

DATE ISSUED: June 10, 2004 REPORT NO. 04-133

ATTENTION: Land Use and Housing Committee;  
Agenda of June 16, 2004

SUBJECT: Analysis of Parking Task Force Recommendations

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

SUMMARY

Issue – Should the City Council accept the recommendations of the Manager's Parking Task Force?

Manager's Recommendation – Accept the Staff analysis of the recommendations of the Manager's Parking Task Force as outlined in this report and give policy direction to Staff where appropriate.

Other Recommendations –

Community Planners Committee:

On April 27, 2004, the chair of the Manager's Parking Task Force and City Staff presented the recommendations for the Manager's Parking Task Force to the CPC. The CPC voted to postpone their comments on the recommendations until Staff could return to the CPC with its analysis. Staff is tentatively scheduled to return to the CPC on June 22, 2004.

Fiscal Impact - Staff has commented on the fiscal impacts in its analysis of each individual recommendation of the Manager's Parking Task Force.

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.

In order to analyze the report of the Manager's Parking Task Force, the various recommendations were delegated to the City Departments most familiar with and/or affected by the recommendations. Representatives from the Transportation, City Attorney, Engineering & Capital Projects, Planning and Community & Economic Development Departments participated in the analysis.

## DISCUSSION

The information below includes an individual response for each of the recommendations made by the Manager's Parking Task Force. There is pending litigation regarding the current parking meter rate of \$1.25/hour, the process by which the rate was increased during the FY 04 budget cycle and the purposes for which the increased revenues are being used. The Manager acknowledges this pending litigation and cautions that the analysis discussed below is based upon existing City policy and may be subject to further refinement pending the outcome of the litigation.

### ***Task Force Recommendation***

#### **A. Adopt General Policy Guidelines for Parking Management Implementation**

##### ***Staff Response***

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 and later in this report will offer additional analysis of the subsequent Task Force Recommendations regarding the implementation of these general policy guidelines.

##### ***Task Force 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.**

##### ***Staff Response***

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. Staff agrees with the Task Force's general policy recommendation.

***Task Force Recommendation***

**A (2) The sole purpose of parking control tools (e.g., parking meters, time limited parking, parking restrictions, etc.) should be to manage parking supply and usage, in conjunction with traffic safety and other public safety requirements.**

***Staff Response***

Staff conceptually agrees with this general policy recommendation and suggests the general policy be revised as follows:

The sole purpose of Parking control tools (e.g., parking meters, time limited parking, parking restrictions, etc.) should be used 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.

***Task Force Recommendation***

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

***Staff Response***

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. Staff supports 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.

Implementation of this recommendation will 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 will 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 would reduce our daytime enforcement activities and reduce the quality of life for City residents and merchants.

***Task Force 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.**

*Staff Response*

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. Staff supports 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.

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.

*Task Force 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.**

*Staff Response*

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 has made recommendations for changes to two existing policies (100-18 and 200-04) and these proposals are addressed further in this report.

*Task Force Recommendation*

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

*Staff Response*

The Manager's Parking Task Force provided a draft revision of Council Policy 100-18 in their final report. Refer to Attachment # 1 for a detailed analysis of the recommendations regarding Council Policy 100-18.

*Task Force Recommendation*

**B (1) (b) Continue and expand the Parking Meter District Program – allow for a case-by-case allocation of the incremental increase in meter revenues for financing of public parking facilities.**

*Staff Response*

By allowing Parking Meter Districts to access all or part of the incremental increase in meter revenues for financing of public parking facilities, the City would be creating an inequitable policy favoring newly formed parking meter districts.

Implementation of this recommendation would also require additional revenues for the Parking Management Division for the purpose of tracking and reporting the incremental increase in meter revenues for the various Parking Meter Districts.

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, but not with an additional allocation of the “incremental” increase in parking meter revenues.

*Task Force Recommendation*

**B (2) The Task Force recommends that the City Council revise the process for authorizing time limited parking and the installation of parking meters.**

*Staff Response – Historical Background*

The City’s policy for time-limited parking was first established in 1962, and was last revised in October 1997. Each of the main elements of the existing policy is similar to those proposed by the Task Force, with the following exceptions (see Attachment #2 for a complete copy of the Task Force recommended policy and Attachment #3 for a proposed draft policy that blends existing text with both Staff and Task Force recommendations).

