



Office of the City Manager

INFORMATION CALENDAR

May 14, 2019

To: Honorable Mayor and Members of the City Council

From: Dee Williams-Ridley, City Manager

Submitted by: Phillip Harrington, Director, Public Works

Subject: Residential Preferential Parking Program: Spring 2019 Update

INTRODUCTION

This report provides an update on the effects of the 2018 “short-term” adjustments to the Residential Preferential Parking Program (RPP). An accompanying Public Hearing Report, also on the May 14, 2019 agenda, provides a road map for continued strategic reform and expansion of the Program in the “mid-term” timeframe (Fiscal Years 2020-2021).

CURRENT SITUATION AND ITS EFFECTS

On February 13, 2018, Council approved staff recommendations to expand eligibility for Residential Preferential Parking to two new areas in West Berkeley (Area O and Area P, in the area zoned Mixed-Use Residential); authorize new meters in West Berkeley to manage commercial parking adjacent to residences in mixed-use areas; add a limit of three (3) annual permits available for purchase at most residential addresses; and increase permit fees to eliminate the Program’s operating deficit. Since these recommendations were approved, the following has occurred:

- Increased RPP Program fiscal solvency. Effective July 1, 2018, RPP permit fees increased and the annual permit cap (3 permits per address) was implemented. As of March 2019, revenues from RPP permit sales were 12% lower than the previous year, with 9% fewer permits sold.¹ Due in part to these lower than expected revenues, the Program continues to operate at a deficit of approximately \$124,675. Nevertheless, this represents a reduction of \$71,125 in the Program deficit since FY 2017, when the structural deficit totaled \$195,800.
- Implementation of annual permit maximum. As part of the February 2018 action, Council approved a new maximum of three (3) annual permits in most areas. Customers needing more than the maximum are able to apply for a waiver to the limit. As of March 1, 2019, a total of 105 waiver forms were received, with 93 approved for a permit. Per the BMC, these “additional permits” incur a \$100 surcharge on the base permit fee. Initially created to facilitate the waiver process,

¹ Analysis for Fiscal Year 2019 included the most recent twelve months of available data at the time of writing: April 2018 through March 2019.

a new email address, RPP@cityofberkeley.info, has provided the public a new way to submit questions about the RPP Program.

- Despite the introduction of two new RPP areas, few residents in these areas have taken advantage of access to RPP Program protections. After Council approved the expansion of RPP opt-in eligibility in February 2018, staff sent a letter to each residential address in the new West Berkeley Areas O and P (and the expansion of existing Area L) announcing the decision and explaining how to opt-in to the RPP Program. As of March 1, 2019, only four (4) out of a total of 537 newly-eligible residential parcels successfully submitted an opt-in request, which was approved by Council on January 29, 2019.²
- Enforcement of street sweeping restrictions has not changed. See “Update: Parking Enforcement Operations” section below.

Update: Permit Saturation Analysis

To better understand the Program’s role in mitigating parking demand between residents and visitors, staff performed an analysis of “permit saturation,” i.e., the ratio of permits issued per permitted parking space. This type of analysis, which was also conducted by the San Francisco Municipal Transportation Agency (SFMTA) in its recent *San Francisco Residential Permit Parking Evaluation and Reform Project*,³ sheds light on demand for parking in different RPP Program areas.

This analysis included annual permits issued for FY 2019 in the Southside and Elmwood neighborhoods (Areas A, B, D, I, and L).⁴ As summarized in the table below and depicted in Attachment 1, annual permits issued in each area account for 72% to more than 100% of permitted parking spaces in these neighborhoods. In Area B, more annual permits are issued than permitted parking spaces are available, and in Area I, the saturation rate is nearly 100%.

RPP Area	On-Street Permit Parking Supply, 2017	Annual RPP Permits Issued for FY 2019	Permit Saturation %
B	1009	1142	113%
I	990	973	98%
A	497	425	86%
D	1318	1067	81%
L	923	667	72%

² January 29, 2019 *City Council Agenda: Implement Residential Preferential Parking (RPP) Program on Sections of Fifth Street and Martin Luther King Jr. Way*: <https://bit.ly/2SXCEiW>

³ *San Francisco Residential Permit Parking Evaluation and Reform Project*, <https://bit.ly/2tXwxfJ>

⁴ Note: This analysis does not account for any visitor, community facility, and/or Gig car-share permits issued for FY 2019, which further contribute to variable parking demand in these neighborhoods. Likewise, it does not account for actual usage of the parking permits, e.g., the variability in parking demand on a block-to-block level, or parking occupancy of permit holders over the course of a day.

While this analysis is only a snapshot of parking conditions in some RPP areas, it indicates that there is significant competing parking demand among permitted residents, let alone from non-permitted visitors who are subject to the two-hour time limit, which the Program was originally designed to mitigate.

