MEMORANDUM

DATE May 17, 2016

SUBJECT Draft Downtown San Leandro Parking Management Plan

To Whom It May Concern:

The City of San Leandro is pleased to present the Draft Downtown San Leandro Parking Management Plan (Plan). This Plan includes strategies and recommendations to improve parking use and to meet current and future demand in Downtown San Leandro and the surrounding residential neighborhoods.

The recommendations found in the Draft Plan are a response to the needs and challenges of Downtown residents, business owners, and employees voiced at public meetings and expressed through an in-person survey held and administered summer 2015.

Publication of the Draft Plan is an important milestone in the project process. The City is continuing to seek public input and comment to finalize the recommendations and strategies prior to City Council consideration of the Plan in June or July 2016. You are invited to this public meeting:

City Council Work Session
Monday, May 23, 2016
7:00 PM
City Council Chambers
835 East 14th Street

Please send your comments to:

Reh-Lin N. Chen, P.E., PTOE, Senior Transportation Engineer
City of San Leandro
835 E. 14th Street
San Leandro, CA 94577
rchen@sanleandro.org

Your feedback will help shape the Final Plan. The City looks forward to hearing your comments and ideas!

2016

Downtown Parking Management Plan

5/23/2016

CDM Smith

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Downtown Parking Management Plan

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Downtown Parking Management Plan

1.0 Study Background & Purpose

The primary goal of San Leandro's parking study is to understand and analyze various policy opportunities and their impacts on different user groups in the downtown. Based on parking inventory, utilization, and turnover data collected previously, this study analyzes how and where different user groups are parking, and how various policies can be used to improve the efficiency of the parking system for all users.

Parkers in Downtown San Leandro can be divided into partial-day and all-day users, and include BART riders, employees of Downtown businesses and offices, shoppers, and residents of adjacent neighborhoods. Parkers with longer-term parking needs, such as BART riders and employees of Downtown businesses, impact the parking system in specific ways. The 2013 Downtown San Leandro Parking Study Strategies and Recommendations Memorandum showed that adjacent residential neighborhoods experience spillover parking from the San Leandro BART station. In addition, many Downtown employees use time-restricted parking spaces for long-term use, moving their cars to other time-restricted spaces once they reach the parking time limit or taking other measures to evade enforcement. Employee utilization of time-restricted parking spaces reduces the number spaces adjacent to retail and commercial businesses that are intended to be available for Downtown visitors which may potentially negatively impact the sustainability of Downtown customer oriented businesses.

The purpose of this study was to perform more in depth analysis on parking behaviors, to estimate future parking demand and to understand stakeholder needs through a series of community engagement activities. The information collected and analyzed in this process has been used to help shape and develop a new parking management strategy for the downtown.

1.1 Stakeholder Outreach

Stakeholder outreach for the project included workshops with business and resident groups as well as weekday and weekend intercept surveys to capture visitor sentiment. Stakeholder feedback reinforced that there is a perceived challenge regarding the availability of parking in Downtown San Leandro and that identifying potential and appropriate remedies is worthy of the City's resources. As demonstrated in the survey results (*detailed in Appendix A – Stakeholder Outreach Summary*), there are currently a wide range of perspectives regarding pricing and parking time-limits. According to visitors surveyed, parking supply is mostly sufficient if you are a visitor and do not require more than 2 hours of parking. Support for a residential preferential parking (RPP) system by respondents received a forty-one percent approval, with an additional twenty-three percent neutral/no opinion of its effects. Such results, with nearly one in four respondents indicating that they are neutral/no opinion of potential effects of a new parking strategy, indicate that there is a significant opportunity for education. People are unsure how the parking system in the City truly works and could greatly benefit from educational oriented outreach material that bring residents up to speed on existing and future parking issues. The strongest consensus among the stakeholder outreach existed in the following areas:

- Strong support to make changes in time-restricted parking requirements and enforcement;
- Widespread recognition that the City's current parking facilities are underutilized and need improved wayfinding; and
- Observation that current parking management results in difficulty in finding convenient parking during peak weekday noon, weekday evening, and weekend afternoon times.

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1.2 Existing Conditions

The existing conditions for this study are based on the data collected and analyzed for the 2013 Downtown San Leandro Parking Data Analysis. Data was collected by the City of San Leandro using vehicle-mounted mobile License Plate Recognition (LPR) devices and garage-mounted LPRs. Data was collected hourly from 9 AM to 6 PM over two days, including one weekday (Tuesday, September 10, 2013) and one weekend day (Saturday, September 7, 2013). The full 2013 report is provided in Appendix B.

Weekday Overall Occupancy Trends

Weekday occupancy levels experience a gradual increase in the morning hours between 9 AM and 11 AM and then remain relatively constant throughout the day until 4 PM, when occupancy begins to decrease. Among the various parking areas, the periphery on-street spaces experience the highest occupancies throughout the day, peaking at approximately 64 percent, while the core peaks at 52 percent midday.

Weekday Peak Occupancy

The overall weekday peak occupancies are between 1 PM and 2 PM when overall occupancy reaches 55 percent (See **Figure 1** Below). The parking facilities and blockfaces west of East 14th Street experience a high amount of parking demand when compared with those east of East 14th Street, as the majority of blockfaces west of East 14th exceed practical capacity during the peak hour. In addition, the Washington Plaza and Pelton Center facilities on the west side of East 14th Street are the only two off-street facilities to exceed 70 percent. This higher amount of occupancy is because these facilities serve the downtown retail core and the neighborhoods immediately east of the San Leandro BART station are impacted by spillover from BART parkers.

Weekend Overall Occupancy Trends

Weekend occupancy levels experience two different trends for on-street and off-street parking. On-street occupancy levels experience a slight shift in parking demand between the core and periphery, as the periphery observes the higher demand in the morning followed by the core in the afternoon and followed again by the periphery in the late afternoon; overall, occupancy levels remain consistent between the core and periphery at approximately 48 percent throughout the day. Off-street occupancy levels exhibits a single occupancy peak in the afternoon between 1 PM and 2 PM at approximately 47 percent. Overall weekend occupancies do not exceed 50 percent during any time period analyzed.

Weekend Peak Occupancy

The overall weekend peak occupancies are between 1 PM and 2 PM when overall occupancy reaches 48 percent. Although, the Washington Plaza Lot (South) and Pelton Center Lot continue to exhibit the highest occupancies among the off-street facilities during the weekend; generally, the weekend peak exhibits fewer on-street blockfaces exceeding practical capacity west of East 14th Street as compared to the weekday. This validates the earlier observation that the high weekday on-street occupancy west of East 14th Street is likely due to its close proximity to the San Leandro BART station, as commuters may be attracted to free parking near the station. This is not an issue on the weekend when BART does not charge. In addition, the blockfaces with parking meters surrounding the Washington Plaza Lot and the Pelton Center Lot do not experience high occupancy, suggesting that users attracted to the area for retail purposes are not spilling over to the on-street metered parking or to the neighboring blockfaces.

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This is likely because the ease of evading parking restrictions and the sufficient supply in the core lots make parking there very convenient for most users.

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Downtown Parking Management Plan

