



AGENDA REPORT

TO: Edward D. Reiskin
City Administrator

FROM: Ryan Russo
Director, Department Of
Transportation

SUBJECT: Parking Reforms for Cost Savings and
Community Benefits – Supplemental
Report

DATE: June 10, 2021

City Administrator Approval

Date: Jun 17, 2021

RECOMMENDATION

Staff Recommends That 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.**

REASON FOR SUPPLEMENTAL

The purpose of this report is to (1) supplement the background information in the original report with a discussion of related work carried out by the Civic Design Lab and Department of Transportation in 2019-2020; and (2) respond to questions and comments from City Council members that were received after the original staff report was published.

(1) CDL-DOT Progressive Parking Initiative

Some of staff's proposed reforms and initiatives came directly from a 2019-2020 collaboration between the City's Civic Design Lab (CDL) and the Department of Transportation (DOT) known as the *CDL/DOT Progressive Parking Initiative* (see **Attachment A**). Using the CDL's "human-centered design process," an interdepartmental working group arrived at a series of recommendations that fell into three general categories: implement focused parking reforms,

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expand and consistently implement the City's Parking Principles, and update fines and fees to align with City's values and policy priorities (see **Attachment A**, pages 27-30). For example, the initiative recommended "divesting from policing by transferring public services from OPD into other departments," a recommendation that is consistent with the Mayor's Proposed Budget that would move the Towing and Abandoned Auto Units from OPD into DOT in Fiscal Year 2022-2023; and, expanding the Parking Benefit District concept "to include other neighborhoods that may be outside of commercial districts" and "include within the meaning of 'parking revenue' both parking fee revenue and citation revenue," which is included in staff's recommendations for establishing a framework for implementing Parking Benefit Districts. Staff view this item and their ongoing parking and mobility policy discussion with the public and City Council as informing future recommendations concerning the alignment of fines and fees with the City's values and priorities.

(2) Staff Responses to Councilmember Questions and Comments

This section provides written responses to questions and comments that staff received from Councilmembers during briefings provided after the original agenda report was published and at the June 1, 2021 City Council meeting.

2.1 On-Street/Off-Street Parking System Integration Proposal

This proposal has been included in the Mayor's Proposed Budget for Fiscal Years 2021-2023. Staff received no questions or comments on this proposal from the City Council.

2.2 Cashless/Pay-by-plate Proposal

Question: The map on page 8 of the staff report shows that the cashless proposal disproportionately hurts Black/African American people, but staff are still recommending it? Those same people, who are underbanked and unbanked, who come downtown and won't be able to pay the meters.

Response: One of the many benefits of going cashless and moving to pay-by-plate is significant cost savings; staff does not recommend that such measures be taken unless and until the City decides to use some of those savings to fund and make readily available alternative payment methods such as no-fee prepaid debit cards (the same cards that are currently available in the market for a fee). The same map that shows where Oaklanders continue to rely on and or value the use of coins for metered parking also shows which Oaklanders stand to benefit most from this new benefit.

Question: How will implementation of this proposal ensure that it will not disproportionately impact Black/African American people in negative ways?

Response: Black/African American Oaklanders are more likely to be unbanked or underbanked than other Oaklanders, and staff acknowledge that there is significant concern about excluding Oakland's un/underbanked residents by moving to a cashless parking meter system. Accordingly, outreach to and education for un/underbanked Oaklanders must be thorough and

ongoing, and available in multiple languages. The staff report details how the Oakland Mobility Transportation Demand Management (OakMob TDM) program, a grant-funded project involving community outreach and the distribution of prepaid debit cards to 500 East Oaklanders, has been designed to build staff's capacity to scale up and deliver similar initiatives. Staff recognizes that such efforts will benefit from ongoing coordination with other departments and initiatives, including the Departments of Race and Equity and Economic and Workforce Development and the Oakland Resilient Families pilot, for example.

Question: Are staff looking into regional efforts to unify payment methods within the transportation system, such as "Clipper 2.0"?

