



# AGENDA REPORT

TO: Edward D. Reiskin  
City Administrator

FROM: Ryan Russo  
Director, Oakland  
Department of Transportation

SUBJECT: Parking Reforms for Cost Savings  
and Community Benefits

DATE: May 11, 2021

City Administrator Approval

Date: May 20, 2021

## **RECOMMENDATION**

### **Staff Recommends The City Council:**

- (1) Receive An Informational Report On A Suite Of Parking System Reforms Designed To Reduce Costs While Increasing The City's Capacity To Actively Manage The Parking And Mobility System; And**
- (2) Adopt A Resolution Directing Staff To Take Steps To Further Develop And Implement Parking Reforms, Including Related Provisions In The Fiscal Year 2021-2023 Budget, That Support Cost Savings And Community Benefits; And Adopting Appropriate California Environmental Quality Act (CEQA) Findings; And**
- (3) Adopt An Ordinance Amending Oakland Municipal Code (OMC) Section 10.36.090 To Remove Sundays As Holidays And Thereby Address Inequities And Support Commercial Districts With All Week Retail Friendly Parking Management; And Adopting Appropriate California Environmental Act (CEQA) Findings.**

## **EXECUTIVE SUMMARY**

The City of Oakland's parking and mobility system has been significantly impacted by the COVID-19 emergency. Revenues from on-street metered parking, City-owned parking facilities, and parking citations in Fiscal Year (FY) 2020-2021 are expected to fall about \$20 million from its original projection and will likely take several years before returning to pre-pandemic levels. Parking revenues accrue to the General Purpose Fund, and therefore this shortfall impacts the City's long-term financial sustainability and capacity to deliver services to the community.

In the face of such challenges, the City remains committed to actively managing the parking and mobility system, and the Oakland Department of Transportation (OakDOT) is pursuing a suite of possible reforms that aims to deliver recurring cost savings without a reduction in services. This suite of reforms is intended to effectively build the City's capacity to deliver further community benefits, including a more inclusive and equitable mobility system. Moreover, the combined

City Council  
June 1, 2021

impact of these reforms is estimated to generate approximately \$8.8 million annually based on pre-COVID-19 activity levels.

The parking system reforms (and their recurring fiscal impacts) introduced in this report include:

- Integrating on-street and off-street parking systems, resulting in the removal of expensive gate and ticket systems at many City-owned garages and better utilization of the systems and personnel already supporting the on-street parking system (approximately \$800,000 in annual costs savings and \$400,000 in additional revenues);
- Transitioning to a cashless, pay-by-plate parking meter system using a phased and equitable approach, eliminating the need for costly coin collection and cash handling services and supporting financial inclusion by subsidizing a bank card program so that all Oaklanders can access metered parking, while reducing meter vandalism and theft, and improving parking enforcement efficiency (resulting in approximately \$1-2 million in annual costs savings and additional revenues);
- Implementing all-week retail-friendly metered parking by removing the “Sunday” exception, redressing historic inequities and supporting turnover and parking availability in Oakland’s commercial districts when it benefits them the most (resulting in approximately \$2 million in new parking revenues annually);
- Adding up to 1,000 new metered parking spaces in existing meter zones (resulting in approximately \$1.4 million in new parking revenues annually);
- Consolidating parking operations into OakDOT, providing much needed support for the Parking Citation Assistance Center to improve customer service and inviting Meter Collection Unit personnel to join the Parking Enforcement Unit (resulting in approximately \$1.4 million in annual citation revenue);
- Developing an alternative work schedule for the Parking Enforcement Unit that is both popular among unit personnel and delivers productivity gains to the City (resulting in approximately \$1 million in annual citation revenue);
- Establishing the policy framework to effectively implement the Parking Benefit District concept in Oakland’s commercial districts and other possible areas; and
- Introducing and funding a first-of-its-kind Universal Basic Mobility program, establishing the policy, partnerships and programs to support equitable access to Oakland’s growing number of transportation options.

In addition to providing information on each of these proposals, staff also recommends that City Council take two actions: first, adopt a Resolution directing the City Administrator to include certain provisions in support of these proposed parking reforms in the Fiscal Year 2021-2023 Budget and, second, adopt an Ordinance that would remove Sundays as a holiday and allow metered parking all week.

## **BACKGROUND/LEGISLATIVE HISTORY**

In 1996, City Council adopted a resolution supporting public transit and alternative modes, known as Oakland’s Transit First Policy (Resolution No. 73036 CMS). This policy favors transit and alternative modes over private vehicles to reduce congestion and improve air quality, improve safety for people walking and bicycling, decrease parking demand, reduce individual

transportation costs, and provide a balanced transportation system that supports many modes, making communities more livable.

In 2009, City Council repealed O.M.C. Section 10.36.080. This section formerly set aside parking meter revenues for a "Parking Meter Fund" or "Traffic Control Fund." With this repeal, parking meter revenues began to be recorded in the General Purpose Fund. City Council also voted to extend meter hours and increase meter rates across the City as a means of resolving significant budget challenges. However, these changes were repealed following significant community opposition.

In 2013, City Council adopted a set of Parking Principles (Resolution No. 84664 CMS). These Principles provide the foundation for the active management of the parking system and include goals like achieving 85 percent on-street parking occupancy, bolstering the economic vitality of neighborhood commercial areas, encouraging the use of off-street parking lots and garages, and reinvesting a portion of parking revenue directly back to commercial district investments, potentially through Parking Benefit Districts.

In 2016, the newly-formed Department of Transportation's (OakDOT) Strategic Plan was unveiled, including goals for improving transportation choices and minimizing parking demand, congestion and pollution (Vibrant Sustainable Infrastructure #13), and managing public parking to balance the diverse needs of Oakland's visitors, merchants, commuters and residents (Vibrant Sustainable Infrastructure #14).

## **ANALYSIS AND POLICY ALTERNATIVES**

As a result of the COVID-19 pandemic, the City of Oakland and its constituents face many challenges, among them mounting budget deficits and shrinking transportation options. In order to help address this budget shortfall, the City Administrator's Office asked each department to propose potential cost saving measures. In response, OakDOT's Parking & Mobility Division studied a number of potential strategies to reduce operational costs and increase efficiency within the parking system. These proposed strategies present an opportunity to overhaul the City's parking operations and, in doing so, realize significant cost savings while actually increasing the City's capacity to meet the growing transportation needs of all Oaklanders, especially those who are most vulnerable.

Staff recognizes that changes to the parking system must be implemented in conjunction with community support. During the economic recession from 2007 to 2009, the City made the mistake of increasing parking meter rates in an effort to help close a large budget deficit. The public outcry that ensued resulted in the reversal of the rate increases and, in 2010, the dismantling of the City's old "Parking Division" in the Finance Department.

Since then, and especially after the City Council adopted Oakland's Parking Principles (Resolution No. 84664 CMS) in 2013, staff have been working to regain the trust of the community while building capacity to "actively manage" the parking system. At the same time, staff have improved Oakland's transportation options by complementing traditional transit services like BART and AC Transit with shared mobility options including car share, moped share, bike share, and electric scooter share. As a result, staff are now in a position to put

forward an ambitious and principled plan to reform the parking system to contribute millions of dollars to cost reduction efforts while building the City's capacity to deliver new benefits through proven strategies like Parking Benefit Districts (PBDs) and an innovative initiative that aims to deliver Universal Basic Mobility.

