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AGENDA REPORT

TO: Sabrina B. Landreth
City Administrator

FROM: Jeffrey Tumlin
Interim Director,
Department of
Transportation

SUBJECT: Residential Parking Permits

DATE: January 3, 2016

City Administrator Approval

Date:

1/13/17

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 Councilmember Kalb of the Public Works Committee. General information concerning the City's RPP program, including purpose, existing areas, permit allowances, fees and procedures for establishing and expanding RPP zones, is available on the City's parking portal webpage (<http://www2.oaklandnet.com/Parking/index.htm#RPP>). This report details how the program is currently implemented and administered, including status of pending applications and an evaluation of resources dedicated to the program, as well as trends, needs and anticipated changes to the program.

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 10689 C.M.S. established a preferential residence parking program in Oakland. Today, Oakland Municipal Code Section 10.44 enacts the city's Residential Parking Permit (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.

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In 2012, Council adopted the Oakland Climate and Energy Action Plan, which includes provisions concerning the importance of parking policy to support low-carbon mobility. Among the plan's parking management provisions, it calls for a review of the "process of establishing residential permit parking" and considering "opportunities to expand this program in appropriate locations."

In November 2016, City Council accepted an informational report on the Downtown Oakland Parking Study, which includes detailed analysis of parking data, parking policy, public outreach, and peer-city practices and recommendations for improving parking management in Downtown and citywide. The study's final Parking Management Report recommends adopting new strategies, including "Residential Parking Benefit Districts," and parking enforcement and monitoring technologies, including license plate recognition (LPR) and "digital chalk" applications for enforcing time regulations.

ANALYSIS AND POLICY ALTERNATIVES

Oakland's RPP program is administered by three divisions (see Table 1 below):

Division (Dept.)	Function
Parking Citation Assistance Center (Revenue Management Bureau)	Create accounts, issue permits, collect fees, process violations, recommend fee structures
Parking Enforcement (Transportation)	Enforce signed RPP areas (Oakland Municipal Code 10.44.120A)
Transportation Services (Transportation)	Process petitions to establish or modify RPP zones, including parking studies, community outreach and Council resolutions and reports, per Oakland Municipal Code 10.44 C.M.S.

Table 1. RPP Program Administration by Division

Parking Citation Assistance Center

In 2010 the Parking Citation Assistance Center, under the City's former Parking Division, implemented new business processes and technologies that were recognized at the time as "leading edge" (see **Attachment A**). The same contract resulted in a web-based application that eligible residents and merchants could use to purchase and renew residential parking permits online.

In 2015, the Revenue Management Bureau estimated that it costs the Parking Citation Assistance Center approximately \$82 to administer and issue each permit. In order to recover these costs, the Council approved an increase in the annual permit fee to cover this cost, which was previously set at \$35. Fees for visitor permits were also increased, going from \$1 to \$5 for one-day permits and from \$5 to \$25 for 14-day permits.

As of December 2016, there are 18 established RPP zones around the city. These are listed below in order of size as determined by the number of permits issued during two six month periods (see Table 2 below).

RPP Area	Rank Size		Location	Council District	Permits Issued (Jan – Jun)		%
	2015	2016			2015	2016	
A	2	1	Piedmont Ave & MacArthur	1 & 3	1195	1189	-1%
C	1	2	Rockridge BART	1	4305	2413	-44%
D	3	3	Claremont & College Ave	1	459	486	6%
F	4	4	Lakeside/Lake Merritt	2 & 3	794	529	-33%
N*	5	5	MacArthur BART	1 & 3	818	638	-22%
M	7	6	Jack London	1	412	387	-6%
B	6	7	West Oakland BART	3	218	146	-33%
P	-	8	Children's Hospital	1	-	369	
G*	8	9	Piedmont Ave & 580	3	400	258	-36%
E*	10	10	Head-Royce School	4	8	65	713%
N	9	11	MacArthur BART	1 & 3	255	162	-36%
I	12	12	Ashby BART	1	76	57	-25%
J	11	13	9th & 10th St, between Clay St & MLK, Jr. Way	3	185	49	-74%
L	14	14	Panoramic Way	1	28	3	-89%
O	13	15	14th St & West St	3	59	6	-90%
K	15	16	Stonewall St & Claremont Ave	1	21	6	-71%
Q	-	17	Lagunitas Av near Grand Ave & 580	3	-	-	-
R	-	18	Trestle Glen near Lakeshore Ave	2	-	-	-
Totals					9,233	6,763	-27%

* Cost of permits in these exceptional areas are covered by developers and provided free of charge to residents for a period of time.