DOWNTOWN SAN LEANDRO PARKING DATA ANALYSIS

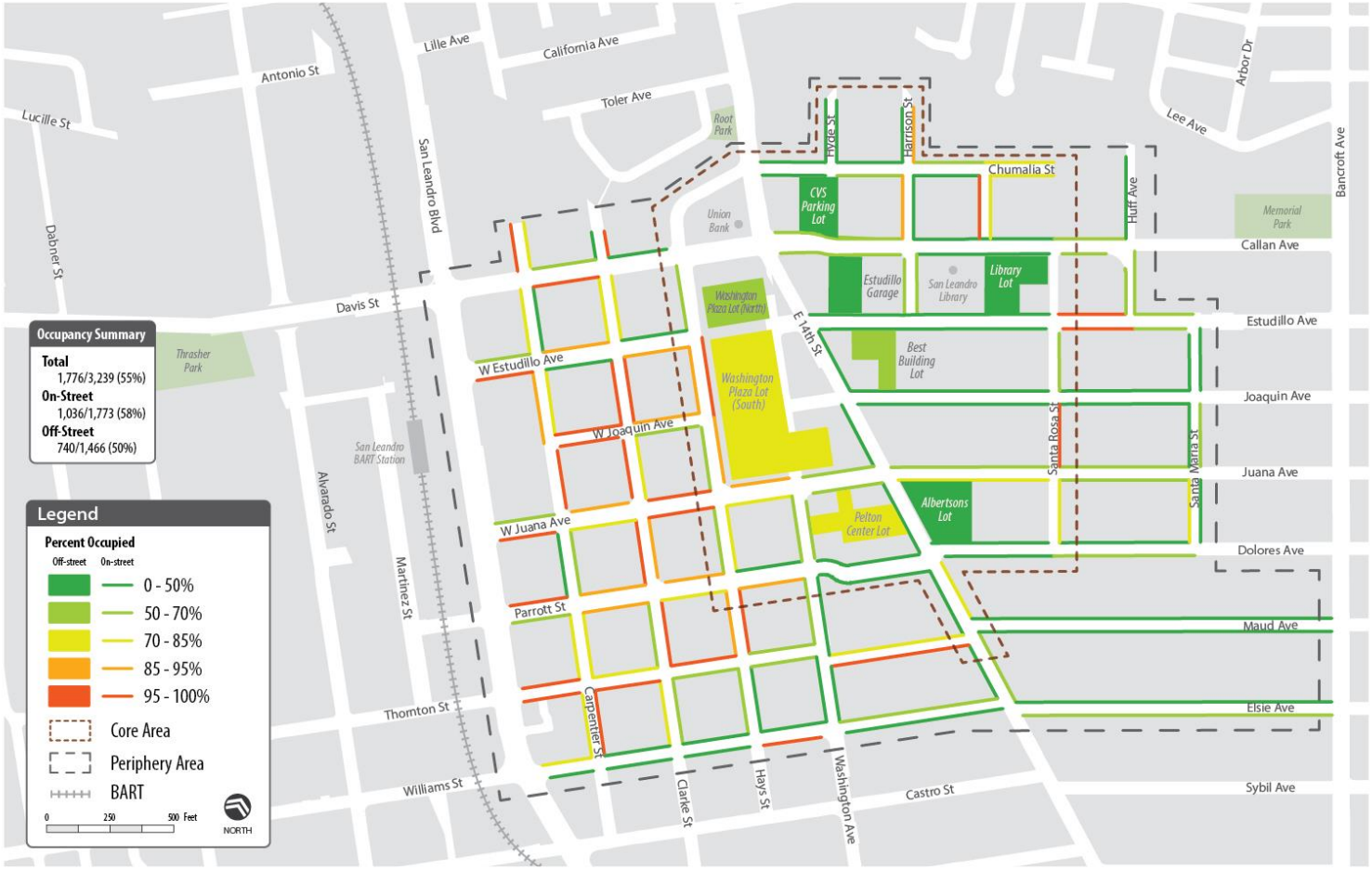

Figure 1
Weekday Peak Hour Occupancy 1:00PM - 2:00PM

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Duration Analysis

The parking duration analysis is presented in terms of observed distribution of "parking events" by length of stay. A parking event is defined as when a vehicle is observed to occupy a single space during one observed time period during data collection.

Table 1 presents the length of stay by space type for the study area between 9 AM and 6 PM for the weekday. The average user parking on-street in the periphery stays for about an hour longer than a user parking in the core area. This is likely due to the higher amount of unregulated parking in the periphery area. Only 50 percent of on-street parkers stay for an hour or less, likely indicating that some on-street parkers are nearby residents or commuters who park in free unrestricted parking areas. Slightly more than three quarters of parkers use off-street parking for an hour or less, indicating that many visitors park in the off-street lots for short visits to nearby retail and restaurants.

Table 1 – Weekday Durations by Parking Type

Space Type/Facility	Total Spaces	Parking Duration (Hours)									Average Stay (Hours)
		1	2	3	4	5	6	7	8	9	
On-Street											
Core	608	60%	12%	7%	5%	4%	2%	2%	4%	5%	2.44
Periphery	1,165	46%	13%	6%	6%	4%	5%	4%	6%	9%	3.30
Total	**1,773**	**50%**	**13%**	**6%**	**5%**	**4%**	**4%**	**4%**	**6%**	**8%**	**3.00**
Off-Street											
Washington Plaza Lot (North)	128	87%	5%	3%	2%	1%	1%	0%	0%	0%	1.35
Washington Plaza Lot (South)	356	86%	6%	2%	1%	1%	1%	1%	1%	0%	1.37
Pelton Center Lot	75	79%	9%	4%	1%	2%	2%	2%	1%	0%	1.56
CVS Parking Lot	111	82%	4%	2%	1%	2%	4%	1%	3%	2%	1.79
Main Library Parking Lot	153	67%	21%	6%	2%	2%	1%	1%	0%	1%	1.65
Best Building Parking Lot	57	69%	7%	2%	6%	2%	7%	1%	3%	3%	2.27
Albertson Temp Parking Lot	202	57%	17%	7%	2%	5%	5%	5%	2%	1%	2.28
Estudillo Parking Garage	384	46%	6%	5%	3%	3%	2%	5%	11%	19%	4.05
Total	**1,466**	**78%**	**8%**	**3%**	**2%**	**1%**	**2%**	**1%**	**2%**	**2%**	**1.76**
Overall											
Total	**3,239**	**65%**	**10%**	**5%**	**4%**	**3%**	**3%**	**3%**	**4%**	**5%**	**2.36**

1.3 Demand Analysis

A parking demand analysis was developed for the purpose of understanding the impact of future development plans on existing parking capacity and infrastructure. The consulting team developed a customized shared parking model based on the Urban Land Institute's (ULI) Shared Parking Manual.

Overall, at the time of data collection, the existing downtown parking inventory within the study area comprised a total of 3,239 publicly available parking spaces. This includes all types of spaces, including short-term and handicap spaces, but excludes parking spaces assigned exclusively with a particular land use. **Table 2** provides existing parking inventory within the study area, as well as parking occupancies during the midday peak (around 12 PM) and evening hour (5 PM) parking periods.

Table 2 Existing On-Street and Off-Street Parking Inventory and Occupancy

Space Type	Day of Week	Inventory	Midday Peak Hour (12 PM) Occupancy	Evening Hour (5 PM) Occupancy
On-Street	Midweek Weekend	1,773	997 (56%) 835 (47%)	923 (52%) 836 (47%)
Off-Street	Midweek Weekend	1,466	740 (50%) 684 (47%)	636 (43%) 525 (36%)
Total	**Midweek** **Weekend**	**3,239**	**1,737 (54%)** **1,519 (47%)**	**1,559 (48%)** **1,361 (42%)**

The total combined on-street and off-street occupancies at the midday peak hour and evening hour remain relatively consistent. Midweek occupancies were at its highest during the midday peak hour at 54 percent; weekend occupancies also reach its highest peak during the midday peak hour at 47 percent.

Future Scenarios

A short term and long term future scenario were developed to analyze parking demand. The short term scenario included the Marea Alta Apartments, the San Leandro Tech Campus, the former CVS Opportunity Site and the Galvan Housing Project. The long term scenario was based on an annual growth rate of 2.1 percent over 10 years. **Table 3** below summarizes the results from the demand-based parking model that was developed for the City of San Leandro's downtown area based on existing land uses and parking occupancy counts. The Parking Model indicates that for the Short-Term and 10-Year scenarios that at no time of day would parking demand exceed 85% of the available supply. For a full discussion of the demand analysis refer to Appendix C.

Table 3 Parking Model Results

Time of Day	Existing September Counts	Modeled Scenario		
		Existing[1]	Short-Term[2]	10-Year
Available Public Parking Supply[3]				
Midweek – Midday Peak	3,239	3,239	3642	3642
Weekend – Midday Peak	3,239	3,239	3642	3642
Peak Parking Demand Scenarios				
Midweek Midday	1,737 (54%)	1,778 (55%)	1,912 (52%)	2,283 (63%)
Midweek Evening	1,559 (48%)	1,598 (49%)	1,732 (48%)	2,050 (56%)
Weekend Midday	1,519 (47%)	1,541 (48%)	1,675 (46%)	1,975 (54%)
Weekend Evening	1,361 (42%)	1,387 (43%)	1,521 (42%)	1,780 (49%)
Additional Peak Parking Supply Required to Achieve 85% Occupancy[4]				
Midweek Midday/Evening	-	-	0	0
Weekend Midday/Evening	-	-	0	0

*Note:
1. Existing scenario parking demand results are derived from the parking demand model; these values differ slightly from the actual occupancies counted since the model outputs do not exactly match actual counts.
2. The 127 additional parking demand for the Marea Alta Apartments is included in the short-term pipeline scenario.
3. The additional supply for short-term and 10-year future scenarios is a result of the construction of the San Leandro Tech Campus's new parking structure which provides an estimated 1,100 new publically available parking spaces less a demand of 601 and loss Martinez Street parking of 96 providing a net 403 spaces.
4. Parking supply shown in these scenarios indicates that at no time of day would peak parking demand exceeds 85% of the available parking supply.

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2.0 Downtown Parking Management Plan

2.1 Program Goals and Guiding Principles

Parking management system program goals and Guiding Principles developed through a community-based consensus building process contribute to a vibrant and growing downtown. Guiding Principles are based on the premise that development of the downtown will require an integrated and comprehensive package of parking strategies to stimulate economic development and redevelopment. The ensuing parking management plan becomes but one critical element of a larger coordinated package for economic growth.

