

▪ M E M O R A N D U M ▪

**TO:** Members of City Council and the Transportation Advisory Board

**FROM:** Frank Bruno, *City Manager*  
Molly Winter, *Director, Downtown and University Hill Management Division and Parking Services*  
Donna Jobert, *Financial Manager, Downtown and University Hill Management Division and Parking Services*

**DATE:** May 23, 2008

**SUBJECT:** *Information Item:* 2007 Neighborhood Permit Parking Program Annual Update

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**PURPOSE**

To provide Council and the Transportation Advisory Board (TAB) with a brief history of the Neighborhood Permit Parking (NPP) along with the 2007 Annual Update including an Executive Summary .

**NPP 2007 EXECUTIVE SUMMARY**

The NPP program goals include:

1) Improve the balance between preserving neighborhood character and providing public access to community facilities.

In 2007, the NPP program continued to meet this goal. The majority of residential streets within the NPP zones are less congested; short-term parking has been maintained and, in some places, created; and commuter parking permits provide for long-term parking opportunities.

2) Revenue neutral; Revenue from the sale of commuter and resident permits is expected to cover the program costs thereby making the program revenue neutral.

2007 Revenue from Resident/Business/Visitor permits sales	\$33,036
2007 Revenue from Commuter permit sales	<u>\$48,413</u>
	\$81,449
2007 NPP Program Direct Expenses*	\$66,161
2007 Administrative Program Expenses	<u>\$13,627</u>
	\$79,788

\*The NPP revenue and expenses do not include enforcement.

## **PROGRAM BACKGROUND**

In 1986, the Boulder City Council adopted the Residential Permit Parking (RPP) program as a mechanism to relieve spillover parking in residential areas. The RPP program was designed to give preference in the use of on-street parking spaces to residents or businesses located within a designated zone, by restricting long and short-term nonresident parking on neighborhood streets. The program was first implemented in 1993 when RPP zones were established in the Mapleton Hill and University Hill neighborhoods. The RPP program restricted nonresident parking on neighborhood streets to two hours, Monday-Friday, 9 a.m. to 5 p.m. Concerns about the impacts associated with RPP implementation led Council to request an evaluation of the RPP program before proceeding with further zone implementation.

The Neighborhood Permit Parking (NPP) program was adopted by the City Council in May 1997 as an improved version of the RPP program. The NPP was designed to improve the balance between preserving neighborhood character and providing public access to community facilities. The new program provided for greater flexibility and new features not available under the RPP program, including:

- The availability of commuter permits within permit parking zones;
- The ability to tailor the time and duration of restrictions to meet the needs of the neighborhood; and
- The one time only, per day, short-term parking component.

NPP parking restrictions limit on-street parking for vehicles without a parking permit. Vehicles without an NPP permit may park one time only, per day, per zone for the posted time limit and may not re-park in that zone again on the same day. Vehicles with a valid permit are exempt from these posted parking restrictions.

Residents who live within an NPP zone may purchase up to two resident permits and receive up to two visitor passes per residence per year. Businesses located within a zone may purchase up to three permits for use by employees and may apply for additional employee parking permits if necessary.

Upon adopting the new program, Council directed staff to retrofit the existing RPP zones to include features available under the new program. Staff was also directed to provide Council with annual updates on the program.

The NPP ordinance stipulates that up to four commuter permits may be issued per block face within an NPP zone to nonresidents up to December 31, 2002. In December of 2002, Council reauthorized the Commuter permit program until December 31, 2007 and increased the quarterly commuter permit fee from \$60 to \$75 per quarter, with a 5% increase, every two years, beginning in 2004. Commuter permits are issued on block faces where the average daily percentage of unoccupied parking spaces (“White Space”) exceeds 25 percent (15% in Goss/Grove). The maximum number of commuter permits issued on any one block face, within an NPP zone, is four. The current fee for commuter permits is \$78. Due to a decline in sales, this fee was not raised in 2007.

In 2003, City Council approved changes in the NPP budget that eliminated all funding for making changes to zone boundaries or adding new zones. A limited amount of funding was reinstated in 2007 to conduct surveys for the backlog of 13 petitions.

