

Memorandum



**Kimley-Horn
and Associates, Inc.**

To: Gayle Likens, Shahla Yazdy, and College Terrace RPPP PAC
From: Jim West, P.E. and Michael Mowery, P.E.
Re: College Terrace Residential Parking Permit Program
Program Background and Development Memorandum
Date: 1 October 2008

INTRODUCTION

The College Terrace neighborhood, located adjacent to Stanford University and Stanford Research Park, has historically been affected by large amounts of non-neighborhood traffic and parking for more than 20 years. Past efforts to address the problem have included traffic calming measures to help reduce cut-through traffic and speeding; however, College Terrace residents continue to suffer from a longstanding and growing problem of non-resident parking during both day and night time periods.

As a condition of their revised General Use Permit in the late 1990's, Stanford University was instructed to provide \$100,000 to the city of Palo Alto for a residential parking permit program (RPPP) for the College Terrace neighborhood. These funds are for the consideration and initiation of a RPPP program.

In 2003, the City conducted an occupancy survey to gauge need for the establishment of a College Terrace RPPP, however, no consensus regarding criteria or implementation was reached at that time. During the same period, the concern regarding cut-through traffic and speeding was evaluated through a neighborhood traffic management project (NTMP). In late 2006, traffic circles, speed tables, and other traffic management measures were installed in the neighborhood as outcomes of this NTMP.

The completion of the NTMP led to a renewed focus on the parking concerns of the neighborhood and in a memorandum dated July 30, 2007, Mayor Kishimoto and Council Members Beecham and Drekmeier recommended that the City Council direct City staff to initiate a study of an RPPP in College Terrace. Kimley-Horn was retained by the City of Palo Alto to conduct this project, the background and results of which are discussed herein.

OCCUPANCY SURVEY

To understand the current on-street parking conditions in the College Terrace neighborhood, a parking occupancy study was conducted for both a weekend day (Saturday, March 1st, 2008) and a weekday (Thursday, March 6th, 2008). On each day occupancies were surveyed midday (roughly 12 a.m. to 1 p.m.) and in the evening (roughly 7 p.m. to 8 p.m.).

Field conditions on both days were good, with clear skies and low pedestrian and vehicle traffic on most of the roadways and survey days were considered to represent a typical day. There were construction activities in the neighborhood that affected the weekday midday occupancy counts, and “No Parking” areas were indicated near those zones for weekdays. The streets affected by the construction activity were mainly California Avenue and College Avenue. Counting on non-construction days was not possible due to the long duration of the construction project.

The number of cars parked were counted and compared to calculated available parking spots, resulting in a parking density by street segment. These occupancy levels were graphed on a map of the neighborhood, and color coded by percentage occupancy, as seen in **Figures 1 through 4** on the following pages.

The weekday midday results show a relatively high percentage of parking occupancies along Stanford Avenue, with most blocks having greater than 50% occupancy. This occupancy trend continues through the commercial district at the eastern end of the neighborhood, and through the cross streets between Stanford Avenue and College Avenue. The occupancy levels were found to decrease at College Avenue, and on the streets to the south of College Avenue.

On weekday evenings, the higher occupancies were found to be spread more evenly throughout the neighborhood. There is still a high percentage of parked cars along Stanford Avenue and in the commercial area, but there are also higher percentages along the cross streets within the neighborhood as well as along College Avenue. There was found to be relatively low parking density along California Avenue during the evening hours, most likely since the main non-residential usage along California Avenue is Stanford Research Park, which would tend to empty in the nighttime hours.

Weekend midday shows a high density of parking in the commercial district, and along some areas of Stanford Avenue. College Avenue and some of the cross streets have areas of higher parking occupancies, while California Avenue is again displaying lower occupancies. During the weekday evening, the inner cross streets were found to have higher occupancy levels, as did Stanford Avenue.

In summary, driving both midday and evening time periods on a typical weekday and weekend day, the on-street parking levels of College Terrace were found to be relatively high in specific areas. The parking levels surveyed in the Spring 2008 Occupancy Study were compared to those collected in 2003 when the College Terrace RPPP was first considered and found to be similar. Therefore, the relatively high level of parking occupancy experienced in the neighborhood was determined to be a consistent occurrence during the five year term between the studies.

Figure 1 College Terrace Parking Occupancy Study Existing Weekday - Midday

Kimley-Horn staff conducted a parking occupancy study of the College Terrace neighborhood on Thursday, March 6th, at 12:00-1:00pm during the midday. The results of the occupancy study are illustrated below.

