

DRAFT EXECUTIVE SUMMARY



Hayward Downtown and BART Station Area Parking Management Plan

January 2018



Executive Summary

In recent years Hayward's Downtown area has entered a phase of transition. There has been significant new development with a focus on medium/high density residential projects coupled with commercial projects. New development projects are in the pipeline. At the same time BART instituted paid parking at the Hayward Station, which prompted concerns about parking intrusion by BART patrons into the residential and commercial areas around the station. Given these concerns the City of Hayward opted to prepare this parking management plan. This report summarizes the process used to develop the parking management strategy and plan for the Downtown and Hayward BART Station area and presents the results of the planning effort. It builds upon a previous report prepared for the City in 2015 entitled Hayward Downtown and Station Area Parking Analysis (CDM Smith, April 2015). That report provided an analysis of public parking space occupancy from August 2014 through February 2015. It addressed the utilization of both the public on-street parking and off-street parking in the various lots and structures owned and operated by the City in the Downtown and the nearby BART station area. This phase of the study builds on that analysis in order to provide strategies and recommendations for potential parking restriction and pricing policies.

Existing Parking Conditions

The study included a complete inventory or count of public on-street and off-street spaces (including the BART station parking) as well as a parking occupancy survey. Parking occupancy is the observed number of vehicles parked in a given area or facility at a given time.

As shown in **Table 1** the inventory survey totaled 5,094 parking spaces; this inventory includes 2,031 on-street spaces and 3,063 off-street spaces (15 surface lots and 3 structures).

Table 1 – Study Area Parking Inventory

Facility	Spaces
Off-Street	
City Hall Structure	394
Cinema Structure	238
BART Structure	1,226
Parking Lots	1,205
Subtotal	3,063
On-Street	
No Time Restriction	1,470
2-Hour Parking	396
90-Minute Parking	59
Other Restricted	106
Subtotal	2,031
Total	5,094

