



City of Oakland & Metropolitan Transportation Commission

# **DOWNTOWN OAKLAND PARKING STUDY**

## **Technical Memorandum #3: Public Outreach Summary**

***FINAL***

**November 2015**

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## Table of Contents

	Page
<b>1 Introduction.....</b>	<b>2</b>
<b>2 Stakeholder Focus Groups and Public Meetings .....</b>	<b>3</b>
Internal Stakeholder FOCUS GROUP Meetings.....	3
Public Meetings .....	3
<b>3 Project Website.....</b>	<b>7</b>
<b>4 Merchant and Shopper Surveys .....</b>	<b>8</b>
Methodology .....	8
Merchant Survey Results.....	12
Shopper Survey Results .....	20
Discussion & Conclusion .....	25

## Table of Figures

Figure 1	Downtown Oakland Parking Study Project Website .....	7
Figure 2	Study area with target commercial areas.....	10
Figure 3	Map of businesses surveyed by category .....	13
Figure 4	Delivery patterns of businesses.....	15
Figure 5	Merchant perceptions of customer mode of travel.....	16
Figure 6	Merchant satisfaction with transportation amenities for customers.....	16
Figure 7	Merchant perceptions of employee mode of travel.....	17
Figure 8	Merchant satisfaction with transportation amenities for employees .....	18
Figure 9	Frequency of visits to study area .....	20
Figure 10	Typical mode of intercepted shoppers in Chinatown .....	21
Figure 11	Typical mode of intercepted shoppers in Downtown Oakland/ Old Oakland.....	21
Figure 12	Typical mode of intercepted shoppers in Uptown .....	22
Figure 13	Typical mode of intercepted shoppers in all study areas.....	22
Figure 14	Typical mode of shoppers surveyed online.....	22
Figure 15	Typical mode of shoppers intercepted in-person and online for all survey areas ...	23
Figure 16	Mode Shares of Local and Regional Shoppers.....	24
Figure 17	Spending by mode.....	25

# 1 INTRODUCTION

The Downtown Oakland Parking Study is designed to explore parking issues and opportunities in the heart of Oakland. With the downtown Oakland community as an integral partner in the planning process, the study will inform how future transportation and parking policies and investments can sustainably support local growth and improve quality of life for residents, visitors, and business owners. This report, *Technical Memorandum #3: Public Outreach Summary*, is the third deliverable of the Downtown Oakland Parking Study. This memorandum documents information gathered through the study's stakeholder and community outreach efforts to date. Several approaches were used to gather input from and exchange ideas with both members of the public and City staff from many departments. They included the following:

1. **Stakeholder Focus Group & Public Meetings:** Working with City staff, Nelson\Nygaard established a stakeholder focus group made up of key City staff from multiple departments to help guide the development of the project, share their local knowledge and unique understanding, and to act as a sounding board throughout the study. In addition to this internal advisory committee, public meetings are being held to gather input from the entire community, including merchants, employees, shoppers, and residents.
2. **Project website:** City staff established a project website, providing a home for listing upcoming project meetings and events, project documents, contact information for relevant City staff, and links to other relevant project materials.
3. **Merchant and Shopper Surveys:** Nelson\Nygaard created, conducted and analyzed surveys of both merchants and shoppers, conducted in the form of both online surveys and in-person intercept surveys on the streets of downtown.

Each of these activities is described in the following sections of this memorandum.



## 2 STAKEHOLDER FOCUS GROUPS AND PUBLIC MEETINGS

Working with City staff, Nelson\Nygaard established a stakeholder focus group made up of key City staff from multiple departments to help guide the development of the project, share their local knowledge and unique understanding, and to act as a sounding board throughout the study. In addition to this internal advisory committee, public meetings were held to gather input from the entire community, including merchants, employees, shoppers, and residents.

### INTERNAL STAKEHOLDER FOCUS GROUP MEETINGS

Two internal stakeholder focus group meetings were held to help guide the development of the project and provide local knowledge to the study. Appendix A provides copies of the memoranda summarizing these meetings.

### PUBLIC MEETINGS

Public meetings were held to gather input from the entire community, including merchants, employees, shoppers, and residents. As of November 2015, one public meeting devoted specifically to the Downtown Oakland Parking Study has been held, and additional public input on parking and loading issues in the study area has been gathered by Nelson\Nygaard and City staff through public meetings held on the Comprehensive Circulation Study for Downtown Oakland and the Downtown Oakland Specific Plan. Additional public meetings specifically focused on the Parking Study will be held in the coming months, to provide for public input on this study's initial recommendations, which will be provided in *Technical Memorandum #4 – Parking Management Strategies Working Paper*, and on the management plan which will be provided in the *Draft Parking Management Plan*.

### Downtown Parking Study Initial Public Meeting

The first public meeting was held on June 18<sup>th</sup>, 2015, in Hearing Room #2 at Oakland City Hall. (See Appendix A for a memorandum summarizing this meeting, which includes a copy of meeting announcement). The meeting was jointly facilitated by Michael Ford of the City of Oakland and Patrick Siegman of Nelson\Nygaard. Topics for review and discussion included an overview of the project, a brief summary of findings from *Technical Memorandum #1: Context Analysis*, and a discussion of potential parking management strategies that could be appropriate for downtown.

During the presentation, members of the public were invited to raise questions as they arose. These questions were recorded in real time and projected on a side wall. In general, feedback from the public can be summarized as follows:

- **The study should analyze and propose recommendations to address Disabled Person Parking Placard use and abuse.** Participants noted their observations of widespread disabled placard use and abuse, highlighting their perception that people using placards to park for free in curb parking spaces all day hinders availability, which is important for businesses.
- **Chinatown offers a complex set of challenges related to parking:**

- Echoing the findings of previous studies, participants noted that double parking remains a problem in some areas of Chinatown.
- Some merchants are using parking spaces for selling or advertising merchandise, preventing potential customers or other users from parking in these spaces.
- Vehicles parked overnight on street sweeping days are not being consistently ticketed for remaining illegally parked under street sweeping hours.
- Chinatown has a mix of residences and businesses—it will be critical for the study to develop parking management policies that address both uses.
- **The study should focus on loading zone policies as a tool to ease parking and delivery problems downtown (i.e., not only in Chinatown).** There could be an opportunity to introduce flexible meter zones, as in San Francisco. For example, a space could be designated as a loading zone in the morning, and then become a regular parking space in the afternoon.
- **Discuss the costs and revenues of variable parking pricing programs.** Specifically, answer the question, “Do the expenses of operating the parking system go up as a result of implementing a variable pricing program?”
- **Discuss existing zoning code regulations that require a minimum number of parking spaces for new buildings and/or new land uses in existing buildings in downtown Oakland, and consider reducing or removing these regulations.**
- **Discuss how this study will address potential spillover parking from downtown destinations into curb parking spaces in the surrounding residential neighborhoods, which may lead to curb parking shortages in the surrounding residential neighborhoods if no action is taken to prevent this.**

## Additional Public Input from Other Planning Efforts

Several other land-use and transportation planning efforts are underway in downtown Oakland that affect parking, including the Downtown Oakland Specific Plan, the Comprehensive Circulation Study for Downtown Oakland and Access to/from West Alameda (CCS), and the Oakland/Alameda Freeway Access project (formerly the I-880/Broadway-Jackson Interchange Improvement project). The Downtown Oakland Parking Study is coordinating with these efforts by gathering input regarding major parking concerns and issues.

On October 27, 2015, a “Parking Summit” was convened as part of the Downtown Oakland Specific Plan charrette. Participants ranged from residents, business owners, developers, city staff, and other stakeholders passionate about parking and transportation in Oakland. The meeting was facilitated by Michael Ford of the City of Oakland, who introduced the Downtown Oakland Parking Study and work to date, including *Technical Memorandum #1: Context Analysis* and the draft *Technical Memorandum #2: Existing Conditions*. After reviewing a working list of parking-related issues, participants identified their respective priorities. The following parking issues were discussed:

- **Balance of parking needs of all users.** People commented on the need for tailored policies to balance the diversity of parking needs. For example, one business owner was concerned about improved parking access, especially for loading and unloading, while

residents wanted fewer surface parking lots. Other participants mentioned the need for more parking for bicycles and motorcycles.

- **Repurpose street space and street redesigns.** Some participants commented that the amount of public space dedicated to streets and cars has a detrimental effect on walkability in Oakland. Participants posited possible street redesigns, such as creating two-way streets, requiring facades to be active uses instead of parking lots, incorporating diagonal parking spaces, or providing back-angled parking on a case-by-case basis.
- **Review regulations for both parking supply and demand.** Participants discussed the need for more tools to manage demand for existing parking, in addition to regulating the construction of new parking. Mention was made of the City's ongoing review of current off-street parking regulations.
  - One participant remarked on the perceived difficulty of finding parking when there is ample parking in other areas, often nearby. Signage, wayfinding, and parking pricing were mentioned as potential strategies.
  - Participants proposed parking maximums and other development incentives and policies. One participant suggested requiring private developments to provide better reporting on parking facilities as part of their transportation demand management (TDM) plans.
  - Several participants voiced concern over recent developments, such as a residential complex located next to the 19<sup>th</sup> Street BART station that includes construction of new parking.

The Downtown Oakland Parking Study has also coordinated with the Comprehensive Circulation Study (CCS) on community outreach efforts. As of November 2015, the CCS has conducted stakeholder interviews with Asian Health Services, the Oakland Metropolitan Chamber of Commerce, the Jack London Improvement District, the Chinatown Chamber of Commerce, the Downtown Oakland Association, Walk Oakland Bike Oakland, and Bike East Bay. Additionally, the CCS hosted a meeting with merchants in Chinatown. The following issues and concerns were raised from the stakeholder meetings and the Chinatown merchants' meeting:

- **Look for ways to re-allocate street space.** Multiple stakeholders shared the view that many Oakland streets have roadways that are wider than they need to be, and that devote more of the public rights-of-way to moving automobile traffic than is necessary or desirable, and would like to see some streets redesigned to better accommodate other modes. Bike East Bay noted, "There is excess capacity in Oakland for autos (both lanes and parking)." The Oakland Chamber stated, "Less roadway capacity [for automobile movement] could be fine – whatever improves quality of life. Traffic currently isn't that bad. We don't see the same bottlenecks as in San Francisco."
- **Manage on-street parking.** A number of groups mentioned the need for better management of on-street parking, such as time limits and loading zones, as well as the need to improve wayfinding to direct motorists to available parking.
  - AHS suggested considering the land under the freeway for additional parking and possibly creating a parking benefit district.
  - The Chinatown Chamber considers commercial loading on Chinatown streets to be a major issue that the study should address. They see delivery vehicles double-parking in travel lanes as a significant problem, and suggest the study develop a solution that

works well for business delivery needs. They discussed ideas such as central delivery areas as well as reserved/metered on-street commercial loading zones. AHS noted commercial loading is discussed in Lake Merritt Station Area Plan. Their representatives stated it is a manageable issue; one that the merchants need to deal with.

- Bike East Bay suggested careful study of the role of on-street parking in downtown Oakland and potentially removing on-street parking where necessary to make space for other uses.
- Several stakeholders mentioned the need to improve wayfinding by directing drivers to available parking in off-street garages as well as getting to and from freeways.