As the result of discussions with City of San Leandro staff and review of input derived from recent public forums, the consultant team summarized the many comments, ideas and themes that emerged from these meetings into a draft set of Guiding Principles**.** The Guiding Principles are designed to steer and inform future decision-making on issues related to access and parking management. Strategically, the principles encourage the use of the City's parking resources to support economic development goals and effectively serve the diversity of people who visit, live near, work, and shop in the downtown. The intent of the plan is to implement parking related strategies, programs and infrastructure development in a manner that serves downtown as a multi-purpose destination and mitigates any impacts on the adjacent neighborhoods.

The Guiding Principles are outlined below. It is recommended that the City adopt a formal set of Guiding Principles for its Parking Management Plan and incorporate those as policy for the operation and management of the San Leandro public parking system. [NOTE: The Guiding Principles are not listed in any specific priority order.]

- **Downtown San Leandro is a valuable community asset**

  Downtown San Leandro is an asset valued by all members of the community, regardless of where they live or work within the City. The entire community will benefit from having a thriving downtown. As such, the City should manage the downtown parking system in a way to optimally support this asset. This includes understanding that while numerous users need parking in downtown, the priority user of the public supply in commercial areas is the customer/visitor who goes downtown to conduct business, shop, dine, and recreate. This type of parker represents a key component of downtown's existing vitality and future growth, and must be accommodated.

  As policy guidance, this principle was formulated to ensure that "the full sign should never go up" when it comes to providing access to customers/visitors in the downtown; those who come repeatedly to shop, dine, recreate, and be entertained. Both the on-street and off-street supply in public ownership should be managed to always maintain available parking for customers/visitors. The general profile of this patron supports short-term stays that result in a high turnover of parking in the district. In the future, it is hoped that the typical customer will stay longer, be willing to walk more, as well as patronize multiple destinations in the downtown. It should be noted that while customers are the priority, employees also play an important role in a successful downtown and need places to park and/or access to transportation alternatives.

- **Simplify Parking Operations**
  - **i. Make Downtown parking user-friendly, easy to access, and easy to understand**

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This principle will require investment in marketing, branding, informational systems, payment systems and other strategies to increase awareness of parking options in Downtown San Leandro and how to use them. There is a need to create greater awareness of public parking opportunities, develop signage and wayfinding systems to reduce searching ("cruising") for parking and make it easier and quicker for customers/visitors to find a parking space and enjoy the experience of recreating, shopping, and dining in Downtown San Leandro.

ii. **Provide a "parking product" in the downtown that is of the highest quality and safety, creates a positive customer experience, and offers a practical solution for employees.**

On-street parking should be uniformly managed and enforced to assure parking is user-friendly and "easy to access and easy to understand." Off-street facilities (surface and structured) should be of uniform quality and identity to create a clear sense of safety, convenience, understandability, and coordination with the surrounding pedestrian environment.

iii. **Simplify internal management of the parking system**

The parking system should not only be user-friendly, but just as importantly be easy to manage and understand for City staff and its private sector partners (property owners, property managers, business owners, business managers). Internal management is based on a clear understanding of the guiding principles and the use of demand, location, time, price, and supply strategies as a package or menu of tools to manage on-street and off-street parking in Downtown San Leandro.

- **Make downtown accessible to all users through multiple modes**

  Increasing downtown trips via transit, bicycling, walking, and ridesharing (as feasible and appropriate) can create significant benefits for the public parking system. Downtown San Leandro is located in an opportune area with convenient access to BART and bus service. Improving multimodal transportation use is especially beneficial for employee trips due to their predictability and regularity. An employee parking a vehicle all day in the public parking supply turns over the space only once in an eight to ten hour period. If that employee were conveniently transitioned to an alternative commute mode, the stall could then potentially turn over up to 5 times with customers/visitors whose average stay is less than three hours. A balanced and multi-modal system of transportation access increases overall "person carrying capacity" to the downtown and supports efficient visitor-prioritized parking systems.

- **Parking system should support downtown businesses**

  Healthy businesses are the cornerstone of a thriving downtown. Parking management must prioritize and value short-term visitor and customer access to allow Downtown businesses to be successful. The consideration of the role of alternative transportation modes, public/private partnership and shared parking usage must become part of the toolbox to help grow existing businesses and to support development opportunities given the high cost of parking.

- **Prioritize residential parking for residents**

  The residential neighborhoods between the San Leandro BART station and East 14th Street are highly impacted by commuter parking and daily employee parking. A residential parking permit (RPP) program with a short time limit may help reduce the impact of spillover parking by commuters in these areas and allow local residents and their visitors access to on-street parking near where they live. The sale of

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permits at a higher cost to non-residents could be considered if there is sufficient capacity. This may include businesses, employees or even BART riders.

- **Manage the integrity of the parking system with an understanding of systemic and fiscal impacts.**

  The public parking system should be managed efficiently and cost effectively. Ideally, the parking system (on and off-street) is managed to cover its own direct debt and operating costs; however, decisions about pricing in the short term will have to balance parking supporting the downtown or covering its cost.

2.2 Program Challenges

The adoption and implementation of a parking management plan is rarely a smooth process. Over time it will require a variety of adjustments and upgrades to program components. It should be expected that there will be a period of adjustment for various stakeholders and users as they acclimate to the program. This includes necessary changes to old patterns of behavior that made the system function sub-optimally. This is why it is important to keep the focus on the guiding principles as the program moves ahead. As strategies are adopted, there are a variety of challenges that will need to be considered and addressed. These include:

Systemic non-compliance – Despite the best efforts of parking enforcement, field observations confirmed that many employees are parking in short-term parking areas and moving their cars every two hours to avoid citations (two-hour shuffle). Some employees have developed their own warning systems to alert others of parking enforcement activities or even go so far as to wipe off chalk or devise other means to avoid parking citations in direct violation of city parking regulations. This behavior occurs regularly in the Washington Plaza where it is regulated as part of Section 504 of the *Maintenance, Operation and Reciprocal Easement Agreement*[1] (MOREA).[2] In some cases, this type of activity is condoned by business owners and managers who often engage in the same practice.[2] There is a perception that others are moving their cars in front of "my business" and taking "my customer" parking, while they also move their car in front of other stores. For best success, the business owners and managers need to become partners in implementation.

Safety – Another challenge is personal safety and the perception of a safe environment in the downtown. This issue is acute during early evening hours and late evening when limited pedestrian activity, low light and nearly empty parking facilities can impact feelings of security. This concern is amplified if someone is new or unfamiliar to the area, leading to a sense of isolation when walking by closed businesses and along empty sidewalks with limited to no pedestrian scale lighting. Poor pedestrian wayfinding and information systems for parking facilities also exacerbate this issue.

Technology Challenges – Advances in technology have had an overall positive effect on parking management and the development of better parking systems in recent years. However, these new innovations can create unanticipated problems as they can add layers of complexity to administration, management and operations, if both the technology and vendor/service provider are not carefully selected. In some cases, the technology may not work in a manner that best serves the customer. The City's mobile LPR and garage LPR units have had some technical difficulties in the past year, resulting in extra labor and the need for hand-chalking and ticketing by the parking enforcement officers. This in turn has made it easier for violations to escalate.

[1] *Maintenance, Operation and Reciprocal Easement Agreement* between San Leandro Plaza Associates and Plaza Partners and City of San Leandro, December 1981.

[2] Confirmed by in-field interview by consulting team on July 24, 2015.

Troubleshooting these problems and making the technology work as intended will be essential for future program success.

Need for simple administrative and payment processes – The project team recognizes that there are limited staff and financial resources available and no one "official" City staff person dedicated to parking. Therefore, as much as possible, it is recommended that solution sets should be developed that make it simple to perform administrative tasks and handle payment processes. This simplicity theme is important not only for the City staff, but also must be easy for stakeholders who rely on parking resources in the project area.

2.3 Recommendations

A. Adopt Goals and Guiding Principles

The City should adopt clear program goals and guiding principles through consensus because they are necessary to guide decision-making for the operation and management of the City's parking program. Furthermore, they will support creation of a parking system that facilitates and contributes to a vital and growing downtown.

Implementation Guidance

- **Immediate**: Conditions exist to move forward immediately
- No special actions required to move forward other than adoption of the parking management plan

B. Refine Organizational Structure

Industry best practices for administration and management of a parking "system" recommends a centralized program of management (on and off-street) under the purview of a professional Parking Manager. The City of San Leandro currently has divided the program administration responsibilities among four departments. While a centralized role like a Parking Manager is typically necessary to manage a growing parking program, the City may consider outsourcing this role to a third party parking management firm with an internal point person to manage the contract. The parking administration duties should be transferred to the Parking Manager and the role expanded to act as the interdepartmental liaison of a formalized City parking operations working group.