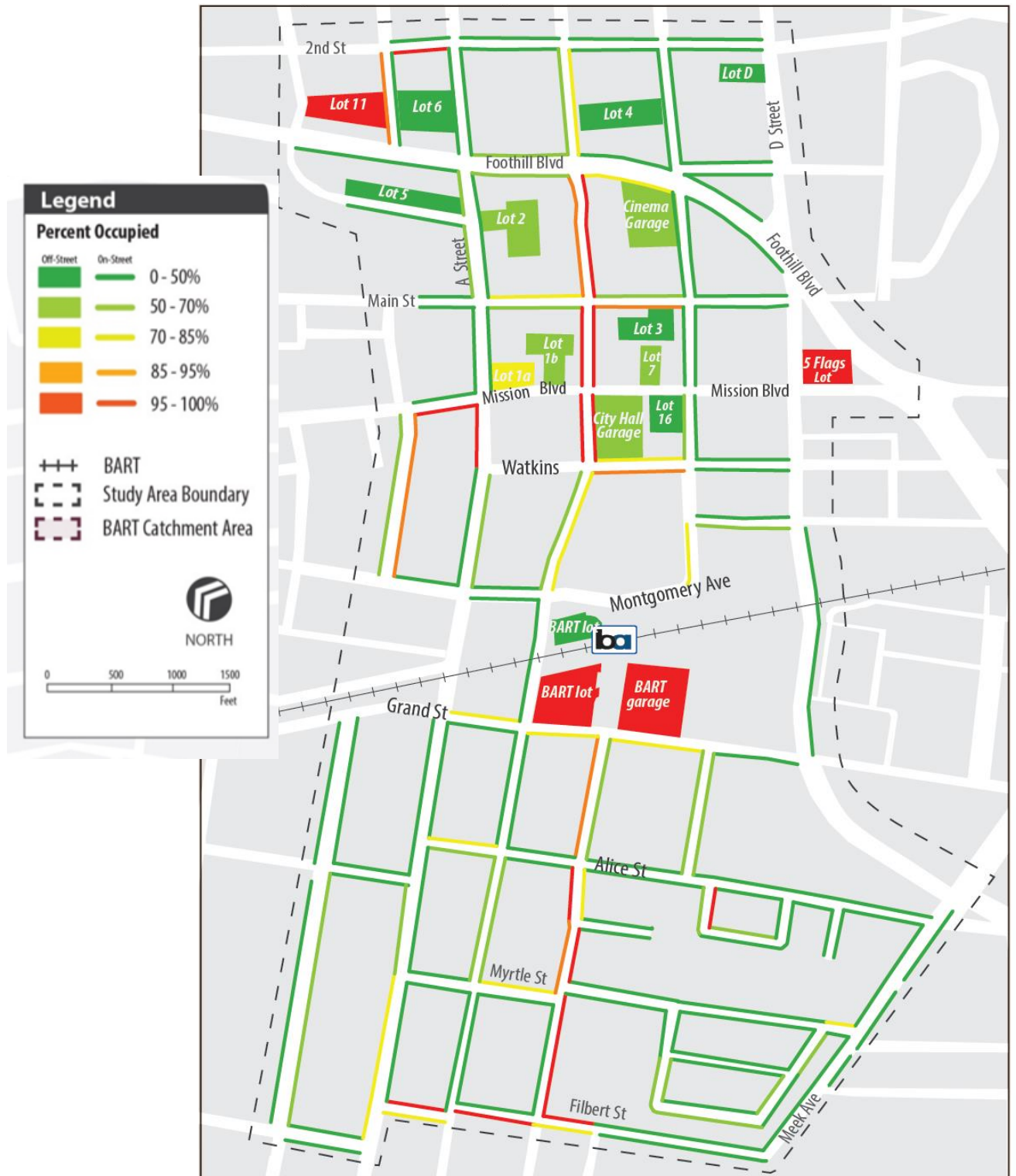
Parking occupancy peaks during the weekday midday, between 12 PM and 1 PM. **Figure 1** shows the occupancy observed at this peak time, in February of 2015, for all the on-street and public off-street parking in the study area.

Parking occupancy is particularly highest in the Downtown business core area along the B Street corridor from Montgomery Avenue to Foothill Boulevard as well as on A Street and C Street from Grant Street to Filbert Street. Here peak occupancies typically exceed 85 percent.

Some other key findings include:

- Areas with the highest demand:
 - B Street from Foothill Boulevard to Montgomery Avenue
 - Watkins Street from B Street to D Street
 - the residential area southwest of the BART station area
- Peak period occupancy:
 - For all off-street facilities (not including BART station facilities) within the study area is 49 percent on weekdays (72 percent if including nearly 1,500 BART parking spaces)
 - Lot 3 had the highest average occupancy during the peak weekday period, followed by Lot 1a, Lot 16, the City Hall Garage, and Lot 7
 - On weekends, Lots 1a, 1b, 11, 16, and the Cinema Garage all exceed a practical capacity of 85 percent during one or more time periods
 - On-street parking is overutilized, while off-street parking is largely available in the downtown

Figure 1 – Peak Period (Weekday 12 PM) Parking Occupancy, February 2015



- **Parking Duration and Turnover:**
 - Currently the City does not actively enforce the parking regulations in the study area.
 - The average user parking within the study area stays for just under 4 hours overall. This breaks down to: 71% of users parking 4 hours or less and 29% of users parking 6 hours or more.
 - The unregulated residential areas south of the BART station had the highest on-street parking stays, likely due to a combination of residents leaving their vehicles at home and BART riders and/or employees seeking parking.
 - In the areas north of the BART station, where two-hour time limits are predominant, a majority of blockfaces had durations of two to four hours; exceeding the established time limit.
 - 60 percent of all vehicles were likely customers or short-term parkers with the remaining 40 percent of vehicles likely residents or employees (long term parkers).
 - Overall, the duration analysis indicates that when enforced, the existing parking time limits are not adequately serving patrons, as many parkers currently exceed the posted time limits.

