



MEMORANDUM

To: Public Works Commission
From: Dan Sailer, Assistant Public Works Director
Title: Resolution Approving the Town of Castle Rock On-Street Parking Policy

Executive Summary

A proposed Town policy (***Attachment A***) is provided to assist with clarifying the Town's official position toward on-street parking along public streets owned by the Town. This policy is an update based on Town Council's direction to staff to allow for residents in areas where significant parking density exists to have more say on establishing potential parking restrictions. Staff is recommending that the Public Works Commission provide a favorable recommendation to Town Council to approve this updated policy.

The policy position still strives to allow for on-street parking to be accommodated, while a new three phased approach to address concerns related to secondary impacts that are of a legal, or Municipal Code, nature has been added. Secondary issues such as concerns about the "look and feel", or perceived impacts to property values are not considered for establishing parking restrictions within the attached policy draft. Should Town Council want to allow for these considerations, the policy draft should be amended to eliminate phase two. A summary of the three phases are:

1. Phase One: Conduct a formal traffic engineering assessment to determine if restrictions are needed based on operations or safety concerns. If none, then
2. Phase Two: Complete a two to six month enforcement period to deal with legal, or Municipal Code, infractions that are occurring. If these secondary issues persist, then
3. Phase Three: Complete a stakeholder driven process to determine if parking restrictions should be implemented.

Discussion

Town Council Initial Input on Draft Policy

The initial draft policy was discussed with Town Council in the Fall of 2017. Town Council voted not to approve the draft policy as provided. Their primary reason was that there was not a provision to allow adjacent property owners within residential areas

an opportunity to have a larger say in how on-street parking is managed. Based on this feedback, they requested that Town staff make adjustments to provide allowances for this. The current draft policy has provided an option for addressing this.

Overview

On street parking is generally allowed within the Town limits on local residential streets, on some existing collector roads and in business/commercial areas where adequate space for maintaining safe traffic operations exists. As the Town has continued to grow in population, there has been an increase in requests from various stakeholders to prohibit or restrict on-street parking along public streets based on the opinion that the “look” and “feel” is diminished by allowing on-street parking, or the general quality of life of nearby residents is diminished, or concerns about property values, safety, or a combination of these. These requests generally occur from:

- Single family residential areas adjacent to a park or public school
- Single family residential areas adjacent to a multi-family residential area
- Businesses that are concerned with the impact on-street parking may have on the clientele they are targeting

While specific numbers of requests have not been tracked for prohibiting parking, some of the examples where stakeholders have requested prohibitions or restrictions include:

- Red Hawk Drive near the intersection with Wolfensberger Road adjacent to a townhome development
- Auburn Drive near the intersection with Wolfensberger Road adjacent to an apartment complex
- Multiple residential streets near South Elementary School
- Multiple residential streets near Douglas County High School
- Multiple residential streets near Castle View High School
- A residential street adjacent to Butterfield Park
- A residential street adjacent to Soaring Hawk Elementary School
- South Perry Street, south of Safeway

In addition, requests have been made to the Town to implement a residential parking permit program which would give on-street parking preferences to residents adjacent to a public street where on-street parking is permitted. The Craig and Gould area is where this request has originated as a result of increased on-street parking occurring on streets in this neighborhood.

It is anticipated that these requests will increase as the Town population grows. An official Town position on this subject will assist with future requests to prohibit or restrict on-street parking along public streets, or for providing parking preferences to specific users.

Quantifying impacts that on-street parking has on the concerns raised is extremely difficult. As a customer service oriented Town, competing service requests like this can make it difficult to choose. Staff’s opinion is that accommodating on-street parking serves the larger diverse stakeholder interest, while still striving to respond to negative

impacts that may result from parking. Procedural elements have been built into the policy to minimize these secondary impacts. The approval of a policy provides for a formal position, while allowing for any future changes to be easily adopted.

The Municipal Code (Code) deals with on-street parking in various sections, but the primary Code elements related to this aspect are the following:

17.54.130 On-street parking

All persons shall comply at all times with all parking regulations promulgated by the Town. In addition, no person shall keep, maintain, store or park any trailer of any type, boat or detached pickup camper in violation of Chapter 10.20, CRMC. (Ord. 2012-18 §1). Chapter 10.20 is titled **Abandoned, Junked or Wrecked Vehicles** and limits vehicle parking to 72-hours without being moved before they are defined as abandoned and can be fined or towed.

