



Downtown Windsor Parking Study

FINAL

February 2020



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1 INTRODUCTION



WHY STUDY PARKING?

Windsor's last parking study was conducted in 2009. The parking study put forth recommendations related to parking management, code/requirement updates, and Transportation Demand Management (TDM). Since then, the Town has continued to build upon their policies to support their overall vision and address these issues. The toolbox that the town is considering has expanded, particularly in the realm of specific TDM strategies.

The Town of Windsor adopted the Windsor Station Area / Downtown Specific Plan in 2013, which, as described in more detail in the following section, is the reigning document for parking requirements. Since the adoption of the Specific Plan, the Town has undertaken a number of studies including a Civic Center Visioning Plan, Complete Street Design Guidelines, a Bicycle Pedestrian Master Plan, a Windsor Trails Study and Connecting 101 Ped Bike Study that further develop and complement the parking and transportation (TDM) goals. These studies demonstrate that the Town of Windsor has been and continues to be progressive as it relates to parking policy and multimodal access.

A number of common themes related to parking have consistently appeared in the Town's planning documents overtime, including limited connectivity within Windsor and to the surrounding areas, a lack of convenient parking during events on the Town Green, and overall perception of limited parking supply in the downtown. A review of these documents also highlights that the Town has been strategically planning for the impacts of the Sonoma-Marín Area Rail Transit (SMART) system, which is expected to begin service to Downtown Windsor by late 2021 or early 2022. Specifically, the Town has been strategizing about how to accommodate and actively manage commuter parking and the potential for TDM policies as they relate to mode shift.

Overall, the success of Downtown Windsor, a place priding itself as a unique neighborhood in California's Wine Country that attracts residents, visitors and employees has also continued to attract new demand for development. With future infill growth coming into Downtown Windsor alongside new high-capacity transit service, Downtown Windsor wishes to continue the success without repeating the mistakes of other destinations which failed to respond to current discords while anticipating future congestion and demand related to the built environment. As a result, the timing of the Town of Windsor's decision to revisit the often-contentious issue of parking is opportune.

PLAN PURPOSE

Parking is about more than the act of finding a space to park a vehicle. It is tied to concerns regarding economic development, the overall availability of transportation in the area, and the conditions with which land can be developed and redeveloped. This study is the culmination of multiple in-depth profiles and technical memoranda devoted towards understanding the past, present and future context of all of these factors.

PLAN PROCESS

Public and Stakeholder Outreach

A public involvement process for the study was designed to accomplish several objectives:

- To seek input on parking issues in the community

- To use stakeholder input for the development of goals and guiding principles
- To share findings of analysis during key points of the study and
- To share preliminary parking management strategies

The public involvement effort was broken into several elements:

- Stakeholder meetings (4)
- Public workshops (2) and
- A Community Survey on parking issues

The results of this outreach are summarized in Chapters 2 and 3.

Planning Research

To gain a greater understanding of the existing parking, transportation, and land use contexts particular to Downtown Windsor, the following sources were consulted:

- Downtown Parking Planning Study (2009)
- Windsor Station Area / Downtown Specific Plan (2013)
- Town of Windsor 2040 General Plan (2018)
- Connecting Central Windsor (2018)
- Windsor Civic Center Visioning Plan (2017)
- Old Red Going Green (2008)
- Complete Street Design Guidelines (2013)
- Windsor Bicycle and Pedestrian Master Plan (2017)
- Class I Bicycle and Pedestrian Trails Study (2018)

Additional quantitative research on travel flows and demographic characteristics of people in Downtown Windsor was conducted using the following sources:

- Sonoma County Transportation Authority (SCTA) Travel Model (2010)
- U.S. Census American Community Survey (2017)

The results of this particular quantitative research are summarized in Chapter 3 (and detailed findings will be in Appendix A).

Parking Data Collection

The purpose of this data collection was to illuminate the typical reality of Downtown Windsor's parking demand across the course of multiple dates and timeframes.

On a bi-hourly basis from 10 AM to 8 PM on Saturday, October 27 (**Weekend**) and Tuesday, October 30, 2018 (**Weekday**), data collectors counted the number of cars parked in Study Area facilities. During the weekday from 10 AM to 8 PM, duration/length of stay counts were also conducted. These counts (sometimes called "turnover" counts) measure the average duration each vehicle parked (in hours) within selected facilities, predominantly focused on the Core area.

Additional counts were made on an **Event** date of September 6, 2018 and a comparative **Baseline** date of September 21, 2018. Both counts were made using video and photo documentation provided to Nelson\Nygaard by the Town of Windsor. The counted facilities for event parking occupancy, were predominantly focused on the Core area and totaled 589 parking spaces.

Key findings from this data collection were presented to the community on April 8, 2019 and are summarized in Chapter 3 (and detailed findings will be in Appendix B).

Parking Demand Modelling

To understand future growth, and its impacts on parking in Downtown Windsor, this study used a shared parking model to conduct a detailed parking demand analysis. The model is based on national standards and methodologies, but it also incorporates local data to better account for Downtown Windsor's unique land use pipeline.

A summary of the key insights to be taken from this modelling effort is in Chapter 4 (and detailed findings will be in Appendix B).

2 PARKING STUDY GOALS AND PUBLIC INVOLVEMENT



STAKEHOLDER MEETINGS

Nelson Nygaard attended meetings with four stakeholder groups on November 30th and December 6th:

1. Large Employers (Public and Private)/Employees, Residents
2. Developers, Business Organizations
3. Economic Development – (Councilmembers, Chamber of Commerce, Parks & Recreation Department, Community Development Department)
4. Town Staff - Public Works, Police, Parks and Rec, Windsor Fire

The purpose of these meetings was to gain input on existing parking issues in Downtown Windsor and seek ideas on goals to guide the development of the study. As part of the meetings, stakeholders were asked to comment on the qualities that they liked the most about Downtown Windsor to help us understand how they balance priorities. When asked what they were hoping to get out of the parking study, these were the categories that rose to the top.

- *Keep Windsor a friendly place to visit.* It's important to remember why people visit Downtown Windsor - for the shops, Town Green and events. Parking is incidental and should not impact the overall visitor experience.
- *Alleviate congestion in the downtown.* There is a desire to identify approaches and solutions to parking and traffic congestion due to events and regular downtown business activity.
- *Support/anticipate continued growth.* Windsor has been experiencing significant growth and anticipates that to continue. The plan should be able to estimate the impact of projected growth and develop solutions to support the Town's vision.
- *Incorporate multimodality and educate the public about the benefits/trade-offs.* Windsor has a walkable downtown but suffers from a disconnected bike grid and barrier to east-west pedestrian connectivity from US 101. The plan will stress the importance of these connections to increasing alternative mode share.
- *Incorporate forward thinking micro-mobility solutions.* The area of micro-mobility has been evolving rapidly in the past 2-years. The plan will include strategies to help the town embrace micro-mobility (scooter, bike share, ride-hailing) solutions, while finding the right fit for the community.
- *Support/Integrate stakeholder and user accountability.* All users of the downtown parking system contribute to the current state of the system, it is therefore incumbent upon the plan to assign/integrate accountability by user group into the plan outcomes.
- *Right size land and resources committed to parking.* There is a strong feeling that there is not enough parking, but there is an equally strong feeling that downtown Windsor is a special place with a strong sense of community. The plan will consider this balance as it develops strategies to balance existing and future parking demand.
- *Manage parking appropriately/more efficiently.* There is currently no parking management system of any kind in Downtown Windsor. The plan will consider strategies that encourage a more efficient use of the existing parking system.
- *Develop an educational tool for the community.* The most effective parking management plan is one that is straightforward, and the community understands. The plan will provide approachable learning opportunities and materials and prepare staff to be public ambassadors for the plan.

