



Memorandum

TO: HONORABLE MAYOR AND
CITY COUNCIL

FROM: James R. Helmer

**SUBJECT: STATUS REPORT ON PARKING
SECURITY, CLEANING AND \$5
PILOT PARKING RATE IN GARAGES**

DATE: 08-13-07

Approved

Date

8/15/07

COUNCIL DISTRICT: 3

RECOMMENDATION

Accept the status report on the implementation of the Enhanced Parking Security and Cleaning Plan, and the six-month pilot program on the \$5 rate at City parking garages after 10 pm on Thursday through Saturday that began July 1, 2007.

OUTCOME

The implementation of the six-month pilot program is expected to result in cleaner, safer and more convenient parking for the thousands of customers and employees that come to Downtown San Jose. The pilot program is consistent with one of the primary goals of the newly adopted Parking Management Plan Update – To provide “Clean, Safe and Inviting Parking Facilities.”

BACKGROUND

At its June 12, 2007 meeting, the City Council approved the enhanced security plan, enhanced cleaning plan, and a six-month pilot program authorizing a \$5 flat rate after 10 pm on Thursday, Friday and Saturday at five City parking garages located at Market/St. John, 3rd/Santa Clara, 2nd/San Carlos, 4th/San Fernando, and the Convention Center. The purpose of the pilot program is to improve the security and cleanliness of garages, and the customer experience, while deterring loitering and inappropriate activities. The pilot program is projected to generate sufficient revenues to support the enhanced security and maintenance efforts.

To evaluate the pilot program, staff developed specific measurements to assess the impact of the \$5 rate on parking occupancy, Downtown businesses, and inappropriate and illegal activity in parking garages. The following measurement categories were included in an Information Memorandum sent to the City Council on June 27, 2007:

1. Parking customer survey feedback on the safety and cleanliness of parking garages
2. Late night parking garage entries on Thursdays, Fridays and Saturdays
3. Reported incidents of inappropriate/illegal activities (vandalism, loitering, drinking, etc.)
4. Reported sales tax revenue from a representative sample of entertainment venues
5. Reported on-street parking occupancy in the Downtown core and adjacent neighborhoods
6. Observations of conditions in and around the garages

ANALYSIS

This section of the report presents the six measurement areas, available “before” and “after” data, and the preliminary feedback on the impact of the pilot program.

1. Parking Customer Survey Feedback

It is important to understand how parking customers feel about the safety, appearance, and cleanliness of the City’s parking garages, to continue to guide current and future actions and improvements in the garages. The “before” customer surveys were conducted during the April to June 2007 quarter. “After” surveys will be conducted in late August and early September. The focus will be on the Market and 3rd Street Garages, where the most challenging conditions exist and where most of the improvements are occurring. The measures are as follows:

Parking Customer Survey Measurements		
“Before” (April, May, & June 2007)		“After” (August & Sept 2007)
Market Street Garage		
	<u>Rating*</u>	<u>Rating</u>
Security Presence	2.62	TBD**
Appearance and Cleanliness	3.05	TBD
Third Street Garage		
	<u>Rating</u>	<u>Rating</u>
Security Presence	2.36	TBD
Appearance and Cleanliness	2.75	TBD

* Survey uses 5 Point Rating Scale with 5 being the highest and 1 being the lowest.

** “After” surveys will be conducted in late August and early September.

The initial feedback being received by City staff and Central Parking (parking operator) about the efforts to enhance security and cleaning, and to pay for enhancements with the \$5 rate, has been positive thus far. Interactions with customers as they enter garages and in lobby areas indicate an understanding and acceptance that a parking charge is needed to pay for enhanced security and cleaning. Staff has not received negative feedback from customers on the program.

2. Parking Garage Entries

This measurement compares the number of entries at the Market and 3rd Street Garages, before and after the rate change. The before data represents May and June 2007 conditions, while the after data is for the first five weekends in July and August. Detailed hour by hour data was not available for the July through September 2006 timeframe to make those comparisons.

