



DATE: April 21, 2015

CATEGORY: New Business

DEPT.: Community Development

TITLE: **Levi's Stadium Parking Pilot Program Review**

RECOMMENDATION

1. Extend the Levi's Stadium Parking Pilot Program from June 1, 2015 through May 31, 2016 with a revised residential parking permit program and paid parking program.
2. Adopt a Resolution Establishing Parking Resolutions in the Downtown and Surrounding Residential Areas, Including Castro Street and City Parking Lots, During Events at Levi's Stadium in Santa Clara, to be read in title only, further reading waived (Attachment 1 to the Council report).
3. Appropriate \$12,800 from the Parking Maintenance and Assessment District Fund for the operation of a paid parking system during events at Levi's Stadium. (Five votes required)
4. Appropriate and transfer \$15,300 from the General Fund Reserve to the General Operating Fund for the operation of a residential parking permit program during events at Levi's Stadium. (Five votes required)
5. Authorize the City Manager or his designee to extend an agreement with the California Farmers' Markets Association for the temporary use of Parking Lot 12 on Sunday Levi's Stadium event days.

BACKGROUND

Last year, the City Council authorized a Levi's Stadium Parking Pilot Program for residential parking permits and paid parking. The program was put in place in anticipation of Levi's Stadium and the Santa Clara Stadium Authority's projected reliance on regional transit facilities and their potential impact on downtown Mountain View and the surrounding residential neighborhoods due to use of Mountain View's

Transit Center to travel to the new stadium. The program went into effect on 17 stadium event days from August 2014 through April 2015 with the following programs:

- Paid parking pilot program for stadium event patrons in Parking Structure 1, and Parking Lots 4, 8, and 9 (Attachment 2). The four locations provided a total parking capacity of 555 off-street public parking spaces. The parking fee was set at \$10 with the option to increase the fee if Caltrain were to charge more than \$10 daily rate (currently \$5 daily rate) at their surface parking lot. A parking management company was hired to manage the paid parking system and collect the fee. To accommodate downtown visitors, a three-hour timed parking restriction was implemented at all downtown public parking facilities. For weekday events, a three-hour time limit was in place from 5:00 p.m. to 10:00 p.m.; for weekend events, a three-hour time limit from 8:00 a.m. to 10:00 p.m. Castro Street still had the one-hour timed restriction on stadium event days. The Police Department (PD) enforced the time restrictions.
- Residential permit pilot program for the surrounding residential neighborhoods north and south of the Mountain View Transit Center. A three-hour on-street parking time restriction was implemented. Two permits were mailed to all addresses within the program area (over 2,000 households). The permits allowed residents to park more than the three-hour time restriction. Residents were provided the opportunity to request additional permits at City Hall and guest passes were created to accommodate the Thanksgiving holiday. The PD enforced the time restrictions.
- The temporary relocation of the Sunday Farmers' Market. The Joint Powers Board (JPB) required the Farmers' Market to relocate on Levi's Stadium event days. The City allowed the market to temporarily relocate to Parking Lot 12 on Sunday stadium event days to provide adequate parking supply at the Caltrain parking lot.

The goal of the program was to ensure ample available parking for stadium patrons and downtown visitors within the downtown commercial core and at the Mountain View Transit Center; parking for the surrounding residential neighborhoods; and a location for the Sunday Farmers' Market on Levi's Stadium event days.

ANALYSIS

Out of the 17 scheduled stadium events, 14 events took place from August to December 2014. Staff monitored and tracked the program through paid parking permits and parking enforcement citations. An analysis of the August to December 2014 stadium

events was completed to better understand parking demands and stadium impacts. Following is an overview of the demand for paid parking and citations issued:

- Average number of paid parking permits sold per event day was 108.
- Most popular event was the Friday, October 24, 2014 Cal versus Oregon football game with 188 permits sold.
- Most popular 49ers event for the program was the Sunday, September 28, 2014 (49ers versus Philadelphia) game with 152 permits sold.
- Least popular event was the Tuesday, December 30, 2014 Pac 12 versus Big 10 football game with 65 permits sold.
- Parking Structure 1 was the most utilized location followed by Parking Lot 8, Lot 4, and Lot 9.
- Overall, the paid parking occupancy ranged from 18 percent to 34 percent, with 19 percent being the average occupancy per event day.
- The JPB reported the Caltrain parking lot was only at capacity a few times and have no plans to raise the parking fee when the 2015-16 49ers season begins. They will continue to monitor the usage and staff will continue to coordinate with the JPB.

