

**DATE:** February 23, 2016

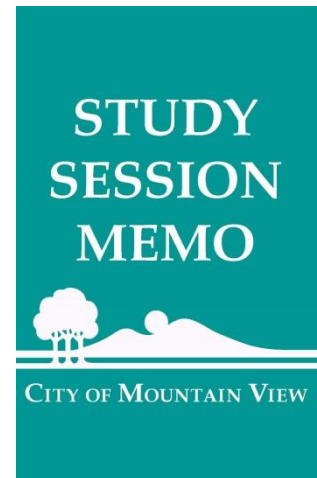
**TO:** Honorable Mayor and City Council

**FROM:** Ashok Aggarwal, Senior Traffic Engineer  
Sayed Fakhry, Traffic Engineer  
Michael A. Fuller, Public Works Director

**VIA:** Daniel H. Rich, City Manager

**TITLE:** **Residential Parking Permit Program  
(CIP 13-29)**

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## **PURPOSE**

The purpose of this Study Session is to provide an overview of the proposed Residential Parking Permit (RPP) program guidelines and to obtain City Council direction regarding the draft framework for the establishment of RPP zones and any other direction to finalize the RPP program, should Council wish to proceed.

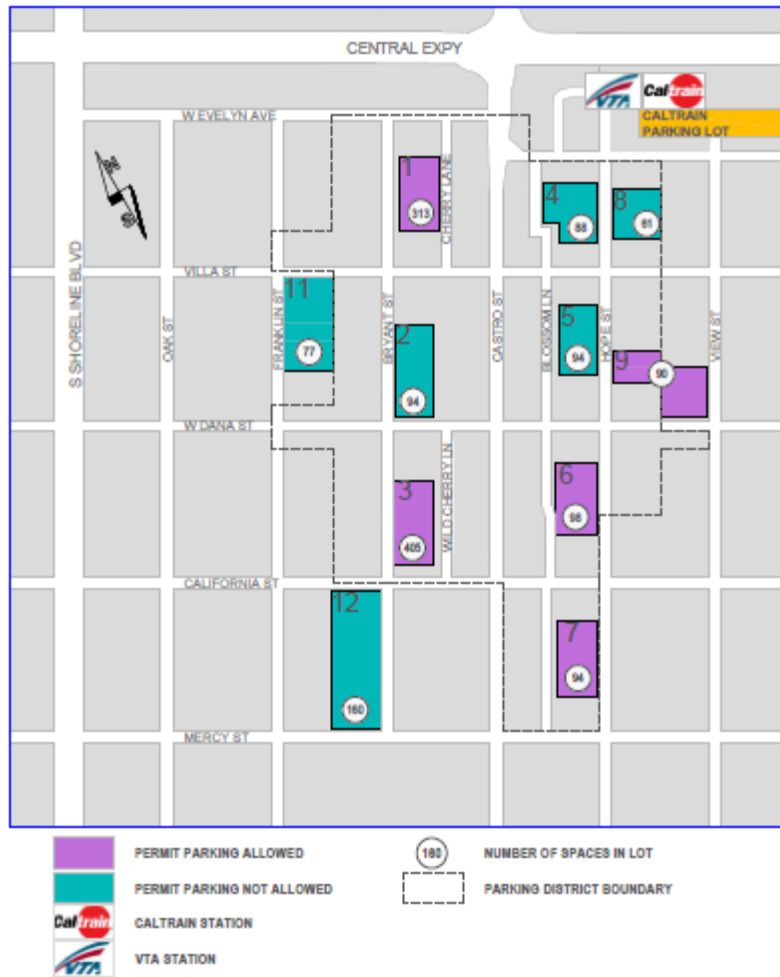
## **BACKGROUND**

In July 2011, the City completed a comprehensive Downtown Parking Study (Parking Study) that inventoried all 5,669 City-owned off-street and on-street public parking spaces within the area bordered by West Evelyn Avenue, Calderon Avenue, El Camino Real, and Shoreline Boulevard (link to [July 5, 2011 City Council Downtown Parking Study Report](#)). The downtown neighborhood was, and continues to be, impacted by spillover parking during peak periods. On November 8, 2011, the City Council approved a downtown parking work plan, with one item being development of an RPP program. The Council Transportation Committee (CTC) reviewed the proposed framework in December 2015, as discussed later in this report.

Staff has heard concerns from residents about parking spillover in other areas near Mountain View High School, San Antonio Train Station, Cuesta/Miramonte area, and Sunset Estates and New Frontier Mobile Home Parks.

### **Downtown Parking District**

The downtown commercial core is supported by two parking structures and nine parking lots with over 1,600 off-street parking spaces.