Table 2. Percentage change in permits issued before and after fee increase

The six-month sample period in Table 2 was used in order to compare permit sales before and after the implementation of cost recovering fees the summer of 2015. No permit data was available for areas Q and R during this period. While changes from one period to the next varied

by RPP area, the general trend was clearly downward, with an overall reduction in permit sales of 27 percent. A further comparison of total permit sales tells a similar story: 18,093 in 2015 and 14,729 in 2016, representing a 19 percent decline.

Table 2 also highlights the fact that RPP areas are often found around BART stations (e.g., areas B, N and I) employment centers (e.g., area A surrounds Oakland Kaiser Permanente Hospital) and busy commercial districts (e.g., areas D and J). Other areas were established or modified in response to major projects (e.g., area D and the Claremont Ave Safeway development and area P and the develop of the UCSF Benioff Children's Hospital). Some of the latter involve special provisions, such as developers covering the cost of permits for a period of time (e.g., areas N and G).

Parking Enforcement Division

Parking Enforcement is being incorporated into the Department of Transportation's Safe Street Division. As a result, staff expects better aligned traffic engineering, meter and street maintenance, and parking and mobility program management.

The Parking Enforcement Division enforces signed RPP areas. The fine for O.M.C. 10.44.120A, Parking in a Residential Parking Permit Zone, is \$83. Enforcement results for the past several years are summarized in the following table (see Table 3 below):

Year	Code 10.44.120a Violations	Revenue
2014	7,845	\$ 877,357.29
2015	7,718	\$ 830,187.11
2016	8,292	\$ 797,869.00

Table 3. O.M.C. 10.44.120A Citations, 2014-2106

Transportation Services Division

At present, TSD has only a single staff position working one day a week (20% time) on RPP petitions. Once a petition has passed and ready to move forward, TSD staff will still need to take the following steps: prepare a Council report and resolution authorizing the establishment or extension of an RPP areas; coordinate with the Parking Citation Center so that new permit decals are created and ready to issue; prepare work orders and drawings; and coordinate with Street Maintenance so that the necessary signage is prepared and ready for installation. Each of these steps can extend the implementation process, some time for many months.

By design, TSD staff dedicated to RPP are only reacting to constituent requests rather than actively managing the residential parking supply. This current practice runs counter to the Parking Management Report, which recognizes that the RPP program needs to be actively managed.

The following table lists all pending RPP zone petitions on record, listed in order the petition was received by TSD and including current status, as of December 31, 2016 (see Table 4 below).

Area	Street	Bounded By	Petition Received	Status
N	40th St (N/S)	Lusk and West St	4/13/15	Passed
C	Shafter Av (N/S)	Clifton St and Cavour St	5/1/15	Processing
N	Shafter Ave (W/E)	41st and 42nd St	5/22/15	Processing
New	Fairmount Av (E/W)	Garland Av and Frisbie St	6/1/15	Processing
New	Fairmount Av (E/W)	Frisbie St and Stanley PI	6/1/15	Processing
New	Frisbie St (N/S)	Harrison St and Fairmont Ave	6/1/15	Processing
New	Frisbie St (N/S)	Fairmont Av and Randwick	6/1/15	Processing
New	Kempton Ave (W/E)	Fairmont Av and Stanley PI	6/1/15	Processing
New	Stanley PI (N/S)	Kempton Av and Harrison St	6/1/15	Processing
N	39th St (N/S)	West St and MLK	6/24/15	Passed
N	West St (W)	40th St and Apgar	6/24/15	Processing
N	West St (E)	40th St and 39th St	6/24/15	Processing
N	West St (E)	39th St and Apgar	6/24/15	Processing
N	MLK (W)	40th St and 39th St	6/24/15	Processing
N	MLK (W)	39th St and Apgar	6/24/15	Passed
N	MLK (W)	Apgar and W MacArthur	6/24/15	Processing
N	37th St (N)	Telegraph and W. MacArthur	7/14/15	Processing
N	41st (N/S)	MLK and Hwy 24	10/5/15	Processing
N	41st (E)	MLK and Hwy 24	10/5/15	Processing
D	Claremont Ave (N)	Colby St and 60th St	10/29/15	Processing
D	North St (N/S)	Colby St and Dana St	1/1/16	Processing
P	55th St (N/S)	MLK and Dover	2/10/16	Processing
Q	Lagunitas Av (S)	Burk St and End	3/25/16	Processing
Q	Lagunitas Av (S)	Burk St and Euclid Av	3/25/16	Passed
Q	Burk St (N)	Euclid Av and Lagunitas Av	3/25/16	Passed
Q	Burk St (S)	Euclid Av and Lagunitas Av	3/25/16	Passed
Q	Eudlid Av (E)	Burk St and Lagunitas Av	3/25/16	Processing
Q	Eudlid Av (E)	Lagunitas Av and Van Buren	3/25/16	Passed
N	Webster St (W)	Rich St and 42nd St	4/26/16	Processing
P	Genoa St (E/W)	54th St and 55th St	5/2/16	Pending
N	West St (W/E)	40th and 41st St	5/18/16	Passed
N	West St (W/E)	41st and 42nd St	5/18/16	Passed
R	Mandana Blvd (N)	Lakeshore and Calmar Av	5/23/16	Queued
R	Longridge Rd (N)	Lakeshore and Rosemont Rd	5/23/16	Queued
R	Trestle Glen Rd (S)	Haddon PI and Brookwood PI	5/23/16	Queued
R	Trestle Glen Rd (S)	Brookwood PI and Stratford Rd	5/23/16	Queued

