

Winters Downtown Parking Plan

City of Winters, CA

September 2017 | Draft Report

Prepared For:



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1. EXECUTIVE SUMMARY

TO BE COMPLETED AFTER REPORT IS REVIEWED.

REPORT ORGANIZATION

The parking plan analysis results and recommendations are presented in the following chapters:

Chapter 2 introduces the project and objectives of this study.

Chapter 3 discusses existing conditions, parking demand, and survey results.

Chapter 4 discusses future conditions and parking demand.

Chapter 5 provides details on the community outreach meeting that was held in May 2017.

Chapter 6 introduces the topic of shared parking.

Chapter 7 outlines Downtown organizations and partnerships that could potentially be used to manage parking.

Chapter 8 provides recommendations that could address issues in the downtown area.

Chapter 9 discusses financing options for the Downtown.

Chapter 10 provides general information on parking garage/structure construction costs and topics of interest.

Chapter 11 summarizes this study's findings.

Data sheets, surveys, and other information used to prepare this report are included in the **Appendix**.



2. INTRODUCTION

The City of Winters downtown is characterized by small independently owned shops, restaurants, wineries and professional offices and is a vibrant destination for visitors from Davis and Sacramento to the east and the greater San Francisco Bay area to the west, especially over weekends. In addition, the city hosts many special events over the weekends, which also attract residents, and during this time, parking is at a premium. In addition, downtown is expected to keep growing and development applications highlights the need for additional parking. More importantly, additional supply should be “right sized” parking is expensive and building parking lots which are not utilized is a capital disincentive for the City and developers. In addition, a shortfall in parking will hurt businesses and discourage growth. Parking access is served by private lots, City street parking, and City lots. Economic revitalization is an on-going goal for the City.

The Winters Downtown Master Plan Study recommended potential development in the area resulting in a 3.7-fold increase in new land use development including retail, office, restaurants, hotel and other related downtown uses over the existing uses. This is a long-term vision.

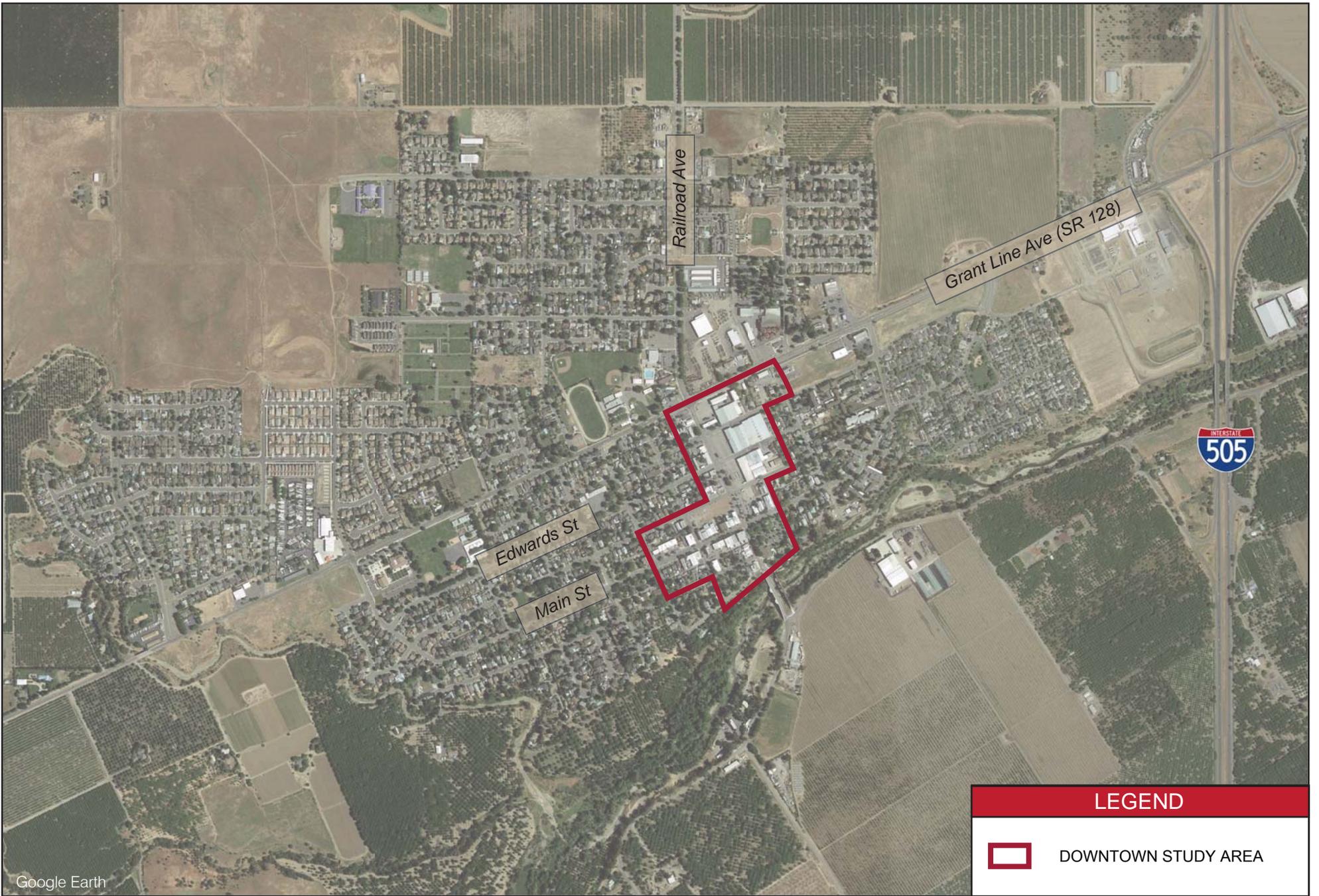
The following goals have been identified for this study:

- Provide access to convenient parking for downtown customers, employees, and visitors;
- Support and encourage continued investment in the downtown core;
- Manage supply efficiently to avoid unnecessary investment through providing “right size parking”;
- Identify and plan parking supply to facilitate future development; and
- Mitigate spillover parking in residential neighborhoods.

The existing conditions study project area is located in the downtown core on Railroad Avenue, Abbey Street, Main Street, First Street, Russell Street, and Elliot Street.

The following chapters evaluate the existing and future parking supply and occupancy within the City’s downtown area and provides solutions to accomplish the above goals. A vicinity map showing the study area for this project is shown in **Figure 1**.





3. EXISTING CONDITIONS

EXISTING DOWNTOWN AREA

The City of Winters is located in Yolo County, California. Approximately 7,000 people lived in the City of Winters in 2015. Regional access to the City primarily occurs from Interstate 505 on the east side of the City. State Road 128 (Grant Avenue) extends east-west through the City and County Road 89 (Railroad Avenue) extends north-south through the City.

Principal east-west roadways within the Downtown Area include:

- SR 128 (Grant Avenue)
- Baker Street
- Edwards Street
- Abbey Street
- Main Street
- Russell Street

Principal north-south roadways within the Downtown Area include:

- 1st Street
- 2nd Street
- County Road 89 (Railroad Avenue)
- Elliott Street
- East Street



The Downtown Area consists of a mix of land uses including local businesses, restaurants, government buildings, and residences. Locations of important land uses include the following:

- Community Center – southeast corner of Main Street and Railroad Avenue
- City Hall – southwest corner of Abbey Street and 1st Street
- Main Street Village – northeast corner of Main Street and Railroad Avenue
- Downtown Scenic Area (includes restaurants, wine tasting, businesses, tourist shops, etc.) – bounded by Main Street, Russell Street, 1st Street, and Railroad Avenue
- Railroad Avenue Bridge (crosses Putah Creek) – Railroad Avenue, south of the Community Center
- Mariani Buildings – north of Main Street Village on Railroad Avenue
- Future Hotel Lot – on Abbey Street, bounded by Railroad Avenue and 1st Street

Transit stops for Yolobus route 220 are located on 1st Street, Main Street, and Grant Avenue.

CURRENT WINTERS PARKING CODE

PARKING SUPPLY REQUIREMENTS

Currently, the Winters parking code prescribes minimum requirements for various public and private developments within certain land use zones of the City. The requirements are shown in **Table 1**.

Table 1: Winters Municipal Code Parking Requirements

Land Use	Off-Street Spaces Required
Residential:	
Single-Family	2/unit (1 covered/enclosed)*
Two-Family / Dublex	1.5/unit*
	*requires in-kind replacement when a garage or carport space is converted to another use
Multifamily:	
1 bedroom or less	1/unit**
2 bedrooms or more	2/unit**
Guest	.25/unit**
	**At least 50 percent of the required spaces shall be covered or enclosed, with a minimum of one covered or enclosed space provided per unit
Mobilehome Park	2/mobilehome
Guest	.25/unit
Single Room Occupancy	1 space for staff per facility 1 space per unit
Commercial and Office Use:	
Adult Entertainment	Per use permit
Automobile Repair, Major/Minor	1/200 s.f. with minimum of 5 customer parking
Bar, Cocktail Lounge	1/50 s.f. of seating area
Bed and Breakfast Inn	1/guest room
Business Service	1/300 s.f.
Equipment Sales/Rental/Repair Outdoor Storage Area	1/500 s.f. building area plus 1/5,000 s.f. of
Financial Institutions	1/250 s.f. plus 2/each ATM
Funeral Parlor	1/50 s.f. seating area
Hotel/Motel	1/guest room
Nurseries	1/250 of sales floor area, plus 1/5,000 s.f. outdoor sales area
Office, Business, and Professional	1/250 s.f.
Outdoor Sales	1/250 s.f. of sales floor area, plus 1/5,000 s.f. lot area
Personal Retail Services	1/300 s.f.
Personal Storage	1/2,000 s.f. storage space
Recreation, Indoor or Outdoor	Per use permit
Recreational Vehicle Park	Per use permit
Restaurant	1/3 seats
Restaurant, Drive-Through	1/3 seats, plus on-site queue space for minimum 5 drive-up vehicles
Retail Sales, General	1/250 s.f.
Roadside Stand	1/200 s.f. sales area
Service Station	3 spaces minimum, plus 2/service bay
Veterinary Hospital, Kennel	1/400 s.f.
Industrial Uses:	
Finished Goods Assembly	1/750 s.f.
Heavy Equipment Terminal	1/1,000 s.f. building area, plus 1/5,000 s.f. vehicle storage area
Laboratory, Research/Experimental	1/500 s.f.
Manufacturing, Heavy	1,1,000 s.f., or per use permit
Manufacturing, Light	1,750 s.f.
Recycling Collection Center	2/collection area
Recycling and Salvage Yards	Per use permit
Warehouse, Wholesales/Freight	1/3,000 s.f.
Public & Quasi-Public Uses:	
Assembly Hall/Community Services	1/50 s.f. assembly area
Cemetery	Per use permit
Communication Equipment Facility	1/500 s.f.
Convalescence and Care Services	1/3 beds
Cultural Facility	1/750 s.f.
Day Care	1/employee
Emergency Shelter	2 spaces for staff per facility, 1 space/6 occupants
Government Offices	1/300 s.f.
Hospital	Per use permit
Public Parks	Per use permit
Religious Institutions	1/50 s.f. seating area
Safety Services	1/500 s.f.
Utility Services, Major	Per use permit
Utility Services, Minor	Per approved site plan