The PD enforced the timed parking restrictions over the 14 events from August to December 2014. Three police assistants were assigned to the pilot program to enforce the time restrictions. Overall, PD staff observed the highest concentration of Levi's Stadium event patrons parked around the 100 to 200 block of Castro Street from West Evelyn Avenue to Dana Street between Franklin and View Streets. Two hundred ninety (290) parking citations were issued – 57 of those citations were off-street locations at the public parking structures or lots and the remaining 233 citations were at on-street locations. A majority of the citations occurred within in the 100-200 blocks of Castro Street and within two blocks of the Mountain View Transit Center, from West Evelyn Avenue to Dana Street between Hope Street and Calderon Avenue. As part of the program assessment, there were three days (November 27, 2014; December 20, 2014; and December 28, 2014) the PD monitored the downtown without bringing on additional staff. On those days, the PD did not receive any parking complaints.

Non-49er Stadium Events

The first event at Levi's Stadium was the August 2, 2014 San Jose Earthquakes soccer game. Ninety-six (96) paid parking permits were sold and 48 citations were issued. The PD monitored activity around the Mountain View Transit Center and noticed a significant increase in the number of people at the Transit Center. However, the VTA was able to handle the influx of people.

The more recent event of Sunday, March 29, 2015 (Wrestlemania) required the Farmers' Market to move, but staff did not implement the paid parking program. The PD did monitor the downtown without bringing on additional staff. Staff did not receive any parking complaints and later learned this was the highest attended event at the stadium with an estimated 77,000 attendees. On April 11, 2015 (Monster Trucks), staff implemented the parking program, but modified the paid parking locations from four to two—Parking Structure 1 and Parking Lot 8. Thirteen (13) paid permits were sold and no citations were issued.

In addition, after City Council approved the pilot program, Levi's Stadium added 11 new events. Two of those new events have already passed—Saturday, September 6, 2014, at 7:00 p.m. (Mexico versus Chile soccer game) and Saturday, February 21, 2015, at 7:00 p.m. (San Jose Sharks game). Staff did not implement the program on either event day. The September 6 soccer game happened during the same weekend as the Chamber of Commerce's Art and Wine Festival. Staff decided to not restrict the amount of parking available for the festival. Meanwhile, staff did not implement the program on February 21, 2015, to observe how the downtown is impacted on a non-49ers event day. There were no parking complaints even with an increase in VTA ridership (VTA carried more than twice the riders compared to a 49ers football game.). The remaining 9 events are scheduled to occur from May through August 2015 with a majority of the events being music concerts.

Farmers' Market—Temporary Location

The Farmers' Market temporarily moved from the Caltrain parking lot to Parking Lot 12 on Sunday stadium event days. Prior to the first Sunday move, the market provided contact information to all the residential homes located behind Parking Lot 12. After the first Sunday at Lot 12, some residents did complain of some noise from the trucks, which the market addressed. Staff received a complaint about the height of the fence which was addressed. Overall, the market conducted an extensive good neighborhood outreach plan to remind market patrons of the move starting two weeks prior to a stadium event through the day of the temporary move.

Library and Center for the Performing Arts Impacts

The Library saw very few impacts on Levi's Stadium event days. The Library was most concerned about impacts on the days that the Farmers' Market moved next door, but received very few complaints. On Farmers' Market days, Library customers tend to visit the Library slightly later than normal.

Meanwhile, the Mountain View Center for the Performing Arts (MVCPA) experienced challenges with the timed parking restrictions. While the MVCPA observed stadium event parking was not a discernible issue, the majority of the MVCPA events occur on the weekends when the public parking facilities have no time restrictions. Four hours is the average parking time for a MVCPA patron and there is not enough parking in the Civic Center garage to accommodate MVCPA staff, actors, crew, event staff, and patrons so the MVCPA utilizes Parking Structure 3 and Lot 12 for overflow parking.

The MVCPA implemented single-day parking exemption passes for Parking Structure 3 to provide MVCPA an alternative parking location when the Civic Center garage is full. This solution requires an ongoing additional cost of a parking attendant and time and materials to generate exemption passes on MVCPA ticket stock.

Outreach

To help staff evaluate the program, online business and residential surveys were created to understand how Levi's Stadium and the pilot program impacted the businesses and residents. Staff coordinated with the Old Mountain View Neighborhood Association and Central Business Association to encourage people/businesses to participate. The residential survey only received 45 responses wherein 71 percent used the residential parking permits. However, 73 percent did not request additional permits and 83 percent did not request Thanksgiving Day guest permits. Twenty-four (24) percent observed an impact to their streets, but only some of the street was impacted.

The business survey received 17 responses and 76 percent were either dissatisfied or very dissatisfied with the program. Fifty-three (53) percent noticed a decrease in sales and of that percentage, 30 percent saw a decrease in sales of more than 15 percent. In addition, staff met with the Central Business Association and downtown businesses to discuss the program and receive feedback. Downtown businesses reported confusion over the paid parking program. Staff added additional signage to the paid parking lots and worked with the parking attendants to ensure correct information was provided to the public.