Area	Street	Bounded By	Petition Received	Status
R	Haddon Pl (E/W)	Trestle Glen Rd and End	5/23/16	Queued
R	Brookwood Pl (EW)	Trestle Glen Rd and End	5/23/16	Queued
R	Stratford Rd (E/W)	Trestle Glen Rd and End	5/23/16	Queued
I	66th St (N/S)	Shattuck and Raymond	6/15/16	Queued
C	Broadway (E)	Rockridge Blvd and Ocean View Dr	8/19/16	Queued
C	Broadway (W)	Lawton Av and Ocean View Dr	8/19/16	Queued
N	42nd St (S)	Opal St and Manila Av	8/26/16	Queued
N	Manila Av (W/E)	41st and 42nd St	8/26/16	Queued
N	Opal St (W/E)	41st and 42nd St	9/1/16	Queued
N	41st St (N)	Shafter Av and Opal St	9/1/16	Queued
N	Emerald St (E)	41st and Garnet St	9/1/16	Queued
N	Emerald St (E)	Garnet St and 42nd St	9/1/16	Queued
N	Emerald St (W)	41st and 42nd St	9/1/16	Queued
N	41st St (S)	Broadway and Manila Av	9/1/16	Queued
New	Waverly St	23rd and 24th St	9/20/16	Queued
New	23rd St	Valdez and Harrison	9/20/16	Queued
New	24th St	Harrison and Waverly	9/20/16	Queued
New	Harrison	24th and 23rd	9/20/16	Queued
B	12th St	Mandela and 12th St	12/29/16	Queued
B	Madela St	Mandela and 12th St	12/29/16	Queued
B	11 St	Mandela and 12th St	12/29/16	Queued

Table 4. Petitions for New and Expanded RPP Areas

Concerning the status of each petition (far right column of Table 4), "Pending" indicates that staff are actively engaged with the petitioner, seeking to secure all of the necessary signatures and satisfy other program requirements; "Passed" indicates that the petition is ready to move forward, although it could be held pending work on related petitions. "Queued" indicates that staff have received the petition but have not started work on it.

Looking at Table 4 again, there are 21 pending petitions involving 55 blocks. Ideally, staff is able to process one petition a week. When a petition is submitted, staff uses this and the number of pending petitions to estimate the number of weeks it will take before processing. If a new petition were received today, staff would inform the constituent that it will take approximately six months to begin processing.

The Parking Management Report notes another potential challenge for RPP programs. Cities like Oakland often issue an unlimited number of permits to residents without regard to the actual number of curb parking spaces available in the area. In high parking-demand areas, this can lead to a situation in which on-street parking is seriously congested, and the permit functions solely as a 'hunting license', simply giving residents the right to hunt for a parking space with no

guarantee that they will actually find one. There were two RPP areas within the Downtown Parking Study. One of these, Area F, includes 227 signed parking spaces. In 2016, the City issued 693 permits. DOT staff will be taking a closer look at this situation as part of the federally-funded Parking and Mobility Management Initiative that includes this area.