Additional data collection and analysis on the RPP Program in the Southside and Elmwood neighborhoods will be conducted as part of the grant-funded Residential Shared Parking Pilot (RSPP) project, which will begin later this year.⁵ This pilot project will also examine alternatives to permit-based management of non-resident parking demand.

Update: Parking Enforcement Operations

Since staff provided Council with the “Phase I” RPP Reform and Expansion update in early 2018, there have been no substantive changes to parking enforcement operations. Eighteen (18) Parking Enforcement Officers (PEOs) patrol geographic “beats” that include a mix of parking meters and RPP time-limited parking areas. Within these beats, PEOs enforce parking restrictions on over 1,000 blockfaces⁶ with RPP two-hour time limit restrictions, 460 blockfaces with parking meters of varying time limits, and all other time-limited parking areas.

Three (3) more PEOs are solely assigned to enforce street sweeping restrictions. In areas with street sweeping, posted signs prohibit parking during three-hour windows, e.g., 9:00 a.m. to 12:00 p.m., or 12:30 p.m. to 3:30 p.m. These three-hour windows are designed to maximize flexibility for street sweeping activities, which may be delayed due to localized issues such as heavy leaf falls in areas with thick tree canopies.

Enforcement of street sweeping parking restrictions consists of driving street sweeping routes immediately in front of the sweeper and issuing citations to vehicles in violation of parking restrictions. When the sweeper’s hopper is full, the PEO must wait for the sweeper to empty its load at the City’s Solid Waste Management and Transfer station, then return to the route before continuing enforcement activities. If the sweeper and its accompanying PEO have completed a blockface prior to the end of the three-hour window, vehicles are *de facto* allowed to park on the street in violation of posted restrictions. While providing a convenience to adjacent residents, the current street sweeping enforcement practice reduces the capacity of PEOs to conduct other duties.

In all, approximately half of parking enforcement time is spent conducting RPP time limit patrols. The remaining half includes enforcing parking meters, time limited areas, school zones, travel time, and being pulled away for emergencies (e.g., traffic collisions). As demands on parking enforcement increased over the past several years while staffing

⁵ July 24, 2018 *City Council Agenda: Contract: Nelson\Nygaard for Parking Data Collection and Analysis Services for the goBerkeley Residential Shared Parking Pilot* <https://bit.ly/2nFcqQ2>

⁶ A blockface is defined as one side of one street, e.g., the west side of Milvia Street between Allston Way and Center Street.

levels remained constant, PEOs no longer conduct both morning and afternoon patrols of time limits in RPP areas—depending on daily duties, a blockface may be patrolled either in the morning or in the afternoon. Similarly, each new resident “opt-in” petition approved by Council further reduces the frequency and availability of enforcement for existing parking areas.

BACKGROUND

The RPP Program began in 1980 (1) to protect Berkeley residential neighborhoods from an influx of non-resident vehicles and related traffic; (2) to assure continued quality of life for residents; and (3) to provide neighborhood parking for residents. The Program limits parking for vehicles not displaying an RPP permit in most RPP areas to two hours, and reserves available daytime parking for residents, between 9:00 a.m. and 7:00 p.m. Monday through Friday, and on some blocks Saturday.

In March 2014,⁷ Council directed staff to evaluate expanding the RPP Program beyond its then-current geographic boundaries. At a September 2017 Council Worksession, staff discussed several challenges with the RPP Program, and proposed incremental solutions to be implemented over the next three years.⁸ In February 2018, staff returned to Council with a first set of “short-term” policy reforms, including increased permit fees for Program cost neutrality, a limit of three (3) annual permits per address, and an expansion of RPP eligibility to two new zones in West Berkeley.⁹ Improving the effectiveness of the RPP Program is a Strategic Plan Priority Project, advancing the City’s goals to:

- Provide an efficient and financially-health City government; and
- Be a customer-focused organization that provides excellent, timely, easily-accessible service and information to the community.

ENVIRONMENTAL SUSTAINABILITY

The presence of two-hour time limits for non-residents as part of the RPP Program may encourage some commuters to use other modes of travel, potentially reducing parking demand and congestion. However, other commuters may continue to drive despite the restrictions, and move their cars every two hours to avoid being ticketed. This behavior has an adverse impact on traffic congestion, air quality, and excess fuel consumption.

POSSIBLE FUTURE ACTION

This report is accompanied by a RPP Public Hearing Report, also on the May 14, 2019 agenda, which provides recommendations for enhancing and expanding the RPP Program over the next several years.

