



**MEMORANDUM**

**DATE:** September 5, 2017

**TO:** Carolyn Lehr, City Manager

**FROM:** Charles S. Bryant, Community Development Director

**SUBJECT:** **Resolution Of The City Council Of The City Of Emeryville Authorizing The City Manager To Execute A Professional Services Agreement With CDM Smith For The Emeryville Parking Management Plan Update For An Amount Not To Exceed \$173,253 And Reallocating \$100,000 From The General Capital Fund (Fund 475) Budgeted For The North Hollis Paid Parking And Transportation Demand Management Project (Project Number 18475002) In Fiscal Year 2018-2019 To The Same Project In Fiscal Year 2017-2018**

**RECOMMENDATION**

Staff recommends that the City Council adopt the attached resolution authorizing the City Manager to execute a Professional Services Agreement (PSA) with CDM Smith for the Emeryville Parking Management Plan Update (Plan Update) for a total contract amount not to exceed \$173,253, and reallocating \$100,000 of General Capital Fund money from fiscal year 2018-2019 to fiscal year 2017-2018 in the North Hollis Paid Parking and Transportation Demand Management project in the Capital Improvement Program.

**BACKGROUND**

In September 2006, the City Council and Planning Commission convened a joint meeting to discuss various aspects of parking policy, and subsequently issued a Request for Proposals (RFP) to consultants to provide parking research services. The goal of the RFP was to retain a consultant to conduct a study to establish policies that would:

- Establish goals to reduce solo driving while maintaining economic vitality,
- Improve parking lot/garage maneuverability and efficiency, and
- Coordinate and manage public and private on- and off-street parking.

In March 2007, the City Council and former Redevelopment Agency selected Wilbur Smith Associates (WSA), which has since become CDM Smith, to prepare a Parking Policy and Management Implementation Plan to accomplish these objectives as a pilot project in the North Hollis area. The North Hollis area is generally bounded by Powell Street to the south, the railroad tracks to the west, the Berkeley city border to the north, and the Oakland city border to the east.

WSA presented a “Findings, Analysis and Solutions” report, the first phase of this project, at a City Council study session on May 20, 2008, and suggested possible next steps in implementing the Parking Implementation Plan. At that meeting, the Council directed WSA to prepare recommendations on the implementation of parking pricing, the use of on-street controls, and implementation of a residential parking permit program.

On December 16, 2008 WSA presented the results of the Parking Policy and Implementation Plan for parking management in the North Hollis area to the City Council. At that meeting, the City Council provided additional comment on the Plan, and directed staff to expand the parking study to other areas in the City.

Per the direction of the City Council, the study was expanded to three specific subareas of the City and additional data was obtained in 2009. Those areas were:

- South of Powell: Bounded by Powell Street to the north, 40<sup>th</sup> Street to the south, San Pablo Avenue to the east and the railroad tracks to the west. This area includes Novartis and Pixar.
- The Triangle Neighborhood: Bounded by 53<sup>rd</sup> Street to the north, 36<sup>th</sup> Street to the south, the Oakland city boundary to the east, and San Pablo Avenue to the west. This area is primarily residential with some local-serving commercial.
- North Bayfront: Bounded by the I-80 freeway to the west, Powell Street to the south, the railroad to the east, and the Berkeley city border to the north. This area includes several large multi-family projects, such as Pacific Park Plaza, and various commercial uses.

Within these areas, additional data was evaluated from areas of high parking demand, or “hotspots”, to determine if there were additional areas that would be suitable candidates for a parking management plan. Only one such additional “hotspot” was identified, within the South of Powell area. This hotspot is the area bounded by Horton Street to the west, Powell Street to the north, Vallejo Street to the east and Stanford Avenue/Doyle Street/55<sup>th</sup> Street to the south. It is immediately south of the original North Hollis study area.

WSA completed their analysis and integrated the findings into a final Parking Policy and Management Implementation Plan (PPMIP), dated March 19, 2010. The PPMIP recommended instituting paid parking and utilizing variable pricing for short term (high turnover parking) and longer term (employee parking) in select areas of the City, among other policy recommendations. The analysis also concluded that these actions would be revenue positive for the City.

However, despite the advantages of a variable parking pricing policy, in 2010 the City Council believed that its implementation during the economic downturn would be perceived as a “tax” and could have a negative effect on businesses. For employees and

employers, the loss of free on-street parking would represent an additional financial burden, particularly for businesses that did not have access to off-street parking. In light of this situation, on September 7, 2010 the City Council approved a staff recommendation to delay the implementation of the variable parking pricing policy until the economy had sufficiently recovered.

