Metropolitan Transportation Commission and the Association of Bay Area Governments

Joint MTC Planning Committee with the ABAG Administrative Committee

July 9, 2021 **Agenda Item 5b**

Climate Program – Local Parking Policy Technical Assistance

Subject: Update on MTC/ABAG assistance to local jurisdictions on parking policy development and implementation.

Background: For over ten years, MTC/ABAG has provided technical assistance to local jurisdictions to support parking policy development. Policies that guide the provision and management of parking help to achieve both local and regional goals. Parking intersects with multiple opportunities and challenges in both land use and transportation planning, and with increasing pressures related to cost of housing, health and safety, congestion, and greenhouse gas (GHG) emissions, addressing parking conditions can provide benefits across these critical issues. MTC/ABAG technical assistance offered to-date has included parking policy guidance through data and reports, workshops, and grants for local parking planning projects.

Parking Policy Connection to Plan Bay Area 2050

Given the role that parking plays in meeting transportation and land use goals, MTC continues to provide parking support and technical assistance to local jurisdictions. Parking policies can support robust and equitable development in residential and commercial growth areas while reducing VMT and GHG impacts and helping to address key regional goals, including:

- *PDA Planning and Transit-Oriented Development* – Oversupplied and underpriced parking hinders vibrant growth in PDAs and other growth areas that are well-connected to a diversity of high-quality transportation options. Jurisdictions often seek assistance to assess and better manage parking policies to better meet local land use goals. Parking is a key planning element included in PDA Planning efforts, which acknowledges the role parking policies play in helping manage travel demand.
- *Housing Production and Affordability* – The Bay Area is experiencing a housing crisis and parking policies can help address housing availability and affordability. Parking development requirements are costly and often result in the oversupply of parking, which can limit the number of housing units produced, particularly affordable units.
- *VMT and GHG Reduction* – Parking policies can align with efforts towards VMT mitigation under Senate Bill 743 (Steinberg) (SB743) and GHG reduction in Plan Bay Area 2050. SB 743 requires local jurisdictions to consider VMT impacts of new developments under the California Environmental Quality Act (CEQA), and parking can support or hinder the mitigation of those impacts. The management and pricing of parking can help to manage the demand for driving. Parking districts can provide opportunities to generate revenue for transportation and public improvements that will expand affordable mobility options and reduce vehicle emissions.

- *Safe and Complete Streets* – Management of the curb for parking and other uses can expand access and improve safety for all users. Considering right-of-way space for uses beyond parking can meet increasing demands on the curb for mobility, goods delivery, and placemaking, including transit stops, bike lanes, pedestrian improvements, passenger pick-up and drop-off, bikeshare, and package and food delivery. Additionally, there are opportunities to reimagine these spaces for commercial uses such as outdoor dining and placemaking uses such as parklets.

Parking Policy Technical Assistance to Local Governments

To add to the existing library of parking policy resources, MTC/ABAG staff, with consultant support, is developing a Parking Policy Playbook. The purpose of the Playbook is help local jurisdiction staff implement parking policies and management approaches. The Playbook will be comprised of adaptable templates and tools, including:

- Model code language and policymaking templates
- Policy-specific information and implementation guidance
- Case studies of recent parking policy implementation
- Communication guidance and response to common questions and concerns
- Database of existing parking-related policies by Bay Area jurisdiction

An example of Playbook material is found in Attachment B. Following the release of the Parking Policy Playbook, staff and consultants will coordinate a series of workshops for local planners to provide guidance on how to use Playbook resources and discuss specific policy development and implementation topics in depth.

MTC/ABAG staff plan to add to the Playbook with additional resources in future phases of the Local Parking Policy Technical Assistance program. The Program's Technical Advisory Committee, comprised of local jurisdiction staff from transportation, planning and public works departments, are guiding the development of the Playbook and have identified additional technical assistance needs, such as further research on how parking policies contribute to VMT. Staff will seek input from the committee on the following questions that will also help to inform future phases of parking support and technical assistance:

- How are parking policies aligned (or not) with local and regional planning and policy goals?
- What are the barriers preventing parking policies from aligning with local and regional priorities?
- How can existing resources be improved to support local jurisdictions?
- What are remaining needs for future technical assistance?