Table 1: Winters Municipal Code Parking Requirements

Land Use	Off-Street Spaces Required
Vocational Training Facility	Per use permit
Agricultural Uses:	
Agricultural Operation	No requirement
Animal Production	1/employee
Temporary Uses:	Per temporary activity permit

**Winters Municipal Code 17.72.020*

PARKING DIMENSION REQUIREMENTS

Winters Municipal Code 17.72.050 provides minimum dimension design standards for all off-street parking areas as follows:

1. Full sized spaces shall be nine feet wide by nineteen (19) feet long.
2. Compact spaces shall be not less than eight-feet, six-inches wide by sixteen (16) feet long. Up to thirty (30) percent of all spaces in a parking facility may be compact spaces.
3. Parallel spaces shall be ten (10) feet wide by twenty-four (24) feet long.
4. Spaces for disabled individuals shall be fourteen (14) feet wide by eighteen (18) feet long. Two spaces may be provided within a twenty-three (23) foot wide area, striped to provide a nine-foot wide parking space on each side and a five-foot loading and unloading area in the center. Van spaces shall be seventeen (17) feet wide by eighteen (18) feet long.
5. Maneuvering aisles shall be the width in feet as shown:

Type	One Direction	Two Directions
90 degree	25	25
60 degree	16	25
45 degree	14	25
30 degree	12	25
Parallel	12	25

**Winters Municipal Code (17.72.050)*

6. The minimum width of a driveway with no parking space maneuvering within it shall be ten (10) feet (single family or one way) or twenty (20) feet (commercial or two way).

ADA SUPPLY REQUIREMENTS

Winters Municipal Code 17.72.030 provides the following guidance:

Off-street parking for disabled individuals shall be provided when new facilities are constructed, or there is a change in the type of occupancy in existing facilities, in accordance with state and federal law and the following:

- A. Total spaces per accessible spaces:
 - 1 to 25 = 1 accessible van space;
 - 26 to 50 = 2 accessible spaces; including 1 van space
 - 51-75 = 3 accessible spaces; including 1 van space
 - 76-100 = 4 accessible spaces; including 1 van space
 - 101-150 = 5 accessible space; including 1 van space
 - 151-200 = 6 accessible spaces; including 1 van space
 - 201-300 = 7 accessible spaces; including 1 van space

- 301-400 = 8 accessible spaces; including 1 van space
- 401-500 = 9 accessible spaces; including 2 van spaces
- B. Outpatient facilities: ten (10) percent of total spaces.
- C. Facilities that specialize in services for persons with mobility impairments: twenty (20) percent accessible of total.

The location of accessible spaces shall be as follows:

1. Route: on shortest route to accessible entrance(s).
2. In parking not serving a particular building: on shortest accessible route to closest pedestrian entrance of pedestrian facility. (Ord. 97-03 § 2 (part): prior code § 8-1.6003(C))

BICYCLE FACILITY REQUIREMENTS

Winters Municipal Code 17.72.080 provides the following guidance:

1. Location of bicycle parking shall be provided to serve all non-single-family residential uses in a convenient and accessible manner. Bicycle parking shall not obstruct pedestrian or vehicular travel, but may be located within pedestrian rights-of-way when properly marked if it provides convenient proximity to a facility or building entrance.
2. One bicycle parking space shall be provided for each ten (10) automobile parking spaces required for each particular use. For each bicycle parking space required, a stationary object, such as a freestanding rack or wallmounted bracket, shall be provided to which a user can secure both wheels and frame of a bicycle.
3. To the extent feasible, bicycle paths shall be provided connecting land uses, including residential, schools, shopping areas and employment centers.
4. New businesses which will employ twenty (20) or more people are encouraged to include shower facilities to promote the use of bicycles for travel to and from the workplace. (Ord. 2003-01 (part); Ord. 97-03 § 2 (part): prior code § 8-1.6003(I))

Zoning Standards implement the City of Winters' broad goals, objectives and policies through regulation that is applied at a site-specific level. It regulates parking, land use, density and the size and placement of buildings. Zoning and regulations are often grandfathered in over many years and a desire to integrate land use and parking demand more efficiently, is typically overlooked. This project makes recommendations for policy reforms to correct such conflicts and identifies opportunities to encourage more efficient use of parking resources, through shared parking and other parking management techniques. The recommendations are specific to changes and/or revisions in current zoning.

It is recommended that parking requirements for the downtown be collapsed from the current designations to five use types for the downtown. Data is not available for each of these uses, however a cumulative rate could be applied. All parking would be made available for public use.

Many cities do not allow parking approved within a minimum requirement to be provided to other "non-accessory" uses, thereby limiting *sharing* of parking that may be underutilized or available during evenings, weekends or events. Encouraging shared parking within existing and new developments is a key goal and intended to maximize parking resources to the highest degree possible.

A model may be Dana Point, CA that allows developers to choose a lower minimum requirement for commercial parking (2.0 stalls per 1,000 square feet) if they are made available to the public. If the

developer will not provide them to the public then the citywide zoning requirements for parking continue to apply (which are higher). Another model is Portland, Oregon which simply indicates that new parking approved in the downtown is “commercial” parking; allowing it to be used (shared) with any other use in the downtown. This is at the parking owners’ discretion and does not require any further approvals from the City.

EXISTING PUBLIC PARKING AND RESTRICTIONS

Under existing conditions, the downtown area includes approximately 459 total publicly available parking spaces, which includes 181 off-street (lot) and 278 on-street spaces. Off-street parking is provided in the following lots:

- Community Center Lot
- Main Street Village Lot
- Rail Road Lot

On-street parking is provided on the following street segments:

- Railroad Avenue (North)
- Railroad Avenue (South)
- Abbey Street (West)
- Abbey Street (East)
- 1st Street (North)
- 1st Street (South)
- Main Street (West)
- Main Street (Central)
- Main Street (East)
- Elliott Street
- Russel Street



PUBLIC PARKING RESTRICTIONS

All parking within the study area is free. The City uses time restrictions of two hours (from 8:00am to 5:00pm) on Main Street, Railroad Avenue, and Russell Street. Time restrictions are primarily near restaurants and shops located on Main Street Village and Railroad Avenue.

EXISTING INVENTORY

An existing parking inventory and utilization survey of both off-street and on-street public spaces was performed on Friday, December 2, 2016 from 7:00am to 9:00pm by City staff and volunteers to determine the number of parking spaces supplied (striped) and occupied by vehicles in the downtown area.

Table 2 includes a listing and description of the existing off-street parking lots. No parking structures are provided in Downtown Winters. **Table 3** provides a summary of the on-street public parking facilities.

Table 2: Off-Street Parking Inventory

#	Parking Lot	Street Access Locations	Parking Spaces
1	Community Center	Main St, Elliott St, & Railroad Ave	109
2	Main Street Village	Main St, Elliott St, E. Abbey St	24
3	Railroad	Main St, Elliott St, E. Abbey St	48
Total			181

Table 3: On-Street Parking Inventory

#	Street	From	To	Parking Spaces
1	Railroad Ave (North)	Abbey St	Main St	18
2	Railroad Ave (South)	Main St	Russell St	15
3	Abbey St (West)	1 st St	Railroad Ave	22
4	Abbey St (East)	Railroad Ave	Elliott St	23
5	1 st St (North)	Edwards St	Main St	20
6	1 st St (South)	Main St	Russell St	17
7	Main St (West)	2 nd St	1 st St	41
8	Main St (Central)	1 st St	Railroad Ave	41
9	Main St (East)	Railroad Ave	Elliott St	17
10	Elliott St	Abbey St	Community Center Lot	34
11	Russell Street	Railroad Ave	1 st St	30
Total				278

John to confirm boundaries.

As summarized in the tables above, there are a total of 181 existing parking spaces between the three public City lots. 278 parking spaces are estimated to exist on-street within the surveyed area.

PARKING UTILIZATION SURVEY

As part of the existing parking inventory and utilization survey conducted by the City of Winters (and volunteer staff), parking utilization was determined for both on-street and off-street parking spaces. Based on the data collected on December 2, 2016 and knowledge of the study area, peak parking demand typically occurs on Fridays between 5:00pm and 9:00pm, when events occur at the Community Center and visitors are in downtown restaurants, wineries, etc.

This data paints a detailed picture of how public parking is currently being used in downtown Winters. Prior to a discussion of this effort's major findings, it is important to briefly define several terms that are commonly used when discussing parking utilization.

- **Peak** is the time period associated with the highest observed level of occupancy in a specific area or parking facility. In downtown Winters, the time periods evaluated include Friday daytime (7:00am to 5:00pm) and Friday evening (5:00pm to 9:00pm, which includes a special event).
- **Occupancy** is defined as the number of cars parked in a specific area, lot, or block-face during one period of observation. This metric is often expressed as the percentage of the total physical supply that is occupied by parked cars.
- **Practical Capacity** is the occupancy level or number of vehicles that can be parked in a facility or area before it becomes difficult for motorists to find a vacant space without having to circle or wait for parking. Practical capacity is typically set at an 85% occupancy level.
- **Duration of Stay** is the length of time a vehicle is parked in a specific parking space.
- **Turnover / Parking Event** is each instance where a single, unique vehicle is observed parked in a single, unique space.



OCCUPANCY BY PERIOD

Peak hour occupancy levels are an important focus for analysis because they provide a glimpse of the parking supply at its most impacted. Practical capacity is defined as 85% occupancy of the supply and is the maximum capacity of parking spaces used in analysis. If occupancies are over 85%, visitors are frustrated and drive around looking for parking, congestion often occurs on the roadway system. Motorists will also stop and wait in one location for a parking space to open up. As a result, less time is spent eating out or shopping in the downtown.

Table 4 and **Table 5** summarize occupancy data collected on December 2, 2016 (Russel Street was surveyed on September 15, 2017) and highlights which surveyed locations typically exceed 85% occupancy.

