



THE CITY OF SAN DIEGO  
**REPORT TO THE CITY COUNCIL**

DATE ISSUED: May 18, 2015 REPORT NO: 15-064  
ATTENTION: Honorable Council President and Members of the City Council  
SUBJECT: Amendments to Council Policy 100-18 (Community Parking Districts)

REQUESTED ACTION:

Approve the proposed amendments.

STAFF RECOMMENDATION:

Approve requested actions.

SUMMARY:

Council Policy 100-18, adopted March 1997, established the “Parking Meter District Program” to provide for formal advisory groups to gather community input and utilize a portion of parking meter revenue to implement solutions to parking problems in areas where parking meters were located. The Policy was amended in November 2004 to allow for the formation of parking districts that did not have parking meters within their boundaries yet still suffered from parking impacts. As a reflection of this broader purpose, the “Parking Meter District” program became the “Community Parking District” program.

The Policy was further amended in 2011 to refine the sharing of parking meter revenue between the City and the Community Parking District (CPD) funds and to authorize the formal advisory groups (CPD Advisory Boards and their designated advisory groups) to analyze meter and on-street parking utilization data and make recommendations on meter locations, rates, time limits, hours of operation, and new parking technology.

In late 2014, the Office of the City Auditor conducted a performance audit of the CPD program and certain recommendations were developed regarding program management procedures, oversight and accountability. In response to the audit report, a memo dated February 26, 2015, was issued by Councilmember Gloria, on behalf of the Smart Growth and Land Use Committee, to Mayor Faulconer. In the memo, Councilmember Gloria requested staff to bring recommendations on amendments to Council Policy 100-18 to provide more guidance and examples of eligible uses of funds, to establish performance measures and year-end reporting, and to address the need for long-term project planning.

This report provides an overview of the recommended policy changes developed in the short-term to address the audit recommendations and request from the Smart Growth and Land Use Committee. Further amendments may be proposed in future years to continue to refine and enhance CPD program performance and management. Other recommended amendments to the policy include bringing the policy up to date given changes in Redevelopment and other grammatical corrections.

A key concept in amending the policy is to clarify and ensure consistency with the various memorandums of law prepared by the City Attorney regarding potential uses of parking meter revenue. Specifically, as a fee and as subject to San Diego Municipal Code sections 82.08 and 82.09, Community Parking District revenues shall be expended for regulation, management, and control of the parking of vehicles and the control of traffic, which affects or is affected by the parking of vehicles in the parking meter zones.

The policy then goes on to clarify that these expenditures of parking meter revenue shall be focused on improvements and activities that increase the availability, supply, and effective use of parking for residents, visitors, and employees within the adopted Community Parking Districts.

Examples of appropriate purposes are provided such as:

- Increasing the parking supply (e.g., leasing, purchasing, or construction of additional on-street or off-street parking accessible to vehicles, including bikes through means such as self-parking or valet-parking, and generally available to all users.) Eligible expenses include the acquisition of land, project design, financing, construction, and/or operation of public parking facilities, but do not include special event parking.
- Managing the existing parking inventory, including such measures as, but not limited to, parking evaluations, reconfiguration of existing on-street parking inventory, residential permit parking programs, employee parking programs, enforcement, reducing excessive red curb, removal of abandoned driveways and replacement with matching sidewalk, curb, and gutter, and mitigation of any adverse effects resulting from the implementation of such program(s).
- Providing mobility (parking and access) information through wayfinding signage or media (maps, videos, apps or other tools), which communicates the location, availability, cost, and other pertinent information of district-wide parking options and provides navigation in and between parking meter zones within the Community Parking District.
- Providing funding for community shuttles or circulator systems within the boundaries of the Community Parking District to reduce parking demand in parking meter zones or to assist in the mobility of those parked in parking meter zones.
- Enhancing mobility within the Community Parking District and facilitating the use of alternative forms of transportation to reduce parking demand (e.g., community shuttles, public transit, bicycling, and walking) through activities and improvements including, but

not limited to, designing and installing: bike and pedestrian amenities (bike parking, corrals, and bike lanes; pedestrian ramps, crossings, pop-outs, sidewalks, countdown indicators, rectangular rapid flashing beacons); signage; and shuttle stops.

- Providing for extraordinary maintenance and landscaping activities (including, but not limited to cleaning, planting, watering, trimming, repairing and maintaining) and security activities (including, but not limited to safety services at shuttle stops or security for parking areas) associated with or required by any of the improvements or activities listed above..

