



# Planning & Transportation Commission

## Staff Report (ID # 10613)

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**Report Type:** Action Items **Meeting Date:** 8/28/2019

**Summary Title:** Old Palo Alto Residential Preferential Parking (RPP) Program

**Title:** Planning and Transportation Commission (PTC) recommend that the City Council adopt a resolution to implement the Old Palo Alto Residential Preferential Parking (RPP) Program as a one-year pilot

**From:** Jonathan Lait

### Recommendation

Staff recommends that the Planning and Transportation Commission (PTC) recommend that the City Council take the following action(s):

1. Adopt a resolution to implement the Old Palo Alto Residential Preferential Parking (RPP) Program (Attachment A) as a one-year pilot; and
2. Find the program exempt from review under the California Environmental Quality Act (CEQA).

### Report Summary

Beginning in early 2014, the City has been actively addressing parking and transportation challenges throughout the City using a strategic, multi-faceted approach focused on parking management, parking supply, and transportation demand management programs. Parking management strategies have included the development of a city-wide Residential Preferential Parking (RPP) ordinance, which was adopted in December 2014, as well as the establishment of a new RPP district in residential areas surrounding Downtown.

The city-wide RPP ordinance includes parameters for neighborhoods to petition and request a new RPP district, or to request annexation to an existing RPP district. In August 2018, the City formally received a petition from residents of the Old Palo Alto neighborhood with a request to initiate an RPP program in their neighborhood due to parking intrusion from activities west of the train tracks. On March 27, 2019, the PTC reviewed the petition and prioritized it among other petitions received. On May 13, 2019, in reviewing a list of other recommendations related to the City's overall parking programs, the City Council confirmed the prioritization of the Old Palo Alto RPP district and asked staff to proceed with the next steps of community

engagement and outreach. On July 30, 2019, staff conducted a community workshop at the Jerry Bowden Park to introduce the RPP concept to the Old Palo Alto neighborhood residents and property owners.

As a follow up to the community workshop, staff sent out the required survey related to the proposed Old Palo Alto RPP. As of August 19th, staff received 55 returned surveys with 49 voting in favor of RPP implementation in Old Palo Alto as described in the survey.

Consistent with the survey, the attached draft resolution would establish an RPP district within the following block segments:

	<b>Block Beginning</b>	<b>Block End</b>
Washington Avenue	Alma Street	Emerson Street
N. California Avenue	High Street	Ramona Street
Nevada Avenue	High Street	Ramona Street
Ramona Street	Washington Avenue	Oregon Avenue
Emerson Street	Washington Avenue	Oregon Avenue
High Street	Washington Avenue	Oregon Avenue

Within that area, two-hour parking would be allowed on-street during the hours between 8:00 am and 5:00 pm, and only vehicles displaying a valid permit could park for longer during those hours. Residents would be eligible to obtain up to five transferable hang tag permits at a cost of \$50 each. Residents may purchase up to 50 daily guest permits annually. Each guest permit costs \$5.

If the City Council approves the resolution as drafted, staff would order permits, arrange for sign installation, and conduct outreach with the goal to begin enforcement around November 1, 2019. The program is envisioned as a one-year pilot, and adjustments could be made based on experiences during that year.

## **Background**

Per the Palo Alto Municipal Code § 10.50.050, residents may self-organize and request the formation of an RPP district in their neighborhood. The process, as outlined in the Ordinance, is as follows:

(a) Form of Application.

- (1) The director shall establish a standard form for the application for the formation of a new RPP District, as well as a list of submittal requirements for use by interested residents. These requirements shall include a narrative describing the nature and perceived source of non-residential parking impact, as well as suggested district boundaries. The director shall also approve a standard form for use in demonstrating resident support for the application.