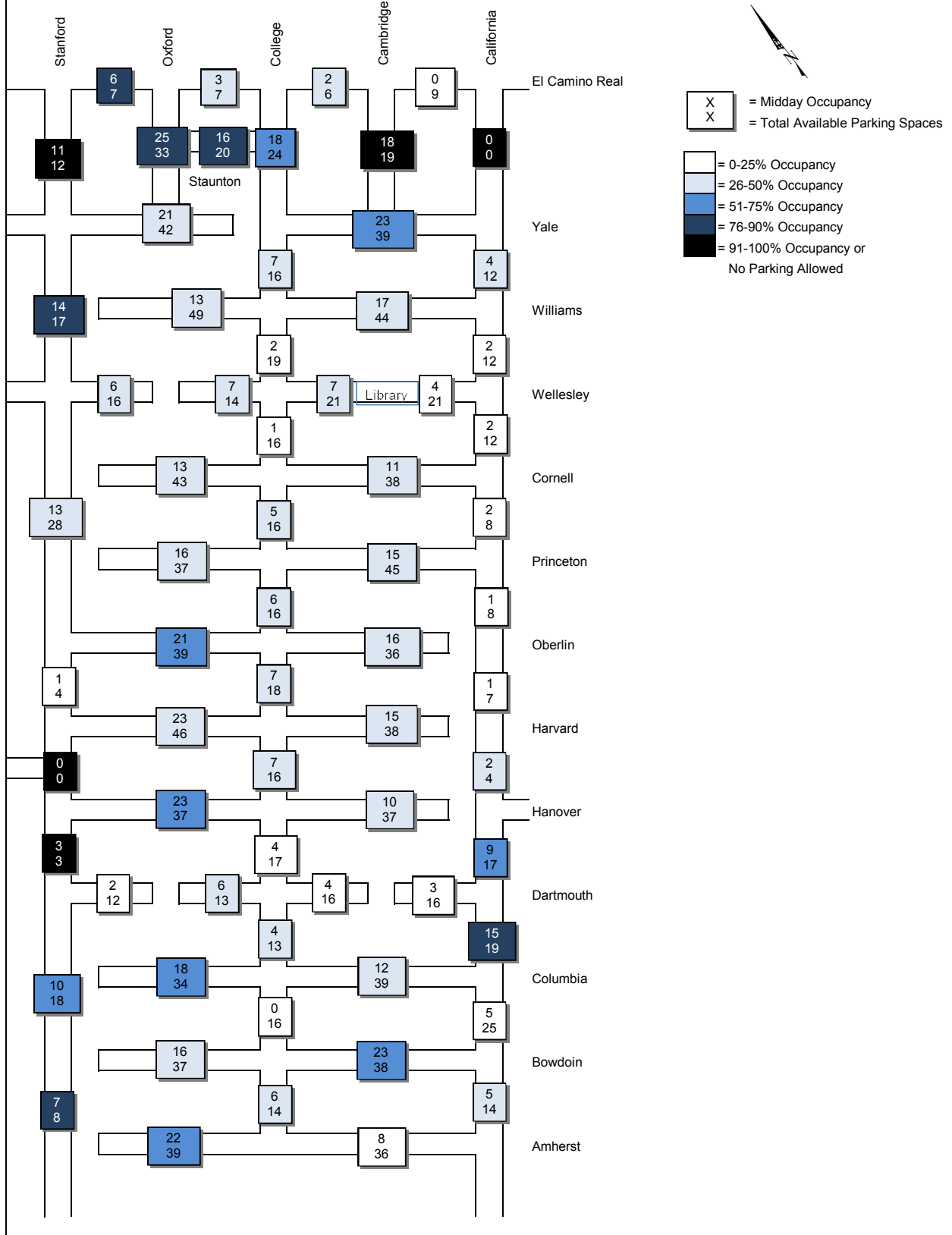


Figure 2 College Terrace Parking Occupancy Study Existing Weekday - PM

Kimley-Horn staff conducted a parking occupancy study of the College Terrace neighborhood on Thursday, March 6th, at 7:00-8:00pm during the PM. The results of the occupancy study are illustrated below.

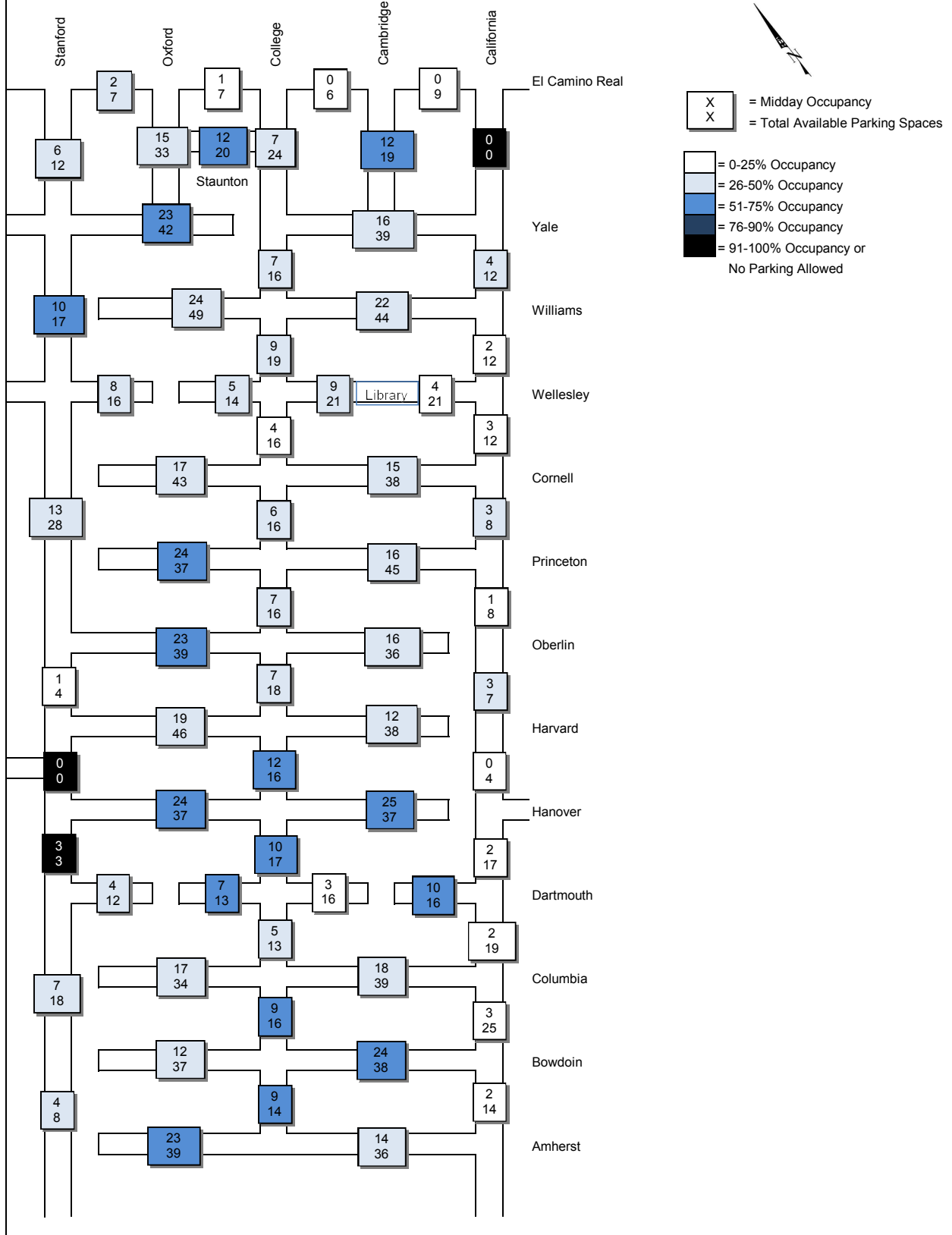


Figure 3 College Terrace - Parking Occupancy Study Existing Weekend - Midday

Kimley-Horn staff conducted a parking occupancy study of the College Terrace neighborhood on Saturday March 1st, at 12:00-1:20pm during the midday. The results of the occupancy study are illustrated below.