“Extraordinary” means beyond what is ordinary or usual and is considered necessary for the related improvement or activity. These activities are not supposed to supplant regular maintenance, safety or landscaping activities already occurring or required to be performed by the City or a contractor.

- Providing pedestrian or vehicular safety, comfort and convenience, e.g. through activities and improvements which provide separation or enhance safety for pedestrians and vehicles such as wheel stops, curbs, landscaped areas and lighting. Other eligible expenses may include urban design activities in a particular area, district, or neighborhood that relate to parking or the control and management of traffic (including vehicular, bicycle, or pedestrian traffic) which affects or is affected by the parking of vehicles within parking meter zones..
- Inclusion of eligible City Capital Improvement Projects which meet one or more of the above purposes shall be encouraged. City staff shall identify such eligible projects and provide a list of those projects to the respective Community Parking District advisory boards or groups which may select none, one or more to be funded as part of the Annual Plan & Budget. Also, City staff shall work collaboratively with Community Parking District advisory board or groups on identifying projects where the City’s share of parking meter revenue may be used and provide such recommendations for inclusion in the City’s annual budge.

The policy amendment also address subsidies such that if a subsidy is proposed to be provided to users (directly or indirectly), then the Annual Plan and Budget shall demonstrate that the subsidy is limited to a reasonable amount which corresponds to a material effect on parking in the parking meter zones and serves a public purpose.

Also, every proposed activity which is targeted to specific users, such as an employee parking program, shall demonstrate in the Annual Plan & Budget that such an activity shall not violate general principles of equal protection by ensuring that protected classes of people are not discriminated against.

The recommended amendments also identify that special event services, parking and traffic control may leverage existing CPD-funded services but the additional expenses must be funded from other sources so that parking meter revenue is not supplanting the required services.

The City Attorney has opined that parking meter revenue shall be expended in the associated parking meter zone, however, the impacts from metered parking and related traffic management and control occur in areas adjacent to parking meter zones. Therefore, there is also a new paragraph proposed which provides that parking meter revenue may also generally be expended within a one-quarter (¼) mile radius from a parking meter zone for parking or traffic control and management purposes (including pedestrian and vehicle safety, comfort and convenience).

The use of a quarter-mile range comes from general Planning principles. According to the American Planning Association's Planning and Urban Design Standards (2006), "...the average adult walks 3.0 to 4.0 feet per second. The speed at which people walk is the critical measure that helps define the size of a walkable community or neighborhood", further, "*Most residents typically walk to destinations that are five minutes from their homes.*"

Using this concept of walkability based on speed and time, we believe it is reasonable to assume that drivers unable to find or unwilling to pay for metered parking would drive up to a one-quarter (¼) mile away from a parking meter zone and then walk back to the business, facility, or residence within the parking meter zone. The increased traffic and parking within the ¼ mile radius is presumed to affect and be affected by the parking and traffic within the parking meter zones.

The amended policy also addresses long-term planning by requiring the Annual Plans and Budgets to include:

- Estimated annual costs for the next five fiscal years for each activity and improvement and whether there is an unfunded need.
- The proposed timing of the use of reserve funds per fiscal year for the five fiscal years.
- Whether the proposed expenditure is for an activity, non-CIP Improvement, or a Capital Improvement Project.

And finally, the amendments include a provision requiring metrics for tracking performance and outcomes and then using those metrics to report out annually to a Council Committee on past performance. Staff has convened multiple meetings (and will continue to meet) to discuss proposed metrics with representatives of the CPD advisory boards and with members of the Parking Advisory Board.

Initially, some proposed simple metrics will record numbers of occurrences, such as ridership or usage, or additions of a number of parking spaces, or installation of a number of amenities. These metrics may not be universal among the CPD plans and may change from year to year depending on the proposed activities and improvements.

There have also been discussions around whether measures should also gauge the effectiveness of an activity or improvement by determining the average cost to generate the desired outcome. This was seen as a longer-term effort. In the meantime, possible metrics are still being developed

and discussed but those identified and considered for inclusion with the proposed FY2016 Annual Plans and Budgets are:

- Average parking meter utilization rate(s) within a CPD or sub-area per fiscal year as compared with the target utilization rate of 85 percent of all metered parking spaces.
- Community Shuttle ridership total per fiscal year.
- Total number of vehicles serviced by Valet program per fiscal year.
- Total number of new on-street parking stalls created/restriped per fiscal year.
- Conversion of parallel spaces to angle or head-in,
  - Reduction in excessive red curb,
  - Removal of unused loading zones.
  - Total number of off-street parking spaces built/provided/used per fiscal year.
- Total number of abandoned driveways replaced with matching sidewalk, curb, and gutter per fiscal year.
- Total number of parking meter cards sold per fiscal year.
- Total number of bike racks installed per fiscal year.