- (2) Residents shall initiate a request for establishment of an RPP District by neighborhood petition by completing the official application form.
  - (3) Residents are encouraged to consult with the employers and employees thought to be the source of the parking impact as they develop their proposals.
- (b) Timing and Review of Applications. Each calendar year, the director of planning and community environment shall review all applications received prior to March 31st of that year to determine whether the RPP District criteria established in this Chapter are met.
- (c) Prioritization of Applications. Applications determined by the director to meet the criteria in paragraph (b) above shall be presented to the planning and transportation commission. The commission shall review the requests and recommend to the director which proposal or proposals should be given priority for review and possible implementation in the current calendar year. In making its recommendations, the commission shall consider the severity of non-residential parking impact, the demonstrated level of neighborhood support, and the staff resources needed to process requests.
- (d) Staff Review of Applications and Community Outreach. Once an application has been selected for council consideration during the current calendar year, staff shall promptly review the application, gather additional information and conduct a community outreach program. At a minimum the review process shall include the following:
- (1) The city shall complete parking occupancy studies to quantify the nature of the problem identified in the petition. Data shall be collected when schools in the Palo Alto Unified School District and Stanford University are in session, unless these institutions are irrelevant to the problem to be addressed.
  - (2) Upon completion of the consultation and outreach process, the city attorney shall prepare a draft resolution containing the proposed boundaries and hours of enforcement. Staff shall undertake a survey of resident support within the RPP District. The results of this survey shall be included in and reported to the planning and transportation commission and the city council.
- (e) Planning and Transportation Commission Review. Staff shall bring the proposed RPP District to the planning and transportation commission no later than September of the calendar year in which consideration began. The commission shall review the draft resolution at a noticed public hearing and make a recommendation to the city council regarding the RPP District. This recommendation may include proposed modifications of the boundaries. The commission's recommendation shall be forwarded to the city council no later than September 30th.

As of the March 31 petition deadline, staff had received a petition from the Old Palo Alto neighborhood for a resident-only parking program. College Terrace is the only other resident-only parking program. Residents noted parking overflow on weekdays and attributed the parking impacts to employees of neighboring businesses, employees from nearby office buildings, and Caltrain commuters. Residents also noted safety concerns which impacted bike routes in the neighborhood.

Staff presented this petition, along with two others, to the Planning and Transportation Commission (PTC) on March 27, 2019 for prioritization, as required in the city-wide RPP

ordinance. The PTC voted 5-0-2 to prioritize the Old Palo Alto neighborhood for further data collection and program design.

On April 16-18, the City's Parking Operations Lead conducted parking occupancy surveys during three time periods: 9:00 am - 10:00 am, 12:00 - 1:00 pm, and 3:00 - 4:00 pm. The survey area was bounded by Alma St, Santa Rita Avenue, Bryant Street, and Oregon Avenue. In the Old Palo Alto neighborhood, the survey documents the highest average occupancy rates over 75% on the following blocks:

- 2200 – 2300 High Street
- 220 - 2300 Emerson Street
- 100-200 N. California Avenue
- 100 – 200 Nevada Avenue

The data shows high occupancy on the blocks closest to the California Avenue underpass. This high occupancy begins in the morning and continues through mid-day, only decreasing in the evening. Overall, the mid-day period appears to have the most demand for parking, as the majority of the adjacent streets within the surveyed area are at or above 50% occupancy at this time.

On the evening of July 31, 2019 staff convened a community workshop in the neighborhood at Jerry Bowden Park to introduce the concept of the Old Palo Alto RPP program to neighborhood residents and property owners. Staff presented information on the city-wide RPP ordinance, parameters of the existing RPP districts and gathered feedback from attendees on the conceptual Old Palo Alto RPP program. Feedback varied, but some of the key topics included:

- Number of resident parking permits per household
- Types and prices of resident parking permits
- Opt-in procedures for connecting blocks
- Implementation schedule

On August 6, 2019 staff mailed out 93 surveys to all residential properties and property owners within the proposed RPP district. The surveys were due back to the City by the end of the day on August 19, 2019. As of August 19, 2019, staff received 55 returned surveys with 49 voting in favor of RPP implementation as described in the survey. The surveys were one per household. The RPP program design elements included in the mail survey are listed below:

- *Permits would be required to park any vehicle on-street in excess of two (2) hours Monday through Friday between 8:00 a.m. and 5:00 p.m.*
- *Households within the Old Palo Alto RPP district (red areas) would be eligible for five (5) annual hang tag permits at the cost of \$50 each.*

- *Residents could also purchase up to 50 transferable one-day permit hangtags per year for \$5 each. The transferable hangtags may be used on any vehicle, including household visitor vehicles.*

Table 1 contains the results of the mail surveys.

**Table 1: Results of Old Palo Alto RPP Program Mail Survey**

Area	Total Mailed Out	Total Returned	YES Response	NO Response	Not Returned	YES Response Rate	Total Returned Rate
<b>Total</b>	93	55	49	6	38	89%	59%

### Discussion

Staff used the results of the initial data collection and the community workshop to begin drafting the Old Palo Alto RPP program structure. Important elements considered included the following:

- What areas should be included in the RPP district?
- During which hours should the RPP program be enforced? How should enforcement be accomplished?
- What types of resident parking permits should be issued, how much should they cost, and what quantity will each household be permitted to purchase?
- Should the RPP program include eligibility areas to the north and east or should it be assumed that these neighborhoods would be part of future RPP programs?
- Given the overall RPP program recommendations from the Municipal Resource Group (MRG) report, how can this RPP program be initially built to be more sustainable, easier to administer, and not in conflict with any of the report recommendations?

### District Boundaries

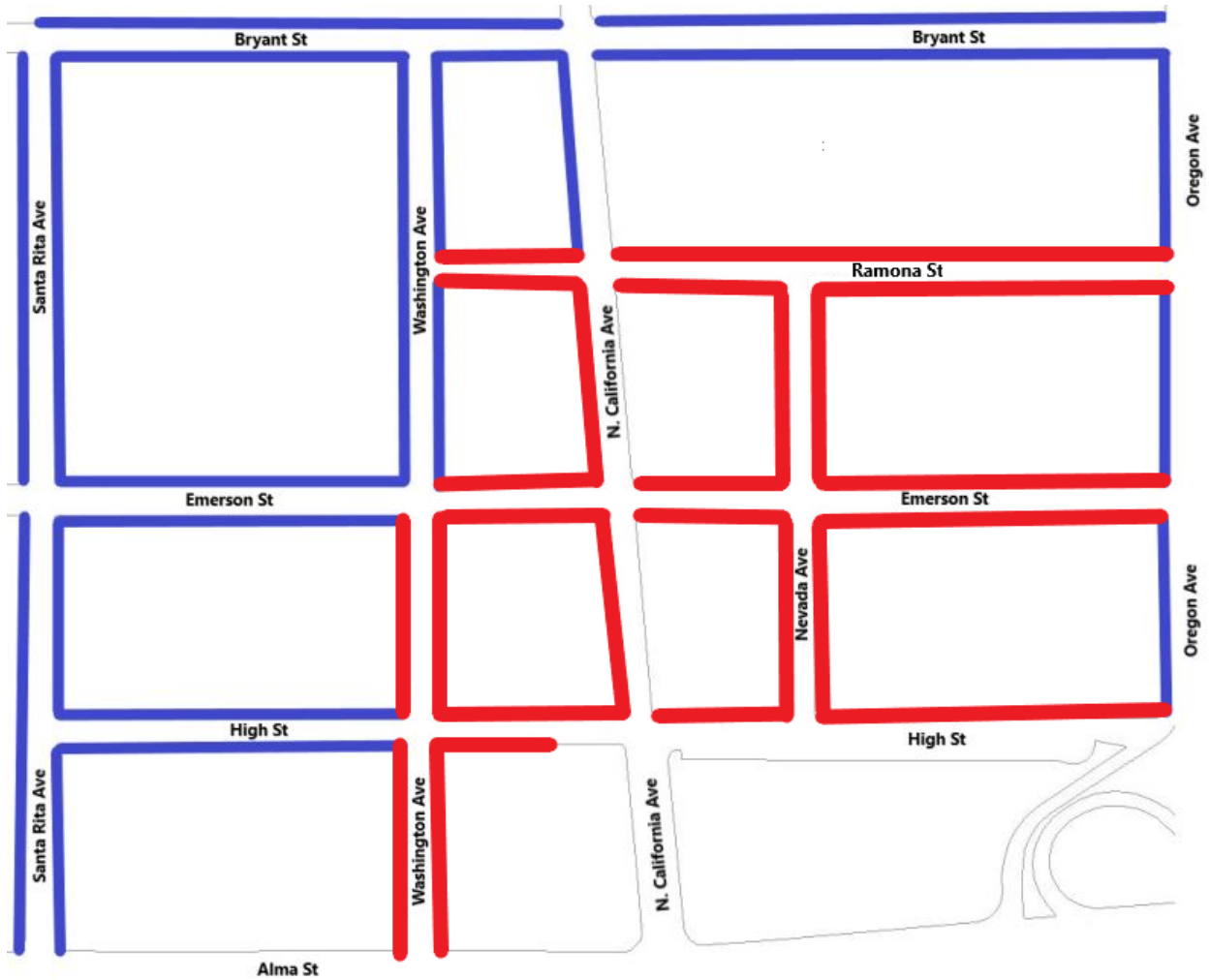
Staff recommends the following block segments for the Old Palo Alto RPP:

	<b>Block Beginning</b>	<b>Block End</b>
Washington Avenue	Alma Street	Emerson Street
N. California Avenue	High Street	Ramona Street
Nevada Avenue	High Street	Ramona Street
Ramona Street	Washington Avenue	Oregon Avenue
Emerson Street	Washington Avenue	Oregon Avenue
High Street	Washington Avenue	Oregon Avenue

All streets within these boundaries should be part of the Old Palo Alto RPP district and all households within these blocks should be eligible for resident parking permits.

While the petition submitted by residents in August 2018 included an area bounded by Alma Street, Santa Rita Avenue, Bryant Street, and Oregon Avenue, staff believes the initial RPP district will include areas with the highest parking intrusion. This decision was reached after discussing various other scenarios with residents and stakeholders. Staff also believes it is necessary to make eligible (blue) connecting adjacent blocks for annexation during the pilot phase of the program.

**Figure 1: Proposed Old Palo Alto RPP District Boundaries**



Source: Palo Alto Office of Transportation, August 2019

### Enforcement Hours

The proposed Old Palo Alto RPP hours are Monday through Friday from 8:00am to 5:00pm. Old Palo Alto RPP parking permits would be required to park any motor vehicle on-street in excess of two (2) hours during these enforcement hours.

### Resident Parking Permits

Staff recommends that all Old Palo Alto RPP district households should be eligible for five (5) annual resident parking permit hang tags at a cost of \$50 each. Up to 50 transferable one-day resident parking permit hangtags per year for \$5 each. The transferable resident parking permit hangtags may be used on any vehicle, including household visitor vehicles.

### Eligibility Areas

Staff recommends the establishment of Eligibility Areas for the Old Palo Alto RPP program. Eligibility Areas are streets just outside of the designated RPP district that can administratively opt into the program when their blocks begin to experience increase parking occupancy. This allows the program to expand quickly to address spillover from the designated RPP district.

### Old Palo Alto RPP Resolution

The draft Old Palo Alto RPP resolution is included as **Attachment A**. It provides for implementation of the Old Palo Alto RPP program as a one-year pilot by enacting the following measures:

- Establishes Old Palo Alto RPP District boundary (map is included as **Attachment B**)
- Permits would be required to park any vehicle on-street in excess of two (2) hours Monday through Friday between 8:00 a.m. and 5:00 p.m.
- Households within the Old Palo Alto RPP district (red areas) would be eligible for five (5) annual hang tag permits at the cost of \$50 each.
- Residents could also purchase up to 50 transferable one-day permit hangtags per year for \$5 each. The transferable hangtags may be used on any vehicle, including household visitor vehicles.