Attachment A: NPP Ordinance  
Attachment B: NPP Regulations

### **NPP Zone Restrictions**

The baseline restrictions on parking without a permit in an NPP zone is no less than two hours without moving the vehicle from 9 a.m. to 5 p.m., Monday through Friday, except holidays. Actual zone restrictions may vary from this baseline and include:

Nighttime restrictions limit parking on Friday and Saturday evenings, to permitted vehicles only (only in the Whittier zone).

“Color Code” restrictions prohibit a vehicle without a permit from parking within an NPP zone for more than the allowed period of time. The beginning and ending time for the restrictions may vary by zone. The length of time a vehicle, without a permit, may be parked within a zone may vary by zone.

The University Heights zone restrictions are extended beyond those of the typical NPP zone with the understanding that the extended hours would not be enforced.

### **NPP 2007 ANNUAL UPDATE**

The NPP program goals for 2007 were to maintain the existing level of service, while remaining revenue neutral, deal with sunsetting of the commuter permits and conduct studies for the backlog of NPP petitions.

The following reflects program revenues and expenditures:

**Revenue total: \$81,449**

- Commuter permit revenue \$48,413
- Resident/Visitor/Business permit revenue \$33,036

**Expense total: \$79,788**

- NPP Program Direct Expenses \$66,161\*
  - 2006 Administrative Program Expenses \$13,627
- \*The NPP revenue and expenses do not include enforcement.

Following a public process conducted in 2005, Council approved a recommendation to increase the residential permit fee. In January 2006, the fee for a resident permit was increased from \$12 to \$17 per year to offset a portion of the program cost. This was the first resident rate increase since the program was adopted in 1977.

**2007 Fee Structure**

- Resident Permits - \$17 annually
- Visitor Permits - Two Free with the purchase of a resident permit
- Guest Permits - Free, available upon resident request
- Commuter permits - \$78 quarterly
- Business Permits - \$75 annually

**2007 Annual Permit Sales by Zone**

<u>Permit Type</u>	<u>Res/Bus</u>	<u>Commuter</u>	<u>Total \$</u>
Columbine	\$ 2,907	\$ 169	\$ 3,076
Fairview	\$ 731	\$ 0	\$ 731
Goss/Grove	\$ 5,591	\$ 8,370	\$13,961
High/Sunset	\$ 850	\$ 75	\$ 925
Mapleton Hill	\$ 4,573	\$11,584	\$16,157
University Hill	\$ 8,613	\$ 5,430	\$14,043
Whittier	\$ 9,145	\$22,783	\$31,928
University Heights	\$ 626	\$ 0	\$ 626
Totals:	\$33,036	\$48,413	\$81,449

**Commuter Permit Sales by Year**

- 2007- \$78 per qtr. Revenue \$48,413 (621 permits total/155 permits per quarter)
- 2006- \$78 per qtr. Revenue \$44,053 (565 permits total/ 141 permits per quarter)
- 2005- \$78 per qtr. Revenue \$43,418 (557 permits total/ 139 permits per quarter)
- 2004- \$78 per qtr. Revenue \$47,637 (611 permits total/ 152 permits per quarter)
- 2003- \$75 per qtr. Revenue \$46,730 (623 permits total/ 150 permits per quarter)
- 2002- \$60 per qtr. Revenue \$43,541 (726 permits total/ 182 permits per quarter)

On December 4, 2007, City Council approved the extension of the sunset clause for commuter permits to December 31, 2012.

**STATUS OF SPECIFIC NPP ZONES**

Includes:

A report on any new demand for NPP zones, and unforeseen (non-fiscal) impacts of Program implementation, spill-over parking into other areas, and adjustments to current zones;

How many, if any, zone block faces experience parking occupancy patterns that trigger the requirement to change the number of commuter permits sold on that block face.

No Commuter permits were eliminated in 2007 due to concerns about white space levels.

Petitions have been submitted for the following blocks, requesting changes to existing boundaries or creation of a new zone and surveys were begun to assess whether these blocks meet the program criteria. Final proposals for the zones will be completed in 2008.