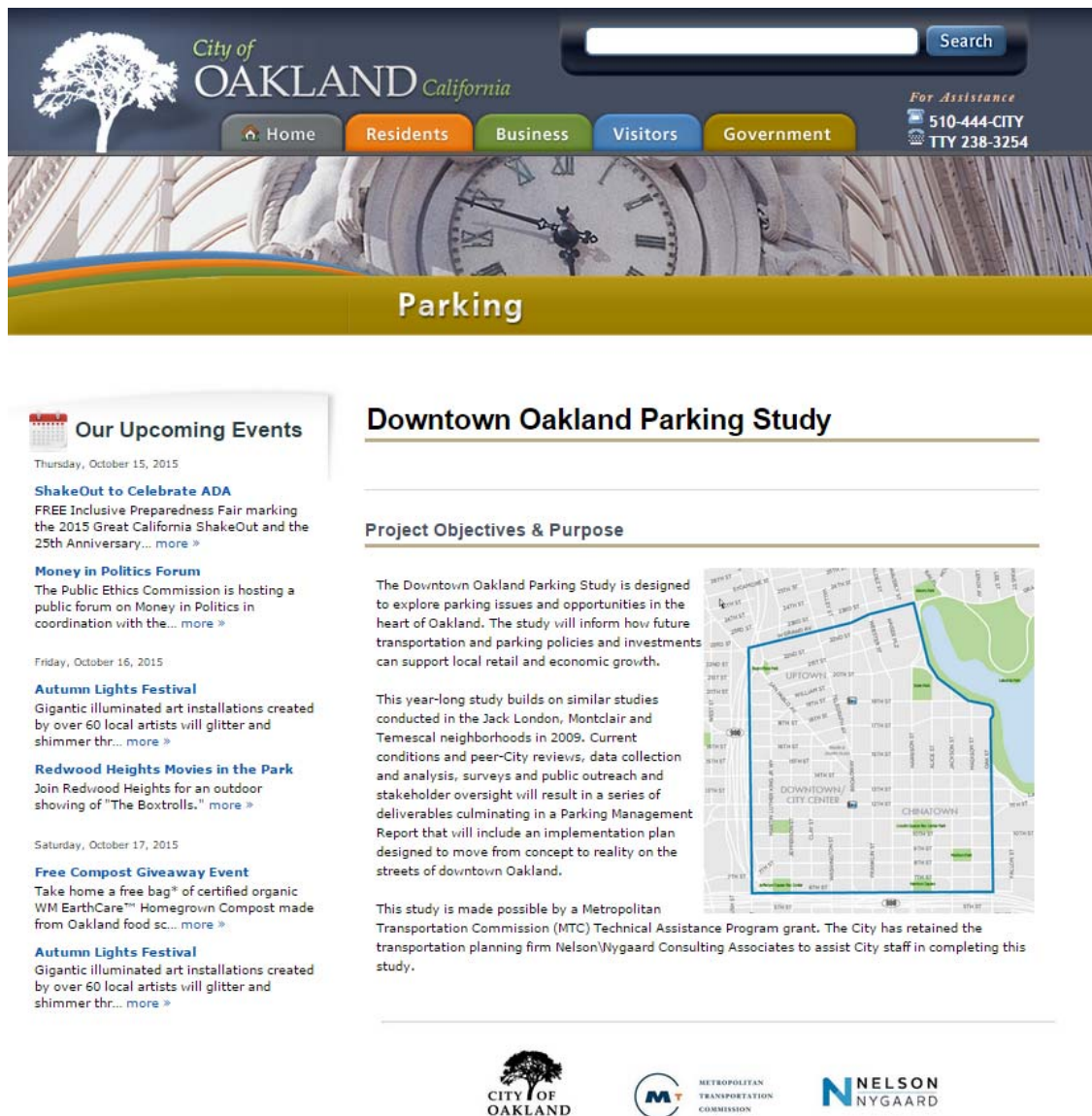
### 3 PROJECT WEBSITE

The project website was launched in June 2015 in advance of the first public outreach efforts, including the initial public meeting and the merchant and shopper survey effort. City staff crafted the content and published the website to disseminate key information about the study, with Nelson\Nygaard providing feedback, and drafting the various Technical Memoranda and other documents housed on the website. The website lives here:

<http://www2.oaklandnet.com/Parking/DowntownParkingStudy/index.htm>.

The website includes a wealth of information, including project objectives and purpose, schedule, products and deliverables, how to get involved and stay informed, background materials and resources, and links to peer-city parking pages.

Figure 1 Downtown Oakland Parking Study Project Website



Source: City of Oakland, 2015

## 4 MERCHANT AND SHOPPER SURVEYS

As part of the study, surveys were conducted to build a more complete picture of transportation patterns contributing to economic activity in downtown. The goal of the surveys is to collect business and community input regarding current parking opportunities and challenges, with a particular focus on the needs of shoppers, diners, and the merchants who serve them.

Two surveys were developed and implemented. The “merchant survey” gauged business perceptions on the importance of parking, delivery patterns, quality of transportation infrastructure, and travel modes for their customers and employees. The “shopper survey” asked shoppers, diners and other downtime visitors to describe the various businesses they visited, their spending, and typical travel patterns. Together, the merchant and shopper surveys provide insight into businesses’ perceptions of transportation needs, and patrons’ stated actions.

This memorandum summarizes the results of intercept survey efforts, and includes the following:

- **Methodology:** An overview of methodological goals, processes, and limitations of the surveys
- **Merchant Survey Results:** A summary of businesses’ perceptions on parking and transportation in the study area, including delivery patterns, perceptions of customers’ transportation options, and perceptions of employee transportation services
- **Shopper Survey Results:** A summary of individual perceptions of transportation in the study area, travel mode, and spending
- **Discussion and Key Findings:** An overview of the key findings

### METHODOLOGY

While the focus of the study is on parking, the surveys aimed to fill a gap in the broader picture of transportation patterns contributing to economic activity in downtown Oakland. The survey methodology and questionnaire was adapted from surveys conducted for the North Oakland Community Analysis by UC Berkeley’s Department of City and Regional Planning Transportation Studio in Fall 2014. The main methodological goal of the surveys was to gather useful information about merchants’ and shoppers’ habits and concerns, while keeping the surveys brief enough to encourage participation and gain responses from as many merchants and shoppers as possible, given the budget available for this task.

The service focused on understanding the travel patterns of shoppers, diners and the downtown merchants who serve them, rather than on the travel behavior of office workers. One might say that the merchant and shopper surveys were focused on studying the businesses that are typically found on the ground floor of downtown buildings (e.g., retail stores, restaurants, hairdressers, and other service businesses) and the shoppers and diners who visit them. This focus on shoppers, diners and the “street-level” businesses they visit was chosen for several reasons:

- Budget limitations made it infeasible to collect and analyze thorough data on every population group.
- Existing data from several sources (e.g., the United States Census’ American Community Survey Journey to Work data, monthly parking permit sales and wait list data for municipal garages, and so on) is available to help analyze the transportation needs of downtown office workers and visitors.

- Little data about the travel patterns of shoppers and diners in downtown Oakland is available from existing sources.
- Informal observations and conversations with merchants make it clear that street-level businesses and their patrons generate many short-stay parking and loading events, ranging from quick pickup, drop-off and delivery trips, to one to two hour visits for shopping or lunch, to longer visits for such as dinner and a concert. A better understanding of these merchant and shopper needs can be particularly helpful in developing curb parking management plans.

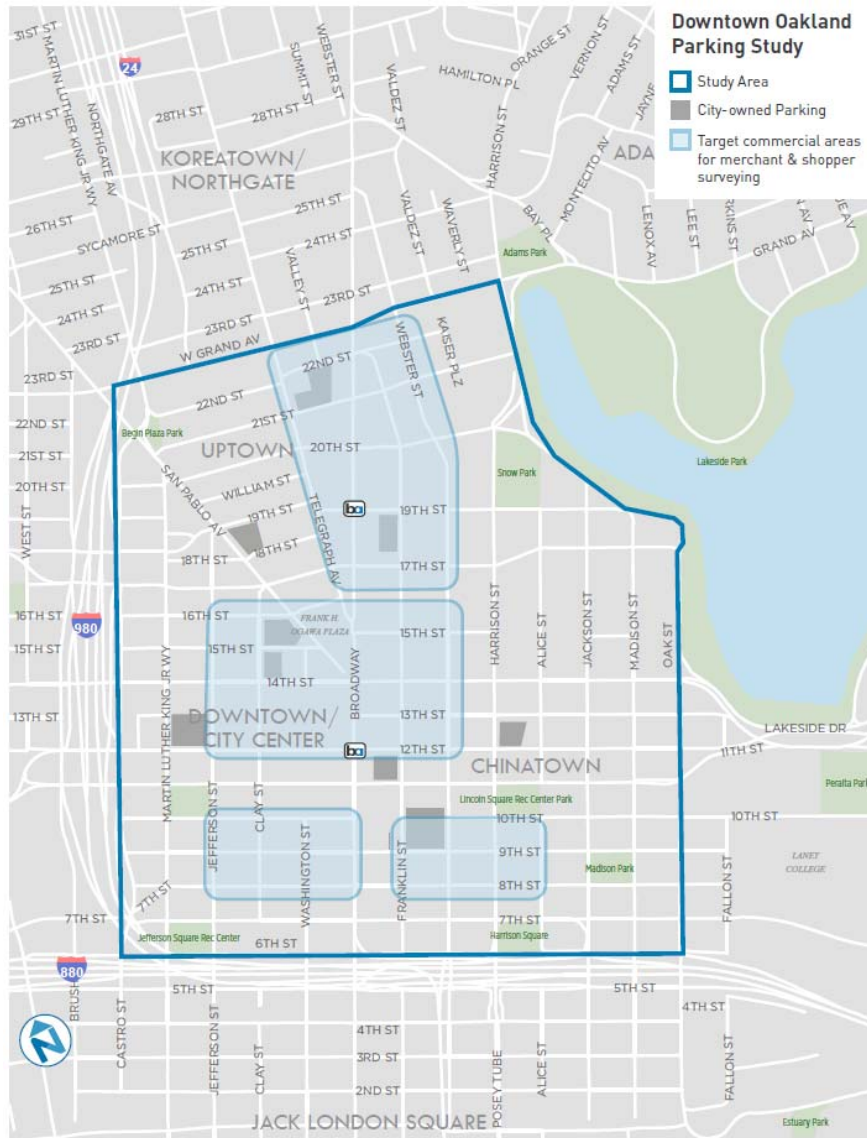
To maintain this focus, several types of “street-level” businesses were surveyed. Traditional office workplaces, however, were excluded from the survey. For data analysis purposes, the businesses surveyed were categorized into four groups: “retail”, “restaurant/bar”, “service” establishments and “other”. “Retail” refers to businesses that might require customers to carry items to or from the location, such as a clothing store, book store, or gift shop. Businesses where customers go to eat or drink, including coffee shops, were categorized as “restaurant/bar”. “Service” refers to places that do not require customers to carry items to or from the location, such as a hair salon or dentist office. “Other” refers to merchants that did not easily fit into any of the other three categories. This latter category was applied to a couple of co-working and gallery hybrid spaces.

Key commercial corridors within the study area were targeted for surveying efforts, including:

- Downtown Oakland/City Center: Around Broadway Avenue, 14<sup>th</sup> Avenue, and Franklin Street
- Chinatown: Around 8<sup>th</sup> and 9<sup>th</sup> Streets, from Broadway Avenue to Alice Street
- Old Oakland: Around 8<sup>th</sup> and 9<sup>th</sup> Streets, from Clay Street to Broadway Avenue
- Uptown/Lake Merritt: Around Broadway Avenue, Telegraph Avenue, Webster Street, from 16<sup>th</sup> to 19<sup>th</sup> Streets

Figure 2 highlights the study area and target commercial areas. To incentivize merchants and shoppers to take the survey and reward people for their time, all participants were entered into a raffle for a \$100 American Express gift card.

**Figure 2** Study area with target commercial areas



Source: Nelson\Nygaard, 2015

## Merchant Surveys

The merchant surveys asked business owners (or their representatives, such as business managers present on-site) general questions about their business, delivery patterns, perceptions of customer and employees' mode of travel to their business, and quality of transportation infrastructure serving the area. The surveys included 17 questions and typically took between 10-20 minutes to complete. A copy of the merchant survey questionnaire is included in Appendix B.

Multiple approaches were taken to maximize response rate among businesses, including:

- Door-to-door in-person interviews, led by Nelson\Nygaard staff and temporary workers hired and trained by Nelson\Nygaard staff as surveyors

- Online survey links sent to businesses by email, a task led by City staff
- An online survey made available on the City of Oakland's project page
- Phone calls to businesses about the online survey, a task led by City staff
- Flyers with links to the online survey made available at public meetings

Door-to-door in-person interviews were conducted during one week in May (Tuesday through Saturday), one week in June (Wednesday through Friday), and two Saturdays in June 2015. The majority of merchant interviews were conducted between 1:30 p.m. and 4:00 p.m. Surveyors were trained on etiquette and language to maximize responses and control for quality. If the business representative was short on time, core questions (e.g. delivery activity and perceptions of how customers arrived) were asked. If the owner or business representative was unavailable or unable to take the survey, surveyors provided information about the study and left a flyer with the online survey link to be completed at another time. The online survey was available from end of May to end of July.

At least three hundred businesses were contacted in-person, by phone, or through email. A total of 78 valid responses were received. While many efforts were made by phone and email, in-person contact and interviews proved most effective, with 77 of the 78 merchant responses captured by personal contact.

