JLD proposal, along with staff analysis and recommendations, was presented to the Public Works Committee on December 9, 2003 and March 9, 2004. At the March 9, 2004 meeting, the Public Works Committee recommended adoption of a mixed use permit parking program for the JLD with the cost of permits not to exceed \$200, upon majority support from adjacent property owners. The Public Works Committee also directed staff to work with the JLD Committee to resolve key issues regarding the program. On April 27, 2004, the full City Council reviewed the Public Works Committee recommendations and staff's analysis but took no action. The primary issue of disagreement was how to structure the price of the mixed use permits. In June 2004 the Council took action to eliminate the proposed permit parking system from further consideration, and to move forward with a time-restricted parking management system. To date, only a handful of time-restricted zones, on a block-by-block basis, have been implemented due to lack of consensus.

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KEY ISSUES AND IMPACTS

Increased On-street Parking Demand. Since 2004 parking conditions have significantly worsened in the JLD. On October 2, 2006 the City's Transportation Services Division conducted a survey of on-street parking during the hours of 10:00 a.m. to 3:00 p.m. which revealed that occupancy rates are currently over 90 percent. This survey validates the JLDA's assertion that on-street parking during the day is completely saturated, with little or no capacity left to serve either existing or future retail customers. Factors affecting the parking demand include the increase in residential units in the Jack London District (approximately 450 new units have been completed since 2000 and 400 more are under construction) as well as the increase in Amtrak Capital Corridor service. Looking toward the future there are another 300 units in the planning stage and construction of the new garage that is part of the Jack London Square Redevelopment Project will necessitate the closing of the AMTRAK lot. This new 1,100 space garage is designed to serve the demand for Jack London Square's new development, including major retail space, offices and a hotel.

Current Mixed Use District Parking Permit Program. The JLDA's Interim Mixed-Use District Permit Parking Program submitted to staff in 2006 differs very little from the JLNA's 2003 proposal. Staff has reviewed the new proposal and there are several key implementation issues that need to be resolved. These are outlined below, along with staff's initial recommendations:

- Length of the program: JLDA has consistently asserted that this proposal is meant to be short term to assist businesses that would otherwise be forced out of the Jack London District because of parking needs and pricing. The JLDA recommends a three year program that would automatically sunset unless affirmative action is taken by the City Council. Staff recommends that this program be thoroughly evaluated before the three year sunset and the results reported to the City Council prior to any action being taken to extend the program.
- Permit eligibility: JLDA proposes that every mailing address within the district be eligible for one parking permit and that only business or non-profit organizations could purchase a second permit. Staff recommends that parking permits be eligible to residents of buildings that have taken occupancy at the time City Council enacts the permit parking ordinance. Staff further recommends that residents of rental units, built after 2000, where off street parking is available and residents are paying reduced rent in lieu of an off street space not be eligible for permit parking.
- Number of permits to be issued: JLDA has not proposed a limit on the total number of parking permits issued by the City. There are approximately 1,100 unregulated spaces in the Jack London District. Staff is concerned that issuing an unlimited number of permits could saturate the on-street parking supply and not provide sufficient short term parking for District customers and therefore recommends that permits be limited to 600 total.

- Cost of permits: The annual operating cost for the program will be approximately \$164,000. JLDA has proposed a permit fee structure of \$100 per year for the first permit and \$200 for the second which would leave a serious operating shortfall and require the City to provide an ongoing subsidy for this program. Assuming 600 permits a year, the City would need to charge an average of \$275 per year to cover operating costs. If the fee were to cover start up costs amortized over three years the permit fee would be more in the range of \$400 to \$500 per year. In comparison, the current parking fee at the Washington Street garage is \$85 per month or \$1,020 per year. Staff recommends that, at a minimum, permit fees be structured to cover all operating expenses.
- Start-up capital costs: Start up costs could total as much as \$213,000. The start-up costs could be amortized over three years and added to the permit price if other funding cannot be identified. Staff needs to do more analysis to come up with a firm cost estimate and determine the best method to fund start up costs.

Next Steps and timing of implementation: If the City Council approves this program in concept, City staff will move forward by working with the JLDA to resolve implementation issues. Staff will return to the City Council with an implementation plan for the Jack London District by January 2007.

SUSTAINABLE OPPORTUNITIES

Economic

In the short run the mixed use parking permit program may have a positive impact on Jack London District businesses by providing them with an interim parking solution as the District develops. In the long term the provision of below-market rate parking for employees and residents of the Jack London District will reduce the opportunity to increase City revenues through other means such as parking meters.

Environmental

Public subsidy of parking will discourage transit use and may encourage more automobile trips to and from the District thereby maintaining high traffic congestion and air pollution levels.

Social Equity

The proposed program will result in City - subsidized parking costs for employees in one business district while not providing the same opportunity for other businesses districts. An overall policy should be established to treat similar requests from other business districts in the City.

DISABILITY AND SENIOR CITIZEN ACCESS

There are no direct disability or senior citizen impacts to address.

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RECOMMENDATION

That the City Council approve the concept of the Interim Mixed-Use District Permit Parking Program for the Jack London District within the framework set forth in this report and direct staff to return to the City Council with an implementation plan for the JLD as well as a recommended process for analyzing city-wide on-street parking issues by January 2007

ACTION REQUESTED OF THE PUBLIC WORKS COMMITTEE

Motion to approve the recommendation.