- *Look at financial mechanisms to fund downtown parking improvements.* A parking program must be managed with an understanding of fiscal impacts, otherwise it will be a drain on Town resources.

STUDY GOALS

Given the goals discussed by the stakeholders, the following guiding principles were advanced:

- Priority user of parking is the customer that uses downtown to shop, dine, and recreate
- Make downtown accessible to all users via multiple travel modes
- Assure that downtown stakeholders are involved in decisions about parking policy
- The parking system is a facet of economic development
- Manage parking system with an understanding of fiscal impacts
- Parking is a whole system (On+ off Street)
- Make parking user friendly
- On street parking is a finite resource

PUBLIC WORKSHOPS

Nelson Nygaard presented at two public workshops on April 8th and October 17th 2019. The purpose of the meetings were to present the findings of the parking demand analysis, seek input on parking issues and to share preliminary parking management strategies. More detailed community feedback is provided in Appendix B - Public Meeting Summaries and Notes.

Meeting #1, April 8, 2019

The April meeting consisted of a presentation of data, an interactive open house/poster session with the consulting team, and a community survey. A total of 24 community members attended the meeting. Attendees mostly worked in downtown (57%), the remainder (43%) identified as downtown residents or visitors.

Conversations with community members during the interactive activities illuminated several concerns, including:

- The impact of SMART train on the Downtown,
- Long-term parking by residents and employees and the need to manage,
- The impact of future development on parking (hotels, etc.) in the Downtown.
- Finally, events on the Town Green were highlighted as a major issue.

While the discussion in the community meeting centered around the need/desire for 3-hour public parking, survey respondents indicated that most trip purposes need less than 2-hours. “Trip chaining,” or multiple trips linked together in one drive, often leads to the need for longer parking duration (e.g. a trip that includes driving to shopping, a restaurant, and personal care).

Figure 1 April 8th Public Workshop



Most respondents were comfortable parking up to 2 blocks away from their destination, while about 30% prefer to be 1 block or closer.

Meeting #2, October, 17, 2019

The October meeting consisted of a presentation of proposed parking management strategies and a question and answer session with the consultant team. A total of 18 community members attended. The consultant team reviewed high level study findings and tied them to a series of parking management strategies that linked to goals the community was hoping to achieve. Key Questions, concerns and feedback that were voiced by the community included:

Concerns & Questions

- Concern about the impact of SMART and the impact of future developments on parking in the downtown
- How should events be managed and what would happen to time limited parking?
- How will employees be impacted and/or accommodated in the plan?
- What will be the hours of enforcement? Will reparking be allowed?

Policy Support

- Community members expressed a need for better parking signage to support the plan
- TGVA is open to shared parking and working with the town on enforcement
- Community expressed support for 3-hour parking limits, 7 days/week.
- Community members understood that time limits should immediately be able to relieve current parking issues for people who need to park less than 3 hours (i.e. most downtown visitors)
- Community understood that employees will be guided towards outer areas without time limits; opportunities to partner with Town Green Village Association (TGVA)

3 KEY FINDINGS IN DOWNTOWN WINDSOR



TODAY'S PARKING SUPPLY

Figure 2 Windsor Parking Inventory



Sources: Town of Windsor, Wiltec, ESRI

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Town of Windsor

As of the time of data collection, Downtown Windsor's study area contains a total of 1,949 spaces. The cumulative footprint of these parking spaces is estimated¹ at 311,840 square feet or 7.16 acres – the equivalent of over 5 football fields.

Of the entire parking inventory (Figure 3), 58% of spaces are restricted in customers, tenants, or employees of a specified land use. The majority of these restricted spaces are located within Zone 2, which includes Bell Village and Staubli parking lots (see Figure 2 for a map locating zone boundaries). Additionally, approximately one-third of the parking inventory in Downtown Windsor is located on-street. The majority of these spaces is located in Zone 1, where the future SMART station will be located.

Figure 3 Summary of Parking Inventory

Space Type and Zone	Publicly Available Parking Spaces	Restricted Parking Spaces*	Total Spaces
Zone 1 On-Street	238	39	277
Zone 2 On-Street	259	0	259
Zone 3 On-Street	112	0	112
Total On-Street	609	39	648
Zone 1 Off-Street	164	113	277
Zone 2 Off-Street	0	835	835
Zone 3 Off-Street	168	21	189
Total Off-Street	211	1,090	1,301
Total Parking Inventory	820	1,129	1,949

*Restricted to: Customers, Tenants and Employees

WHEN/WHERE FINDING PARKING BECOMES CHALLENGING

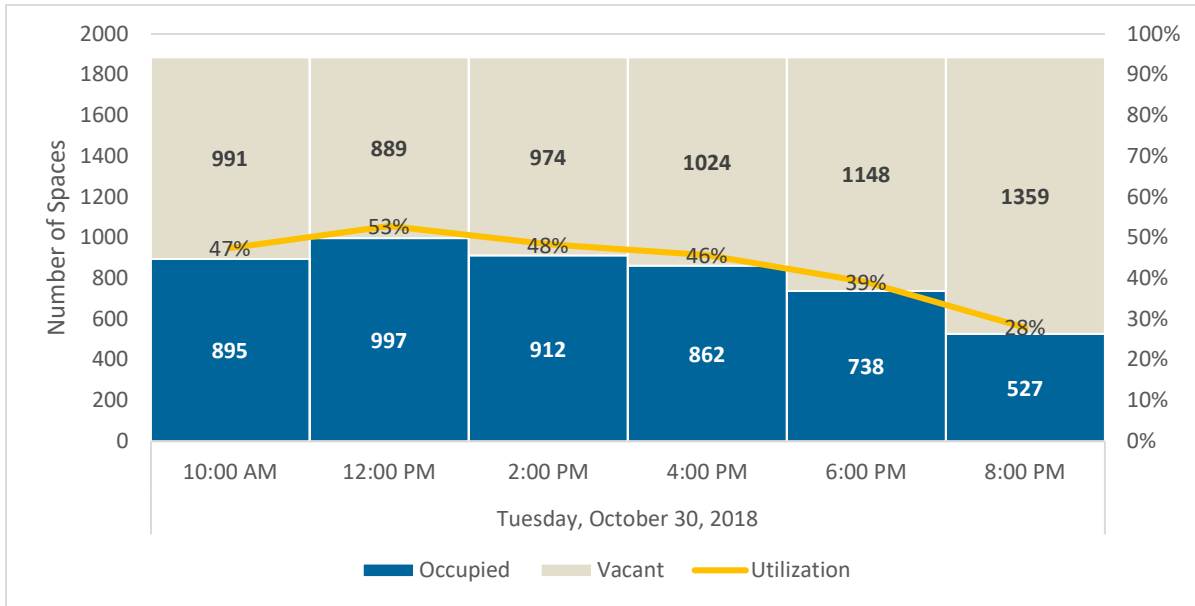
WEEKDAY

In the Total Study Area, there are 1,949 spaces. At peak on a weekday (12 PM), 53% of the parking supply is utilized, as shown in Figure 4. Off-street and on-street parking facilities show similar levels of utilization on weekdays, with 54% and 50% utilization, respectively.

¹ Assuming each space is 8 feet wide by 20 feet length.

Downtown Parking Study Report
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Figure 4 Total Study Area Parking Utilization – Weekday



OPTIMAL PARKING UTILIZATION DEFINED:

Parking facilities tend to operate most efficiently when they are mostly, but not completely, full. Around **90% utilization is a conservative benchmark for optimal efficiency for off-street facilities**, while **85% is an optimal rate for on-street facilities**.