Parking Management Plan Recommendations

The parking management plan developed for the Downtown Hayward study area includes the following components:

Parking Time Restrictions

The map below (**Figure 2**) summarizes the proposed changes to time restrictions. The restrictions would be in place from 9:00 AM to 4:00 PM – Monday through Saturday.

On-Street Parking

- **One-Hour Parking, No Permit:** It is proposed that the on-street parking in the downtown core focused on B Street, Main Street and two blocks on the west side of Foothill Boulevard be limited to one-hour parking. This restriction will allow free parking for visitors making short-trips to the downtown. It will also incentivize employees of downtown businesses to not park in highly-coveted on-street parking spaces and instead head for unrestricted free parking located at city lots and garages. Visitors seeking long-term parking will be incentivized to use one of the city lots or garages. Residential or Business Permit parking would not be allowed in these spaces.
- **Two-Hour Parking, Residential Permits Allowed:** A two-hour time restriction with Residential Preferential Permit (RPP) permitted parking is proposed in the area surrounding the six-block downtown area. The new restrictions allow for free short-term on-street parking for downtown visitors, while allowing downtown residents to have a place to park their car near their homes.

- **Two-Hour Parking, Residential and Business Permits Allowed:** A two-hour time restriction with Residential Preferential Permit parking (RPP) permitted parking is proposed in the area adjacent to the BART station on B Street and Grand Street. This would prevent BART patron use of this parking, while providing residents and downtown employees with permits a place to park.
- **Two-Hour Parking, No Permit:** Two blocks of the east side of Foothill Boulevard would be limited to two-hour parking. Because of the commercial nature of this area, no permit parking would be allowed.
- **Four-Hour Parking, Residential Permits Allowed:** On-street parking in the area west of Grand Street be limited to four-hour parking and RPP parking. The restrictions will provide the residential area with more opportunities for on-street parking and limit long-term parking by BART users and downtown employees. Future expansion of the RPP area to the south is anticipated as the area continues to add housing.

On-Street Parking

- **Four-Hour Parking, Business Permits Allowed:** All of the City's off-street parking lots and structures (BART parking excluded) would have a four-hour parking limit. Employees with business permits would also be allowed to park in these facilities, although in some cases permit parking would be limited to specific areas or space. This would simplify the current complex system of time restrictions in these facilities and provide a viable parking option for employees.

