

**CITY OF OAKLAND
COUNCIL AGENDA REPORT**

FILED
OFFICE OF THE CITY CLERK
OAKLAND
2003 NOV 25 AM 9:06

TO: Office of the City Manager
ATTN: Deborah Edgerly
FROM: Public Works Agency
DATE: December 9, 2003

RE: RESOLUTION APPROVING INSTALLATION OF: 1) DIAGONAL PARKING ONE SIDE OF THE STREET FOR ELEVEN IDENTIFIED BLOCKS, AND 2) ONE AND TWO-HOUR PARKING ZONES ON EIGHTEEN IDENTIFIED BLOCK FRONTS, IN THE JACK LONDON DISTRICT, UPON MAJORITY SUPPORT FROM ADJACENT PROPERTIES

SUMMARY

A resolution has been prepared approving installation of: 1) diagonal parking one side of the street for eleven identified blocks, and 2) one and two-hour parking zones on eighteen identified block fronts, in the Jack London District, upon majority support from adjacent properties. This resolution is in response to recently submitted Jack London District On-Street Parking Improvement Plan proposed by the Ad-Hoc Jack London District On-Street Parking Improvement Committee. This staff report responds to eight specific proposals to improve on-street parking in the Jack London District, including restriping some of the on-street parallel spaces in the District for diagonal parking; relocating parking meters; and providing better management of on-street spaces through time limited parking. Staff has undertaken a review of these proposals and has provided responses. These are outlined in the Recommendations and Rationale section.

FISCAL IMPACT

Revenues

Diagonal Parking

No additional revenue generation is expected from this aspect of the proposal.

Time-Limited Parking

The revenue generation expected from this aspect of the proposal is related to fines collected from parking violation citations. The Parking Enforcement Division estimates \$195,000 in new revenue per year will be generated. This estimate is based on twenty citations issued per day for 300 days at \$40 each, and an 82 percent collection rate (which has been the historical experience in similar parts of the City). These revenues would accrue to the General Purpose Fund, Fine and Penalty revenue category.

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Costs

Staff estimates that the total up-front costs to implement diagonal parking and time limit parking are \$69,115, as described below. A more accurate estimate for implementation will be determined once the field study is conducted at the time of implementation. The funding to implement the program would come from State Gas Tax funds (2230), Transportation Services Division, Project #C195610.

Diagonal Parking

Up-front costs for angle parking are estimated at \$69,115. These costs include staff time to review locations for traffic volume, speeds and curb cut numbers, and to create detailed work-orders for installation (total cost \$12,200). Other costs are for physical implementation, including grinding to remove paint, and re-stripping (total cost \$56,915). No on-going costs are anticipated.

Time-Limited Parking

Up-front costs for time-limited parking are estimated to be minimal. No on-going costs are anticipated.

BACKGROUND

The Ad-Hoc Jack London District On-Street Parking Improvement Committee (the JLD Committee), a self-selected, volunteer committee representing diverse business, residential, and real estate interests in the Jack London District (JLD), submitted the Jack London District On-Street Parking Improvement Plan (the Plan) to the City on September 15, 2003. The JLD Committee was formed as a result of discussions between the City and the JLD community concerning on-street parking problems back in November of 2002. Those discussions were furthered by a proposed City ordinance to install more parking meters in the JLD. The proposed ordinance never materialized due to a lack of community support.

During the development of the Plan, the JLD Committee met several times with Transportation Services Division staff to identify problems, objectives, and viable strategies to improve on-street parking in the JLD, defined in the Plan by boundaries along Brush Street, Oak Street, 5th Street, and the Embarcadero. The JLD Committee asserted that on-street parking is insufficient in the JLD, especially during weekdays for its employees, residents, and patrons. The JLD Committee attributes the parking shortage to the inefficient use of on-street capacity (more on-street parking spaces may be gained by converting existing parallel parking spaces to diagonal parking spaces on many streets), and the lack of regulation (drivers who do not live, work, or patronize the businesses in the JLD are free to park their vehicles all day on most of the streets within the JLD, thereby drastically reducing the on-street parking supply). In response, the JLD Committee has developed the following proposals to increase and manage the on-street parking supply:

Diagonal Parking

To improve the use of street capacity, the Plan proposes that the City convert the existing parallel parking spaces on 18 identified blocks to diagonal parking spaces, an adjustment that may increase the on-street parking supply by up to 100 spaces according to the Plan. There are seven blocks in this proposal for which the street widths cannot accommodate diagonal parking according to existing City standards (diagonal parking requires more street width than parallel parking). The Plan recommends that the City re-examine its current standards and move to adopt new, more liberal standards that will allow diagonal parking on

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narrower streets. The Plan cites standards from the City of San Diego, which if applied in Oakland, would qualify those seven blocks for diagonal parking.