To this end, staff have developed a suite of reforms that will be introduced in the following order: (1) On-Street and Off-Street Parking Integration, (2) Cashless/Pay-by-Plate Metering, (3) All-Week Retail-Friendly Metering, (4) Metering Additional Spaces, (5) Parking Operation Consolidation, (6) Alternative Work Schedule for Parking Enforcement Unit, (7) Parking Benefit Districts and (8) Universal Basic Mobility. This informational report supports two recommendations: adopt a resolution directing the City Administrator to continue to develop and begin implementing these reforms; and an ordinance that paves the way for Sunday metering. The proposed resolution would not require the allocation of funds for any proposals; rather, the resolution provides City Council with the opportunity to add proposals of their choice into the budget process for further consideration.

### Suite of Reforms

#### *1. On-Street and Off-Street Parking Integration*

The goal of this proposal is to integrate the on-street and off-street parking programs into a single parking system that is holistically managed and maximizes the City's available parking resources and technology, reducing expenses and making parking easier in Oakland. Historically, the City's parking system has operated as two distinct and separate programs: 1) the On-Street Program consisting of approximately 11,000 single- and multi-space metered curbside spaces and seventeen resident permit parking areas; and, 2) the Off-Street Program consisting of approximately 4,300 parking spaces in City-owned and or operated garages and lots, serving both transient and monthly parkers.

In early November, staff initiated a pilot project at the LaSalle Garage in the Montclair commercial district, demonstrating that City-owned parking facilities can be equipped with and effectively operated using on-street payment systems and resources. Building on the results of this pilot, the merging of the City's public parking garages and lots with the on-street parking system would eliminate costly one-time expenses such as traditional parking access and revenue control systems (PARCS), and ongoing expenses, such as administrative and accounting overhead, maintenance of equipment, and back office labor. The City currently has no reserve to replace costly PARCS and incurs these ongoing expenses through professional service agreements.

Recent developments in both the Off-Street and On-Street programs make it the perfect time to merge the two into a single parking system: 1) in the Off-Street program, aging PARCS, flexible agreements, plummeting revenues (down 70% on average) and operating cashless due to the COVID-19 emergency; and 2) in the On-Street program, new technological capabilities including "smart" credit-card enabled single- and multi-space meters, pay-by-phone mobile app, digital permits, and vehicle-mounted license plate recognition enforcement.

Off-street parking contracts for PARCS and garage administration were recently renewed or extended and include provisions to remove facilities or end agreements without cause or penalties with 30 to 90 days' notice. Staff envisions that future professional service agreements

for parking garages and lots would be designed to provide basic facility services (such as cleaning and landscaping) and to manage much needed deferred maintenance (e.g. elevator modernization and resurfacing) and capital improvement (e.g., efficient lighting systems, electric vehicle chargers, and extended security cameras systems) projects.

By shifting to a gateless/cashless/pre-paid system that uses the same credit-card enabled kiosks and pay-by-phone parking payment systems used on-street, it is estimated that \$4.36 million in annual contract expense could be reduced by as much as \$1.1 million and that pre-paid parking and citations would result in an additional \$1.2 million in revenues (assuming pre-COVID garage occupancy rates). This proposal would require approximately \$100,000 in one-time costs to equip the garages with pay-by-plate kiosks and signage (approximately \$20,000 per facility). The citation revenue assumes two dedicated Parking Control Technicians (PCTs) equipped with Automatic License Plate Recognition (ALPR) vehicles at an annual cost of \$280,000.

### 2. Cashless/Pay-by-Plate Metering

“Smart parking” systems combine credit card and pay-by-phone payment methods, efficient pay-by-plate enforcement, and back office parking management platforms that together support centrally managed meter rate programming, compliance with parking regulations, and various means of communicating with parkers to “make parking easier”. Making the most of the City’s smart parking systems promises to reduce costs and grow revenues, while improving the customer experience when parking in Oakland.

Increasing meter revenue and declining citation revenue is an important measure of parker satisfaction: the easier it is to pay for parking, the less likely that a parker will receive a citation for non-payment or an expired meter. Since installing smart parking meters in 2016, meter revenue has steadily increased and citation revenue from meter violations has slowly decreased (see Figure 1 below).

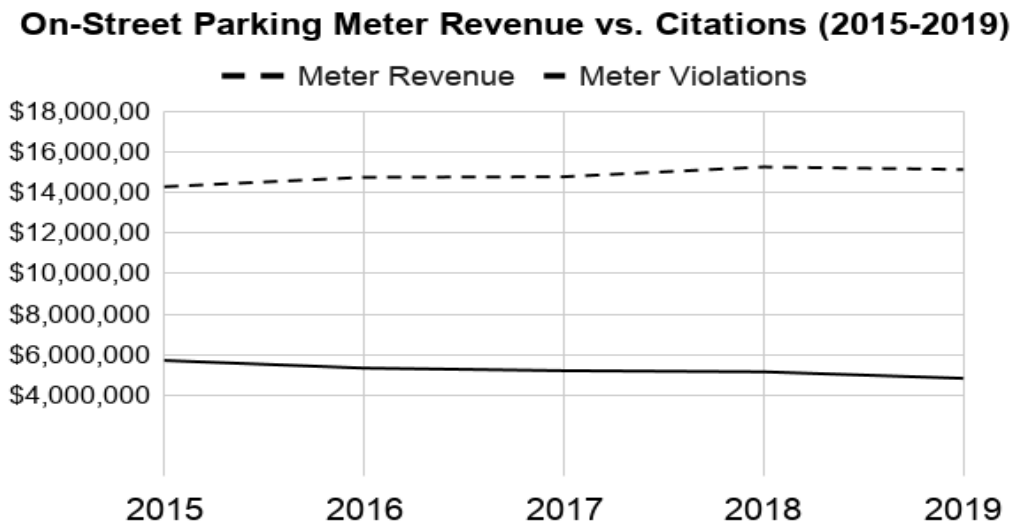


Figure 1 Parking Meter vs. Citation Revenue

Cell phones have largely saturated the U.S. market, with about 92% of adult Americans owning a phone.<sup>1</sup> Since 2011, the City has offered a parking payment option by mobile phone and in 2014 installed credit-card enabled “smart” meters (so that both single-space and multi-space kiosks could accept both coins and credit cards). From 2016 to 2019, cash as an on-street parking meter payment method has declined by approximately 34%. During that same period, cashless payment has grown by approximately 7% (see Figure 2 below).<sup>2</sup> In 2019, meter revenues by source were 70% credit card, 17% by coin and 13% by mobile app payment. This trend is expected to continue, particularly given recent public health concerns in using cash and the nationwide coin shortage during the COVID-19 pandemic.