### **Policy Implications**

The following Comprehensive Plan goals, programs and policies are relevant to the implementation of the Old Palo Alto RPP program:

**POLICY T-2:**

Consider economic, environmental, and social cost issues in local transportation decisions.

**POLICY T-47:**

Protect residential areas from the parking impacts of nearby business districts.

**PROGRAM T-53:**

Discourage parking facilities that would intrude into adjacent residential neighborhoods.

### **Resource Impact**

Costs associated with establishment of a new RPP district will include those associated with installing signs, ordering/printing permit stickers and hangtags, providing permit fulfillment through a website, associated customer service, and increased parking enforcement. Staff is working on an estimate of these costs, which will be available with any necessary contract amendments for the City Council's consideration. This program will not be a cost recovering program.

### **Environmental Review**



This program is exempt from the requirements of the California Environmental Quality Act (CEQA) pursuant to Section 15061(b)(3) of Title 14 of the California Code of Regulations since it can be seen with certainty that there is no possibility the adoption and implementation of this program may have a significant effect on the environment and Section 15301 in that this proposed resolution will have a minor impact on existing facilities.

### **Public Notification, Outreach & Comments**

See the background section above and the website links provided for details on the community workshops and other outreach.

### **Next Steps**

The City Council is expected to consider adoption of the attached resolution at their meeting on September 16, 2019 and will consider the Planning and Transportation Commission's recommendation. If the Council adopts the resolution on September 16, 2019, staff expects that the program could be in place and ready for enforcement around November 1, 2019.

#### **Report Author & Contact Information**

Chantal Cotton Gaines  
Acting Chief Transportation Official  
(650) 329-2572  
[Chantal.Gaines@CityofPaloAlto.org](mailto:Chantal.Gaines@CityofPaloAlto.org)

#### **PTC<sup>1</sup> Liaison & Contact Information**

Rachael Tanner, MCP, Assistant Director  
  
(650) 329-2167  
[Rachael.Tanner@cityofpaloalto.org](mailto:Rachael.Tanner@cityofpaloalto.org)

#### **Attachments:**

- Attachment A - Draft Old Palo Alto RPP Program Resolution (DOCX)

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<sup>1</sup> Emails may be sent directly to the PTC using the following address: [planning.commission@cityofpaloalto.org](mailto:planning.commission@cityofpaloalto.org)

Resolution No. \_\_\_\_\_  
Resolution of the Council of the City of Palo Alto Establishing the Old Palo Alto  
Residential Preferential Parking District (RPP)

R E C I T A L S

A. California Vehicle Code Section 22507 authorizes the establishment, by city council action, of permit parking programs in residential neighborhoods for residents and other categories of parkers.

B. On December 15, 2014, the Council adopted Ordinance No. 5294, adding Chapter 10.50 to Title 10 (Vehicles and Traffic) of the Palo Alto Municipal Code, which established the city-wide procedures for (RPP) districts in the city.

C. On March 27, 2019, the Planning and Transportation Commission prioritized Old Palo Alto for Residential Preferential Parking program implementation.

D. In August 2019, a stakeholders' group comprised of Old Palo Alto residents met and made its recommendations to the City on the particular rules to be applied to the Old Palo Alto RPP District.

E. On August 28, 2019, the Planning and Transportation Commission held a public hearing to consider the proposed Old Palo Alto residential preferential parking program.

F. It is the goal of the City to reduce the impacts of non-resident overflow parking from the commercial areas on the surrounding neighborhoods.