Nighttime Parking Garage Entries								
	Before (Average May and June 2007)				After (Average July and Aug. 2007) *			
	Thursday	Friday	Saturday	Average	Thursday	Friday	Saturday	Average
Market Street Garage								
9 pm to 10 pm	121	168	162	150	112	139	145	132
10 pm to 12 midnight	501	586	698	595	294	354	523	390
12 midnight to 3 am	93	134	153	127	31	63	83	59
Total	715	888	1,013	871	437	556	751	581
3rd Street Gaarge								
9 pm to 10 pm	42	74	59	58	39	60	61	53
10 pm to 12 midnight	124	311	394	276	47	184	245	159
12 midnight to 3 am	40	99	105	81	10	43	52	35
Total	207	484	557	416	96	287	358	247

* "After" data from evening parking activity from July 5th to August 11th.

After comparing the first six weekends of the six-month pilot program with the "before" data, the following preliminary conclusions can be made:

- The Market Street and Third Street Garages show a decline in parking entries between 9 pm to 10 pm, even though parking remains free during this time. Concerns were initially raised that a rush would occur in the hour immediately preceding the \$5 charge, which may have resulted in gridlock on the streets around the garage entries.
- The majority of parking customers continue to arrive between 10 pm and midnight. Average entries during this period are down by about 34% percent at the Market Street Garage and about 43% percent at the Third Street Garage, which is higher than the preliminary estimate of 20%. This reduction in entries may be attributed to a number of factors including the availability of ample free parking spaces being on-street within a block or two of both garages, continuation of free parking in certain City surface lots, and an increase in parking activity in private parking facilities.
- The amount of loitering in garages appears to be down, including cruising through garages to look for activity in the garages themselves. Staff has noticed that certain vehicles, with numerous occupants not in typical attire to attend nightclubs, are choosing

not to enter the garage. When parking was free, the Police Department observed, on a regular basis, that vehicles with numerous people would enter the garages, and loiter in the garages.

3. Reported Inappropriate/Illegal Activity

Resolving security related concerns, and reducing inappropriate and illegal activity in City parking garages was an urgent priority that the Department of Transportation (DOT) and the Police Department immediately acted upon after receiving City Council approval to proceed. A DOT Security Services Supervisor began coordinating the overall security effort on July 1, providing direct security oversight on Thursday, Friday, and Saturday nights, coordinating with the Police Department, Central Parking, and private patrols. Effective July 6, a dedicated Police Parking Security detail commenced patrol of the City’s parking garages from 9:30 pm to 3:30 am on Friday and Saturday nights. The detail includes a Sergeant and six officers that patrol the garages in an effort to reduce loitering, alcohol consumption, urination, vandalism, and violence.

The table below provides before data related to private security reports, police calls for service, and self-initiated police activity data for July to September 2006 and October to December 2006. Similar data is currently being collected for the same timeframe in 2007.

Reported Inappropriate/Illegal Activity							
“Before”				“After”			
Category	Jul-Sep 2006	Oct-Dec 2006	Total	Category	Jul– Sep 2007	Oct-Dec 2007	Total
Market Street Garage							
Private Security Reports	98	23	121	Private Security Reports	TBD*		
Activities - Police Calls for Service	5	3	8	Activities - Police Calls for Service	TBD*		
Activities - Police Self-initiated	57	53	110	Activities - Police Self-initiated	133**		
Third Street Garage							
Private Security Reports	35	8	43	Private Security Reports	TBD*		
Activities - Police Calls for Service	5	0	5	Activities - Police Calls for Service	TBD*		
Activities - Police Self-initiated	66	43	109	Activities - Police Self-initiated	62**		

* Data will be reported in the October status report as a complete quarter of data (July to September).

** After data represents preliminary data from July only, and has not been finalized by the Police Crime Analysis Unit. Final data may be adjusted. Before data represents full quarter of data (July to Sept).

Preliminary data for July 2007 provides some initial indications as to what is occurring:

- 133 citations have been issued or arrests made in the Market Street Garage. 62 citations have been issued or arrests made in the 3rd Street Garage. The addition of the dedicated Police Security Detail has provided the resources to proactively patrol garages throughout the night, as opposed to responding to calls for service or patrolling when time permits. As expected, it has resulted in higher levels of citation issuance and arrests as compared to this time last year. Staff expects that over time the level of citation issuance and arrests will have a significant impact on inappropriate activity that results in citations and arrests.
- The overall level of loitering and inappropriate activity (e.g. drinking, vandalism, trash, altercations, etc) appears to be on the decline when compared to observations made prior to the enhanced security efforts and \$5 rate, resulting in an environment that feels more comfortable and secure.