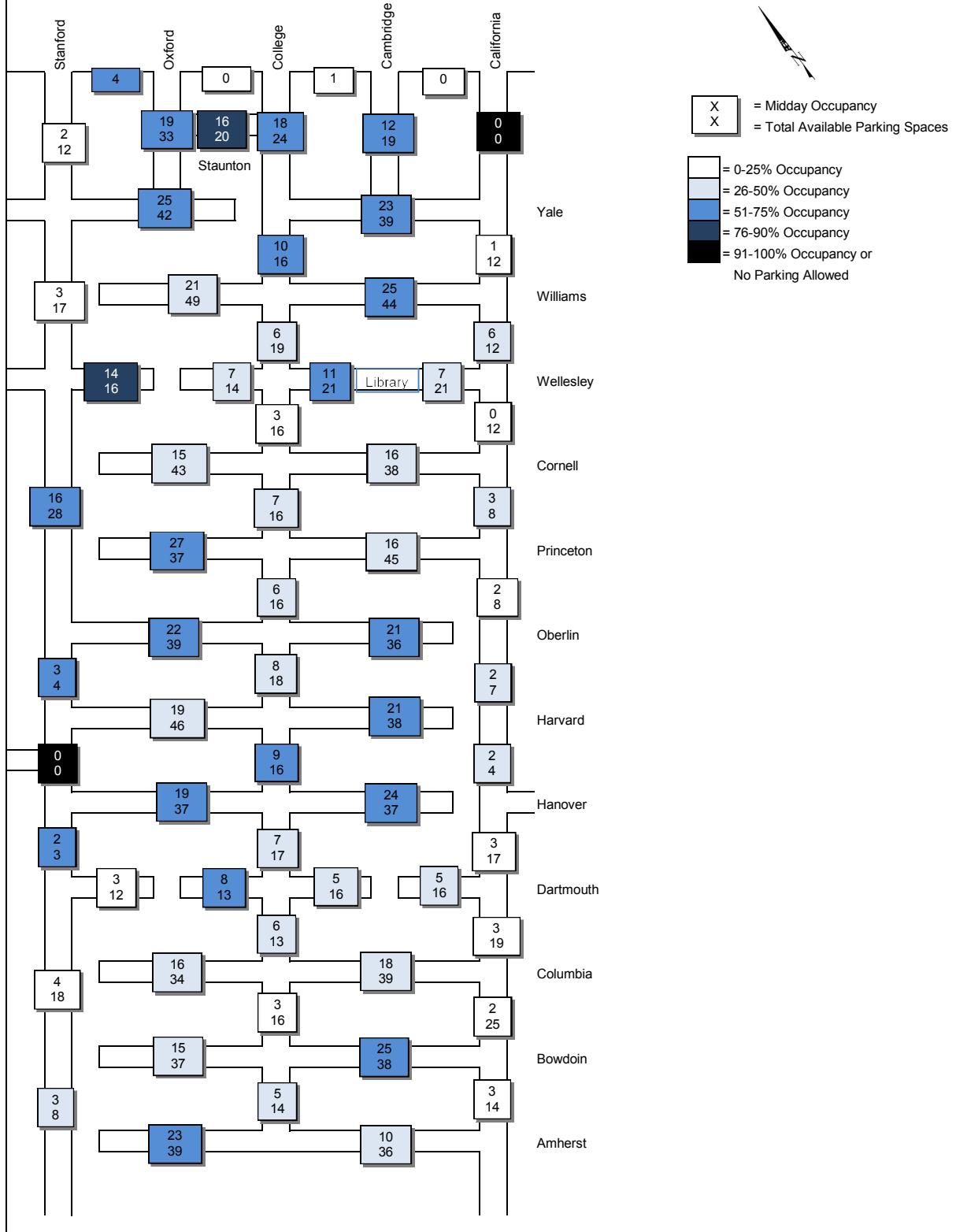
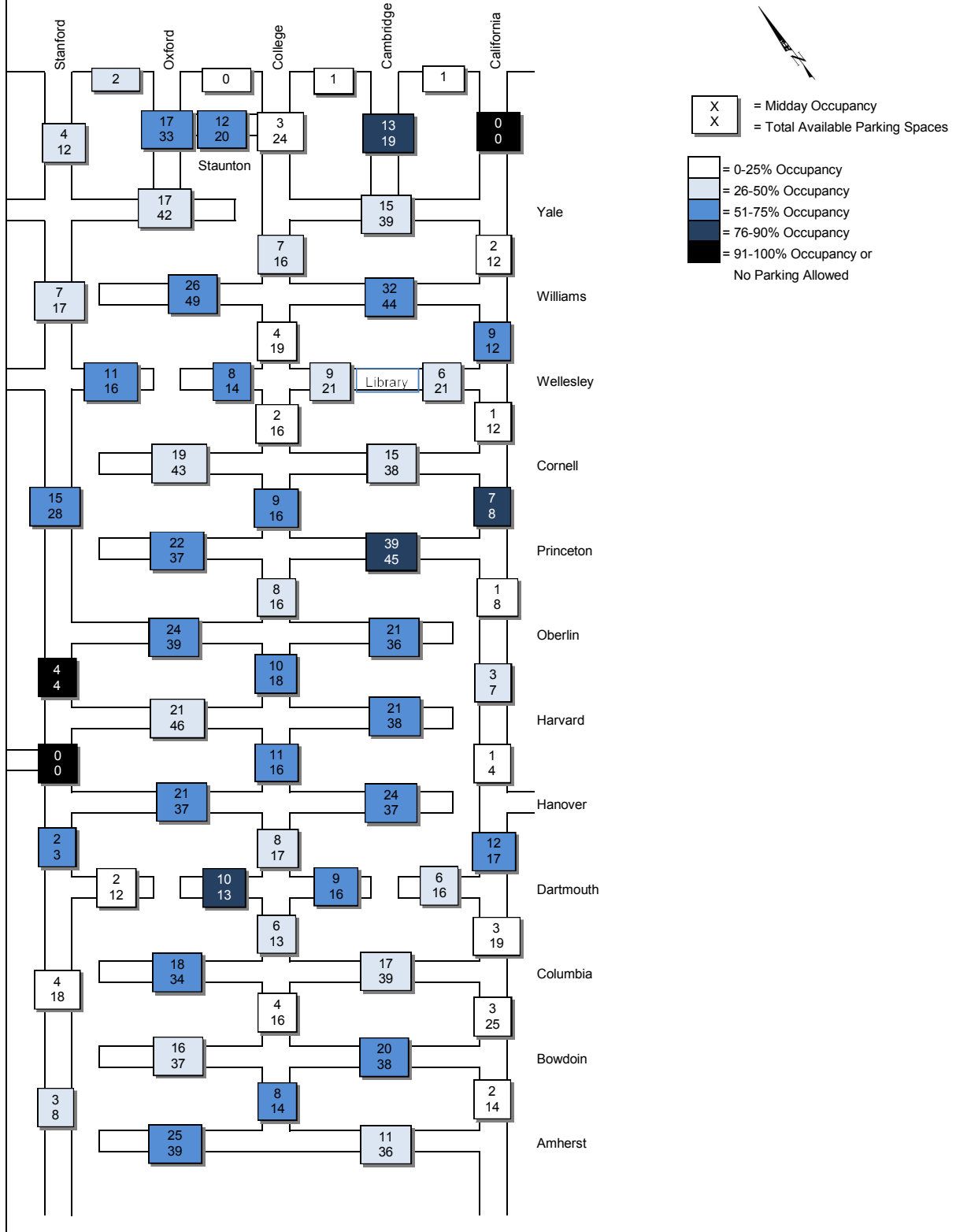