The study was limited by budget and time. In particular, maximizing response rates lent itself to some sampling bias. While general areas were targeted, no formal sampling structure was applied to specific geographies or type of businesses to maximize the number of businesses reached and the number of responses received. Another limitation of the surveys was cultural. Several businesses in downtown Oakland are multicultural and language proved to be a difficult barrier to overcome, especially in Chinatown. As such, businesses in Chinatown and other multicultural businesses may be underrepresented. Despite these limitations, the responses received provide valuable feedback on parking and transportation from a business perspective.

## **Shopper Surveys**

The shopper surveys asked individuals 11 questions about their shopping activity, spending, and mode of travel to the neighborhood businesses. The surveys typically took less than five minutes to complete. A copy of the customer survey questionnaire is included in Appendix B.

For the shopper surveys, a few approaches were employed, including:

- An intercept survey, led by Nelson\Nygaard and trained surveyors
- Online survey links made available on the City of Oakland's project page
- Online survey links advertised through Twitter by Transport Oakland, a local civic group, and other active community members
- Flyers with the online survey available at public meetings

Intercept surveys were conducted on the same day as merchant surveys – one week in May (Tuesday through Saturday), one week in June (Wednesday through Friday), and two Saturdays in June 2015. The majority of intercept surveys occurred during expected high-volume times, such as lunch and dinner hours, and midday on Saturdays. As applicable, specific events such as Old Oakland Farmer's Market were targeted. Surveyors walked around the key commercial areas and asked every third passerby to take the survey. Flyers with a link to the online survey were



handed to people who were in a hurry, but interested in participating. Surveyors were trained on etiquette and language to maximize responses and control for quality.

At least a thousand individuals were reached for the shopper surveys. A total of 417 responses were received, 287 of which were intercepted on the street and 130 were completed online.

The shopper surveys were limited by time and budget, and some sampling and self-selection bias exist. Notably, one of the intercept survey days occurred on the same day as the Golden State Warriors Championship Parade. While surveys were conducted after the parade concluded and avoided the location of the parade, a small number of surveys did take place on this day, and thus may have gathered responses from some individuals who would not usually shop or visit downtown Oakland. Additionally, individuals who are particularly passionate or opinionated about parking and transportation were more likely to respond, especially for the online surveys. Despite these limitations, the shopper surveys shed light on consumer and travel behavior in downtown Oakland.

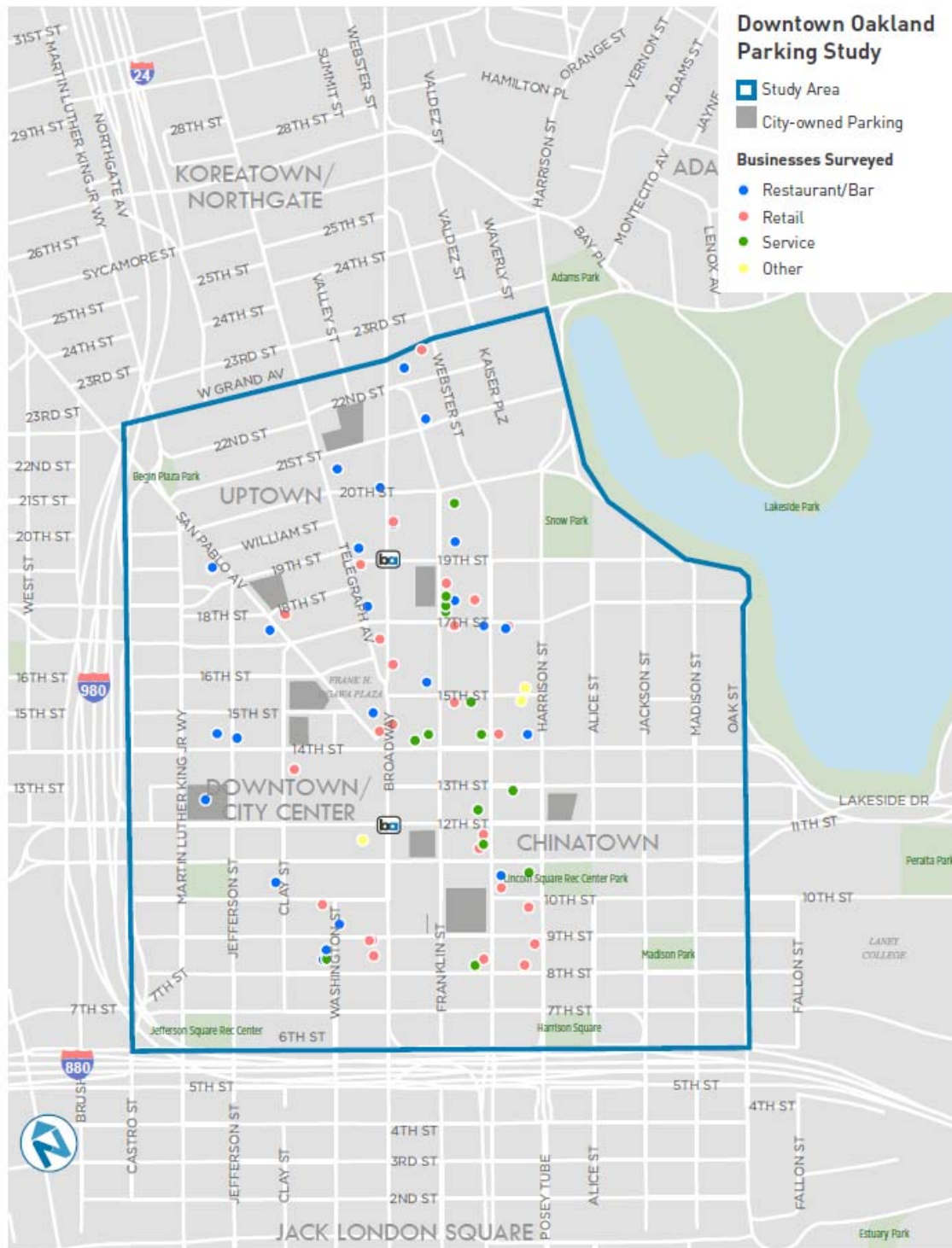
## **MERCHANT SURVEY RESULTS**

### **Overview**

A total of 78 valid merchant survey responses were received. In the sample, 37% of respondents are categorized as retail, 36% are restaurants or bars, and the remaining 27% are service entities or other. Figure 3 displays the locations of businesses surveyed. A copy of the merchant survey questionnaire is included in Appendix B.

**DOWNTOWN OAKLAND PARKING STUDY | TM #3: PUBLIC OUTREACH SUMMARY – FINAL**  
City of Oakland/Metropolitan Transportation Commission

**Figure 3** Map of businesses surveyed by category



## **Respondent Characteristics**

The majority of respondents are small businesses, with 33 or fewer employees. The median number of employees was four. Respondents varied greatly in terms of how long they have been located in downtown Oakland, with a range of a few months to nearly 75 years. The median length of establishment was four years.<sup>1</sup>

The majority of respondents (84%) do not offer transportation benefits to their employees.<sup>2</sup> Free or discounted employee parking is offered at 10% of businesses surveyed, though one individual noted free parking was available only to management. Bicycle amenities and transit subsidies are offered to employees at 8% of respondents' establishments. A couple of businesses offer both free or discounted parking and transit subsidies in the form of commuter checks.

None of the respondents had surveyed their customers before about their customers' travel patterns to the business.<sup>3</sup> Many respondents expressed uncertainty when estimating how their customers arrived at their place of business.

## **Delivery Patterns**

Delivery patterns vary by type of business. Approximately a fifth of respondents declined to respond to questions regarding delivery patterns, or did not know typical delivery patterns.

Of the 61 valid responses about delivery patterns, approximately 50% of businesses received deliveries one to three times a week, 16% received deliveries four to seven times, and 34% received deliveries more than seven times per week.<sup>4</sup> Interestingly, when asked where most delivery trucks, vans, or cars stop for deliveries, more than two thirds (68%) of respondents said that delivery vehicles double park or illegally park. Nearly a third (28%) of respondents said that delivery vehicles use loading zones, while the remaining 3% responded that delivery vehicles use a garage or metered parking space. Figure 4 graphs the 61 valid responses received about delivery patterns by type of business, showing the prevalence of respondents who reported delivery vehicles double parking and/or illegally parking while making deliveries. In their comments, at least five businesses noted that people frequently illegally park in loading zones, or that there is a need for more loading zones.<sup>5</sup>

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<sup>1</sup> To see the precise questions asked to elicit the information provided in this paragraph, refer to merchant survey questions A1-4 in Appendix B.

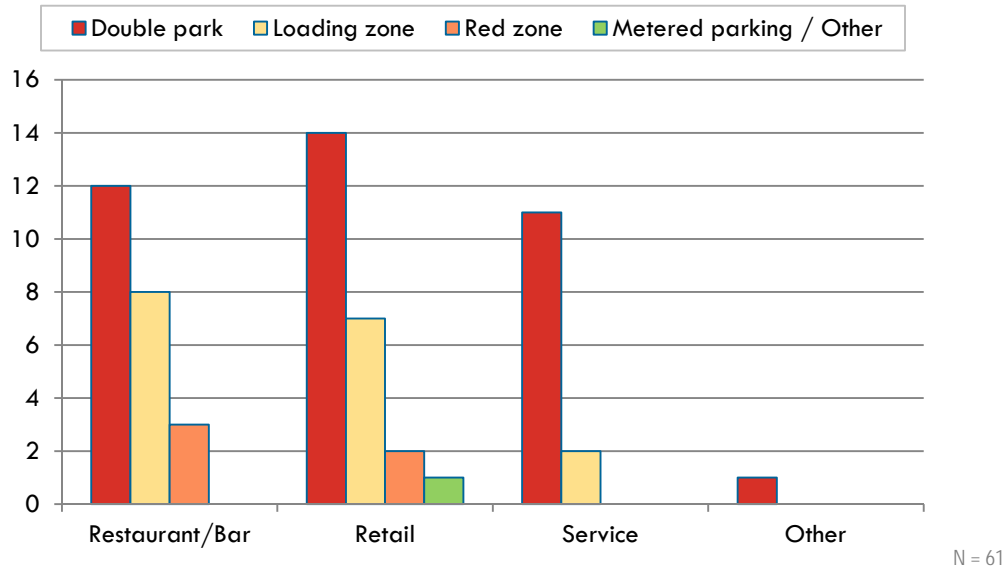
<sup>2</sup> In response to merchant question A5, "Does this business offer transportation related benefits?"

<sup>3</sup> In response to merchant question B10, "Have you ever surveyed your customers about how they get to your business?"

<sup>4</sup> In response to merchant question B6-7, "How many deliveries do you receive each week?" and "Please describe your pickup and delivery schedule (days & times) in a normal week."

<sup>5</sup> In response to merchant question A8, "Where do your delivery trucks/vans/cars usually stop for deliveries?", and the open-ended question, "Are there any other issues that you would like to share with us? Who else should we talk to about transportation issues?"

Figure 4 Delivery patterns of businesses



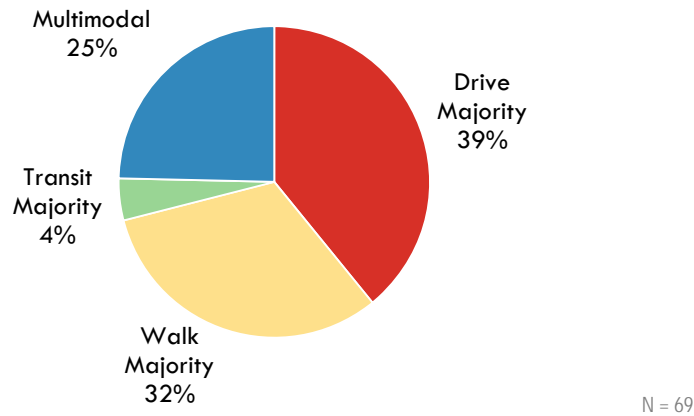
## Business Perceptions of Customer Transportation Options

Respondents perceived that their customers arrived at their business using a wide variety of travel modes. Several respondents expressed uncertainty about how their customers arrived, and nine individuals declined to respond to this question.