- 1600 Baseline (Columbine NPP)
- 600 13<sup>th</sup> (Columbine NPP) - to be removed
- 400 20<sup>th</sup> (Columbine)
- 1700 17<sup>th</sup> (Goss/Grove)

- 900 14<sup>th</sup> (University Hill)
- 900 16<sup>th</sup> (University Hill)
- 900 10<sup>th</sup> (University Hill)
- 700 17<sup>th</sup> (University Hill)
- West Pearl – new zone
- 2200 Mariposa (Columbine)
- 1100 12<sup>th</sup> – Penn (University Hill)
- 900 Lincoln (University Hill)
- East Ridge Subdivision (University east of 36<sup>th</sup>) – new zone
- 2800 Elm (Martin Acres) – new zone

**Utilization**

In the eight NPP zones operated in 2007, there were approximately 737 Commuter spaces available, of which 155 annual (621 quarterly) Commuter permits were sold.

**Relationship between NPP Program and Parking Supply and Demand in Adjacent Areas (Includes cost/availability of adjacent alternative parking)**

	Permits (Inventory/Sold)	Cost Per Year	Wait List*
CAGID Structure Permits	2209/2043**	\$936	807 spaces
CAGID Surface Lot Permits	203/262	\$564	153 spaces
UHGID Surface Lot Permits	49/60	\$564	0
NPP Commuter Permits	737/155	\$312	N/A
Mapleton	75/37		
Whittier	173/73		
High/Sunset	43/.25		
University Hill	128/17.5		
Columbine	260/.5		
Goss Grove	38/26.75		
Fairview	20/0		
NPP Resident Permits	NA/1834	\$17	N/A

\* Data as of 12/31/2007

\*\* Balance maintained for short-term parking.

**The Status of New Parking Structures Downtown**

The 1000 Walnut CAGID underground parking structure opened in October of 2004 adding 556 spaces to the parking inventory. The hotel opened in 2005.

## **THE STATUS OF OTHER REPLACEMENT STRATEGIES (Parking and alternative modes)**

Estimated changes in alternative modes use, new transit service or alt mode facilities; Use of remote lot parking.

The number of passengers served by Boulder's VERBS (Very Efficient & Reliable Bus Service) along with other local and regional transit services reached an all time high for the third year in a row. Since 1990, one year after City Council created the GO Boulder program, the number of passengers served by Boulder's local transit services has increased 214 percent, while the number of passengers served by Boulder's regional transit services has increased nearly 90 percent. In 2007, Boulder based transit services served an average of 31,062 passengers per day (5% increase from 2006), with a record peak of more than 36,000 passengers served daily in October.

Most VERB routes (HOP, SKIP, JUMP, BOUND, DASH, STAMPEDE, BOLT) served an increased number of passengers in 2007. The STAMPEDE experienced a slight decrease in passengers served while the HOP experienced the greatest increase in passengers served due in part to the increased demand of the Twenty Ninth Street retail district.

According to RTD's fare box data, average daily passengers served on the VERBS for 2007 was as follows:

SKIP:	5,545 (3% increase from 2006)
JUMP:	1,846 (4% increase from 2006)
BOUND:	1,359 (6% increase from 2006)
DASH:	2,420 (4% increase from 2006)
HOP:	3,699 (18% increase from 2006)
STAMPEDE:	857 (4% decrease from 2006)
BOLT:	1,320 (9% increase from 2006)
TOTAL:	17,046 passengers served per day in 2007 (55% of Boulder's total daily passengers served)

Overall, the momentum of Boulder's VERBS continues to be maintained with 2008 already shaping up to be another record breaking year. Efforts to market existing services and to develop new services continue to generate an increased number of passengers served.

## NPP ENFORCEMENT

NPP parking restrictions are enforced by entering license plate numbers into a hand-held computer, for all vehicles parked in the NPP zone without a permit. The process is repeated every two to three hours depending on the zone restrictions. If the same license plate is entered, in the same zone beyond the time limit, a ticket is issued.

Revenues from NPP tickets make up approximately 10% of the City's total ticket revenues, while accounting for 60% of the total enforcement resources. The remaining 90% of ticket revenues comes from all other types of enforcement using the remaining 40% of the enforcement resources.