Figure 4 College Terrace - Parking Occupancy Study Existing Weekend - PM

Kimley-Horn staff conducted a parking occupancy study of the College Terrace neighborhood on Saturday, March 1st, at 7:00-8:00pm during the PM. The results of the occupancy study are illustrated below.



Based on the slightly higher occupancy survey results in the neighborhood area north of College Avenue, a preliminary evaluation was conducted to determine the results of applying an RPPP only in this half of the neighborhood. As expected, the non-resident parking would be forced to park elsewhere, likely first moving to College Avenue as that would be the closest non-RPPP street, and then spreading south throughout the remaining cross streets and California Avenue. An updated occupancy diagram is shown as **Figure 5** for weekday, midday parking conditions, and demonstrates the potential impact of implementation of an RPP program in only the north section of College Terrace. To create this example of potential parking locations, the percentage of residents versus non-residents in each block was calculated from a 2003 license plate survey conducted by Palo Alto Police Department. These percentages were then applied to the total number of vehicles parked in the roadway segments as counted during the March 2008 field survey. In the north neighborhood area where the RPPP was studied, those vehicles that were not assumed to be residents were moved to neighboring streets. College Avenue was first filled to approximately 90% capacity, assuming that most relocated vehicles would park there as it would be the closest non-permitted parking to their previous locations. Once College Avenue was nearly occupied, the remaining relocated vehicles were evenly dispersed amongst the cross streets between College Avenue and California Avenue, as well as along California Avenue itself.

Figure 6 depicts the potential parking availability during weekend midday hours. The methodology was identical to that used during the weekday midday exercise, in order to show the most conservative estimate if the parking program were to be in effect on the weekend. The results of this evaluation illustrates the predicted impact of application of a College Terrace RPPP in only one section of the neighborhood and the likely relocation of non-resident parked vehicles to other portions of the neighborhood. This evaluation utilized the north half of the neighborhood but the results are considered a representative illustration of the continued impacts that non-resident parking may have on the College Terrace neighborhood if only part of the neighborhood adopts an RPP program.

Figure 5 College Terrace Parking Occupancy Study Future Weekday - Midday

Below is a description of cars parked after the residential parking permit program is in place. Non-residents are now restricted from parking on street in the neighborhood bordered by Stanford Ave. to the north, El Camino Real to the east, Amherst St. to the west, and College Ave. to the south. Non-residents are allowed to park on College Ave.