10.08 Restricted Parking

This Code section designates certain restrictions along streets within the downtown area. It also deals with aspects of restricting parking during special events. The titles of this section are:

- 10.08.010 Area designated
- 10.08.020 Authority to set parking restrictions and parking restrictions
- 10.08.030 Repealed
- 10.08.040 Repealed
- 10.08.050 Special event parking restrictions
- 10.08.060 Applicability
- 10.08.070 Enforcement
- 10.08.080 Violation; penalty

Section 10.08.020 Authority to set parking restrictions and parking restrictions is listed in full as follows:

A. The Town Manager or his or her designee shall determine and set the time limits, charges and days and hours of operation for parking meters, not to exceed five (5) consecutive hours, and this determination shall be based upon study and investigation as a public convenience and safety requirement.

B. The Town Manager or his or her designee shall issue permits for parking in the public rights-of-way outside of the roadway.

C. The Town Manager or his or her designee has the authority to establish, regulate and enforce on-street parking, specifically:

1. Establish parking restrictions, limitations, regulations or prohibitions;
2. Keep records of all streets and places with parking restrictions and posted signs;
3. Establish construction zones for special parking;
4. Designate special parking zones for taxicabs, television, press and radio cars or other special parking zones;
5. Designate location of angle parking; and
6. Issue permit placement of parking restriction signs.

D. Special rules for access and time limits may be established for:

1. Handicapped parking;
2. Emergency access lanes;
3. Permits for parking in truck loading zones;

4. Prohibited parking during street cleaning, etc.
5. Restricted press or radio parking zones;
6. Street closures by contractors; and
7. Special event parking restrictions and permits pursuant to Section 10.08.050 below. (Ord. 2007-16 §1, 2007)

There is not a section of the Code that generally prohibits or restricts on-street parking along local residential or collector classification streets where sufficient width is available to accommodate parking.

The Town of Castle Rock Transportation Design Criteria Manual (Manual) is the engineering criteria document that guides new street development. Within this document, public streets are classified based on use generally by access as follows:

- Local (Residential): These are low volume roads with lower speeds where the number of accesses to properties is prevalent. This classification of street is meant to allow for on-street parking along both sides when the width can accommodate a 20-foot clear width for a Fire lane. Restrictions to one-side or both sides may be necessary to maintain this 20-foot clear width.
- Collector (Minor and Major): This classification is the next step up from a Local. These roads are “collecting” higher volumes of traffic from Locals. The speeds are typically higher, and the number of access points to properties is less than on Local classification roads. The Manual prohibits on-street parking along this classification due to lack of width between the travel lanes and required on-street multi-use/bike lane or turn lanes. Some older Collector roads do not have designated on-street multi-use/bike lanes. These older streets such as Red Hawk Drive can typically accommodate on-street parking.
- Arterial (Minor and Major): This classification is provided to roadways such as Plum Creek Parkway where the function is to process the highest volume of traffic at higher speeds. As such, the number of access points to these roadways is the lowest in number to minimize delays and accident potential. These roadways are not typically wide enough to accommodate on-street parking without vehicles encroaching into an adjacent dedicated travel lane. Because speeds are much higher and the volume of traffic is also much greater, on-street parking is typically prohibited to maximize safety.

Photos of typical examples of each of these three classifications are provided for reference (**Attachment B**).

Neighboring Jurisdictional Review

The Public Works Department reached out to Lone Tree, Parker, and the City of Castle Pines to inquire as to any formal code or policy that they have taken regarding the restriction or prohibition of parking on their public streets. The following is a summary of each jurisdiction’s positions:

- Lone Tree: They do not have a formal code or policy that prohibits on-street parking along residential or collector classification streets. Where the width of the street is not wide enough to allow for on-street parking and a designated travel lane parking is prohibited. They have received some complaints next to

one of their busier parks where parking is allowed. These complaints are usually that people do not want the parking adjacent to the park because they are concerned about kids coming out from between the cars. Lone Tree has not prohibited parking based on this concern.