Table 4: Average Parking Occupancy by Off-Street Location

#	Parking Lot	Street Access Location	Parking Spaces	Daytime (7:00am to 5:00pm)	Evening (5:00pm to 9:00pm)
1	Community Center	Main St, Elliott St, & Railroad Ave	109	26%	88%
2	Main Street Village	Main St, Elliott St, E. Abbey St	24	58%	78%
3	Railroad	Main St, Elliott St, E. Abbey St	48	59%	95%

*Locations with parking occupancy above 85% are highlighted in **bold**.

As shown in **Table 4**, survey data indicates that the Community Center and Railroad lots are over capacity at 88% and 95% average occupancy, respectively, during the evening peak. The Main Street Village lot is at 78% average occupancy. All three surveyed lots are significantly below capacity for most of the day (7:00am to 5:00pm). It should be noted that an event was held at the community center (started at 6:00pm and ended at approximately 9:00pm **John to confirm**) when the data was collected.

Table 5: Average Parking Occupancy by On-Street Location

#	Street	From	To	Parking Spaces	Daytime (7:00am to 5:00pm)	Evening (5:00pm to 9:00pm)
1	Railroad Ave (North)	Abbey St	Main St	18	50%	88%
2	Railroad Ave (South)	Main St	Russell St	15	64%	85%
3	Abbey St (West)	1 st St	Railroad Ave	22	36%	3%
4	Abbey St (East)	Railroad Ave	Elliott St	23	20%	16%
5	1 st St (North)	Edwards St	Main St	20	57%	34%
6	1 st St (South)	Main St	Russell St	17	70%	61%
7	Main St (West)	2 nd St	1 st St	41	46%	42%
8	Main St (Central)	1 st St	Railroad Ave	41	73%	91%
9	Main St (East)	Railroad Ave	Elliott St	17	65%	93%
10	Elliott St	Abbey St	Community Center Lot	34	37%	66%
11	Russell St	Railroad Ave	1 st St	30	48%	56%

*Locations with parking occupancy above 85% are highlighted in **bold**.

As shown in **Table 5**, survey data indicates that Railroad Avenue (North), Main Street (Central), and Main Street (East) are over capacity at 88%, 91%, and 93% average occupancy, respectively, during the evening peak. Railroad Avenue (South) is right at capacity during the evening peak at 85% average occupancy. On-street parking is below capacity during the day (7:00am to 5:00pm). The on-street locations that were at or

over capacity at night also have higher occupancies during the day, compared to the other locations. Note that counts on Russell Street were counted on a separate day from the rest of the Downtown.

Of the surveyed on-street and off-street locations, the overall average parking occupancy in Downtown Winters was 46% from 7:00am to 5:00pm and approximately 70% from 5:00pm to 9:00pm. This represents the true demand of parking in the Downtown. Some locations, closer to where visitors want to be and where they feel safe and parking is convenient are over capacity, but the majority of the parking areas and underutilized.

TURNOVER PER SPACE AND DURATION

While occupancy data is a key metric describing how parking in the downtown is used, occupancy percentages provide only a series of snapshots of how “full” different parking facilities are at different points in time. To truly understand current parking usage in the Downtown, it is equally important to develop an insight into how long vehicles are parked and where employees, customers, and residents park. Since duration data was collected on a 15-minute basis, it is possible to track these metrics.

Table 6 and **Table 7** summarize average turnover and duration data collected on December 2, 2016 and highlights which surveyed locations are typically occupied for extended durations.

Table 6: Average Turnover and Duration by Off-Street Location

#	Parking Lot	Street Access Location	Parking Spaces	Daytime (7:00 am to 5:00 pm)		Evening (5:00pm to 9:00pm)	
				Turnover Per Space	Average Duration (min)	Turnover Per Space	Average Duration (min)
1	Community Center	Main St, Elliott St, & Railroad Ave	109	1.6	100	1.8	114
2	Main Street Village	Main St, Elliott St, E. Abbey St	24	3.2	110	1.5	121
3	Railroad	Main St, Elliott St, E. Abbey St	48	2.8	131	1.7	132

As shown in **Table 6**, survey data indicates that the Community Center lot has a relatively lower average turnover than the other lots at 1.6 vehicles per space during the day time. The railroad lot has the longest average duration of the surveyed lots at 131 minutes per vehicle during the evening.

Table 7: Average Turnover and Duration by On-Street Location

#	Street	From	To	Parking Spaces	7:00am to 5:00pm		5:00pm to 9:00pm	
					Turnover	Average Duration (min)	Turnover	Average Duration (min)
1	Railroad Ave (North)	Abbey St	Main St	18	4.2	73	2.2	97
2	Railroad Ave (South)	Main St	Russell St	15	5.4	72	2.7	74
3	Abbey St (West)	1 st St	Railroad Ave	22	2.1	106	0.4	16
4	Abbey St (East)	Railroad Ave	Elliott St	23	1.0	125	1.2	31
5	1 st St (North)	Edwards St	Main St	20	3.4	105	1.3	64
6	1 st St (South)	Main St	Russell St	17	1.6	91	1.6	91
7	Main St (West)	2 nd St	1 st St	41	2.0	48	2.0	48
8	Main St (Central)	1 st St	Railroad Ave	41	2.9	74	2.9	74
9	Main St (East)	Railroad Ave	Elliott St	17	2.6	84	2.6	84
10	Elliott St	Abbey St	Community Center Lot	34	2.0	77	2.0	77
11	Russell St	Railroad Ave	1 st St	30	1.4	243	1.0	108

As shown in **Table 7**, survey data indicates that, on average, vehicles remain parked on Russell Street significantly longer than other locations at 243 minutes (7:00am-5:00pm) and 108 minutes (5:00pm-9:00pm). The data and observations indicate that residents typically leave their cars parked on Russell Street throughout the day, with some vehicles not being moved at all during the entire day of observations. Long average stay durations and low turnover per space metrics are typically indicative of residential and employee parking patterns.

Figure 2 and **Figure 3** demonstrate the average occupied on-street and off-street parking spaces, existing parking space supply, turnover per space, and average stay (in minutes).

BICYCLE PARKING

Public bicycle parking facilities were also observed as part of the parking utilization survey conducted in December 2016. In general, bicycle parking primarily took place on Main Street in front of Steady Eddy's Coffee House and on Railroad Avenue near the Community Center. Bike racks are simple and does not lean to the trend to provide art related bike parking spaces, which creates a lively and friendly environment for all visitors, including cyclists.

Additional bike usage detail needed from John.

LEGEND

ON-STREET PARKING Avg. Occupancy / Supply / Turnover per Space / Average Stay (in min)

PARKING LOTS Avg. Occupancy / Supply / Turnover per Space / Average Stay (in min)



Source: Google Earth, 2017

LEGEND

ON-STREET PARKING Avg. Occupancy / Supply / Turnover per Space / Average Stay (in min)

PARKING LOTS Avg. Occupancy / Supply / Turnover per Space / Average Stay (in min)



Source: Google Earth, 2017

PEAK PERIOD PARKING GENERATION RATE

An estimate of parking generation for Downtown Winters was developed based on the existing square footage of downtown commercial and office (including governmental) uses and the surveyed parking demand. The represents the true demand, experience today, with vibrant conditions during special events and typically observed on weekends. The calculation of the daytime (7:00am-5:00pm) parking generation is summarized in **Table 8** and the calculation of the evening peak (5:00pm-9:00pm) parking generation is summarized in **Table 9**.

Table 8: Existing Friday Daytime Parking Generation Rate

Land Use Type	Size		Source	Daytime (7:00am-5:00pm)			
				Existing Supply	Existing Demand	Existing Average Occupancy	Calculated Demand Rate
Existing Buildings*	237,100.00	SF	Winters Parking Survey	459	212	46%	1 space per 1120 SF

*Includes existing building square footages within City defined blocks #5, #6, #7, #8, #9, and #10.

Table 9: Existing Event Evening Parking Generation Rate

Land Use Type	Size		Source	Evening Peak (5:00pm-9:00pm)			
				Existing Supply	Existing Demand	Existing Average Occupancy	Calculated Demand Rate
Existing Buildings*	237,100.00	SF	Winters Parking Survey	459	321	70%	1 space per 740 SF

*Includes existing building square footages within City defined blocks #5, #6, #7, #8, #9, and #10.

**Uses include commercial, restaurant, retail, and residential.

As shown in **Table 8** and **Table 9**, the average daytime demand from 7:00am to 5:00pm is lower than the evening peak demand from 5:00pm to 9:00pm by about one third. The parking generation ratio during the daytime is 1 space per 1120 square feet and 1 space per 740 square feet in the evening peak based on existing building area.

AUGUST 2015 DATA REVIEW AND VALIDATION

On-street and off-street parking data was surveyed at select locations in August 2015. The data collection spanned multiple days as well as public and private parking locations. Average weekday AM, Midday, and PM parking occupancy was observed to be 59%, 53%, and 47%, respectively. Average weekend AM, Midday, and PM parking occupancy was observed to be 78%, 67%, and 42%, respectively. The data indicates that parking supply is consistent with December 2016 data and shows adequate parking supply for average weekdays during all time periods. For weekends, the data indicates that parking supply is typically adequate, though some weekend morning periods are very busy.

This data is included in the **Appendix**.

EMPLOYER / EMPLOYEE SURVEY DATA

Employee and customer data was collected from local businesses via a written questionnaire distributed by City staff and volunteers in August 2015. Raw data is shown in the **Appendix**.

Typical weekday and weekend employment by time of day results are shown graphically in **Figure 4** and **Figure 5**. Raw data is included in the Appendix. The August 2015 survey data indicates that businesses typically have the most employees working between 9:00am and 12:00pm on weekdays and 12:00pm to 3:00pm on typical weekends.

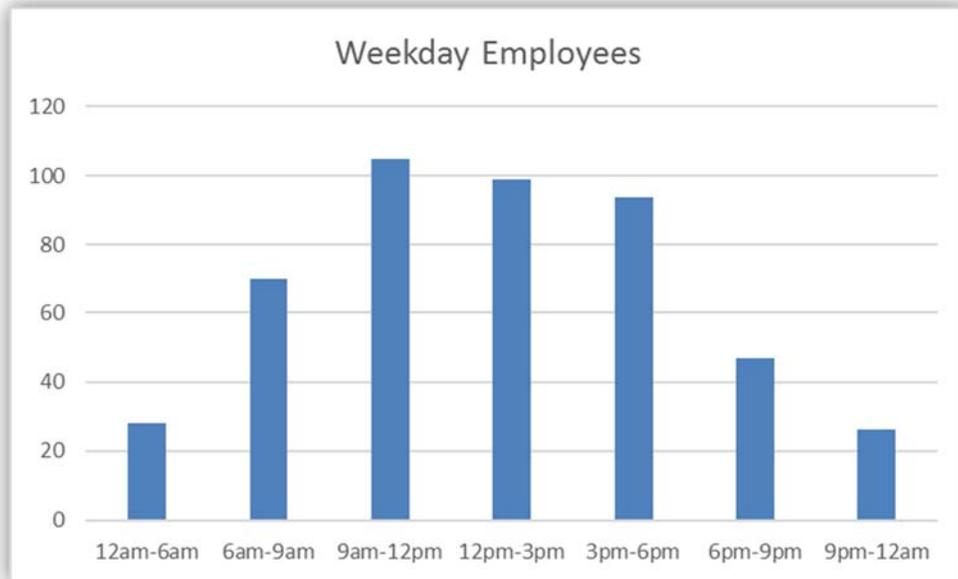


Figure 4 – Typical Weekday Employment by Time of Day



Figure 5 – Typical Weekend Employment by Time of Day

Typical weekday and weekend customers by time of day results are shown graphically in **Figure 6** and **Figure 7**. The data indicates that the busiest times for customers visiting local business and restaurants (as estimated by surveyed businesses) is between 3:00pm and 6:00pm on weekdays and weekends.