Residential Parking Permits – Downtown

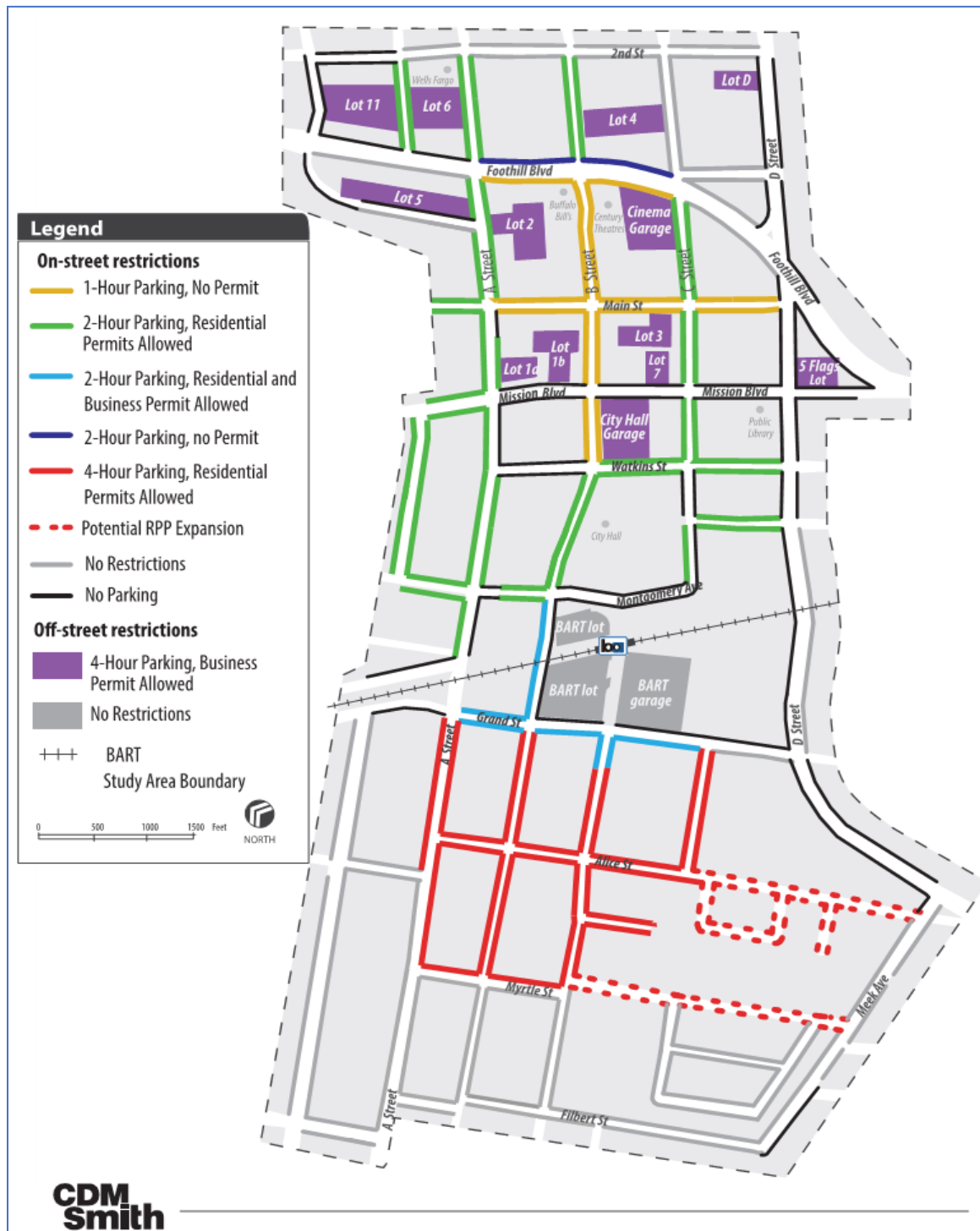
With the continuing growth in and around the Downtown and the high level of parking associated with the BART station there is a need to consider an RPP program. This will protect on-street parking from intrusion by BART patrons and downtown employees. The program will also be designed to discourage residents from parking more than one car per household on street.

- Pricing Policy:
 - First permit free, second permit \$150 per year
 - Limit of two permits per household
 - Guest permits: 5-day limit - \$5.00 per permit
- The rationale for this pricing strategy is as follows: The first permit is free because the City would take the initiative to implement this RPP zone. This is different from the other RPP zones in the City which were requested by the residents. The prices for the second permit would be relatively high compared to what other cities charge (see **Table 2** below), but reflect the desire of the City to discourage household ownership of multiple vehicles in this transit oriented zone.

Table 2 – RPP Programs Implemented in Nearby Cities

City	Annual Fee	Comments
Oakland	\$59.00 to \$160.00	Depends on location Visitor permits one day \$5-10 Visitor permits two-weeks \$25-50
San Francisco	\$111.00	No limit on # of permits
Berkeley	\$55.00	No limit on # of permits
Emeryville	\$20.00	No limit on # of permits
San Leandro	\$20.00 for the first permit \$40.00 for the second permit	Limit of two permits 14-day visitor permits at \$10 each
Union City (BART Station Area North)	\$11.00 for the first vehicle \$3.82 for up to two additional vehicles	guest permit placards \$11.00 for the first guest permit and \$3.82 for the second guest permit
San Jose	\$35.00	No limit on # of permits
Palo Alto	\$50.00	Daily Visitor Permit for \$6.00
Sacramento	Free	Guest Permits are also free