Of the sixty-nine valid responses about customer travel patterns, nearly 40% of merchants interviewed believed that the majority (50% or more) of their customers arrived by driving. Nearly a third (32%) of businesses thought that the majority of their customers arrived by walking, while a small percentage (4%) of businesses thought the majority of their customers arrive by public transit. Approximately a quarter (25%) of respondents thought that their customers arrived at the business using a wide mix of travel modes, with no one mode of travel predominating. We categorized this latter response as a “multimodal” travel pattern.<sup>6</sup> Figure 5 summarizes merchants’ perceptions about how the majority of their customers arrive at their business.

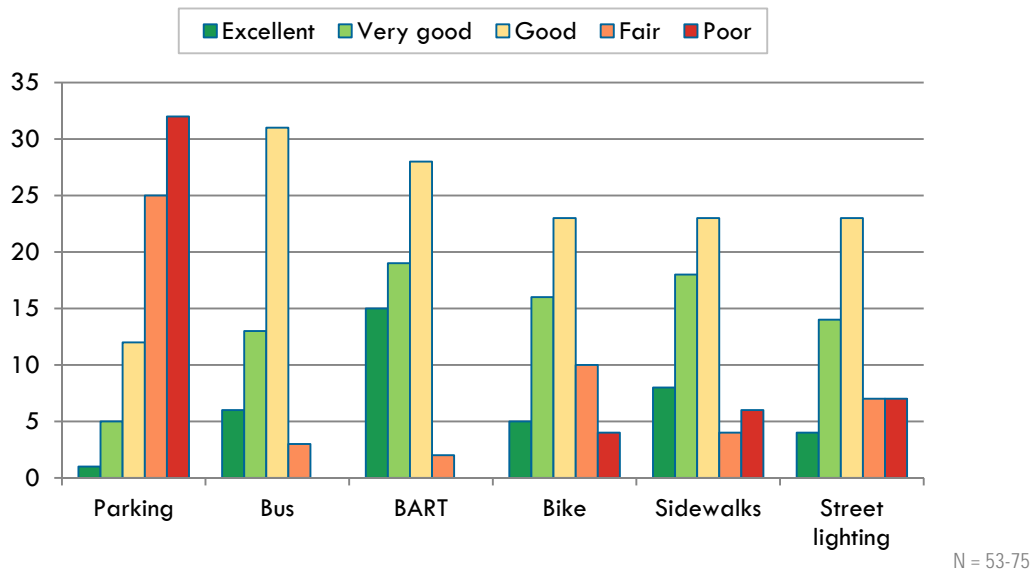
<sup>6</sup> In response to merchant question B12, “To the best of your knowledge, please estimate how **your customers** arrive at your business.” For the analysis, responses were manually coded according to what merchants perceived to be the main mode of travel to their business (50% or more majority). In cases where this did not apply, the multimodal designation was applied. This “majority” analysis was used instead of aggregating percentages due to data constraints. While every effort was made to get merchant responses to add up to 100%, merchants were busy and some responded to this question by saying, “I don’t know.” The “majority” analysis was also used for the Temescal merchant survey, which allows for some comparative analyses between the two efforts.

Figure 5 Merchant perceptions of customer mode of travel<sup>7</sup>



With regards to the quality of transportation infrastructure, 74% of the merchant survey respondents believed parking conditions to be poor or fair. The remaining 26% believed parking conditions to be good or very good, with one individual believing parking conditions to be excellent. Respondents generally believed bus and BART service to be good, very good, or excellent. Sidewalks and street lighting could use improvement, merchants said, with 17% and 25% respectively noting their conditions as being at a fair or poor level.<sup>8</sup> Figure 6 summarizes merchants' responses to these questions.

Figure 6 Merchant satisfaction with transportation amenities for customers



<sup>7</sup> In response to merchant question B12, "To the best of your knowledge, please estimate how **your customers** arrive at your business."

<sup>8</sup> In response to merchant question B13, "To the best of your knowledge, how well do the transportation service categories listed in the table below currently meet the needs of **your customers**?"

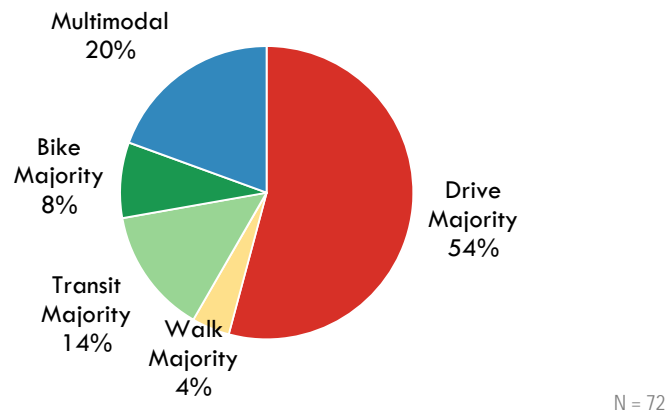


## Business Perceptions of Employee Transportation Services

Respondents described their employees as commuting to work using a variety of transportation modes. Six merchants declined to respond to these questions. The median number of employees of businesses surveyed was four, so the responses likely reflect not only how their employees get to work, but also how the respondents themselves arrive at work.

More than half (54%) of merchants interviewed believed the majority (50% or more) of their employees drive. Approximately 14% of respondents thought their staff primarily commutes by transit, while 12% thought their staff primarily bike or walk to work. Approximately a fifth (19%) of respondents described a relatively multimodal mix of commute mode among their employees.<sup>9</sup> Figure 7 summarizes merchants' responses to this question.

Figure 7 Merchant perceptions of employee mode of travel



Respondents said that the majority of employees that drive pay for parking (85%), with 48% paying for off-street space at a garage or lot and 37% paying on-street at a meter.<sup>10</sup>

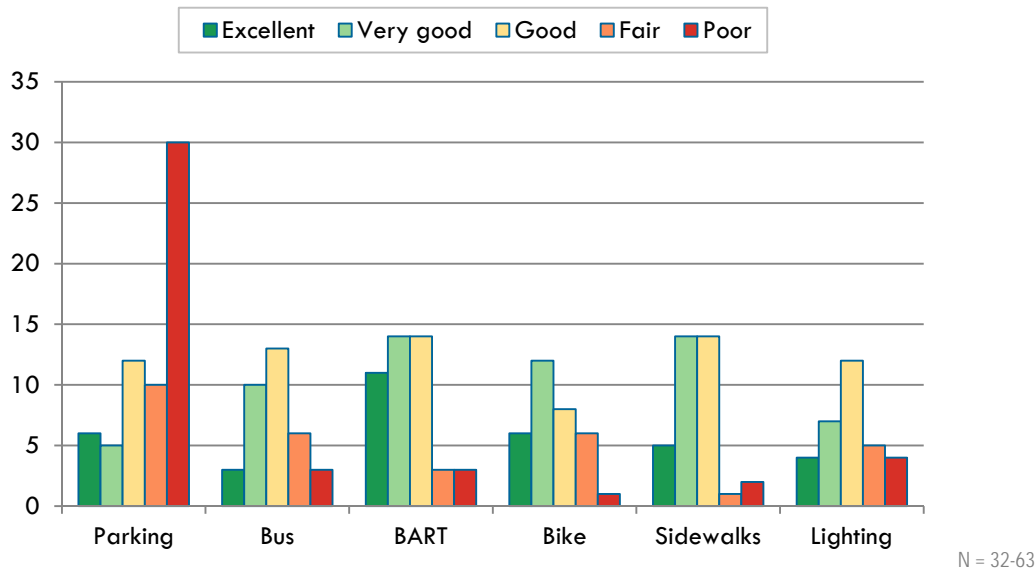
Regarding quality of transportation infrastructure for employees, nearly two-thirds (63%) of respondents described parking conditions as poor or fair.<sup>11</sup> Figure 8 summarizes merchants' responses to this question.

<sup>9</sup> In response to merchant question C14, "To the best of your knowledge, please estimate how **your employees** get to work." For the analysis, responses were manually coded according to what merchants perceived to be the main mode of travel to their business (50% or more majority). In cases where this did not apply, the multimodal designation was applied. This "majority" analysis was used instead of aggregating percentages due to data constraints. While every effort was made to get merchant responses to add up to 100%, merchants were busy and some responded to this question by saying, "I don't know." The "majority" analysis was also used for the Temescal merchant survey, which allows for some comparative analyses between the two efforts.

<sup>10</sup> In response to merchant question C16, "To the best of your knowledge, where do the majority of **the employees** that drive park their cars?"

<sup>11</sup> In response to merchant question C15, "To the best of your knowledge, how well do the transportation service categories listed in the table below currently meet the needs of **your employees**?"

Figure 8 Merchant satisfaction with transportation amenities for employees



## Discussion

Businesses were also able to give feedback about parking and transportation more generally in response to an open-ended question.<sup>12</sup> The following themes emerged:

- **Some merchant respondents perceive the price of parking as high, enforcement as inconsistent, and find the two-hour time limits for curb parking too limiting.** More than 10 respondents lamented the high price of parking. While a couple of individuals expressed frustration over parking meter fees, the majority of price complaints referred to inconsistent enforcement and parking citations. Both employees and customers who park at the curb have to remember to feed the meter every two hours, otherwise they are often fined. Enforcement is inconsistent, with some officers appearing to be generous on some days (in refraining from issuing citations), and others not. Businesses whose owners and employees park at the curb often receive at least one parking citation per month.
- **Respondents perceive that vehicles with Disabled Person Parking Placards occupy a large share of the on-street parking, frequently stay all day, and often are used by people without any apparent disabilities.** Nearly 10 respondents noted the “rampant” and “likely illegal” use of disabled placards that take up curb parking spaces all day.
- **Respondents desire better bicycle parking and amenities.** Seven respondents expressed interest in additional bicycle parking facilities. One business lamented the two-year process it took to get bicycle racks installed in front of their business. Another individual wanted the Bike Station to be open during the weekend.
- **Safety, security, and cleanliness are concerns.** More than 10 respondents expressed general concerns about the city that were not transportation-specific. For

<sup>12</sup> In response to merchant question C17, “Are there any other issues that you would like to share with us? Who should we talk to about transportation issues?”

example, six respondents noted poor lighting and sidewalks with weeds, glass, and gum. Five respondents noted safety and security at night, and cars being broken into. Two merchants expressed the need for more public restrooms, better landscaping, and more trash cans.

- **Double parking is perceived to be an issue.** Five respondents expressed the desire for more loading zones, or some way to address the problems caused by frequent double parking in limited road space.
- **Parking is perceived to be difficult, and transit is thought to be in need of improvement.** A few respondents noted the difficulty of finding parking, especially for special events such as shows at the Fox Theater, events at the Convention Center, and the weekly Farmer's Market in Old Oakland. Two respondents noted a loss of business due to customers looking for parking. One business in particular noted customers consistently calling about finding parking by their store. With regards to transit, a couple of respondents noted a desire for better coordination between bus and BART schedules.

## SHOPPER SURVEY RESULTS

### Overview

A total of 417 responses were received, 287 of which were intercepted on the street and 130 of which were completed online. There were varying response rates for each question, so the total number of responses by question is noted. A copy of the customer survey questionnaire is included in Appendix B.

### Respondent Characteristics

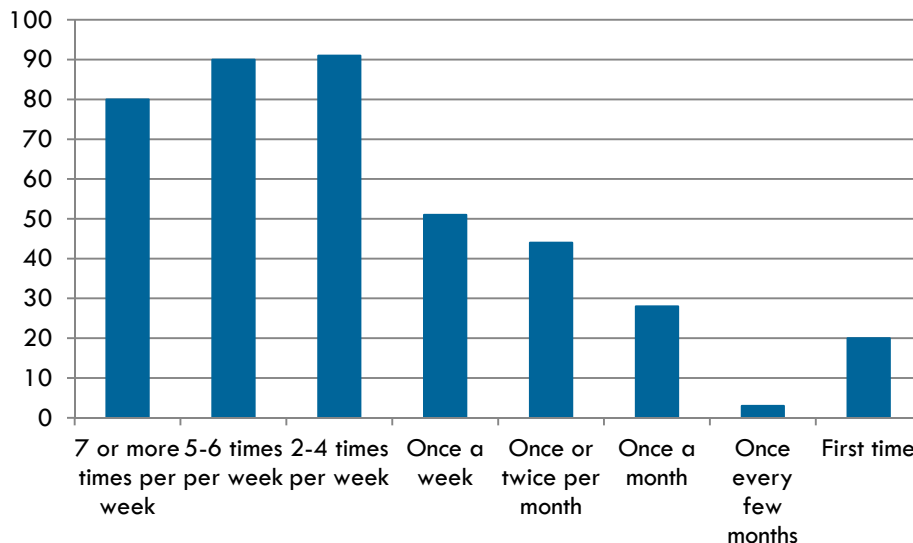
Respondents were about half local (52%) and half regional (48%). For the purposes of this survey, “local” is defined as shoppers in the two zip codes in the study area (94612 or 94607), or the six zip codes bordering the study area (94608, 94609, 94611, 94610, 94606 or 94501). “Regional” is defined as anything other than those zip codes. A small number of respondents were from outside the San Francisco Bay Area and were visiting family or friends.<sup>13</sup>

Respondents ranged in terms of age, from 15 years old to 86 years old. The median age of response was 35 years old. Respondents were approximately 55% male and 45% female.