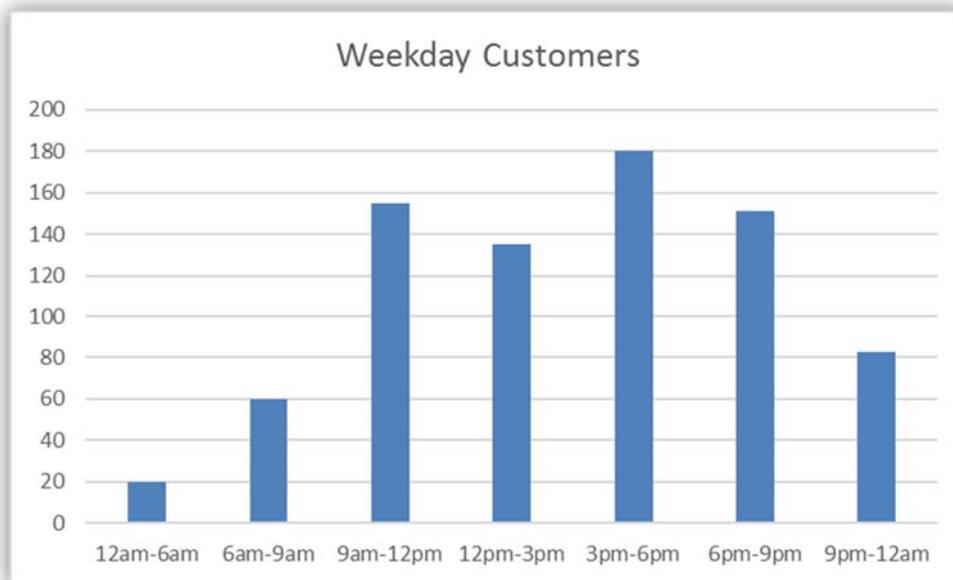


Figure 6 – Typical Weekday Customers by Time of Day



Figure 7 – Typical Weekend Customers by Time of Day

The typical duration customers spend in businesses is shown graphically in **Figure 8**. The data indicates that customers visiting local businesses (as estimated by surveyed businesses) typically stay in the businesses for less than one hour.

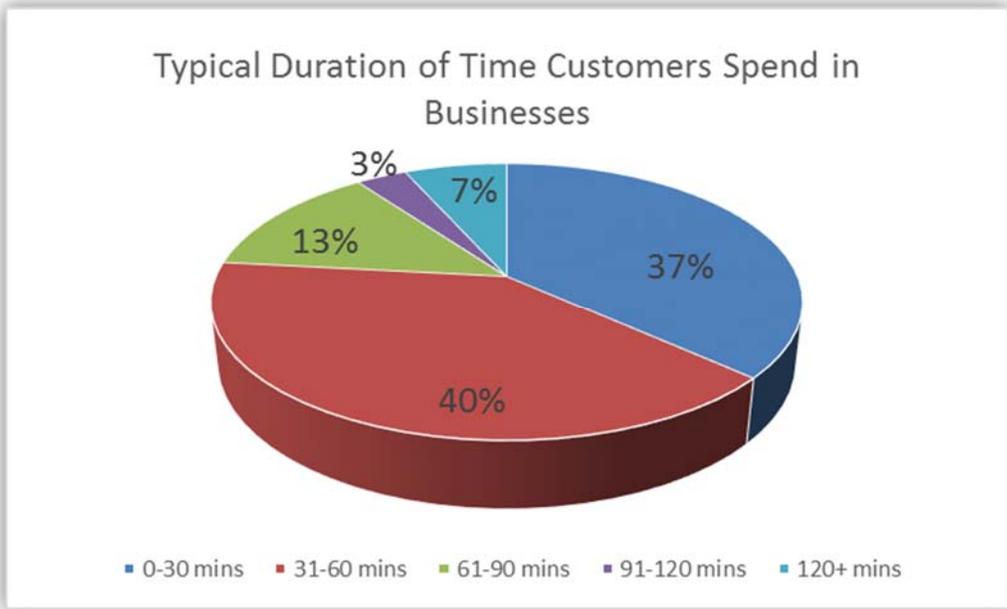


Figure 8 – Typical Duration of Time Customers Spend in Businesses

4. FUTURE CONDITIONS

This section discusses the assumptions and expected changes in land uses in downtown Winters. The changes were evaluated based on future conditions, as defined by the City of Winters Downtown Master Plan.

FUTURE DOWNTOWN AREA

John to provide detail. Hotel, PG&E center, new homes, etc.

The City is in the process of evaluating development of several new business in and around downtown, which would potential increases the need for parking, both during the day, at night, and over the weekends. **Figure 9** shows the Initial Vision Plan from the City of Winters Downtown Master Plan.

Approved Caltrans Intersection Project

Downtown Gateway Landmark / Sign

Boundary of Shared Parking District

Railroad Avenue Streetscape Trees, Lights, Walks

Parking Lot Improvements, typ.

Promote First Floor Speciality Retail

Upgrade Alleys, Paseos, and Rear Parking Areas: Paving, Lighting, Facades

Downtown Gateway Site (tbd)

Extend Frontage Streetscape Improvements to East Street

Utility Upgrades to Support New Development

Mixed Use Residential / Office over Retail / Office, typ.

Multi-Unit Residential and / or Live Work, typ.

New Parking Area, typ.

Mid Block Crossing

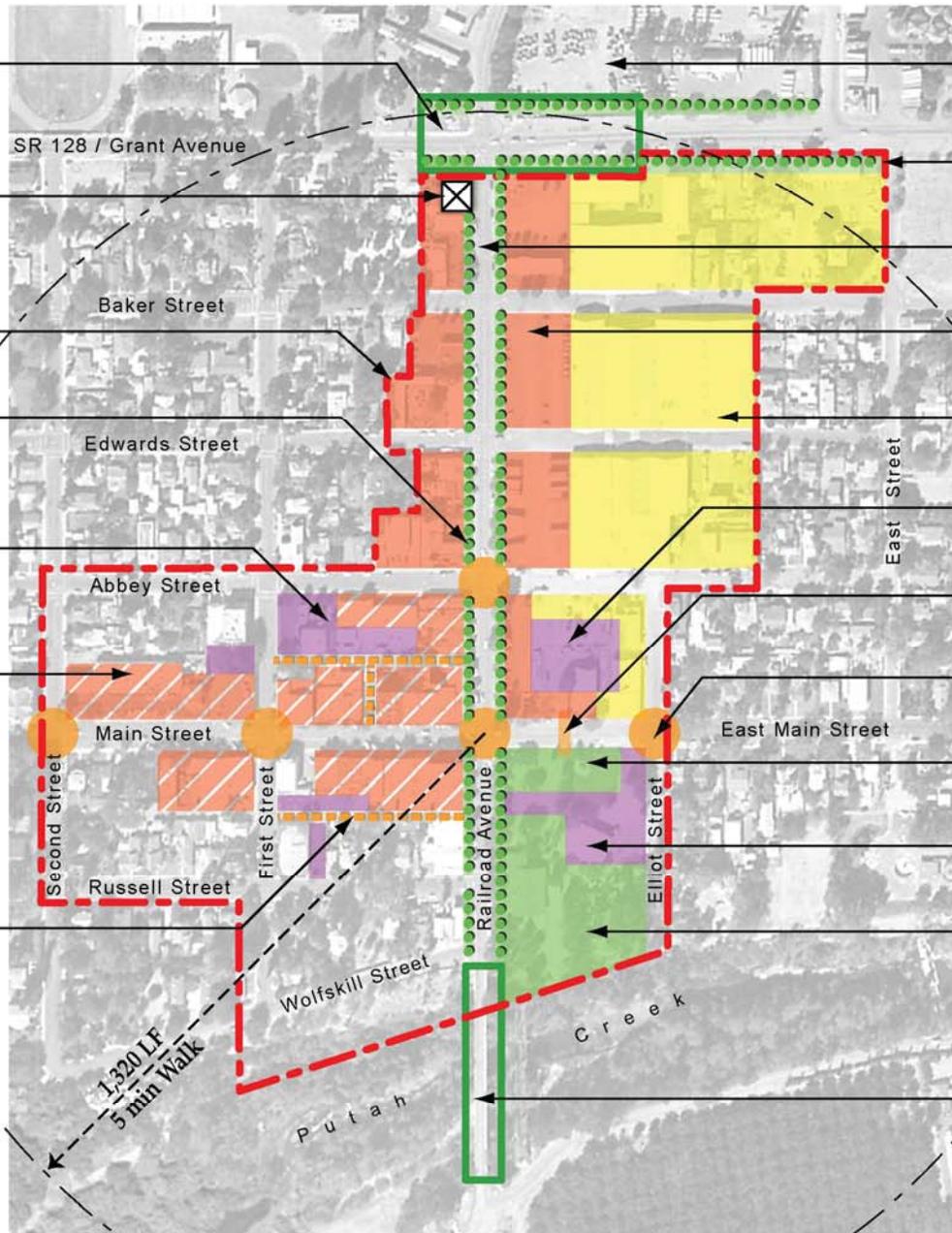
4 Corner Bulb-Out, typ.

