



THE CITY OF SAN DIEGO
MANAGER'S REPORT

DATE ISSUED: September 24, 2004 REPORT NO. 04-214

ATTENTION: Land Use and Housing Committee;
Agenda of September 29, 2004

SUBJECT: Recommendations of the Manager's Parking Task Force

REFERENCE: Manager's Report 04-133, Manager's Report 04-061, Ordinance O-19198,
and Resolution R-298147

SUMMARY

Issue – Should the City Council accept the joint recommendations of the Manager's Parking Task Force and the City Manager as they relate to the management of parking within the City of San Diego?

Manager's Recommendation – Accept the joint recommendations of the Manager's Parking Task Force and the City Manager as outlined in this report, give policy direction to Staff where appropriate and return to the Community Planners Committee for additional community input on the recommendations prior to presenting the recommendations to the full Council.

Other Recommendations – None

Fiscal Impact - Staff has commented on the general fiscal impacts in its analysis of each individual recommendation of the Manager's Parking Task Force. Specific impacts will vary based upon the implementation of the recommendations.

Environmental Impact – None by this action.

BACKGROUND

On March 24, 2004, the City Manager presented the recommendations of the Manager's Parking Task Force to the Land Use and Housing Committee (Manager's Report 04-061). The Land Use & Housing Committee (LU&H) accepted the report of the Parking Task Force and directed the City Manager to return to the Committee within 60 days with an analysis of the recommendations. The Manager was also directed to solicit input from community and other appropriate agencies and incorporate such input into the analysis of the recommendations. In addition, the Land Use & Housing Committee asked the City Manager to: a) convene formally or informally a special downtown parking advisory group to develop specific ideas to address downtown parking, b) include recommendations to implement technology solutions for parking meters, enforcement and collection considering either pilot programs or a Request for Qualifications/Proposals process and c) take the recommendations of the Parking Task Force to the Community Planners Committee (CPC) before returning to the Land Use & Housing Committee.

On June 16, 2004, the City Manager returned to the Land Use & Housing Committee with its analysis of the Manager's Parking Task Force recommendations (Manager's Report 04-133). The Land Use & Housing Committee voted to continue the item for 30 days with direction to the City Manager to continue to work with the Parking Task Force on those areas where the recommendations differed.

Since June 16, 2004, City staff has met with the Manager's Parking Task Force and members of the public on seven (7) separate occasions, contributing an additional 14 hours of discussion to the recommendations.

DISCUSSION

The City Manager and the Manager's Parking Task Force have reached agreement on the recommendations listed below. Please note that, in order to reach consensus on some of the recommendations, the language may have changed from those recommendations presented in Manager's Report 04-061 and 04-133.

Joint Recommendation

A. Adopt General Policy Guidelines for Parking Management Implementation

The City has general policies in place and will continue to consider additional and/or alternative policy guidelines for effective Parking Management. Staff agrees with Task Force Recommendations listed as A(1) – A(4) below in concept.

Joint Recommendation

A (1) Spaces on the public rights of way should be regarded as public resources and

should be managed to meet the public's needs.

The City of San Diego's guiding principal for managing parking on the public streets is safety and efficient flow of traffic with the underlying principal of maximizing quantity and effectiveness of parking for businesses, residents, and the general public.

Joint Recommendation

A (2) Parking control tools (e.g., parking meters, time limited parking, parking restrictions, etc.) should be utilized to manage and optimize parking supply and usage, in a manner consistent with traffic safety, General Plan and community plan policies, and other public safety requirements.

It is agreed that the general policy recommendation initially proposed by the Task Force be revised as written above.

Joint Recommendation

A (3) Parking meter rates should vary and meters should be operated during the days and hours that require management of the supply.

The City currently manages parking through a variety of parking strategies that include time-limited parking (less than thirty minutes up to three-hours) with and without parking meters. Time-limited parking is generally 8:00 am to 6:00 pm Monday through Saturday, except holidays. The concept of variable meter rates, time-limits and hours of enforcement in order to better manage the supply of on-street, public parking inventory is recommended.

Implementation of this recommendation may require that on-street parking meters and other time-limited parking regulations be enforced during weekends and evening hours, when parking demand exists and requires managing.