Response: Yes, staff have worked with representatives from both the Metropolitan Transportation Commission (MTC), which manages the Clipper card program, and Cubic, the company behind the Clipper card. According to a 2016 survey conducted by MTC, the number one innovation that Clipper card users wanted was parking payment integration. While staff expect regional efforts to eventually move in this direction, they recognize that local jurisdictions will need to develop and rely on alternatives until a unified payment system is established at the regional level. For example, as part of the OakMob TDM project East Oakland residents will be able to load funds from their prepaid debit cards onto their Clipper cards.

2.3 All-Week Retail-Friendly Metering Proposal

Comment: Though some business leaders may prefer having meters on from 10am to 8pm on weekends, 8pm may be too late for some districts and thus not match demand for the curb.

Response: While some districts may not have parking demand until 8pm, other districts with this demand would be permitted to opt in to implementing this proposal and benefit from better access to the curb, such as during dinner hours. Currently, staff cannot facilitate curb access in districts past 6pm where parking demand continues into the evening. This proposal recognizes that some commercial areas may elect to shift meter hours from 8am to 6pm on weekends to 10am to 8pm instead. Such a shift would require staff to return to City Council with an ordinance amending the Oakland Municipal Codes, section.

Comment: If metering on Sundays, businesses should receive a portion of the revenues.

Response: This proposal is closely connected with the Parking Benefit District (PBD) proposal (see 2.7 below), which proposes an administrative structure for returning a portion of parking meter and citation revenues to the areas where they were generated. Business Improvement Districts (BIDs) or other community groups as defined by the formal structure would be eligible to receive up to 50% of incremental parking revenues for eligible services or improvements to the PBD, such as trash receptacles, benches, and beautification projects. PBDs incentivize stakeholders to embrace proven parking management practices such as flexing meter rates,

providing safe access to the curb for customers and other visitors by ensuring availability and promoting turnover.

Comment: Currently, free parking on Sundays may encourage people to go out on Sundays.

Response: "Free parking" does not necessarily benefit drivers or merchants. When parking is free, people don't have any incentive to move their cars, making it harder for others to find a parking space and limiting turnover. This results in people having to park farther away, longer parking search times, and ultimately greater uncertainty that parking will be available at your destination. Parking spaces also turnover less frequently, which is undesirable for businesses. As part of this effort, staff surveyed five commercial districts on two weekends in April 2021 to assess parking occupancy and demand. Parking demand was higher in four of the five districts surveyed on Sundays, compared to Saturdays, so finding a parking space on Sundays is currently harder than on Saturdays. Parking meters are the City's most effective tool for promoting parking turnover and access to the curb. Thus, turning on meters on Sundays is the best way that the City can manage parking demand.

Comment: The public is used to consistency in the parking system across Oakland, so copious signage seems necessary to implement in an opt-in approach.

Response: Yes, signage will be critical to both continued outreach and implementation of this proposal. As part of the opt-in implementation approach of this proposal, staff would return in partnership with BIDs and other merchant groups to City Council with a resolution detailing current parking patterns and the proposed implementation plan, including signage plans and designs. More generally, there are necessary trade-offs between a parking system where "one size fits all" and actively managing that system, as called for in the City's Parking Principles. The former has the benefit of consistency as parkers can expect the same meter regulations regardless of where they are parking or when they are parking; flexing meter rates by time of day and location will necessarily result in a relatively complex system, so measures must be taken to help parkers navigate different and shifting regulations.

Question: Have staff reached out to individuals and groups who opposed the previous parking changes in 2008?

Response: Staff have briefed and heard from Oakland's BIDs, chambers of commerce, and individuals who were known opponents of the proposed parking changes in 2008. Staff have addressed their core concerns by shaping the proposals accordingly, including refining implementation approaches, collecting parking data, and surveying merchants about their parking experiences. Additionally, staff have proposed changes outside of these proposals where relevant, such as by lowering off-street lot rates where demand is low during weekdays.

Comment: An equity analysis should be done in conjunction with the Department of Race and Equity on houses of worship.