NOW, THEREFORE, the Council of the City of Palo Alto RESOLVES, as follows:

SECTION 1. Findings. The criteria set forth in Section 10.50.030 of the Palo Alto Municipal Code for designating a Residential Preferential Permit Zone have been met as follows:

- A. That non-resident vehicles do, or may, substantially interfere with the use of on-street or alley parking spaces by neighborhood residents in that based on observation there are few available parking spaces available midday, while the streets are relatively unoccupied at midnight thus demonstrating the parking intrusion is largely by nonresidents.
- B. That the interference by the non-resident vehicles occurs at regular and frequent intervals, either daily or weekly, in that the parking intrusion is most severe during daytime hours during the regular workweek.
- C. That the non-resident vehicles parked in the area of the District create traffic congestion, noise, or other disruption (including shortage of parking spaces for residents and their visitors) that disrupts neighborhood life in that based on information from residents and other city departments the vehicle congestion is interfering with regular activities.
- D. Other alternative parking strategies are not feasible or practical in that the City has implemented a series of alternative parking strategies in the past and concurrently and there is still a shortage of parking available.

**SECTION 2. Definitions.**

- A. " Dwelling Unit " shall have the same meaning as it is defined in Palo Alto Municipal Code Section 10.50.020.
- B. " Old Palo Alto Residential Preferential Parking Program District " or " District " shall be that area as shown in Exhibit A to this Resolution.

**SECTION 3. Parking Restrictions within the District.**

- A. Two-hour Parking Limit and No Re-parking. In the areas within the District listed in Table 1, no person shall park a vehicle adjacent to any curb for more than two hours. Re-parking a vehicle more than two hours after initially parking on the same day in the District is prohibited. These restrictions shall be in effect Monday through Friday from 8:00 AM to 5:00 PM, except holidays as defined in Palo Alto Municipal Code Section 2.08.100. Vehicles properly displaying a valid Parking Permit as described in Section 4 of this Resolution are exempt from these restrictions.

<b>TABLE 1</b>	
<b>STREET</b>	<b>BLOCKS</b>
Washington Ave.	Alma St. to Emerson St.
North California Ave.	High St. to Ramona St.
Nevada Ave.	High St. to Ramona St.
Ramona St.	Washington Ave. to Oregon Ave.
Emerson St.	Washington Ave. to Oregon Ave.
High St.	Washington Ave. to Oregon Ave.

- B. Exempt vehicles. Vehicles exempt from parking restrictions as described in Palo Alto Municipal Code Section 10.50.070(d) are exempt from the restrictions in this section.

**SECTION 4. Parking Permits.**

- A. Resident Parking Permits. The City may issue Resident Parking Permits to residents of dwelling units within the District. Resident Parking Permits shall be subject to the following regulations:
  - a. Duration. Resident Parking Permits shall be available in the form of annual permits and one-day permits.
  - b. Form of Permit. The City may issue Resident Parking Permits in any form it deems practicable, including hangtags.
  - c. Maximum Number of Permits per Dwelling Unit. Each dwelling unit within the District shall be limited to five Annual Resident Parking Permits at any given time. These permits may be used by residents or guests within the District.
  - d. Daily Resident Parking Permits. Each dwelling unit shall be limited to 50 Daily Resident Parking Permits annually. These permits may be in the form of scratcher

hangtags, an online issuance system, or such other form as the City determines. The permit will state the date through which it is valid.

SECTION 5. Fees. The fee for Parking Permits in the District shall be set by the City’s Municipal Fee Schedule Resolution.

SECTION 6. Existing Parking Restrictions. In the event City staff should, at a later time, discover conflicting parking restrictions within the District that conflict with the restrictions of this resolution, but are not expressly rescinded, the RPP restrictions of this resolution shall control. However, existing parking restrictions indicated by painted curbs and implemented pursuant to Vehicle Code section 21458 are not superseded by this Resolution and remain in effect.

SECTION 7. CEQA. This Resolution is exempt from the requirements of the California Environmental Quality Act (CEQA) pursuant to Section 15061(b)(3) of Title 14 of the California Code of Regulations since it can be seen with certainty that there is no possibility the adoption and implementation of this resolution may have a significant effect on the environment and Section 15301 in that this proposed resolution will have a minor impact on existing facilities.