- City of Castle Pines: If a street has adequate width to accommodate on-street parking and an adjacent through lane then they don't prohibit parking as long as vehicles move within 72-hours. They do not have a formal code or policy that prohibits or restricts on-street parking.
- Town of Parker: Similar to Lone Tree and the City of Castle Pines the Town of Parker does not have a formal code or policy that prohibits or restricts on-street parking. They allow for on-street parking if adequate width exists and an adjacent lane is not encroached into. Parking prohibitions are typically associated with sight distance issues to improve traffic operations in case specific situations.

Typical Requests to Prohibit On-Street Parking

While the frequency of requests to prohibit on-street parking is not available, these types of requests seem to center around a few themes:

- “The public is not respectful of my private property.” This type of comment typically occurs along local residential streets adjacent to parks or schools. In these cases residents have complained that people have left trash that finds its way onto their property, or that people trespass on their private property. Through discussions with stakeholders where restrictions have been considered, they typically have a counter position in that people that utilize the public street to park are respectful of the public space and feel it's a beneficial amenity.
- “I'm concerned about the safety of children “darting” out between vehicles.” This type of comment typically comes from single family residential property owners regardless of the adjacent use of the on-street parking. While this is a concern along any public street, defining this risk in a quantified way is difficult. As the density of pedestrians and adjacent traffic volumes increase, the probability of an accident to occur also increases due to exposure. However, an accident trend has not been identified on any particular street that supports an overall general prohibition of parking.

Some stakeholders have also mentioned that they are concerned about the negative image of a surrounding area that on-street parking creates. In addition some comments have been received related to the concern that on-street parking has on property values. While these items are worth considering in the context of this issue, quantifying these two variables to prove that these concerns are true would be extremely difficult to do. The reverse is also a concern for some buyers/sellers related to property value in that not enough parking is viewed as a negative.

While perceptions are not inherently right or wrong, they can compete with the general demand to use the public space within the Right-of-Way for parking. On-street parking has been shown in various studies to have benefits associated with “traffic calming” in

that speeds are typically lower along streets where a higher density of on-street parking exists.

Residential Permit Parking Program

A residential permit parking program is an alternative that provides residents adjacent to public streets a parking preference over all other stakeholders. These are typically utilized in areas where demand for on-street parking is great. Residents in these cases typically feel that their quality of life is negatively impacted. In some cases where residences don't have a driveway or garage, on-street parking is their only option. The Craig and Gould area near downtown is the only area in Town where zoning does not require off-street parking accommodations.

The following table provides a summary review of Colorado municipalities with residential parking permit programs.

City	Managing Department	Permit Fee	General Concept
Denver	Parking Division	No	Restricted hours along streets. Permit allows residents on block to park and not be subject to these hours.
Boulder	Parking Services	\$17/permit	Restricted hours along streets. Permit allows residents on block to park and not be subject to these hours. Permits available to residents, visitors, employees and commuters. Businesses have \$75 fee for 3 permits
Colorado Springs	Unknown	Unknown	Residents allow property holders to park a specified number of vehicles on the street in "No Parking" zones. Options also exist for permits along streets with restricted hours.
Fort Collins	Parking Services	Unknown	Restricted hours along streets. Permit allows residents to park and not be subjected to these hours.
Aspen	Parking Department	No*	Restricted hours along streets. Permit allows residents to park and not be subjected to these hours. Permits available to residents, business and commuters. Free for first two permits. Cost unknown after two. Day passes are \$8/day.
Durango			Under development
Littleton	Police Department	No	Restricted hours along streets. Permit allows residents on block to park and not be subject to these hours. Guest permits available.
Telluride	Marshall's Office	Unknown	Restricted hours along streets. Permit allows residents on block to park and not be subject to these hours.
General Note: While most concepts are similar in nature, nuances seem to exist with each jurisdiction.			

A residential parking permit program would require active administration. It could be developed for specific areas of Town or apply town wide. In either case this would be an increased service level that will require further program development should this option be desired. Overall program costs would need to be developed along with public outreach to assist with program policy elements like permitting fees and enforcement.