There are labor and safety issues related to parking enforcement during extended hours of the day and during additional days of the week. Extended hours may necessitate: increased personnel costs, the purchase of additional safety equipment and additional maintenance expenses for motor vehicles, negotiations with labor unions regarding working hours and the potential increased weight from coin collections, the purchase of citation issuance devices and radios, and increased funding for an additional radio dispatcher, night shift supervisor, and parking officers for enforcement. Using current staff for night enforcement may reduce daytime enforcement activities and affect the quality of life for City residents and merchants.

Joint Recommendation

A (4) The City encourages the development of public parking structures and other parking programs to facilitate business, employee, and residential parking, appropriate to each community's needs.

Parking demand and parking needs vary from community to community depending on land use and geographic location. The City currently utilizes parking programs based on the parking needs of each individual community (or area). Such parking programs include residential parking permit programs, installation of meters and time-limited parking regulations, angled parking, etc.

Further customization of these individual parking programs with regard to hours of enforcement, time-limits, and meter rates, according to the needs of each community, is supported by both Staff and the Task Force.

In order for the City to encourage the development of public parking facilities, the Parking Meter District administrative staff should continue to research innovative financing mechanisms and property acquisition processes that have been implemented successfully in other municipalities.

Joint Recommendation

B. Update and amend City Council policies and procedures relating to the Parking Meter District Program, the processes for establishing and removing time-limited parking and metered parking, and other parking management strategies.

Many of the City policies and procedures relating to parking have not been reviewed and/or updated in some time. Staff supports the Task Force recommendation to review parking related policies in light of the current needs of our communities. The Task Force and Staff have made recommendations for changes to two existing policies (100-18 and 200-04) and these proposals are addressed further in this report.

Joint Recommendation

B (1) (a) Continue and expand the Parking Meter District Program – Amend Council Policy 100-18.

The Manager’s Parking Task Force provided a draft revision of Council Policy 100-18 in their final report (refer to Manager’s Report 04-061). The City Manager and the Manager’s Parking Task Force reached a consensus on most of the revised changes to Council Policy 100-18 listed in Attachment # 1.

Significant changes recommended for the policy include:

- Changing the name of the districts from “Parking Meter Districts” to “Community Parking Districts”
- Allowing the formation of parking districts with or with out the existence/installation of 100 parking meters
- Allowing for the distribution of additional parking related revenues to the Community Parking Districts on a case-by-case basis.
- Requiring an annual fiscal year-end reconciliation of actual parking meter (and other parking related) revenues to ensure the Community Parking Districts are receiving the percentage of actual revenues generated within their communities.
- Modifies who funds new parking meters. Currently the city pays 100%. New language

requires that the District contribute the percentage of the cost of new meters based upon the percentage of the revenues they receive.

- Requiring that each Community Parking District be provided a seat on the City's parking advisory committee.

The fiscal impact of these policy changes may include:

- Minimal cost associated with the name change on public information materials
- Year-end reconciliation of actual meter revenues may result in a net gain or loss to the General Fund, as historically, the annual Parking Meter District allocation has been based on an estimate of projected meter revenues. Approximate impact to the General Fund based upon FY 2002 - 2004 would have been a loss of \$35,000 to \$320,000.

Differing Recommendations

Recommendations regarding one element, discussed in both the Purpose and Section B(1) of the revised policy continue to differ. Specifically, staff emphasizes the necessity to ensure that neither current nor future interpretations of these policies result in the diversion or reduction of funding to the General Fund for services related to parking management.

Joint Recommendation

B (1) (b) Continue and expand the Parking Meter District Program – allow for a case-by-case analysis, in new and existing Parking Meter Districts, of financing mechanisms to support the construction of public parking facilities, which may include incremental increases in parking meter revenues.

It is agreed that the recommendation initially proposed by the Task Force be revised as written above.

Staff acknowledges that the goal of this recommendation is to develop financing mechanisms for the construction and operation of public parking facilities in parking impacted areas. Staff continues to support recommendation A(4) to encourage the development of public parking facilities.

Implementation of this recommendation may require additional revenues for the Parking Management Program for the purpose of tracking and reporting the incremental increase in meter revenues for the various Parking Meter Districts [*Community Parking Districts*].