### Destinations and Trip Frequency

The majority of respondents stated they visit the area at least two to four times per week (64%). The majority of respondents (40%) stated visiting two destinations on survey day. Shoppers greatly ranged in the type of activities they will do in downtown Oakland, from having a quick meal to visiting professional services.<sup>14</sup>

Figure 9 Frequency of visits to study area



N = 407

<sup>13</sup> In response to shopper question 12, “About you”. See Appendix B for a copy of the shopper survey instrument.

<sup>14</sup> In response to shopper question 1, “What activities will you do in downtown Oakland today?” and question 4, “How often do you visit this area to shop or visit other businesses (personal services, banks, etc.)?”

## Shoppers' Travel Mode

When respondents were asked how they had traveled to the area *that day*, nearly three-quarters (73%) of shoppers indicated that they arrived by public transit, walking, bicycling, being dropped off, or carpooling. When asked how they *typically* travel to the area, a slightly larger share of shoppers (76%) indicated that they typically arrive by public transit, walking, bicycling, being dropped off, or carpooling.<sup>15</sup>

Taking a closer look at shoppers' typical mode of travel, a comparison of surveys conducted (a) on-street in different parts of downtown and (b) online reveals different travel mode choices among these groups (Figures 10-15). Most notably, individuals intercepted in the Chinatown area drove alone (27%) at a higher rate than individuals intercepted in the Uptown area (12%). Conversely, those in the Uptown area were more likely to take alternative modes of travel than those in the Chinatown area. By contrast, a large share of online respondents (66%) bicycled as their primary mode of travel when going downtown.<sup>16</sup>

Figure 10 Typical mode of intercepted shoppers in Chinatown

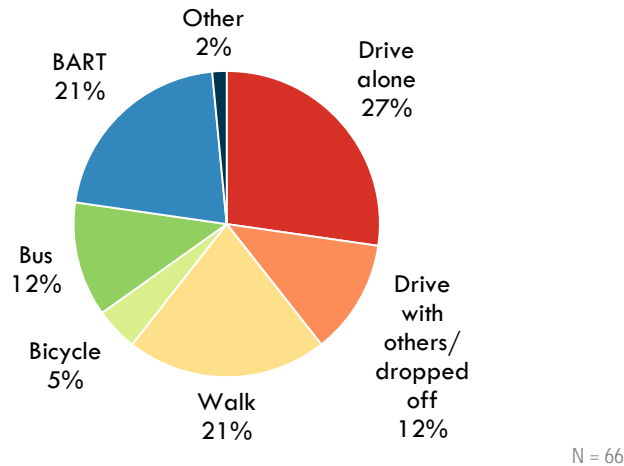
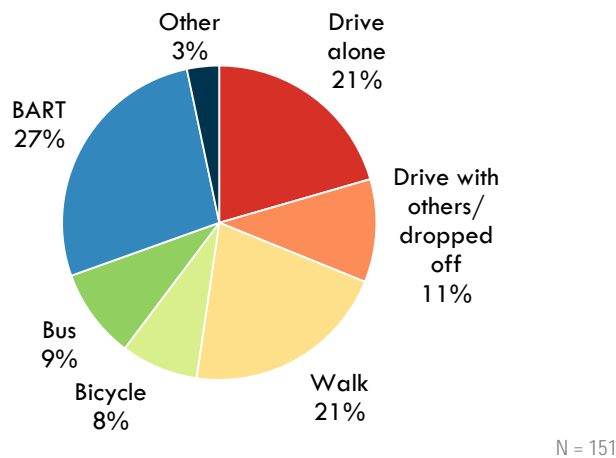


Figure 11 Typical mode of intercepted shoppers in Downtown Oakland/ Old Oakland

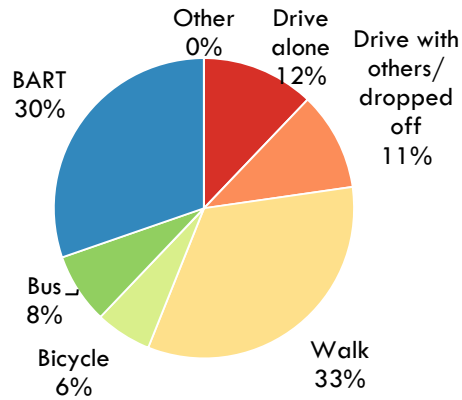


<sup>15</sup> In response to shopper question 7, "How did you travel here today?", and question 8, "Is this how you usually travel to this neighborhood?"

<sup>16</sup> Surveys were coded by intercept area (See Figure 2). Downtown and Old Oakland neighborhoods were combined.

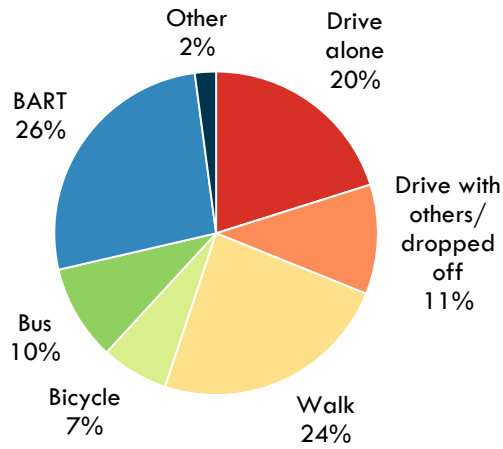


Figure 12 Typical mode of intercepted shoppers in Uptown



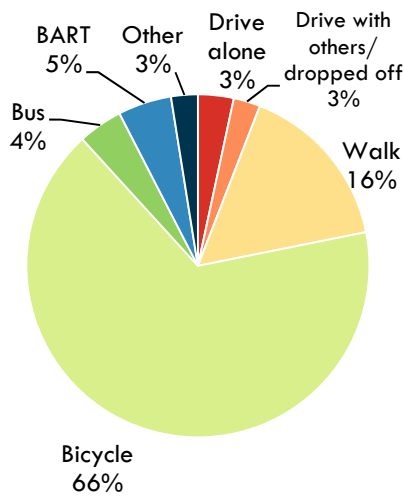
N = 66

Figure 13 Typical mode of intercepted shoppers in all study areas



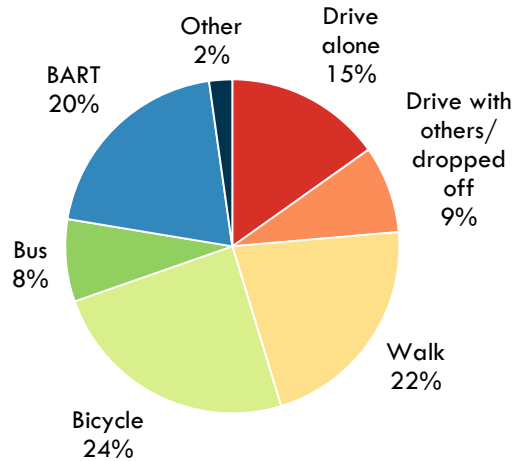
N = 283

Figure 14 Typical mode of shoppers surveyed online



N = 119

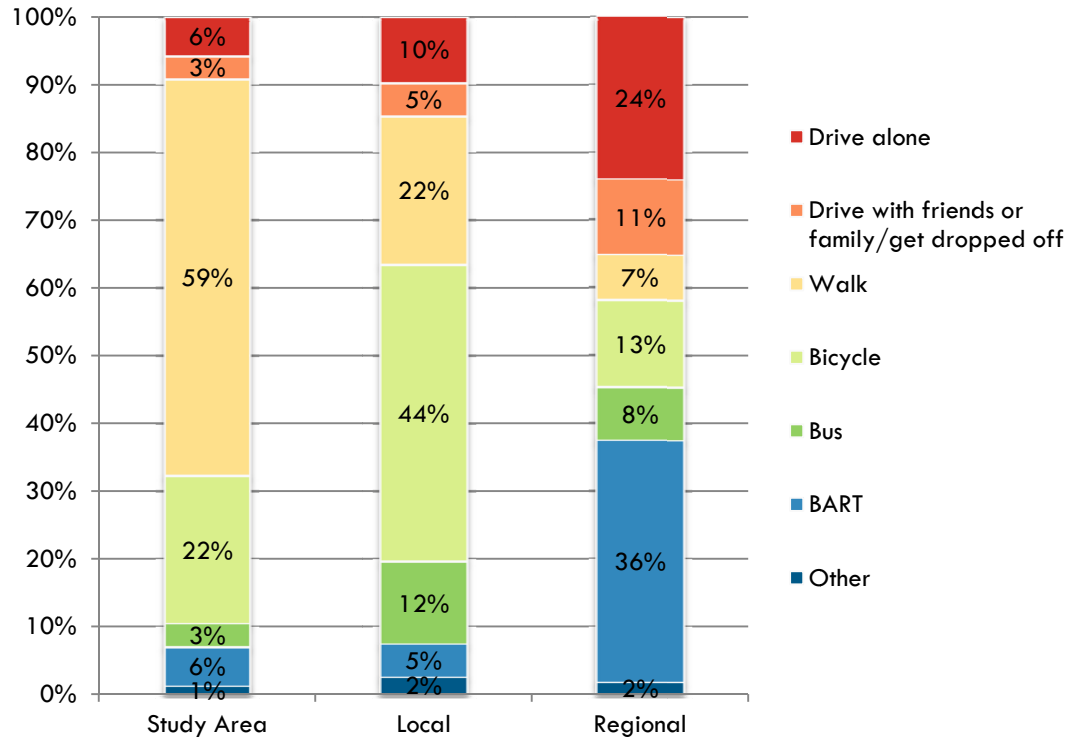
Figure 15 Typical mode of shoppers intercepted in-person and online for all survey areas



N = 402

Further examination of the survey results by zip code reveal distinct patterns based on location (Figure 16). Unsurprisingly, respondents who reported living in zip codes in the study area (94612 or 94607) were more likely to walk than respondents from zip codes farther away. Only 6% of shoppers who lived in the study area drove to reach the shops, whereas that share increased to 10% for residents of zip codes that border the study area and 24% for residents of all other zip codes.

**Figure 16 Mode Shares of Local and Regional Shoppers**



Of the shoppers who bike, the majority parked in indoor bike storage (39%), followed by other (25%), which includes bike storage at a workplace. Approximately 20% parked at a bike rack on the street, and the remainder parked by locking their bicycles to a tree or other immovable object on the street.<sup>17</sup>

Of the shoppers who drove alone or carpooled, the majority parked in paid off-street lots or garages (40%) or paid to park on-street at meters (32%). A fifth (20%) of those who drove found free on-street parking, while the remainder parked in free off-street lots or garages.<sup>18</sup>

## Shopper Spending

Shoppers were asked how much they spent, or were planning to spend, on the day of survey. The 386 respondents averaged approximately \$46 during the entire shopping day, though the median amount ranged from \$20-35. Figure 17 shows results of spending levels by mode. As shown, those who primarily bike or drive with others reported the highest amount spent per trip, while those who ride the bus reported the lowest spending per trip.<sup>19</sup>

<sup>17</sup> In response to shopper question 10, "If you rode a bike to shop here today, where did you park your bicycle?"

<sup>18</sup> In response to shopper question 11, "If you drove here, where did you park your car?"

<sup>19</sup> In response to shopper question 5, "Considering all the expenditures you have made or intend to make today, approximately how much money did you/will you spend in this neighborhood?" and question 6, "Is this how much money you usually spend per day in this neighborhood?"