Trends and Recognized Needs

Needless to say, staff recognizes the need to monitor the changing circumstances of established RPP areas. For example, in the Jack London neighborhood residents and businesses were successful a few years ago in establishing a mixed-use commercial/residential parking permit program, Area M. More recently, the area has produced several high-rise residential developments and off-street parking facilities. The result is that it is now less expensive to park on the street (by purchasing an RPP permit) than it is to park in a garage. With development in other areas such as Broadway/Valdez, staff expects to see similar requests to implement RPP in mixed use neighborhoods.

While Ordinance No. 10.44 details how the RPP program is to be administered, it does not take some basic criteria into consideration such as the availability of off-street parking. As such, a resident/owner of a property in an RPP area can apply for an on-street permit even if they have sufficient off-street parking. Such a situation puts further pressure on the parking supply.

The Parking Management Report recommends that the City consider implementing "Residential Parking Benefit Districts" where conditions warrant them. Like Parking Benefit Districts, which are typically associated with metered parking and commercial districts, Residential Parking Benefit Districts support demand-responsive parking management efforts designed to achieve occupancy rates of 85 percent. They are also meant to return a portion of parking revenue to the area. This strategy has the additional advantage of generating revenue, through the sale of permits and creation of metered parking zones, that could be used to off-set the costs of managing the program without simply passing the costs along to residents.

According to the Parking Management Report, there are new opportunities today given recent advances in license plate recognition (LPR) and electronic permit technologies. In 2012, Public Works Department evaluated a pilot program that affixed LPR technologies to several of the City's street sweepers to document parking violations along street sweeping routes, using resources that are already deployed in the right-of-way. The program revealed a number of limitations in the technology, including poor image quality, that vendors have since addressed.

Staff believes that the same technologies have the potential to significantly enhance the City's capacity to actively manage the parking supply in general and RPP areas in particular. For example, by combining LPR and electronic permits in the RPP program the City could reduce the cost of issuing permits and improve customer service. Moreover, the same investment could be used to support the City's new car share program by making it easier for qualified car share organizations to permit and deploy shared vehicles around the City and provide a steady stream of occupancy and turnover data for the City's new demand-responsive parking management initiative. While the existing Xerox contract that supports the Parking Citation Assistance Center is good until 2018, DOT and FMB staff are already working together on a new request for competitive proposals that will cover these and related applications. If pilot programs were conducted over the next eighteen to twenty-four months, staff would be in a position to make

recommendations on significant changes to the City's parking management program in time for the Fiscal Years 2019-2021 Budget cycle.

To summarize, DOT staff recognize the need for the following changes:

1. Simplify permitting by switching to electronic permits based on license plates, eliminating decals and moving all processing online. In doing so, make it easier to buy guest permits and reduce costs and staff time. Staff acknowledges the privacy considerations around license-plate based enforcement.
2. Eliminate traditional RPP areas from high density districts and mixed use corridors. As explained above, these are not a useful tool for managing parking in most urban districts and corridors. As a rule, only price works. Traditional RPP areas should be in predominantly single-family and low-density residential areas. Restrict new development from joining RPP areas, except small infill in single family areas.
3. Establish and actively manage Residential Parking Benefit Districts near commercial areas and BART stations, selling limited surplus capacity to outsiders and keeping a portion of revenue for community benefits.

FISCAL / POLICY ALIGNMENT

This is an informational report. As such, there are no fiscal impact or policy alignment issues.

PUBLIC OUTREACH / INTEREST

No public outreach was conducted in the making of this informational report.

COORDINATION

Within the Department of Transportation (DOT), the Parking and Mobility Management Group coordinated with the Parking Enforcement Group to produce this informational report. DOT also coordinated with the Revenue Management Bureau, which sourced revenue and permit information and commented on earlier drafts. The Office of the City Attorney and the Controller's Bureau have also reviewed 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.

CEQA

This information 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 CITY COUNCIL

Staff Recommends that the City Council:

Receive and 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, Parking and Mobility Programs Manager, at (510) 238-7670.