Respectfully submitted,



Claudia Cappio
Director of Development, Community
and Economic Development Agency

Prepared By:
Natalie Fay
Senior Transportation Planner
Planning and Zoning Division

APPROVED AND FORWARDED TO
THE PUBLIC WORKS COMMITTEE



OFFICE OF THE CITY ADMINISTRATOR

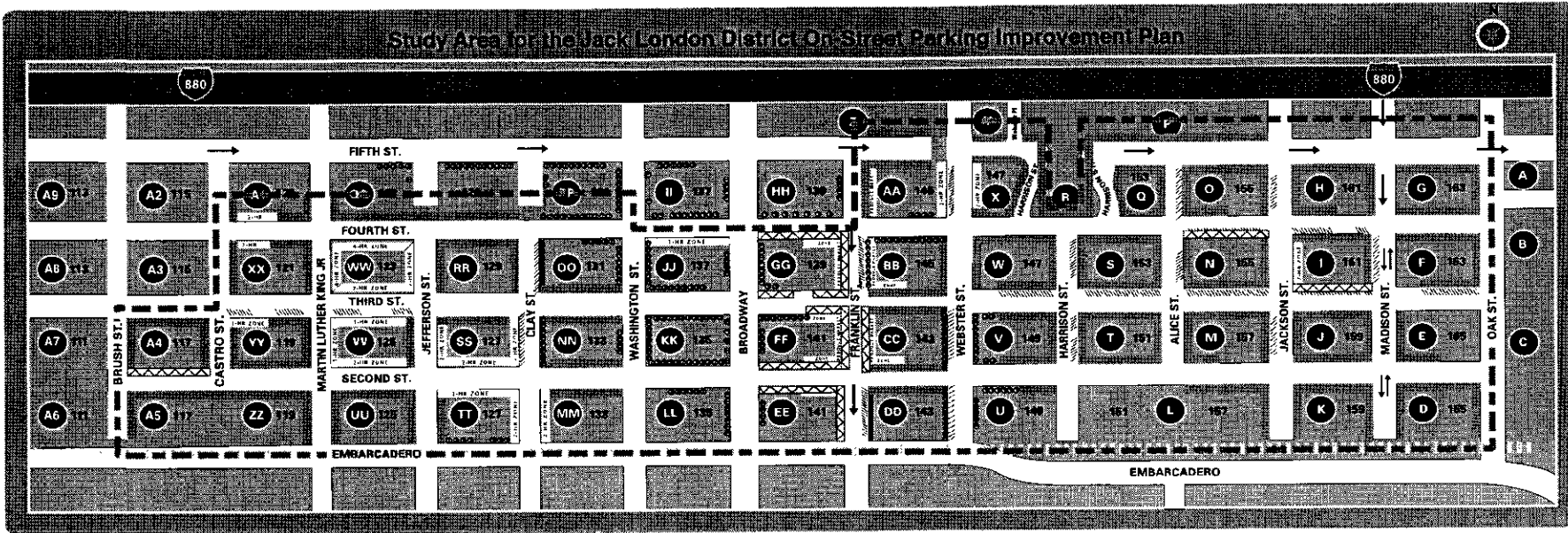
Attachments: A. Worksheet on Costs for Permit Parking District
 B. JLNA map of proposed Permit Parking District

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Attachment A - Costs for Permit Parking District

DESCRIPTION	COST
ONE TIME COSTS	
Installation of 750 signs for 125 blocks @ \$1,200 per block	\$ 150,000
New Enforcement Vehicle (2 vehicles)	\$ 57,472
Radios for the Parking Control Technicians (2 units)	\$ 5,000
Global Positioning System (GPS) for Parking Enforcement Vehicles (2 units)	\$ 700
SUBTOTAL	\$ 213,172
ONGOING OPERATING COSTS	
.5 FTE Public Service Rep. includes benefits	\$ 32,046
1.5 FTE Parking Control Technician includes benefits	\$ 100,530
Admin. Cost	\$ 4,800
Parking Enforcement Supervisor (approx 3 hours per week)	\$ 5,463
Maintenance & Amortization for GEO Tracker Meter Vehicle	\$ 12,789
GPS Ongoing Monthly Cost	\$ 82
Distribution to Alameda County - \$5/ticket paid (court, jail, state fund)	\$ 5,000
Application Materials, Permits	\$ 3,000
SUBTOTAL	\$ 163,710
TOTAL COSTS	\$ 376,882

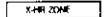

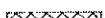


JACK LONDON DISTRICT MAP: PROPOSED TIME-LIMITED PARKING ZONES AND PROPOSED MIXED USE DISTRICT PERMIT PARKING (as of 6/02/2006)



SUMMARY OF JLDA'S PERMIT PARKING PROGRAM PROPOSAL

1. Within the boundary of the proposed Mixed-Use District Permit Parking Program (dashed red line), wherever curb and gutter has been installed and parking is currently unregulated by meters or signs, JLDA proposes that the City install signs indicating that this is a time-limited parking zone.
2. Wherever parking is currently unregulated by meters or signs, JLDA proposes the City install signs indicating a default time limit of 4-hour parking (green line); apparently this was approved June 1, 2004 by City Council (Agenda Item S-22) but has never been implemented.
3. JLDA proposes that business owners and residents in the district be eligible to purchase parking permits to exempt vehicles from posted 4-hour time limits. Vehicles would not be exempted from parking meter, painted curb, or street sweeping violations, or from 1-hour and 2-hour parking zones.
4. JLDA proposes new 1-hour and 2-hour parking zones be installed wherever a majority of existing restaurants, retailers, and other businesses request them. Several blocks are shown on the map where discussions have already taken place (yellow line). Others may be requested and should be considered on a case by case basis.

KEY: TIME-LIMITED PARKING & PERMIT PARKING PROGRAM

-  Existing Time-Limited Parking Zones
-  Existing Parking Meters
-  Proposed New 1-HR & 2-HR Parking Zones (Permit Parking Prohibited)
-  Proposed New 4-HR Parking Zones (Permit Parking Permitted)
-  Proposed Boundary of Mixed-Use District Permit Parking Program