The City should also consider the establishment of a Parking Technical Advisory Group or Committee, comprised of a diverse and representative group of downtown stakeholders who routinely review parking issues in the downtown and engage the public to gather input on key parking decisions, to ensure the community is included as a partner in program implementation. Alternatively, the City may consider leveraging an existing organization for feedback such as San Leandro Improvement Association (SLIA).

Implementation Guidance

- **Short-Term:** Conditions exist to move forward immediately (0-12 months):
    - City Staff need to determine responsible department/ staff resource to develop RFQ/RFP for outsourcing program and to serve as contact.
    - It is recommended the City develop and issue a request for qualifications (RFQ) for third party parking management vendors to develop a qualified pool of candidates to interview.
- **Medium-Term Actions** (12-24 months):
    - Other issues that need to be determined include the total parking-related services that should be outsourced such as maintenance and enforcement.

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- Additional outsourcing services may be added to the primary vendor's management contract as an extension or subcontract to additional vendors under their management.
- Selected vendor representative will at a minimum send monthly reports to City staff point person. City staff point person will meet quarterly with downtown stakeholder for input on downtown parking issues.

C. Simplify Parking Time Stays

On-Street: The majority of users in the downtown park less than three hours, per **Table 4** below. The City should standardize all on-street stalls (core and periphery) to 3 hours (See **Figure 2** on the following page). This will simplify the system for the customer and assure a convenient and appropriate time stay. 15/24-minute parking restricted spaces should be allowed only by exception for businesses with a demonstrated need for short, quick visit access (e.g., dry cleaners, ticketing outlets, post office, etc.).

Our experience shows that very short-term parking cannot be enforced effectively and is often abused and misused as a result. For example, sensor data from Downtown San Mateo showed that downtown parking spaces turn over more frequently than manual data could track, and that average parking stays in their 24 minute spaces were on average abused. So, it is best for parking to be left open for flexible use for up to 3 hours.

Data from the City of San Mateo indicated that the average parking session had a duration of 45 minutes and that was due to 30 percent of patrons overstaying the time limit. San Mateo enforcement staff indicated that the short-term spaces were difficult to enforce at such a high rate of turnover, leading to such a pronounced rate of overstays. The observed duration was even higher outside of the downtown core at slightly one hour.

Table 4. Weekday Durations by Parking Type

Space Type/Facility	Total Spaces	Parking Duration (Hours)									Average Stay (Hours)
		1	2	3	4	5	6	7	8	9	
On-Street											
Core	608	60%	12%	7%	5%	4%	2%	2%	4%	5%	2.44
Periphery	1,165	46%	13%	6%	6%	4%	5%	4%	6%	9%	3.30
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Pelton Center Lot	75	79%	9%	4%	1%	2%	2%	2%	1%	0%	1.56
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Main Library Parking Lot	153	67%	21%	6%	2%	2%	1%	1%	0%	1%	1.65
Best Building Parking Lot	57	69%	7%	2%	6%	2%	7%	1%	3%	3%	2.27
Albertson Temp Parking Lot	202	57%	17%	7%	2%	5%	5%	5%	2%	1%	2.28
Estudillo Parking Garage	384	46%	6%	5%	3%	3%	2%	5%	11%	19%	4.05
Total	**1,466**	**78%**	**8%**	**3%**	**2%**	**1%**	**2%**	**1%**	**2%**	**2%**	**1.76**
Overall											
Total	**3,239**	**65%**	**10%**	**5%**	**4%**	**3%**	**3%**	**3%**	**4%**	**5%**	**2.36**

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Downtown Parking Management Plan

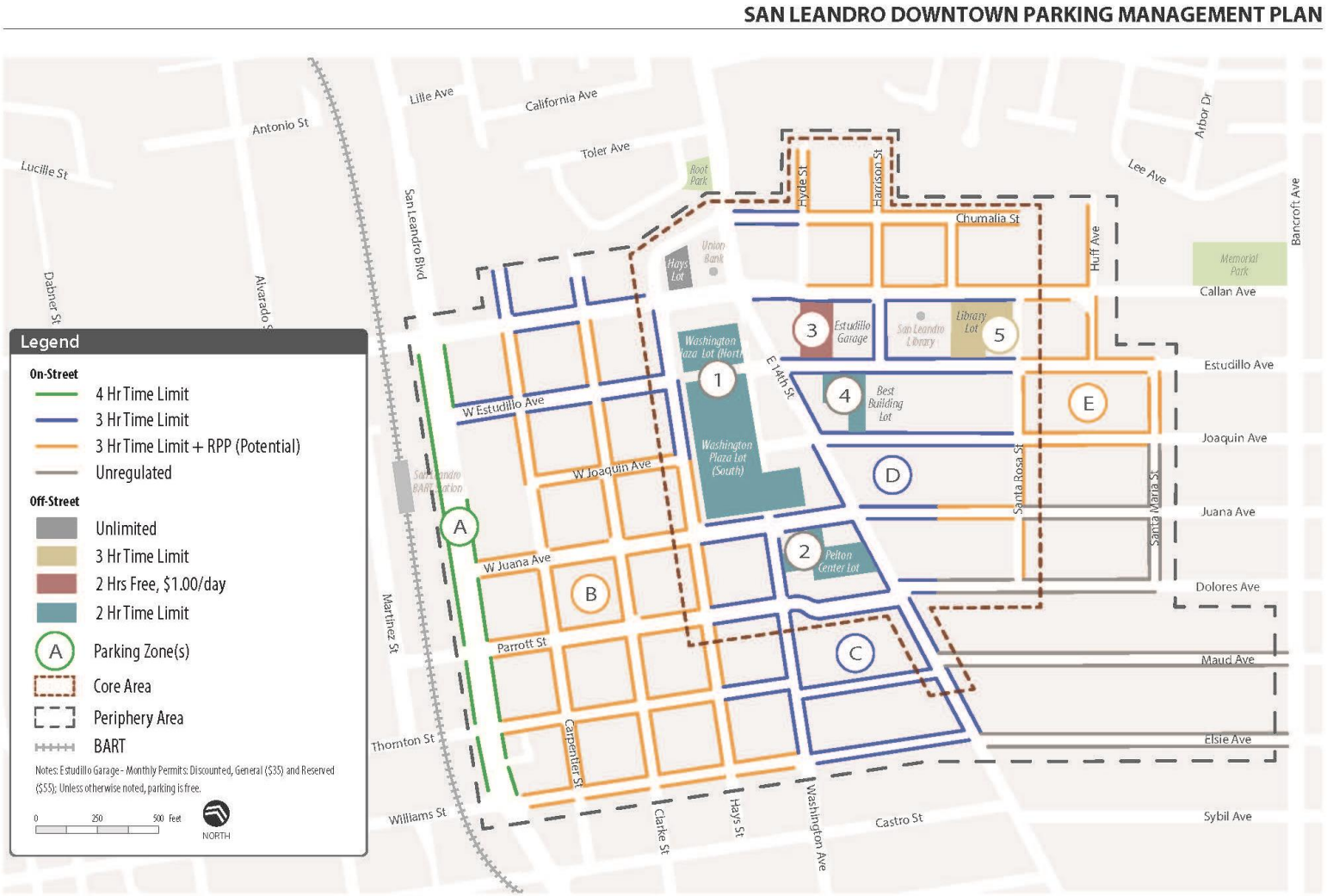

Figure 2
Recommended Short Term Parking Regulations

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Off-Street Parking

Time limits are not recommended to change for any off-street facilities at this time and strategies for off-street facilities are detailed further in the following section.

Implementation Guidance

- **Short-Term Actions:** Conditions exist to move forward immediately (0-12 months)
- **Immediate Steps:**
  - *Establish parking zones* - City staff will need to establish enforcement zones like those delineated on the Figure 2 program maps
    - Off-street: each lot and garage as a different zone:
      1. Washington Plaza (N&S)
      2. Pelton Center
      3. Estudillo Parking Garage
      4. Best Building
      5. Library Lot
    - On-street parking will be separated into the following zones
      A. 4 hour parking on San Leandro Blvd
      B. 3 hour RPP West of E. 14th
      C. 3 hour parking on West side of E. 14th
      D. 3 hour parking on East side of E. 14th
      E. 3 hour RPP East of E. 14th
  - Install signs indicating parking zone areas (See Recommendation G)
  - Develop ***no re-parking ordinance*** for all time-limited parking zones in the Downtown. The ordinance will include citation policy. Using the naming convention the City settles upon (Similar to Figure 2) it will be necessary to make it clear that the downtown parking is based on a zone system. Parkers will be allowed to move and park in other zones during the day– but unable to re-park in the same zone during that enforcement period. The goal is to motivate parkers to park in the Estudillo garage if they need longer than 2-3 hours to park.

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D. Update Rate Policy and Pricing

A survey of parking rates in other Bay Area cities is shown in **Table 5**. Although San Leandro's rates are below the average, it is worth noting that several other cities have elected to not charge for parking at all. Although free parking results in a loss of revenues, it can also encourage increased visits to the area, by eliminating both of cost of parking and the need to navigate a parking payment system.