Issues: None

Recommendation: Information

Attachments: Attachment A: Local Parking Policy Technical Assistance Presentation
Attachment B: Parking Policy Playbook Sample Resource

Therese W. McMillan

Climate

Local Parking Policy Technical Assistance

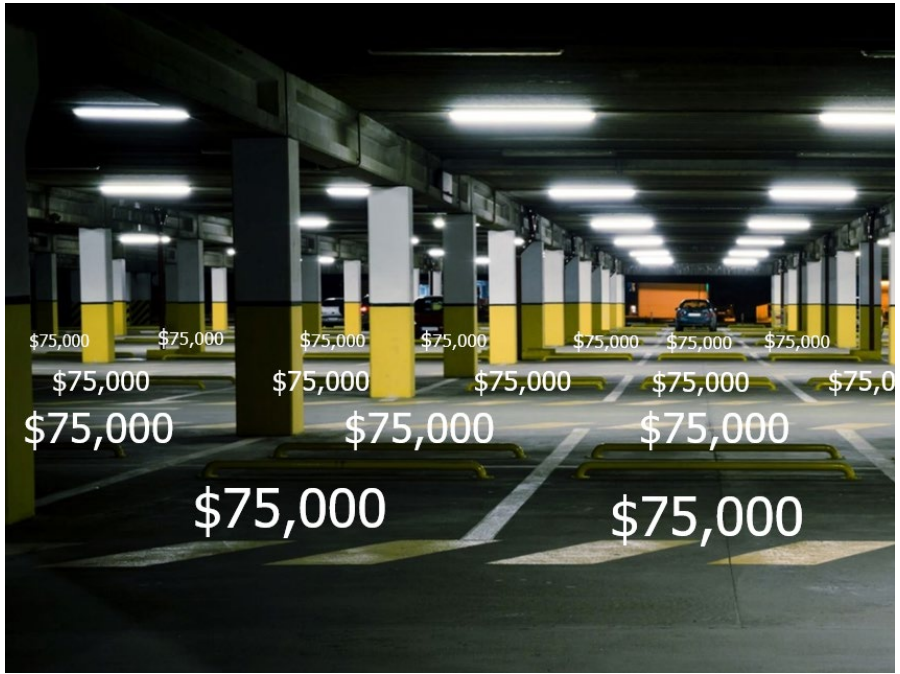
Joint MTC Planning Committee with the ABAG Administrative Committee

July 9, 2021

James Choe, MTC/ABAG

ASSOCIATION OF BAY AREA GOVERNMENTS
METROPOLITAN TRANSPORTATION COMMISSION

Climate



PARKING COSTS A LOT

Climate

and

WE'RE BUILDING TOO MUCH


EXIT
ENTRANCE
680


RIDE SHA
LOAD Z


20TH AVENUE
2309
TEMPO
AC TRANSIT

Parking Policies

Supplying Parking

- Minimum/maximum parking requirements
- Shared parking
- Affordable housing, transit proximity, TDM, and other parking exemptions
- Parking in-lieu fees
- TDM ordinances

Managing Parking

- Unbundling requirements
- Priced/metered parking
- Parking benefit district
- Residential parking permits
- Coordinated on-/off-street parking management
- Curb management

Aligning Parking Policies and Priorities

VMT and Emission Reduction

- Parking increases vehicle miles traveled, resulting in more traffic, more emissions, and reduced safety