Despite the reduced urgency, the North Hollis Paid Parking and Transportation Demand Management project has remained in the City's Capital Improvement Program (CIP) since that time. As the economy recovered while parking pressures increased, Economic Development and Housing staff began to restart work on paid parking in 2016.

On August 29, 2016, the Alameda County Transportation Commission (ACTC) issued a call for project nominations for its 2018 Comprehensive Investment Plan (2018 CIP) to program funding anticipated for fiscal years 2017-18 through 2021-22. The City of Emeryville submitted a nomination for the North Hollis Paid Parking and Transportation Demand Management project and was awarded \$930,000 for fiscal year 2018-2019.

On February 21, 2017, the City Council held a study session to provide feedback to staff on various projects in the Capital Improvement Program for fiscal years 2016-2017 through 2020-2021. During this study session, the City Council highlighted the North Hollis Paid Parking and Transportation Demand Management project as a priority, and directed staff to expand the scope beyond the North Hollis area to consider parking management citywide.

In preparation for implementation of the ACTC grant award and the City Council's direction to broaden the geographical scope of parking management, staff asked CDM Smith to prepare a Scope of Work (Exhibit A to the attached Professional Services Agreement) to update and expand the parking study completed in 2010.

## **DISCUSSION**

The final PPMIP recommended specific areas for installation of meters and parking permit programs, outlined a recommendation regarding parking pricing and control within each area, described the type of equipment that could optimally implement the pricing plan, proposed program phasing, and outlined overall administrative requirements for implementing the program.

In summary, the PPMIP recommended the following:

- Implement variable pricing through installation of meters for on-street areas with the following features:
  - Short-term parking in high-turn-over areas. Parking rates start at \$1/hour, increasing every 2 hours.

- An option of long-term meters or long term employee permits in employee and extended-stay visitor areas. Parking rates are recommended at \$0.50/hour.
- No meters or parking restrictions in industrial areas.
- If warranted, expand the residential parking permit area and initiate a limited employee permit parking program.
- Implement bus corridor parking restrictions along Hollis Street during commute hours.

These recommendations will be evaluated against any changes in patterns and overall growth since 2010, and the Marina/Powell Street west of I-80 will be added to the analysis. The updated parking management plan will address four key elements:

1. **Pricing** – The pricing plan developed in 2010 needs to be revisited in terms of the geographic areas and off-street facilities, the pricing strategy and policy, and the plan for pricing implementation. For example, the updated study will include the Emeryville Marina area, which was not included in the 2010 study
2. **Technology** – The technologies that will be used for parking pricing and enforcement need to be identified and an implementation plan developed. Staff is considering use of license plate readers as the Emeryville Police Department currently owns this equipment and this technology is being piloted in Berkeley.
3. **Permit Parking** – The residential parking permit (RPP) guidelines that the City adopted in 2007 and the RPP plan that was presented in the 2010 study both need to be reviewed and refined to address current conditions. This is particularly related to changes in assumptions regarding current enforcement resources and costs.
4. **Management** – The internal structure for the management of the parking program in terms of administration, public communications, maintenance, and enforcement needs to be defined and a revised financial plan needs to be prepared. With the revised financial plan, the City will be positioned to determine the best management plan. Upon completion of the Plan Update, the City will have the option to contract with CDM Smith for implementation services. CDM Smith would then provide support for the implementation of the plan including development of RFPs for technology vendors, assistance with grant applications and development of job descriptions for parking management staff positions. Because the scope of this task will not be clear until decisions are made regarding the types of technology and vendor services that will be procured, a detailed scope and budget is not provided for this task.

As both the adjacent cities of Berkeley and Oakland have progressive parking management programs that impact areas next to Emeryville, it is important to coordinate with these jurisdictions. Public and stakeholder outreach will also be a critical part of the effort.

Project Timeline:

- Initiate Work – September 18, 2017
- Complete Data Collection/Analysis – October 27, 2017\*
- First Round of Public Outreach – November 2017
- Complete Review of Technology and Management Options – December 15, 2017\*
- Submit Draft Report – January 26, 2018\*
- Second Round of Public Outreach – January 2018
- Planning Commission and City Council Review – February 2018
- Develop RFPs and Installation Plans – March-April 2018\*\*
- Issue RFPs and select vendors – May-June 2018\*\*
- Initiate installation and testing – July 2018\*\*

\*Two weeks of city review time is anticipated

\*\* Not included as part of this scope of work

Impact of Implementation of Variable Parking Pricing

There are several benefits related to the implementation of a variable parking pricing policy for on-street parking:

- *Better utilization of off-street parking lots and structures:* Existing off-street parking lots and structures, which may or may not charge a fee, are often underutilized in favor of on-street parking which is currently free and may be more conveniently located. Charging for on-street parking may encourage long-term users (such as employees) to better utilize off-street lots, assuming the public parking fee structure is set so that it is disadvantageous to long-term users relative to the cost and/or convenience of parking in an off-street lot. In turn, this would then make on-street spaces more available to short-term users, such as retail business patrons.
- *Source of revenue for the General Fund/Targeted Investments:* The fees generated by on-street parking, as well as fines generated from enforcement, could also represent a significant revenue source to the City's General Fund. The ACTC grant for the North Hollis area anticipates net revenue would be used for Transportation Demand Management (TDM) investments. To the extent that these investments, such as a yard for the Emery Go-Round, were to be funded by the General Fund, additional General Fund flexibility could be achieved. Also, should revenue exceed initial estimates, this too would accrue to the General Fund.
- *Part of an overall TDM strategy:* The purpose of TDM is to reduce dependency on single-occupancy private cars. Charging for parking is a generally accepted TDM policy, in which users of parking pay at least some of the costs of maintaining those spaces directly. This will help to support the City's other efforts to increase use of alternative modes of transportation modes, including transit, bicycles and walking.

Although capital expenses are fixed, maintenance, monitoring and labor costs will escalate on a regular basis. The parking pricing structure developed by CDM Smith will take this into account and include periodic parking fee increases to address these expense increases. Based on the recommended parking pricing, capital and cost projections, the income could cover the management, operations and replacement costs generated by the program and have net revenue for other uses as discussed above.

## **FISCAL IMPACT**

The North Hollis Paid Parking and Transportation Demand Management project (CIP Number T-07, Project Number 18475002) in the City's Capital Improvement Program includes \$100,000 in General Capital Funds for the Plan Update in fiscal year 2017-2018 and \$1,100,000 for parking infrastructure and technology purchase and installation in fiscal year 2018-2019. In order to accommodate the proposed Plan Update, staff is recommending advancing \$100,000 from the amount budgeted in fiscal year 2018-2019 to fiscal year 2017-2018, for a total amount of \$200,000 in fiscal year 2017-18, which is expected to be sufficient to fund the proposed contract with CDM Smith and any other unforeseen costs. With the award of the \$930,000 ACTC grant for fiscal year 2018-2019, sufficient funds are expected to be available for capital and implementation costs.

## **STAFF COMMUNICATION WITH THE PUBLIC**

Staff has not initiated communication with the public specifically on this topic since 2012, when short term parking markings (green curbs) were installed in prioritized locations identified in the original PPMIP. About thirty questions and complaints were received by staff at that time.

However, at the Small Business Joint Study Session held by the City Council and Planning Commission on May 16, 2017, several participants spoke to the need for parking management and initiation of paid parking.

Given the degree of interest expected on this topic, a significant outreach process is included in the scope of work for the Plan Update, including:

1. **Project Webpage.** The consultant will design a webpage for the Parking Management Plan with general information about the project, a description of the process, meeting dates and materials, and project updates as major milestones are achieved. The website will also offer a quick and easy way to sign up for a mailing list and submit comments or questions.
2. **Online Engagement.** In order to reach a broad base of participants and encourage busy stakeholders to participate in the Parking Management Plan, the consultant will create a customized online comment and discussion forum to supplement traditional community workshops and public meetings. This forum will be used to post discussion questions, prioritization surveys, and/or map-based exercises. The online

engagement tool will provide a broad range of perspectives and community input throughout the planning process.

- 3. Community Meetings.** The scope of work includes two rounds of public and stakeholder outreach. Round 1 would occur after data collection and analysis is complete, and Round 2 would occur when options for pricing, the RPP program and the technologies are evaluated. The consultant will conduct parallel outreach to residents and to businesses/employees. Each round will include one public evening or weekend workshop for residents, and a separate public meeting held during a weekday for businesses and employees.

### **LEGAL CONSIDERATIONS**

The City Attorney has reviewed and approved this staff report, accompanying resolution, and PSA.

### **CONCLUSION**

CDM Smith is prepared to provide the City with recommendations for technology, pricing, and management alternatives needed to implement a paid parking and residential parking management plan City-wide, with the first phase to be implemented in fiscal Year 2018-2019, funded by the ACTC grant. Consequently, staff recommends that the City Council authorize the City Manager to execute the PSA with CDM Smith to update the parking management plan.

**PREPARED BY:** Amber Evans, Community and Economic Development Coordinator II

**REVIEWED BY:** Chadrick Smalley, Economic Development and Housing Manager

**APPROVED AND FORWARDED TO THE  
CITY COUNCIL OF THE CITY OF EMERYVILLE:**



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Carolyn Lehr, City Manager

### **ATTACHMENTS**

1. Resolution
2. Exhibit A, Professional Services Agreement