Response: Staff propose to support access to the services offered by Oakland's houses of worship by actively managing the parking supply and curb space around those houses. To date, outreach efforts have focused on thirty-five houses of worship that are located within meter zones. While staff's immediate objective is to understand how metering around houses of worship can support access, whether on Sundays or other days of the week, they are mindful that other needs and issues concerning access will be raised (e.g, the issue concerning pedestrian crossing signals and the challenge they can pose for certain faiths). Staff recommend that this direction be included as part of staff's data-driven recommendations for specific districts to opt-in to all-week metering: any report and resolution that staff bring to City Council for this purpose shall include an equity analysis and parking management plan for houses of worship in the district, developed in conjunction with the Department of Race and Equity (DRE). Alternatively, staff could carry out and bring forward an equity analysis with the DRE on houses of worship as a stand alone item. Staff seeks further direction on this matter.

Question: What is the process for houses of worship to opt-out or opt-in to the religious exemption?

Response: Parking demand and use differs for houses of worship compared to commercial districts, so in this proposal, houses of worship in metered areas are being prioritized for a "carve-out" program. Staff are reaching out to houses of worship in metered areas to determine appropriate measures for such a parking management program. In addition to connecting with the Korean Berkeley United Methodist Church and Chabad Jewish Center, staff have also heard from the Beebe Memorial Cathedral and the Islamic Cultural Center. Both of these houses of worship have off-street lots that fill up during service times. The Cathedral has a shared parking agreement with two nearby businesses and reopened for in-person services on June 6, 2021. At the Center, street sweeping on Madison Street occurs during Friday services, and worshippers have been ticketed on this street in the past. Based on comments heard from houses of worship to date, specific parking needs for houses of worship include low-cost parking that is not restricted by two-hour time limits. Thus, time-of-day pricing without time limits may be best suited for houses of worship in metered areas. In districts that opt in to this proposal, staff will work to make this option known to every house of worship in the area at their times of service.

Question: How will staff define "house of worship," and thereby limit who is eligible for special "carve-out" programs?

Staff's experience with the City's carshare program is expected to inform this effort: the creation of a "Master Residential Parking Permit" (MRPP) in support of that program required staff to establish an application process that results in a "qualified carshare provider" designation; only operators with such a designation are eligible to purchase MRPPs. Staff will work with the City Attorney to make sure that any progress is consistent with local, state and federal laws.

2.4 Adding 1,000 Metered Spaces in Existing Meter Zones

Question: How are we ensuring equity while adding additional meters and enforcement staff?

Response: Within existing approved meter zones, blocks with high parking demand and predominantly commercial frontages will be prioritized for meters, as this will help to ensure turnover and access to the curb where needed. Additional meters will also result in more parking and citation revenue to pay for essential city services that benefit all Oaklanders and fund Parking Benefit Districts. Staff are working to ensure that Parking Enforcement resources are used as equitably as possible throughout Oakland, and current measures such as distribution of street sweeping citations by Council district indicate that resources are evenly distributed (if not equitably). Increasing the Parking Enforcement Unit's capacity, such as through the addition of automated license plate readers (ALPR) and filling of Parking Enforcement Supervisor (PES I and PES II) vacancies, can also help to accomplish this goal. Civil service recruiting processes for both PES I and PES II classifications are underway; staff expects these vacancies to be filled later this summer.

Comment: There's less confidence that parking meters will ensure more turnover due to experience with street sweeping.

Response: Parking meters have been proven to create parking availability and turnover. When utilized in conjunction with effective enforcement of metered zones, these parking management tools result in behavior change over time. Without parking meters, people do not have any incentive to move their vehicles. The street sweeping program is managed by the Oakland Public Works (OPW), with DOT supporting through enforcement of street sweeping maps. Beyond everyday coordination of those efforts, OPW was an important contributor to the CDL/DOT Progressive Parking Initiative, which includes specific recommendations for reforming the street sweeping program to make it more efficient and equitable. OPW and DOT are working together to build on this work and improve the program.