Figure 2 – Proposed Parking Restrictions



Business Parking Permits

Businesses in the study area would be allowed to purchase business parking permits for their employees. These permits would also allow employees to park in any of the Downtown parking lots or structures. The City may limit the number of spaces available for permit parking in each facility. The permits would be inexpensive in order to encourage participation by businesses, but the cost would go up with the number of permits sold to discourage abuse of the system. **Table 3** below shows the current cost of the business or employee permit sold by other nearby cities. The permit prices proposed for Downtown Hayward would be similar to those charged by most of the nearby cities.

- Pricing Policy:
 - 0-5 Permits - \$25 per year per permit
 - 5-10 Permits - \$40 per year per permit
 - 10-20 Permits - \$60 per year per permit
 - Limit of 20 permits per business
 - Currently, out of 71 employers in the downtown, only 11 have more than twenty employees and these employers tend to be the ones that have their own off-street parking.

Table 3 – Employee Permit Pricing in Nearby Cities

City	Annual Fee	Comments
Oakland	\$96.00	
San Francisco	\$110.00	
Berkeley	\$154.00	
Emeryville	\$20.00	
San Leandro	\$45.00 regular - \$75.00 reserved	
Union City (BART Station Area North)	\$40.00	
San Jose	\$35.00	
Palo Alto	\$100.00 to \$466.00	Daily Visitor Permit for \$6.00
Sacramento	Free	For Low Income Employees

- **Private Shuttle Buses/Commuter Parking:** One of the main objectives of the Downtown Parking Management Plan has been to limit the impact of parking overspill from the BART station on valuable City provided Downtown Parking resources. The purpose of these resources is to support and enhance the vitality of the Downtown as a place where employees, visitors/customers and residents can find convenient parking to suit their specific needs. The idea of using this parking as a private shuttle bus access point for the employees of employers located outside of Hayward is contrary to this objective, bring people into the Downtown that will not contribute to its economic vitality. Also, many of these people are likely not to be Hayward residents, which means the City would be providing parking for

employers located outside the City for residents who do not live in Hayward. An alternative approach might be to find a City owned parcel or parking area outside of Downtown, such as at the airport or other facility (assuming that there is surplus space available).

Enforcement

The City currently has only one person (1 FTE), a contract employee, assigned to enforce parking in the Downtown area and all of the City's eight RPP zones and the South Hayward BART Station RPP area. Compared to other cities of a similar size Hayward issues very few parking citations. This is evident in the Downtown study area where abuse of parking time restrictions is common. Better enforcement is critical to maintaining good levels of parking access for visitors, residents and employees.

- **Technology:** Purchasing an enforcement vehicle and equipping it with License Plate Recognition (LPR) equipment would greatly improve the efficiency and effective of the current enforcement efforts. LPR is a good crime deterrent in general. Cost is approximately \$80,000.
- **Staffing:** Adding a second parking enforcement person should be considered when the Downtown RPP and Business Parking Permit programs are put in place. When this occurs, it is assumed that the existing enforcement position, which is now a non-benefited contract position, would be converted to a regular fully-benefited position. Also, there are two new major developments near Downtown, Lincoln Landing and Maple & Main, that will require expansion of the planned RPP or new RPP zones. Another issue is that there is currently no parking enforcement officer coverage in the Downtown on Saturdays.
- **Finances:** Currently, the City spends an estimated \$297,000 per year on parking administration, park citation processing and enforcement (see **Table 4**). This includes the \$100,000 amount for the contract parking enforcement person. Annual revenue is estimated at about \$247,000 for a net loss of \$50,000 (FY 2016-17). In FY 2018-19 adding the LPR technology would result in an estimated positive annual net revenue of \$81,000. There would be capital expense to purchase the equipment (\$40,000) and a vehicle (\$40,000). The City would also have the expense of implementing the Downtown RPP Program (\$25,000) and the Wayfinding Signage Program (\$15,000) for a total capital expense of \$120,000. Adding a second enforcement person is proposed in FY 2019-20 which would increase the net revenue to \$141,000 per year. There would be a capital expense of \$80,000 for a second LPR equipped vehicle. The table shows both the historic revenues/costs of the parking program and a five-year projection based on the purchase of the LPR vehicle and equipment in FY 2018-19, and the addition of a second enforcement person in FY 2019-20. Over the five-year period from FY 2017-18 to FY 2021-22 total net revenues would be an estimated \$645,000 and there would be capital expenses of \$200,000 (Downtown RPP signage, and two LPR equipped vehicles). After capital expenses the net revenue would be \$445,000.