Gazebo Park / Town Green

Approved Parking Lot Expansion

Expanded Creek Park, Amphitheater, Water-Oriented Recreation

New Creek Bridge (yr. 2010 +/-)



Initial Vision Plan (3/24/05)

Bottomley Associates
Urban Design & City Planning

UNDERUTILIZED LOCATIONS

Underutilized lots and streets can be used to alleviate overparked locations. Survey data and site observations identified the following locations that could be used to reduce demand on other locations:

Daytime – 7:00am to 5:00pm

- Community Center lot
- Abbey Street: between Elliott Street and 1st Street
- Main Street: west of 1st Street
- Elliot Street: between Abbey Street and Main Street

Evening – 5:00pm to 9:00pm

- Abbey Street: between Elliott Street and 1st Street
- Main Street: west of 1st Street
- 1st Street: between Main Street and Abbey Street

For motorists to use the above locations, it is important that good lighting, sidewalks and curb ramps, and signage and wayfinding be provided. When the preferred locations fill up, motorists will search for alternative places to park. However, the alternative locations must be easy to find and safe to access.

FUTURE PARKING DEMAND

The existing parking demand was used to determine a Winters specific parking generation rate of 1 space per 740 square feet. This estimate was used along with the expected future development within the City (provided by the Winters Planning Department) to determine the future parking demand. As shown in **Table 10**, it is anticipated that the Downtown Study area will increase from 237,100 square feet in existing conditions to 894,100 square feet in future conditions. This increase in square feet is anticipated to cause a parking demand increase of 962 spaces if an 85% occupancy goal is adopted. If 75% is adopted as the occupancy goal, parking demand increase would be 1,152. The calculation of peak parking generation at practical capacity (85%) is summarized in **Table 10**. The calculation of peak parking generation at 75% capacity is summarized in **Table 11**.

Table 10: Future Parking Generation Demand (at practical capacity and with the Hotel)

Land Use Type	Size		Source	Evening Peak					
				Calculated Rate	Existing Supply	Future Demand	Average Occupancy Goal	Future Parking Deficit	Future Parking Needed (total)
Select Existing Buildings*	894,100	SF	Winters Parking Survey	1 space per 740 SF	459	1208	85%	-962	1422

*Includes future building square footages within City defined blocks #1 thru #13.

Table 11: Future Parking Generation Demand (at 75% capacity and with the Hotel)

Land Use Type	Size		Source	Evening Peak					
				Calculated Rate	Existing Supply	Future Demand	Average Occupancy Goal	Future Parking Deficit	Future Parking Needed (total)
Select Existing Buildings*	894,100	SF	Winters Parking Survey	1 space per 740 SF	459	1208	75%	-1152	1611

*Includes future building square footages within City defined blocks #1 thru #13.

Additional analysis for the development of a 72-room hotel and small restaurant are shown in the following section.

POTENTIAL HOTEL PARKING IMPACTS

ITE and ULI methodologies and data indicate that the anticipated 72-room hotel and restaurant will generate parking demand throughout the day as shown in **Figure 10**. The maximum daytime parking demand would therefore be approximately 58 spaces and evening demand would be approximately 62 spaces. Special events like weddings will have a higher parking demand, is anticipated to be approximately 100 parking spaces.

The location of the planned hotel and restaurant, as well as retail uses is shown in **Figure 11**.

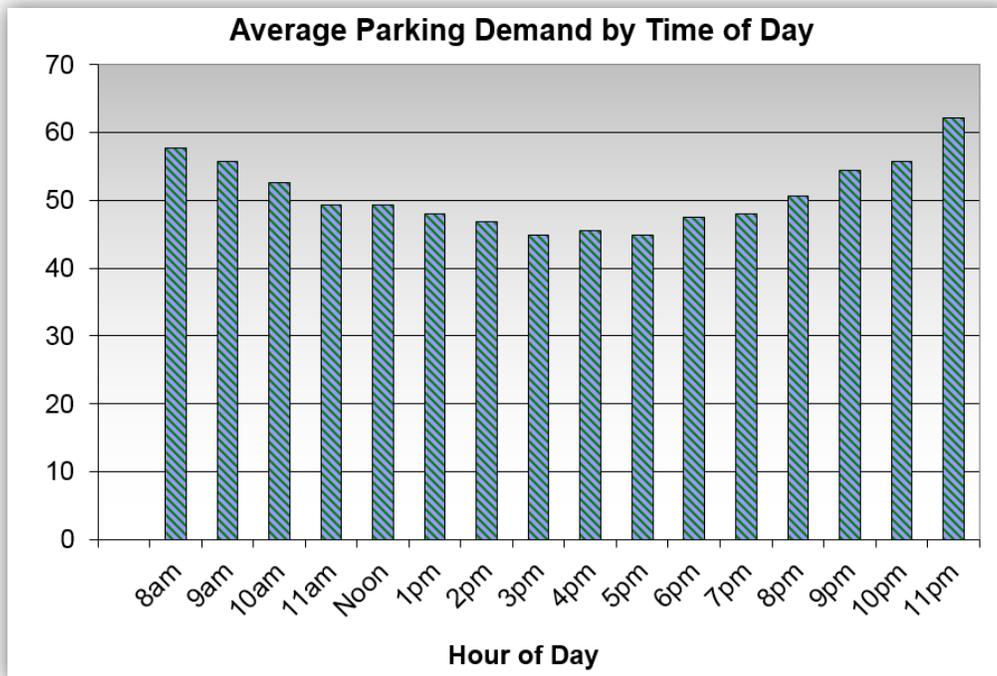


Figure 10 – 72 Room Hotel and Restaurant Parking Demand by Time of Day



PARKING DEMAND CONCLUSIONS

As discussed in the previous section, it is anticipated that future growth and development in the downtown area will cause a parking deficit. Future parking demand was evaluated for the entire district and does not identify hot spots.

The application of an effective parking supply buffer to achieve 85 percent occupancy on a typical weekday would require a maximum of 1,422 spaces. Potential solutions to manage this expected increase in demand are identified in the recommendations section of this report. These spaces include on-street and off-street spaces, either on development sites or in public lots. These spaces should be scattered in Master Plan area within a 5-10-minute walking distance from the destinations.



The City has a thriving downtown, in large part due to its high-end boutiques, retail shops, wine tasting establishments, and restaurants. In addition, patrons and employees currently enjoy free and convenient parking in a well-maintained area close to nearby attractions. The downtown parking district is not isolated from the surrounding portions of downtown. While the shared parking analysis developed in this study primarily focuses on the available supply within the district, available on-street supply is also available on-street just outside of the district. It is anticipated that increased spillover into these areas could occur.

5. COMMUNITY OUTREACH MEETING

The Winters community was invited to attend a public outreach meeting on May 3, 2017 to learn about this study and provide feedback. Approximately 46 community members attended the meeting. Based on an in-meeting poll/survey, comment cards, boards with sticky notes, and one-on-one discussions, the following information was collected:

1. Spaces on Solano side of bridge (City land) should be striped.
2. Improve lighting and signage within the City.
3. Install bike parking on Abbey Street west of Railroad Avenue, on southeast and northeast corners of Main Street / 1st Street intersection, on Railroad Avenue north of Russell Street, in Main Street Village lot, and in Community Center lot.
4. Fix/install sidewalks within the City.
5. Neighborhood problems exist west of Railroad Avenue on Abbey Street, Main Street, and Russell Street.
6. Install more lighting in Railroad Avenue / Main Street parking lot.
7. Parking intrusion into the neighborhoods typically occurs in the afternoon and evenings.
8. There is not enough parking in the downtown area.
9. Diagonal on-street parking is preferred over parallel and 90 degree.
10. Parking time limits and meters (if installed) should be enforced.

Winters Parking Community Meeting Sign In Sheet		
May 3, 2017		
Name	E-mail	Address
1. David McKenzie	davidmckenzie@winters.com	
2. Adria Chavez-Higuera	adria@clothesonfire.com	
3. Tommie E. Henson	tommie@winters.com	
4. Dan Maguire	danmaguire@winters.com	
5. Bob Bell	bob@bellandson.com	
6. Nick Chapman	nchapman918@gmail.com	415 4th St
7. Maggie Burns	maggie.mccord@99@gmail.com	
8. Melanic Bajajian	melanicbajajian@bajajian.net	
9. Sarah K. K. K.	sarahk@winters.com	
10. Sandy Vicky		
11. Bob Wiman	rmccomee@gmail.com	
12. Alicia M. Chavez	aliciachavez@winters.com	
13. Raymond Lopez		1430 1st St
14. Donald P. Benson	94EDW@winters.com	
15. J. B. Benson		
16. Miguel Valdez	mvaldez@winters.com	107 E 11th St
17. Carissa Lewis	carissalewis@winters.com	
18. Shanna Martinez	shanna@winters.com	
19. Chad P. Vally	cpvally@winters.com	208 1st St Apt 1
20. Jeff Buchanan	jeff.buchanan@winters.com	106 2nd St
21. Denise Elrod	teamelrod@gmail.com	205 Main St

The feedback provided at this meeting helped to guide the study findings and recommendations. Russell Street parking utilization was surveyed and included in this study at the request of meeting attendees.



6. SHARED PARKING

Shared parking is the use of a parking facility that accommodates the parking demands of multiple adjacent land uses without preventing each individual use's ability to provide parking for its patrons. The shared nature of this concept reduces the number of parking spaces required for the facility, increases the facility capacity, and utilizes the space more efficiently. Typically, shared parking can reduce parking requirements 10 to 30 percent, depending upon specific conditions.

In this strategy, parking spaces are shared by the group of motorists serviced by the facility rather than parking spaces being assigned to them. In many instances, users of a parking facility arrive and leave at different times, do not stay for as long as other users, or utilize alternative modes of transportation. Ultimately, the demand for parking spaces does not equal the number of users at any given time. For example, a group of 100 residents or a hotel can share between 60 and 80 parking spaces because residents work at different times, complete daily errands at different times, and some may not even own a vehicle. To provide options for patrons, parking spaces may be reserved at a higher price, but shared spaces can be priced at a lower rate (when pricing for parking).

Shared parking can be applied in many situations. It is particularly appropriate where:

- Land values and parking facility costs are high.
- Clustered development is desired.
- Excessive pavement is undesirable¹.

In the "adjacent site approach" to shared parking, the parking demands of the adjacent uses vary by hour, by day, or by season. Due to the variance in peak demand times, the parking facility can adequately serve the demands of adjacent uses with less than the maximum number of parking spaces needed to serve the adjacent on an individual basis in private parking facilities. For example, a small office may need 25 spaces for its employees and the neighboring movie theatre requires 100 spaces. On an individual basis, a total of 125 spaces would be needed for both uses, but because the peak demand periods of the uses vary from weekday to evenings and weekends, the parking facility may be shared between the theater and office with a total of 100 spaces. **Table 12** illustrates variance in peak demand by common land uses.