2.5 Parking Operation Consolidation

In the Mayor's Proposed Budget, the Parking Citation Assistance Center (PCAC) and Meter Collection Units would be reorganized from the Finance Department to the Department of Transportation in Fiscal Year 2021-2022. Oakland Police Department units would be reorganized in Fiscal Year 2021-2022.

Comment: When residents contact the Parking Citation Assistance Center (PCAC), their primary concern is handling their citation or contesting their citation.

Response: In any given year, the City issues over 300,000 parking citations in an ongoing effort to enforce parking regulations and promote compliance, all in the interest of public safety, public health and economic vitality of Oakland's commercial districts. While collecting parking fines and fees is the primary function of the PCAC, it is also dedicated to administering the citation

system fairly and efficiently. DOT recognizes the importance of these functions and is committed to helping the PCAC fulfill its administrative duties. Under DOT, the PCAC may evolve into a full-service Parking and Mobility Assistance Center (PMAC), continuing to fulfill its primary function of processing citations but also promoting alternative modes of transportation (for example, walking, biking, transit, and the growing number of shared mobility options) and administering other programs such as the distribution of no-fee prepaid debit cards, if and when such a program is developed. While a formal survey of PCAC staff has yet to be conducted, DOT staff expect such an evolution to be welcome and improve morale, resulting in greater productivity and improved customer service.

Question: Could there be a work option for parking citation payment plans?

Response: At present, the City has no work option for parking fines and fees and there are no plans to establish one. One of the recommendations from the CDL/DOT whitepaper is: "Changing the financial qualification rubric to utilize the HUD standards to more accurately consider the financial costs of living in the Bay Area and for consistency with already existing policies including those utilized by housing assistance programs and the Alameda Superior Court." (see **Attachment A**, pg. 28). With the reorganization of the PCAC to DOT, staff will redouble their efforts to develop plans and recommendations for implementing a progressive parking fine system that is more equitable and can be administered in a cost effective way.

2.6 Developing an Alternative Work Schedule for Parking Enforcement

This proposal does not require City Council action, as the City Administration has the authority to amend Administrative Instruction 504 (AI 504) to include the Parking Enforcement Unit as eligible for the 4-day/10-hour shift structure. Staff received no questions or comments on this proposal from the City Council.

2.7 Parking Benefit Districts

Comment: Parking benefit districts (PBDs) could present an inequity by taking money away from the General Fund, where funds can be used for citywide initiatives, and toward specific areas, which may be more affluent than other areas of the city.

Response: PBDs presuppose the implementation of parking management strategies such as flexible parking meter rates and extended hours of meter operations, both of which increase revenues. PBD would only share a portion of any increase in revenues over a baseline; as such, the successful implementation of a PBD would actually increase revenues to the General Fund. Traditionally, PBDs only reinvest a portion of parking meter revenues, so areas without meters, including large areas of East Oakland and West Oakland, would not be included and not be eligible to share in any net new revenues. A key innovation in staff's proposal is reinvesting a portion of parking meter and citation revenues to the areas from which they were generated. This innovation builds on the City's Parking Principles (Resolution No. 84664 C.M.S.) and the

recommendation provided in the CDL/DOT white paper describing how to expand this principle (see **Attachment A**, pg. 29). Thus, residential and commercial districts without meters can receive up to 50% of incremental revenues to use for neighborhood improvements or initiatives.

Comment: In areas such as District 7, PBD funds may be used for funding youth summer jobs and other job creation initiatives.

Response: Supporting a summer youth employment initiative is a prime example of how PBD funds could be used. Other examples that staff have heard from community members include: community ambassador programs, beautification efforts, street banners with local branding and wayfinding, and subsidized placemaking amenities.

2.8 Toward Universal Basic Mobility

Comment: Though not a parking reform, this proposal could have the biggest impact on Oakland residents. More details should be provided about the pilot, such as eligibility, timeline, and application criteria.