Focused Growth and Vibrant Communities

- Parking takes up space that could be used for other purposes

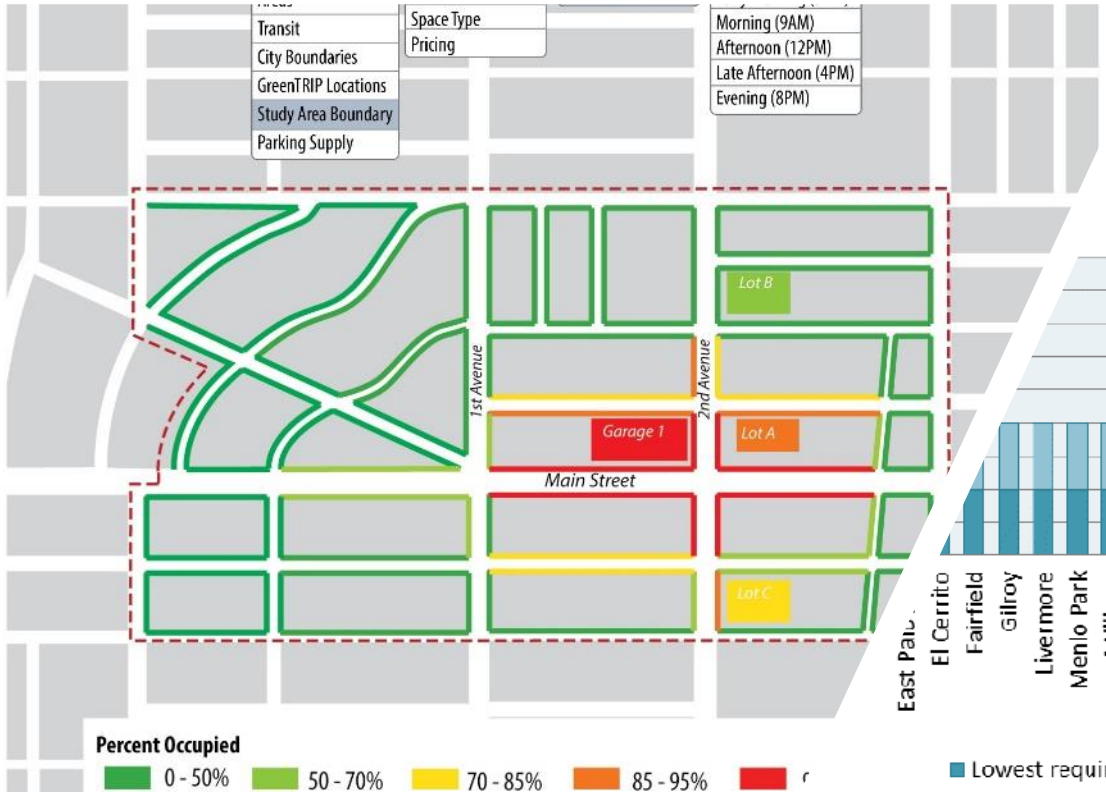
Affordable Housing and Transportation

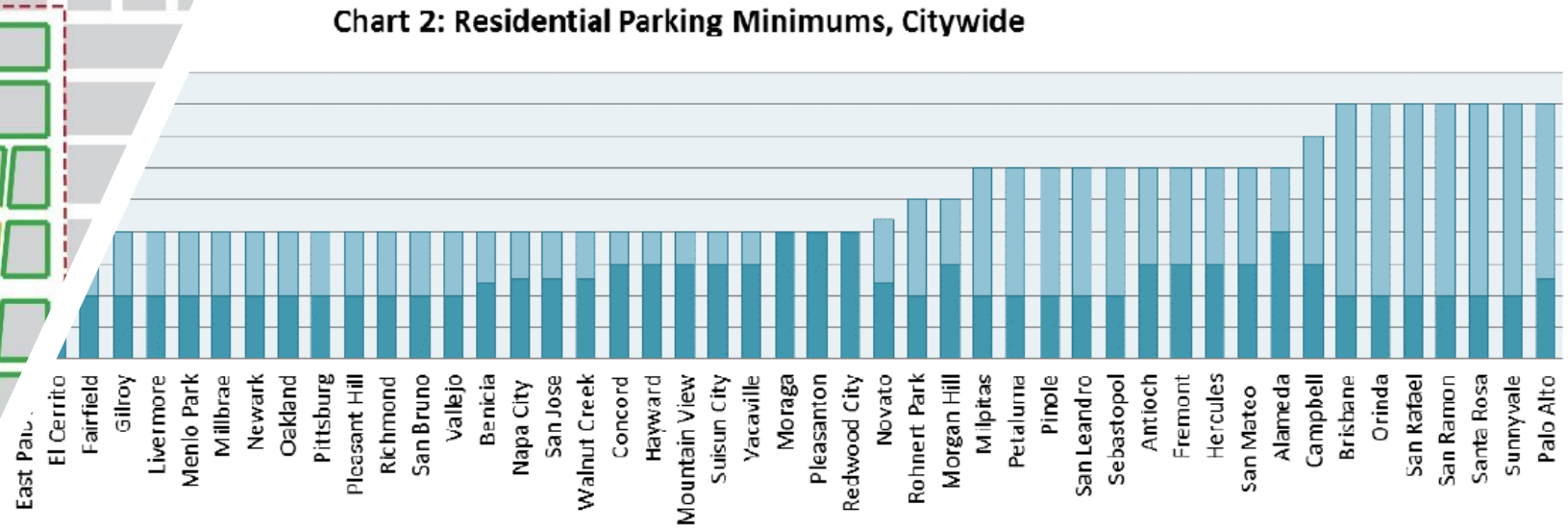
- Parking increases costs and hinders equitable development and access