Parking payment methods

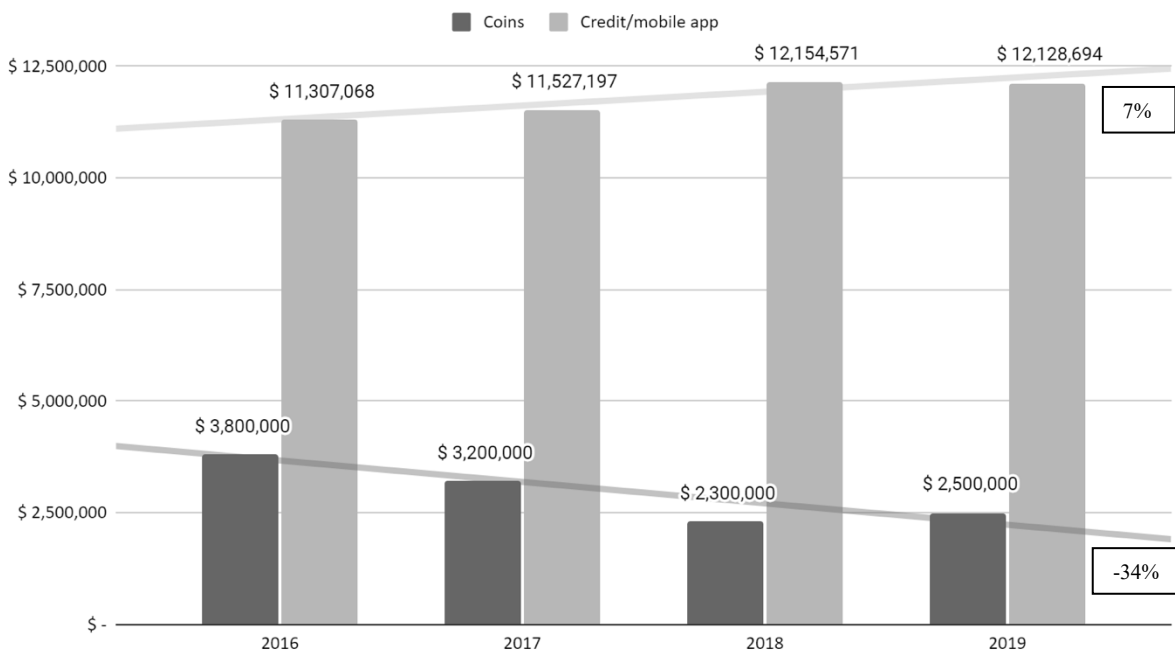


Figure 2: Parking Revenue By Payment Type

While the City collected approximately \$2.4 million in coins from parking meters in 2019, it also spent approximately \$3 million collecting and managing those coins. This means that the City’s coin-based meter payment system is now losing money and requiring subsidization. Further, meters that take coins invite vandalism, which in turn means malfunctioning meters, stolen and or lost revenue, and an inefficient use of valuable curb space in Oakland’s meter zones. In 2019, jammed coins accounted for 13% of OakDOT’s Meter Repair team’s 1,289 total service requests. As a result, paid parking is more difficult for many and puts an oversized strain on the

<sup>1</sup> Pew Research Center. “The Demographics of Device Ownership.” (2015). Available online at: <https://www.pewresearch.org/internet/2015/10/29/the-demographics-of-device-ownership/>

<sup>2</sup> About \$500,000 (3%) of 2019 parking meter revenues have unknown payment methods and thus, are not shown in the Parking Meter Revenue by Payment Method chart.

City's limited parking meter repair resources. Transitioning to coinless and pay-by-plate payment systems would not only eliminate the need for the City's Meter Collection Unit (which currently consists of one supervisor and eight meter collectors) but also significantly reduce the workload on DOT's Meter Repair Unit and the staff time it takes the Finance Department to resolve meter transaction errors and issue refunds.

In 2019, OakDOT purchased five vehicle-mounted ALPR systems. To date, these systems have been used to efficiently enforce time-limited zones (e.g., Residential Parking Permit (RPP) areas and the 3-hr zone on the east side of Lake Merritt). With the pilot at the Montclair garage, staff have demonstrated that the same technology can be used to efficiently enforce paid parking: ALPR-equipped vehicles scan license plates to verify valid parking payments, which can be fed into the compliance system from pay-by-phone apps, pay-by-plate kiosks, or digital license-plate-based permits issued on a monthly or annual basis. Going forward, these same pay-by-plate capabilities can be extended to include on-street metered parking, eventually replacing many of the City's single-space meters and traditional pay-and-display multi-space kiosks, both of which are relatively labor-intensive to maintain and enforce. By going to a coinless, pay-by-plate parking meter system, staff estimates that the City stands to realize \$1-2 million in net annual revenues, the result of eliminating meter collection expenses and a 2-3% increase in revenue from functioning meters. Implementing such a system would require one-time expenses of approximately \$500,000.00 for equipping meters with coin-slot plugs and new parking payment signage.

Staff recognize that this proposal represents a significant change that will impact certain areas of the City and certain groups more than others. Accordingly, staff recommends implementing this proposal using a phased and equitable approach: meter areas would be evaluated and then converted to coinless, while a cash-payment alternative for Oakland's un/underbanked constituents (individuals with limited banking access) is implemented over a two-year period. Areas that currently have relatively low coin usage at meters are candidates for going cashless before neighborhoods with high coin usage (see that map in Figure 3 below). Considerations for going coinless at a later phase include relatively high revenue areas (like Piedmont Avenue) and areas that have a "draw" of vehicles from outside the neighborhood (like Downtown).

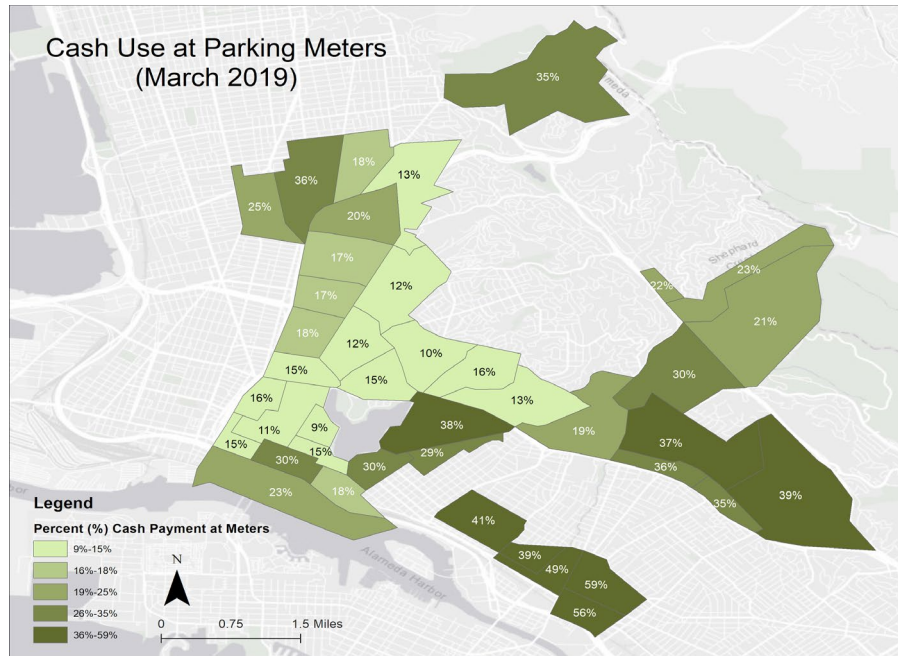


Figure 3: Cash Use at Parking Meters By Area (March 2019)

Neighborhood	Percent (%) Cash Payment	Total Meter Revenue
Lakeside*	9%	\$21,761.50
Grand Lake*	10%	\$78,160.10
Downtown	11%	\$179,897.75
Oakland Avenue/Harrison Street*	12%	\$14,240.25
Piedmont Avenue	12%	\$120,258.10
Trestle Glen*	13%	\$3,888.10
Rockridge	13%	\$66,942.30
Civic Center	15%	\$19,595.25
Northgate/Waverly	15%	\$62,366.20
Adams Point	15%	\$47,994.05

\* These areas are candidates for Phase 1 of implementing this proposal

Figure 4: Neighborhoods with Lowest Cash Payment Use at Meters (March 2019)



As shown in Figures 3 and 4, most neighborhoods in North Oakland, near Downtown, and north of Lake Merritt have relatively low cash use at parking meters. Based on low cash use and relatively low total meter payment, four areas would be candidates for a first phase of implementing this proposal: Lakeside, Grand Lake, Harrison Street, and Trestle Glen. To promote equal access to these areas--regardless of an individual's payment method--outreach and notification of this implementation would extend beyond these areas to residents throughout the City. Notification would include on-street messaging (e.g., meter screens and signage), public information officer announcements and social media, information on the City's website, and merchant outreach.