Table 5 - On-street Hourly Rates – California Cities (Sample)

City	Rate per Hour		
	1 – 2 Hours (short term - primary visitor)	3 – 6 Hours (mid-range stay)	6+ Hours (Long term stay)
Berkeley, CA	$1.25-$2.25	N/A	N/A
Burlingame, CA	$0.50-$2.00	$0.50- $1.00	$0.10-$0.30
Fremont, CA	none	none	none
Hayward, CA	none	none	none
Livermore, CA	none	none	none
Mountain View, CA	none	none	none
Oakland, CA	$2.00	$2.00	$2.00
Pleasanton, CA	None	none	none
Redwood City, CA	$0.50-$1.00	$0.50-$1.00	$0.50-$1.00
Sacramento, CA	$1.50	$1.50	$1.50
Santa Cruz, CA	$0.75	$1.25	$2.00
San Francisco, CA	$2.00 - $3.50	$1.75 - $3.25	N/A
San Jose, CA	$1.00	N/A	N/A
San Leandro, CA	$0.60-$0.75	N/A	$0 - $0.25
San Mateo, CA	$0.50	$1.00	$0.25
Union City, CA	$0.50	$0.50	$0.50
National Average - Per Colliers International	**$1.67**		

Parking Meters: It is recommended that the City should develop a policy reflected in code that includes an 85 percent parking occupancy standard,, minimum schedule for updating inventory/occupancy and routine rate reviews based on operation costs and demand. Based on the parking data shown in **Figure 3** on the following page, occupancies between 9 AM and 6 PM (normal hours of enforcement) do not exceed 85 percent *during enforcement hours*. This trend is consistent by day, time of day and in the on and off-street supplies. Therefore, rate increases would not be warranted, if the 85% Rule policy is in effect for the areas labeled "core zone," "periphery" and "off-street." As a long-term solution, it is recommended that the City consider an expansion of city parking meter installations in to cover the locations as shown in **Figure 4** based on an 85 percent occupancy standard as discussed above. When implemented, it is recommended that the City consider the use of the "smart" meters or pay stations and mobile payment that provide an option for credit card payments and real-time data/information for users, administrators and enforcement personnel.

In the near-term, however, it is recommended that the City make on-street, time-restricted parking free until the 85 percent occupancy threshold is reached. As noted above, current occupancies are well below this threshold. On-street occupancy is low, in part, because the most convenient parking spaces for shoppers in

Downtown San Leandro are free, off-street lots. Due to a long-term contractual agreement with Regency Centers and Safeway, it is not possible to charge for parking at Washington Plaza. As long as the most desirable spots are free and occupancy rates are manageable, it is unlikely that a significant number of parkers will opt for paid spaces, no matter how low the rates are set. Implementation of free on-street parking will also allow the City to defer the process of purchasing and installing smart meter technology.

Although on-street parking is recommended to be free in the near term, the City can reasonably charge for all-day parking in the Estudillo Garage. Secure, all-day parking in the garage offers value for regular parkers that do not have alternative options for all-day parking elsewhere in the Downtown area. To encouraged increased usage of the garage, however, it is recommended that the City reduce rates for garage parking. The area presently suffers from the systemic noncompliance of retail employees that park for extended periods in time-restricted off-street lots. Offering reduced garage parking, coupled with enhanced enforcement of the time restrictions in surface lots, will encourage more employees to use the garage and make the most desirable spots available to shoppers and short-term visitors.

All-Day Parking (top deck): Initially set at $1 per day (reduced from $2.50), with routine rate reviews based on operation costs and demand. This low rate for parking on the top floor of the garage will encourage more retail employees to use the garage. In additional to earning relatively low wages, retail employees are less likely to be able to use monthly permits because they may not work a fixed 40-hour work week or maintain a consistent work schedule. The top deck of the garage currently receives very little usage at the present rates.

Parking Permits: Reduced to $35/month for general access to $55/month for reserved access (from $45 and $70, respectively.) This reduction is recommended to increase garage usage and maintain the value of monthly permits in comparison to the proposed daily rate of $1 on the top deck. An additional option for free or discounted permits is detailed in Section *F. Employee Parking Solutions.*

Figure 3. Weekday Overall Occupancy

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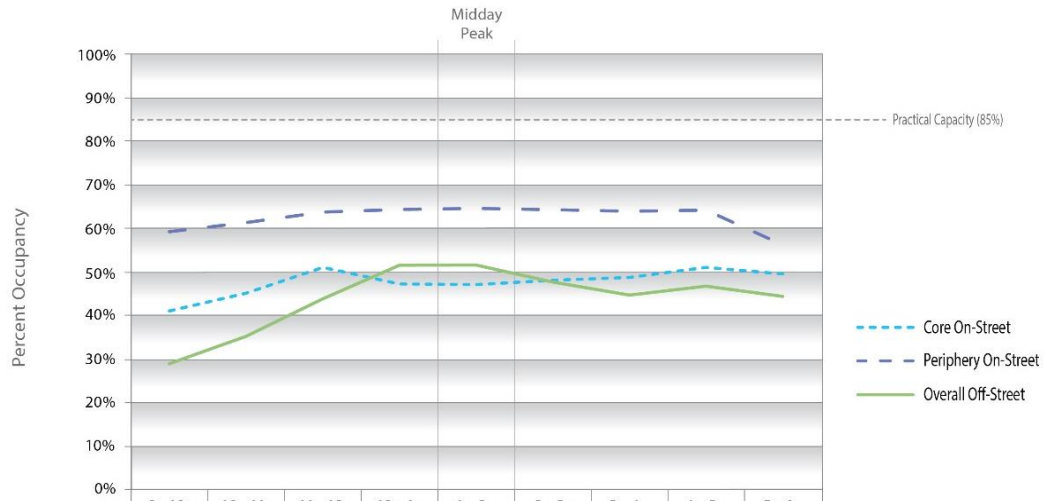

	9a-10a	10a-11a	11a-12p	12p-1p	1p-2p	2p-3p	3p-4p	4p-5p	5p-6p
On-Street Spaces									
Core	41%	45%	51%	47%	47%	48%	49%	51%	49%
Periphery	59%	61%	64%	64%	64%	64%	64%	64%	56%
Overall	53%	56%	59%	58%	58%	59%	59%	60%	54%
Off-Street Spaces									
Overall	28%	34%	43%	50%	50%	47%	44%	46%	43%
All Spaces									
Overall	42%	46%	52%	55%	55%	53%	52%	53%	49%

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Off-Street Parking

The recommended time limits and fees for off-street facilities are summarized in **Table 6** below:

Table 6. Recommended Time Stays and Rates – Off-Street

Facility	Time Limit		Fee	Target
Estudillo Parking Garage	All Day		Monthly Permit ($0/$35/$55) Daily ($1.00)	Permit/day use parking is underused. Low priced hourly parking and free permits for part-time/low income employees provided to attract part-time employees.
	1st 2 hours		2 hours free, $0.25/hour thereafter, extend w/mobile payment	
Hays Lot (Temporary)	All Day		Free	Employees
Library Lot	3 hours		Free	Library patrons, event parking
Washington Plaza Lots, Pelton Center Lot & Best Building Lot	*Option 1*	2 hours	Free	Time limit strongly enforced at 2 hours to free up parking for customers and encourage employees to select other long term parking options
	Option 2	1st 2 hours	1st 2 hours free, $1/hour thereafter – requires pay by plate & pay by phone to extend time beyond free period. Enforcement alerted to LP overstays.	Allows short-term free parking for all, unlimited parking for paying customers.

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Downtown Parking Management Plan

SAN LEANDRO DOWNTOWN PARKING MANAGEMENT PLAN

Figure 4
Recommended Long Term Parking Regulations

CDM Smith

Implementation Guidance

Long-Term: It is recommended to that the City retain this recommendation for a long-term roll-out when the conditions are better suited. Increasing and/or expanding on-street pricing is not advised as an immediate/short-term solution at this time as it would require significant capital investment, and it would not solve the parking demand problem created by shift employees parking in Washington Plaza and commuters parking all day in unregulated residential on-street areas. Additionally, the City is restricted by the MOREA agreement from pricing parking at the Plaza, which would also limit the effectiveness of on-street pricing.