Regional Plans, Policies, & Programs

- *Plan Bay Area 2050 and GHG reduction*
- *SB 743 and VMT mitigation*
- *PDA Planning and Growth Framework*
- *Regional Vision Zero Policy*
- *Complete Streets Policy*
- *Active Transportation Plan*
- *Mobility Hubs Program*
- *Local Housing Planning Assistance*
- *Transit-Oriented Development Policy*
- *Equity Priorities*

MTC & ABAG Parking Policy Technical Assistance

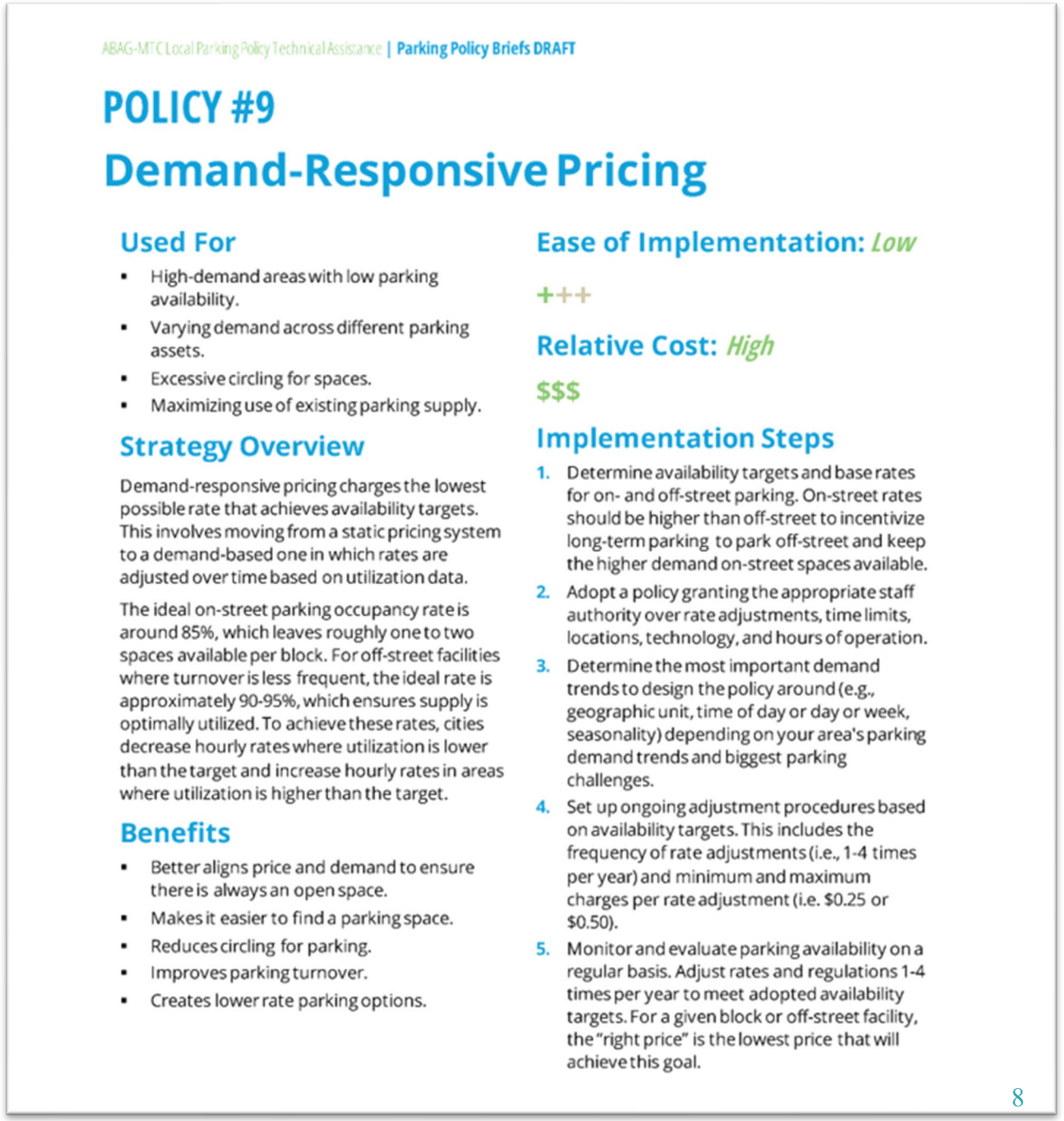




2021 Parking Policy Playbook

Resources Focused on Policy Development and Implementation

- Policy-specific information and implementation guidance
- Model code language and policymaking templates
- Case studies of recent parking policy implementation
- Communication guidance and response to common questions and concerns
- Database of existing parking-related policies by Bay Area jurisdiction



POLICY #9

Demand-Responsive Pricing

Used For

- High-demand areas with low parking availability.
- Varying demand across different parking assets.
- Excessive circling for spaces.
- Maximizing use of existing parking supply.