The City’s current parking and traffic operations management practices and procedures are guided by the following principle: the most affected property or business owners should have significant input regarding any changes that may affect their property or place of business.

Experience has shown that issues are usually not satisfactorily resolved unless the most impacted constituents are fully aware of and in concurrence with any proposed changes on the public streets.

Task Force Recommended Policy: The Task Force recommends that the City’s policy be modified to achieve three things: (1) the authority for installation of time limit parking be delegated to the City Manager, (2) once the Council establishes an approved parking meter zone by ordinance, the City Manager is delegated the authority to determine the actual placement of the meters and (3) the initiation of placement of time limit parking or parking meters be “At the request of the City Council, the City Manager, citizens, or a City Council

recognized community organization.”

Under the Task Force’s recommended policy, notification of the proposed action would be sent to property owners located within 100 feet of the proposed change as well as the City Council recognized community groups. Subsequent to a hearing by the community group, the Manager would be authorized to install time limit parking and parking meters in a zone approved by Council. An appellant would have 30 days to appeal if they submit a petition signed by more than 50% of the parties who received the written notification. Upon appeal, the item would require Council approval.

Existing Policy: Current Policy requires specific authorization of the City Council to install time limit or parking meter zones. It allows property owners to request a parking study to determine if they qualify for time limit/metered parking. They must submit a petition signed by at least 75% of property owners adjacent to the proposed time limit/metered parking. Existing policy allows the City Council or the City Manager to also initiate changes as appropriate. Staff then considers various factors such as traffic safety, the parking needs of adjacent property owners, and the needs of the community as a whole by consulting Community Planning groups, Business Improvement Districts, and other appropriate organizations, etc. (see Attachment #3 for criteria). Currently, all requests for time limit parking and parking meters are authorized by Council; therefore, this is considered the appeal process.

Staff Analysis: *The California Vehicle Code* allows for the City Council to delegate the creation of time limit zones to the City Manager. It requires parking meter zones to be established by Ordinance; however, the Council could establish larger zones and delegate the placement of the actual meters to the City Manager as recommended by the Task Force. Staff supports this proposal.

However, we recommend that the requirement to submit a petition when it is the adjacent property owner who is requesting time limit/metered parking remain. This would minimize the fiscal impact to staff and non-personnel resources as opposed to noticing property owners within 100 feet of the proposed installation, as proposed by the Task Force. Subsequent to review by the designated community group and if it meets the Council Policy criteria, the Manager will install the time-limit parking.

For requests made by other than the affected property owners, or the City Manager, we recommend that a written notification should be sent to all adjacent property owners with information as to the justification and when the request will be heard at the designated community group hearing. As with requests by property owners, subsequent to review by the designated community group and if it meets the Council Policy criteria, the Manager will install the time-limit parking or meter if within a zone authorized by Council.

The appeal process proposed by the Parking Task Force, which would require 50% signatures from all notified property owners (within 30 days), would be extremely difficult to achieve and lengthen the current process. The proposed appeal process shifts the decision making authority

from the adjacent property owner to all those who were notified.

*Task Force Recommendation*

**B (3) The Task Force recommends that, in areas where parking meters are installed, the Parking Meter District Advisory Boards be responsible for managing the District's impact on residential parking and for addressing the District's employee parking demand.**

*Staff Response*

The City Council and the City Manager should continue to be responsible for consistently and equitably managing residential permit parking areas. Parking Meter District Advisory Boards should continue to examine employee parking demand within their boundaries and make recommendations to the City Council and the City Manager for addressing such demand.

*Task Force Recommendation*

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

*Staff Response*

The Valet Parking Policy should be reviewed and updated as needed. Any fees charged for valet permits should be used to cover the cost to the City for providing the service.

*Task Force Recommendation*

**B (5) The Task Force recommends that all other parking-related City policy documents be consolidated under a single heading, and that they be reviewed and updated consistent with the policy statements proposed at Recommendation A.**

*Staff Response*

Staff agrees that 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 general policy statements proposed by Task Force Recommendation A. Because parking-related City policy documents represent volumes of materials and fall under the jurisdiction of various City Departments, Staff does not support the consolidation of all parking-related policy documents under a single heading. Staff does support, however, developing a master reference resource (a list or web page) which lists all parking-related policies and their location.