- NPP Enforcement (60% of Resources/10% Revenue)
- All Other Enforcement (40% of Resources/90% Revenue)

### Tickets Issued in NPP Zones for Violation of Time Restriction

9,161 tickets written in 2000 (425 days of enforcement)  
 7,303 tickets written in 2001 (342 days of enforcement)  
 13,686 tickets written in 2002 (622 days of enforcement)  
 12,056 tickets written in 2003 (699 days of enforcement)  
 10,462 tickets written in 2004 (620 days of enforcement)  
 11,629 tickets written in 2005 (635 days of enforcement)  
 9,819 tickets written in 2006 (587 days of enforcement)  
 8,613 tickets written in 2007 (588 days of enforcement)

### 2007 Enforcement Service Levels - by Zone

<u>Zones</u>	<u>Days of Enforcement</u>	<u>Ticket #'s</u>	<u>Avg. # Tickets Daily</u>
Mapleton Hill	105	944	9
Whittier	130	2,464	19
High/Sunset		15	
Goss /Grove	82	1,611	19
University Hill	139	2,653	19
Columbine	45	361	12
Fairview		181	
All Time Zones/ University Heights	87	384	4
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Totals:	588	8,613	15

### Ticket Revenue

In 2007, Parking Services wrote 82,764 tickets of which 8,613 (10%) were issued for NPP violations. A total of \$2,003,053 in parking violations was collected in 2007. If all tickets for

NPP violations were collected at the average rate of \$20, the total would be \$172,260. All ticket revenue and enforcement costs are allocated to the General Fund and are not reflected in the NPP program revenue or expenses.

<u>Fine:</u>	<u>Violation:</u>
\$15.00	Expired Meter, Parking where sign prohibits
\$20.00	Parking beyond the posted time restriction without a permit (NPP)
\$25.00	Parking in a Loading Zone or alley
\$112.00	Parking in a Handicap Space

## **2008 WORK PLAN**

- ▶ Maintain the current NPP Program service levels in 2008.
- ▶ 2008 Annual Update
- ▶ \$15,000 is allocated to the NPP Program in 2008 for implementation of expansion of existing zones and for new zones. Complete the studies to determine compliance with NPP guidelines, make recommendations regarding the proposed zones and expansion and conduct the public process as outlined in the ordinance. Also, staff will investigate the potential of using license plate recognition technology as an efficient means of NPP enforcement.

**Attachment A:** NPP Ordinance  
**Attachment B:** NPP Regulations

**Attachment A: NPP Ordinance**

**Ordinance Nos. 4936 (1985); 5716 (1995).**

**2-2-15 Neighborhood Permit Parking Zones.**

(a) Restricting parking on streets in certain areas zoned for residential uses primarily to persons residing within such areas will reduce hazardous traffic conditions, promote traffic safety, and preserve the safety of children and other pedestrians in those areas; protect those areas from polluted air, excessive noise, trash, and refuse; protect residents of those areas from unreasonable burdens in gaining access to their residences; preserve the character of those areas as residential; promote efficiency in the maintenance of those streets in a clean and safe condition; preserve the value of the property in those areas; and protect the peace, good order, comfort, convenience, and welfare of the inhabitants of the city. The city council also finds that, in some cases, residential streets serve an important parking function for non-residents in the public and commercial life of the city. Some accommodation for parking by others may be appropriate in these cases.

(b) Upon receipt of a request by twenty-five adult residents of a neighborhood proposing a neighborhood permit parking zone, the city manager will conduct studies to determine if a neighborhood permit parking permit zone should be established in that neighborhood, and what its boundaries should be. The manager may, if the manager concludes it is in the public interest to do so, initiate this process without any request. The manager may consider, without limitation, the extent to which parking spaces are occupied during working or other hours, the extent to which parked vehicles are registered to persons not apparently residing within the neighborhood, the impact that businesses and facilities located within or without the neighborhood have upon neighborhood parking within the neighborhood, such other factors as the manager deems relevant to determine whether parking by non-residents of the neighborhood substantially impacts the ability of residents of the proposed parking permit zone to park their vehicles on the streets of the proposed zone with reasonable convenience, and the extent to which a neighborhood permit parking zone would significantly reduce this impact. The manager shall also determine the need for reasonable public access to parking in the area, and the manner and extent that it should be provided, along with the hours and days on which parking restrictions should apply. No such parking restrictions shall apply on Sundays or holidays.