Table 12: Land Use Peak Demand Variance

Weekday Peaks	Evening Peaks	Weekend Peaks
Banks	Auditoriums/Theaters	Religious Institutions
Medical Clinics	Bars and Clubs	Parks
Offices	Meeting Halls	Shops and Malls
Professional Services	Restaurants	
	Shops	

¹ *Shared Parking, VTPI*

MAXIMUM WALKING DISTANCES

Within shared parking facilities, there is a maximum distance that users are willing to walk to get from a parking space to a destination. Shared parking is confined by this maximum distance. Passing this threshold pushes users to drive to their next destination, thereby surrendering the purpose of a shared parking facility that serves multiple destinations or the “Park Once” trip concept. Such distances are influenced by a combination of factors including the condition of the pedestrian infrastructure, climate, line of sight, safety, and pedestrian barriers. **Table 13** lists the general acceptable distances accepted by destination and user type.

Table 13: Generally Acceptable Walking Distances by Destination and User²

Adjacent (Less than 100 ft.)	Short (less than 800 ft.)	Medium (less than 1,200 ft.)	Long (less than 1,600 ft.)
People with disabilities Deliveries and loading Emergency services Convenience store	Grocery stores Professional services Medical clinics Residents	General retail Restaurant Employees Entertainment center Religious institution	Airport parking Major sport or cultural event Overflow parking

² Shared Parking: Sharing Parking Facilities Among Multiple Users,, *Victoria Transport Policy Institute (2013)*

7. POTENTIAL DOWNTOWN ORGANIZATIONS

PARKING BENEFIT DISTRICT

Parking Benefit Districts (PBDs) are defined geographic areas, which allow for the consolidation of parking management and financing where parking demand and supply can be shared between users and actively managed through a governing body with supporting ordinances for the mutual benefit of the district membership. Parking requirements encoded within municipal zoning ordinances shape the character of transportation and development within that municipality. The collective ability of the City to use zoning and other tools to shape local transportation conditions around shared values and goals will have increasingly economic, environmental and sustainable impacts.

In the past, development and parking requirements were car centric. Cities began to require sufficient accessory parking at each new development — enough to ensure that spaces would almost always be available for anyone who needed one, even if they were overabundant (and often free). This meant building to meet peak demand for free parking at each location. It also meant generating a high level of redundancies between land uses, even for uses within short walking distances of each other. One of the objectives of a PBD is to preserve traditional, relatively dense, mixed-use centers from conventional development requirements for on-site accessory parking facilities.



In addition, effective PBD implementation can provide:

- Formality and permanence to shared-parking resources, allowing developers (and their lenders) to rely upon them to reduce their on-site parking needs;
- Capacity to manage parking demand via centralized control over policies and pricing;
- Capacity to capture and direct parking revenues toward local investments;
- Capacity to manage the design and functionality of primary parking facilities, including facility and access-point location to minimize conflict with predominant automobile, transit, bicycle, and pedestrian traffic patterns;
- More welcoming conditions for customers and visitors — fewer “Thou Shalt Not Park Here” signs throughout the district;
- Re-captured land and redevelopment opportunities, supporting the general tax base;
- Funding mechanisms for capital improvements and maintenance costs; and
- Consolidated parking management to support member businesses.

Over-requiring parking supply can create a number of unwanted effects, including:

- Reducing Infill Development Viability – smaller or awkwardly-configured sites typical of urban centers, as well as historic re-development opportunities in older commercial centers, can present significant challenges to meeting contemporary parking requirements, limiting their re-investment value and encouraging “green field” development instead;

- Discouraging alternatives to auto travel – by promoting free parking, minimum parking requirements put pay-as-you-go modal alternatives like transit at a distinct disadvantage;
- Eroding pedestrian environments – requiring each development to self-park (accommodate all demand on-site) greatly increases the proliferation of driveway-sidewalk intersections and creates large swathes of inhospitable surface parking lots; and
- Adding to the cost of living – by promoting free parking, conventional requirements ensure that parking costs are externalized in higher prices for goods, services, and housing — creating a particularly unfair burden for low-income households and those who do not drive.

Individual land use parking requirements typically result in an oversupply of parking and often stifles new developments, creates adverse neighborhood impacts, and promotes an inefficient use of land. When shared managed parking is implemented, newly available land that is diverted from parking uses can be used to support development pro forma, encourage active lifestyles, increase quality of life, promote mobility, enhance pedestrian safety, and create an environment that respects all stakeholders.

The primary goal of a PBD is to effectively manage an area’s parking supply and demand to support the business activities of the district’s membership and increase the convenience for district visitors. PBDs typically employ a number of parking management techniques to manage parking supply and demand, including but not limited to pooled shared parking supply, issuance of permits, and TDM strategies.

By consolidating the management of parking and sharing in revenue generated by PBDs, member businesses are supported through decreased financial burden of oversupply of parking, enhanced customer experiences, and the provision of district amenities. Financial benefits from a PBD can be used to improve transportation infrastructure, fund operations, parking provision, implement neighborhood parking permit programs, and develop infrastructure that promotes healthy lifestyles, i.e. bike racks, bike lanes, user friendly sidewalks.

FRAMEWORK

To develop the framework for PBD’s a few goals have to be established that will form the basis of the district:

- Create a Parking Benefit District framework for managing parking in the Downtown
- Recommend adoption of performance-based pricing for public parking, on-street and off-street.
- Create a new parking requirement framework for shared-parking in the Downtown
- Phase implementation
- Establish zoning-based incentives for shared parking and demand-management investments
- Protect residential neighborhoods through the implementation of neighborhood parking permit systems
- Do not provide free public parking

The above goals will be established by the following:

- Reduce current requirements, if found appropriate
- Promote a shared parking (i.e., “park once”) focus
- Support local business
- Increase flexibility of standards
- Make standards clear and predictable
- Assess performance
- Identify opportunities for improvement

- Create market incentives to ensure implementation of these goals
- Increase the role of private developers in the provision of publicly-available parking
- Make shared spaces the least expensive for a developer to provide, and excess “reserved” spaces the most expensive to provide.
- The proposed framework must consist of setting baseline ratios for residential and non-residential uses
- Calculate minimum and maximum parking targets that are defined for an abbreviated set of land uses.

TARGETED RANGE

Parking requirements in framework plans are sometimes expressed as a target range in the form of a parking supply minimum and a maximum for each land use, rather than a specific number. A target range affords developers the flexibility to meet business goals and pro forma demands without compromising the goals of the public sector. A parking minimum is set at a level where enough parking supply is provided to avoid externalities like spill-over parking into neighboring districts from occurring. The presence of high-quality transit service, shared use parking facilities, and dense mixed-use environments, among other transportation demand management (TDM) strategies, help support low minimum parking standards. On the other hand, parking maximums should reflect the limit where the parking needs of businesses are reasonably met and additional parking would infringe of the urban design goals of the municipality.

BELOW MINIMUM

If a parking minimum is established, there are certain conditions that allow a developer to build below that minimum number of spaces. This option requires the payment of an increased Parking Benefit Charge that can then be used to provide more public parking elsewhere.

ABOVE MAXIMUM

There are three options for building above the maximum set by the target range, each of which mitigate the impacts of over-supplied parking. To exceed the maximum, a developer or owner may:

Open the increment of additional non-residential parking to public use as part of a shared parking arrangement. This allows for the developer to provide the amount of parking that they desire while offering a supply of shared parking spaces that may be used to offset demand generated by adjacent land uses. “Unbundle” all residential spaces (will allow provision of excess residential spaces only) –separate the cost of parking from the cost of housing, provide the option to rent or purchase fewer (or no) parking spaces to reduce housing costs.

Pay a higher in lieu rate to provide funding for local demand-management investments (transit shuttles, car-share parking, commuter benefits) - developments with on-site supplies in excess of a project’s maximum that are neither shared (non-residential) nor unbundled (residential) will incur a higher cost, with the incremental revenues being directed toward the provision of local transit, car-share parking, commuter benefits, or other parking-demand reduction investments.

FINANCING OPTIONS

A primary benefit of a PBD is the consolidation of parking management and financing. By addressing parking as a district, member businesses can coordinate major policy decisions and infrastructure improvements that would not be possible with each property owner acting independently. California

provides a variety of legal mechanisms for the establishment of a PBD. Financing for these districts is predominantly funded through assessments though other means are possible. The list below provides some examples of parking districts:

LAND USE CLASSIFICATIONS

Effective PBDs often simplify the land use classification of properties to better reflect the district's parking needs. Consolidated land uses simplify regulations, encourage investment, and enhance the effectiveness of shared parking resources. Some example new land uses might include:

- Residential
- General Office
- General Commercial
- Restaurant and Bar
- Hotel

DOWNTOWN PARKING DISTRICT

These are established by the City and use property assessments to fund new construction, pay debt, operations, and maintenance costs related to parking.

PARKING ASSESSMENT DISTRICT

These are established with support of 50 percent of property owners weighted by assessed value to fund improvements within the district. Improvements are typically used to support new development but can be used on existing development if a rational nexus between the improvement and assessment can be established.

BUSINESS IMPROVEMENT DISTRICT

BIDs are a revitalization tool for commercial neighborhoods such as shopping malls and regional business districts that can be established with support of 50 percent of property owners weighted by assessed value and use assessments to fund capital improvements and maintenance of parking facilities as well as district amenities.

BIDs are public/private sector partnerships that promote individual business districts and provide a variety of economic development and promotional services. The Parking and Business Improvement Area Law of 1989 (Streets and Highway Code 36500 et seq.) authorized the formation of a district that provides parking related benefits. The law enables a city, county, or joint powers authority (made up of cities and/or counties only) to establish a BID and levy annual assessments on businesses within its boundaries. Improvements, which may be financed, include parking facilities, parks, fountains, benches, trash receptacles, street lighting, and decorations. Services may also be financed. The law does not allow bonds to be issued by BIDs.

The process of forming a BID is as follows:

1. The city must propose a new district by adopting a resolution of intention and the types of improvements and activities to be financed are specified at this time.
2. Public notice must be provided and a public hearing held.

1. If not protested by a majority of affected businesses, the BID is established and an advisory board is appointed.
2. A BID may assess property according to zones of benefit, in relation to the benefit being received by businesses within each zone. Assessments must be directly proportional to the estimated benefit being received by the businesses upon which they are levied.

PUBLIC/PRIVATE PARTNERSHIPS

Public-Private partnerships provide Cities the opportunity to reduce required parking solution contributions to parking solutions by leveraging the value of the public land to be used. An opportunity study should be conducted, which would evaluate the possibility of allowing private development on a portion of the City's public parking supply in exchange for financial contributions towards the construction of additional parking.



8. ISSUES AND RECOMMENDATIONS

This parking plan touches on many different aspects of the Winters downtown parking system. Ultimately, the focus of this study has been to provide a picture of how parking currently functions in the downtown area, to provide insight into how parking needs may change in the future, and to discuss policy and program options the City could pursue to ensure that parking continues to support the growth and success of the downtown. The following recommendations are targeted towards helping the City develop a parking management strategy for the downtown that aligns goals and policies.