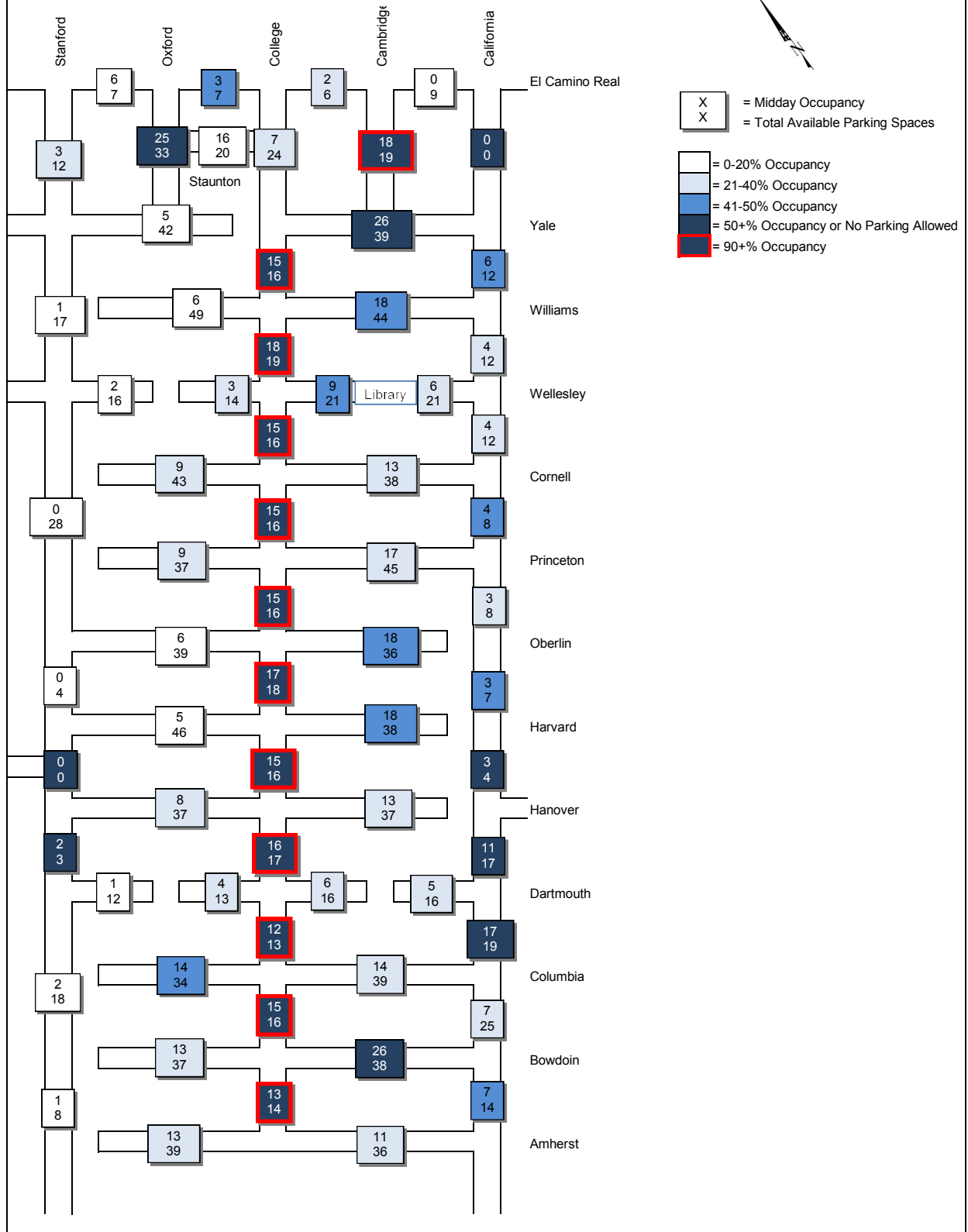
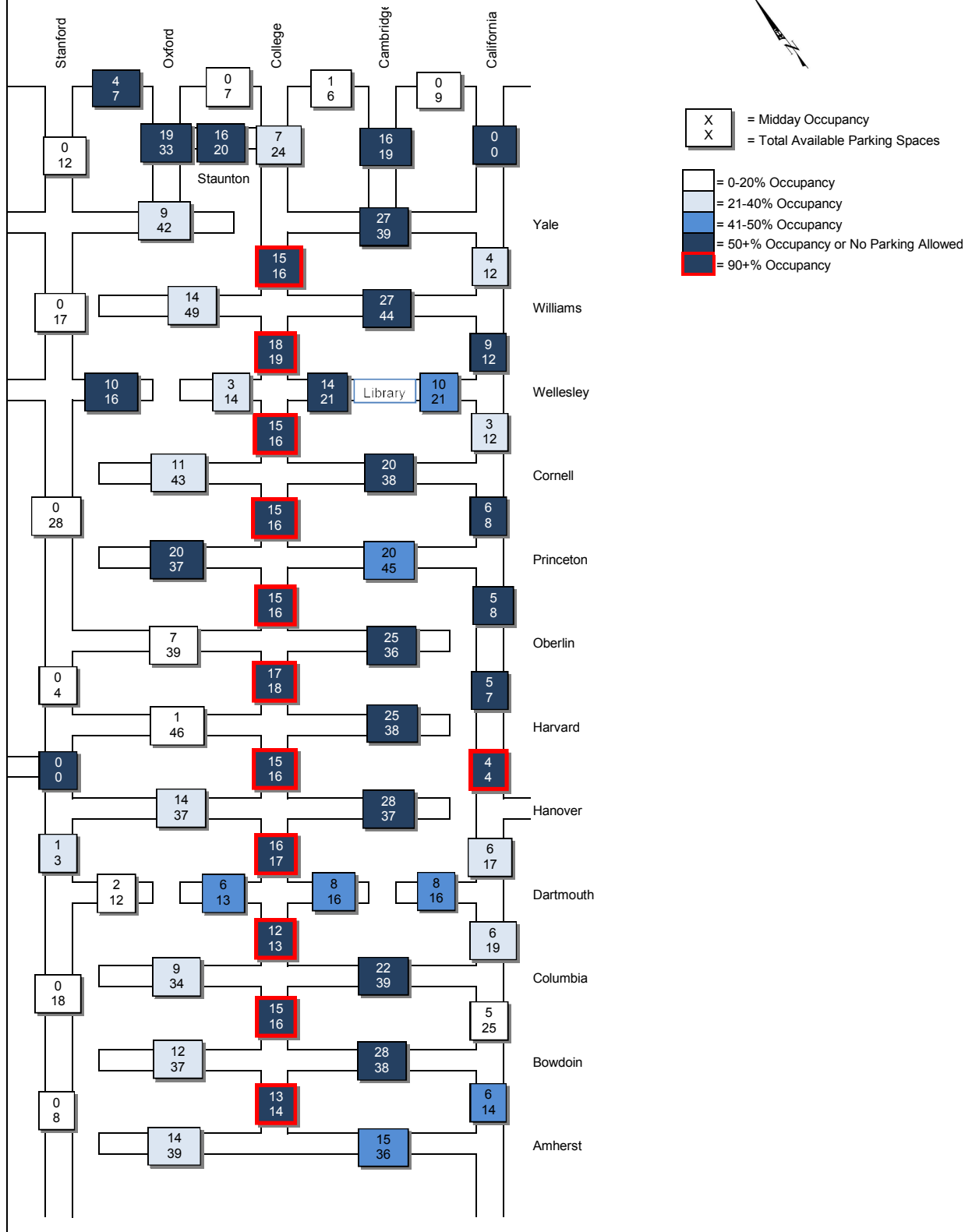