Code vs. Policy

A formal Town position could be taken either as a formal amendment to the Code, or as a formal Town policy approved by resolution by the Town Council. A change to the Municipal Code would be required by Ordinance with two Town Council readings. A policy provides the most flexibility for Town Council to adjust in the future should changes be desired.

Townhome and Multifamily Parking Requirements of Colorado Municipalities

Development Services staff conducted a comparison of off-street parking requirements by some Colorado Municipalities associated with townhome and multi-family developments. The attached summary tables (**Attachment C**) provide this summary comparison for both traditional townhome and multi-family developments and independent living facility requirements. Castle Rock has very similar parking requirements in both instances. This indicates that current Town off-street parking requirements appear to be competitive with surrounding communities. If there is a desire to increase the Town's on-site parking requirements, it's recommended that this follow a separate individual public process.

Options Considered

A couple additional options were considered:

- Prohibit on-street parking adjacent to parks, schools, etc.: This is the opposite side of the recommended policy. While this may satisfy those that feel parking diminishes the look and feel of an adjacent area, we believe that this is likely the minority opinion and that public streets are a public amenity that should accommodate parking as a use if demand for it exists.
- Take prohibitions/restriction requests on a case by case project and require a quantified number of stakeholders to agree to the change: This option is the most democratic approach. The challenges with this option are identifying the stakeholders that are other than adjacent property owners to allow for their discussion and vote. For example if a local residential street adjacent to a park is being requested to have parking prohibited, does the Park's Department represent the users of the park that generate the parking demand? If not, how are the respective stakeholders that park on the street identified and brought into the project for voting?
- Establish a new residential parking permit program: This provides preferences to adjacent residences where on-street parking demand is high. Because this would be a new service level, program costs and development would need to occur if this alternative is desired. This alternative could be tailored to certain

areas of Town such as neighborhoods where zoning does not require off-street parking accommodations, or town wide. Since this provides preferential treatment to limited users, we believe that a fairness issue could exist.

Budget Impact

None. Implementation of this policy will determine if adequate staffing resources exist to sufficiently meet demand. Staff will need to assess this aspect and make appropriate resource requests with future budgeting processes.

Staff Recommendation

Staff recommends that the policy (***Attachment A***) be approved by Town Council, and recommends that the Commission endorse this recommendation.

Proposed Motion

“I move to recommend that Town Council approve Resolution 2018-xx: Resolution Approving the Town of Castle Rock On-Street Parking Policy.”

Attachments

Attachment A: On-Street Parking Policy

Attachment B: Photos of Typical Street Classifications

Attachment C: Comparison of Off-Street Parking Requirements of Colorado Municipalities

RESOLUTION NO. 2018-

**A RESOLUTION APPROVING THE TOWN OF CASTLE ROCK
ON-STREET PARKING POLICY**

WHEREAS, as the population of the Town grows, there is a projected increase in the public demand for on-street parking along Town-owned public streets, and

WHEREAS, there are growing requests for the Town to restrict on-street parking, or create parking permit programs, and

WHEREAS, currently a policy does not exist to provide a preferred position on whether to allow public parking where traffic operations and safety is not a reason to restrict parking, and

WHEREAS, allowing public on-street parking to exist when conditions are available provides an amenity for a majority of stakeholders, and value from the public roadway asset, and

NOW, THEREFORE BE IT RESOLVED BY THE TOWN COUNCIL OF THE TOWN OF CASTLE ROCK, COLORADO AS FOLLOWS:

Section 1. Approval. The Town of Castle Rock On-Street Parking Policy in the form attached is hereby approved.

PASSED, APPROVED AND ADOPTED this ____ day of _____, 2018 by the Town Council of the Town of Castle Rock, Colorado, on first and final reading by a vote of ____ for and ____ against.

ATTEST:

TOWN OF CASTLE ROCK

Lisa Anderson, Town Clerk

Jennifer Green, Mayor

Approved as to form:

Approved as to content:

Robert J. Slentz, Town Attorney

Robert Goebel, P.E., Director of Public Works



Town Policy: On-Street Parking Along Town Owned Public Streets

PURPOSE:

To establish policy associated with on-street parking on public streets owned by the Town.