DOWNTOWN ISSUES

The following issues were identified during the study through stakeholder meetings and during analysis of parking conditions in downtown Winters and merits further consideration for the development of future management practices:

- Employees park in prime locations for businesses
- There is insufficient bike parking
- On-street and off-street parking fills up on Friday nights when events occur
- On-street time limit restrictions are not followed by motorists and not enforced by the City
- There are no reserved parking locations for electric vehicle
- There is insufficient street lighting on Abbey Street
- Existing pedestrian connectivity in Downtown could be improved
- A new hotel will be constructed on Abbey Street
- Parking intrusion occurs in some residential neighborhoods from both employees and customers
- There is a perception that there is a shortfall of parking in Downtown

RECOMMENDATIONS

The recommendations in this section seek to holistically improve transportation for pedestrians, bicyclists, and motorists. Recommendations in this chapter address the following topics:

- ***Employee Parking***
- ***On-Street Striping***
- ***Future Parking***
- ***Main Street***
- ***Urban Design and Parking***
- ***Loading and Unloading Zones***
- ***Community Center Parking Lot***
- ***New and Expanded Parking Lots***
- ***Remote Parking Lots for Special Events***
- ***Parking Structure***
- ***Accessible Parking (ADA)***
- ***Signage and Wayfinding***
- ***Revenue and Financing Programs/Options***



- **Residential and Commercial Conflicts**
- **Enforcement Options**
- **Bicycle Parking**

MANAGEMENT BODY

Recommendation: Establish a management body (i.e. BID) to plan and manage parking in collaboration with the City. Management body will be to obtain funding from developers and map parking.

EMPLOYEE PARKING

Employee parking is a key component of downtown area parking requirements since their parking duration is longer than visitors, shoppers, diners, etc. Since employee parking durations are relatively long (~8 hours) in comparison to other downtown user types, it is important that employees park outside of prime locations for businesses. Higher parking turnover in downtown areas equates to economically successful businesses.

Recommendations:

1. **Establish employee parking locations and protocols. The Community Center is recommended for employee parking, as parking occupancy is low at 26% during primary working hours of 7:00am to 5:00pm. By the time the Community Center typically gets busy (after 5:00pm), many employees working standard business hours will have gone home.**
2. **Develop enforcement policies to impose graduated violation fees, which increase with the number of offences for lots and on-street parking.**

Lead Entity: Local employers, Downtown Association, Parking Assessment District, and/or City of Winters.

EVENT/OVERFLOW WEEKEND PARKING

The City of Winters is an active community and tourism destination. As such, special events are held regularly at the Community Center and at various locations in the Downtown District. Additionally, the Downtown Area experiences a lot of visitors on weekends, as well as cyclists during the summer. Parking overflows occur periodically due to downtown events and the influx of weekend visitors and cyclists.

Recommendation:

1. **Establish remote parking locations at Winters High School (WHS), across the creek, and/or at the Mariani lot with shuttle service. An agreement with WJUSD and Mariani (for parking access) should be established.**
2. **Provide valet service and determine a designated valet lot.**
3. **Develop a seasonal (or weekend) valet program for peak seasons and/or peak events.**

Lead Entity: Downtown Association, BID, and/or City of Winters.

ON-STREET STRIPING

On-street parking is a key component of the downtown parking supply. On-street parking in the Downtown Area provides convenient parking to visitors and employees. Residents also utilize on-street parking in

neighborhood areas. However, parklets provide an ideal space for visitors to enjoy the downtown and parklets should be allowed where requested.

Recommendation:

1. **Establish a striping plan and annual budget to improve striping on Elliot Street and Abbey Street.**
2. **As the Downtown Master Plan develops, consideration should be given to diagonal on-street parking which will provide more parking spaces closer to destinations (when compared to parallel parking).**

Lead Entity: City of Winters

ZONING AND DEVELOPMENT STANDARDS

Recommendation:

1. **Adopt clear and strategic guiding principles as formal policies for the operation and management of public parking. This will help establish the City's priorities in developing parking policies, such as who its priority parking customers are and what its responsibility is in providing parking supply to the public.**
2. **Simplify minimum parking requirements for the Downtown.**
3. **Require that all approved parking be made available to the public. This will encourage the sharing of the private parking supply. Private parking should still pay for public spaces through an in-lieu fee.**
4. **Parking requirements for reciprocal uses with shared parking facilities. Clarifying this code section will make it easier for reciprocal uses to apply for a shared parking permit.**
5. **Reduce minimum parking dimensions to reduce the space needed to provide parking, which makes the provided downtown parking more space efficient and cost feasible, when possible.**
6. **On-site and remote parking: Make it easier to provide remote parking which will enable multiple uses to share parking facilities and reduce the total demand for parking spaces.**

Lead Entity: City of Winters

MAIN STREET

Shops and restaurants are located on Main Street as well as a 2-hour time limit for parking (near Main Street Village). Short term (2 hour or less) parking is preferable for business purposes. Based on survey data and field observations, employees (long term parking) typically park on Main Street.

Recommendation: Enforce the existing time limits.

Lead Entity: The City of Winters

URBAN DESIGN

Lighting, signage and wayfinding, bike facilities, pedestrian facilities, and security are aspects of good urban design that should be considered and incorporated throughout the Downtown District. It is important for motorists, pedestrians, and cyclists to feel comfortable while using the City's transportation system.

LIGHTING

Recommendation:

1. **Improve lighting through implementation of a lighting plan in remote parking lots (Rotary Park, Railroad, etc.) and trim trees/hedges. Use City standards and consider LED lighting as well as decorative designs.**
2. **Implement art and landscape where pedestrians will walk or gather.**

Lead Entity: The City of Winters and/or BID

SIGNAGE AND WAYFINDING

Wayfinding recommendations are proposed to make parking easier to find, thus alleviating the congestion caused by drivers looking for parking spaces. Wayfinding should also be provided for attractions and as part of the gateway and public space improvements. It is important that once people park their vehicles, they can easily determine the route to walk, bike, etc. to their desired destination.

Recommendation:

1. **Review existing signage and wayfinding to parking and businesses to determine effectiveness, ease of reading/understanding, consistency, etc. Signs should be easily read by motorists, pedestrians, and bicyclists.**
2. **Implement end-user technologies, such as a mobile-responsive website or text-message maps, to enhance wayfinding in the Downtown,**
3. **Explore the feasibility of implementing a variable message sign-based parking guidance system, in the Downtown from CR 89 (Railroad Avenue) and SR 128 (Grant Avenue).**

Lead Entity: City of Winters and Downtown Association.

BIKE FACILITIES

Within the Project limits, there are limited existing bicycle parking facilities and much of the Downtown has limited street right-of-way width between the storefronts of historic buildings. Bike parking could be allocated in existing parking spaces.

Recommendation:

1. **Install bike parking at the following locations:**
 - a. **Abbey Street west of Railroad Avenue**
 - b. **Southeast and northeast corners of Main Street / 1st Street intersection**
 - c. **Railroad Avenue north of Russell Street**
 - d. **Main Street Village lot**
 - e. **Community Center lot.**
2. **Consider installing bike corrals, which replaces a single 22-foot parking space and can provide enough space for seven U-shaped racks (approximately 14 bike parking spaces).**
3. **Replace existing bike racks on Main Street in front of Steady Eddy's artistic bike racks.**
4. **Include requirements or incentives for showers and clothes lockers in new commercial developments to encourage bicycle commuting.**
5. **Bike parking should be part of the overall parking supply at up to 10% of all parking spaces.**

6. Continuously monitor bike demand.

Lead Entity: City of Winters



Figure 12 – Bike Rack Examples

PEDESTRIAN FACILITIES

Pedestrian oriented design includes locating pedestrian amenities such as sidewalk landscaping, street furniture, and seating areas on the site of parking structures, which can strengthen the pedestrian realm and improve linkages to other areas of Downtown. In addition, the creation of paseos (such as the existing paseo on Railroad Avenue and Main Street) and open space between buildings (and new parking structures) can maintain the small-grain scale and form of Downtown.

Sidewalks are provided throughout the downtown area, but several street segments have sidewalk on only one side and there are some segments with no sidewalk on either side—especially on streets outside the core corridors of Railroad Avenue and Abbey Street. Some sidewalks are in need of maintenance, and some sidewalk widths may not be adequate for pedestrians to move comfortably and avoid obstacles, especially pedestrians in wheelchairs.

Curb ramps exist at many intersections in the downtown area, but are not compliant with current ADA standards. Some ramps are not flush with the street pavement and other ramps do not align with the pedestrian path of travel across the street.

Recommendations:

1. Repair existing sidewalks throughout the Downtown.
2. Install new sidewalk at the following locations:
 - a. Abbey Street between 1st Street and Railroad Avenue

- b. Railroad Avenue south of Abbey Street
- 3. Install ADA compliant sidewalk and curb ramps throughout the City.
- 4. Consider restriping crosswalks at the following intersections:
 - a. Abbey Street / 1st Street
 - b. Abbey Street / Railroad Avenue
 - c. Abbey Street / Elliott Street
 - d. Edwards Street / 1st Street
 - e. Edwards Street / Railroad Avenue
 - f. Main Street / Elliott Street
- 5. Use warning signs or barriers to discourage jaywalking.
- 6. Provide pedestrian crosswalks at all legs of downtown intersections.

Lead Entity: City of Winters and/or BID.

EMPLOYEE SECURITY

Lead Entity & Implementation: The Downtown Association should hire a security firm for Downtown security, which is anticipated to provide security guards and video surveillance, if needed.

ACCESSIBLE PARKING

The Americans with Disabilities Act (ADA) is a civil rights law which requires that buildings and facilities that provide goods and services to the public, must be accessible to individuals with disabilities. As such, ADA compliant parking and pedestrian facilities (sidewalks and ramps) are important aspects of modern transportation systems. Based on observation, some locations within the City provide insufficient ADA parking on Main Street.

Recommendation: A striping plan should be established for the Downtown area. ADA spaces should be installed and existing spaces should be re-striped where needed.

Lead Entity: The City of Winters and/or BID.

LOADING AND UNLOADING ZONES

Commercial deliveries regularly block streets and parking areas.

Recommendation: Loading and unloading zones, alley delivery locations, and time of day delivery management should be communicated to local businesses and restaurants.

Lead Entity: The Downtown Association and businesses

COMMUNITY CENTER PARKING LOT

Entrances into the Community Center/Rotary lot currently exist on Main Street and Elliott Street. An exit also exists on Railroad Avenue.

