

**CITY OF OAKLAND  
AGENDA REPORT**

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OFFICE OF THE CITY CLERK  
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TO: Office of the City Manager  
ATTN: Deborah Edgerly  
FROM: Public Works Agency  
DATE: March 9, 2004

**RE: REPORT AND RECOMMENDATIONS RESPONDING TO COMMENTS  
BY THE AD-HOC JACK LONDON DISTRICT ON-STREET PARKING  
IMPROVEMENT COMMITTEE AT THE DECEMBER 9, 2003 PUBLIC  
WORKS COMMITTEE MEETING**

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**SUMMARY**

At the December 9, 2003 Public Works Committee Meeting, the Ad-Hoc Jack London District On-Street Parking Improvement Committee (the JLD Committee) submitted written comments to a resolution and staff report regarding proposed on-street parking improvements in the Jack London District (JLD). The subject improvements were originally proposed by the JLD Committee. The comments necessitated further response by staff on six items in the staff report. Staff committed to return to the Public Works Committee in March 2004 to respond to those comments. This report responds to those comments, and submits staff recommendations for the Committee's consideration.

**FISCAL IMPACT**

**A preliminary review of potential fiscal impacts as the result of the proposed improvements was addressed in detail in the December 9, 2003 Public Works Committee meeting staff report and resolution (see attached).** The proposed changes in on-street parking management will change approximately 1,100 spaces from unregulated to time-limited (2 to 4 hour restricted parking), thus requiring an additional staff position for enforcement. The cost for that staff person is a minimum of \$60,096 per year in FY 2004-05. This figure does not account for the potential costs of an additional vehicle.

This program would also generate additional revenues associated with a proportional increase in enforcement fines. Should the program be implemented, and depending on the fees charged for permits, staff would need to further analyze the costs and revenues associated with the expanded mixed use parking program to ensure that all administrative and permit fees cover enforcement costs.

**BACKGROUND**

The JLD Committee submitted a proposal to improve on-street parking in the JLD to the City on September

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15, 2003. 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 reducing the on-street parking supply). Staff responded to the JLD committee's proposal in a report presented to the Public Works Committee on December 9, 2003. Proposed improvements that staff committed to implement were adopted by Council on December 16, 2003.

## KEY ISSUES AND IMPACTS

For the most part, the JLD Committee agrees with the proposed improvements recommended in the December 9, 2003 staff report, as the proposed improvements concur with the JLD Committee's original proposals. In addition, through the written comments, the JLD Committee requested staff to take the following actions:

1. Revise existing diagonal parking standards and/or make exceptions to the existing standards in order to implement the JLD Committee's diagonal parking proposal in its entirety or as much as possible.
2. Draft a resolution defining the process of implementing or removing one, two, or four-hour parking restrictions in the JLD.
3. Verify the claim that staff supports the JLD Committee's revised proposal regarding the Mixed-Use District Permit-Parking Program.
4. Propose criteria and notification procedures for the installation and removal of parking meters in the JLD.
5. Return to the Public Works Committee on January 27, 2004 to report on the above items. The Public Works Committee agreed with staff's recommendation that the requested date be postponed to March 2004.

Detailed responses to the requested items are presented in the "Recommendations and Rationale" section below.

## SUSTAINABLE OPPORTUNITIES

### Economic

Addition of parking supply by reconfiguring parallel parking to diagonal will benefit businesses and customers, thereby supporting the economic vitality of the businesses. Likewise, time-limited parking and additional metered parking will ensure turnover in support of the businesses in the JLD. Permit parking, however, would likely result in a subsidy from the City, depending on the amount charged for permits. The provision of below-market rate parking for employees and residents of the Jack London District will reduce the opportunity to increase City revenues through other means such as parking meters.

Environmental

The implementation of diagonal parking, time-limited parking, and metered parking may reduce the amount of vehicle emissions slightly by reducing cars circulating in the area looking for parking. Permit parking may discourage the use of mass transit thereby sustaining air pollution, energy consumption, and traffic congestion.

Social Equity

The proposed improvements require new standards and programs (diagonal parking standards, meter installation procedures, Mixed-Use District Permit-Parking Program) unique to the JLD. A policy must be established to treat similar requests from other business districts, in order to provide equal treatment for other areas of Oakland.