Downtown Committee

At the March 24, 2015 and April 7, 2015 Downtown Committee meetings, the Committee reviewed staff's analysis and discussed potential recommendations. The Committee did not recommend specific changes to the program due to the fact that this was the stadium's first year in operation and could take another year before transit patterns become more consistent. The Committee did comment that staff should continue to protect downtown Mountain View and the residential neighborhoods surrounding the Transit Center through the second year of the 49ers season at Levi's Stadium. A residential parking permit program should continue within the immediate area surrounding the Transit Center.

2015-16 Levi's Stadium Events

Based upon the paid parking demand, citations, and staff observations, staff is recommending a continuation of the pilot program from June 1, 2015 through May 31, 2016. Extending the pilot program will allow staff more time to evaluate the program and parking demands related to the stadium. Levi's Stadium has not announced the 2015 49ers schedule; however, staff anticipates there will be 10 football games at Levi's Stadium. The program does not include the February 7, 2016 Super Bowl game. Staff will provide additional information about the Super Bowl game at a later date.

Staff recommends reducing the initial/pilot residential parking permit program boundary to the Old Mountain View neighborhood from West Evelyn Avenue to the north, Calderon Avenue to the east, Mercy Street to the south, and Hope Street to the west, and a portion of the Willowgate neighborhood north of the Transit Center (see Attachment 3 for a map). In addition, a three-hour parking time restriction would continue to be in place in Parking Structures 1 and 3 and Parking Lots 2, 4, 5, 6, 7, 8, 9, and 11. Meanwhile, Parking Lot 12 will not have time restriction to provide overflow parking for MVCPA patrons and staff.

The paid parking program would also continue, but staff recommends reducing the paid parking locations from four to one location to accommodate stadium patrons (Attachment 4). Staff recommends Parking Lot 9 because it was the least utilized lot and a \$10 parking fee continues to be charged for people parking over the three-hour time limit. If JPB were to charge more than their \$5 daily parking fee, staff will adjust the City's rate to the amount equal to the parking fee at the Caltrain parking lot if higher than \$10.

Parking signs used during the first year would be reused and placed in the revised program area. Also, the existing signs were designed to have a removable plate so staff

can update the signs with new stadium event dates without having to change the entire sign.

Last, the Farmers' Market will continue to need a temporary location on Sunday stadium event days and staff recommends renewing the lease agreement for Parking Lot 12. During the next season, staff will begin conversations between the City and the Farmers' Market about long-term solutions.

FISCAL IMPACT

For the initial year of the Levi's Stadium Parking Pilot Program, City Council appropriated \$48,000 from the Parking Maintenance and Assessment District for the operation of the paid parking program and \$37,000 from the General Fund Reserve for the operation of the residential permit parking. Overall, the program cost the City approximately \$61,500 across 14 events from August to December 2014. The program generated approximately \$10,400 in total adjusted gross revenue through the paid parking program. The cost does not include staff time involved in the implementation and coordination of the program. Over 2,200 staff hours were spent across multiple departments to implement the program and another estimated 500 staff hours for ongoing program operations.

Implementing a modified parking pilot program for the second 49ers season would reduce the costs. The costs would be shared between the Parking District and General Fund. The paid parking program would continue to be funded by the Parking District while the General Fund would fund the residential parking permit program. The remaining items (parking enforcement, signage program, and contingency) would be paid by the Parking District (34 percent) and General Fund (66 percent). A summary of the estimated costs for the second year of the stadium event day parking pilot program for 10 stadium events is as follows:

| | |
|---------------------------|-----------------|
| Parking Attendants | \$ 6,000 |
| Parking Enforcement | 3,600 |
| Signage Program | 10,000 |
| Residential Permits | 1,500 |
| Miscellaneous Contingency | <u>7,000</u> |
| Total Estimated Costs | <u>\$28,100</u> |

ALTERNATIVES

1. Continue the implementation of the current Levi's Stadium Parking Pilot Program with the four paid parking locations and original residential parking permit boundaries. This alternative would increase the cost of the parking attendants to an estimated \$2,000 per event or \$20,000 for all 10 events to add more staffing for the paid parking program
2. Do not implement paid parking and instead implement timed parking restrictions. This would save approximately \$500 per stadium event or a total of \$5,000 for 10 events. Not implementing the paid parking program would eliminate the need to hire parking attendants.
3. Reduce the proposed area of the residential permit parking program to a two-block radius around the Mountain View Downtown Transit Center.
4. Provide other direction for the parking pilot program.

PUBLIC NOTICING

Agenda posting and a copy of the report was sent to the Central Business Association, the Chamber of Commerce, the Downtown Committee, and the Old Mountain View Neighborhood Association.

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- Attachments:
1. Resolution
 2. July 1, 2014 City Council Report
 3. Proposed Residential Permit Program Map
 4. Downtown Paid Parking Map