Staff is also working with CPD representatives on enhancing templates to be used for presenting the Annual Plan and Budget (which include the five-year analysis), and Performance Report for each CPD. These templates for the Annual Plan and Budget and the template for the Performance Report are still in development but the most recent drafts are attached for reference. (See Attachments 1, 2, and 3 respectively) though the FY2016 Annual Plan and Budget for each CPD is still somewhat individualized.

The proposed amendments to enhance CPD program performance and management, if approved, will be implemented over the course of Fiscal Year 2016.

FISCAL CONSIDERATIONS:

No new fiscal impacts are anticipated however it is hoped that providing clarification on eligible uses and locations for expenditure of parking meter revenues will allow the existing CPD reserves to be expended more quickly.

PREVIOUS COUNCIL and/or COMMITTEE ACTION:

Council Policy 100-18 was adopted by Resolution R-288408 effective 3/04/1997 and then amended by Resolution R-299836 effective 11/15/2004 and Resolution R-306675 effective 3/18/2011.

COMMUNITY PARTICIPATION AND PUBLIC OUTREACH EFFORTS:

A draft of the proposed amended policy was provided to representatives of the Downtown, Uptown and Mid-City Community Parking Districts for input and comments.

KEY STAKEHOLDERS AND PROJECTED IMPACTS:

The key stakeholders are the business owners, customers, and residents in Downtown, Mid-City, and Uptown and to a lesser degree in the rest of the City, who should benefit from enhanced parking management in these parking-impacted communities.



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Erik Caldwell, Director  
Economic Development



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David Graham  
Deputy Chief Operating Officer

**Attachment 1**  
**Draft Template for Narrative of Annual Plan**

Community input is obtained and incorporated into the management of the District by... *explain how this happens and which other community stakeholders are involved...*

Describe overall Community Parking District program concept and how this addresses the District's parking issues.

Specific recommendations for improvement and activities include the following projects (activities or improvements).

*Note: Subsidized only to the extent that the subsidy supports a public purpose in expending parking meter revenue.*

**Council Policy Category** *e.g. Increasing Parking Supply, Managing Parking Inventory, Managing Parking Demand and Enhancing Utilization*

Proposed actions to implement *Project 1 (proposed activity or improvement)* and the public purpose in expending parking meter revenue (this may include the acquisition of land, project design, financing, construction, and/or operation of public parking facilities)

Project 1 Name

Project description: ...e.g. off-street lot or valet parking

Project location: ...

Quantities/Metric: ... such as numbers of spaces/cars

Public purpose if subsidy provided: ...

Projected Costs and Sources of Revenue

Projected Revenue	FY16	FY17	FY18	FY19	FY20
CPD – Reserve	\$	\$	\$	\$	\$
CPD Current Year	\$	\$	\$	\$	\$
Project Fees	\$	\$	\$	\$	\$
Other	\$	\$	\$	\$	\$
Unfunded	\$	\$	\$	\$	\$

Total Revenue

Projected Costs	FY16	FY17	FY18	FY19	FY20
Cost 1	\$	\$	\$	\$	\$
Cost 2	\$	\$	\$	\$	\$
Cost 3	\$	\$	\$	\$	\$
Cost 4	\$	\$	\$	\$	\$

Total Costs

## Attachment 2

### A. Draft Template for Projects Budget for Annual Plan

<u>Projected Revenue</u>	<u>FY16</u>	<u>FY17</u>	<u>FY18</u>	<u>FY19</u>	<u>FY20</u>
CPD – Reserve	\$	\$	\$	\$	\$
CPD Current Year	\$	\$	\$	\$	\$
Project Fees	\$	\$	\$	\$	\$
Project Fees	\$	\$	\$	\$	\$
Unfunded	\$	\$	\$	\$	\$
Total Revenue					

#### Increasing Parking Supply

<u>Projected Costs</u>	<u>FY16</u>	<u>FY17</u>	<u>FY18</u>	<u>FY19</u>	<u>FY20</u>
Cost 1	\$	\$	\$	\$	\$
Cost 2	\$	\$	\$	\$	\$
Cost 3	\$	\$	\$	\$	\$
Cost 4	\$	\$	\$	\$	\$
Sub-Total Costs					

#### Managing Parking Inventory

<u>Projected Costs</u>	<u>FY16</u>	<u>FY17</u>	<u>FY18</u>	<u>FY19</u>	<u>FY20</u>
Cost 1	\$	\$	\$	\$	\$
Cost 2	\$	\$	\$	\$	\$
Cost 3	\$	\$	\$	\$	\$
Cost 4	\$	\$	\$	\$	\$
Sub-Total Costs					