BACKGROUND DISCUSSION:

On-street parking is generally allowed within the Town limits on local residential streets, on some existing collector roads and in business/commercial areas where adequate space for maintaining safe traffic operations exists. As the population of the Town has grown, there have been some opposing views from stakeholders associated with various aspects such as the general look and feel of an area where on-street parking is allowed, and which users should have priority for parking.

It is the Town's general position to accommodate on-street parking, in a non-preferential manner as allowed by law, along Town-owned public streets where demand for such on-street parking establishes itself. In these cases, the addition of new vehicle or bike lanes necessary to accommodate new development should be the primary reason to prohibit on-street parking. The elements associated with this policy statement are an attempt to define this reasonableness.

The Town also recognizes that secondary legal and code infractions, such as private property trespassing, may occur with the allowance of public parking. Procedural elements to assist with minimizing these infractions are provided for in this policy. Further, the Town recognizes that parking simply may not be desired based on "look and feel" and perceived loss of property value. The purpose of this policy is to address infractions of municipal code. Certain areas of Town, such as near downtown or near parks and schools that are inherent in municipal planning generally attract more on-street parking. Unless specific municipal codes are consistently violated, these areas are specifically planned to provide on-street parking as a function of the vitality of the community.

POLICY STATEMENT:

On existing Town-owned public streets, on-street parallel parking will be allowed where existing parking spaces that are delineated with markings don't exist. This includes parking on streets in which there are no markings already established to delineate a parking space, and on those streets where parking is not otherwise prohibited by Municipal Code, or where a specific street is not restricted or prohibited in association with special events. Parallel parking will be permitted pending the following conditions exist:

1. A parallel parked vehicle does not encroach into an adjacent lane of traffic, meaning that the adjacent travel lane remains at least 10 feet in width.
2. If a multi-use shoulder or bike lane is marked, a parallel parked vehicle may not encroach into this lane.
3. Adequate width required by the Town approved Fire Code is maintained.
An adjacent public school may request Town assistance with routine traffic operations around the school. The assistance may result in additional parking restrictions near the school. If potential prohibitions or restriction options will impact streets where residential driveways directly access the street, the property owner at the time when the prohibition or restriction is established must support the prohibition or restriction.

The Town may prohibit parking on any roadway segment in order to maintain adequate sight lines and provide for safe traffic operations. These will be established on a case by case basis, and determined by an engineering evaluation.

In residential areas where covenants restrict or prohibit parking on Town-owned public streets, the Town will not install regulatory signage along affected streets, or enforce these covenants.

Existing restrictions established prior to the adoption of this policy will not be impacted unless necessary for safety or operations as deemed needed by Town staff.

Procedures for Addressing Concerns with Legal or Municipal Code Infractions Resulting from On-Street Public Parking:

The Town will utilize a three phased approach to address concerns about legal and Municipal Code infractions.

PHASE ONE: Town staff will assess physical roadway conditions to determine if any traffic operations or safety concerns warrant parking restrictions. If parking restrictions are deemed necessary to assist with traffic operations or safety, these restrictions will be installed. Please note that improper driver or pedestrian behavior, such as not yielding to vehicles when outside of a legal crosswalk, or speeding, are not variables for restricting parking.

PHASE TWO: If parking restrictions are not established as a result of phase one, and secondary legal or Municipal Code infractions are still a concern, a period of enforcement of these impacts will be completed. This enforcement period will typically depend on the issue, but will last generally between two to six months.

PHASE THREE: If secondary legal or Municipal Code infractions still persist after the phase two enforcement period, parking restrictions of limiting hours, and side to side variation may be established once the following steps are completed:

- A resident, or property owner, along the street being requested to have parking restrictions installed must obtain support of more than 65% of the property owners adjacent to the side of the street where the restriction is requested. The minimum length of street that will be considered for parking restrictions is from street intersection to street intersection.
- Once greater than 65% support of property owners is obtained, Town staff will assess the potential stakeholders that may be impacted as a result of establishing parking restrictions understanding that highly concentrated parking will likely be disbursed to nearby areas that are currently not experiencing problems requiring further reaching restrictions than those initially requested.
- A working group consisting of residents, or property owners, from the staff identified stakeholders will be established to develop various options for establishing parking restriction limits. This working group will consist of between two to 10 members, with each member representing one property within the identified stakeholder limits.
- The working group preferred plan will then be voted on by property owners who have property lines adjacent to the public right-of-way (ROW) where proposed parking restriction limits are recommended. The full plan must have greater than 50% of those property owner votes in favor of the option for the plan to be implemented. Portions of plan implementation will not be considered.