### Parking Map

The parking spaces have timed parking restrictions Monday through Friday from 8:00 a.m. to 5:00 p.m. Maintenance and operations is funded by the Parking Maintenance and Operations Assessment District (Parking District) which was created in 1979, with revenues from parking permits, property owner assessments, and property taxes.

The City provides a downtown parking permit program to property owners, employers, and employees within the Downtown Parking District (DPD). The permits allow parking all day at designated public parking facilities. There are four types of parking permits which are renewed on a calendar year and the fees are adjusted each year with the cost-of-living index.

<b>Permit Type</b>	<b>2016 Permit Cost</b>
Annual Permit	\$316
Quarterly Permit	\$105
Monthly Permit	\$53
Daily Permit	\$105 for a bundle of 25 permits

## **DISCUSSION**

The primary purpose of an RPP program is to preserve the quality of life in a residential neighborhood by ensuring adequate parking for residents. Additionally, an RPP program may encourage commuters to use alternative modes of transportation such as transit, carpooling, or bicycling.

Staff reviewed the RPP programs from eight cities in detail (Attachment 1) and had a cursory look at RPP programs from many other cities to aid in drafting program guidelines.

The proposed RPP program includes: (1) criteria for establishment; (2) process for implementation; and (3) other major elements of the proposed program. The program elements outlined below were found to be similar to other cities with minor variations.

### **Criteria/Policy for Establishment of an RPP Zone**

Staff proposes the following criteria for establishment of an RPP zone:

1. The proposed RPP zone should be at least five contiguous blocks. A block is a public street segment intersected by two other public streets. Most cities require a minimum RPP zone to be six or more blocks for ease of enforcement, to avoid driver confusion, to minimize impact on staff resources, and to minimize shifting of the parking problem to adjacent areas. The five blocks could be in any orientation and in most cases shall include both sides of the street.
2. To initiate the RPP request, residents within a minimum five-block area must submit a City-provided RPP program Petition Form (Attachment 2) signed by at least 51 percent of all the households within each block of the proposed RPP zone in support of an RPP program.
3. The petition should identify a source of nonresident parking intrusion such as a school, transit center, or businesses.

4. Only one vote per household (single-family residential homes, duplexes, and fourplexes), whether owner- or renter-occupied, will be considered. Planned Unit Developments (PUDs) will be excluded because PUDs are generally designed with sufficient on-site parking.
5. More than 75 percent of the on-street parking spaces must be occupied during the peak parking periods, based on parking surveys conducted by staff. Peak periods may differ from neighborhood to neighborhood.
6. The proposed RPP zone must be within a residential area and a minimum of 80 percent of each block frontage must be occupied by residential usage as defined in No. 4.

#### **Process for Establishing an RPP Zone**

1. Upon receipt of a valid petition demonstrating support from 51 percent of the households within each block, the City would survey the number of on-street parking spaces and occupancy and define RPP program zone boundaries. Staff may also collect parking occupancy data on streets adjacent to the proposed RPP zone to evaluate potential parking impacts beyond the RPP zone if implemented. During this stage, staff would inform area residents, plus those within two adjoining blocks of the proposed RPP zone, about the possible implementation of the RPP and provide an opportunity for residents outside of the proposed RPP zone to join.
2. If the RPP request does not meet the established criteria, staff would send a letter to the petitioners declining the request.
3. If the RPP request meets the established criteria, staff would finalize RPP details, including: (1) RPP boundary; (2) parking time restrictions; and (3) hours of parking restriction. The RPP should be in effect during the hours that the area is impacted by nonresidential parking. The on-street parking should be restricted to two or three hours during the impacted hours to the public (nonresidents). Thus, parking time restrictions and hours of operation may differ from neighborhood to neighborhood depending on the parking issue.
4. Staff will then conduct a postcard survey of the properties within the proposed zone. The postcard survey would include the items mentioned in No. 3 above, permit cost, and brief RPP details. Postcard surveys would be mailed to both the

owners and the renters. If the owner and the renter cast the same vote, it will be counted as one vote. If the votes differ, only the owner vote will be counted.

5. Staff proposes requiring a minimum of 51 percent survey return rate (simple majority) and two-thirds (67 percent) support from returned surveys in order to consider the RPP further.
6. If the surveys indicate at least 67 percent support from returned surveys, staff will present the RPP to the CTC for public input, discussion, and recommendation to the Council. Council, by resolution, may approve implementation of the RPP zone.
7. Following Council approval and subject to availability of funds and adequate staffing levels, staff will install the necessary signs. Staff anticipates installing three parking restriction signs (12" x 18" in size) on existing or new poles per block face (total of six signs per block). RPP zone designation on parking signs may be shown in different colors for different zones such as blue, red, purple, etc. Prior to implementation, staff would send another notice informing residents about implementation of the RPP program and its details, including, but not limited to, schedule, sale of permits, installation of signs, and enforcement.