Crucially, this proposal requires further understanding of how eliminating coins for metered parking may impact residents with limited banking access. According to a 2015 study, of the United States' 328 million residents "70 million Americans do not have a bank account or access to traditional financial services" (Mehrsa Baradaran, *How the Other Half Banks*). These individuals generally have lower incomes than those with full banking access and, as a result, minimum balance requirements, overdraft fees, and service charges have the greatest impact on this group. Moreover, individuals who are young, a minority, female, unmarried, and unemployed are more likely to be un/underbanked than their counterparts.<sup>3</sup> Renters and individuals who identify as Black or as two or more races are also more likely to be un/underbanked. Individuals who are unbanked are less likely to own a mobile phone (63%), compared to individuals who are underbanked (91%). Though smartphone ownership ranges primarily by income, education, and age, about 97% of Americans have a mobile phone.<sup>4</sup> Individuals who are un/underbanked are also more likely to have used reloadable prepaid cards than individuals with full banking access.<sup>5</sup>

In Oakland, unbanked residents make up 9.7% of the City's households, and underbanked residents make up 20.6% of households; both of these groups are higher than their respective national averages. This means that among Oakland's approximately 162,000 households,<sup>6</sup> about 49,000 households have limited or no banking access. As shown in Figures 5 and 6 below, households of color, Black, and Latino residents are overrepresented in both un- and underbanked households in Oakland.<sup>7</sup>

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<sup>3</sup> Baradaran, Mehrsa. "It's Time for Postal Banking." *Harvard Law Review Forum* 127 (2013-2014): 165-175.

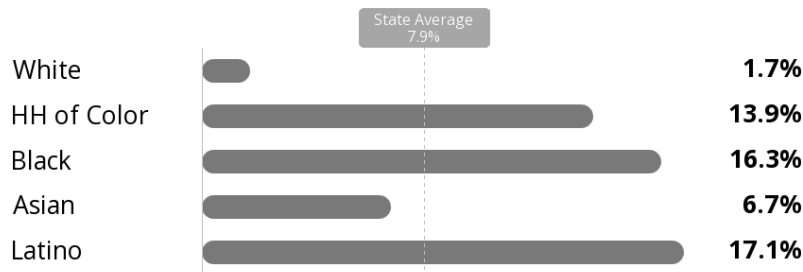
<sup>4</sup> Pew Research Center. "Mobile Fact Sheet." Available online at: <https://www.pewresearch.org/internet/fact-sheet/mobile/>

<sup>5</sup> Gross, Matthew B., et al. "Use of Financial Services by the Unbanked and Underbanked and the Potential for Mobile Financial Services Adoption". Federal Reserve Bulletin. Vol. 98, No. 4. September 2012.

<sup>6</sup> United States Census Bureau. "Quick Facts: Oakland, California". Available online at: <https://www.census.gov/quickfacts/oaklandcitycalifornia>

<sup>7</sup> Prosperity Now Scorecard. "Data by Location: Oakland city, CA". Available online at: [https://scorecard.prosperitynow.org/data-by-location?fbclid=IwAR1CdnI4IKJAY2clAwgD\\_cJq2JL7DNs\\_Z0z23NlnBwXNfrwflQ8862G\\_TPY#city/653000](https://scorecard.prosperitynow.org/data-by-location?fbclid=IwAR1CdnI4IKJAY2clAwgD_cJq2JL7DNs_Z0z23NlnBwXNfrwflQ8862G_TPY#city/653000)

### Unbanked Households by Race in Oakland, CA

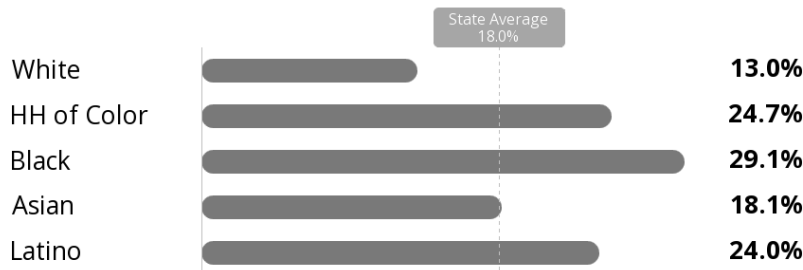


PROSPERITY NOW  
SCORECARD

Source: Prosperity Now Estimates Using FDIC and ACS, 2017

Figure 5: Unbanked Households by Race in Oakland, CA

### Underbanked Households by Race in Oakland, CA



PROSPERITY NOW  
SCORECARD

Source: Prosperity Now Estimates Using FDIC and ACS, 2017

Figure 6: Underbanked Households by Race in Oakland, CA

An equitable approach to going coinless must provide payment alternatives to Oakland’s low-income residents who may have access to a car, but do not have a cell phone, credit card, or debit card to pay parking meters and or cannot afford the luxury of using a pay-by-phone app (which, in addition to the City’s meter fees, charges a user fee for each transaction). Eliminating regressive user fees associated with accessible payment options like prepaid debit cards is a critical component to ensuring this equitable approach.

Three alternative payment options are summarized in the chart below (see Figure 7). **Option A** would rely on constituents using prepaid debit cards currently available through the market (e.g., now available at most grocery and drug stores). While City’s parking meters accept these cards as payment, they also have high fees that the users must bear. For example, a \$100.00 prepaid Visa card at Safeway will cost \$5.95 to activate. **Option B** would provide the same prepaid

cards but with no activation fees to qualifying residents. This option assumes City Council approved funding and the use of designated locations such as the Parking Citation Assistance Center to sell the cards. **Option C** would provide residents with special payment cards that can only be used at the City’s parking meters. This option assumes that the City would purchase these cards from its parking meter vendor and distribute and support them through the Parking Citation Assistance Center. The City of San Diego has gone cashless in one meter area and provides reloadable meter-specific cards (Option C) for their cash payment alternative.

While the geographic distribution of Oakland’s un/underbanked population is unknown, neighborhoods with high cash use at meters and high representation of households of color and Black and Latino residents are expected to use cash more frequently. East Oakland and Fruitvale areas have up to 60% cash use at meters (see Figure 3 above) and would thus be prioritized in outreach for developing and receiving a card-based alternative.

Cash Payment Alternative Options	Benefits	Drawbacks	Level of Cost/Effort
Option A: Prepaid cards	Already high market adoption and usage. Available at many retailers.	High user fees. City has minimal influence over cards and market.	Low – Market-provided option. City would make this option known in this proposal’s notification to public and outreach.
Option B: City-provided prepaid cards with no user fees	Most inclusive and equitable option. Adaptable to fit Oakland residents’ travel needs. Potential utility across several City functions.	Obtaining and refilling cards available only at controlled locations (e.g. Parking Citation Assistance Center).	High – An internal task force or special initiative may be required, plus the cost of purchasing cards.
Option C: Reloadable meter-specific cards	Available through existing meter vendor. No internal development required.	Card use limited only to parking meters. City has limited control of cards’ capabilities.	Medium – City must purchase cards from meter vendor (IPS).