⁷ March 11, 2014 *City Council Agenda: Expansion of Permit Parking to Impacted Areas*: <http://bit.ly/2vTgngD>

⁸ September 19, 2017 *City Council Agenda: Residential Preferential Parking (RPP) Program Recommendations*: <https://bit.ly/2iWaPDa>

⁹ February 27, 2018 *City Council Agenda: Residential Preferential Parking (RPP) Program Reform and Expansion*: <https://bit.ly/2Yq6tYB>.

FISCAL IMPACTS OF POSSIBLE FUTURE ACTION

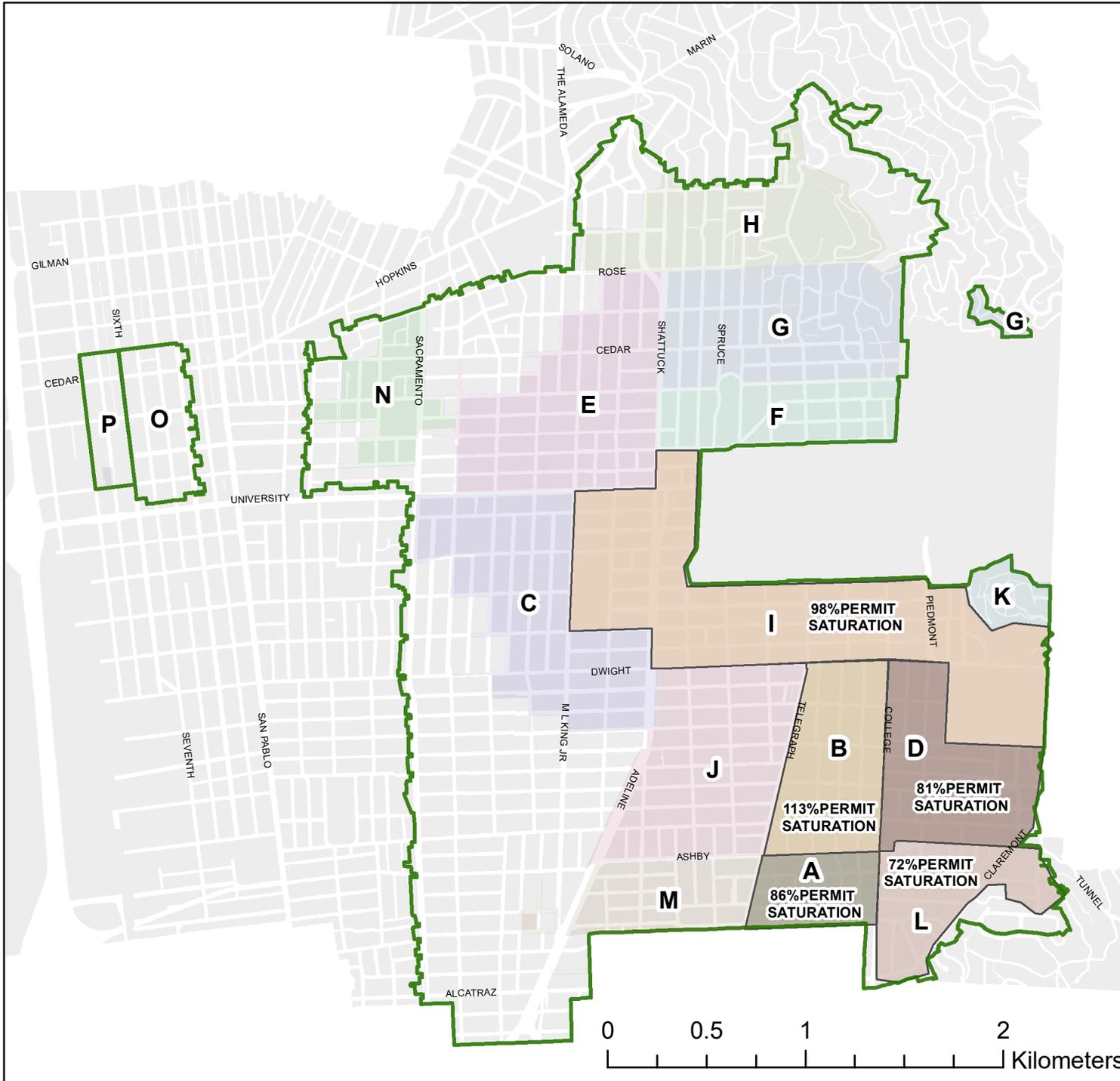
Please refer to the Fiscal Impacts section of the accompanying report for more information.

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Attachments:

1: FY 2019 Permit Saturation



ATTACHMENT 1

FY 2019 PERMIT SATURATION

-  Existing RPP Area Extents
-  Current Eligibility Boundary

This map is for reference purposes only.

Care was taken in the creation of this map, but it is provided "AS IS". Please contact the City of Berkeley to verify map information or to report any errors.
March 20, 2019



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