Table 4 – Five-Year Parking Program Budget

	Fiscal Year							
	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22
Revenues	Actual	Actual	Actual	Estimated				
RPP Permits	\$ 1,813	\$ 18,548	\$ 10,180	\$ 15,270	\$ 16,770	\$ 18,270	\$ 19,770	\$ 21,270
Employee Permits	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
South Hayward BART Station ¹	\$ 20,000	\$ 20,500	\$ 21,013	\$ 21,538	\$ 22,076	\$ 22,628	\$ 23,194	\$ 23,774
Citations (gross revenue) ²	\$ 193,284	\$ 215,168	\$ 215,672	\$ 219,501	\$ 415,978	\$ 690,465	\$ 792,769	\$ 898,109
RPP Permits (##)	24	247	136	204	224	244	264	284
Citations Issued	2,529	3,213	3,534	3,949	7,178	11,684	13,370	15,105
Paid Citations (##)	1,983	2,398	2,637	2,948	5,357	8,721	9,979	11,274
Spaces Enforced	2,591	2,591	2,591	2,821	2,871	2,921	2,971	3,021
Citations Issued Per Space	0.98	1.24	1.36	1.40	2.50	4.00	4.50	5.00
Total Revenue	\$ 215,096	\$ 254,215	\$ 246,864	\$ 256,308	\$ 454,825	\$ 731,364	\$ 835,732	\$ 943,153
Expenditures								
Postions	1.7	1.7	1.7	1.7	1.7	2.7	2.7	2.7
Salary (2.5% annual increase) ³	\$ 160,730	\$ 164,851	\$ 168,972	\$ 173,196	\$ 177,526	\$ 202,203	\$ 207,258	\$ 212,440
Benefits and Overhead ⁴	\$ 55,115	\$ 56,529	\$ 57,942	\$ 59,390	\$ 60,875	\$ 163,785	\$ 167,879	\$ 172,076
Subtotal S&B	\$ 215,845	\$ 221,380	\$ 226,914	\$ 232,587	\$ 238,402	\$ 365,988	\$ 375,138	\$ 384,516
Citation Processing/Collections								
Services - DataTicket	\$ 19,976	\$ 25,379	\$ 27,917	\$ 31,200	\$ 56,702	\$ 92,304	\$ 105,619	\$ 119,330
County Fee (\$12.50 Per Ticket Paid)	\$ 24,785	\$ 29,972	\$ 32,969	\$ 36,846	\$ 66,963	\$ 109,007	\$ 124,732	\$ 140,923
DMV Fee for collections (\$1.25)	\$ 2,478	\$ 2,997	\$ 3,297	\$ 3,685	\$ 6,696	\$ 10,901	\$ 12,473	\$ 14,092
Collection Fees (30%)	\$ 14,543	\$ 11,529	\$ 5,827	\$ (515)	\$ 4,632	\$ 11,883	\$ 14,477	\$ 17,150
Subtotal CP/C	\$ 61,782	\$ 69,876	\$ 70,009	\$ 71,217	\$ 134,994	\$ 224,094	\$ 257,302	\$ 291,495
Total Expenditures	\$ 277,627	\$ 291,256	\$ 296,923	\$ 303,803	\$ 373,396	\$ 590,082	\$ 632,440	\$ 676,011
Net Revenue	\$ (62,531)	\$ (37,041)	\$ (50,059)	\$ (47,495)	\$ 81,429	\$ 141,281	\$ 203,293	\$ 267,141
Capital Equipment ⁵								
Enforcement Vehicles	\$ -	\$ -	\$ -	\$ -	\$ 40,000	\$ 40,000	\$ -	\$ -
LPR Equipment	\$ -	\$ -	\$ -	\$ -	\$ 40,000	\$ 40,000	\$ -	\$ -
Signage for Downtown LPR	\$ -	\$ -	\$ -	\$ -	\$ 25,000	\$ -	\$ -	\$ -
Wayfinding Signage Program	\$ -	\$ -	\$ -	\$ -	\$ 15,000	\$ -	\$ -	\$ -
Subtotal Capital Equipment	\$ -	\$ -	\$ -	\$ -	\$ 120,000	\$ 80,000	\$ -	\$ -
Net Revenue Including Capital Expense	\$ (62,531)	\$ (37,041)	\$ (50,059)	\$ (47,495)	\$ (38,571)	\$ 61,281	\$ 203,293	\$ 267,141