Joint Recommendation

B (2) Revise the process for authorizing time limited parking and the installation of parking meters. (Council Policy 200-04)

It is the goal of the Task Force and City staff to review and update all parking management related policies. In order to align council policy with the Task Force recommendation that states “spaces on the public right of way should be regarded as public resources and should be managed

to meet the public's needs", a revision of Council Policy 200-4, Installation or Removal of Time Limit Parking Zones and Parking Meter Zones is proposed. Refer to Attachment # 2 for the recommended revised.

Significant changes recommended for the policy include:

- Providing the City Manager with the ability to authorize the installation/removal of time-limit parking. (The current policy gives authority to the Council).
- Authorizing the City Manager to install/remove parking meters in a Council authorized meter zone.
- Reducing the percentage of property owners required to petition a parking study for time limit and meter installations from 75% to 51%.
- Increasing community input and creating expanded noticing requirements.
- Allowing for a request for a parking study to be submitted by a recognized community organization with expanded public notification at the requestor's expense.

The Fiscal Impact of this policy change is:

- Reduced processing time for approximately ten (10) requests for Council Action annually thus eliminating a delay of 30 days to implement.
- The cost of public noticing would be paid by the requestor if other than the owner. A source of funding has not been identified for community planning groups to utilize for this service.

Joint Recommendation

B (3) Parking Meter District Advisory Boards should continue to examine employee and residential parking demands within their boundaries and make recommendations to the City Council and the City Manager for addressing such demands.

It is agreed that the recommendation initially proposed by the Task Force be revised as written above.

Joint Recommendation

B (4) The Task Force recommends that the Council Policy regulating valet parking services be amended.

The Valet Parking Policy, including fees charged for valet permits, should be reviewed by the City Manager and updated if appropriate. It is recommended that this, along with other parking-related policies, be referred to the Parking Advisory Committee discussed in Section D below.

Joint Recommendation

B (5) All parking-related City policy documents should be reviewed and updated to ensure they continue to meet the needs of the communities they serve and to be consistent with the policy statements proposed in Recommendation A.

It is agreed that the recommendation initially proposed by the Task Force be revised as written above.

It is also recommended that this review of parking-related policies be referred to the Parking Advisory Committee. The development of a master reference resource (a list or web page) which lists all parking-related policies and their location is also recommended.

Joint Recommendation

C. Direct the City Manager to review the organizational structure of the City's parking functions.

It is agreed that the recommendation initially proposed by the Task Force be revised as written above.

Parking responsibilities are integrated throughout several Departments within the City. Consolidation of all parking functions at this time is premature. Numerous organizational restructuring efforts are currently underway Citywide, including an internal review of Parking Management functions. This internal review will be conducted during Fiscal Year 2005, during which time all appropriate citywide consolidation recommendations will be made.

There are merits to the suggestion that “when a parking decision is sought on a matter that does not fall squarely within an existing policy, there is no advocate within the City to bring the matter to a conclusion” (Managing Parking in San Diego - Report of the Parking Task Force). It is for this reason, Staff supports the creation of the Parking Advisory Committee as recommended in Section D below, to serve as an advocate in such circumstances.

Joint Recommendation

D. Direct the City Manager to Establish a Parking Advisory Committee

In the interest of efficiency, the Parking Advisory Committee should expand upon or absorb the existing Parking Meter District Parking and Mobility Task Force and the Manager's Parking Task Force, rather than create a third parking-related advisory entity.

The purpose of the Parking Advisory Committee would be primarily an information exchange between the Parking Meter District advisory boards, parking impacted areas and City Staff to enhance the effectiveness of parking. Other purposes for, or responsibilities of, the Parking Advisory Committee may include: conveying community concerns, advising the City Manager regarding parking control implementation decisions, providing support and input to Parking Meter District Advisory Boards when requested, and other parking-related policy matters. This may also include reviewing and making recommendations for updating parking-related policies.

It is recommended that members of the Parking Advisory Committee be appointed by the Mayor and City Council. Membership of the Parking Advisory Committee should include citizens with a strong interest in parking-related issues, including:

- Broad representation from community planning groups, parking meter (management) districts, community development corporations, civic organizations, business improvement districts and other private or public agencies or institutions with an interest in parking policy
- Representatives from each Council District, as desired

Every effort should be made to ensure the membership of the Parking Advisory Committee consists of both residential and business representatives. A list of past participants on both the Manager's Parking Task Force and the Parking Meter District Parking and Mobility Task Force was provided to the LU&H committee in Manager's Report #04-133.