Figure 7: Cash Payment Alternative Evaluation

To both minimize the impact of this parking proposal on un/underbanked individuals and provide them with a general financial benefit that would otherwise be unavailable, staff recommend pursuing Option B. This requires the City eliminating user fees associated with prepaid debit cards. These cards would be accepted anywhere that bank cards are accepted, including at parking meters, and refillable at a variety of locations. City Council could support such a program by funding the cost of procuring and distributing the cards to qualified constituents by

using some of the cost-savings that the City would realize by moving to cashless metering. For example, \$300,000.00 in funding would support a program that distributes approximately 50,000 reloadable Visa cards to Oakland’s unbanked/underbanked households. When fully implemented, staff estimates net gains from expense reductions and increased meter revenues of approximately \$2 million annually.

### 3. All-Week Retail-Friendly Metering

The third proposal in this suite of reforms recommends operating parking meters when such operations stand to benefit commercial districts the most, which in certain areas may include Sundays and shifting meter hours on weekends to later in the evening. This proposal recognizes “actively managing” the parking system, as called for in the City’s Parking Principles, means that both meter rates as well as days and times of meter operations should be monitored and adjusted to ensure parking availability and access to the curb in Oakland’s commercial districts.

At present, meters operate from 8 AM to 6 PM, Monday through Saturday. This “one size fits all” approach fails to recognize that the curb management needs of commercial areas can vary significantly between weekdays and weekends.

Accordingly, staff collected occupancy data over two (2) weekends in April 2021 in five commercial districts in Oakland to compare Saturday parking occupancy with that of Sunday. Blocks with metered parking were surveyed every hour from 10am to 8pm over four (4) days. Occupancy calculations were generated by averaging the results from the two weekends together to smooth out any anomalies in the data.

The study shows that available parking spaces are even more difficult to find on Sundays, when parking is free. Figure 8 illustrates the percentage of times for blocks when parking was “too full”, defined as when a block has greater than 85% parking occupancy for a given hour. This means there is one or no parking spaces available on these blocks. Parking was harder to find in three (3) out of five (5) districts. In the remaining two districts, Grand Lake has a farmer’s market on Saturdays that increases the demand for parking, while Fruitvale’s demand on Saturdays and Sundays differed by only 3%. This was the smallest difference between Saturday and Sunday demand recorded across all five districts.

<b>Surveyed District (10 AM – 8 PM)</b>	<b>Saturday (% of Time Surveyed)</b>	<b>Sunday (% of Time Surveyed)</b>
Fruitvale	<b>61%</b>	58%
Grand Lake	<b>54%</b>	34%
Montclair	43%	<b>52%</b>
Rockridge	38%	<b>43%</b>
Temescal	31%	<b>44%</b>

Figure 8: Percentage of Time When Parking Occupancy Exceeds 85% on Weekends

Within large commercial areas, parking occupancy is influenced by location, as people prefer parking conveniently and close to the restaurant or shop that they are visiting. Figure 9

summarizes average occupancy across all blocks and times surveyed by zones by district sub-areas, with the exception of Fruitvale. Sub-areas were identified based on key patterns of demand; for example, blocks in Grand Lake from Interstate 580 to Mandela saw consistently higher demand for curbside parking than blocks from Mandela to Jean. In Fruitvale, demand was relatively consistent throughout the surveyed area. In most district sub-areas, parking occupancy is approximately the same or greater on Sundays compared to Saturdays. Occupancy exceeds 100% when there are more cars on the block than there are designated spaces, such as when vehicles are illegally parked in red zones or in front of driveways.

<b>Surveyed District</b> (10 AM – 8 PM)	<b>Saturday</b> (average % occupied)	<b>Sunday</b> (average % occupied)
<b>Fruitvale</b>	91%	<b>106%</b>
<b>Grand Lake</b>		
<i>I-580 to Mandela</i>	<b>97%</b>	88%
<i>Mandela to Jean</i>	<b>63%</b>	43%
<b>Montclair</b>		
<i>Core (La Salle, Antioch, Medau, Mountain)</i>	81%	<b>90%</b>
<i>Outer (Merced, Moraga, Lucas, Mountain)</i>	60%	<b>64%</b>
<b>Rockridge</b>		
<i>Alcatraz to Claremont</i>	101%	<b>110%</b>
<i>Claremont to Chabot</i>	<b>64%</b>	63%
<i>Chatbot to Freeway</i>	<b>62%</b>	58%
<i>Freeway to Kales</i>	84%	<b>87%</b>
<i>Kales to Broadway</i>	<b>73%</b>	60%
<b>Temescal</b>		
<i>MacArthur to 40th</i>	67%	<b>80%</b>
<i>40th to 51st</i>	72%	<b>77%</b>
<i>51st to 52nd</i>	35%	<b>48%</b>

Figure 9: Parking Occupancy on Weekends by District Sub-Areas

In addition to these findings, staff also surveyed merchants throughout Oakland to learn more about their perceptions of parking near their businesses. Of the 44 responses received, 24 (57%) merchants were open on both Saturday and Sunday. More availability near businesses, whether for employees, customers, or both, was merchants' top concern regarding parking. Despite the occupancy data indicating that parking on Sundays is generally more full and thus harder to find in four of the five areas surveyed (see Figure 8 above), about 30% of merchants

perceived that parking is easier to find on Sundays than on Saturdays, compared to only 8% of merchants who perceived it was easier to find parking on Saturdays than on Sundays (see Figure 10 below).



Figure 10: Merchant's Perceptions of Parking Ease on Saturday vs. Sunday

Actively managing the parking system supports the economic vitality of Oakland's commercial districts. Metered parking has been an important tool for ensuring vehicle turnover and access to valuable curb space during business hours. Today, most retail businesses and restaurants in Oakland are open on Sundays, and because meters are not operating, the nearby parking supply is often used by employees who have no reason to park at a distance or to commute to work by means other than personal vehicles, limiting access to businesses for customers. All-week retail-friendly metering would support easier parking for customers, thus enacting another of the City's Parking Principles.

Several cities in the Bay Area already enforce parking meters on Sundays to facilitate access to commercial areas and special events. In San Francisco, parking meters stay on every day of the week in Fisherman's Wharf, the Embarcadero, nine off-street parking lots, and during special events at Oracle Park and Chase Center. Similarly, in San Jose, parking meters are enforced daily from 9am to 10pm in its Little Italy District and during special events at the Convention Center, regardless of what day the event is taking place. In 2014 the City of Walnut Creek began to enforce all parking meters daily from 10am to 8pm.

Furthermore, providing free parking on Sundays while other modes of transportation, including public transit, are not free on Sundays has inequitable impacts. In effect, current policy rewards

individuals who have access to or own a personal vehicle without providing any benefit to constituents who do not. This inequity is further entrenched in transit's limited frequency and routes on Sundays. Approximately 17,000 of Oakland's households (7% of total households) do not own a car<sup>8</sup> and may be more dependent on public transit, including on Sundays.

Current policy also rewards individuals who worship on Sundays and provides no benefit to individuals who worship on other days. Of the major religions, Christian worship takes place primarily on Sundays, with the exception of Seventh Day Adventists, who worship on Saturdays. Followers of Judaism worship on Saturdays, Islam on Fridays, and Buddhism and Hinduism throughout the week. Throughout the San Francisco Bay Area, 48% of the region's residents identify as Christian; thus, less than half of the population potentially worships on Sundays. About 15% of the region's residents identify with a religion that is not Christianity and in turn, worship on other days of the week.<sup>9</sup> It is expected that Oakland's population approximately matches the regional average.