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Morning: Parking demand is roughly half-full throughout the morning, with an uptick in the core area, particularly at Staubli, the Library, and McClelland east of Market.

Figure 5 Weekday Morning Parking Occupancy



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Afternoon: The weekday peak for both the entire study area and the core occurs at 12:00 PM, with 53% and 71% utilization respectively. Even though this is “peak” utilization, there are still approximately 182 available parking spaces in the core area. Although lots like Bell Village and TGVA approach optimal utilization, only Staubli surpasses 80% during this peak period.

Figure 6 Weekday Afternoon Parking Occupancy



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Late Afternoon: On-street parking in the core of Downtown experiences an uptick in demand at 6:00 PM, while the rest of the study area continues to steadily decrease in demand throughout the entire afternoon. This rise in demand is most pertinent along McClelland Drive and Duvander Lane. The vast majority of all off-street lots are less than 60% full.

Figure 7 Weekday Late Afternoon Parking Occupancy



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Evening: There is more than sufficient capacity all throughout Downtown Windsor at 8:00 PM. For the first time all day, the restricted residential spaces at Town Green Village surpass 60% utilization.

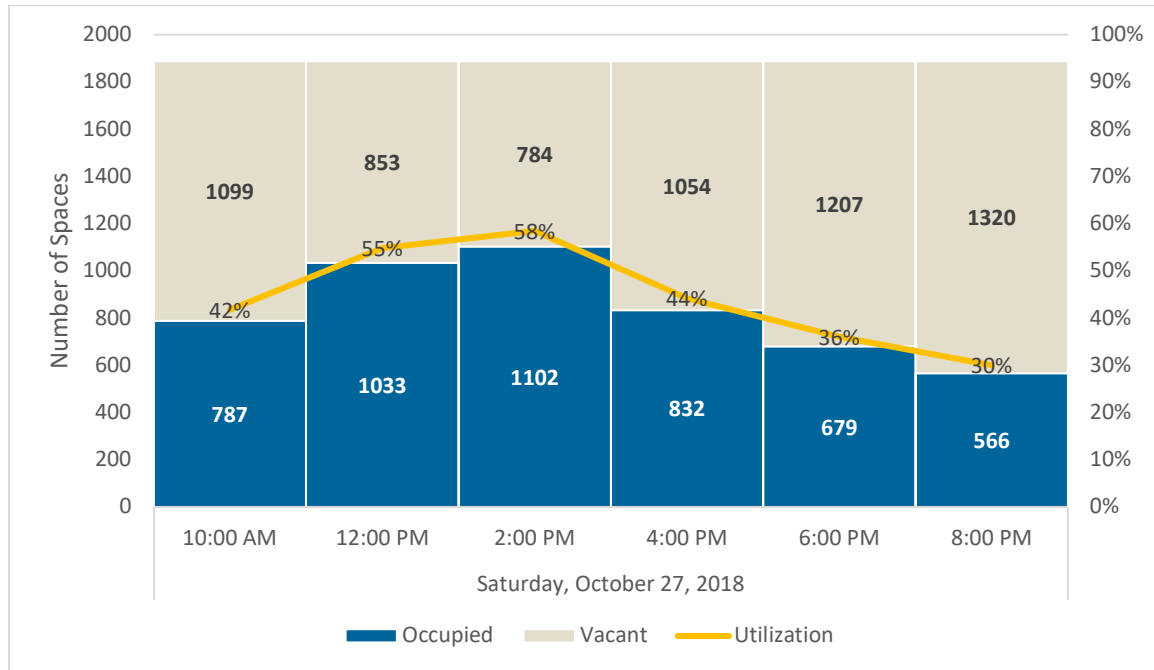
Figure 8 **Weekday Evening Parking Occupancy**



SATURDAY

On weekends, parking utilization significantly increases, to 58% overall at the peak of 2 PM. On-street parking saw 70% utilization, while off-street parking facilities typically saw lower utilization of 53%.

Figure 9 Total Study Area Parking Utilization - Weekend



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Morning: A majority of McClelland Drive's segments were at least 60% occupied at 10 AM, while the majority of off-street lots were less than 60% full. This reveals a disparity in high demand for publicly available on-street parking proximate to the “front door” of many central locations in Windsor, and the low demand for off-street lots which are inconsistently available to the general public. Notable exceptions to these Saturday morning trends include the public Library parking lot already at 89% utilization, and the core on-street segments along Johnson Street, which were about 40% full.

Figure 10 **Weekend Morning Parking Occupancy**



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Afternoon: The daily peak occurred at 2:00 PM on Saturday afternoon, a utilization figure which also exceeded weekday rates. Very high utilization permeated on blocks extending from the intersection of Windsor Road and McClelland Drive. Duvander Drive, Old Redwood Highway, and the Library lot were also hotspots of activity surpassing 90% utilization. Meanwhile, Johnson Street to the south had more widespread availability of parking, along with Bell Village. A private lot accessible from Windsor River Road and Market (including River Church) had very substantial availability; this contrasted with the immediately adjacent street parking.

Figure 11 Weekend Afternoon Parking Occupancy



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Late Afternoon: Available on-street parking surrounding the intersection of Windsor and McClelland continued to be very sparse through the afternoon, but by 4 PM, many of the lots became less crowded. The most utilized lots at this time were the Library (81%) and Staubli's (64%).

Figure 12 Weekend Late Afternoon Parking Occupancy



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Evening: By 8:00 PM, the busiest block on McClelland was between Duvander and Honsa, but at the optimal rate between 80 and 89%. The only blocks which exceeded optimal rates were Windsor Road just south of McClelland and Johnson just east of Conde. The core area's streets still had 152 vacant spaces (47% utilization).

Figure 13 Weekend Evening Parking Occupancy



SPECIAL EVENTS

During special events, such as the *Summer Nights on the Green* concert series held on the Town Green, parking utilization increases significantly above the weekday baseline, going from 37% to 75% overall (see Figure 14). On-street parking becomes functionally full during special events, with utilization of about 98%. Off-street parking is also heavily utilized, with 62% utilization. These high rates of utilization result in overflow parking demand that frequently spills over onto neighboring residential streets outside of the Total Study Area.