Short-Term Actions: Conditions exist to move forward immediately (0-12 months):

- Put current single space meters out of commission. Consider keeping poles in place until long-term equipment solution is selected.
- Adopt 85% Occupancy Standard for Core zone and off-street facilities in the downtown
- *Develop and Implement Monitoring Plan*
- The City should continue to monitor parking occupancies in the lots, garage, downtown core on-street subsequent to the opening of the BART garage and the Tech Campus. A suggested data monitoring plan is as follows:
    - Weekday and weekend occupancy sampling should be conducted twice per year at the peak hour in the entire downtown study area.
    - Annual data collection including duration analysis should be developed for the entire core area. Consider the following results for implementation of on-street pricing.
    - If durations for Washington Plaza and the on-street commercial areas are meeting existing time limits and core occupancy is under 75%, revisit pricing implementation at next data collection check point.
    - If durations for Washington Plaza or the on-street commercial areas meet or exceed established time limit and occupancy for one or more of these areas is at practical capacity (85%), then downtown is ready to implement on-street pricing

E. Residential Permit Parking

The residential areas bordering the downtown commercial district and also immediately adjacent to the San Leandro BART Station are highly impacted by daily parking activity, most often by commuters who opt to park on-street to avoid BART parking fees or who spill over due to parking constraints at the station. It is recommended that the City develop a residential permit parking (RPP) zones delineated by orientation to downtown. Based on parking occupancy data, two zones should be considered: Downtown West and Downtown East, with East 14th Avenue serving as the border between the two zones. Please refer to **Figure 2** for the recommended RPP block faces. Per discussion in the prior section, it is recommended that the time limit for non-permitted parkers in this area to be three hours. Residents would be issued permits to park in the assigned zone without time limit.

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Implementation of the RPP should be timed to take place only after the BART parking facilities at Marea Alta the San Leandro Tech Campus have opened to ensure that adequate space is available for BART commuters.

Typical RPP Programs allow up to three permits per household and charge a nominal annual administrative fee per permit from $25 to $50/year. Daily and 14-day guest passes are also sold through this program and a limited number of business permits are sold, typically at a 3 to 4X multiplier of the residential permit.

The recommended approach for single family dwellings would be supported by the City's existing municipal code, but is different than that established by the City at McKinley Court, which prohibits all non-resident parking between the hours of 8AM and 5PM on weekdays. Specifically, while the on-street parking in the residential areas surrounding the downtown should be prioritized for residents, it is still an essential element of the overall downtown parking supply. Upon review of Article 3 of San Leandro's Municipal Code, unlimited parking would be restricted for non-residents, to provide the opportunity for residents to park near their homes. Furthermore, Section 6-2-340 of the code indicates time limits may be set by the Engineering and Transportation Director. The code allows for 14-day visitor permits; however, it is recommended that the City establish 1-day visitor permits and consider the establishment of daily business/commuter permits in the code.

- 1-day visitor permits (scratch-off hang-tag): sold to residents in RPP districts for their guests, subject to monthly limit, to be monitored by a designated city department.
- 1-day business/commuter permits (print-out with barcode): sold on-line, availability of permits by zone, to be monitored by the Public Works Department and reported monthly to Finance Department.

The current RPP program does not make accommodations for multi-family/multi-unit buildings. Some cities limit participation of new multi-unit buildings that are self-parked. New developments in San Leandro are being built with lower parking ratios to take advantage of high quality transit and a highly walkable neighborhood. While many residents do take advantage of these amenities, the economic reality of rising rents and housing affordability is also leading to increased instances of "doubling-up" of families in larger units. As such, where vehicles cannot be accommodated on-site, some accommodations should be made for these residents on-street. Unless a development agreement specifically prohibits a multi-family dwelling from participating in residential on-street parking, it is recommended that multi-family and single family housing be held to the same RPP regulations.

Implementation Guidance

Short-Term Actions: Conditions exist to move forward immediately (0-12 months):

- Identify City Department to be responsible for administering RPP program until/unless third party contractor is hired.
- Establish Geographic RPP Zones East and West of E14th Avenue based on map in Report Figures 2 and 4 above.
- Establish fee schedule and enforcement hours
    - Suggested Fees: $25/year

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    - Suggested Hours: M-F 8-6PM
- Establish program for the sale of visitor passes
    - 1 day passes: $1/day
    - Sold to residents only
- Consider establishing a program for the sale of passes to businesses in RPP zone
- Suggested Fees: $100/year
- Link RPP sales to existing on-line permit sales system

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F. Employee Parking Solutions

Downtown stakeholders have indicated that there is not a good parking solution for part-time shift employees in the study area. Because of this, employees take up high demand parking in Washington Plaza, moving their vehicles or rubbing chalk every two hours to avoid enforcement or park in nearby residential neighborhoods. This reduces available parking for patrons to the Plaza, and residential areas and results in lower productivity for the shift workers. Although the recommended reduction in the cost for daily parking on the top deck of the Estudillo Garage is expected to improve this situation, the following options for employee parking may also be considered.

Option 1: Part-time Discounted Employee Parking (PDEP)

- A permit program that allows free or low cost parking in the Estudillo garage for part-time or low income employees
- Based on income, requires pay-stub and application for permit
- Discount/Rate:
- As an example - Sacramento provides a 2/3rd discount from full hourly rate of $3.00.
    - Potential Discounts for qualified PT/LI employees:
        - $1/day or $0.10/hour for qualified part-time parkers; or
        - Free - similar to validation
- To ensure this approach is successful the City should adopt the proposed downtown parking regulations shown on **Figure 2** in addition to regular enforcement on-street, in plaza and in nearby residential areas. Otherwise employees will not be motivated to adjust their current habits.

Option 2: Employee Parking Validation – via codes

- Validation Codes would be generated daily by parking management software (when back on-line)
- Employer members login or receive daily email with set # of codes for their employees
- Employees would enter codes in garage kiosk or pay by phone app/text along with license plate and can park for unlimited hours (assume a shift is 4-6 hours?)
    - App/text would be necessary if they didn't get code until at place of work.
- The cost would be covered by employers and free to employees

Option 3: Employee Parking Validation – via tokens

- This approach is probably the most inconvenient for workflow of employee/employer time and also subject to "leakage/loss"
- This only works in a pay in advance model, so the employee would need tokens in advance of shift – or would have to run out and run back to get them
- Depending upon how the tokens are set – up the time periods can be for a pre-determined period of time.
- The City's current kiosk technology will need to be upgraded per recommendation H.[3]

[3] Since the City is in process of interviewing replacement vendors, it is very likely that City can require that operator/integrator must work with or upgrade existing equipment.

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Implementation Guidance

Short-Term Actions: Conditions exist to move forward immediately (0-12 months):

- Identify City Department to be responsible for administering Employee Permit program until/unless third party contractor is hired.
- Determine feasible options for Employee Parking Program from above. Preferred option will be impacted by the supporting technology selected for the garage in Recommendation H.
- Develop process/program for employee outreach for selected program
- In addition to the options considered for employees above, per Recommendation C – the $1/hour top deck on the Estudillo garage should be marketed heavily to part-time shift employees as an attractive long-term parking solution to avoid re-parking citations in the downtown.
    - Option 3 above would allow employers or others to provide employees with prepaid tokens or validated tickets – for parking on the "dollar deck"

G. Identify and Communicate the Parking System

It is essential that San Leandro make positive strides toward positioning its off-street system as a uniquely identifiable system. The on-street system is finite and future growth of visitor demand can only be met off-street. Customers/visitors must recognize and understand the City's role in parking. As such, the City should develop a strategic approach to market, communicate and brand its parking system building upon the wayfinding program partially implemented as part of the San Leandro Boulevard Streetscape project. This will establish a recognizable and intuitively understandable parking message. Elements of this strategy should include:

Branding: Seattle, WA

- *Branding*: Promotes image and ties system together;
- *Wayfinding:* Clear signage system directing patrons to nearest public parking supply; and
- *Marketing*: Promote the program and raise awareness.

Implementation Guidance

Short-Term Actions: Conditions exist to move forward immediately (0-12 months):

- Identify City Staff resource to act as point person to develop strategy and coordinate input among interested stakeholders. This resource is most likely to reside in Community Development.
- Coordinate with Recommendation C efforts which requires the design/selection and installation of parking regulation signs throughout the downtown.

H. Integrate Parking Technology

The City should consider the integration of a number of technologies to enhance their parking program. The most promising technologies include:

- *Convenient Parking Payment Options:* Single space "Smart meters"[4] and pay-by-plate pay stations, complemented by mobile payment options such as *Pay-by-Phone*[5] or *Parkmobile*[6] provide users many convenient options to pay for parking, such as cash, credit, or an on-line account, which removes a significant barrier to paid parking with most of the current system.[7] Detailed materials from mobile platform vendors are provided in *Appendix D* for City's review.