Figure 6 College Terrace - Parking Occupancy Study Future Weekend - Midday

Below is a description of cars parked after the residential parking permit program is in place. Non-residents are now restricted from parking on street in the neighborhood bordered by Stanford Ave, to the north, El Camino Real to the east, Amherst St. to the west, and College Ave. to the south. Non-residents are allowed to park on College Ave.



RPP BEST PRACTICES FROM OTHER CITIES

To determine best practices and/or ideas for implementation in the College Terrace neighborhood, a literature review was conducted comparing various residential parking permit programs in the local area. The cities selected for comparison were Berkeley, Cupertino, Emeryville, Oakland, Monterey, Santa Cruz, and Walnut Creek.

The research focused on the following points of the permit policies:

- Who Enforces Policy: In some areas, this may be the public works department, finance department, parking division, or other department.
- Cost of Yearly Permit: Most programs have an annual fee, others charge a fee once every two years.
- Threshold for Adopting RPP: The percentage of residents within the proposed program limits that must sign a petition for the program to be considered.
- Enforcement Periods: Defined by the days of the week (usually Monday through Friday) and the hours during the day which the program will be enforced.
- Parking Time without Permit: Allowed time for a vehicle with no permit to park in a permitted street parking spot. This time period usually ranges from one to two hours.
- Voting Privileges: Whether the owner, resident, or renter gets to vote. To implement a program.
- Guest Permit Violation Policy: Policy for violation of guest permits such as ticketing and towing after 72 hours.
- Enforcement of Guest Permit Violations: Actions taken for guest permit violations.
- Residences in Commercial Districts: How residences in commercial districts are handled such as obtaining a permit and parking in a metered space and not have to pay the meter or parking in a residential district.
- Selling/Transfer of Guest Passes: Policy on replacing or transferring guest passes such as a \$25 fee to replace the guest pass. An option is available in some programs for homeowners to purchase a certain number of one-day guest passes for use throughout the year.
- Contractor/Maintenance Passes: Policy on what type of permit contractors or maintenance personnel need to have such as a guest permit or a special permit.
- Adoption Entity: Amount of neighborhood that will be part of the program, i.e. full neighborhood or street by street participation. Usually requires 2/3 majority or 51% of residents participate.
- How to Handle Commercial Vehicles: Treatment of vehicles such as gardeners or contractors who park in the street but do not have a parking permit. Most locales allow for issuance of guest passes to facilitate commercial and non-resident parking.
- How to Apply: Action necessary to apply for a residential permit

- Form of Permit: What form the permit comes in – such as a sticker to put on your car bumper
- Proof of Residency: List of acceptable proofs of residency such as a driver's license, utility bill, rental agreement, etc.
- Time to Issue: Amount of time expected to be necessary to obtain permit
- Day Passes: The cost associated with a day pass and the duration of the validity of the pass.

A summary of the RPP programs reviewed was compiled and summarized in **Table 1**. The results of the local area RPPPs aided in the selection of alternative elements in the College Terrace RPPP based on the specific issues and cost ramifications of establishing a successful RPPP in other areas.