Strategy Overview

Demand-responsive pricing charges the lowest possible rate that achieves availability targets. This involves moving from a static pricing system to a demand-based one in which rates are adjusted over time based on utilization data.

The ideal on-street parking occupancy rate is around 85%, which leaves roughly one to two spaces available per block. For off-street facilities where turnover is less frequent, the ideal rate is approximately 90-95%, which ensures supply is optimally utilized. To achieve these rates, cities decrease hourly rates where utilization is lower than the target and increase hourly rates in areas where utilization is higher than the target.

Benefits

- Better aligns price and demand to ensure there is always an open space.
- Makes it easier to find a parking space.
- Reduces circling for parking.
- Improves parking turnover.
- Creates lower rate parking options.

Ease of Implementation: *Low*

+++

Relative Cost: *High*

$$$

Implementation Steps

1. Determine availability targets and base rates for on- and off-street parking. On-street rates should be higher than off-street to incentivize long-term parking to park off-street and keep the higher demand on-street spaces available.
2. Adopt a policy granting the appropriate staff authority over rate adjustments, time limits, locations, technology, and hours of operation.
3. Determine the most important demand trends to design the policy around (e.g., geographic unit, time of day or day or week, seasonality) depending on your area's parking demand trends and biggest parking challenges.
4. Set up ongoing adjustment procedures based on availability targets. This includes the frequency of rate adjustments (i.e., 1-4 times per year) and minimum and maximum charges per rate adjustment (i.e. $0.25 or $0.50).
5. Monitor and evaluate parking availability on a regular basis. Adjust rates and regulations 1-4 times per year to meet adopted availability targets. For a given block or off-street facility, the "right price" is the lowest price that will achieve this goal.

2021 Parking Policy Workshops

- Series of training workshops for local planning, transportation, and parking management staff
- Provide education on Parking Policy Playbook resources
- In-depth discussions on specific parking topics

Ongoing Technical Assistance

MTC/ABAG staff will continue to expand technical assistance in future phases

- How are parking policies aligned or not aligned with local and regional planning and policy goals?
- What are the barriers preventing parking policies from aligning with local and regional priorities?
- How can existing resources be improved to support local jurisdictions?
- What are remaining needs for future technical assistance?

Questions & Discussion

James Choe // jchoe@bayareametro.gov

POLICY #9
Demand-Responsive Pricing

Used For

- High-demand areas with low parking availability.
- Varying demand across different parking assets.
- Excessive circling for spaces.
- Maximizing use of existing parking supply.

Strategy Overview

Demand-responsive pricing charges the lowest possible rate that achieves availability targets. This involves moving from a static pricing system to a demand-based one in which rates are adjusted over time based on utilization data.

The ideal on-street parking occupancy rate is around 85%, which leaves roughly one to two spaces available per block. For off-street facilities where turnover is less frequent, the ideal rate is approximately 90-95%, which ensures supply is optimally utilized. To achieve these rates, cities decrease hourly rates where utilization is lower than the target and increase hourly rates in areas where utilization is higher than the target.

Benefits

- Better aligns price and demand to ensure there is always an open space.
- Makes it easier to find a parking space.
- Reduces circling for parking.
- Improves parking turnover.
- Creates lower rate parking options.

Ease of Implementation: *Low*

+++

Relative Cost: *High*

$$$

Implementation Steps

1. Determine availability targets and base rates for on- and off-street parking. On-street rates should be higher than off-street to incentivize long-term parking to park off-street and keep the higher demand on-street spaces available.
2. Adopt a policy granting the appropriate staff authority over rate adjustments, time limits, locations, technology, and hours of operation.
3. Determine the most important demand trends to design the policy around (e.g., geographic unit, time of day or day or week, seasonality) depending on your area's parking demand trends and biggest parking challenges.
4. Set up ongoing adjustment procedures based on availability targets. This includes the frequency of rate adjustments (i.e., 1-4 times per year) and minimum and maximum charges per rate adjustment (i.e. $0.25 or $0.50).
5. Monitor and evaluate parking availability on a regular basis. Adjust rates and regulations 1-4 times per year to meet adopted availability targets. For a given block or off-street facility, the “right price” is the lowest price that will achieve this goal.

