

FILED
OFFICE OF THE CITY CLERK
OAKLAND

CITY OF OAKLAND
AGENDA REPORT

2009 DEC 10 PM 4:48

TO: Office of the City Administrator
ATTN: Dan Lindheim
FROM: Community and Economic Development Agency
DATE: December 15, 2009

RE: **Supplemental Report on Discussion and Possible Action on Draft Principles and Scope for a City-Wide Parking Study**

SUMMARY

Staff presented a set of parking principles to guide a potential citywide parking study to the Public Works Committee on December 1, 2009. In response to several questions and comments from committee members, staff has prepared this supplemental report to clarify the proposed parking principles and add additional detail to the scope of the proposed study.

FISCAL IMPACT

There is no direct fiscal impact of this report.

Council direction to proceed with a study will require funds for staff time and, potentially, consultant time over the next several months. If a consultant is retained, staff estimates this study will cost approximately \$200,000.00 over a period of six (6) months. Staff will work to determine a source of funding, but none has yet been identified.

The implementation of any citywide parking policy changes will have financial implications, which cannot be determined during the policy development stages. Future reports requesting implementation of specific policies will include a comprehensive analysis of the costs and revenue implications. Any eventual changes to City parking policies may have positive or negative impacts to revenue collection from parking meters and parking enforcement.

In addition, adoption of parking policies that are intended to foster economic development may ultimately lead to increased economic activity and associated sales tax and other revenues to the City.

BACKGROUND

Staff presented a set of parking principles to guide a proposed citywide parking study to the Public Works Committee on December 1, 2009. At that meeting, committee members raised several issues that they asked to be addressed in the proposed study. Most importantly, staff was asked to restate the draft parking principles to highlight and clarify the importance of parking as part of a multi-modal approach to transportation, and ensure that the proposed study will carry

Item: _____
Public Works Committee
December 15, 2009

through this multi-modal approach. In addition, committee members asked for additional definition on what topics should be included in the proposed parking study.

This supplemental report restates the draft parking principles and provides additional detail on the proposed study.

KEY ISSUES AND IMPACTS

This report presents a draft policy direction. It proposes no immediate change to Oakland's parking regulations. Changes to the City's parking policy will only be proposed after thorough study and review.

As detailed in the December 1st Agenda Report, eventual changes to city parking policies could have implications to the rates, times and locations of metered parking. They could also impact City meter and enforcement revenue as well as impact other revenues, such as sales tax and other revenues associated with enhanced economic activity.

POLICY DESCRIPTION

Staff proposes a set of policies that would reform the way the City manages its paid on-street and off-street parking supply in commercial districts. These parking policies are grounded in an understanding that private vehicle parking is one of many modes that need to be accommodated on city streets and lots. This is in keeping with Oakland's General Plan, Land Use and Transportation Element, (LUTE) Policy T3.9, Providing Parking for Transportation, which states:

"The City should strive to provide parking for multiple modes of transportation throughout the city where it is needed and does not unduly disrupt traffic flow."

Private vehicle parking in curb space and off-street lots (both public and private) is a critical component of the economic function of Oakland's commercial districts, even as the City encourages access by walking, bicycling and transit. The policy refinements proposed recognize that paid parking is primarily a tool to provide convenient access to commercial districts, and therefore support their economic vitality. Direct revenue generation to the City through meter revenue should be a by-product and not a direct driver of parking policy. These policies are supported by the LUTE, Policy T3.10, Balancing Parking Demands and Economic Development Activity, which states:

"The City should balance the parking demands and parking charges in City-owned facilities with the need to promote economic activity in certain areas (such as Downtown and neighborhood commercial areas)."

Briefly summarized, the major principles of this approach are as follows:

Draft Parking Principles for City of Oakland Commercial Districts:

- **Parking is part of a multi-modal approach to developing neighborhood transportation infrastructure.**
 - Users of commercial districts (shoppers, employees, visitors) have varied needs for access, via private auto, transit, bicycle and foot.
 - Curbside parking must be balanced with multiple complementary and competing needs, including but not limited to delivery vehicles, taxis, car share vehicles, bus stops, bicycle parking and sidewalk widening.
- **Parking should be actively managed to maximize efficient use of a public resource.**
 - Parking should be treated as an asset that helps bolster the economic vitality of neighborhood commercial areas
 - Parking should be managed to achieve an approximate 85% maximum occupancy per block so that there will always be some parking available to shoppers and visitors
 - Parking should be priced to achieve usage goals (“market pricing”); market prices may vary by area, by time of day and may be adjusted occasionally to reflect current use.
 - Pricing and policies should encourage use of off-street parking lots where they are available.
- **Parking should be easy for customers.**
 - Costs, rules and penalties should be easily comprehensible.
 - Fees should be payable by a variety of fare media (prepaid cards, credit cards, cash and cell phones).
 - If possible, and where appropriate, time limits should be avoided in favor of market pricing.
 - The role of tickets should be minimized in generating parking revenue; it should be easier to pay parking fees, which may lower the incidence of tickets.
- **Parking policy and regulations should help the City meet other transportation, land use and environmental goals.**
 - Pricing policies should encourage a “park once” approach, to minimize driving from store-to-store within a commercial district and adding to congestion and air pollution.
 - Whenever possible, a portion of parking revenue should be reinvested directly back to neighborhood commercial district improvements, potentially through a mechanism such as a parking benefit district.