Mixed-Use District Permit-Parking Program

To prevent non-JLD employees and commuters who use the nearby transit stations from using the non-regulated on-street parking as free parking during the weekdays, the Plan proposes that the City implement a Mixed-Use District Permit-Parking Program that will limit on-street parking to four hours, with exemptions given to JLD residents and employees (including business owners) who may park beyond four hours by displaying parking permits that only they may purchase from the City. This proposal will effectively prevent the transit riders and the non-JLD employees—specifically Amtrak, ferry, and BART commuters, and Alameda County, Port of Oakland, and other government employees—from using the available on-street parking all day within the JLD. It assumes that these users will look for alternative locations to park (such as available fee parking lots) and/or modes to commute to work. Although not stated in the Plan, the JLD Committee had indicated to staff that the Amtrak parking lot has enough empty spaces on a typical weekday to accommodate most, if not all, of its riders. According to the proposed plan, patrons to the JLD businesses will not be adversely affected by the four-hour limit because they typically do not stay for more than four hours for each visit. In fact, they will, theoretically, benefit from the absence of the stated transit riders and non-JLD employees. Another assumption with this proposal is that the permit holders will not saturate the parking supply (the Plan proposes not to limit the number of permits each JLD business may purchase). However, if unlimited employee parking permits are granted, the on-street parking supply may indeed become saturated and there will not be sufficient supply to provide for patron parking.

Signed One or Two-Hour Parking Limits

In addition to permit parking proposal, the JLD Committee also proposes additional parking restrictions in one or two-hour limits, within a 16 block area. It does not offer exemptions to JLD residents or employees because it is recommended primarily in front of offices/businesses where high parking turnover is needed.

Relocation of Parking Meters

Lastly, the Plan proposes to relocate existing parking meters, apparently to consolidate their locations, move them closer to Broadway, and serve specific needs. The proposal will yield a loss of seven two-hour meters and a gain of 20 five-hour meters. The Plan states that the JLD Committee's ultimate objective is to replace all parking meters within the JLD with time-limit signs (to remain competitive with regional shopping districts that offer free customer parking). However, in an effort to create a plan that is "revenue neutral or even revenue-enhancing as a matter of principal (and politics)", the JLD Committee has decided not to pursue that objective in this Plan for now. The Plan also proposes that staff collaborate with the JLD Committee to develop specific procedures for adding or relocating parking meters in the JLD. There is already an ordinance that defines the procedures for installing parking meters, but the JLD Committee is concerned that it has not been followed in some of the recent meter installations in the JLD.

KEY ISSUES AND IMPACTS

Staff completed a preliminary review of the Plan by surveying existing parking conditions, consulting with comparable cities, reviewing existing policies, and considering the needs of the JLD community, both now and in the longer term given the recently approved residential projects and the proposed major commercial redevelopment in Jack London Square. The following issues have been identified for each proposal, along with a preliminary set of comments and other information that would need to be reviewed prior to formally

considering any action.

Diagonal Parking

Staff concurs with installing diagonal parking spaces where current street-width standards allow. Such action will increase the parking supply in the JLD. Although diagonal parking may increase the risk of rear-end collision, engineering measures could be taken to slow down traffic and mitigate this risk. Out of the 18 blocks proposed for diagonal parking in the Plan, 11 blocks have sufficient widths according to current City standards. For the seven blocks which City standards have determined too narrow for diagonal parking, staff research indicates that only the City of San Diego has standards that would allow it. The cities of Los Angeles, Long Beach, and Sacramento all have standards similar to Oakland's that would not allow it. Installing diagonal parking on these seven blocks may create traffic hazards unwarranted by prevailing standards.

Since the City of Oakland standards were developed primarily of off-street parking, staff proposes to review and develop standards for diagonal parking on City streets, by Summer 2004. Staff will return to Council with an evaluation as to whether certain exceptions may be made under special circumstances (where traffic volume is extremely low, like in a cul-de-sac) for some of these streets. A resolution is required to install the proposed diagonal parking.

Mixed-Use District Permit-Parking Program

This proposal would provide JLD residents, employees, and business patrons with preference to use publicly accessible on-street parking. It would enable these users to override the competition from the transit riders and non-JLD employees—specifically Amtrak, ferry, and BART commuters, and Alameda County, Port of Oakland, and other government employees—who now park all day (for no fee) within the JLD. In effect, this preferential system for week day on-street spaces would effectively force the current all day users to consider other parking locations and/or transportation modes .