Table 1: Local Area RPP Programs

Location	Contact Information	Who Enforces Policy?	Cost of Yearly Permit	Threshold for Adopting RPP	Enforcement Periods	Parking Time without Permit	Voting Privileges	Guest Permit Violation Policy	Enforcement of Guest Permit Violations	Residences in Commercial Districts	Selling / Transfer of Guest Passes	Contractor/ Maintenance Passes	Adoption Entity	How to handle commercial vehicles?	How to Apply?	Form of Permit (sticker, tag)	Proof of Residency	Time to issue	Day Passes
Berkeley	Roweloa 510-981-7200 Press 3 then 0	Finance Customer Service Center/Office of Transportation	\$30	Parking congestion >75% of available spaces and City Council approval	Some M-F, some M-Sat.	2 hours	Owner or resident or renter gets a vote	After 72 hours abandoned vehicles get towed; guest permits issued for 2 weeks	Cars are ticketed first then towed	Depends on the commercial building location owner and what they have negotiated with the city	Guest passes are non-transferrable; day passes transferrable (technically)	None issued for contractors/landscapers, etc; passes only issued for home healthcare assistance/home nursing	Streets within a designated RPP zone can opt into the program with at least 51% of residential addresses signing official petition sheets	No special provisions for nannies, housekeepers, or other guests. Contractors can get special permits to zone off parking	Initially in person, renewal by mail	Sticker on bumper	Vehicle registration, car needs to be registered to address Proof of residency for temporary permit	5-10 min at register ~30 min afterwards	1 day - \$2.00 14-day - \$20.00 Annual - \$30.00 Daily passes can get ahead of time when you apply for annual permit
Cupertino	Parking Permits 408-777-3354 Glenn Goepsert	Public Works Department	\$45 for 2 years	RPP considered when a petition is submitted with 2/3 majority.	*	*	Owner only gets a vote	Two guest permits issued per household violators cited	Violators cited by code enforcement officer	Case by case basis - no set policy	Do not re-issue lost guest passes	Temporary parking waivers for contractors with time stipulated on waiver; landscapers, etc. use resident guest passes	Neighborhoods with parking problems. Permit parking study fee of \$880 will be collected from the requesting party.	Each homeowner allowed 2 guest passes each year, or can ask for a waiver to be displayed on dash board	*	*	*	*	*
Emeryville	510-596-4300	City of Emeryville	\$20	Parking congestion >75% during peak parking hours	M-F	*	*	*	*	*	*	*	By street section; can opt in with a petition signed by 2/3 of households and businesses. Odd and even-numbered sides of each block file separately.	Buy temporary permit.	Initially in person, renewal by mail	Sticker on bumper	Valid driver's license with void check or utility bill. Valid vehicle registration with address	*	1 day - \$1.00 14-day - \$5.00 Annual - \$20.00 (max 3) 52-week visitor pass for \$50.00
Oakland	Gordon Lumm 510-238-3172	Transportation Services Division	\$25/year July 1-Dec. 31 \$17.50/year Jan. 1-June30 Renewal \$15/vehicle	If sufficient signatures, survey conducted to determine if area meets guidelines	M-F	2 hours	Renter gets the vote but the best case scenario is if the owner is involved as well	72 hour rule applies - regardless if they have a permit they are ticketed then towed	Visitor/guest permits are non-transferrable; violators ticketed	They purchase a permit but park on a residential street	Non-transferrable	Contractors, etc. get visitor passes	RPP Area, petition must be submitted with at least 51% of residential units in each of the blocks within proposed area. At least six adjacent block fronts must be included, limits on zoning of blocks	Visitor Pass	*	*	*	*	*
Monterey	City of Monterey Parking Division 831-646-3953 Vicky Sullivan & Valeria Tingly (Supervisor)	Parking Division	*	Parking congestion >70% of available spaces	*	1 hour	Resident gets the vote	72 hour rule applies - regardless if they have a permit they are ticketed then towed	Guest permits are transferrable amongst various entities visiting the household	Case by case basis - no set policy	Guest passes are transferrable, no charge for guest passes	Contractors, landscapers, etc issued permits if they are licensed to work in or have a business license in the city	By street. Petition signed by >51% of residents.	2 Visitor Passes	Initially in person, renewal by mail	Sticker on bumper	Rental agreement, property tax bill, utility bill. Valid vehicle registration with address	5-10 min	Issued with annual permit Free visitor passes
Santa Cruz	James Burr Transportation Engineer 831-420-5426 Marlin Gramland 831-420-5184	Parking Programs	\$20	*	M-F September 15- June 30	2 hours	Occupant gets the vote	72 hour rule applies - regardless if they have a permit they are ticketed then towed	Track guest permits - \$100 fine, first send registered letter to owner, then revoke the parking permit of owner for the violation	Residents may park in metered areas with a permit which excludes them from paying the meter	Guest permits issued four (4) per household	Contractors - special permits; house cleaners - guest permit, free parking for identifiable services (landscapers, etc.)	By street, long blocks may be split at intersections. 2/3 of households must sign petition.	2 visitors passes	*	*	*	*	30 daily permits/year to each residence for which application is made. The daily permit is valid on the day that it is activated and used. The daily permit valid when used within 3 blocks the holder's residence.
Walnut Creek	Jim Haggerty 925-943-5800	City of Walnut Creek	\$5	Parking congestion >80% during peak parking periods, >25% must belong to non-residents	*	*	*	*	*	*	\$25 to replace a lost guest permit. A signed affidavit required before replacement issued	*	2/3 of area's residents must sign petition, 80% of property in area must be residential	2 guest permits	Initially in person, renewal by mail	Sticker	Valid driver's license with utility bill, or lease. Valid vehicle registration with address	5-10 min at register given immediately	Same process as annual permit. \$5.00 annual 1-Day - first 20 are free, \$1 thereafter

COLLEGE TERRACE RPPP ALTERNATIVES

Based on the local area RPPP research and concerns discussed with the project advisory committee (PAC), alternatives were developed for consideration for the College Terrace RPPP. At the April 16, 2008 College Terrace RPPP PAC meeting, four options for a College Terrace RPP Program were discussed and recommended for further study. The following narrative details the specifics of each option; with further details concerning types of permits contained in later text.

- Option 1: Only vehicles displaying a resident permit, guest permit, or day permit are permitted to use on-street parking in the College Terrace Neighborhood on Monday, Tuesday, Wednesday, Thursday, and Friday between 8:00 a.m. and 5:00 p.m. Holidays would be exempt. Vehicles not displaying a permit during these periods will be cited by the City of Palo Alto Police Department. All vehicles may utilize on-street parking in College Terrace outside of the specified time periods.
- Option 2: Vehicles displaying a resident permit, guest permit, or day permit are permitted to use on-street parking in the College Terrace Neighborhood on Monday, Tuesday, Wednesday, Thursday, and Friday between 8:00 a.m. and 5:00 p.m. Holidays would be exempt. In addition, all vehicles not displaying a permit may park up to a two (2) hour limit during these specified time periods. Vehicles not displaying a permit during these periods and exceeding the two (2) hour maximum parking allowance will be cited by the City of Palo Alto Police Department. All vehicles may utilize on-street parking in College Terrace outside of this specified time periods.
- Option 3: Only vehicles displaying a resident permit, guest permit, or day permit are permitted to use on-street parking in the College Terrace Neighborhood on all seven days of the week (Monday, Tuesday, Wednesday, Thursday, Friday, Saturday, and Sunday) between 8:00 a.m. and 5:00 p.m. Holidays would be exempt. Vehicles not displaying a permit during these periods will be cited by the City of Palo Alto Police Department. All vehicles may utilize on-street parking in College Terrace outside of this specified time periods.
- Option 4: Only vehicles displaying a resident permit, guest permit, or day permit are permitted to use on-street parking in the College Terrace Neighborhood on Monday, Tuesday, Wednesday, Thursday, and Friday between 8:00 a.m. and 10:00 p.m. Holidays would be exempt. Vehicles not displaying a permit during these periods will be cited by the City of Palo Alto Police Department. All vehicles may utilize on-street parking in College Terrace outside of this specified time periods.