Key Features

- **Data source.** Demand-responsive pricing requires a consistently collected data source to help assess demand. Typical sources used include manual data collection and modeled occupancy data based on payment data or parking sensors.
- **Data-driven management.** Any parking regulations implemented today will need to be adjusted over time to respond to changes in demand. An ongoing data collection approach based on formally-adopted metrics and goals will enable a city to manage parking and adjust regulations in a way that is systematic and transparent.
- **Data dashboard.** Sharing data directly with the community via a web-based data portal can help build confidence and make it easier to address future parking needs of a neighborhood.
- **Signage and wayfinding.** Effective program operation requires signage, wayfinding, and technology systems to be in place prior to rollout. These tools are essential to make looking for and paying for parking as easy as possible for the customer.

Pro Tips

- Can be linked to the implementation of a Parking Benefit District (**Policy #9**).
- Couple with relaxed time limit – focus on creating available spaces rather than worrying too much about exact turnover rate.
- Can be implemented by zone (e.g. Santa Rosa, Redwood City, Berkeley) or block-by-block (e.g. San Francisco).
- Incentivize private lots and garages to participate.
- Rate adjustments do no need to occur frequently to be effective.
- Many possible demand dynamics exist when designing adjustment policies (i.e. time of day, day of week, etc.). Analyze utilization trends and choose the most important one to design around – policies should not be overly complex.
- Publish the adjustment policy for transparency. Similarly, post adjustment analysis and rates.
- Communicate the program prior to implementation with effective outreach and messaging, including a program brand, marketing materials, workshops, and stakeholder meetings.

Case Study: Santa Rosa

In 2016, the City hired a consultant in 2016 to complete a citywide parking study, which recommended a package of parking strategies aimed at improving access to parking in the core downtown. In June 2017, the City Council approved a number of these strategies, including zone-based demand-responsive pricing. Key changes included:

- **Establishment of two metered parking rate areas**. The Premium Rate Area includes the core of downtown where demand for on-street parking exceeded 85% at peak demand. Hourly rates for parking increased to $1.50/hour in the Premium Rate Area. The Value Rate Area remained at the existing rate of $1.00/hour.
- **Rate adjustments.** Metered parking rates may be adjusted (up or down) over time to achieve the desired goal of 85% occupancy. Metered rates may be adjusted no more frequently than once every six months, by not more than $0.25/hour, and with rates limitations in place that parking rates can be no lower than $0.25/hour and no higher than $3.00/hour.
- **Time Limits.** Time limits in the Premium Rate Area increased from 1 or 2 hours to 3 hours. Time limits in the Value Rate Area were set between 4 and 8 hours.
- **Hours of enforcement.** The hours of enforcement changed from 8 am to 6 pm Monday – Saturday to 10 am – 8 pm in the Premium Rate Area, and 10 am – 6 pm in the Value Rate Area, Monday - Saturday. The hours of operation reflect the times when businesses are open and parking is in highest demand. The hours of operation were later reduced to 9 am to 6 pm in December 2019 due to concerns from local businesses that charging for parking past 6 pm negatively impacted business.
- **Garage hourly rate changes.** The first hour of parking is free at two underutilized garages to make them a more attractive option among city parking assets. Rates were also reduced from $0.75/hour to $0.50/hour, after the first hour free. The rate at a high-demand garage increased to $1.00/hour.

The City benefited from a strong municipal champion that oversaw the study from start to implementation, provided rigorous information that garnered political support, and conducted extensive outreach that included stakeholder interviews, online and intercept surveys, public outreach meetings, and flyering.

For more info:

https://srcity.org/245/Parking-Management-Study

Case Study: Berkeley (goBerkeley)

Other Cities
- Redwood City
- San Francisco (SFpark)
- San Mateo
- Walnut Creek

The goBerkeley program began as a three-year pilot program designed by the City to improve traffic congestion and parking options, and to promote alternatives to private automobiles within the core areas of the City. In the summer of 2013, the City Council authorized adjusting parking rates and time limits at meters, surface lots, and garages in three zones to achieve occupancy rates of 65-85%. An ordinance revising the City's Municipal Code was passed and included the following changes based on existing utilization:

- **Utilization Under 65%:** Lower rates and extend time limits to incentivize use of parking.
- **Utilization 65-85%:** No adjustments required.
- **Utilization over 85%:** Raise rates to increase turnover and/or shift demand.

The pilot program tested a variety of automated data collection and enforcement technologies, including smart meters and License Plate Recognition (LPR) surveys. The program is now reverting to manually-collected data.