Figure 17      Spending by mode

	N	Range	Average	Median
Drive alone	61	\$0 - 250	\$39	\$20
Drive with others/ get dropped off	33	\$0 - 200	\$50	\$30
Walk	84	\$0 - 600	\$45	\$20
Bicycle	97	\$0 - 700	\$68	\$35
Bus	32	\$0 - 80	\$21	\$20
BART	79	\$0 - 200	\$36	\$20

## DISCUSSION & CONCLUSION

The merchant and shopper surveys provided valuable community input on parking and transportation in the area. Key findings include:

- **Loading is a problem.** More than two thirds (68%) of merchant respondents reported receiving deliveries by vehicles that double park or otherwise parked illegally (e.g., in red zones), while only 28% describe delivery vehicles serving their business as using designated loading zones.
- **Merchants are dissatisfied with parking, perceiving high prices, inconsistent enforcement, and overly restrictive time limits.** Nearly three-quarters (74%) of respondents believed parking conditions to be poor or fair for customers. In comments, at least ten respondents expressed frustration over inconsistent enforcement and citations.
- **Merchants perceive that Disabled Person Parking Placards users occupy a large share of the on-street parking, frequently stay all day, and often appear to be used by people without significant disabilities.** Without being prompted with a specific question about this topic, nearly ten respondents noted what they perceived as “rampant” and “illegal” use of placards.
- **Opportunities to improve bicycle facilities, sidewalks, and street lighting exist.** Nearly ten merchant respondents commented on a desire of improved bicycle amenities and cited safety concerns. A quarter of respondents noted street lighting at a fair or poor level.
- **Merchants acknowledge the multimodal nature of how customers and employees arrive to their place of business.** This is in line with how shoppers actually travel to downtown Oakland. While they believe a majority (50% or more) primarily drive (39%), they also acknowledge the pedestrian, transit, and multimodal nature of downtown Oakland.
- **Shoppers use a variety of modes to visit downtown Oakland.** Among the respondents to the on-street intercept surveys, approximately a third ride transit, a third walk or bicycle, and a third drive alone or with others when shopping in downtown Oakland. Among the respondents to the online surveys, the majority ride their bike when shopping downtown.

- **Shoppers in the study area are more likely to walk or bike than those farther away.** Analyzing responses by zip code showed that only 6% of shoppers who live in the downtown study area drive to reach downtown shops, while that share increases to 10% for residents of zip codes that border the study area, and 24% for residents of all other zip codes.



## **Appendix A Stakeholder Focus Group & Public Meeting Notes**

This section includes memoranda summarizing the first two internal Stakeholder Focus Group meetings and the first public meeting of the Downtown Oakland Parking Study.

## Downtown Oakland Parking Study

### Stakeholder Focus Group Meeting #1

#### MEETING MINUTES

<b>From:</b>	Patrick Siegman & Gordon Hansen	<b>Date:</b>	May 21, 2015
<b>Project Title:</b>	Downtown Oakland Parking Study	<b>Meeting:</b>	Stakeholder Focus Group #1
<b>Location:</b>	Broadway Conference Room, 4th floor, 250 Frank Ogawa Plaza	<b>Time &amp; Date:</b>	3 PM-5 PM, May 21, 2015
<b>Invitees &amp; Attendees (attendees highlighted in bold text):</b>	<div><b>Public Works Agency</b><ul style="list-style-type: none"><li>• Michael Ford, Transportation Services Div.</li><li>• Joe Wang, Transportation Services Div.</li><li>• Wlad Wlassowsky, Transportation Services Div.</li><li>• <b>Allen Law</b>, Infrastructure &amp; Operations Div. (IPS single space meters)</li><li>• Jason Mitchell, Infrastructure &amp; Operations Div.</li><li>• Jamie Ramey, Infrastructure &amp; Operations Div.</li><li>• Iris Starr, Transportation Planning &amp; Funding Div.</li><li>• <b>Bruce Williams</b>, Transportation Planning &amp; Funding Div.</li><li>• <b>Sherri Rita</b>, Mayor's Commission on Persons with Disabilities</li><li>• Jennifer Stanley, Bicycle &amp; Pedestrian Facilities Program</li><li>• Kristine Shaff</li><li>• Mike Neary</li></ul></div> <div><b>Finance &amp; Management Agency</b><ul style="list-style-type: none"><li>• David McPherson</li><li>• Margaret O'Brien</li><li>• Danita R. Lee</li><li>• <b>Juliana Demers</b>, Parking Citation Assistance Center</li></ul></div>		
	<div><b>Mayor &amp; Councilmember's Representatives</b><ul style="list-style-type: none"><li>• <b>Matthew Nichols</b>, Office of the Mayor</li><li>• <b>Jennie Gerard</b>, Office of Councilmember Abel Guillen</li><li>• <b>Andre Jones</b>, Office of Councilmember Rebecca Kaplan</li><li>• Zachary Wald, Office of Councilmember Lynette Gibson McElhaney</li></ul></div> <div><b>City Administrator's Office</b><ul style="list-style-type: none"><li>• Karen Boyd</li><li>• Harry Hamilton</li></ul></div> <div><b>Office of Economic &amp; Workforce Development</b><ul style="list-style-type: none"><li>• <b>Patrick Lane</b>, Project Implementation Div.</li><li>• Jens (J.H.) Hillmer</li></ul></div> <div><b>Police Department</b><ul style="list-style-type: none"><li>• <b>Yvonne Cropp</b>, Parking Enforcement</li></ul></div> <div><b>Planning &amp; Building Department</b><ul style="list-style-type: none"><li>• Rachel Flynn</li></ul></div> <div><b>Metropolitan Transportation Commission</b><ul style="list-style-type: none"><li>• Valerie Knepper</li></ul></div> <div><b>Nelson\Nygaard Consulting (NN)</b><ul style="list-style-type: none"><li>• Patrick Siegman</li><li>• Gordon Hansen</li></ul></div>		

## **I. Meeting Agenda & Purpose**

Michael Ford introduced the meeting, summarized its purpose and goals, presented a brief overview of the study, and facilitated introductions.

- The purpose of this initial stakeholder focus group meeting was to allow the Public Works Agency (OPW) and Nelson\Nygaard to provide an overview and seek comments on the preliminary results of the Downtown Oakland Parking Study.
- The primary goal was to inform and solicit feedback from internal stakeholders.
- The results of this meeting will help inform a public presentation scheduled for Thursday, May 28, 6:30-8:30 in 1 Frank Ogawa Plaza, Hearing Room 2.

## **II. Introductions**

Participants introduced themselves and briefly described their role and/or interest in downtown parking. Roles and responsibilities noted included:

- the Police Department provides parking enforcement services
- the Finance & Management Agency handles collection of parking revenues, issues residential parking permits, processes parking citation appeals and conduct parking citation hearings
- the Public Works Agency's Infrastructure & Operations Division oversees parking meter installation, maintenance and repairs
- Allen Law of the Infrastructure & Operations Division was project manager for the installation of the City's IPS single space meters
- the Public Works Agency's Traffic Engineering section handles curb markings and pavement striping
- Bruce Williams is project manager of the Montclair Village Flexible Parking Pricing Pilot Program, which is also the city's first Parking Benefit District

## **III. Presentation & Discussion**

Patrick Siegman of Nelson/Nygaard made a presentation and led a discussion that covered:

- The purpose, scope, methods and timeline of the study
- The goals and policy questions to be addressed
- Highlights from the study's Context Analysis (Technical Memorandum #1, attached)
- A preview of the study's parking inventory and occupancy data collection and analysis

Nelson/Nygaard then requested input and feedback on parking and transportation issues, including:

- The role of parking in downtown Oakland. How does parking contribute to economic vitality in Oakland? Is parking available in all parts of downtown? At what times and in what places is parking availability most constrained downtown?

- Potential parking policies. What are stakeholders' opinions of demand-based parking or other strategies for improving availability, such as extending or shortening meter hours of operation?
- Priorities for parking technology. Is there a need for more convenient ways to find and pay for parking? Which technologies make the most sense for Oakland?

#### IV. Summary of Stakeholder feedback

Matthew Nichols shared the following lessons learned from his experience with Berkeley's goBerkeley performance-based parking pricing project. "Huge wins" included:

- **Implementing performance-based parking pricing** to meet the goal of making curb parking well-used but readily available (occupancy goal for curb parking is 66%-85% on each block) was effective. The performance-based pricing reduced curb parking shortages and circling for underpriced curb parking, was readily accepted by the community, and uncontroversial.
- **Implementing new parking signage and curb markings**, including replacing outdated designations (e.g., removing an unwanted 24-minute zone, since the business that had requested it originally was gone), was greatly appreciated by downtown merchants.
- **Providing new loading zones where needed** was also a critical issue, and improving the situation was likewise greatly appreciated.

Other comments from the Stakeholder Focus Group included the following.

#### Regarding project goals and vision, and potential parking policies

- **Montclair Village Flexible Parking Pricing Pilot Program.** The Montclair Village pilot project is going well, and is a good precedent for downtown. The program has introduced performance-based parking pricing to meet an 85% occupancy goal for each block. The program has extended time limits for curb parking meters, which has been popular. Data on the project's results is not yet available, but anecdotally, the feedback from local merchants and the public has been favorable.
- **Parking for people with disabilities:** need to ensure that all curb parking spaces for people with disabilities are made accessible. The United States Access Board is developing new guidelines for public rights-of-way that will address various issues, including access for blind pedestrians at street crossings, wheelchair access to on-street parking, and various constraints posed by space limitations, roadway design practices, slope, and terrain. The new guidelines will cover pedestrian access to sidewalks and streets, including crosswalks, curb ramps, street furnishings, pedestrian signals, parking, and other components of public rights-of-way. Need to ensure that City staff and contractors are trained on compliance with these new standards once they are issued. [Note: see <http://www.access-board.gov/guidelines-and-standards/streets-sidewalks/public-rights-of-way> for more information]
- **Disabled Person Parking Placard abuse** is seen to be a significant issue for downtown. Blocks near City Hall have many disabled placards on cars parked at the curb. The Police Department currently has four full-time staff devoted to enforcement, but this

may be insufficient. Despite their efforts, placard abuse is continues to be perceived as a significant problem by many downtown merchants and other downtown stakeholders.

**Regarding priorities for parking technology**

Oakland’s parking pay stations are configured as pay-and-display machines; tickets from them are good at any metered space.

Oakland’s pay-by-phone vendor is Parkmobile. (San Francisco uses Pay-By-Phone.)

**V. Next Steps**

**Consultant Team:**

4. Prepare draft presentation for the Downtown Oakland Parking Study Public Meeting #1.

**Client Team:**

1. The Downtown Oakland Parking Study Public Meeting #1 is scheduled to occur on May 28. Press release announcing it will be issued by City staff on May 22.