### **Initiation by City Council**

The City Council may consider implementing an RPP zone without receipt of a petition and subject to meeting the above criteria. For example, Council may direct staff to look into implementing an RPP program in any area and staff will study the area to see if it meets the above criteria before Council could implement the program.

The City Council may approve a resolution to terminate or modify an established RPP zone when the criteria for designating the RPP zone are no longer satisfied or upon determination that the established zone is not in the best interest of the City.

### **Annexation, Modification, or Termination of an RPP Zone**

Requests for annexation should be considered following the same criteria and process as a new RPP zone.

Requests for removal of a block(s) from the established RPP zone or the entire zone should be considered upon receipt of a petition signed by at least 51 percent of all households within each block requesting removal, a follow-up postcard survey conducted by staff showing a minimum of 67 percent support from the returned

(minimum 51 percent) surveys for removal, CTC discussion and recommendation to the Council, and Council approval by resolution. A minimum size of five blocks of RPP zone shall remain, or the zone shall be removed entirely.

Requests for modification or termination of an RPP zone should only be considered once every two years and not until at least two years after the zone is established. Those blocks or zones that qualify to opt out of the program should not be allowed to rejoin the program for a period of at least two years to minimize the impact on staff resources.

### **Parking Permits**

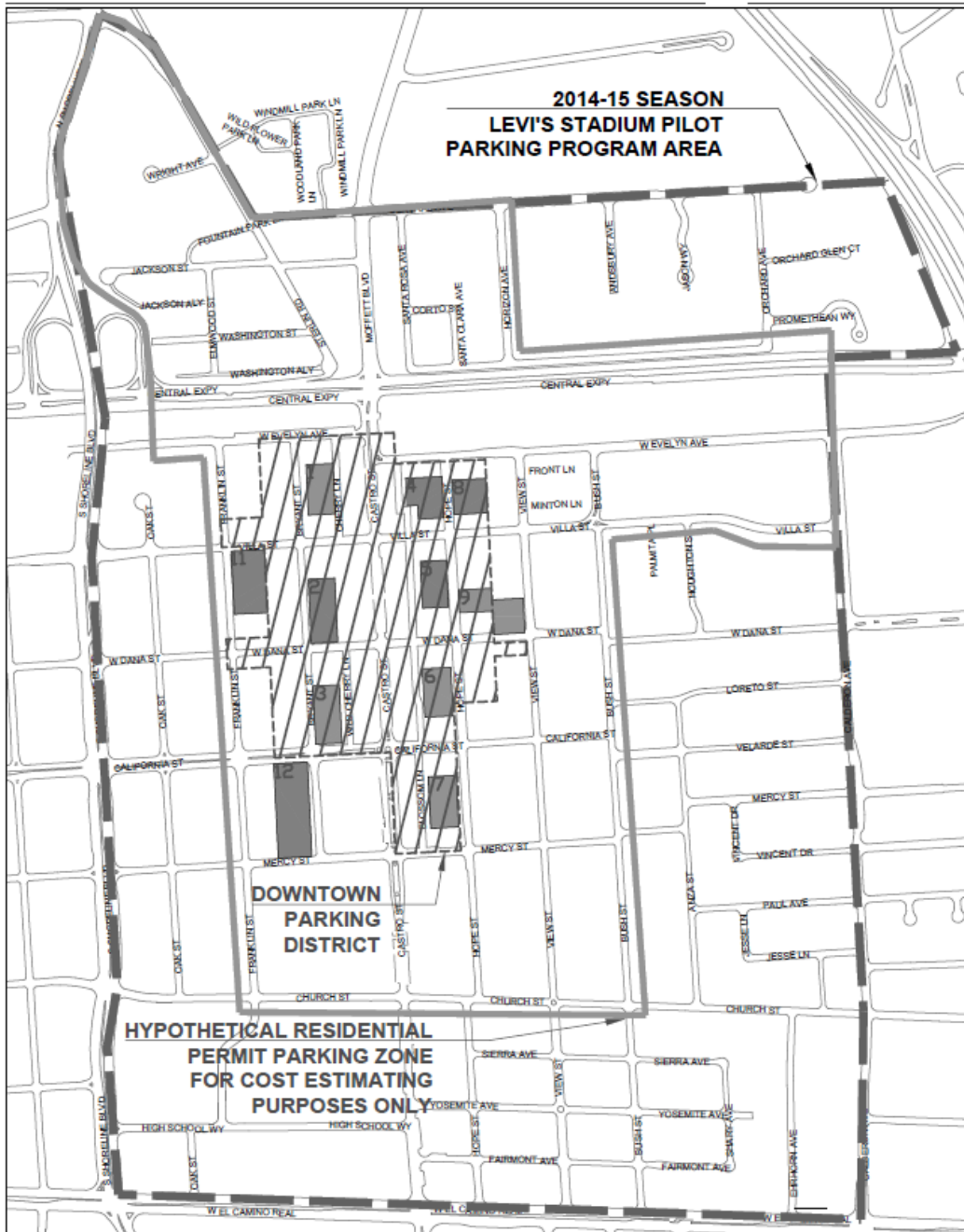
1. The RPP program shall not be applicable to the DPD because the DPD has its own parking permit regulations, and the RPP program is intended for use in residential areas and not commercial areas. No RPP program parking permits would be sold to residents or businesses within the existing DPD.
2. No RPP permits would be issued to units in PUDs or to multi-family/townhouse units with self-parked/structured parking.
3. Permits would only be sold to residents of single-family homes, duplexes, or fourplexes. Staff may consider issuing permits to nonresidential units with no on-site parking available. Upon submitting a City-provided application (Attachment 3), each household within the RPP zone would be able to purchase up to three annual residential parking permits (stick-on type) and one guest permit (hanger type) for the sole use of guests and up to 20 one-day visitor permits for each special event (such as birthday parties, etc.). If a household requests extra permits, they would need to provide a justifiable reason for the additional permits such as having more than three registered vehicles. Parking permits would also be sold to contractors and their employees working in RPP zones at the same rate as those sold to downtown employees and residents within the DPD.
4. Each owner of the rental property within the RPP zone, but living outside of the RPP zone, would be able to purchase one annual residential permit and one-day visitor permits.
5. Applicants must demonstrate they are a current resident or owner of property within the RPP zone for which the permit is issued by providing proof of address as part of the permit application such as utility bill, rental agreement, photo identification, etc., and vehicle registration.