#### Managing Parking Demand and Utilization

<u>Projected Costs</u>	<u>FY16</u>	<u>FY17</u>	<u>FY18</u>	<u>FY19</u>	<u>FY20</u>
Cost 1	\$	\$	\$	\$	\$
Cost 2	\$	\$	\$	\$	\$
Cost 3	\$	\$	\$	\$	\$
Cost 4	\$	\$	\$	\$	\$
Sub-Total Costs					

*Add cost tables for other categories as needed.*

<u>Projected Costs</u>	<u>FY16</u>	<u>FY17</u>	<u>FY18</u>	<u>FY19</u>	<u>FY20</u>
Totals from above	\$	\$	\$	\$	\$
Contingency	\$	\$	\$	\$	\$
Grand Total	\$	\$	\$	\$	\$

**Attachment 2**

**B. Draft Template for Cost-Type Budget for Annual Plan**

<u>Projected Revenue</u>	<u>FY16</u>	<u>FY17</u>	<u>FY18</u>	<u>FY19</u>	<u>FY20</u>
CPD – Reserve	\$	\$	\$	\$	\$
CPD Current Year	\$	\$	\$	\$	\$
Project Fees	\$	\$	\$	\$	\$
Project Fees	\$	\$	\$	\$	\$
Unfunded	\$	\$	\$	\$	\$
Total Revenue					

<u>Personnel</u>	<u>FY16</u>	<u>FY17</u>	<u>FY18</u>	<u>FY19</u>	<u>FY20</u>
Cost 1	\$	\$	\$	\$	\$
Cost 2	\$	\$	\$	\$	\$
Cost 3	\$	\$	\$	\$	\$
Cost 4	\$	\$	\$	\$	\$
Sub-Total Costs					

<u>Office</u>	<u>FY16</u>	<u>FY17</u>	<u>FY18</u>	<u>FY19</u>	<u>FY20</u>
Cost 1	\$	\$	\$	\$	\$
Cost 2	\$	\$	\$	\$	\$
Cost 3	\$	\$	\$	\$	\$
Cost 4	\$	\$	\$	\$	\$
Sub-Total Costs					

<u>Communications</u>	<u>FY16</u>	<u>FY17</u>	<u>FY18</u>	<u>FY19</u>	<u>FY20</u>
Cost 1	\$	\$	\$	\$	\$
Cost 2	\$	\$	\$	\$	\$
Cost 3	\$	\$	\$	\$	\$
Cost 4	\$	\$	\$	\$	\$
Sub-Total Costs					

<u>Consultants</u>	<u>FY16</u>	<u>FY17</u>	<u>FY18</u>	<u>FY19</u>	<u>FY20</u>
Cost 1	\$	\$	\$	\$	\$
Cost 2	\$	\$	\$	\$	\$
Cost 3	\$	\$	\$	\$	\$
Cost 4	\$	\$	\$	\$	\$
Sub-Total Costs					

<u>Projected Costs</u>	<u>FY16</u>	<u>FY17</u>	<u>FY18</u>	<u>FY19</u>	<u>FY20</u>
Totals from above	\$	\$	\$	\$	\$
Contingency	\$	\$	\$	\$	\$
<u>Grand Total</u>	\$	\$	\$	\$	\$

**Attachment 3**  
**Draft Template for Performance Report**

**Council Policy Category** *e.g. Increasing Parking Supply, Managing Parking Inventory, Managing Parking Demand and Enhancing Utilization*

Project 1 Name

Project description: ...e.g. off-street lot or valet parking

Project location: ...

Projected Quantities/Metric: ... such as numbers of spaces/cars

Accomplished: ...

Public purpose if subsidy provided: ...

Projected and Actual Costs and Sources of Revenue

Revenue	Projected		Actual	
	FY15	FY16 YTD	FY15	FY16 YTD
CPD – Reserve	\$	\$	\$	\$
CPD Current Year	\$	\$	\$	\$
Project Fees	\$	\$	\$	\$
Other	\$	\$	\$	\$
Unfunded	\$	\$	\$	\$
Total Revenue				

Costs	Projected		Actual	
	FY15	FY16 YTD	FY15	FY16 YTD
Cost 1	\$	\$	\$	\$
Cost 2	\$	\$	\$	\$
Cost 3	\$	\$	\$	\$
Cost 4	\$	\$	\$	\$
Total Costs				