Oakland's religious community can be better served through localized active parking management programs. Programs may include changing parking meter hours on streets adjacent to places of worship to allow up to eight hours of free parking on-street, regardless of the day. Staff are working with Oakland's religious community to develop parking programs that will promote access to houses of worship whenever their respective followers convene.

By operating parking meters on Sundays City-wide, it is estimated that the City would see an additional \$2.34 million annually in combined meter and citation revenue, assuming that meters would operate at pre-COVID parking demand levels and would be enforced for the City's current standard of ten hours at utilization levels comparable to Saturdays. Staff recommends that the City take steps to meter parking where and when it stands to benefit its commercial districts most, including Sundays and later into the evening. Doing so would support the use of sustainable transportation choices, reform a parking policy with inequitable impacts, and improve access to the curb during peak weekend times. To ensure equitable access to places of worship every day of the week, staff recommends implementing localized active parking management programs developed in coordination with and support of Oakland's religious community. Because engaging with Oakland's commercial and religious communities is critical to the success of this proposal, staff recommends that changes be implemented based on a combination of parking system data and community support.

An ordinance removing Sunday as a holiday from O.M.C. Section 10.36.090 is required before the proposed metering could be implemented. Accordingly, staff recommends that City Council adopt such an ordinance. Once this is accomplished, then OakDOT would be able to make recommendations to keep meters on and enforced every day of the week in those areas that stand to benefit most from it, as determined by available data and with the support of key area stakeholders, with City Council review and authorization by future resolution.

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<sup>8</sup> Data USA. "Oakland, CA." Available online at: <https://datausa.io/profile/geo/oakland-ca/>

<sup>9</sup> Pew Research Center. "Religious Landscape Study: Adults in the San Francisco metro area." Available online at: <https://www.pewforum.org/religious-landscape-study/metro-area/san-francisco-metro-area/>

#### *4. Metering Additional Parking Spaces*

Meter parking is a proven means to improve access, promote commercial activity, discourage long-term parking, reduce unnecessary congestion causing greenhouse gas emission and avoid dangers practices such as double parking and the blocking of bike lanes. Parking meters can only be installed in parking meter zones, which are established by ordinance of the City Council (O.M.C. 10.36.140). Currently, there are approximately 11,000 metered parking spaces citywide. Staff estimates that this number represents only about 75% of the total parking supply within existing meter zones. The remaining 25% of spaces represent gaps in the on-street meter system where metering is authorized by Council but has not yet been implemented; the resulting gaps represent thousands of additional meter opportunities and a poor use of valuable curb space.

The Oakland Municipal Code grants the Director of Transportation the authority to install, replace, or remove meters within a parking meter zone (O.M.C. 10.36.141); however, doing so requires resources. To add 1,000 new metered spaces, this proposal requests temporary staffing (to identify meter opportunities, do outreach to commercial districts and abutter businesses, draft associated work orders, and oversee the implementation of new meters) and contract capacity (for procurement and installation of parking kiosks and signage). Spaces with a demonstrated on-street parking demand will be prioritized.

This proposal would require a one-time investment estimated at \$1 million (assuming a multi-space kiosk strategy). Each metered space is expected to generate on average \$1,500 in meter payments and \$400 in citation fines annually. Assuming that this expansion of metered parking is cashless (avoiding the added expense of meter collection services) and largely pay-by-plate (making enforcement more efficient), the on-going expenses to support the new meters--including maintenance, enforcement and transaction fees--are estimated to be \$500,000, for a combined net gain of \$1.4 million annually.

#### *5. Parking Operation Consolidation*

To fully realizing the cost savings and revenue gains of the previous parking proposals, steps need to be taken to increase staff's capacity to manage the system, to maintain assets, to enforce regulations, and to provide enhanced customer service. The fifth reform in this suite of proposals aims to build those capacities by reassembling the pieces of the former Parking Division into a single division within DOT.

When fully implemented, the cashless meter proposal described above would effectively eliminate the City's need to have a Meter Collection Unit. Other proposals—including the integrating off-street and on-street parking, operating meters on Sundays where it is needed most, and expanding the number of metered parking spaces—will require additional resources for parking enforcement. In response, staff recommends that the nine full-time equivalent positions in the Meter Collection Unit be reclassified to Parking Enforcement classifications.

By reclassifying the eight Meter Collectors as Parking Control Technicians (PCT), the Parking Enforcement Unit will have the resources it needs, but will need to cover existing beats and meter zones, as well as the additional enforcement responsibilities that would come with the other proposals. While the fully loaded cost of a PCT is approximately \$130,000 (including overhead, vehicle and equipment), each PCT generates an average of \$300,000 per year in



citation fines. The eight new PCTs in this proposal are estimated to net \$1.4 million in annual revenue.

Similarly, the Meter Collection Supervisor position could be converted to a Parking Enforcement Supervisor I position, bringing the total frontline supervisors to five. Doing so would provide much needed supervisory support for the unit, not only given the additional PCTs resulting from the Meter Collector conversion, but also restoring the number of supervisors that once supported the unit and thereby bringing the supervisor-to-technician ratio more in line with industry standards by going from 1-to-15 to 1-to-13.5. This conversion is complicated by the fact that the salary scale for the Meter Collection Supervisor classification is approximately 15% above that of the Parking Enforcement Supervisor I classification.

What units remain of the former Parking Division are the Parking Citation Assistance Center (currently in the Finance Department), the Abandoned Vehicle and Scofflaw Boot Programs (currently in the Oakland Police Department), and the Meter Repair Unit (currently in OakDOT's Safe Streets Division). While daily and at times, extraordinary efforts have been made to effectively coordinate these functions across departments and divisions, these efforts remain largely uncoordinated and reactive. The City's Parking Principles call for the "active management" of the parking system has resulted in concerted efforts within OakDOT to ensure that parking operations are contributing to City-wide initiatives that include racial equity, environmental, economic, and public safety objectives. Fragmented management of the parking system results in barriers to effectively contributing to these City-wide initiatives and goals. Staff recommends that all four of these functions be reorganized into OakDOT's Parking and Mobility Division. This proposal would support staff's ongoing efforts to increase revenues, reduce expenses, realize operational efficiencies, improve customer service, manage assets, maximize value of vendor services, and, crucially, increase access to and use of affordable, clean, safe transportation alternatives to privately owned vehicles.

Such a reorganization will require a coordinated effort across departments. Preliminary discussions have occurred as part of the City-wide Budget process. To move this proposal forward, the City Administrator would need to direct and oversee an inter-departmental department effort between Finance Department, Oakland Police Department, and OakDOT, in addition to engaging with Services Employees International Union (SEIU) and the International Federation of Professional and Technical Engineers Local 21 concerning changes impacting represented classifications and incumbent employees. A concerted effort should ensure that the goals of the reorganization are clear, that a fair and seamless transition is facilitated, and that a greatly expanded Parking & Mobility Division is sufficiently resourced to ensure its success.

#### *6. Alternative Work Schedule for Parking Enforcement Unit*

OakDOT's Parking Enforcement Unit would play a critical and growing role in implementing a number of the above proposals. To meet the City's expanding enforcement needs, the Parking Enforcement Unit could add new positions (as discussed above), but also increase its capacity by adopting an alternative work schedule. Currently, the unit is staffed and organized to enforce meters and other general parking regulations Monday through Saturday using five-day work schedules, with one shift working Monday-Friday and another working Tuesday-Saturday. Enforcement of street sweeping maps occurs seven-days a week across two shifts, one day-time Monday through Friday and one every night.