4. Reported Sales Tax Revenue from Entertainment Venues

Downtown entertainment venues have grown considerably over the past few years. The diverse entertainment options attract thousands of visitors every weekend to Downtown San Jose from cities throughout the Bay Area. The Security and Cleaning reports concluded that the large crowds in the parking garages late night on weekends contribute significantly to the security and cleaning problems. The \$5 rate was approved as a means to reduce loitering in the garages, and provide the funding to enhance security and cleaning. Concerns were raised by a few entertainment venues that the \$5 rate may have a negative impact on business, and that it should be monitored. The data and information below describes the effort to assess the potential impact.

Downtown Entertainment Venues Reported Sales Tax Data from 39 Entertainment Venues			
“Before”		“After”	
Reported Sales Tax Data (July – September 2006)	\$90,372	Reported Sales Tax Data (July – September 2007)	TBD*
Reported Sales Tax Data (October - December 2006)	\$95,983	Reported Sales Tax Data (October - December 2007)	TBD*

* Official sales tax data for July to September 2007 is not available until December 2007.

In an effort to assess the potential impact in a more timely way, the San Jose Downtown Association in coordination with the Redevelopment Agency, sent a letter at the end of June to 39 downtown entertainment venues (e.g. nightclubs, bars, and restaurants with entertainment) to invite them to participate in an assessment of the \$5 rate pilot program. The focus of the assessment was to monitor any changes to customer activity at these businesses. The letter requested monthly customer activity counts and business revenue information on a “before” and “after” basis. Four of the 39 businesses responded to the letter with information. Additional outreach was initiated by Council District Three and the Redevelopment Agency to 10

businesses requesting gross revenue information for 2006 and 2007 to ascertain economic trends, and to monitor potential changes to their businesses' revenue that may be linked to the \$5 rate pilot program, or other general or business specific trends. A follow up request for information was made in early August. No revenue data has been provided to date.

5. Reported On-Street Parking Occupancy Downtown and In Adjacent Neighborhoods

To monitor the potential impact of the \$5 rate on residential neighborhoods adjacent to Downtown, staff collected "before" and "after" on-street parking occupancy data. The geographic boundary for data collection was Julian Street, 6th Street, Reed Street and Almaden Blvd. Occupancy data was collected at 10:30 pm to assess whether on-street parking was available when parking was most in demand and the \$5 rate was in effect; and at 1:30 am to determine if consistent occupancies continued late into the evening, potentially resulting in new late night impacts in adjacent residential neighborhoods. The table below presents the data:

On-Street Parking Occupancy Downtown and Adjacent Neighborhoods			
Day/Time	"Before" June 7, 8 & 9, 2007	"After" August 2, 3 & 4, 2007	Change
Thursday 10:30 pm	70%	72%	+2%
1:30 am	48%	35%	-13%
Friday 10:30 pm	73%	78%	+5%
1:30 am	46%	37%	-9%
Saturday 10:30 pm	82%	80%	-2%
1:30 am	43%	41%	-2%

With the limited sample size of data, the following preliminary conclusions have been made:

- No significant change in on-street parking occupancy has resulted from the \$5 rate.
- Free on street parking in the vicinity of the Market and 3rd Street Garages is available.
- The occupancy levels in the Downtown core, near parking garages, and in adjacent residential neighborhoods remained roughly the same between the before and after data.
- Anecdotal observations from the DOT Security Services Supervisor indicate that since July 1, a noticeable number of parkers are using parking spaces in the adjacent blocks to the Market and 3rd Street Garages as opposed to paying the \$5 rate and using the garages.
- Patrols and observations in adjacent residential neighborhoods revealed no noticeable difference in parking activity, loitering, or other potential neighborhood intrusions.

Staff will continue to monitor the occupancies and trends related to on-street parking late night.

6. Observations of Conditions In and Around the Parking Garages

The sixth measurement area used to assess the impact of the \$5 rate is observed conditions in and around the garages by staff (DOT and Police), the parking operator, and Downtown stakeholders. Although this measurement area is not quantifiable, it provides meaningful insight on the “before” and “after” conditions.