The City presently has a residential permit parking system in use at a variety of locations, including the Rockridge neighborhood in close proximity to College Avenue and Rockridge BART. This permit system now is confined to residential use only and there are a series of criteria that must be met. While staff believes there is some justification to consider amending the present parking permit ordinance to accommodate residents who live in mixed-use districts or who reside in live/work units, we have concerns with the part of the proposal to accommodate on-street employee parking in the JLD with permit parking. This program would directly conflict with existing City General Plan policies:

- Encouraging use of mass transit (General Plan Land Use and Transportation Element (LUTE) Policy T 3.6) and
- Resolving transportation conflicts in favor of the transportation mode that has the potential to provide the greatest mobility and access for people rather than vehicles (LUTE Policy 3.7).

Due to the complexity of the issues associated with the Mixed Use Permit Parking proposal, staff will need more time to analyze the proposal and to work with the community to develop strategies that address JLD needs while meeting the City's policies and vision for the greater downtown. Once this work with the community is completed, staff will return to the City Council with its recommendation.

Signed One or Two-Hour Parking Limits

The Plan proposes the installation of one or two-hour parking-limit signs on 16 blocks in front of offices/businesses that need short-term parking for frequent visitors. This is an appropriate proposal that will effectively serve its purpose with negligible impacts. As standard procedure, TSD requires that at least 51% of the addresses on a block be represented on a petition for signed, time-limited parking. If the JLD Committee wishes to bypass the petition process, it would have to demonstrate that there is majority support for the proposed one or two-hour parking limit on each block. The proposal requires a resolution.

Relocation of Parking Meters

The Plan's proposal to relocate existing parking meters will result in a loss of seven two-hour meters and a gain of 20 five-hour meters. The purposes for the relocations appear to be to consolidate the currently scattered meters, to move them closer (within two blocks) to Broadway, the main retail strip, and to meet specific needs. These purposes are consistent with the City's approach to installing parking meters—define a consistent area, ensure equal treatment, and meet parking needs. The proposal is both revenue and approach-friendly to the City. It will require an ordinance.

The Plan also states that the JLD Committee's ultimate objective is to replace all parking meters within the JLD with time-limit signs to remain competitive with regional shopping districts that offer free customer parking. From the perspective of generating parking turnover, there is no material difference between time-limit signs and parking meters. If the decision belongs to the businesses, they would mostly likely choose signs over meters (the perception is that the difference could impact business). Therefore, if parking meters become entirely community-driven, they could eventually decline in number. This is the reason why, currently, installing meters is staff initiated; nevertheless, the public process is ensured through the requirement of an ordinance. Other factors such as finance and parking enforcement must also be considered for this proposal.

SUSTAINABLE OPPORTUNITIES

Economic

Addition of parking supply by reconfiguring parallel parking to diagonal will benefit businesses and customers, thereby supporting the economic vitality of those businesses. Likewise, time-limited parking and addition of metered parking will ensure turnover in support of the businesses in the District.

The ongoing economic impacts from the mixed-use permit parking proposal are too complex to evaluate at this time.

Environmental

The implementation of diagonal parking, time limit parking and metered parking may reduce the amount of vehicle emissions slightly by reducing cars circulating in the area looking for parking.

Social Equity

The Plan requests specific changes and programs (diagonal parking standards, meter installation procedures, residential/commercial permit parking program) unique to the JLD. A policy must be established to treat similar requests from other business districts in the City. If this plan were

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approved as proposed, with unlimited employee permits for some, but not all businesses in the Jack London District, it creates a social inequity among employees with similar types of jobs. For example, a waiter at a restaurant at East of Embarcadero would be allowed to purchase a parking permit; a waiter at a Jack London Square restaurant would not. In addition, the City would be greatly subsidizing the parking costs of some businesses and not others, thus providing an inequity among similar types of businesses.

DISABILITY AND SENIOR CITIZEN ACCESS

There are no direct disability or senior citizen impacts to address.

RECOMMENDATIONS AND RATIONALE

Staff recommends approval of the resolution calling for installation of: 1) diagonal parking one side of the street for eleven identified blocks, and 2) one and two-hour parking zones on eighteen identified block fronts, in the Jack London District, upon majority support from adjacent properties.

In addition, the following is staff's response to the eight proposals presented in the Plan:

Proposal #1: The JLD Committee proposes that the Public Works Agency adopt criteria and policies for angle parking in the Jack London District that are consistent with and similar to those adopted in the City of San Diego.