Proposed Parking Study

Staff proposes to proceed with a study that looks at the implications of using these general guidelines to review and refine Oakland’s paid parking regulations for commercial areas.

Item: _____
Public Works Committee
December 15, 2009

A critical component of the study will be early outreach and continuing involvement with a breadth of stakeholders, including merchants, residents, and transit, bike and pedestrian advocates.

Staff seeks to first refine the parking principles articulated above, with particular attention to “best practices” observed in cities such as Portland, Pasadena, San Diego and locally in Redwood City, San Francisco and Walnut Creek. In consultation with the community, staff would recommend several (three to five) pilot study locations to determine how these principles would be translated into specific parking policies and regulations in various types of Oakland neighborhoods. Different neighborhoods have different parking dynamics caused in part by the supply of on-street and off-street parking, the predominant types of neighborhood businesses and the quantity and quality of multi-modal access, to name just a few. Pilot study locations would be chosen to provide a full cross section of these conditions.

Importantly, the study will seek to address the role of paid parking with other curbside uses of space, and clarify policies and procedures, as necessary, for providing space for all the transportation uses that support vital neighborhoods. These uses include, but are not limited to, goods delivery (loading zones), taxis, disabled parking, bicycle parking, bus stops, car share parking and sidewalk widening (bulb-outs). Balancing these uses requires that the City take a holistic view of access, weighing the competing needs of a full-range of users and modes.

The study will address not only on-street parking, but will also investigate the use of off-street resources, both public and private. While the study will focus specifically on paid parking in commercial areas, the study may also need to address issues related to spill-over impacts on nearby residential districts. As previously articulated, the overarching goal of the study is to devise a system of parking policies and procedures that supports neighborhood economic development and activity and helps the City meet its multi-modal transportation goals. The following is a proposed scope:

Draft Scope of Parking Study

- Assemble citywide stakeholder group to form Study Steering Committee
- Review of existing parking policies and regulations
- Review/recap and summary of City's goals and objectives around parking and multi-modal transportation access
- Review of industry best management practices and principles in a developed urban environment
- Review potential pilot study locations and make recommendations
- Update Parking Principles, choose pilot locations, and present final detailed scope of study for Council adoption
- Study Pilot Areas:
 - Determine boundaries and parking supply

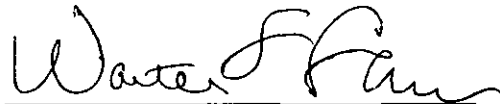
Item: _____
Public Works Committee
December 15, 2009

- Chart land/business uses
- Collect parking data by location, time of day, days of week
- Survey users and businesses
- Summarize data and prepare draft recommendations
- Present Results and Recommendations to Stakeholders/Participants
- Present Final Draft Recommendations to City Council
- Revise Policies, Procedures and Ordinances
- Final Report, Recommendations and Conclusions

ACTION REQUESTED OF THE CITY COUNCIL

Staff recommends that the City Council accept the draft parking principles presented in this supplemental report as the basis for a proposed study of parking policy changes for the City of Oakland, and directs staff to identify funds for and proceed with the proposed study.

Respectfully submitted,



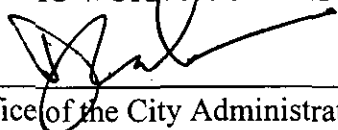
Walter S. Cohen, Director
Community & Economic Development Agency

Reviewed by:
Michael J. Neary, P.E.
Deputy Director
Community & Economic Development Agency

Wladimir Wlassowsky, P.E., Manager
Transportation Services Division

Prepared by:
Bruce Williams,
Senior Transportation Planner
Transportation Services Division

APPROVED AND FORWARDED TO THE
PUBLIC WORKS COMMITTEE:



Office of the City Administrator

Item: _____
Public Works Committee
December 15, 2009