Figure 14 Baseline and Special Event Parking Utilization – Total Study Area

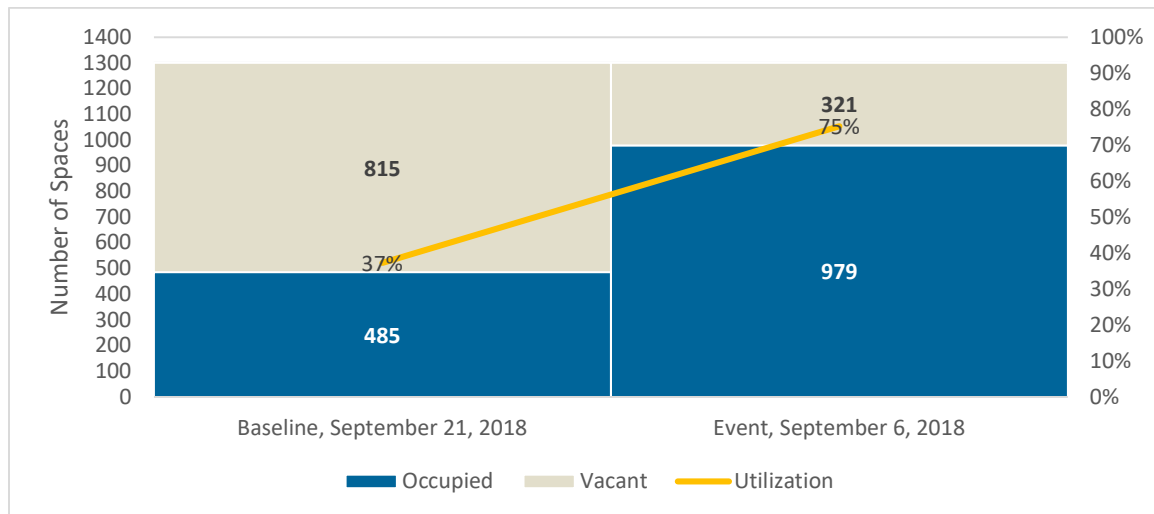


Figure 15 Example of Overflowing On-Street Parking Demand



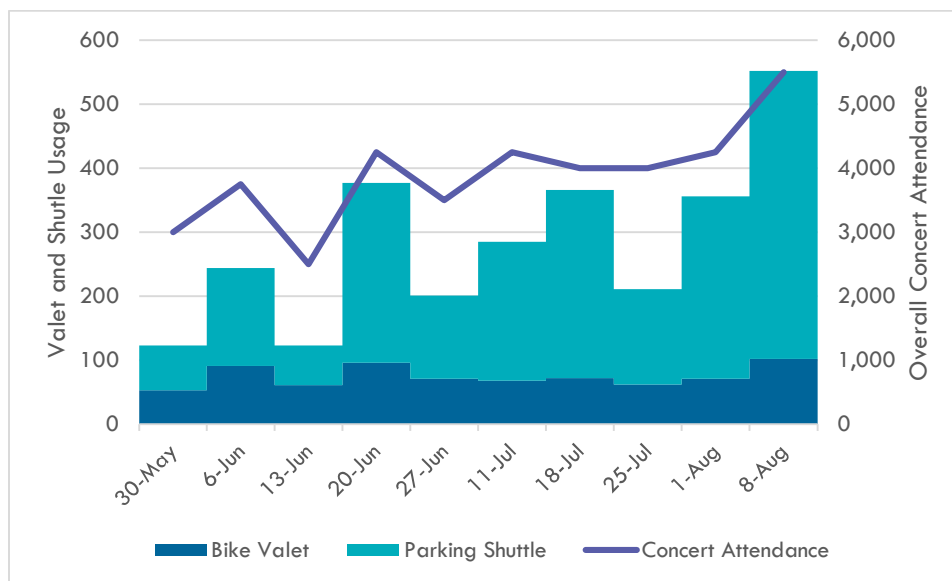
Other Event Details

There were two (2) Sonoma County Transit shuttle services offered to *Summer Nights on the Green* patrons from 5 to 9PM during events in 2019.²

- From Windsor High School to the Town Green (All events)
- From Windsor Middle School to the Town Green (May 30-Aug 8)

Figure 16 below shows the attendance, shuttle, and bike valet activity for the Summer Nights on the Green concert series over the Summer of 2019. As the summer progressed from early June, usage of the Parking Shuttle trended upward.

Figure 16 Summer Nights on the Green (2019) Attendance, Parking Shuttle, and Bike Valet Usage³



² <https://www.townofwindsor.com/DocumentCenter/View/22526/Summer-Nights-on-the-Green-Brochure>

³ Event parking data was collected during the September 2018 Beatles Revival concert. The reported attendance for this event was 4,500 people which is one of the highly attended events.

SUMMARY

Figure 17 Summary of Parking Supply and Demand Findings

Category of Analyses	Area	Total Study Area	Zone 1	Zone 2	Zone 3
	Notable Landmark	Downtown	West of Market Street / SMART Station	East of Market Street/Bell Village Commercial Center	Joe Rodota Way/Civic Center Area
Observed Inventory	Total Existing Parking Supply	1949	554	1094	301
	Supply Currently Restricted	1129	152	835	21
	% of Total Supply Currently Restricted	58%	27%	76%	7%
Observed Utilization	Peak Weekday Utilization	53%	56%	56%	49%
	Peak Weekday Time	12:00 PM	6:00 PM	12:00 PM	10:00 AM
	Peak Weekend Utilization	58%	71%	51%	64%
	Peak Weekend Time	2:00 PM	2:00 PM	2:00 PM	2:00 PM
	Peak Special Event Utilization	75%	90%	59%	105%

PARKING REGULATION AND MANAGEMENT

The Town of Windsor manages the on-street supply of parking, as well as multiple lots in the Study Area (Library, Town Hall, and Police). This encompasses about 40% of the total supply in the Downtown study area. Additionally, the Town of Windsor owns the property where the Town Green Village Association (TGVA) lot is situated.

The remaining inventory is managed by the respective private owner of each off-street facility. The use of many of the privately-owned parking facilities are restricted to customers or tenants of an adjacent development. One segment of a facility is owned by the Sonoma County Transit Authority as a park-and-ride facility for customers. Restricted spaces are denoted inconsistently; some have the placement of “no public parking” signs at the entrance of facilities, while other individual spaces are denoted via pavement markings and signs. Restricted lots, including those for tenants of the Town Green Village, are juxtaposed immediately against core locations immediately off of McClelland Drive and Windsor Road where people are typically looking for available parking for a variety of purposes.

There are multiple agencies and organizations that deal with parking in Downtown Windsor. This section describes relevant stakeholders, including the Town of Windsor, the local business associations, and transportation agencies.

Town of Windsor

The Town of Windsor is responsible for parking, and that responsibility rests largely in the Public Works Department (streets and engineering), Parks and Recreation Department and Police Department. Other departments in the Town that have an interest is Community Development with respect to its impact on future development in the Town.

Library and School District

Other public agencies with off-street parking facilities within the Total Study Area include the Windsor Regional Library and the Windsor Unified School District. Both agencies set aside parking spaces for employees at these locations.

Local Business Associations

Three local business associations in the Town of Windsor have a stake in parking in Downtown Windsor: The Town Green Village Association, the Chamber of Commerce, and the Old Downtown Windsor Merchants Association.

Town Green Village Association

The Town Green Village Association is a downtown homeowners association. This group is relatively active in downtown-related activities.

Chamber of Commerce

The Windsor Chamber of Commerce is a voluntary organization that was augmented in August 1965. Windsor's Chamber represents about 300 businesses in Windsor, including service clubs, healthcare professionals, non-profits, faith-based organizations, retailers, and manufacturers. The Chamber's missions is to strengthen the local economy by promoting the community, providing networking opportunities, and representing the interests of business.

Old Downtown Windsor Merchants Association

The Old Downtown Windsor Merchants Association formed in 2009. From 2004-2009, the downtown businesses collectively pooled money via the Town's Business Improvement District (BID); however, in 2009 the Council disbanded the tax district and formed the non-profit Old Downtown Windsor Merchants Association. The association raises funds through local events, such as summer concerts.

Large Employers

Large employers, such as Staubli and Oliver's Market, are also closely involved in downtown parking issues.

Transportation Agencies

Agencies of varying scales oversee the transportation network within Windsor:

- Multiple transit agencies provide bus service with and to/from the town (Sonoma County Transit and Mendocino Transit Authority⁴),
- One rail agency will provide commuter rail service upon completion of rail line improvements (Sonoma-Marin Area Rail Transit),
- A regional body coordinates countywide planning and prioritizes transportation funding (Sonoma County Transportation Authority), and;
- The state Department of Transportation (CalTrans) manages the freeway that passes through the Town.