Pay-by-Phone[4]

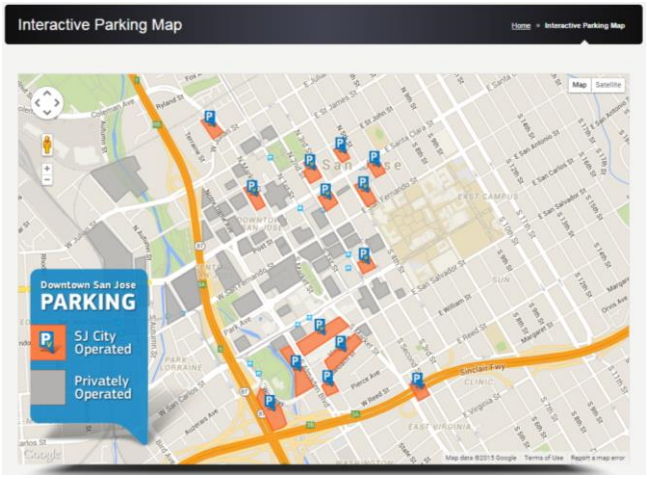
IPS Smart Meter[3]

- *Parking Enforcement Technology:* With a connected parking management and information database, enforcement officers can use the City's existing mobile license plate recognition (mLPR) technology to enforce on-street and lot parking more quickly and efficiently by tracking violators, mapping key locations with high violation rates, and implementing handheld devices. Smartphones (iOS and Android) are becoming the handheld enforcement device of choice. We recommend the City consider using smartphones with accompanying software/applications, such as *AutoVu Freeflow* and *AutoVu Patroller.* This will save the City from needing to purchase excess unnecessary hardware.[8]

  Once up and running again, the City would have the ability to use the Genetec AutoVu *Free Flow Enforcement* System, which can be used with fixed or mobile LPR units. Vehicles placed on the violations list will be available through the back-office interface in, or synchronized dynamically with parking enforcement vehicles using AutoVu mobile enforcement software to maximize enforcement efficiency.[9] Detailed materials about Genetec's AutoVu system are provided in *Appendix D* for City's review.

  Mobile Applications: The ParkMe mobile application provides information about parking locations, availability, and prices. This information can be provided directly to ParkMe by businesses, cities, or parking facility operators.[10] The application includes a map showing locations with data as well as detailed information when the location is selected. In addition to the mobile application, the information can be doubled as an online "widget," embedded on any city website. ParkMe is currently active in Santa Monica and Walnut Creek.

- *Interactive Map of Parking Information*: The City of San Jose offers an easy-to-read interactive parking map of City-operated off-street parking facilities in their



Interactive Parking Map

[4] http://www.parking-net.com/parking-industry/ips-group-i
[5] https://www.paybyphone.com/
[6] http://us.parkmobile.com/#how-it-works
[7] It is understood that the City is currently in the process of
replace Parktopia which may bring their own systems and
[8] This should be required to be compatible with any system
[9] https://www.genetec.com/Documents/EN/FeatureFocus/
[10] https://www.parkme.com/how-it-works

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Downtown area.[11] While not real-time, the map offers up-to-date information about parking facility rates and regulations at the user's request. More information about a particular facility—such as the address, size, hours of operation, and rates—is available at the click on the blue pin of interest. San Leandro could similarly implement a map of their available public parking facilities and location/payment/directional information on the City website.

Implementation Guidance

Immediate: Conditions exist to move forward immediately to upgrade payment technology in the Estudillo garage, and reinstate the LPR enforcement process.

- Garage Equipment Upgrade:
  - Identify City Department/Staff responsible for developing equipment RFQ/RFP for garage equipment replacement
  - Develop an RFQ/RFP for payment systems vendors.
  - Interview/Select vendor
- Enforcement Equipment/Software:
  - The Current mLPR requires back-office system software to support directed enforcement including a **re-parking** enforcement module.
  - Enforcement personnel will need an updated citation system compatible with handhelds as manual ticketing will not be sufficient for enforcing re-parking.
- **Long-Term**: Until the conditions for on-street pricing are met (85% occupancy), new payment technology will not be considered.

I. Manage Parking Fund to Solvency

It is challenging to accurately track all budget elements (revenues and costs) that feed into a parking system. However, to make informed short- and long-term operational and capital investment decisions, the City should be able to evaluate overall system performance, costs by facility and on street vs. off-street costs. In the long-term, San Leandro could be aided in this by a wireless individual pay station or smart meter technology meter system which, if installed, can "self-report" revenue collection by unit, space, facility, block or space. This reporting detail will help the City observe and understand trends and make timely programmatic/investment decisions.

The current financial reporting system does consider the true effective labor cost to manage/operate the City's parking program nor does not include enforcement revenues, which currently go directly to the general fund. Understanding the true costs and revenues attributable to all parking operations and management will help the City may make more financially sustainable decisions with regard to capital investment, operations and management.

Additionally, management approaches alone that are acceptable both to the City and the general public are unlikely to generate revenues in the amount to bring the program into net positive revenue in the near term, so the short-term goal should be focused on narrowing the growing observed revenue gap.

[11] http://sjdowntownparking.com/parking-map

In the long-term, the City will need to be cautious when implementing demand management (pricing) since demand is expected to be highly elastic and will impact anticipated revenues. A sustainable approach will be conservative including a range of fees for all users and locations including on and off-street, day use permits and discounted/free. To make this program successful, and to tie the revenue gap closure goal it is recommended that the downtown parking citation costs and revenues be included in the parking fund.

The parking system financials reviewed in Section 3.0 of this report analyze all costs and revenues attributable to the parking program, even if they currently go to the general fund or other department budgets. The inclusion of all parking related revenues (such as citations) and donated labor/costs in this analysis indicates that the parking program is contributing positively to city financials will be expected to continue to do so.

As such, the City will need to be prepared with an understanding of long-term capital planning needs. To fund the implementation of the parking management plan, the City will need more than one source of public resources, particularly in the near-term or until market conditions, density, and constraints on the supply drive parking costs upward since current assessed revenues are not dedicated all or in part to the parking program. Therefore, the City should restructure the parking fund to acknowledge actual costs and revenues that are attributed to operations and management of parking in Downtown San Leandro.

Once properly accounted for, the City can make the policy decision as to what items the Parking Fund budget will ultimately contribute to. This could be one or more City staff positions, capital equipment, and maintenance, and/or a line item in the general fund.

Implementation Guidance

- **Medium Term Recommendation**: Several city departments contribute resources to the parking fund without attribution. Similarly many departments and programs unrelated to parking benefit from the revenue generated through parking citations now deposited in the general fund. Therefore, before any adjustments are made, the City needs account for these budget items with a clear and open internal planning process.
- **Medium Term** (12-24 months): Review current allocation of parking system revenues and costs and consider realignment of general fund budget items so costs and revenues reflect reality and budgeting decisions can be made with a more sustainable long-term approach. This should be a relatively long well thought-out process that includes all internal stakeholders.
- **Long-Term** (24-36 months): Once the parking fund has been re-aligned/restructured it would be appropriate to take a long term look at capital planning needs and capital facilities planning which will include addressing potential funding gaps.

J. Encourage Transportation Demand Management (TDM)

A balanced and multi-modal system of transportation access increases overall “capacity” to the downtown and supports efficient visitor prioritized parking systems.

The 2007 Downtown San Leandro Transit-Oriented Development (TOD) Strategy includes TDM strategies to reduce both parking demand and minimum parking requirements in the downtown. The goal of these strategies is to reduce the use of automobiles in downtown San Leandro in favor of alternate modes of transportation. Encouraging alternative modes of transportation (e.g., transit, bike, walk and ridesharing) ensures that the City’s parking system serves customer/visitor access in the downtown at the highest level of

efficiency and cost effectiveness. Every long-term space freed up (e.g., transitioning an employee to an alternative mode) creates customer capacity to use the space five separate times.

> *The nature of TOD itself – mixing uses in a compact, walkable environment – enhances the city's goal by transforming downtown San Leandro into a place that minimizes the need to drive. TDM adds to this with policies that ensure that access in and out of downtown minimizes single occupancy vehicles.* [12]

It is recommended that the City of San Leandro continue to implement the transportation demand reduction strategies from this plan to support this goal. Per the 2007 plan, these include the following actions:

- Development/establishment of framework for a downtown Transportation Management Association (TMA)
- TMA Services should include TDM elements:
    i. Customize TDM planning for members;
    ii. Guaranteed Ride Home program;
    iii. Wageworks/Commuter Check program (employers provide transit tickets to employees at a pre-tax discounted price);
    iv. Managing and administering shuttle services between employers and BART, downtown or other key destinations;
    v. Clipper/Discount transit passes to downtown employees to encourage transit ;
    vi. Individual commute alternatives planning.
- Encourage existing businesses of 50 or more employees within close proximity to BART to adopt TDM Strategies or participate in a TMA
- Require new development to charge for parking, as part of the Parking Strategies (see below). This strategy, combined with free transit passes (for at least one year) provided by the development/management can be highly effective. This strategy may be introduced gradually and should be implemented in conjunction with public parking pricing.
- Encourage the establishment of car-sharing and/or rental car services, especially in proximity to the BART area.
- Encourage other employer-sponsored financial and non-financial incentives including travel allowances in lieu of parking subsidy, parking cash-out, transit discounts, reimbursement policies that encourage alternative modes for business travel, flexible work schedules, and information on tax incentives.