The goBerkeley program has proven to be effective in managing parking demand, successful in gaining acceptance and approval from local merchants, and has a lean administrative framework relative to other successful programs. The program has since expanded from three zones (during the pilot) to five.

For more info:
https://www.cityofberkeley.info/Public_Works/Transportation/Parking_Meters.aspx#_goBerkeley

Sample Code Language

Redwood City

Municipal Code Sec. 20.133. - Periodic Adjustment of Downtown Meter Zone Meter Rates

Under the authority of California Vehicle Code section 22508, the following process for adjusting Downtown Meter Zone meter rates from time to time to manage the use and occupancy of the parking spaces for the public benefit in all parking areas within the Downtown Meter Zones is hereby established.

A. To accomplish the goal of managing the supply of parking, including the use and occupancy of parking spaces for the public benefit, and to make it reasonably available when and where needed, a target occupancy rate of eighty-five percent (85%) is hereby established as the goal sought to be achieved with the rate structure for parking meters within the Downtown Meter Zones. Such target occupancy rate balances the consistent use of the public parking supply with minimizing the time it takes for individual parkers to find a parking space. For purposes of this Section 20.133, the "two (2) representative days" shall fall on a Tuesday, Wednesday, or Thursday, and shall exclude days that fall on a holiday, experience severe weather, or host a special event within the City's downtown area. The two (2) representative days shall be taken from within a single month during one of the busiest four (4) months of the year, based on the past twelve (12) month period of parking data.

B. At least biennially and not more frequently than quarterly, the City Manager shall survey the average occupancy for each parking area in the Downtown Meter Zone that has parking meters and recalculate the parking rates for parking meters in both Downtown Meter Zones A and B using the criteria and calculations established below:

    1. In the Downtown Meter Zone A:

        a. The hourly parking rate in Downtown Meter Zone A shall at all times be between twenty-five cents ($0.25) per hour and two ($2.00) dollars per hour.

        b. If the average occupancy within Downtown Meter Zone A between the hours of eleven o'clock (11:00) A.M. and one o'clock (1:00) P.M. on two (2) representative days are over 85%, the then existing hourly meter rate shall be increased by twenty-five cents ($0.25) provided, however, the hourly parking rate shall in no event exceed the approved maximum rate.

        c. If the average occupancy within Downtown Meter Zone A between the hours of eleven o'clock (11:00) A.M. and one o'clock (1:00) P.M. on two (2) representative days are between seventy percent (70%) and eighty-five percent (85%), the then existing hourly meter rate shall remain the same.

        d. If the average occupancy within Downtown Meter Zone A between the hours of eleven o'clock (11:00) A.M. and one o'clock (1:00) P.M. on two (2) representative days are below seventy percent (70%), the then existing hourly meter rate shall be reduced by twenty-five cents ($0.25), provided, however, the hourly parking rate shall in no event go below the approved minimum rate.

    2. In the Downtown Meter Zone B:

        a. The hourly parking rate in Downtown Meter Zone B shall at all times be between fifty cents ($0.50) per hour and three ($3.00) dollars per hour.

b. If the average occupancy within Downtown Meter Zone B between the hours of eleven o'clock (11:00) A.M. and one o'clock (1:00) P.M. on two (2) representative days are over eighty-five percent (85%), the then existing hourly meter rate shall be increased by fifty cents ($0.50), provided, however, the hourly parking rate shall in no event exceed the approved maximum rate.

c. If the average occupancy within Downtown Meter Zone B between the hours of eleven o'clock (11:00) A.M. and one o'clock (1:00) P.M. on two (2) representative days (Tuesday, Wednesday, or Thursday) are between seventy percent (70%) and eighty-five percent (85%), the then existing hourly meter rate shall remain the same.

d. If the average occupancy within Downtown Meter Zone B the hours of eleven o'clock (11:00) A.M. and one o'clock (1:00) P.M. on two (2) representative days are below seventy percent (70%), the then existing hourly meter rate shall be reduced by fifty cents ($0.50), provided, however, the hourly parking rate shall in no event go below the approved minimum rate.

C. The new rates shall become effective upon the programming of the parking meter for that rate. The current schedule of meter rates shall be available at the City Clerk's office.

San Francisco

Transportation Code Article 400: Parking Meter Regulations

Sec. 401 Parking Meter Rates, Operation Times, and Time Limits.