HOW PEOPLE GET TO DOWNTOWN

This section summarizes demographic and travel trends for the Town of Windsor. The data is from the 2017 U.S. Census American Community Survey (ACS)⁵ and the 2010 Sonoma County Transportation Authority (SCTA) travel demand model. The 2010 model results are used to describe downtown mode share and commute flows because the fine-grained geography of the model allows for downtown-specific results that the Census does not provide. For purposes of comparison, Windsor statistics and trends are compared to those of Rohnert Park. Rohnert Park was selected as a comparison city because it is nearby and exhibits similar characteristics in terms of size, population distribution, and function in relation to Santa Rosa as the urban center of the county.

Some key findings are sorted by the following categories:

Vehicle Ownership

- 2% of households in the Town of Windsor do not have access to a vehicle; this is consistent with Sonoma County and the City of Rohnert Park.

⁴ The Windsor Depot is serviced on request by Mendocino Transit's Route 65 (<http://mendocinotransit.org/wp-content/uploads/2018/08/Route-65.pdf>)

⁵ ACS data was compared to the City of Rohnert Park to provide context as a community of similar size within Sonoma County.

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- Households in the Town of Windsor are more likely to own more than one vehicle than the county or nearby cities.
 - 7% of Windsor households own one vehicle;
 - 45% own two vehicles; and
 - 47% own three or more.
- Vehicle ownership rates are likely higher in Windsor than Rohnert Park and Sonoma County overall due to higher median household incomes.

Downtown Mode Share

- Single-occupancy vehicle (SOV) rate in the downtown (49%) is slightly higher than that in the town at large where SOV trips account for about 44% of all trips that start and/or end within the downtown. The SOV rate may be higher in the downtown because there are fewer family households in that area than in the community at large.
- Shared rides account for over 40% of all trips in the downtown.
- Walking/biking account for 7% of all trips in the downtown.
- Relatively few people use transit in Windsor, with under 1% of all trips occurring on this mode.

Commuter Flows

- 11% of Downtown Windsor residents worked in the Town of Windsor in 2010.
- 89% of residents worked outside of Windsor, with the majority of commuters traveling to Santa Rosa and unincorporated areas in Sonoma County.⁶
- 13% of Downtown Windsor employees live in the Town of Windsor.
- 87% of workers lived outside of Windsor, with the majority of commuters traveling from Santa Rosa and unincorporated areas in Sonoma County.

According to the SCTA travel model, the number of trips in the study area is expected to more than double by the year 2040 while the mode share is expected to remain nearly the same as it was in 2010. However, it seems unlikely that the mode split will hold steady per this model estimate with the advent of SMART service in 2021/22. Additionally, SCTA's 2010 model does not consider the recent growth of transportation network companies (TNC's) and micro-mobility options.

⁶ Expected to remain consistent through 2040 based on ABAG forecast and Windsor General Plan buildout estimates.

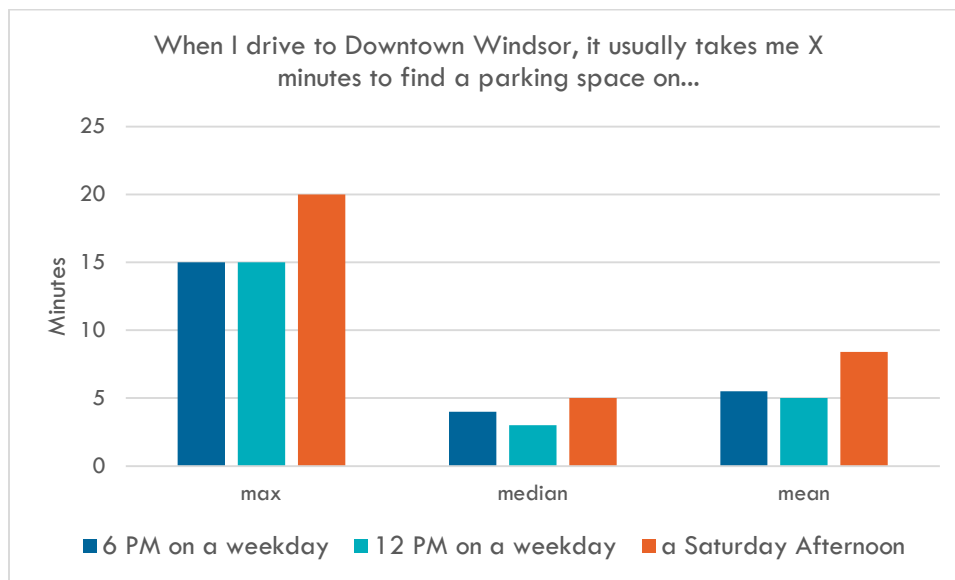
WHAT PEOPLE THINK ABOUT PARKING IN DOWNTOWN WINDSOR

Community Survey Results

As part of the public meeting on April 8, 2019, 24 attendees were asked to respond anonymously to a one-page paper survey about their interests in downtown. Several key findings were revealed, including:

- A perception that it takes longer, on average, to find a parking space on weekday evenings and Saturday afternoons compared to weekday middays. While the highest responses ranged between 15 and 20 minutes, a majority of respondents report being able to find parking within 5 minutes – regardless of time of day.

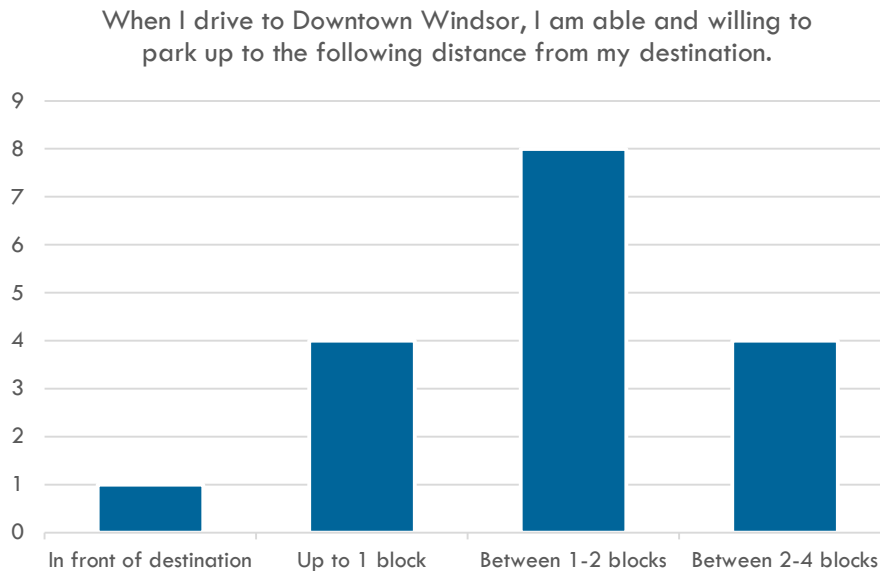
Figure 18 Summary of Responses on Perceived Time Spent Searching for Parking



- A majority of respondents reported enough frustration with parking in Downtown that they gave up and went home or somewhere else. When prompted as to how often this occurred, a majority reported it occurs on special events only.
- When asked about their ability and willingness to park a certain distance away, over 75% of respondents were comfortable parking up to 2 blocks away from their destination.