Once a restriction plan is voted approved, Town staff will then implement parking restrictions by placing restriction signs along the respective streets. Painting of curbs will not be utilized to establish restriction zones. Restriction signs will be installed in accordance with priorities of existing workload, but will generally not exceed more than 30 calendar days in time.

Local Residential Classification



Collector Classification



Arterial Classification



Townhome and Multifamily Parking Requirements of Colorado Municipalities

	Townhomes	Studios	1 Bedroom	2 Bedroom	3 Bedroom	4 Bedroom	4+ Bedroom	Guest Parking	Notes
Castle Rock	2.00	1.00	1.50	2.00	2.00	2.00	2.00	0.25	
Longmont	Requires Plan	1.50	1.50	1.75	2.00			0.25	Townhomes parking falls under Mixed Use Zoning and requires a parking plan
Loveland	2.00	2.00	2.00	2.00	2.00	2.00	2.00		
Parker		1.00	1.00	1.50	2.00	2.00	2.00	0.25	Guest Parking can be on public street
Englewood	2.00	1.50	1.50	1.50	2.00	2.00	2.00	0.20	Guest Parking applies to structures with 5 or more units
Littleton		1.50	1.50	1.50	1.50	1.50	1.50		Multifamily is considered 4 or more dwelling units
Aurora	2.00	1.00	1.50	2.00	2.00	2.50	2.50	.5/.15	.5 Applies to Townhomes
Westminster	2/3		1.50	2.00	2.00	2.00	2.00	0.33	3 Spaces required for Townhomes with 4 or more bedrooms
Broomfield			1.5	2	2.5	3	+0.5		
Arvada	2.00	1.00	2/2.2	2/2.2	2/2.2	2/2.2	2/2.2	0.50	2.2 if Central Parking Used/2 if not used
Thornton	2.00		1 space per 500 sq ft, maximum 3					1/0.2	Townhomes require one enclosed space
Centennial	2.00	1.50	1.50	2.00	2.00	2.50	2.50	0.25	
Commerce City	2.00		1.50	1.75	2.00	2.00	2.00	0.15	Guest Parking Applies to MF
Greenwood Village	2.00	1.00	1.00	1.50	2.00	2.00	2.00	0.25	

Note: Spaces Required are per Dwelling Unit Unless Otherwise Noted

Independent Living Facility Requirements of Colorado Municipalities

	Studios	1 Bedroom	2 Bedroom	3 Bedroom	4 Bedroom	4+ Bedroom	Guest Parking	Employee Parking	Notes
Castle Rock	1.00	1.00	1.00	1.00	1.00	1.00	-	1.00	
Longmont	0.50	0.50	0.50	0.50	0.50	0.50	0.25	-	Must have 35% Age Restricted Units in Structure
Loveland	1.00	1.00	1.00	1.00	1.00	1.00	-	1.00	
Parker					Administrative determination				
Englewood	0.50	0.50	0.50	0.50	0.50	0.50	0.20	-	Must have 35% Age Restricted Units in Structure
Littleton	-	0.66	1.00	1.00	1.00	1.00	-	-	
Aurora	1.00	1.50	2.00	2.00	2.50	2.50	0.15	-	
Westminster	1.00	1.00	1.50	1.50	1.50	1.50	0.20	-	
Broomfield	-	-	-	-	-	-	-	-	
Arvada	0.50	0.50	0.50	0.50	0.50	0.50	-	-	Must have 35% Age Restricted Units in Structure
Thornton	0.70	0.70	0.70	0.70	0.70	0.70	1 per 300 sqft	-	Square Feet is of non living space
Centennial	1.00	1.00	1.00	1.00	1.00	1.00	0.33	-	
Commerce City	-	-	-	-	-	-	-	-	
Greenwood Village	-	-	-	-	-	-	-	-	

Note: Spaces required are per dwelling unit unless otherwise noted

Note: Employee spaces required are per maximum shift employee