The “before” observations made by staff, members of the Downtown Parking Board, and other customers and stakeholders indicated that significant loitering, public drinking, littering, and public urination was occurring. Although not as frequent, more serious problems such as fights, altercations, and assaults were occurring as well.

The “after” observations made by staff, and the parking operator, during the first six weekends of the pilot program indicate a significant reduction in loitering, litter, and open public drinking. In addition, the Police Security Detail, and other security patrols, have made a concerted effort to reduce the incidence of public urination, and coupled with new signage, the opening of a restroom facility in the Market Street Garage, and increased cleaning and power washing, has resulted in some improvement related to the foul odors present in the garages. Staff also has observed that the presence of underage youth has been significantly reduced. Supporting that observation is the fact that no curfew violations have been issued in the Market and 3rd Street Garages by the Police Security Detail. Finally, staff has not observed increased or unusual activity in adjacent neighborhoods.

Enhanced Cleaning and Maintenance Activities

In the late spring and throughout the summer, an enhanced cleaning and maintenance effort has been initiated to improve the overall physical condition of the City’s parking garages, and to respond to the continuous use, and late night abuse that was being experienced in garages. Some of the recent efforts are listed below:

- Deployment of a late night cleaning team to remove litter early in the evening, and to deal with more significant cleaning needs (e.g. spills, stains, etc) after late night activities end, resulting in cleaner and more presentable facilities at the beginning of the next day.
- Weekly power washing of stairwells and lobbies at the Market and 3rd Street Garages.
- Painted and refurbished stairwells at the Market Street Garage (see photos below).
- Painted and refurbished restroom at the Market Street Garage.
- Improved landscape maintenance (e.g. trimming bushes, removing debris).
- Signage to raise customer awareness to keep the facilities clean (see photo below).

The following pictures provide examples of improvements that are being made in the garages:

Stairwell Improvements



Before



After

Additional Signage



EVALUATION AND FOLLOW UP

In conclusion, staff believes the Enhanced Security and Maintenance Plan and the \$5 rate pilot program have been implemented successfully to date, and are beginning to achieve the desired results. Staff will continue to make further observations and collect data as the implementation of this pilot program continues through December 2007. During October/November 2007, a second status report will be presented to the City Council. In December 2007, staff will present to the City Council a final report on the pilot program including any recommendations on the continuation of the late-night parking fee program.

POLICY ALTERNATIVES

Not applicable

PUBLIC OUTREACH/INTEREST

- Criteria 1:** Requires Council action on the use of public funds equal to \$1 million or greater. **(Required: Website Posting)**
- Criteria 2:** Adoption of a new or revised policy that may have implications for public health, safety, quality of life, or financial/economic vitality of the City. **(Required: E-mail and Website Posting)**
- Criteria 3:** Consideration of proposed changes to service delivery, programs, staffing that may have impacts to community services and have been identified by staff, Council or a Community group that requires special outreach. **(Required: E-mail, Website Posting, Community Meetings, Notice in appropriate newspapers)**

This item does not meet any of the criteria identified by the Sunshine Reforms Work Plan. Staff presented a similar status report on the six-month pilot program to the Downtown Parking Board on August 1, 2007. This memorandum will be posted on the City's website for the August 28, 2007 City Council meeting.

COORDINATION

This memorandum has been coordinated with the Police Department, the Redevelopment Agency, and the City Attorney's Office.

HONORABLE MAYOR AND CITY COUNCIL

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FISCAL/POLICY ALIGNMENT

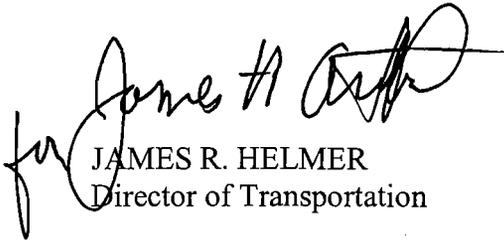
This recommendation is consistent with the Transportation and Aviation Services CSA Outcome – provide viable transportation choices that promote a strong economy.

COST SUMMARY/IMPLICATIONS

Not applicable

CEQA

Not a project


JAMES R. HELMER
Director of Transportation

For questions please contact Jim Ortbal, Assistant Director of Transportation, at 535-3845.