Implementation Guidance

- **Immediate:** Conditions exist to move forward immediately with this recommendation
- **Immediate Steps** (0-12 months)**:**
    - City Staff should appoint a TOD/TDM champion to move forward with the implementation of the 2007 plan.
    - Champion will begin outreach to develop/establish framework of TMA.
- **Medium Term Steps** (12-24 months):
    - Induct/enroll initial TMA members.

[12] Downtown San Leandro Transit-Oriented Development (TOD) Strategy, City of San Leandro, 2007.

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2.4 Parking Strategy Matrix

The following matrix (Table 7) identifies the relationship between the guiding principles discussed in Section 2.2 and recommended parking strategies discussed in detail in Section 2.3.

Table 7. Parking Strategy Matrix

PARKING STRATEGIES	GUIDING PRINCIPLES							
	Downtown San Leandro is a Valuable Community Asset	Simplify Parking Operations			Make Downtown Accessible By All Modes	Parking System Should Support Downtown Businesses	Prioritize Residential Parking For Residents	Program is Financially Self-Sustaining
		i. Make Downtown Parking User Friendly	ii. Provide a Positive Customer Experience and Practical Employee Solution	iii. Simplify Internal Management of Parking System				
A. Adopt Goals and Guiding Principles	✓	✓	✓	✓	✓	✓	✓	✓
B. Refine Organizational Structure				✓				✓
C. Update Rate Policy and Pricing	✓	✓				✓		✓
D. Simplify Parking Time Stays	✓	✓				✓		
E. Residential Permit Parking							✓	
F. Identify & Communicate Parking System	✓	✓	✓			✓		
G. Integrate Parking Technology		✓	✓	✓				
H. Manage Parking Fund to Solvency	✓			✓		✓		✓
I. Encourage TDM	✓				✓	✓		

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3.0 Parking Management Plan Costs and Revenues

Note: The following represents an initial assessment of costs and revenue impacts from the recommended strategies in this Plan. A more refined Proforma analysis will be included in the Final Report after accommodating feedback on the recommendations from the community and the City Council. No final determinations have been made and no staffing changes are recommended at this time.

3.1 Introduction

CDM Smith developed a 10-year Proforma analysis of the recommended parking management plan strategies using cost and revenues provided from the City of San Leandro as a baseline. It includes capital equipment estimates and replacement costs as well as estimated labor needs to support the program and anticipated revenues. The evaluation includes different equipment options and pricing approaches.

The capital and operating costs for the Parking Management Plan alternatives are summarized below and detailed in Appendix E.

Recommended Program Summary

- Off-Street Lots with free 2-hour parking and $1/hour parking meters
- Monthly Permits and Short-Term Meters at the Estudillo garage
- Residential Permit Program – Downtown

Recommended Capital Costs

- Multi-space meters at the Estudillo garage (2 meters at $12,000 each with a 10-year lifespan; $24,000 total capital cost)
- Enforcement PDAs (3 PDAs at $2,000 each, including tablet and printer, with a 3-year lifespan; $4,000 total capital cost every 3 years)
- Wayfinding Signs (one-time up-front cost of $5,000)
- Assumption that equipment is financed through the vendor
- Assumption that Genetec LPR cameras are a sunk program cost which should be able to be integrated into an updated enforcement program at little additional cost per discussion with the vendor.
- Assumption that annual maintenance costs for the meters are included with the costs above.
- Assumption that new or replacement enforcement PDAs will be needed; however, the equipment vendor will evaluate what the City has and may make additional recommendations.

The following sections describe the program costs and revenues developed for the parking management plan.

3.2 Program Costs

Smart Meters versus Multi-space Meters

Although CDM Smith developed cost alternatives for two on-street metering technologies—single space smart meters and multi-space meters—the City of San Leandro has decided to move forward with free on-street parking and not requiring any on-street metering under a functional capacity of 85% is reached for on-street parking.

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Off-Street Lots with Multi-space Meters

The Estudillo garage will need two new multi-space meters installed because the prior vendor can no longer support the existing equipment.

City Labor Costs

Based on information provided by the City, CDM Smith assumed 3.38 FTEs currently support the parking program with a total annual budget of $535,000. CDM Smith proposes to increase the number of FTEs supporting the parking program to 5.13 with a total annual budget of $692,000. The increased FTEs would include two full-time parking aides and one half-time parking aide, 10% of the Public Works Manager's time, increasing the two public works employees to be full time, and 20% of the Information Services Specialist's time. Given that the total on-street and off-street parking space inventory in San Leandro is 3,200 spaces, the total labor cost per space per year is currently $167, which would increase to $216 under the proposed scenario. Labor costs are assumed to escalate with the Consumer Pricing Index (CPI).

Although this long-term proposal would result in increased labor costs, it would also result in increased revenue through use of the long-term parking options at the Garage and increased citation revenue from more rigorous enforcement of the time-restricted parking areas.

Note: Although the above reflects a consultant recommendation for optimal staffing, no staffing changes are proposed at this time.

Third-Party Parking Manager

CDM Smith also recommends the City work with a third-party parking manager, which would offset some of the labor costs that the City currently has and would also improve efficiency of the system. The third-party parking manager would run solicitation and manage vendor services, run analytics on technologies, and would manage daily operations and potentially enforcement services. The third-party parking manager would cost the City a fixed monthly cost between $7,500 and $9,500, based on the agreed roadmap of services and level of staffing support from the City. It should be noted that the third-party parking manager would require an annual contract. In the Proforma model, the third-party parking manager's cost is assumed to escalate with the CPI.

3.3 Program Revenues

Meter Rates & Price Escalation

CDM Smith assumed that revenues at the Estudillo garage would escalate annually with the CPI with a rate in Year 1 of $0.50. The revenue estimate accounts for only potential revenue hours because the Estudillo garage has 2 hours free.

As noted in Section 3.3, price escalation is required to keep the parking program net positive. Without escalation to cover labor costs, the program will begin to go negative in Year 3.

Mobile Payments versus Credit Card Payments

CDM Smith assumed that mobile payments are currently at 10% and will increase linearly to 50% in Year 10 as users sign up for accounts and become more accustomed to the mobile payment system and come to prefer the security and convenience of mobile payment over credit cards. The mobile payment company receives $0.25 per transaction paid by the user at no additional cost to the City.

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Banks charge the merchant 3 to 5 percent of the total transaction for credit card processing fees. To account for this in the model, CDM Smith assumed 4 percent of the total per transaction, and reduced the price per hour for credit card users by 4 percent. Because transaction fees for mobile payments are charged to the user rather than the City, the City would net the full price per hour; therefore, mobile payments would net more revenue for the City than credit card payments. If the City elects to use a mobile payment vendor for multiple services it will be possible to consolidate/reduce fees.

Employee Permits

There are currently two kinds of monthly parking permits at the Estudillo garage, reserve permits and general permits. There are currently an estimated 113 monthly permits (combined reserve and general) at the Estudillo garage. The number of permits is assumed to increase linearly to 600 permits per month by Year 10 of the program. Although 600 permits per month exceeds the garage's capacity, it is typical to oversell permits because most permit holders do not use the garage at the same time, particularly in a situation like this with part-time/shift workers. CDM Smith is also recommending free permits for part-time/low-income (PTLI) employees. Over the 10-year period, CDM Smith anticipates that the number of reserve permits will increase from 94 to 200 total permits, the number of general permits will decrease from 19 to zero permits, and free permits will increase from zero to 400 permits to fill the balance. The City should have a policy of overselling the (PTLI) permits since it is anticipated that these users will have a variety of shifts and will be unlikely to fill the garage. Sales, occupancy and enforcement reports will be monitored to determine when and if adjustments to permit sales are merited.

Reserve permits are sold for $55 per month, and general permits are sold for $35 per month. Each permit purchased costs the City $1 per month for processing.

CDM Smith evaluated two scenarios for permit rates: constant reserve permit rates and escalated reserve permit rates, which were assumed to escalate at approximately the CPI. At Year 10, escalated reserve permit rates would result in 37% more net revenue for the City, approximately $62,000 per year.

Residential Preferred Parking Permits

CDM Smith developed a revenue estimate for a residential preferred parking program with the following assumptions:

- Approximately 10% of residential households in the City of San Leandro are located in the Downtown San Leandro study area and are eligible for inclusion in a potential RPP zone.
- Of the eligible households, 20 percent (650 households) will participate by Year 10, resulting in 650 permits per year by Year 10.
- The program will initially charge $25/year and the cost will escalate annually with the CPI.
- An enforcement aide will be needed half-time at Year 3 and full time by Year 7 to support the RPP program.

Citation Revenue

Based on the citation revenue provided by the City, CDM Smith assumed that with the increase in the number of parking aides, citation revenue would increase approximately logarithmically. The current 5-year average for citations is $135,000. With an approximately logarithmic increase, the citation revenue in Year 10 would be $1,168,000.

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3.4 10-Year Proforma Model

To be included in final version.

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