Notes:

1 Revenue from the SHBSAA goes back into stations improvements, there is some citation revenue that the city receives but it is included under citation revenue.

2 Includes only Over Time Limit citations in the Downtown Area and the RPP plus another 50% added for other types of citations in these areas (12% of total citation revenue).

3 Includes a contract parking enforcement staff person at an annual cost of \$100,000.

4 Benefits are approximately 46% of salaries (excluding the contract employee's fee), the additional 35% for overhead covers cost of facilities, equipment maintenance and other personnel related costs.

5 The capital budget assumes purchase of an enforcement vehicle (\$40,000) equipped with license plate recognition equipment (\$40,000); \$25,000 in start-up costs for the Downtown RPP zone and \$15,000 for wayfinding.

- Organization:** The City currently receives revenue from parking citations, RPP permit sales, and income from the South Hayward BART Station JPA parking. The Maintenance Services Department is responsible for the enforcement of these programs. A third party private vendor is used to process the parking citations and collect the citation revenue. The RPP program is administered by the Public Works Engineering and Transportation Department and the South Hayward BART Station JPA is administered by the City Manager's Office. The Finance Department and the Police Department also have certain areas of responsibility. As shown in **Table 5** below, many cities have decided to consolidate all parking activities including enforcement into one department. This has proven to be a very effective approach

as parking enforcement is often a low-priority for the police department. This should be a goal for the City of Hayward as the need for parking services grows.

Table 5 – Location of Parking Enforcement Services within City Government Structure

City	Responsible City Department/Division	Comments
Oakland	Dept. of Public Works/Transportation Services	Recently consolidated enforcement into new transportation services group
San Francisco	San Francisco Municipal Transportation Agency	Parking Enforcement is under Sustainable Streets group
Berkeley	Transportation Division	All parking related activities are in this division
Emeryville	Police Department	
San Leandro	Police Department	
Union City	Police Department	
San Jose	Transportation Division	All parking related activities are in this division
Palo Alto	Police Department	Uses outside contractor for enforcing RPP zones
Sacramento	Parking Services Division	Part of Public Works

Wayfinding

Better directional signage and signs identifying the parking lots and structures would help to improve the use of the off-street parking. This program could be implemented as part of the new signage which will be needed when the Downtown parking restrictions and the RPP and Business Parking Permit programs are put in place. **Figure 3** below shows proposed locations for wayfinding signs. The program initially would involve a small number of static signs at an estimated cost of \$15,000.

Figure 3 – Proposed Wayfinding Sign Locations