Respectfully submitted,



Jeffrey Tumlin
Interim Director, Department of Transportation

Reviewed by:
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Director Division Manager, Great Streets

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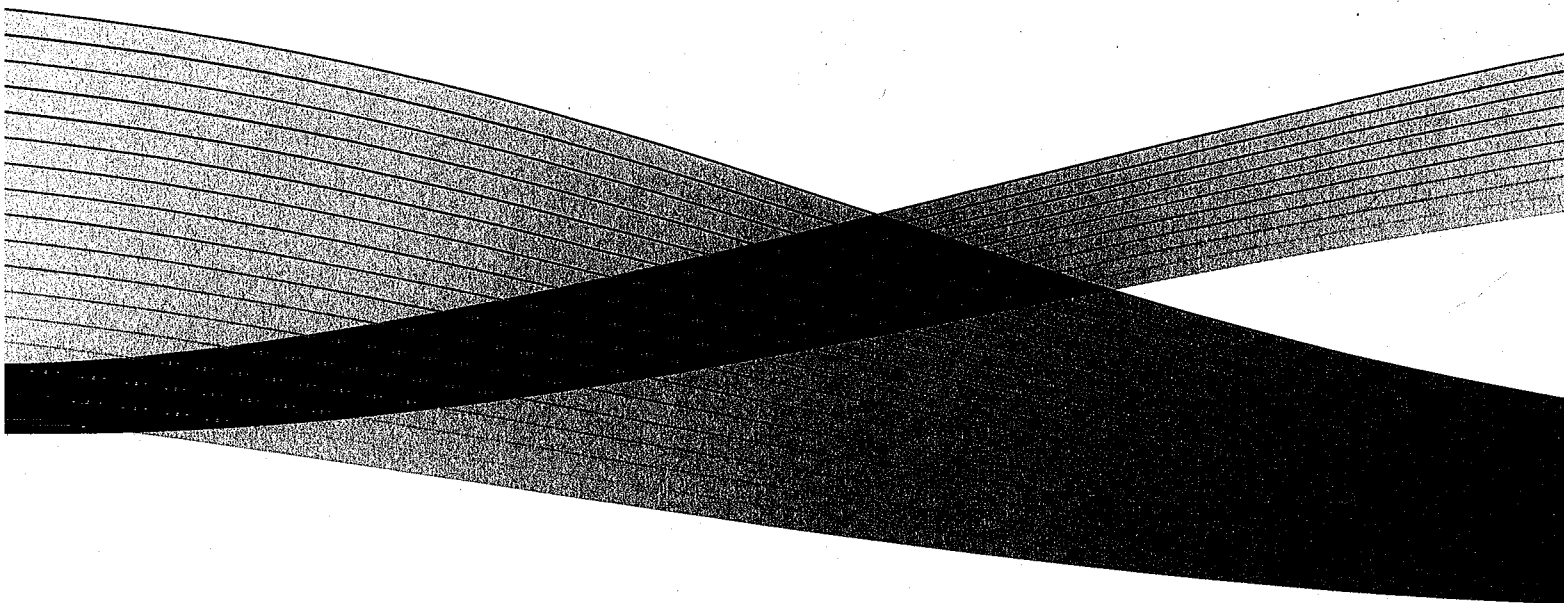
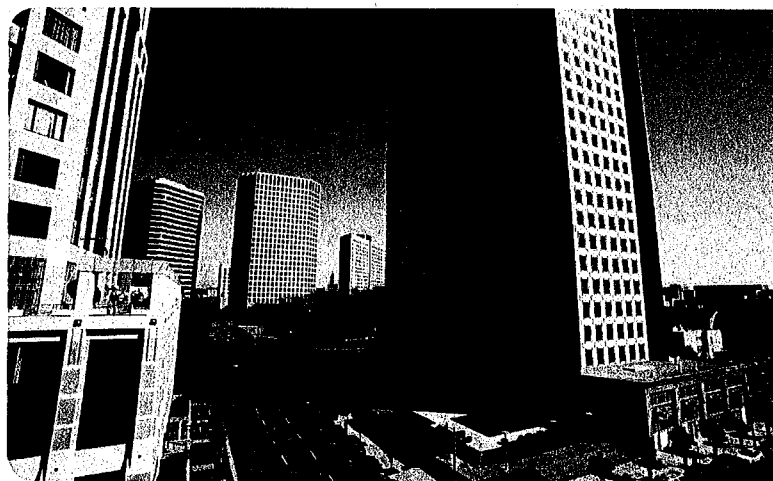
Attachments (1):

A: Xerox marketing brochure: City of Oakland parking program, from behind the times to leading edge



The City of Oakland Parking Program From behind-the-times to leading edge.