(c) If the manager determines that establishing a neighborhood permit parking zone is in the public interest, or that altering a residential parking zone in existence on January 1, 1997, or created thereafter, is in the public interest, the manager shall prepare a proposal for the zone, specifying the boundaries, the hours and days on which parking restrictions will apply, and the provisions, if any, for non-resident permit parking. The manager may hold such public meetings as deemed advisable to assist the manager in formulating such proposal. The manager shall present this proposal for the zone to the Transportation Advisory Board. The board, after including in its normal public notice these features of the manager's plan, shall hold a public

hearing on the manager's proposal, and shall recommend to the manager that the zone be established, that it be established with certain modifications which are within the manager's authority under this code and any adopted regulations, or that it not be established. The manager shall, within thirty days of the board's recommendation, provide the city council with the manager's proposal to the board, the board's recommendation and related comments, the manager's final plan, and the reason for any difference between the recommendation and the final plan. If the city council does not call up the manager's final plan within thirty days, the manager may establish the zone. If the city council calls up the manager's final plan, it shall hold a public hearing on the plan and, by motion, direct the manager not to establish the zone, or to establish the zone with any modifications which are within the manager's authority, or to establish the zone in accordance with the manager's final plan. The manager shall establish the zone approved by regulation, but if the zone is established after a city council call-up, the manager shall not call for public comment in the notice of proposed regulation.

(d) Upon establishment of a zone, the manager shall, subject to the availability of funds appropriated for the purpose, install the necessary traffic control devices within the zone and issue neighborhood parking zone permits pursuant to [Chapter 4-23](#), "Neighborhood Parking Zone Permits," B.R.C. 1981.

(e) The manager may by regulation prescribe additional standards, not inconsistent with those set out in this section, which must be met before the manager designates a neighborhood permit parking zone, or adds or deletes territory from an established zone. The manager may issue regulations governing the issuance and use of neighborhood parking permits not inconsistent with [Chapter 4-23](#), "Neighborhood Parking Zone Permits," B.R.C. 1981.

(f) The city manager shall monitor the program on a regular basis and annually provide the city council with a report on the neighborhood permit parking program generally, including its relationship to parking supply and demand in adjacent areas of the city and the status of zone block faces under [Subsection 4-23-2\(j\)](#), B.R.C. 1981. The details of the monitoring effort shall be contained in administrative regulations promulgated by the city manager pursuant to [Chapter 1-4](#), "Rulemaking," B.R.C. 1981.

## **Attachment B: NPP Regulations**

### **RESIDENTIAL PARKING PERMIT ZONE REGULATIONS**

These regulations implement the Residential Parking Permit Zone provisions of Section 2-2-14 and Chapter 4-23, B.R.C. 1981, and are issued under the authority of Subsection 2-2-15(e) and Sections 4-23-3 and 4-1-12, B.R.C. 1981.

#### **I. Criteria for Establishment of Zone.**

(a) In addition to the factors specified in Subsection 2-2-115(b), B.R.C. 1981, the following are requirements or considerations to be used in determining whether to designate an area as a residential parking permit zone, and what its boundaries shall be:

(1) At least one block face with some residential street frontage must meet these criteria:

(A) A block face is one side of a street between two adjacent perpendicular roadways, or a dead end street or cul-de-sac. Where one block face as here defined consists of two or more blocks under the city addressing system specified at Section 9-3-28, B.R.C. 1981, it may be deemed to consist of the number of block faces so specified.

(B) The number of legal on-street parking spaces occupied by parked vehicles on each block face exceeds a 75% occupancy during at least four hours between 9:00 a.m. and 5:00 p.m. of a weekday selected by the traffic engineer.

(C) At least 25% of on-street parked vehicles during the period of a weekday selected by the traffic engineer for study are registered to addresses outside of the study area.

(2) Other block faces which do not meet the criteria in (1) above may be included in the zone if:

(A) They are directly contiguous to the area at (1) above or are indirectly contiguous through each other.

(B) The number of legal on-street parking spaces occupied by parked vehicles on each block face exceeds a 60% occupancy during at least three hours between 9:00 a.m. and 5:00 p.m. on a weekday selected by the traffic engineer.

(C) The requirements of (1)(C) above are met.