Over the past several years, the City has met the growing needs to enforce parking regulations on Sundays such as red flag days during fire season and the Lake Merritt weekend no parking zone using overtime. While cost recovering (as citation revenue is usually five or six times the cost of overtime pay on a typical Sunday), using overtime as a means of staffing Sunday shifts is relatively costly as well as unpredictable (as the overtime shifts are voluntary).

Alternatively, the unit could reorganize its shifts and coverage using an alternative work schedule based on four ten-hour days on and three-days off. By developing and adopting a modified work schedule, the unit expects a bump in productivity estimated to be approximately 5%, this as a result of PCTs spending more time in the field (32 hours vs. 30 hours per week) and less time in line up (8 hours vs. 10 hours per week). By using a schedule based on 4-day/10-hour shifts, the City could expect to see increased revenues from parking citations by \$1 million annually (based on pre-COVID activity levels).

Informal surveys of Parking Enforcement staff have shown strong interest in the 4-on/3-off work schedule concept. If this proposal is pursued, the City Administration and OakDOT would need to confirm this interest by formally engaging effected employees and their unions. Assuming that the results of that coordinated effort confirm that this is a “win-win” arrangement, staff will develop a detailed schedule based on current and anticipated staffing levels. If necessary, staff will to accommodate those Parking Enforcement personnel for whom an alternative schedule would not work.

#### *7. Parking Benefit Districts*

According to the City’s Parking Principles, “Whenever possible, a portion of parking revenue should be reinvested directly back to neighborhood commercial district improvements, potentially through a mechanism such as a parking benefit district.” A “Parking Benefit District” (PBD) is a geographic area in which a portion of revenues generated from normal parking operations are returned to the district or area to fund improvements that are especially valued by the constituents of that area. Examples of successful PBDs using meter revenues can be found in Pasadena, California; Austin, Texas; and Washington, D.C.

Staff recommend that steps be taken to formalize PBDs and in doing so, adopting this proven parking management strategy to fit not only the City’s commercial districts, but also mixed-use and even residential areas. This would be done by reinvesting a portion of revenues generated from parking meters and citations back into the areas where those revenues are generated. This could be done by appropriating and directing funds for approved uses to business improvement districts (BIDs) or other qualified neighborhood organizations such as chambers of commerce and community-based organizations.

Benefits may include enhanced cleaning services and sidewalk repairs, purchasing and operating vacuum equipment to clean around parked cars (to reach where street sweeping equipment cannot), and other projects valued by the community. In Pasadena, California a sticker on parking meters publicizes the PBD’s investments--lighting, signage, benches, and paving--in the city’s historic core. If a PBD were adopted in the Lake Merritt area, for example, benefits may include restrooms, park maintenance and cleaning, and park rangers. Leaders from Oakland’s commercial districts see PBDs funding the following kinds of projects:

- In the Lakeshore Ave district, deferred maintenance needs of the City-owned garage;

- In Jack London, the replacement of district signage, the installation and maintenance of street amenities, and beautification efforts; and
- In Temescal, the continuation and/or subsidization of the Flex Streets Initiative.

To make the possibility of PBDs a reality and ensure that funds are used appropriately, staff recommend a process that is analogous to establishing or extending a Resident Permit Parking area, but with the petition process beginning with the Councilmember (see Figure 11 below).

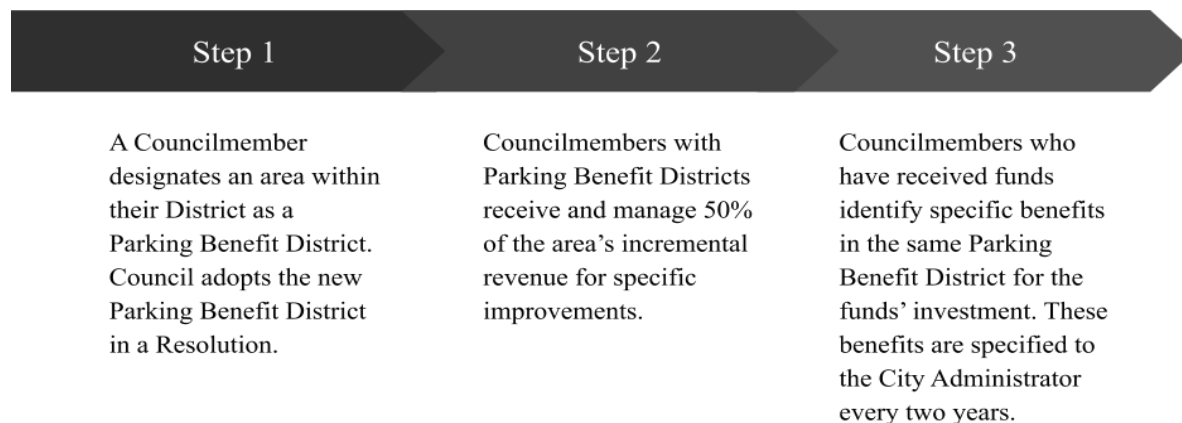


Figure 11: Parking Benefit District Formation

In this process, Councilmembers and their constituents take the lead in defining districts and their funding priorities, while baseline and incremental parking revenues remain within the City's authority. To facilitate the budget and planning process, staff recommends that revenues generated over an initial two-year period be appropriated and available for a district's use during the following two-year period.

This recommendation seeks to establish a robust policy framework for the creation and operation of PBDs in Oakland, increasing opportunities for the City to invest in local, community-led investments. Notably, this recommendation does not divert any "existing" funds away from the City's General Fund; rather, it appropriates 50% of incremental revenues where a PBD is located back to where the additional funds were generated. Baseline revenues would exclude new proposals; thus, community benefits would be maximized through the passage of this suite of reforms. Given the current financial crisis, staff recommend that City Council take steps to put the policy framework in place so that PBDs can be created and ready to function when the economy recovers.

#### 8. *Toward Universal Basic Mobility: Oakland+*

Staff envisions a system of policies, partnerships, programs and support services that would ensure an equitable level of mobility for all members of the community, especially those who have been, and continue to be, denied such a right. Such a system promises what is increasingly referred to as "Universal Basic Mobility". A portion of the parking reform's savings can be annually reinvested into Oakland's mobility system to ensure that all Oakland residents benefit from a comprehensive parking and mobility system that is both actively and equitably

managed, with the result that financial and other barriers to mobility are lowered, if not removed entirely.

At present, OakDOT staff are implementing a grant-funded project called the “Oakland Mobility Transportation Demand Management” (OakMob TDM). Funded by a grant from the Alameda County Transportation Commission, this project aims to increase transit, walking, bicycling, and shared mobility trips in East Oakland by distributing financial incentives and marketing alternative modes of travel like AC Transit, BART, bike share, and scooter share. As part of OakMob TDM, financial incentives will be available to program participants through specially procured prepaid debt cards that are restricted so that funds can only be used to purchase passes or trips with public transit and shared mobility operators.

These restricted cards also provide staff with the opportunity to pilot the use of prepaid debit cards to support equitable access to Oakland’s parking and transportation system. Notably, lessons learned from this pilot would be applied to further developing and procuring the Cashless/Pay-by-Plate proposal’s recommended cash alternative, City-provided (unrestricted) prepaid cards with no user fees (Option B).

OakDOT staff have come to see the OakMob TDM project as a pilot or proof of concept. In doing so, they are shaping the project in ways that not only make the most of the grant funds and meet the grant requirements, but also building the capacity to scale the project into a sustainable program that points toward Universal Basic Mobility. Adding the equity initiative described above that would use cost savings from moving to a coinless meter system to put reloadable Visa cards into the hands of Oakland’s 50,000 financially vulnerable households, would make the Universal Basic Mobility not only a worthwhile vision but an attainable goal.