6. Possession of an RPP program permit does not guarantee a space to park.
7. Emergency vehicles, vehicles with disabled placards, public utility vehicles, and government vehicles, when used in the course of business, are exempt from time-limited parking.
8. RPP program permit holders are restricted to parking within the same RPP zone for which the permit is issued. Permits issued for one zone shall not be valid in any other zone or the DPD.
9. RPP permit holders are not exempt from traffic and parking rules. For example, the permit does not allow parking beyond 72 hours without moving the vehicle or parking in a no parking red curb zone.
10. Any willful misuse of the permits, selling permits to others, and providing false information to obtain permits shall be considered a violation and may result in revocation of the permit and not issuing the permits to the household committing the violation for a period of one year. The person whose permit is being revoked would be allowed to file an appeal with the director of the department administering the program (DD) within 21 days. The appeal must state why the permit should not be revoked. The DD would respond within 21 days and the DD decision shall be final.

### **Resource Impacts**

The capital and operating expenses associated with the implementation of an RPP program cannot be absorbed within existing staffing and budget resources. If the program is approved by Council, staff will request additional resources in the Community Development or Public Works and Police Departments to manage and administer the program, handle permit issuance, and enforcement. Additionally, staff will request funding for parking surveys, enforcement vehicles, installing and maintaining new signs, and RPP program-related supplies.

For cost-estimating purposes, staff created a hypothetical area for the RPP program surrounded by Franklin Street, Church Street, Bush Street, Villa Street, and up to, but not including, Calderon Avenue, and Willowgate and Jackson Street neighborhoods, with parking limited to two to three hours, Monday through Friday. The hypothetical area includes approximately 50 street blocks and 1,300 households. *It is emphasized that staff is not suggesting that RPP be implemented in this area. This area is for cost-estimating purposes only.*



**Hypothetical Residential Permit Parking Zone**



The following table shows the total estimated net annual cost details for the hypothetical RPP zone, including staff resources, signage, and Police enforcement vehicles.