The Parking Advisory Committee should be supported by City staff directly involved in parking-related matters (General Services, Engineering & Capital Projects, Community & Economic Development, Planning and Development Services) and other staff members as requested, with the Parking Management Program taking the lead responsibility for the committee. Additional City costs associated with the formation and the staffing of the Parking Advisory Committee would be minimal, provided the two other parking related advisory bodies referenced above are absorbed into the Parking Advisory Committee. It is recommended that the Parking Advisory Committee meet quarterly, and more frequently if needed, and that the Committee continue to exist until it is dissolved by the Mayor and City Council.

Joint Recommendation

E. Direct the City Manager and the City Attorney to research the City Council establishing itself as the San Diego Parking Authority to provide for property acquisition and facility financing in those circumstances where needed.

Research conducted by the City Attorney's office indicates that the formation of a "Parking Authority" does not provide the Council with additional or extraordinary property acquisition or facility financing powers not already provided to it as a charter city.

Establishing a Parking Authority, provided for in the California Streets and Highway Code, would be similar to what the City does now with the Redevelopment Agency and Housing Commission, in that it would establish an agency solely responsible for parking solutions. However, there is no set code or law designated to specifically empower the Agency beyond the Council's current ability. As a charter city, the Council already has most of the unique powers mentioned in the Streets and Highway Code. If a Parking Authority were established, parking meter funds and other such parking related revenues could be separated into a Parking Authority fund.

Update on Direction from the Land Use and Housing Committee

At the March 24, 2004 LU&H Committee meeting, staff was given additional instruction with regard to the Downtown/Centre City community and additional community input.

a) Convene formally or informally a special downtown parking advisory group to develop specific ideas to address downtown parking.

On April 15, 2004, the “Downtown Parking Management Group” held its first meeting. Members of the group were selected based upon nominations by Councilmember Zucchet, from standing committee of the Centre City Advisory Council and from existing members of the Manager’s Parking Task Force. The purpose of this group is to develop specific ideas to address downtown parking issues.

Representatives from several City Departments, including General Services, Engineering & Capital Projects, Community & Economic Development and Treasurer, have participated in these meetings. The group has identified areas that may benefit from longer-term time-limits at metered spaces and will be making a request to City Council for a pilot program in the near future.

b) Include recommendations to implement technology solutions for parking meters, enforcement and collection considering either pilot programs or a Request for Qualifications/Proposals process.

With input from the Downtown Parking Management Group referenced above, staff has completed a final draft of a Request for Proposals (RFP) for a pilot program using new meter technology in the Downtown communities of the Marina District and East Village. The group made recommendations to the City manager with regard to the types of features that would be desirable in new meter technology and was instrumental in designating the boundaries for phase 1 of a pilot program.

The RFP is currently being reviewed for final approval by the City and it is anticipated that the RFP will be available for publication by October 2004 and the evaluation of the responses should start approximately 30-days after the RFPs release.

c) Take the recommendations of the Parking Task Force to the Community Planners Committee (CPC) before returning to the Land Use & Housing Committee.

On April 27, 2004, the Chair of the Manager’s Parking Task Force presented the recommendations of the Parking Task Force to members of the Community Planners Committee (CPC). The CPC voted to postpone their comments on the recommendations until Staff could return to the CPC with its analysis. Staff recommends returning to the CPC for additional input on the joint recommendations prior to presenting its final report to Council.

CONCLUSION

The City Manager and the Task Force have agreed upon actions that could be taken to increase the available public parking inventory within the City of San Diego. The Manager recommends that Council accept the joint recommendations as outlined in this report and give policy direction to Staff where appropriate.

ALTERNATIVES

1. Do not accept the joint recommendations of the City Manager and the Parking Task Force as written above.
2. Accept some, but not all, of the joint recommendations of the City Manager and the Parking Task Force as written above.

Respectfully submitted,

Larry Gardner
Director, General Services Department

Approved: Richard Mendes
Deputy City Manager

GARDNER/MS

Attachments: 1. Recommended Revisions to Council Policy 100-18
2. Recommended Revisions to Council Policy 200-04