**DISABILITY AND SENIOR CITIZEN ACCESS**

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

**RECOMMENDATIONS AND RATIONALE**

The following is staff's response to the JLD Committee's written comments submitted to the Public Works Committee at the December 9, 2003 meeting:

**JLD Committee's comment on Proposal #1: "In addition to the cities noted, staff should look at standards from Bay Area cities including San Francisco, Hayward, Berkeley, and Emeryville for comparison. The Public Works Committee may wish to request a date certain for a report and recommendation on new standards."**

As part of the initial research, staff contacted two comparable Bay Area cities—San Francisco and San Jose, in addition to many other major cities throughout the State. Coincidentally, both San Francisco and San Jose responded after the December 9, 2003 Public Works Committee meeting. San Jose's standards are mostly qualitative ("The street width is adequate to accommodate diagonal parking." "The traffic volume in the lane adjacent to the angle parking is relatively low.") The only quantified standard is "The speed limit on the street is 25 mph or less." Conversely, San Francisco does have quantified street width standards. They are similar to those for Los Angeles, Long Beach, Sacramento and Oakland, all of which support staff's recommendation in the December 9, 2003 staff report: "Out of the 18 blocks (the JLD Committee) proposed for diagonal parking, 11 blocks have sufficient widths (to accommodate diagonal parking on one side of the street)." The remaining seven blocks are too narrow. Only the City of San Diego has standards, which are categorically more liberal than those from Oakland and all the major cities staff contacted, that would allow diagonal parking on those seven blocks. Staff plans to continue its research and report back to the Public Works Committee by Summer 2004, as stated in the December 9, 2003 staff report.

**JLD Committee's comment on Proposal #2:** "The Public Works Committee may wish to direct staff to determine whether special circumstances may exist on Castro and on 4<sup>th</sup> Street, and report back on January 27, 2004."

Unless staff revises its current standards upon the completion of the ongoing research, the City should avoid making an exception for Castro and/or 4<sup>th</sup> Streets without being fully aware of the practices of comparable cities.

**JLD Committee's comment on Proposal #3:** "The Public Works Committee may wish to ask staff for a schedule for installation of the 11 blocks of angle parking contained in the resolution."

Staff plans to complete the striping plans by the end of February 2004. Weather permitting, the striping work should be completed by the end of March 2004 by the City's own striping crew.

After passage of the resolution, staff field investigation revealed that three of the 11 blocks (Jefferson Street from the Embarcadero to 4<sup>th</sup> Street) are actually narrower than described in the JLD Committee's proposal. These three blocks are 44 feet wide, significantly less than the current standard of 55 feet needed for diagonal parking. The fact that these blocks do not meet the width standards has alerted staff to remove them from the installation plan, as provided by the resolution: "Further resolved, that the locations (for installing diagonal parking) be subject to change according to the judgment of the Transportation Services Manager...."

**JLD Committee's comment on Proposal #4:** "However, the resolution does not include notification procedures (for implementing one, two, or four-hour parking restrictions)....and the criteria for adding, changing, or removing signs are extremely vague....The Public Works Committee may wish to ask staff to return on January 27, 2004 with a separate resolution that addresses these concerns."

Oakland Municipal Code (O.M.C.) sections 10.28.180, 10.28.190, and 10.28.210 allow, by resolution, the installation of signs limiting parking to one, two, or four hours, respectively. Staff recommends time-limited parking for Council approval if it improves service to local parking needs and if there is demonstrated support from the community. The show of support is typically presented in the form of petitions. As a long-standing practice, staff requires signatures from over 50% of the addresses on a block side to add, change, or remove time-limited parking on that block side. If there is reason to believe that an impending change in parking policy (initiated by petition) was not effectively publicized, staff sends letters of notification to the occupants of that block. This practice has been and will, with commitment from staff, continue to be effective for the JLD and the City.

**JLD Committee's comment on Proposal #6:** "The committee has revised this proposal (the Mixed-Use District Permit Parking Program) and asks the Public Works Committee to approve Proposal #6 as revised. We believe the revised proposal is supported by staff."

Staff has met several times with the JLD Committee regarding significant issues associated with

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the Mixed-Use District Permit Parking proposal. 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 would essentially provide JLD residents and employees with the exclusive right to use publicly accessible on-street parking for private use. The City presently has a residential permit parking system in use at a variety of locations. This current permit system is based on criteria that must be met, including agreement among a majority of residents in the area. 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 find serious implications 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 and other adopted policies, including:

- 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).
- The City Council's adopted "Transit First" policy for the City of Oakland.