## **Downtown Oakland Parking Study**

### **Stakeholder Focus Group Meeting #2**

#### **MEETING MINUTES**

<b>From:</b>	Patrick Siegman & Gordon Hansen	<b>Date:</b>	August 25, 2015
<b>Project Title:</b>	Downtown Oakland Parking Study	<b>Meeting:</b>	Stakeholder Focus Group #2
<b>Location:</b>	Broadway Conference Room, 4th floor, 250 Frank Ogawa Plaza	<b>Time &amp; Date:</b>	11 AM-12:30 PM, August 24, 2015
<b>Invitees &amp; Attendees (attendees highlighted in bold text):</b>	<p><b>Public Works Agency</b></p> <ul style="list-style-type: none"> <li>• Michael Ford, Transportation Services Div.</li> <li>• Peter Chen, Transportation Services Div.</li> <li>• Joe Wang, Transportation Services Div.</li> <li>• Wlad Wlassowsky, Transportation Services</li> <li>• Allen Law, Infrastructure &amp; Operations Div. (IPS single space meters)</li> <li>• Jason Mitchell, Infrastructure &amp; Operations Div.</li> <li>• Jamie Ramey, Infrastructure &amp; Operations</li> <li>• Iris Starr, Transportation Planning &amp; Funding Div.</li> <li>• Bruce Williams, Transportation Planning &amp; Funding Div.</li> <li>• Sherri Rita, Mayor's Commission on Persons with Disabilities</li> <li>• Jennifer Stanley, Bicycle &amp; Pedestrian Facilities Program</li> <li>• Darian Avelino</li> <li>• Christine Calabrese</li> <li>• Brian Kimball</li> <li>• Mike Neary</li> <li>• Kristine Shaff</li> </ul> <p><b>Finance &amp; Management Agency</b></p> <ul style="list-style-type: none"> <li>• David McPherson</li> <li>• Margaret O'Brien</li> <li>• Danita R. Lee</li> <li>• Juliana Demers, Parking Citation Assistance Center</li> </ul> <p><b>Mayor &amp; Councilmember's Representatives</b></p> <ul style="list-style-type: none"> <li>• Matthew Nichols, Office of the Mayor</li> <li>• Jennie Gerard, Office of Councilmember Abel Guillen</li> <li>• Andre Jones, Office of Councilmember Rebecca Kaplan</li> <li>• Zachary Wald, Office of Councilmember Lynette Gibson McElhaney</li> </ul> <p><b>City Administrator's Office</b></p> <ul style="list-style-type: none"> <li>• Karen Boyd</li> <li>• Harry Hamilton</li> </ul> <p><b>Office of Economic &amp; Workforce Development</b></p> <ul style="list-style-type: none"> <li>• Patrick Lane, Project Implementation Div.</li> <li>• Jens (J.H.) Hillmer</li> </ul> <p><b>Police Department</b></p> <ul style="list-style-type: none"> <li>• Yvonne Cropp, Parking Enforcement</li> </ul> <p><b>Planning &amp; Building Department</b></p> <ul style="list-style-type: none"> <li>• Rachel Flynn</li> <li>• Neil Gray</li> <li>• Edward Manasse</li> <li>• Alicia Parker</li> </ul> <p><b>Metropolitan Transportation Commission</b></p> <ul style="list-style-type: none"> <li>• Valerie Knepper</li> </ul> <p><b>Nelson\Nygaard Consulting (NN)</b></p> <ul style="list-style-type: none"> <li>• Patrick Siegman</li> <li>• Gordon Hansen</li> </ul>		



## I. Meeting Agenda & Purpose

Michael Ford introduced the agenda, summarized the meeting’s purpose and goals, and facilitated introductions. On the agenda:

1. Project summary and progress report
2. Overview and discussion of Technical Memorandum #2, Existing Conditions
3. Public Outreach process
4. Parking study efforts and objectives
5. Opportunities to coordinate outreach efforts across related projects
6. Dates, times, locations and structure of future public meetings
7. Other Opportunities (e.g., MTC Climate Initiatives Parking Management & TDM Grant)
8. Discussion

## II. Introductions

Participants introduced themselves and briefly described their role and/or interest in downtown parking.

## III. Presentation & Discussion

Patrick Siegman of Nelson/Nygaard delivered a PowerPoint presentation that provided an overview of Technical Memorandum #2, Existing Conditions, and led a follow-up discussion.

## IV. Summary of Stakeholder feedback

Comments from the stakeholder focus group included the following.

### Regarding the parking occupancy survey results presented:

- **The Police Department has a team devoted to cracking down on abuse of Disabled Person Parking Placards.** The team includes four full-time staff in the Police Department devoted solely to this task. This includes three officers in the field checking placards, and one office person who runs checks with the DMV to see if the driver or one of his passengers is the valid owner of the placard. If the DMV check indicates that the placard is being used improperly, then the officers in the field confiscate the placard and/or issue a citation.
- **Pacific Renaissance Plaza garage renovations.** Nelson\Nygaard’s occupancy surveys revealed that the curb parking on many of the blocks near this garage is full, while simultaneously, this garage is underused. The city is investing several hundred thousand dollars in new lighting for this city-owned garage, which is dark and dingy now. This may encourage more use of the garage.
- **It’s revealing to see that overall, the “reserved” spaces (i.e., reserved for monthly permit holders, City vehicles and other special designations) in the municipal garages are never more than about half full. However, “every**

- garage has its own story”. Each municipal garage should be investigated individually to see if better use can be made of these spaces (e.g., by overselling monthly permits, or reducing the number of reserved spaces).** For some garages, it may be that the “reserved” spaces can be used more efficiently, but for other garages, this may be necessary to meet the needs of special users and vehicles.
- The Clay street garage basement seems to be reserved parking that never gets used.
  - **Meter time limits are too short in many places, and should be extended.** Many meters have a 1 to 2 hour time limit, but are not close enough to popular destinations to make it practical for anyone to park, walk to their destination, conduct business and return within the allotted time limit. Especially for meters in less popular zones, extending time limits should be considered.
  - **The Clay street garage is now open until 1 AM to serve evening patrons.** This change was made fairly recently, at the request of the Oakland Ice Center, to provide secure parking for its customers. Fox Theater patrons and others also make use of the garage.
  - **Extended evening hours and weekend hours are being trialed at other City garages, often in partnership and coordination with events at nearby venues.**
  - **However, some City garages remain closed in the evenings and on weekends because there is too little customer demand to cover the cost of staffing and operation during these hours.** It’s difficult for the garages to attract fee-paying customers during the hours when downtown curb parking is free.
  - **There is a perception that parking is in short supply, even though the occupancy survey data shows that overall, the downtown parking supply remains at least 20% vacant at even the busiest hour. This may be due to the fact that curb parking (the most visible parking) is often full on many blocks at peak hours.** For example, patrons of the Fox Theater and nearby restaurants sometimes complain that parking is hard to find in the evenings. Yet simultaneously, the City has found that customer demand is not high enough to justify keeping all nearby city garages open late into the evening on a consistent basis. This combination of oversubscribed curb parking and underutilized garages is likely related to the fact that in the evenings, curb parking is free of charge, but the adjacent garages charge fees to cover their costs.
  - Figure 2-3: The parking regulations look to be very detailed, space by space. There are five bike corrals installed in the map area, and the parking regulations might be updated to indicate No Parking (or another category added).
  - How much productivity is lost because City fleet vehicles are parked in City Center West (CCW), rather than in the Dalziel Garage? Round trip, the walk + access/egress to CCW, takes at least 15 minutes. Multiply this times the number of employees using their cars for one daily field trip (let’s say 30) times the number of days, we’re talking \$.
  - There’s lots of City vehicle reserved parking on-street in front of the entrance to the Dalziel Garage. Would love for an outcome of this process to be that the City vehicles get moved inside a garage and the on-street spaces be made available to the public.
  - On the peak hour weekday parking utilization map, it shows 14th street between Clay and Broadway in green on both sides (meaning the low-occupancy). The side opposite City Hall should be marked in black because there is no parking allowed there.

- Be sure to coordinate future public outreach efforts with the relevant Councilmembers' offices. They have a great line-in on the merchants and residents in the area that is affected by the study.

## **V. Next Steps**

### **Client Team:**

2. Participants were requested to provide Michael Ford with any comments or feedback on Technical Memorandum #2 by Friday, August 21.

### **Consultant Team:**

3. Nelson\Nygaard will receive comments and revise Technical Memorandum #2.

## MEMORANDUM

To: File

From: Gordon Hansen

Date: October 30, 2015

Subject: Downtown Oakland Parking Study: Public Meeting #1 Summary

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## MEETING SUMMARY

The first public meeting of the Downtown Oakland Parking Study was held on June 18<sup>th</sup>, 2015, in Hearing Room #2 at Oakland City Hall. (See Attachment 1 below for a copy of the press release for the meeting.) The meeting was jointly facilitated by Michael Ford of the City of Oakland and Patrick Siegman of Nelson\Nygaard. Topics for review and discussion included an overview of the project, a brief summary of findings from Technical Memorandum #1: Context Analysis, and a discussion of potential parking management strategies that could be appropriate for use in downtown Oakland.

During the presentation, members of the public were invited to raise questions as they arose. These questions were recorded in real time and projected on a side wall. (This document, referred to as the “parking lot,” is attached to this memorandum.) In general, feedback from the public can be summarized as follows:

- **The study should analyze and propose recommendations to address disabled parking placard use/abuse.** Participants noted their observations of widespread disabled placard use/abuse, highlighting the fact that using placards to stay in parking spaces all day hinders turnover, which is important for businesses.
- **Chinatown offers a complex set of challenges related to parking:**
  - Echoing the findings of previous studies, participants noted that double parking remains a problem in some areas of Chinatown.
  - Some merchants are using parking spaces for selling/advertising merchandise, preventing potential customers or other users from using these spaces. (Note: according to a District 4 councilmember aide present at the meeting, this is a known issue and a solution is being developed.)
  - Vehicles parked overnight on street sweeping days are not being consistently ticketed.
  - Chinatown has a mix of residences and businesses—it will be critical for the study to develop parking management policies that address both uses.
- **The study should focus on loading zone policies as a tool to ease parking problems downtown (i.e., not only in Chinatown).** There could be an opportunity to introduce flexible meter zones, as in San Francisco. For example, a space could be designated as a loading zone in the morning, and then become a regular parking space in the afternoon.
- **Discuss the costs and revenues of variable pricing programs.** Specifically, answer the question, “Do the expenses go up in implementing a VPP?”

- **Discuss parking requirements in downtown Oakland.**
- **Discuss how this study will address parking in surrounding residential neighborhoods.**

## **ATTACHMENT 1: PUBLIC MEETING PRESS RELEASE**

News from: Oakland Public Works  
FOR IMMEDIATE RELEASE

June 5, 2015

### **Downtown Oakland Parking Study Public Outreach Meeting**

**Oakland, CA** – The City of Oakland wants to hear from you about the future of parking and transportation in downtown Oakland. The Downtown Oakland Parking Study will kick off with a public meeting on June 18, 2015 from 6:30 to 8:30 p.m. at City Hall (1 Frank Ogawa Plaza) in Hearing Room 2. Oakland Public Works invites all members of the public to attend and bring ideas and suggestions.

This study, made possible by a Metropolitan Transit Commission (MTC) Technical Assistance grant, will evaluate how future transportation and parking policies and investments can support the economic growth and overall well-being of the community. The final product of the study will be a comprehensive Parking Management Plan for Downtown Oakland.

The downtown Oakland community is an integral partner in the research and development process and will help shape the final plan. The goal is to engage as many stakeholders as possible in a conversation about:

- The study's proposed objectives
- Existing parking and transportation conditions in and around downtown
- Opportunities for improvements
- The City's current parking and transportation policies, including policies recently adopted by the City Council

This public outreach meeting will include a presentation about current parking policies and existing parking conditions in downtown Oakland, and will also introduce a menu of parking management strategies for discussion. The City has retained the transportation planning firm Nelson\Nygaard Consulting Associates to assist in the study.

For more information about parking in Oakland, please visit [www.oaklandnet.com/parking](http://www.oaklandnet.com/parking). Feel free to contact the Project Manager, Michael Ford, with questions or comments about the study or this public meeting at (510) 238-7670 or [mford@oaklandnet.com](mailto:mford@oaklandnet.com).

## **ATTACHMENT 2: MEETING “PARKING LOT”**

- How can we address the use/overuse of disabled placards in downtown Oakland (particularly regarding length of stay on-street)?

- Will the Study provide recommendations for parking minimums (i.e., minimum requirements) in downtown Oakland?
- Confirm the frequency of price changes at the Montclair Village value pricing pilot. What are the preliminary results of the pilot? How do businesses feel about the changes/results?
- How is occupancy measured (i.e., what timeframe)?
- How to address mix of residential and business uses in Chinatown?
- Discuss GPS location map re: meters
- Who is responsible for enforcing misuse of on-street parking resources (i.e., merchants using trucks as merchandise display) – this issue has been acknowledged and is being addressed (by whom?)
- Likewise, why are some vehicles parked overnight in areas of Chinatown not being ticketed for impeding street sweeping?
- What strategies have been used to address employee parking?
- Are there plans to do a need assessment - to confer with businesses and merchants for feedback?
- Discuss in detail: how can the Parking Benefit District concept work, in practice?
- Do expenses go up in implementing a variable pricing parking pilot? Can we provide data to support claim about net expenses/revenues in pilot projects?
- Study should highlight loading zones as a potential tool in downtown Oakland – where/why?
- Differentiation between vehicle with commercial permit and active loading/delivery vehicle parking in loading zones

## MEMORANDUM

To: File

From: Danielle Dai and Calli Cenizal

Date: October 30, 2015

Subject: Downtown Oakland Specific Plan Parking Summit Summary

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The City of Oakland is preparing the Downtown Oakland Specific Plan to provide sound policy guidance on development in the downtown area, linking land use, transportation, economic development, public spaces, cultural arts, and social equity. As part of this process, the Specific Plan hosted a charrette to fully engage the community on their vision for downtown Oakland. A “Parking Summit” was held on Tuesday, October 27, 2015 at SPUR Oakland, the site of the 10-day long charrette.