### Summary

If the parking reforms put forward in this report are fully implemented, the City stands to realize approximately \$8.8 million in net new revenues annually. It could then sustainably fund a Universal Basic Mobility program by committing a percentage of these revenues. Implementation would be equity-driven and prioritize direct subsidies to residents of Oakland who live in the high and highest equity priority areas (as indicated in the DOT Geographic Equity Toolbox). Such a program would afford the City the opportunity to address critical historic inequities that have disproportionately impacted Black and Latino residents’ mobility and access to opportunities. It would help realize the potential of Oakland’s rich transportation system to be an engine of physical as well as economic mobility. Staff have come to call and propose to brand this first of its kind parking and mobility program *Oakland+* ([www.oakland.plus](http://www.oakland.plus)).

### Options

The parking reforms presented in this report are intended to be enacted as a suite in order to realize the full benefits; however, City Council may choose to support all proposals, a select subset, or provide staff with another direction on proposals. The resolution accompanying this report is intended to act as a statement of Council’s support and direction to staff and if approved, consider proposals within the context of the budget process. The proposed resolution does not request the appropriation of funds, expenses or revenues, for any of these proposals.

Potential actions for enacting the Oakland+ parking proposals are summarized in Figure 12 below.

Notably, while this suite of reforms has been developed, the On-Street and Off-Street Parking Integration proposal and elements of the Parking Operation Consolidation proposal have already been included in the Fiscal Year 2021-2023 Proposed Policy Budget.

	<b>Purpose</b>	<b>Adopt</b>	<b>Do Not Adopt</b>
<b>Resolution</b>	Direct staff to further develop and implement proposals, including related provisions in the FY 2021-2023 budget reflecting cost savings and expenses for community benefits.	In whole, as is: Direct staff to pursue all proposals and community benefits, except the All-Week Retail-Friendly Metering Proposal;  <u>OR</u> In part, amended: Direct staff to pursue select proposals and community benefits, including possible modifications.	No future changes.
<b>Ordinance</b>	Remove Sundays as parking meter holidays from O.M.C. Section 10.36.090.	Direct staff to develop future resolutions to: 1) propose metered parking on Sundays in districts that would like to opt in to metered parking on Sundays, 2) propose employee parking options in districts with metered parking on Sundays, and 3) propose mitigations that support access to houses of worship when services are held.	Sundays remain meter holidays.

Figure 12: Summary of Council Options for Enacting Oakland+ Proposals

**FISCAL IMPACT**

The fiscal impact of each proposal, including net revenue gain, was explained in the Analysis and Policy Alternatives section above and is summarized in Figure 13 below.

Parking Reform Proposal	One-time Expenses	Annual		
		Decreased Expenses	Increased Revenues	Net Fiscal Impact
1 Integrated Parking Garages	\$100,000	\$800,000	\$400,000	\$1.2 million
2 Cashless Parking Payment System	\$800,000	\$1 million	\$340,000	\$1.34 million
3 Sunday Metering	--	--	\$2.34 million	\$2.34 million
4 Metering Spaces	\$1 million	-\$500,00	\$1.9 million	\$1.4 million
5 Parking Op. Consolidation	\$800,000	\$200,000	\$1.4 million	\$1.6 million
6 AWS for Parking Enforcement Unit	--	--	\$1 million	\$1 million
7 Parking Benefit Districts (PBD)	--	Contingent on PBD funding	--	Contingent on PBD funding
8 Universal Basic Mobility (UBM)	--	Contingent on UBM funding	--	Contingent on UBM funding
Total Combined	\$2.7 million	\$2 million	\$6.83 million	\$8.8 million

Figure 13: Fiscal Impact Summary

**PUBLIC OUTREACH / INTEREST**

Staff conducted outreach to seven of Oakland’s Business Improvement Districts (BID), Chinatown Chamber of Commerce, and BID Alliance to solicit feedback on these proposals. These organizations are helping to further this effort by distributing a formal survey to their member businesses and organizations. Staff are also coordinating with BIDs to solicit feedback directly from merchants through a survey.

Staff also reached out to eight (8) houses of worship in or adjacent to metered parking areas where weekend occupancy data has been collected to better understand their parking needs and solicit feedback on these proposals, particularly the All-Week Retail-Friendly Metering proposal. Staff heard back from leadership at two (2) of these houses of worship, including the Korean Berkeley United Methodist Church and the Chabad Jewish Center. The Korean Berkeley United Methodist Church’s worshippers primarily drive to service on Sundays from

10am to 2pm. Similarly, many of the Chabad Jewish Center's worshippers drive to services on Friday evenings and Saturdays from 10am to 2pm. Neither house of worship have an off-street parking lot available, staff will continue efforts to contact the remaining houses of worship in metered areas, as well as other houses of worship, as more data is collected for this effort.

### **COORDINATION**

This report and legislation were developed with the assistance of the Finance Department and reviewed by the Office of the City Attorney and Budget Bureau.

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

These actions are statutorily exempt under the California Environmental Act ("CEQA") pursuant to Public Resources Code Section 21080(b)(8) and CEQA Guidelines Section 15273 (Rates, Tolls, Fares, and Charges). CEQA does not apply to the establishment, modification, structuring, restructuring, or approval of rates, tolls, fares, or other charges by public agencies which the public agency finds are for the purpose of meeting operating expenses or obtaining funds for capital projects, necessary to maintain service within existing service areas.

### **SUSTAINABLE OPPORTUNITIES**

*Economic:* the suite of parking reforms put forward in this report would reduce the City's expenses on the parking system, promote access to valuable curb space, and enhance community benefits, thus bolstering the economic vitality of Oakland's commercial districts and other areas.

*Environmental:* these reforms would contribute to reducing greenhouse gas emissions, due to less circling and idling of vehicles searching for parking, and potentially support much-needed services such as trash receptacles and collection that would protect the environment.

*Race and Equity:* these reforms would correct inequitable outcomes in existing parking policies that favor drivers over other road users, provide a City-endorsed cash alternative that meets the needs of un/underbanked constituents, and introduce a Universal Basic Mobility program to reduce financial barriers to accessing opportunity.

**ACTION REQUESTED OF THE CITY COUNCIL**

Staff Recommends The City Council:

- (1) Receive An Informational Report On A Suite Of Parking System Reforms Designed To Reduce Costs While Increasing The City's Capacity To Actively Manage The Parking And Mobility System; And
- (2) Adopt A Resolution Directing Staff To Take Steps To Further Develop And Implement Parking Reforms, Including Related Provisions In The Fiscal Year 2021-2023 Budget, That Support Cost Savings And Community Benefits; And Adopting Appropriate California Environmental Quality Act (CEQA) Findings; And
- (3) Adopt An Ordinance Amending Oakland Municipal Code (OMC) Section 10.36.090 To Remove Sundays As Holidays And Thereby Address Inequities And Support Commercial Districts With All Week Retail Friendly Parking Management; And Adopting Appropriate California Environmental Act (CEQA) Findings.

For questions regarding this report, please contact Michael P. Ford, Parking and Mobility Division Manager, at 510-238-7670 or mford@oaklandca.gov.

Respectfully submitted,



RYAN RUSSO  
Director, Department of Transportation

Reviewed by:

Fred Kelley, P.E.  
Assistant Director

Michael P. Ford, Ph.D.  
Parking and Mobility Division  
Manager

Prepared by:

Kerby Olsen and Quinn Wallace  
Parking and Mobility Division  
Transportation Planners