This program also directly conflicts with the City's sustainability and transit-oriented development goals. The JLD Committee has asserted that they need this low-cost parking in part because there is not sufficient public transit. On the contrary, the Jack London District is one of the most transit-rich sections of Oakland. AC Transit provides rapid bus service using new, low floor vehicles every ten to twelve minutes from 12 Street BART to Jack London throughout the work week. The majority of the District from roughly Martin Luther King to Alice streets is within a quarter of a mile of this service. In addition the District contains both an Amtrak station and a Ferry terminal and the residential loft area, with the highest concentration of residential development, is walking distance from the Lake Merritt BART station.

At the present time there is an ample supply of off-street parking within the District to accommodate employees at existing facilities including the Washington Street Garage and Amtrak lot. The Amtrak parking lot contains 110 spaces, which cost only \$3.00 per day and has significant capacity. The Washington Street garage has a current monthly rate of \$85 and daily rates vary depending upon validation with a maximum of \$13 per day. Currently, the unused parking supply in the Washington Street garage is 350 spaces on weekdays and 250 spaces on weekends. There is an assumption that Amtrak riders and patrons of Lake Merritt BART are currently parking in the free on-street spaces. However, if the unregulated spaces are converted to time-limited spaces ranging from two to four hours, all day Amtrak and BART riders will be forced to use alternative modes or to pay for off street parking, thus freeing up on-street spaces for District customers.

Staff believes that it does not make good sense to subsidize automobile use within the JLD with a small annual permit fee, thus undercutting current market rate parking fees. This practice would run counter to the best management and use of on-street parking spaces within the JLD, to the use of transit and to the goals of improving air quality and creating a more pedestrian-friendly environment. In short, if this permit parking system were to be implemented, the City would be writing down the actual cost of employee parking with little or no public benefit to justify the expense. When the proposed annual \$100 permit fee is measured

against the \$60 monthly cost of an AC Transit monthly pass, the resulting subsidy is \$620.

Staff strongly recommends that the City continue to develop parking strategies that effectively manage on-street parking in a way that balances both short term and residential (including live/work) parking needs. This balance occasionally results in decisions that are difficult because residents and business owners have to change travel habits based on parking supply, price, and increasing demand. It means that there cannot be continued reliance upon free, unregulated on-street parking supply that has always been available. The proposed parking permit system would simply be delaying the inevitable transportation choices that must be made to align long-term City transportation objectives with actual practice. Therefore, staff recommends that the City Council not approve a mixed-use permit parking district. However, staff does recommend that the City Council approve the implementation of time limited parking in the Jack London District to discourage BART and Amtrak users as well as county employees from parking all day in on-street spaces. This will free up on-street spaces for customers and thus contribute to the economic vitality and sustainability of the District.

Should the City Council decide to implement the permit parking program, staff advises that the program be narrowly tailored to account for any special circumstances and unique neighborhood context, and modified with the following recommendations

1) Length of the Program: The JLD Committee asserts that this is a short-term proposal to assist businesses that would be otherwise forced to leave the District because of parking needs and pricing. The JLD Committee has informed staff that they recognize that the District and the greater downtown are changing and that in the long term, they will not be able to count on low-cost on-street parking for their employees. Staff is concerned that this ordinance will set a precedent for other areas of the City that are also in transition and identify themselves as being unique. Staff is also very concerned that once the program is in effect, it will be difficult to eliminate it at a later date. The Council, as part of their review, should determine how long this ordinance should be in effect and the mechanism for ensuring that it can be changed or eliminated in the future. Staff advises that the ordinance automatically sunset after a period of no longer than three years and include findings and other information that demonstrate a specific set of unique circumstances pertaining to the JLD.

2) Cost for Permits: The JLD Committee proposes that permits cost no more than \$100 per year or less than \$10 per month per employee. This amount is significantly less than the current (market – driven) cost of off-street parking in the District, which ranges from approximately \$60 to \$85 per month. More importantly, it is significantly less than the cost of public transit; monthly passes on AC Transit are \$60.00 and the minimum monthly cost for BART is approximately \$50.00. The accepted standard for reasonable access to public transit is one-quarter to one-third of a mile to “mainline” transit. Mainline transit includes BART stations and bus lines running a minimum of every 15 minutes. As noted, the entire Jack London District is within one-third of a mile from the Rapid Bus that travels from 12<sup>th</sup> Street BART to Jack London Square. Therefore, staff advises that the price for the first permit, per address, be set at a minimum of \$100 per year and subsequent permits be priced at \$720 per year, which is equivalent to a monthly AC Transit pass. Selected residential properties and all businesses would be allowed to purchase one permit at that price. Residential properties would need to be evaluated with regard to their off-street parking capacity and how recently they were constructed. During the past five years, the City has made a conscious choice to account for the minimum off-street parking demand for new residential projects in order to discourage a high proportion of car ownership and encourage transit use. However, one of the consequences of this