The meeting was led by Michael Ford of the City of Oakland, who introduced the Downtown Oakland Parking Study and work to date, including a brief overview of Technical Memorandum #1: Context Analysis and Technical Memorandum #2: Existing Conditions.

After the brief overview, Michael Ford presented a series of parking matters and asked participants to vote on their top two concerns. The following represents key parking matters and results of the vote:

- A. Address Disabled Person Parking Placard use and abuse - 4 votes
- B. Double parking remains a problem in some areas, especially in Chinatown - 0 votes
- C. Need for consistent enforcement - 1 vote
- D. Develop parking management policies that balance needs of residents, commuters and visitors - 17 votes**
- E. Focus on loading zone policies as a tool to ease parking and delivery problems downtown - 2 votes
- F. Understand the costs and revenues of variable parking pricing programs - 0 votes
- G. Explain how “Parking Benefit Districts” Work in practice - 1 vote
- H. Address zoning code regulations that require a minimum number of parking spaces for new buildings - 16 votes**
- I. Other \_\_\_\_\_
  - a. Bicycle parking
  - b. Motorcycle parking
  - c. Support parking needs of small businesses with validation
  - d. Electric vehicles
  - e. Conversion of surface parking to other uses

As noted, issues D and H were the most popular. During the vote and afterwards, participants raised numerous parking concerns. In general, feedback from the public can be summarized as follows:

- **Balance of parking needs of all users.** People commented on the need for tailored policies to balance the diversity of parking needs. For example, one business owner was concerned about improved parking access, especially for loading and unloading, while residents wanted fewer surface parking lots. Other participants mentioned the need for more parking for bicycles and motorcycles.



- **Repurpose street space and street redesigns.** Some participants commented that the amount of public space dedicated to streets and cars has a detrimental effect on walkability in Oakland. Participants posited possible street redesigns, such as creating two-way streets, requiring facades to be active uses instead of parking lots, incorporating diagonal parking spaces, or providing back-angled parking on a case-by-case basis.
- **Review regulations for both parking supply and demand.** Participants discussed the need for more tools to manage demand for existing parking, in addition to regulating the construction of new parking. Mention was made of the City's ongoing review of current off-street parking regulations.
  - One participant remarked on the perceived difficulty of finding parking when there is ample parking in other areas, often nearby. Signage, wayfinding, and parking pricing were mentioned as potential strategies.
  - Participants proposed parking maximums and other development incentives and policies. One participant suggested requiring private developments to provide better reporting on parking facilities as part of their transportation demand management (TDM) plans.
  - Several participants voiced concern over recent developments, such as a residential complex located next to the 19<sup>th</sup> Street BART station that includes construction of new parking.

## **Appendix B Merchant and Shopper Survey Implementation Tools**

This section includes copies of the merchant survey, shopper survey, and flyers distributed inviting merchants, shoppers and other downtown visitors to take part in the online versions of the survey.



**TAKE THE SURVEY HERE!**



<https://www.surveymonkey.com/r/oaklandshopper>

## Downtown Oakland Parking Study



The City of Oakland is currently conducting the Downtown Oakland Parking Study looking at parking, transportation, and economic activity in downtown. The study will evaluate how future transportation and parking policies and investments can support local retail and economic growth. As part of this process, we are surveying people to learn about your interests and concerns.

For more information about the study, visit  
<http://www2.oaklandnet.com/Parking/DowntownParkingStudy>



**TAKE THE SURVEY HERE!**



<https://www.surveymonkey.com/r/oaklandmerchant>

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# Downtown Oakland Parking Study



## Merchant Survey

The City of Oakland is currently conducting the Downtown Oakland Parking Study looking at parking, transportation, and economic activity. The study will evaluate how future transportation and parking policies and investments can support local retail and economic growth. As part of this process, we are surveying people to learn about your interests and concerns.

The survey takes 5 to 10 minutes to complete. Your responses will be kept completely confidential, and your help is very much appreciated!

For more information about the study, visit <http://www2.oaklandnet.com/Parking/DowntownParkingStudy> or contact: Gordon Hansen, Nelson\Nygaard Consulting Associates at [ghansen@nelsonnygaard.com](mailto:ghansen@nelsonnygaard.com) or (415) 285-1544; OR Michael Ford, City of Oakland at [MFord@oaklandnet.com](mailto:MFord@oaklandnet.com) or (510) 410-2680

Business Name: \_\_\_\_\_

Address: \_\_\_\_\_

Type of Business: ☐ Retail ☐ Service

☐ Restaurant/Bar ☐ Other: \_\_\_\_\_

If you would like to be entered into a raffle for a \$100 American Express gift card for your participation, please provide your email address.

\_\_\_\_\_

### A. About Your Business

1. Number of employees at this specific location:

\_\_\_\_\_

2. Hours and days of operation: \_\_\_\_\_

\_\_\_\_\_

3. How long has this business been at this location?

\_\_\_\_\_ (years)

4. How long have you been with this business?

\_\_\_\_\_ (years)

5. Does this business offer transportation related benefits?

☐ No ☐ Yes, free or discounted parking

☐ Yes, free or discounted transit

☐ Yes, bicycle amenities

☐ Yes, Other: \_\_\_\_\_

6. How many deliveries do you receive each week?

Check one of the following:

☐ 1 to 3 ☐ 4 to 7 ☐ More than 7

7. Please describe your pickup and delivery schedule (days & times) in a normal week.

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

8. Where do your delivery trucks/vans/cars usually stop for deliveries? (Please check one)

- ☐ Loading zone  
☐ Off-street parking/ loading/ alley  
☐ Metered parking  
☐ Double park

9. Have any of your delivery drivers told you about, or have you observed, difficulty finding a convenient and legal place to load and unload?

- ☐ No  
☐ Yes: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

## Merchant Survey

### B. About Your Customers

10. Have you ever surveyed your customers about how they get to your business?

☐ No

☐ Yes:

Would you be willing to share your results with us?

☐ Yes. Contact: \_\_\_\_\_

☐ No

11. Please estimate the percentage of **your customers** that come from:

Place	Percentage
Immediate neighborhood	%
Other Oakland neighborhoods	%
Other parts of the East Bay (Berkeley, Alameda, Piedmont, Richmond, etc.)	%
More distant parts of the Bay Area	%
I don't know	%
<b>Total</b>	<b>100%</b>

12. To the best of your knowledge, please estimate how **your customers** arrive at your business.

Mode of Travel	Percentage using this mode	I don't know	Comments
Driving	%		
Walking	%		
Biking	%		
Bus	%		
BART	%		
Other (please state)	%		
Total	100%		

13. To the best of your knowledge, how well do the transportation service categories listed in the table below currently meet the needs of **your customers**? (Please mark X for each category as appropriate)

	Excellent	Very good	Good	Fair	Poor	Comments
Parking						
Bus						
BART						
Bike facilities						
Sidewalks						
Street lighting						

## Merchant Survey

### C. About Your Employees

14. To the best of your knowledge, please estimate how **your employees** get to work.

Mode of Travel	Percentage	I don't know	Comments
Driving	%		
Walking	%		
Biking	%		
Bus	%		
BART	%		
Other (please state)	%		
Total	100%		

15. To the best of your knowledge, how well do the transportation service categories listed in the table below currently meet the needs of **your employees**? (Please mark X for each category as appropriate)

	Excellent	Very good	Good	Fair	Poor	Comments
Parking						
Bus						
BART						
Bike facilities						
Sidewalks						
Street lighting						

16. To the best of your knowledge, where do the majority of **the employees** that drive park their cars?

- |  |  |
|--|--|
| <input type="checkbox"/> Free on-street parking        | <input type="checkbox"/> Paid on-street parking  |
| <input type="checkbox"/> Free off-street parking       | <input type="checkbox"/> Paid off-street parking |
| <input type="checkbox"/> Other (please specify): _____ | <input type="checkbox"/> Don't know              |

17. Are there any other issues that you would like to share with us? Who else should we talk to about transportation issues?

**Thank you for your time! Your input is greatly appreciated.**

# Downtown Oakland Parking Study



## Shopper Survey

The City of Oakland is currently conducting the Downtown Oakland Parking Study looking at parking, transportation, and economic activity. The study will evaluate how future transportation and parking policies and investments can support local retail and economic growth. As part of this process, we are surveying people to learn about your interests and concerns.

The survey takes fewer than 10 minutes to complete. Your responses will be kept completely confidential, and you are of course free to decline to answer any question. Your help is very much appreciated!

For more information about the study, visit <http://www2.oaklandnet.com/Parking/DowntownParkingStudy> or contact: Gordon Hansen, Nelson\Nygaard Consulting Associates at [ghansen@nelsonnygaard.com](mailto:ghansen@nelsonnygaard.com) or (415) 285-1544; OR Michael Ford, City of Oakland at [MFord@oaklandnet.com](mailto:MFord@oaklandnet.com) or (510) 410-2680

1. What activities will you do in downtown Oakland today? (Check all that apply)

- ☐ Shop
- ☐ Have coffee, snack or fast food (quick meal)
- ☐ Have breakfast, lunch, or dinner (sit-down meal)
- ☐ Have drinks at a bar or a cafe
- ☐ Visit a park
- ☐ Visit a beauty salon
- ☐ Visit an ATM/bank
- ☐ Visit the post office
- ☐ Visit professional services (lawyer, doctor, etc.)
- ☐ Go to church or community event
- ☐ Just passing through
- ☐ Other: \_\_\_\_\_

2. How many stores or places did you/will you visit today?

- ☐ 1      ☐ 2      ☐ 3-4      ☐ 5 or more

3. How many people are with you today (including yourself)? \_\_\_\_\_

4. How often do you visit this area to shop or visit other businesses (personal services, banks, etc.)?

- ☐ First time
- ☐ Once a month
- ☐ Once or twice per month
- ☐ Once a week
- ☐ 2-4 times per week
- ☐ 5 -6 times per week
- ☐ 7 or more times per week

5. Considering all the expenditures you have made or intend to make today, approximately how much money did you/will you spend in this neighborhood?

\$ \_\_\_\_\_

6. Is this how much money you usually spend per day in this neighborhood?

- ☐ Yes
- ☐ No, I usually spend about \$ \_\_\_\_\_
- ☐ I don't know.

7. How did you travel here today?

- ☐ Drive alone
- ☐ Drive with friends or family /get dropped off
- ☐ BART
- ☐ Bus
- ☐ Walk
- ☐ Bicycle
- ☐ Other: \_\_\_\_\_

8. Is this how you usually travel to this neighborhood?

- ☐ Yes
- ☐ No, I usually travel by \_\_\_\_\_



# Downtown Oakland Parking Study



## Shopper Survey

*ANSWER QUESTION 11 ONLY IF YOU PARKED YOUR BICYCLE IN THIS NEIGHBORHOOD.*

10. If you rode a bike to shop here today, where did you park your bicycle?

- ☐ An outdoor bike rack at a business
- ☐ A bike rack on the street
- ☐ A tree or other immovable object on the street
- ☐ Indoor bike storage
- ☐ Other: \_\_\_\_\_

*ANSWER QUESTION 12 ONLY IF YOU PARKED YOUR CAR IN THIS NEIGHBORHOOD.*

11. If you drove here, where did you park your car?

- ☐ Free on-street
- ☐ Paid on-street (at a meter)
- ☐ Free off-street (a store's parking lot)
- ☐ Paid off-street (other parking lot or garage)
- ☐ Other: \_\_\_\_\_

12. About you (for statistical purposes only)

Age: \_\_\_\_\_ Sex: \_\_\_\_\_ Home Zip Code: \_\_\_\_\_

Intersection Closest to Home:

\_\_\_\_\_ & \_\_\_\_\_

Number of people in your household: \_\_\_\_\_

Household Income:

- |  |  |
|--|--|
| <input type="checkbox"/> Less than \$25,000  | <input type="checkbox"/> \$75,000 – \$100,000  |
| <input type="checkbox"/> \$25,000 – \$50,000 | <input type="checkbox"/> \$100,000 – \$150,000 |
| <input type="checkbox"/> \$50,000 – \$75,000 | <input type="checkbox"/> Over \$150,000        |

If you would like to be entered into a raffle for a \$100 American Express gift card for your participation, please provide your email address.

\_\_\_\_\_

**Thank you for your time! Your input is greatly appreciated.**