Recommendation: To improve parking lot access and circulation in the area, a new driveway with entrance and signage should be installed on Railroad Avenue.

Lead Entity: The City of Winters

NEW AND EXPANDED PARKING LOTS

Parking demand is generated by land uses. Businesses, restaurants, residences, etc. generate trips and parking demand. Therefore, as the new development that is planned within the City occurs and new buildings are built, it is anticipated that there will be a need for the existing parking supply to be expanded.

Recommendations:

1. **Establish a Downtown Parking District, develop a financing plan for purchase and maintenance of new parking, conduct PD advisory vote, and conduct PD final vote. File assessment. Expand downtown parking lots, use Mariani lots, Winters High School lot (WHS), and/or the Martinez property across creek.**
2. **As new development is constructed and parking demand increases, additional parking spaces and solutions should be supplied. Review existing parking standards including re-evaluation of “shared parking” with review through the Downtown Association and Planning Commission. Valet parking plan and remote lots will be established.**

Lead Entity: The City, Parking District, Downtown Association, and WJUSD

REMOTE PARKING LOTS

Remote lots are often used in communities to service overflow parking due to peaks and events.

Recommendation: Develop a plan (may include valet) and shuttle system for transportation to remote parking lot locations.

Lead Entity: The City, Parking District, and Downtown Association



PARKING STRUCTURE

Parking structures, also known as parking garages, can provide a relatively high number of parking spaces relative to the structure’s footprint. However, construction of parking structures is significantly more expensive than construction of surface lots. It is anticipated that future development within the City will cause parking demand that cannot be met with existing on-street and off-street supply.

New parking structures should be designed to not impede circulation flows in Downtown. During the site selection process, the greater locational impacts of parking structures on vehicular circulation should be considered.

Recommendation:

1. **Develop a plan and financing program for the construction and maintenance of a downtown parking structure. Advisory and final PD votes should be conducted and an assessment filed.**
2. **New parking structures should not impede circulation flows in Downtown. During the site selection process, the greater locational impacts of parking structures on vehicular circulation should be considered. Ensure that new parking structure is easily found close to arterials and highly visible with well-designed signage that can enhance the image of Downtown. Surface retail parking in new parking configurations should be located facing stores. This allows for easier customer access to stores and better serves retailers. Existing service and delivery access can be maintained by creating loading zones.**

Lead Entity: The Parking District

REVENUE

The City does not currently provide paid parking. Meters, paid lots, and/or a paid parking structure would provide the City with revenue for enforcement and maintenance if implemented.

It is currently free. Paid parking lots can also be provided for use by building owners and then they would have to pay an in-lieu fee for the public parking facilities instead of requiring private off-street parking for each property. This can occur even if the public parking is free, but is not recommended. On-street parking is considered one of the better shared public parking options because of its accessibility. Due to its convenience, on-street parking may need to be regulated through payment or restricted for parking demand management in high-demand areas.



To determine the minimum number of parking spaces for a shared facility:

- Determine the minimum amount of parking required by each proposed “user” of the shared facility by time period,
- Sum all of the required parking spaces by time period for each proposed user, and
- Set the minimum required parking spaces for the shared parking facility at the maximum total across all time periods.

PAID PARKING

It is not recommended to implement paid parking; however, parking management and payment of in-lieu fees should support the parking management plans.

Lead Entity: The City of Winters and Parking District

FINANCING MECHANISM

Recommendation: Develop fees or an assessment district to fund recommended improvements and maintenance of parking through establishment of Downtown Parking District, developed financing plan, advisory and final PD votes, and filing of assessment.

Lead Entity: The City, Parking District, and Downtown Association

RESIDENTIAL AND COMMERCIAL CONFLICTS

Due to the difference in parking demand duration, conflicts between residents and commercial uses can become an issue. Motorists prefer to park as close to their destinations as possible to optimize for walking distance, personal safety, vehicle security, and travel time. Some Winters businesses are located near residences and as such, on-street parking is shared between the two. Additionally, business employees often wish to park close to their places of work.

Recommendation: Issue parking permits, install signs in residential areas, establish parking zones, and assign timed parking an implementation plan, monitoring, and annual budget for maintenance.

Lead Entity: The City of Winters

ENFORCEMENT

The City of Winters currently does not enforce posted parking time limits. Parking restrictions can be enforced by hiring a parking compliance officer that conducts manual chalking from a Segway and follows up with regular enforcement rounds. Parking citations would be issued via a handheld device or handwritten tickets. The downside to this method is that potential violators could be able to anticipate enforcement rounds and move their vehicles. Utilization of technology is an option that could make enforcement less predictable, less labor intensive, and more targeted, which would lead to greater compliance.

Magnetometer and radar based sensors are the major types currently being used in enforcement and could be paired with a graduated fine program and an integrated hotlist of repeat offenders. Ultimately, the implementation of enforcement technology could make the downtown shopping and dining experience more friendly and convenient.

Recommendation:

- 1. Implement enhanced enforcement of time limits.**
- 2. Ensure that parking time limit enforcement restrictions are consistent with signage.**
- 3. Increase fines to the legal limits.**

Lead Entity: The City of Winters

ELECTRIC VEHICLE PARKING

The City of Winters does not currently have any electric vehicle charging stations, however, with the increase of electric vehicle usage throughout California and the US, motorist demand for charging stations is increasing. Many communities have implemented, or plan to implement charging stations.

Recommendation: Implement electric vehicle charging stations.

Lead Entity: The City of Winters

9. FINANCING PROGRAMS

The following summarizes potential financing mechanisms for parking improvements and additional parking supply within the parking district.

IN-LIEU FEE PROGRAM

The cost of providing, operating and maintaining parking is expensive. One option to address these costs is to have an in-lieu fee mechanism, which would provide property owners the option of paying a fee to the City in-lieu of providing the required amount of parking on site. The in-lieu fee would be based on the number of parking spaces required.

In-lieu fee programs require balancing the cost of fees and the City's policy goals. An in-lieu fee program can discourage development if the costs are too high. Similarly, setting the costs too low can impede the City's ability to provide adequate parking.

The specifics of an in-lieu fee program depend upon what the City's goals are for new development and the need for the construction of new spaces. To effectively use in-lieu fees to support the development of parking, the fees must be low enough that developers are willing to pay, but high enough that it is a significant source of funds towards new parking spaces. Some cities have mandated that new development must participate in the program, as they don't allow new on-site parking. This is very effective where parcel sizes are small and on-site parking is not practical.

METHOD OF COLLECTION

Parking in-lieu fees can be collected by either charging a lump sum payment or an annual fee. The decision of lump sum or annual fees is dependent on several factors including:

1. Expected future development patterns
2. Land use mix
3. Policy goals
4. Expenditures allowed; and
5. Whether the fee is charged to tenants or property owners.



In-lieu fees can be difficult to manage for small businesses and restaurants as they may have difficulties making a full lump sum in-lieu fee payment, which may deter new business. Therefore, allowing payments in installments may be the best option. If the fee is charged to tenants, it may be riskier to charge the in-lieu fee annually because of the potential that they could break the lease and sever the cash flow. In the case of purely new developments that have longer tenancy types, the goal of an in-lieu fee program would be to raise funds for parking construction, maintenance, and management. For these situations, a lump sum payment would be the best approach as it provides funds for the City's immediate use.

PARKING REVENUES

If Downtown businesses are not willing to pay assessments or the full amount needed through the BID, and/or in-lieu fees do not raise a significant enough revenue stream, then paid parking is the preferred option to raise revenue to close the funding gap for parking improvements.

10. PARKING GARAGE/STRUCTURE INFORMATION

A parking garage (parking structure) is an option to add additional public parking supply in the downtown area. This analysis draws upon information from previous studies conducted in California as well as recent parking structure construction cost information for the Bay Area.

COST OF PARKING CONSTRUCTION

The cost of supplying parking either in an above ground structure, below grade lot, or as part of a mixed-use development is dependent on many variables. Enclosed and underground structures have major construction and operating expenses, because they must be ventilated. The following bullets describe the cost variables associated with providing structured or underground parking.

- **Planning and Design Costs**
 - Planning and design costs can include initial demand and planning studies as well as surveying and soils engineering and architectural and structural engineering fees.
- **Land Acquisition Costs**
 - Land costs include the cost of acquisition as well as the costs of securing any easement or additional property necessary to build the parking facility.
- **Construction Costs**
 - Construction costs include demolition and site preparation, basic construction costs, and additional costs for improved architectural finishes and landscaping. Construction costs include contingency costs, contractor's overhead, and cost escalation during the course of construction. Actual construction costs will vary depending on the facility's location, size, whether it is below or above grade, and how many levels it has. The level of aesthetic finishes on the exterior of a parking structure can also significantly increase construction costs.
- **Financing Costs**
 - Financing costs will vary depending on the construction financing mechanism, but can include legal fees, the cost of securing and repaying bonds, and construction loan interest.
- **Equipment and Furnishing Costs**
 - Equipment and furnishings provided within the structure may include barrier gates, elevators, ticket spitters, and payment stations. These items can cost up in the hundreds of thousands of dollars and can affect both the initial cost of a parking facility as well as upkeep and maintenance costs.
- **Maintenance and Operation Costs**
 - Maintenance and operation costs include cleaning, lighting, maintenance, repairs, security, landscaping, fee collection, enforcement, insurance, labor, and administration. Typical costs per space can range from \$300 for basic maintenance of a surface lot to as high as \$1000 per space for a facility with attendants and additional security and lighting needs.

These studies examined the cost of providing additional parking to existing lots and/or garages, the cost per space (hard cost only) are provided in **Table 14**. It is important to note that these are not actual cost estimates for the City of Winters and are given to provide insight into the costs of parking construction only.

Table 14: Parking Structure Construction Cost Estimates

Facility Structure Type	Cost Per Space (Construction Cost Only)
Surface Lot	\$6,000 - \$9,000
Above grade open parking structure (3-4 levels)	\$20,000 - \$28,000
Above grade ventilated parking structure (3-4 levels)	\$24,000 - \$35,000
Below grade ventilated parking structure (2-3 levels)	\$42,000 - \$58,000

Sources : Los Altos Parking Supply Analysis (2013), Burlingame Parking Structure Analysis (CDM Smith, 2013), Mountain View Downtown Parking Study (2011), Watry Parking Garage Estimator.

11. CONCLUSIONS

TO BE COMPLETED AFTER REPORT IS REVIEWED.

12. REFERENCES

TO BE COMPLETED AFTER REPORT IS REVIEWED.

APPENDIX

A. DATA SHEETS

B. OVERVIEW PRESENTATION: KH – 5-3-2017

C. DATA PRESENTATION: PH – 5-3-2017

D. EMPLOYER SURVEY