		<u>Annual Costs</u>
Part-Time Parking Coordinator		\$ 41,000
Signage (6 signs/block), 50 Blocks x 6 = 300 Signs		
150 Signs and Posts @ \$300/Sign	\$45,000	
150 Signs on Existing Posts @ \$150/Sign	22,500	
Design	<u>10,000</u>	
		<u>77,500</u> 15,500
Enforcement Vehicles		
2 Vehicles @ \$38,000	<u>76,000</u>	15,200
Enforcement		
15% Police Records Specialist @ \$66/hr	20,600	
55% Full-Time Police Assistant @ \$53/hr	60,600	
35% 2 Part-Time Police Assistants @ \$25/hr	<u>36,400</u>	
		117,600
Parking Surveys		10,000
Miscellaneous Supplies		10,000
Administration @ 15%		31,400
Revenue	<u>(40,000)</u>	<u>(40,000)</u>
Total Estimated Net Annual Cost		\$200,700

The annual cost of the program is estimated to be approximately \$200,700, but will be subject to change based on inflation, the number of permits sold, and parking citations issued thereafter. While it is not the goal of the program to generate revenues from enforcement, modest revenues from citations are included in calculating the cost and assume the Police Department will issue five citations per day. In the annual cost estimate, the start-up costs for enforcement vehicles of \$76,000 and signage cost of \$77,500 (total \$153,500) is proposed to amortize over five years.

### Cost of RPP Annual Permits

It is estimated 50 percent of the households (650) would purchase a total of 1,950 permits (1,300 annual residential permits and 650 guest permits). Based on these

estimates, staff developed six alternatives for the cost of permits with and without the start-up costs of enforcement vehicles and signage, including full cost recovery, 50 percent cost recovery, and 30 percent cost recovery. Based on the alternatives, the estimated cost of an annual permit varies between \$26 and \$103 with varying degrees of City subsidy.

For comparison, San Francisco charges \$111/permit; Oakland recently increased the permit fee from \$35/permit to \$82/permit; and Berkeley is charging \$55/permit.

The following table summarizes the six estimated Cost of Annual Permit Alternatives:

<b>Alternative No.</b>	<b>Type of Cost Recovery</b>	<b>Estimated Cost of Annual Residential or Guest Permit</b>	<b>City Subsidy</b>
1.	Full cost recovery, not including the cost of enforcement vehicles and signage.	\$87	\$153,500 start-up costs
2.	Full cost recovery, including cost of enforcement vehicles and signage.	\$103	-0-
3.	50% cost recovery, not including the cost of enforcement vehicles and signage.	\$44	\$153,500 start-up costs and \$85,000 annually
4.	50% cost recovery, including cost of enforcement vehicles and signage.	\$51	\$100,350 annually
5.	30% cost recovery, not including the cost of enforcement vehicles and signage.	\$26	\$153,500 start-up costs and \$119,000 annually
6.	30% cost recovery, including cost of enforcement vehicles and signage.	\$31	\$140,500 annually

The draft guidelines were reviewed by the CTC on December 9, 2015 (link to [December 9, 2015 Memo to CTC](#)). The CTC generally concurred with the draft guidelines. The CTC members were interested in finding ways for businesses and others that cause the

parking problem to pay for parking permits. Also, a member suggested the City should not subsidize the RPP program and residents benefiting from the program should pay for it. None of the surveyed cities have any mechanism in place to charge others to pay for RPP permits. Palo Alto allows downtown employees to purchase RPP permits. The proposed program does not include selling permits to downtown employees.

At this stage, the cost of the program and permits is an estimate. The actual cost will vary based on whether the RPP is cost neutral or City subsidized, the level of City subsidy, the level of enforcement, the size of the RPP zone, the number of permits sold, the type of parking limitations and duration, the number of parking citations issued, etc., and could be adjusted on an annual basis based on actual experience and City-established policies.

### **RECOMMENDATION**

If Council supports implementation of the RPP program, staff recommends that Council provide direction regarding the proposed RPP program guidelines specifically on: (1) the criteria/process to establish RPP zones; and (2) parking permit fees and if the program should be cost neutral or subsidized by the General Fund. Staff further recommends Council direct staff to prepare an ordinance establishing a Citywide framework for implementation of neighborhood-specific RPP zones.

### **NEXT STEPS**

Next steps include refining and preparing the RPP program guidelines and preparing the RPP program ordinance and fee and bringing it to City Council for discussion and approval in May 2016.

## **PUBLIC NOTICING**

Agenda posting and notices were sent to all the neighborhood association representatives, including Old Mountain View Neighborhood Association, Central Business Association, Chamber of Commerce, Mountain View High School, Sunset Estates and New Frontier Mobile Home Parks, and the members of the public who spoke at the CTC meeting.

AA-SF-MAF/7/CAM

909-02-23-16SS-E

- Attachments:
1. Residential Parking Permit (RPP) Programs Comparison
  2. Draft Petition Form
  3. Draft Application for Parking Permits