Staff also recommends that the review of parking-related policies be referred to the Parking Advisory Committee (see Section D below) for comments and suggested updates.

*Task Force Recommendation*

**C. Direct the City Manager to study the consolidation of the City's parking functions into a single department.**

*Staff Response*

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 a complete internal review of Parking Management functions. This internal review will be completed by the end of calendar year 2004, at which time all appropriate Citywide consolidation recommendations will be made.

Staff acknowledges the concerns of the Parking Task Force with regard to the fragmented nature of parking-related processes. 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.

*Task Force Recommendation*

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

*Staff Response*

In the interest of efficiency, Staff recommends the dissolution of the existing Parking Meter District Parking and Mobility Task Force and the Manager’s Parking Task Force in concert with the creation of a Parking Advisory Committee.

Staff supports the creation of a Parking Advisory Committee, provided 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 such interactions. 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, 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 can be found in Attachment #4 to this report.



The Parking Advisory Committee should be supported by City staff directly involved in parking-related matters (Transportation, Engineering & Capital Projects, Community & Economic Development, Planning and Development Services) and other staff members as requested, with the Parking Management Division 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 dissolved and the Parking Advisory Committee meets quarterly. It is recommended that the Parking Advisory Committee continue to exist until it is dissolved by the Mayor and City Council.

*Task Force 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.**

*Staff Response*

Preliminary 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 may need to be separated into a Parking Authority fund versus the General Fund.

**Response to Direction from the Land Use and Housing Committee**

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

*Staff Response*

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 committees 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, including providing recommendations to the City Manager with regard to a Request For Proposals for a pilot program with new meter technology in the Downtown community. A list of the members of the Downtown Parking Management Group is included as Attachment #5 to this report, along with a schedule of their meetings to-date. At the time of writing this report, three (3) additional members were being selected to represent Business Improvement Districts in the Downtown area. Representatives from several City Departments, including Transportation,

Engineering & Capital Projects, Community & Economic Development and Treasurer, have participated in these meetings. The group has made recommendations to the Manager with regard to the types of features that would be desirable in new meter technology. The group has also been instrumental in designating the boundaries for phase 1 of a pilot program.

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

*Staff Response*

With input from the Downtown Parking Management Group referenced in section “a)” above, staff has completed a final draft of a Request for Proposals (RFP) for a pilot program in the Downtown communities of the Marina District and East Village.

At the writing of this report, the RFP is being reviewed for final approval by various City departments. It is anticipated the RFP will be available for publication during July 2004. The evaluation of the responses should start in August 2004.

The pilot program will include new meter, enforcement and collection technology, including but not limited to, multi-space regulation, multiple payment options, alternative power sources, variable rate and time-limit capabilities, etc. Representatives of the Downtown Parking Management Group will contribute to the evaluation and selection process.

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

*Staff Response*

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 is scheduled to return to the CPC on June 22, 2004 to present the Task Force recommendations and Staff analysis addressed in this report.

CONCLUSION

The Task Force has recommended actions that could be taken to increase the available public parking inventory within the City of San Diego. The City Manager acknowledges and appreciates the involvement and efforts of each volunteer member of the Task Force. The Manager recommends that Council accept the Staff analysis of the Manager’s Parking Task Force recommendations as outlined in this report and give policy direction to Staff where appropriate.

ALTERNATIVES

1. Accept all recommendations of the Parking Task Force as written in the document entitled “Managing Parking in San Diego” presented in Manager’s Report 04-061.
2. Accept an alternative combination of the recommendations of the Parking Task Force as written in the document entitled “Managing Parking in San Diego” and of the Staff Recommendations included in this report.

Respectfully submitted,

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Larry Gardner, Director  
General Services Department

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Approved: Richard Mendes  
Deputy City Manager

GARDNER/MS

- Attachments:
1. [Analysis of Task Force Recommendations for Council Policy 100-18](#)
  2. [Copy of Task Force Recommendations for Council Policy 200-04](#)
  3. [Analysis of Task Force Recommendations for Council Policy 200-04](#)
  4. [List of Manager’s Parking Task Force and PMD Parking & Mobility Task Force Members](#)
  5. [Downtown Parking Management Group Members and Meeting Schedule](#)