Response: The Universal Basic Mobility pilot is funded by a grant that the City received from the Alameda County Transportation Commission (ACTC) in 2017. Formally known as OakMob TDM, this grant-funded project will be marketed as a Universal Basic Mobility pilot. The goal of this pilot is to increase the use of transit, walking, biking, and shared mobility while reducing the number of single-occupancy vehicle trips along the AC Transit's Bus Rapid Transit (BRT) line. The pilot will use a personalized marketing approach to engage residents along the AC Transit BRT corridor to accomplish the project's goal. Households and businesses in the corridor will be contacted with personalized information, support, and financial incentives to change their travel behaviors. The pilot will feature a prepaid debit card, also known as a "Mobility Wallet," as the primary incentive to ride transit and shared mobility, instead of driving a personal vehicle. Mobility Wallets were selected because the prepaid debit cards provide program participants with the greatest number of options for their travel and empower participants to use both familiar forms of transportation (such as BART) and new forms (such as car share), while helping to accomplish the goal of the project. The Mobility Wallet will be a prepaid debit card with automated restrictions and loaded with up to \$300 over a three-month period. Qualifying program participants may apply to receive a Mobility Wallet after completing a survey that will be available on the UBM pilot's webpage, hosted on the City's website. Individuals qualify if they live or work in the project study area. The survey will be available in Chinese, English, Spanish, and Vietnamese. A total of 500 Mobility Wallets will be distributed.

Additional details on the Universal Basic Mobility pilot, including its proposed use of prepaid cards, will be in an item now scheduled for the Public Works Committee on June 22, 2021. The short title of this item is: "Transportation Demand Management Prepaid Card Agreement." The information learned from OakMob TDM project will inform how the City can develop a long-term

equitable Universal Basic Mobility program. While conceived as a pilot and designed to support elements of staff's broader suite of proposals, OakMob TDM is a standalone, grant-funded project that will be carried out and complete by the end of 2021.

2.9 Other Comments and Questions

Question: How is time of day or variable pricing determined outside of what the businesses think they need?

Response: Meter rates will be adjusted using occupancy data, a data-driven approach known as demand-responsive parking pricing. Rates will be adjusted to achieve a target occupancy of 85%, or one (1) to two (2) spots available on any given blockface. In turn, this will provide customers with access to the curb and create desired parking turnover for merchants. This approach has been utilized in other cities--such as San Francisco, Berkeley, and Seattle--with measured success.

Comment: There are serious equity concerns with the proposals as they leave much of Oakland out. West Oakland and East Oakland do not have Business Improvement Districts (BIDs).

Response: Oakland's parking system is very complex, and the City's Parking Principles call for the active management of that system. For staff, this means that it is no longer acceptable to say that, "One size fits all." The parking needs vary from one Oakland neighborhood to another, and staff are working to build the capacity to efficiently evaluate and effectively respond to those needs. For example, staff's proposal for Parking Benefit Districts (PBDs) proceeds from the recognition that not all areas of Oakland have BIDs; accordingly, staff is recommending that a formalized PBD program not equate PBDs with BIDs. The recommendation to extend the PBD concept to include citation revenue opens up the possibility of establishing PBDs not only in commercial districts without parking meters, but even residential areas that have historically generated a large number of parking citations (e.g., through enforcement of street sweeping maps).

Question: Have you reached out to the Department of Race & Equity (DRE) and what was their response?

Response: DRE is aware of DOTs' efforts to reform the parking system using a racial equity lens. DOT staff have been working closely with DRE for a number of years, developing their capacity to effectively integrate racial equity analysis and objectives into the very fabric of the department's work. For example, all staff who contributed to the development of this item have completed the DRE's "Advanced Racial Equity Academy" and are active members of the DOT's Race and Equity Team (RET). When this suite of proposals was first introduced as part of the DOT's Budget process, a special group of RET representatives was charged with conducting an independent review and equity analysis, identifying areas of concern and proposing recommendations for how to improve proposals by mitigating potential harms to and maximizing the potential benefits for all Oaklanders. For example, that equity analysis resulted in one of the original proposals being withdrawn from the report and substantial changes to many of the others. Going forward, staff plan to use the DRE's *Racial Equity Impact Analysis* framework to

continue developing any and all proposals which the City Council endorses by passing a resolution of support.

Comment: Make sure you reach out to the ethnic chambers of commerce again.