Staff does not support this proposal. Standards from four other cities (Los Angeles, Long Beach, San Diego, and Sacramento) were obtained for comparison. Oakland and Los Angeles have the most stringent standards, followed by Long Beach and Sacramento. Application of all these standards yields the same result—seven out of the 18 blocks in the proposal are too narrow for diagonal parking. Only the San Diego standards would qualify those seven blocks. There is not enough evidence to suggest that the San Diego standards should replace prevailing standards, and staff has concerns that simply adopting these standards will reduce traffic safety.

However, staff proposes to develop standards for on-street diagonal parking by Summer 2004, taking into consideration factors such as functional classification of streets (e.g. arterial, collector, local streets), traffic volume, posted speeds, and others.

Proposal #2: The JLD Committee proposes that the Public Works Agency prepare a resolution pursuant to OMC 10.28.050 designating those streets in the Jack London District (illustrated in Figure #3) which are eligible for angle parking in accordance with criteria and policies adopted pursuant to Proposal #1 (above).

Staff supports the preparation of a resolution to install diagonal parking spaces on 11 out of the 18 blocks, as City standards allow, in this proposal. For the remaining seven blocks, staff will determine whether exceptions may be made under special circumstances (where traffic volume is extremely low, like in a cul-de-sac).

Proposal #3: The JLD Committee proposes that the Public Works Agency install angle parking spaces as rapidly as possible in accordance with approved criteria and policies.

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Staff supports this proposal.

Proposal #4: The JLD Committee proposes that the Public Works Agency prepare one or more resolutions pursuant to OMC 10.28.180, 10.28.190, and 10.28.210, to authorize installation of signs limiting parking to no more than four hours throughout the district, or fewer hours in accordance with the attached map (Figure #4). The resolution should include criteria for adding, changing, or removing signs on a block-by-block basis and notification procedures that include property owners, business owners, and residents on both sides of the street.

Staff supports this proposal in accordance to the conditions stated in the recommendation below for Proposal #5.

Proposal #5: The JLD Committee proposes that the Public Works Agency install all approved time-limited parking zone signs in conjunction with adoption and implementation of the proposed Mixed-Use District Permit Parking Program (below).

Staff supports one or two-hour time-limit signs, with no permit exception, be installed on the 16 proposed blocks upon the receipt of qualifying petitions, or, in lieu of petitions, demonstration from the JLD Committee that the simple majority (51%) of the addresses on each block favor the time-limit signs. Removal or changes to these signs shall be subject to the same 51% minimum support. No four-hour permit-parking signs will be installed in accordance to the response below for Proposal #6.

Proposal #6: The Committee proposes that the City Attorney and the Public Works Agency work with the Ad-Hoc Committee to draft an ordinance that includes the points listed below (see Page 5 of the Plan regarding Mixed-Use District Permit Parking Program) and present it to City Council for approval within three months.

Staff is not making a recommendation at this time, but will return to the Council with recommendations following a collaborative effort with the community to address both the JLD and overall City needs and policies.

Proposal #7: The Committee proposes that the Public Works Agency and the Financial Services Agency work with the Ad-Hoc Committee to draft criteria for adding, changing, or relocating parking meters in the Jack London District, including specific notification procedures.

Staff supports this proposal.

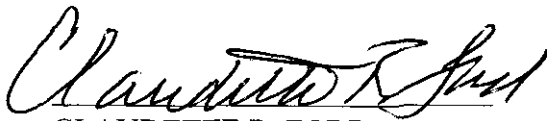
Proposal #8: To enhance retail activity, the Committee proposes that the Public Works Agency relocate several dozen parking meters and install a few new meters as shown on the attached map (Figure #5).

Staff supports this proposal, and will return to Council in the near future with an ordinance addressing the relocation and installation of new meters.

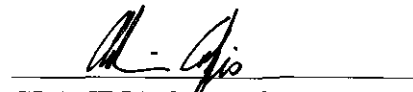
ACTION REQUESTED OF THE CITY COUNCIL

Staff requests that the City Council approve the resolution.

Respectfully submitted,



CLAUDETTE R. FORD
Director, Public Works Agency



CLAUDIA CAPPIO
Director of Development, Community
and Economic Development Agency

Reviewed by:
Raul Godinez II, P.E.
Assistant Director, Public Works Agency

Prepared by:
Joe Wang, P.E.
Supervising Transportation Engineer,
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Prepared by:
Natalie Fay
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APPROVED AND FORWARDED TO
THE PUBLIC WORKS COMMITTEE


OFFICE OF THE CITY MANAGER

OFFICE OF THE CITY CLERK
2003 NOV 25 AM 9:06

OAKLAND CITY COUNCIL
RESOLUTION No. _____ C.M.S.