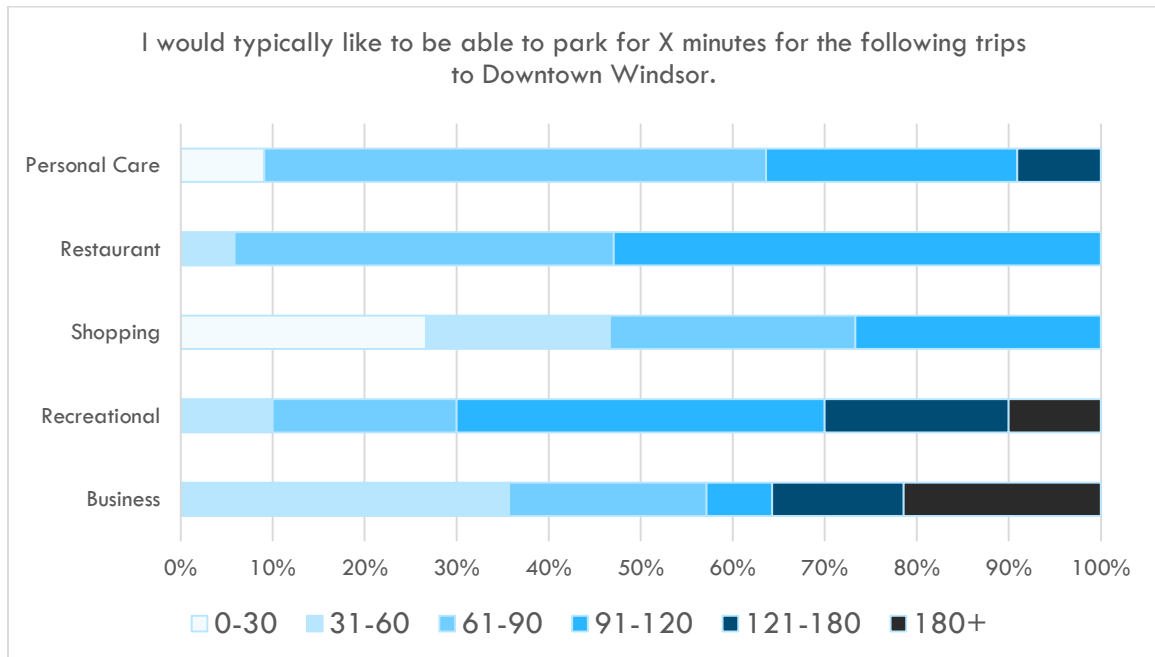
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Figure 19 Summary of Responses on Parking Location in Relation to Destination



- For all trip purposes, a majority of respondents wish to park for at least 90 minutes in Downtown Windsor.

Figure 20 Parking Duration Preference by Trip Type



- When asked what improvements would be necessary to get respondents to ride a bike, ride a scooter, take transit, carpool, hail a ride, or walk to downtown Windsor, respondents provided the following responses:

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Town of Windsor

- “Parking time limits”
- “I am considering a bike. Need more racks in front of businesses.”
- “Don’t want paid parking”
- “Continue to increase pathways.”
- “Metered parking”
- “Enforcement of Town Green Association parking reserved for tenants”
- “I think the most important change is 3-hour parking spots to promote turnover”
- “Build parking garage and somehow keep people from parking over 3 hours in high demand spaces.”
- “Fast free shuttle (Not 1-hour round trip) to music on the green to pick me up on east side.”

4 THE IMPACT OF FUTURE GROWTH ON DOWNTOWN PARKING



THE PARKING AND LAND USE CONNECTION

Parking is not independent, but rather is intricately intertwined with the overall mix of land uses and activities it serves. As Downtown Windsor evolves and attracts a variety of development, this relationship is critical. This chapter explores the current relationship between existing land use and parking, and models expected land use and parking given known and potential development.

Downtown Windsor does not represent typical suburban development. The interesting and diverse mix of land uses, planned SMART commuter rail station, walkable environment, active small-scale retail, and growing local dining scene helps enhance Downtown Windsor's local feel. When land is at a premium in this center of activity, careful consideration of what the land is dedicated to (built environment, roadways, open space, parking) has a significant impact on the vitality of downtown.

This chapter describes the model used to understand the ratio of land use and parking supply and demand in three sub-areas of activity in downtown.

ABOUT SHARED PARKING

The Institute of Transportation Engineers (ITE) Parking Generation manual is the current national standard in determining parking demand. ITE standards are based on national data, and a typical analysis takes the size of the development and multiplies it with a “standard” peak parking generation rate—for example, 4 spaces per 1,000 square feet of office or 2 spaces per residential unit. A typical analysis also assumes that each use or building needs its own spaces and that those spaces are utilized at a constant rate throughout the day.

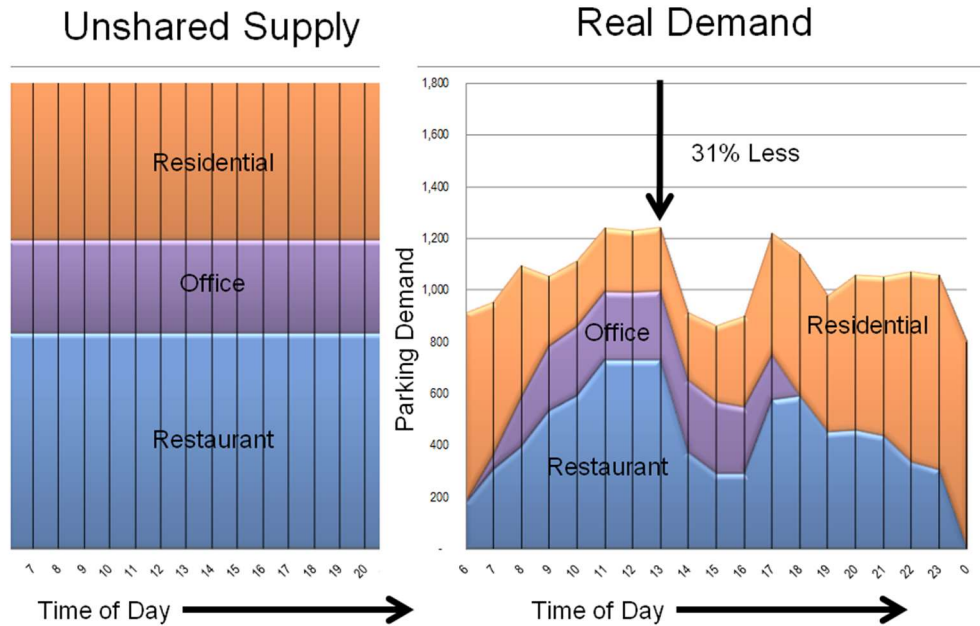
ITE parking rates and methodologies, however, often do not reflect the actual parking behavior or demand, especially in mixed-use downtown areas. In Windsor, the use of parking spaces can be shared among different uses. Throughout the day, different uses will have different peak demands. For example, an office may have high demand until 5 p.m., while a restaurant may have high demand during dinnertime after 5 p.m. These staggered peaks of parking demand mean that the same parking supply can be utilized throughout the day for certain needs which do not overlap.

Other factors in Downtown Windsor make parking different from traditional approaches. Customers, employees, and residents can visit multiple destinations on foot and only park once, a concept known as “internal capture.” For example, an employee at the Town of Windsor who walks from the office with a colleague to buy a coffee at Café Noto is an “internally captured” trip which does not require its own parking space. Downtown Windsor's systems of sidewalks, bike lanes, and transit lines offer travel options to help reduce the number of people who drive for every downtown trip.

In Figure 21, the left chart shows an example of the traditional approach to parking, which relies on a cumulative designated supply for each use based on the highest parking demand for that use. It does not account any fluctuations in demand by time of day, and results in parking being overbuilt – especially in places like Downtown Windsor where there are multiple mixed uses within an easy walking distance of one another. Meanwhile the right example chart shows how actual parking demand changes by use and by time of day. This results in a peak demand

measurement that is much lower than the traditional approach, and therefore can reduce the likelihood of overbuilding parking.