(3) The zone as a whole is:

(A) Primarily zoned HR, MR, or LR, or a combination thereof, and block faces to be included which are not so zoned are primarily used for residential purposes.

(B) Not located across a geographic barrier of a type which would serve to limit pedestrian movement, including, but not limited to, four lane arterial streets, major drainage ways, and major ridges.

(b) Criteria for adding block faces to an existing zone.

(1) Each block face must be contiguous to the existing zone directly or through other added block faces.

(2) Each added block face must meet the criteria of (a)(2) above.

(3) Addition of the block face will not violate the criteria of (a)(3).

(4) The procedure for adding block faces to an existing zone shall be the same as the procedure for creating a zone (request, study, public meeting, 60% petition, designation), but the request need contain no more than five signatures per block face or twenty-five signatures, whichever is the lesser number.

(c) Termination. In order to remove a block face from an existing zone at least 60% of the adult residents on the block face must sign a petition circulated in accordance with the requirements for petitions to create a residential permit parking zone in favor of such removal. If enough blocks are removed so that eight contiguous block faces no longer exist the entire zone will be ended. No block face will be removed unless it has been in a zone for two years. If a block face has been removed, it may not be reincluded in a zone for two years.

## II. Permits.

(a) Applications for residential parking permits shall be made on the attached form.

(b) Unless there is evidence to the contrary, the manager will accept a lease, a driver's license, a vehicle registration, or a voter registration naming the applicant as proof of residence within the zone if the document so indicates. The manager may accept other documents of equivalent reliability.

(c) Unless there is evidence to the contrary, the manager will accept a notarized letter from the owner of a business in the zone as proof of employment within the zone. This letter must indicate the license plate numbers of those vehicles to be included on a business permit (maximum three) and verify that these vehicles are in the custody of employees of that business.

(d) Unless there is evidence to the contrary, the manager will accept a vehicle title, a vehicle

registration, a vehicle lease, or a notarized statement from the registered owner of the vehicle stating that the applicant is using the vehicle with the permission of the registered owner, together with a copy of proof of ownership in the person claiming to be the registered owner, as proof that the vehicle is lawfully in the custody and control of the applicant. The manager may accept other documents of equivalent reliability.

### III. Display of Permit.

(a) The residential permit issued by the manager shall be displayed on the lower left-hand corner of the windshield of the vehicle for which the permit is issued in a position readily visible from the adjacent lane of travel when the vehicle is parked in the proper position on the right side of the street.

(b) The business permit issued by the manager shall be displayed from the rear view mirror attachment inside the permitted vehicle. If there is no such attachment, the permit shall be displayed on the dash so that the license numbers on the permit are readily visible through the windshield.

(c) House guest, additional guest, and temporary permits shall be displayed in accordance with the instructions contained on the permit or the application for such permit.

### IV. Additional Guest Permits.

(a) Upon special application the manager may issue additional house guest permits, but not to exceed thirty days for any one vehicle per permit year. The applicant shall affirm that the house guest is temporarily residing in the applicant's home as a guest, and is not paying rent. In determining whether to issue an additional house guest permit the manager shall consider the purposes of the permit system in determining whether or not granting the permit will be detrimental to the goals of the permit system.

(b) Additional guest permits may be obtained for use by guests at social gatherings at the applicant's home. Such gatherings must be entirely unrelated to a home occupation, and must be of the sort normally associated with residential use. Permits will not be issued for more than twelve such gatherings in any permit year.

(c) Upon the annual purchase of a resident permit, two visitor's passes will be issued to the permit holder to be used on a temporary and transferable basis to accommodate visitors, including without limit health care workers, repairmen, and babysitters, who need access to the residence of the permit holder. Use of this pass is limited to those visitors whose stay will last longer than the time limit posted within the permit zone for parking by the general public, but shall not exceed twenty-four consecutive hours. Use of the pass is valid only while the visitor is on the residential premises. No more than two such permits will be issued **per residence** per year. Use of the pass also falls under the same restrictions as those prescribed by Section 4-23-2, B.R.C. 1981, and in these regulations.

These Regulations supersede the regulations on the same subject promulgated on June 17, 1986.

Authority: Sections 2-2-15, 4-1-12, 4-23-2, and 4-23-3, B.R.C. 1981