policy is that rental properties often charge an extra fee per month for off-street parking, so the available on-street parking spaces are used by residents who don't want to pay that fee. There needs to be a conscious policy decision not to flood the residential parking market with inexpensive, City-subsidized parking permits. Businesses with valid business licenses would be allowed to purchase additional permits at the cost of \$720 per year.

3) Number of Permits Issued: Staff is concerned that allowing unlimited permits may saturate the on-street parking supply and not provide sufficient parking for customers and patrons of JLD businesses. There are currently an estimated 1,100 on-street, unregulated spaces and approximately 1,700 employees within the District. Staff advises that the total number of permits be capped at 650 to ensure that there is adequate turnover of street parking for customers and short-term users. As an added measure, staff can monitor the number of permits granted within the first six months of the program to review how the program is working.

If the City Council moves ahead on this parking permit fee proposal, staff recommends that the ordinance revisions be drafted along with a concurrent fiscal analysis pertaining to administrative costs and the confirmation that the proposed permit fees will cover projected expenses.

**JLD Committee's comment on Proposal #7: "The Public Works Committee may wish to ask staff to return with proposed criteria and notification procedures (for adding, changing, or relocating parking meters in the JLD) on January 27, 2004."**


O.M.C. Section 10.36.140 allows, by ordinance, the installation of parking meters. For keeping parking short-term, there is no difference between time-limit signs and parking meters. However, for the residents and the merchants, they most likely prefer signs to meters because signs do not require payment. Most residents do not favor the idea of having to pay to park near their homes; merchants, in general, perceive the difference between signs and meters as a potential impact to their businesses. Regardless, meters offer financial and enforcement benefits to the City that cannot be arbitrarily dismissed. The City values their existence and ensures that they are impartially located throughout commercial districts. This is the reason why, currently, installing meters is staff initiated instead of community driven; nevertheless, the public process is ensured through the requirement of an ordinance.


Staff is committed to relocate the parking meters according to the current proposal by the JLD Committee. An ordinance was adopted on December 16, 2003. Weather permitting, the work can be completed three to four weeks after the required striping work is done. In the future, staff will notify block residents/merchants of any changes to the parking meters in the JLD prior to drafting an ordinance.

**ACTION REQUESTED OF THE PUBLIC WORKS COMMITTEE**

Staff requests that the Public Works Committee not approve the Jack London Committee's proposal for a mixed use permit parking program.

Respectfully submitted,

  
for **RAUL GODINEZ II, P.E.**  
Director, Public Works Agency

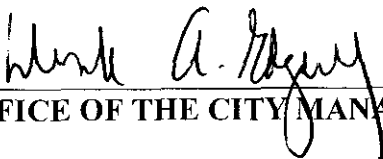
  
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APPROVED AND FORWARDED TO  
THE PUBLIC WORKS COMMITTEE:

  
**OFFICE OF THE CITY MANAGER**



# ATTACHMENT

## CITY OF OAKLAND COUNCIL AGENDA REPORT

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**

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### 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 TSD 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, 5<sup>th</sup> 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.**

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.

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**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

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

Prepared by:  
Joe Wang, P.E.  
Supervising Transportation Engineer,  
Design and Construction Services



CLAUDIA CAPPIO  
Director of Development, Community  
and Economic Development Agency

Prepared by:  
Natalie Fay  
Senior Transportation Planner  
Planning and Zoning Division

APPROVED AND FORWARDED TO  
THE PUBLIC WORKS COMMITTEE

**OFFICE OF THE CITY MANAGER**

Item# \_\_\_\_\_  
Public Works Committee  
12/9/2003



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

OAKLAND CITY COUNCIL  
RESOLUTION NO. 78245 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,

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, DEC 16 2003, 20\_\_

**PASSED BY THE FOLLOWING VOTE:**

AYES - BROOKS, BRUNNER, CHANG, NADEL, QUAN, REID, WAN AND  
PRESIDENT DE LA FUENTE - 8

NOES - 0

ABSENT - 0

ABSTENTION - 0

ATTEST



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

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PUBLIC WORKS CMTE.  
MAR 9 2004