Figure 21 Example Parking Requirements vs. Real Demand



NOTE: This example is a hypothetical and does not use data pertaining to Downtown Windsor.

To more accurately model downtown parking activity, an adapted shared parking model was used to determine how much parking would be needed based on how much parking can be shared between land uses and people (customers, employees, visitors) visiting multiple destinations (depending on the scenario and timeframe).

This parking demand analysis includes parking ratios applicable to the Town of Windsor Zoning Code, the typical "unshared" demand rates when applying the Institute of Transportation Engineers (ITE) Parking Generation Manual (5th Edition), and "shared" demand rates when taking ITE rates and adjusting each land use's parking demand by time of day per methodologies published by the Urban Land Institute (ULI).

Ultimately, this modeling tool allows the user to understand how and when the parking inventory in a given location is occupied, which is useful for defining more targeted parking and development strategies for these areas.

For a full description of the modeling inputs and outputs, please consult Appendix B.

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Figure 22 Summary of Parking Demand Analysis Steps

Analysis Step	Description	Sources
1. Created zones	The team identified three zones within Downtown Windsor	Project team
2. Inventoried existing development by land use	Compiled information on active land uses in downtown using local assessments	Sonoma County Assessor's Office
3. Analyzed future parking demand and supply	The net change in parking provided and estimated parking demand is factored on top of the existing land uses. Future parking which would be restricted to tenants was not included in "Future Parking Supply" but was noted separately in the event that such parking were to become "unbundled".	ITE Standards and Town of Windsor
4. Analyzed future demand if all parking was tied to single-use ITE Parking Standards (Fully Unshared Demand Scenario)	The unshared parking demand charts show an unchanging stacked arrangement of demand based on the traditional form of modelling parking demand, which is typically an overestimation actual demand in a mixed-use walkable area. These charts are shown for comparison purposes.	ITE Standards
5. Created Scenario A of future shared parking demand	A shared scenario based on all of the supply assumptions (existing parking supplies carry the same restrictions, new parking supplies in residential projects are assumed as restricted and therefore not included in the shared supply)	Project team
6. Created Scenario B of future shared parking demand, which factors in transportation demand management (TDM) reductions	A 15% reduction in trip demand factored into the model -- due to a robust implementation of TDM programs for residents and employees ⁷	Project team

⁷ . The 15% estimate is conservative; research has found 20% reductions in vehicle miles travelled in suburban contexts when combining neighborhood enhancements, commute trip reduction measures, multimodal transportation services, and parking measures (https://ww3.arb.ca.gov/cc/capandtrade/auctionproceeds/capcoa_quantifying_ghg_measures.pdf).

FINDINGS

Total Study Area

Anticipated developments in the pipeline throughout the Total Study Area are summarized in Figure 23. The net change in parking provided and estimated parking demand is factored on top of the existing land use in the Total Study Area.

Figure 23 Parking Supply from Planned and Approved Developments in Downtown Windsor

Project Name	Land Use Change(s)	ITE Land Use Code	Units	Parking Provided	Location	Zone	Included in Shared Supply?
Existing Parking Supply				1,949			
Elimination of Currently Restricted Spaces				-1,129			
Net Current Publicly-Available Spaces				820			
Chevron Expansion/Remodel	Restaurant/Convenience Store: 6,200	Convenience Market @ Gas Station	square feet	63	9100-9200 Old Redwood Highway	2	Y
	Gas Station: 3,500	Auto Service*	square feet		9100-9200 Old Redwood Highway	2	Y
	Demolition of existing convenience store (1161 sf)	Auto Service*	square feet		9100-9200 Old Redwood Highway	2	N/A
McClelland Hotel	Hotel: 98	Hotel (Suburban)	occupied rooms (assuming 68% occupancy rate)	151	Civic Center (across from Town Green)	2	Y
Civic Center	Hotel: 84	Hotel (Suburban)	occupied rooms (assuming 68% occupancy rate)	484		3	Y
	Spa: 3,000	Health/Fitness Club	square feet			3	Y
	Ballroom: 8,400	Convention Center	square feet			3	Y
	Multipurpose Pavilion: 5,750	Community/Recreation Center	square feet			3	Y
	Conference Room: 2,550	Convention Center	square feet			3	Y
	Multi-family: 80	Low to Mid Rise Apartment (Suburban)	dwelling units			3	N
	Restaurant: 13,600	Quality Restaurant	square feet			3	Y
	Bar: 4,125	Sit-Down Restaurant (Bar)	square feet			3	Y
	Café: 3,300	Bakery/Café (w/out Drive-thru)	square feet			3	Y
Retail: 10,255	Shopping Center	square feet	3	Y			

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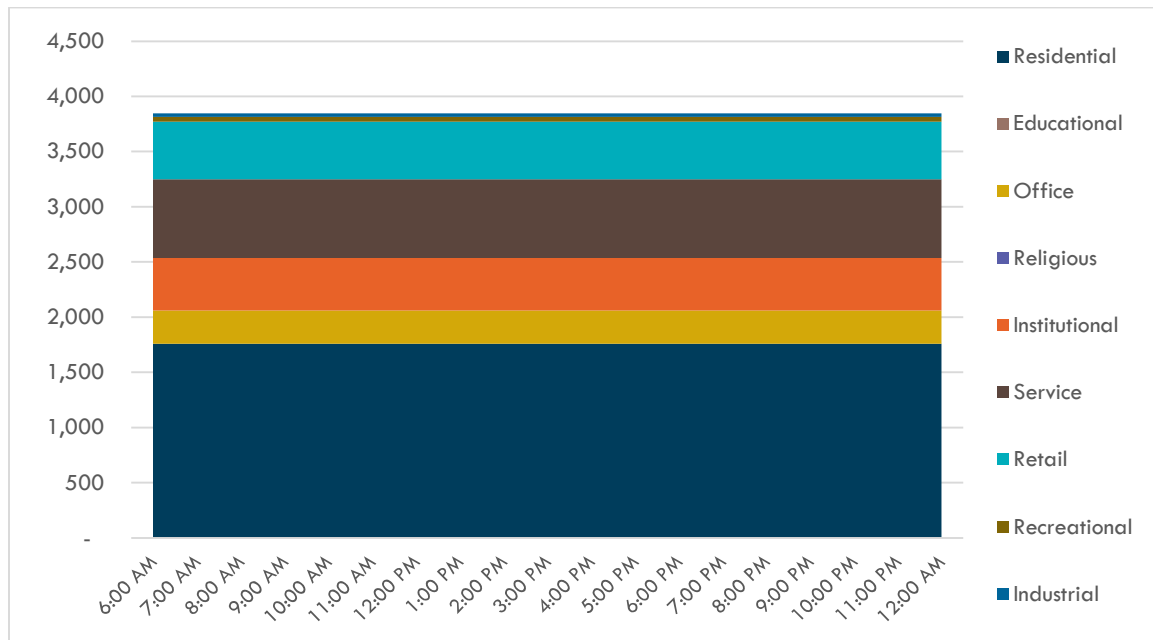
Project Name	Land Use Change(s)	ITE Land Use Code	Units	Parking Provided	Location	Zone	Included in Shared Supply?
	Town Hall: 25,000	Government Office	square feet	-189	Civic Center (across from Town Green)	3	Y
	Library: 10,400	Library (Suburban)	square feet			3	Y
	Demolition of Windsor fuel industrial site (44,341)	Manufacturing	square feet			3	N/A
	Demolition of old school district office (11,136)	Government Office	square feet			3	N/A
	Demolition of old library (7,572)	Library (Suburban)	square feet			3	N/A
	Demolition of old town hall (5,280)	Government Office	square feet			3	N/A
	Demolition of police facility (10,643)	Government Office	square feet			3	N/A
	Demolition of Huerta Gym (10,295)	Community/Recreation Center	square feet			3	N/A
Mill Creek (formerly "Windsor Mill")	Multi-family: 360	Low to Mid Rise Apartment (Suburban)	dwelling units	672	8703-8777 Bell Road	1	N
Vintage Oaks on the Town Green (formerly Bell Village Residential Revisions)	Multi-family: 387	Low to Mid Rise Apartment (Suburban)	dwelling units	890	9290 Old Redwood Highway	3	N
Richardson Street Mixed-Use	Multi-family: 30	Low to Mid Rise Apartment (Suburban)	dwelling units	70	Old Redwood Highway & Richardson Street (north of McDonalds)	2	N
	Retail: 4,200	Shopping Center	square feet				Y
Windsor SMART station	Forecast boardings: 681	Passenger Terminal	boardings/day	34	Windsor Road/Emily Rose Circle	1	Y
Net New Parking Demand/Supply				2,175			
Elimination of Restricted New Residential Spaces				-1,630			
Total Future Parking Supply in Total Study Area				1,365			