SECTION 8. Effective Date. This Resolution shall take effect immediately upon its passage. Enforcement shall commence, pursuant to Chapter 10.50 of Title 10 of the Palo Alto Municipal Code and the California Vehicle Code, when signage is posted.

INTRODUCED AND PASSED:

AYES:

NOES:

ABSENT:

ABSTENTIONS:

ATTEST:

\_\_\_\_\_  
City Clerk

\_\_\_\_\_  
Mayor

APPROVED AS TO FORM:

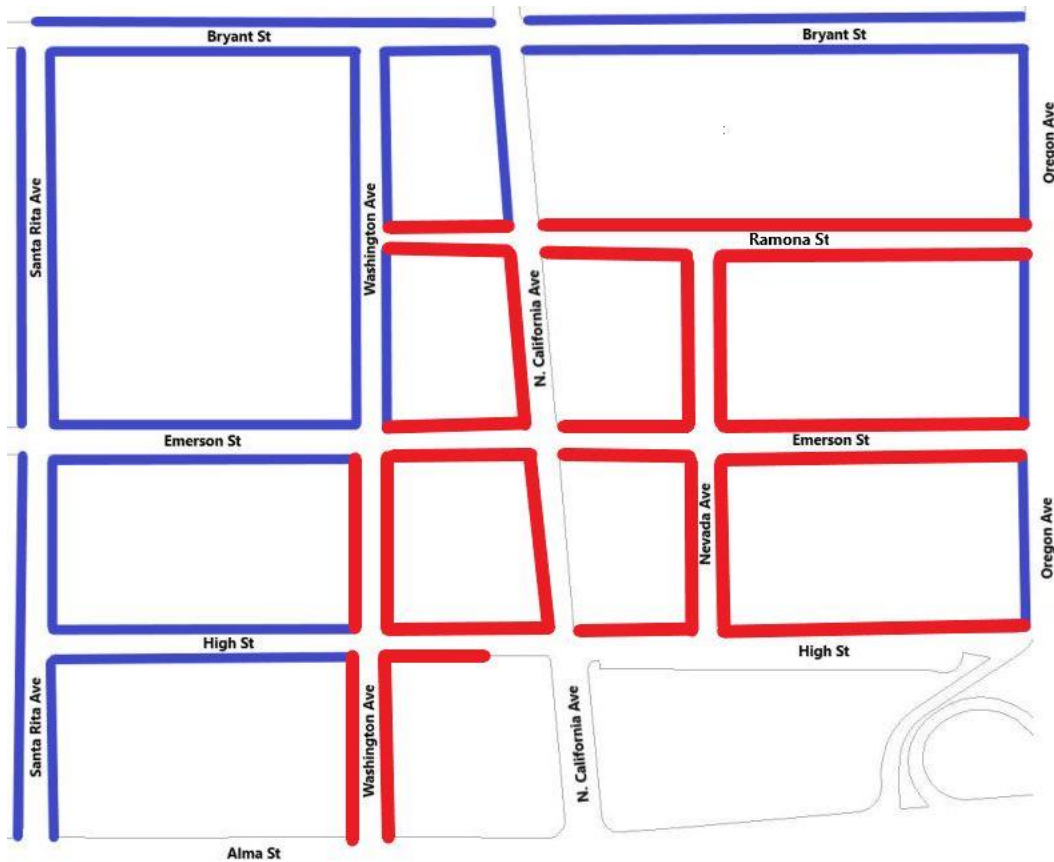
APPROVED:

\_\_\_\_\_  
Assistant City Attorney

\_\_\_\_\_  
City Manager

\_\_\_\_\_  
Chief Transportation Official

**EXHIBIT A**  
Old Palo Alto RPP District



Old Palo Alto RPP District in Red  
RPP Eligible Blocks in Blue