Response: Staff have briefed and heard feedback from the Chinatown Chamber of Commerce regarding the proposals. DOT staff have made repeated attempts to contact representatives of the other ethnic chambers of commerce and will continue to do so.

Comment: No parklets or sidewalk dining in most of D5 (Fruitvale included). Exception is Glenview, but it is demographically different compared to the rest of D5.

Response: The City's Flex Streets Initiative is best suited to address this comment, as this Initiative seeks opportunities to streamline permitting requirements to provide additional space for Oakland businesses to operate as allowed by recent modifications to Alameda County's Shelter-in-Place Order. For

Comment: Concerns about people who pay via ParkMobile and still get tickets.

Response: Individuals who pay with ParkMobile have an active and valid parking session and thus, should not receive citations. The citation system alerts technicians of valid payment sessions. In the case of a system malfunction or technician error, an individual may receive a citation with an active ParkMobile parking session. Parkers who experience such a situation should follow the instructions for disputing a citation available on the City's website. Though these errors are rare, staff understand the seriousness and impact that mistaken citations can bear, particularly for lower-income residents. Staff are working to develop and procure a new and updated mobile parking payment system. The new system aims to allow multiple pay-by-phone providers to operate in Oakland for users' convenience, enhance user privacy and security protections, and support innovations in the parking system overall. This effort presents an opportunity to coordinate parking payment by mobile phone with enforcement. Additionally, the Mayor's proposed budget includes the procurement of additional automated license plate readers (ALPR), which will improve enforcement capacity.

Comment: No parking signs and red zones due to homeless people living in their cars.

Response: DOT Parking Enforcement supports the City's Encampment Management Team by responding to requests for enforcement, coordinating responses with other departments when appropriate, and documenting actions taken in the City's service request system. The current focus is consistently responding to requests for enforcing existing parking regulations, i.e., red curbs, no parking anytime zones, sidewalk and bike lane blocking, etc. Requests for new parking regulations (that would require engineering and the installation of new signs and curb paint) are handled on a case-by-case basis.

Comment: Need for more green zones.

Response: Merchants may request green zones, or other curb colors, through OAK 311. Approved curb colors are offered as a fee-based service, with fees set in the City's Master Fee

Schedule. Green zones have a 12-minute time restriction, unless signed otherwise. Green zones are intended for very short term parking next to businesses with many short trips, such as: dry cleaners, florists, small neighborhood grocery/deli convenience stores, audio-visual repair shops, shoe repair shops, postal shipping centers, and hardware stores. Their purpose is to increase availability of open spaces, reduce double parking, and support the economic vitality of those establishments. Some curb color services, such as driveway tipping, are not currently available due to limited staffing.

Question: How are we managing parking enforcement to ensure equitable service?

Response: Parking Enforcement (PE) is organized into two types of work: general parking enforcement and street sweeping enforcement. The latter cover two shifts, 8am and graveyard, and are overseen by dedicated parking enforcement supervisors for each shift. The supervisors coordinate with Public Works supervisors daily, aligning parking control technicians with brooms, taking into consideration such things as personnel shortages or equipment failure, to efficiently cover the maps for a given shift. When PE is short-staffed (which is the case now due to the pandemic), sometimes staff are not able to cover an entire map on a given day; when this happens, supervisors work with technicians to make sure that a given street is not missed twice in a row. Staff have been doing this since resuming enforcement of street sweeping maps in November and will continue to do so until we are back at full-strength and are consistently able to cover entire maps. The unit is working on bringing the remaining temporary part-time technicians who were released last April back later this summer.

Question: Do the enforcement vehicles have GPS to track location and distribution of parking enforcement?

Response: The most important tracking information comes from the distribution of citations actually issued. Staff are working on a map that they plan to make available online and update monthly so that anyone can search and view citations by code (e.g. street sweeping violations) and area (e.g., neighborhood or Council district). Technicians can also be tracked by citation handheld device and vehicle GPS, although these means are typically only used for training and investigative purposes.

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,



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Attachments:

- A. CDL/DOT Progressive Parking Initiative