Within the range of charges authorized in Sections 402-405 of this Article 400, and consistent with applicable law and the policies established by the SFMTA Board of Directors, the Director of Transportation is authorized to determine:

a. The rate to be charged at any particular meter at any particular time;

b. The times and days during which deposit of valid payment at a Parking Meter is required;

c. The maximum time period permitted for Parking at any Parking Meter; and

d. The Parking Meter technology to be used by the SFMTA.

Sec. 402. Citywide Variable Parking Meter Rates.

The rates for parking meters located anywhere within the boundaries of the City and County of San Francisco as described in Appendix A, not under the jurisdiction of the Port of San Francisco, the Recreation and Park Department, the Golden Gate National Recreation Area, the Presidio of San Francisco, or the Treasure Island Development Authority, shall be between $0.50 an hour and $9 an hour effective July 1, 2020, and $10 an hour effective July 1, 2021. Within that range, the rates may be adjusted periodically based on vehicle occupancy on any block or set of blocks during the hours of parking meter operation according to the following criteria: (a) if occupancy is 80% or above, rates will be increased by $0.25 per hour; (b) if occupancy is 60% or above but below 80%, rates will not be changed; (c) if occupancy is below 60%, rates will be lowered by $0.25 per hour. Rates shall be adjusted for any particular block or set of blocks not more than once every 28 days.

How Would Demand-Responsive Pricing Work in [Insert City]?

LEARN MORE BY VISITING:
[instert website]

OR CONTACT:
[insert email]

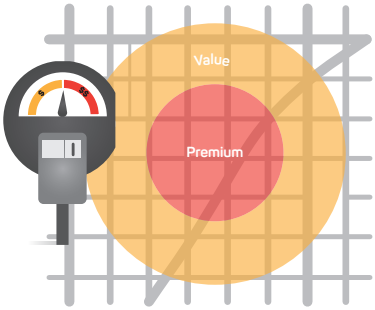
Demand-responsive pricing charges the lowest possible rate to achieve availability targets — matching price and demand to ensure there is always an open parking space nearby to someone searching for parking.

- *Static parking prices are replaced with demand-based prices that are adjusted over time based on parking demand – more convenient or "in demand" spaces cost more than less convenient parking spaces.*
- *The ideal on-street parking occupancy rate is around 85%, which leaves roughly one to two spaces available per block. For off-street facilities where turnover is less frequent, the ideal rate is approximately 90-95%, which ensures supply is optimally utilized. To achieve these rates, cities decrease hourly rates where utilization is lower than the target and increase hourly rates in areas where utilization is higher than the target.*
- *With demand-responsive pricing in place, there can be less emphasis on time limits to create turnover. Extending parking time limits makes parking more convenient for drivers. For example, a 4-hour limit gives ample time for visitors to visit multiple businesses without rushing back to their vehicle or risking a parking ticket. Some cities with demand-responsive pricing have found they can remove time limits altogether.*

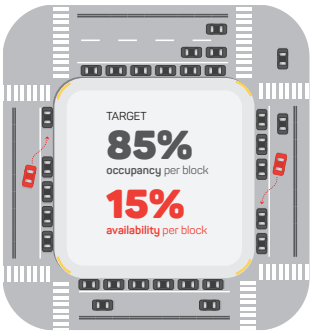
Which Bay Area cities have implemented this?

- Berkeley
- Santa Rosa
- Redwood City
- San Francisco
- San Mateo
- Walnut Creek

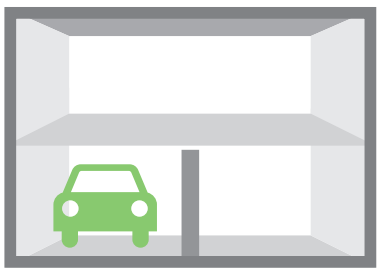
1 Eligible parking zones or blocks are identified based on existing demand for parking.



2 On-street pricing is set to achieve a goal of 85% occupancy with 15% availability on every block, at any given time.



3 Off-street facilities have an occupancy goal of 90-95%, and should be priced lower than higher demand on-street parking.



Why is it Recommended?

- Researchers have determined that the ideal parking availability rate is about 15%, which means there will be roughly 1-2 spaces available per block at all times.
- Other cities have seen increases in parking availability and decreases in meter rates
- Demand-responsive parking pricing reduces the reliance on time limits, which results in fewer citations and a more positive parking experience for drivers.

Benefits Summary

- Aligns price and demand to ensure there is always an open space.
- Makes it easier to find a parking space.
- Reduces circling for parking.
- Reduces congestion and improves traffic flow and air quality.
- Creates lower rate parking options.