On July 15, 2008, the College Terrace RPPP PAC in consultation with the College Terrace Board recommended to City staff that Option 2 be considered the primary option for RPP program implementation. The following describes the recommended details for the College Terrace RPP program under the Option 2 criteria.

For each program, parking enforcement officers would be required to ensure that the provisions of the program are being met; otherwise fines would be issued to violators. For the preferred alternative, the City of Palo Alto Police Department has stated that they could staff this option without the need to hire another Community Service Officer (CSO). [A summary of the estimated cost of the preferred alternative, based on staffing hours, rates, overtime compensation, and other costs was computed. Since the program is required to operate as revenue-neutral, an estimate of the number of citations issued and revenues collected is also calculated for the program based on historical citation rates evaluated in the City of Palo Alto as well as cities with existing RPP Programs. These citations are assumed to cost \$35 per citation, based on the current downtown parking violation citation cost.]

Program Details:

- One (1) resident permit will be issued for each vehicle of a household owner or person (s) renting a household in the College Terrace Neighborhood. Residents applying for a permit will be required to provide proof of vehicle ownership and residency. Therefore, a vehicle registration form as well as one of the following would be required at the time of registration showing College Terrace residency:
 - Driver's License
 - Rental Agreement
 - Recent Utility Bill With Street Address Noted
- Multiple resident permits may be purchased per physical address based on multiple vehicle ownership and the following criteria:
 - The RPPP year is defined as between September 1 and August 31st of the following year. Yearly permit renewal date is September 1. This RPPP year was selected based on consultation with the City Department of Revenue Collections as well as flexibility for Stanford students residing in the College Terrace neighborhood.
 - Parking permits may be purchased yearly starting August 1st each year, through September 30th.
 - A grace period will be recognized from September 1st to September 30th for residents with previous year permits due to the start of school each year (i.e. vehicles not displaying a permit during the grace period will be cited but vehicles displaying the permit from the previous year will not be cited during the grace period).
 - The annual parking permit will consist of a bumper sticker that is to be affixed to the rear bumper, to the left of the license plate bracket.

- The annual parking permit will be a different color each permit year (September 1 to August 31st the following year).
- New residents to College Terrace may purchase resident permits throughout a permit year. Parking permit fees will be pro-rated for half year increments, e.g. permits applied for from February 1 to July 31st will pay half price.
- No partial or full refund will be administered for any resident, guest, or day permits.
- Two (2) guest passes will be issued per household in the College Terrace Neighborhood that has registered for at least one resident parking permit. This allowance is to provide accessibility for resident services in the neighborhood such as lawn care, house cleaners, contractors, etc. as well as for guests of the household. Guest passes are provided per household rather than per vehicle ownership. Guest passes will be designed to hang from the rear view mirror and must be clearly displayed in this fashion. The selling of guest passes will be considered illegal under the adopted ordinance.
- Residents will be required to complete their initial application for the resident permit and guest passes in person at the Revenue Collections office at the City of Palo Alto City Hall located at 250 Hamilton Avenue, Palo Alto, CA 94301. Subsequent renewal of the resident permit and guest passes will also required to be completed in person at the Revenue Collections office. Application will require name, household address, license plate number, car manufacturer, color, year and model. There will be a \$10 re-issue fee for lost permits or new vehicle ownership for existing resident parking permit holders.
- Day permits may be purchased in person at the Revenue Collections office. Day passes will be applicable for one 24-hour period. At the time of purchase the date of each day permit will be logged in a registry at the Revenue Collections office based on the number of the day permit. A fee of \$2 will be charged for each day permit. Day passes will be designed to hang from the rear view mirror and allow the user to scratch off the day of usage, which must be clearly displayed. The total number of Day Passes issued will be limited to 1/3 of the total days each 3 months that the College Terrace RPPP applies (e.g. 60 weekdays in a 3 month period would allow a resident to purchase 20 day passes for that quarter).
- Construction and maintenance permits will be available for long-term construction activities, consistent with current practice by the City.

Program Cost Assumptions:

- Permits will be applied for and renewed annually.

- 1080 U.S. Postal Service households in College Terrace used for “whole neighborhood” cost, 540 used for half.
- Total available parking spaces in College Terrace are estimated to be 1,246 parking spaces, with an estimated 644 parking spaces in half the neighborhood.
- The percentage of homes on that block that must approve RPPP petition to be considered/go into effect is to be set at 51% of households.
- Enforcement of the 2-hour limitation will be conducted by coding license plates in electronic format and not chalking tires.
- After the initial survey, to enroll a block in the College Terrace RPPP, there is 1 year opt in period. A block may only enter the RPP program on the program renewal date of September 1.
- Once a block is enrolled, there is a 2 year opt out period to prevent blocks from entering and exiting the program frequently and causing confusion. For example, a block that joins the program on September 1, 2009 will be a RPPP block until at least August 31, 2011, if an opt-out process is completed.
- RPP program sign installation and maintenance cost is to be funded by the College Terrace RPPP.
- The City of Palo Alto public library located in the College Terrace neighborhood is exempt from the College Terrace RPPP.
- The residential portion of the CN zone on the east side of Yale Street will be included in the College Terrace RPPP.
- The development and implementation of the College Terrace Program is initially funded by \$100,000 from a Standard University General Use Permit fund contribution. The initial fund amount will be used for set up of the College Terrace RPPP including consultant fees and one police department patrol vehicle. To apply this fund equitably for all neighborhood residents, the remaining fund balance will be applied on a percent of blocks participating in the program through the third full year of the program. After the third full year RPPP program completion, the remaining fund balance will be applied to the program to offset resident permit costs. For example, if half of the neighborhood opts-in to the RPP program for year one, one half of the fund balance will be applied to offset program costs.