INTRODUCED BY COUNCILMEMBER _____

RESOLUTION APPROVING INSTALLATION OF: 1) DIAGONAL PARKING ONE SIDE OF THE STREET FOR ELEVEN IDENTIFIED BLOCKS, AND 2) ONE AND TWO-HOUR PARKING ZONES ON EIGHTEEN IDENTIFIED BLOCK FRONTS, IN THE JACK LONDON DISTRICT, UPON MAJORITY SUPPORT FROM ADJACENT PROPERTIES

WHEREAS, the Ad-Hoc Jack London District On-Street Parking Improvement Committee (the JLD Committee), a self-selected, volunteer committee representing diverse business, residential, and real estate interests in the Jack London District (JLD), submitted the Jack London District On-Street Parking Improvement Plan (the Plan) to the City on September 15, 2003, which includes the subject diagonal parking and one or two-hour parking proposals; and,

WHEREAS, current City standards for installing diagonal, on-street parking allows the conversion of existing parallel spaces to diagonal spaces on one side of the street for eleven out of the eighteen blocks proposed in the Plan; and,

WHEREAS, the conversion to diagonal parking on the said eleven blocks will significantly increase on-street parking supply, which alleviates an existing shortage of on-street parking for JLD merchants, employees, and patrons; and,

WHEREAS, the Transportation Services Division (TSD) will design the diagonal parking layout and necessary traffic improvements to ensure and maintain auto and pedestrian safety; and,

WHEREAS, the eighteen block fronts where the Plan proposes for one or two-hour parking restriction are adjacent to offices/businesses where high parking turnover is needed; and,

WHEREAS, this proposal will effectively serve its purpose of generating high parking turnover with negligible impacts; and,

WHEREAS, as standard procedure, a petition is required that contains signatures from at least 51% of the addresses on a block in order to establish one or two-hour parking restriction on that block; and,

WHEREAS, the Committee may, in lieu of the petition process, demonstrate to TSD's agreement that there is majority support for the proposed one or two-hour parking restriction for each block; therefore, be it

RESOLVED, that the installation of on-street diagonal parking, locations given below, is hereby approved; and be it.

FURTHER RESOLVED, that the locations be subject to change according to the judgment of the Transportation Services Manager; and be it.

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FURTHER RESOLVED, that the Transportation Services Manager shall have the final authority on the implementation of the proposed diagonal parking based on road safety and parking needs; and be it,

FURTHER RESOLVED, that TSD will execute the hereby approved resolution to establish one or two-hour parking zones, locations given below, on a block by block basis upon the receipt of a qualifying petition or TSD-acknowledged demonstration of majority support from each block; and be it,

FUTHER RESOLVED, that the Transportation Services Manager shall have the final authority on the implementation of the proposed one or two-hour parking zones based on parking needs.

DIAGONAL PARKING LOCATIONS

1. THIRD STREET, north side, from Clay Street to Broadway, from Madison Street to Oak Street (portions thereof).
2. THIRD STREET, south side, from Brush Street to MLK Jr. Way, from Jefferson Street to Clay Street.
3. JEFFERSON STREET, west side, from Second Street to Fourth Street.
4. JEFFERSON STREET, east side, from the Embarcadero to Second Street.
5. WEBSTER STREET, west side, from the Embarcadero to Third Street.

ONE OR TWO-HOUR PARKING ZONES

1. SECOND STREET, north side, from Broadway to Franklin Street, from Brush Street to Castro Street.
2. SECOND STREET, south side, from Jefferson Street to Clay Street, from Broadway to Franklin Street.
3. THIRD STREET, north side, from Broadway to Franklin Street, from Jackson Street to Madison Street.
4. THIRD STREET, south side, from Castro Street to MLK Jr. Way (portions thereof), from Broadway to Franklin Street (portions thereof).
5. FOURTH STREET, south side, from Washington Street to Franklin Street, from Alice Street to Jackson Street.
6. CLAY STREET, west side, from the Embarcadero to Third Street.
7. CLAY STREET, east side, from the Embarcadero to Second Street.

8. FRANKLIN STREET, west side, from the Embarcadero to Fourth Street.
9. FRANKLIN STREET, east side, from Second Street to Third Street.

IN COUNCIL, OAKLAND, CALIFORNIA, _____, 20__

PASSED BY THE FOLLOWING VOTE:

AYES – BROOKS, BRUNNER, CHANG, NADEL, QUAN, REID, WAN AND
PRESIDENT DE LA FUENTE

NOES –

ABSENT –

ABSTENTION –

ATTEST: _____
CEDA FLOYD

City Clerk and Clerk of the Council
of the City of Oakland, California

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