The city of Oakland's parking program has come a long way and is moving right along – with more efficiencies, happier citizens and no long lines to pay fees and fines.



Xerox helped the city of Oakland automate parking violation, eliminate backlog and integrate digital photography with its electronic citation system.

Background

The city of Oakland had a parking problem—in its own office building. Every day, a long line of citizens, waiting to pay their parking citations, snaked through the hallways on the sixth floor, often to the elevator lobby. Although the city offered pay-by-phone and pay-online options, neither of these self-service tools was consistently up and running – nor did they offer the multiple language options this diverse community needed. So, citizens would wait 45 minutes to an hour or more to pay a violation, sometimes returning to their cars to find a second ticket because the time on the meter had run out while they stood in line.

Out in the field, things weren't moving much faster. The handhelds used by violations officers were cumbersome and so outdated that spare parts were no longer available. Officers were forced to handwrite most citations, creating a six-month processing backlog and high contest rates.

Clearly, something had to change.

Through a formal Request for Proposal process, city officials looked for the best and most cost-efficient solution to optimize its website; upgrade the interactive voice response system and deliver a new handheld solution with software that integrated digital photography with the electronic citation system.

The highest scoring solution provider, and the only one to actually exceed specifications, was Xerox.

From Backlog to Leading Edge – In Record Time

The contract was signed in April of 2010, and on June 14, 2010, the following solutions went live:

- A revamped, tri-lingual, pay-by-web option enables citizens to view and pay parking tickets online, conveniently and securely. The site tracks payments in real-time. Soon, citizens will be able to see photos associated with their violations online, and sign up for email alerts.
- A new automated IVR and pay-by-phone system enables citizens to get the information they need to pay a violation by phone, without transferring to a customer service representative. This option, like the website, is available in three languages: English, Spanish and Chinese (Cantonese on the IVR; Mandarin on the website).
- Xerox Lockbox processes all mailed-in payments. This service was billed per piece, with the goal of reducing the number of mailed in payments as citizens began using the new self-service options.

Soon after the initial go-live date, 100 new handheld ticket writers and printers, with digital photo integration, were issued to violation officers. Officers now issue tickets with photos, clearly showing the violation, as well as the vehicle license plate. Tickets processed by the handhelds are in the system the next day, speeding noticing and payment time.

Xerox also created an online means to obtain residential permit parking renewals. Instead of mailing in or paying these renewals in person, citizens simply log in to a website and complete the transaction.

In addition, we're helping the city of Oakland launch a new kiosk program, which enables citizens to pay parking violations by cash, check or credit/debit cards. The kiosks are located at central points around the city giving citizens even more payment options.

Tangible Results

Today, the city of Oakland's parking program is moving right along – with more efficiencies, happier citizens and no long lines clogging the office halls every day.

The Xerox solutions have delivered the following results:

- Now, 24 percent of payments are handled through the website, with 9 percent collected through pay-by-phone. These 24/7 self-service options have reduced the number of mail-in payments from 50 percent to 26

percent, significantly decreasing the city's lockbox costs and the amount of time spent sorting mail. They have also reduced cashiering payments from 15 percent to 8 percent.

- The automated online parking permit renewal option has reduced the number of staff members needed to process renewals from six to one.
- New electronic citation equipment with integrated digital photography not only reduced the number of handwritten tickets from 75 percent to 2 percent, but increased the windshield payment rate from 27 percent to 40 percent, largely due to the digital photos now embedded in the ticket.
- Overall collection rates increased from 67 percent to 73 percent, representing approximately \$1.3 M of increased revenue per year, based on 2010/2011 figures.
- In addition, Xerox stepped in and processed the six-month backlog of handwritten tickets, completing the project two months ahead of schedule.

In less than one year, we helped the city move from a manual, backlogged system to one that gets positive comments from the city council and citizens alike. Today, the city of Oakland's parking program is one of the more advanced programs in the country, with more innovation to come.

“Xerox has done an excellent job, from a flawless transition to ongoing program support. Because of these solutions, we have been able to reduce our staff's workload, get violation revenue in faster, and offer better service to our citizens. From the beginning, Xerox has been and will continue to be our partners in innovation.”

Noel Pinto
Director of Parking and Enforcement
The City of Oakland