Figure 24 profiles all parking demand if it was strictly estimated by ITE standards and entirely unshared between land uses. When adding in all the single-use unshared parking demand estimates on the chart, the demand under this Fully Unshared Demand Scenario would total 3,847, a figure far exceeding Future Parking Supply.

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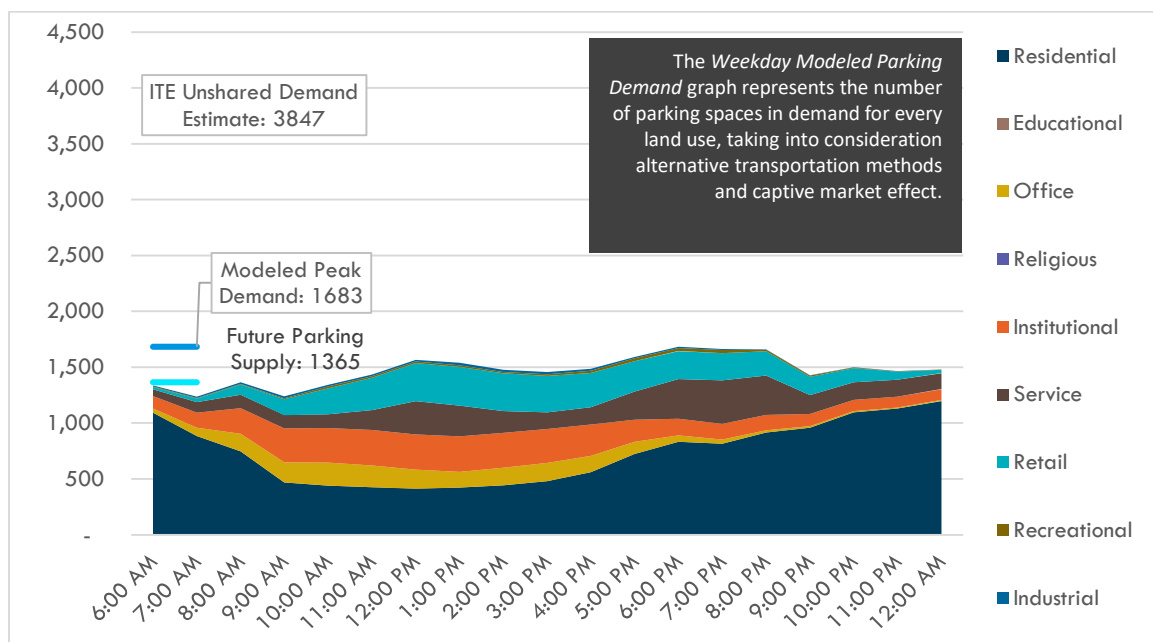
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Figure 24 Future ITE Parking Standards (Fully Unshared Demand Scenario) – Total Study Area, Weekday



When modelling the first shared scenario for all land uses in Downtown Windsor, peak demand is estimated at 1683 (Figure 25).

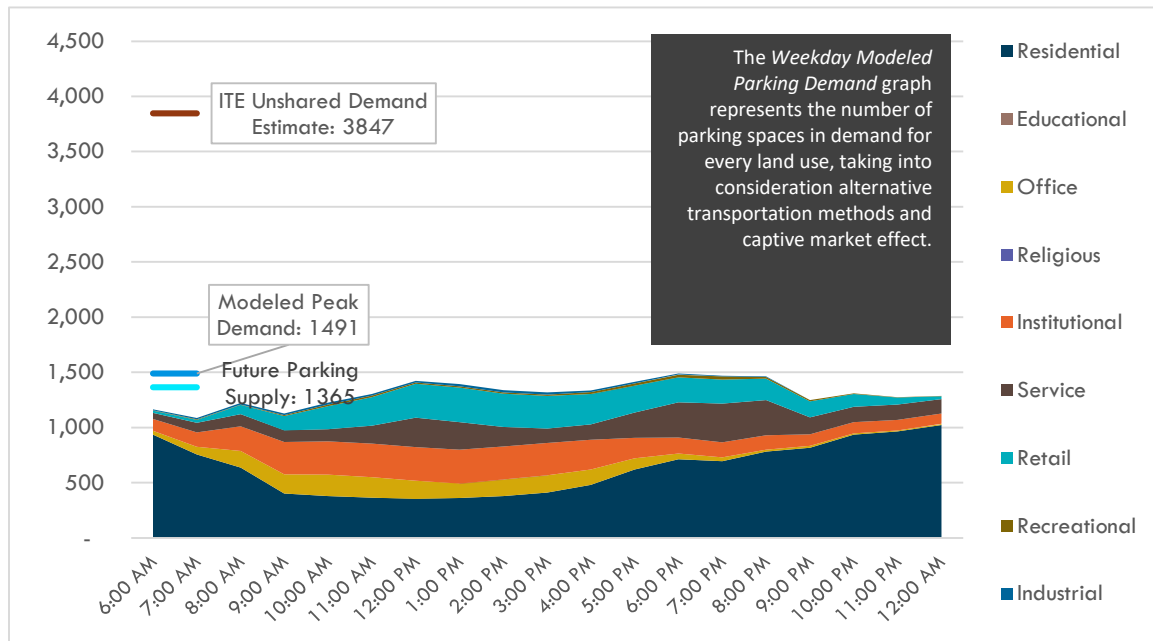
Figure 25 Future Shared Scenario A: Modelled Peak Demand Estimates – Total Study Area, Weekday



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When taking the outcomes of Scenario A, and then inserting a broad reduction of demand due to transportation demand management (TDM) programs, Scenario B presents a Total Study Area peak parking demand of 1,491 (Figure 26). Through the entire Downtown, a TDM program can reduce parking demand by 192 spaces, *bringing the net gap between supply and demand estimates to 126 spaces.*

Figure 26 Future Shared Scenario B: Modelled Peak Demand with TDM Estimates – Total Study Area, Weekday



Key Takeaway

Windsor should expect a growth in transit and non-driving access to the Downtown in the future, lessening parking demand for both events and business as usual. This is due to the imminent opening of the SMART station as well as the recent Windsor Hopper shuttle and complementary parking management policies that will ensure that the Town's valuable supply is used most efficiently. However, the modelled gap between supply and demand for Downtown Windsor may also be addressed with specific actions to open up restricted supply and unbundle residential parking, along with TDM programs.

Zone 1

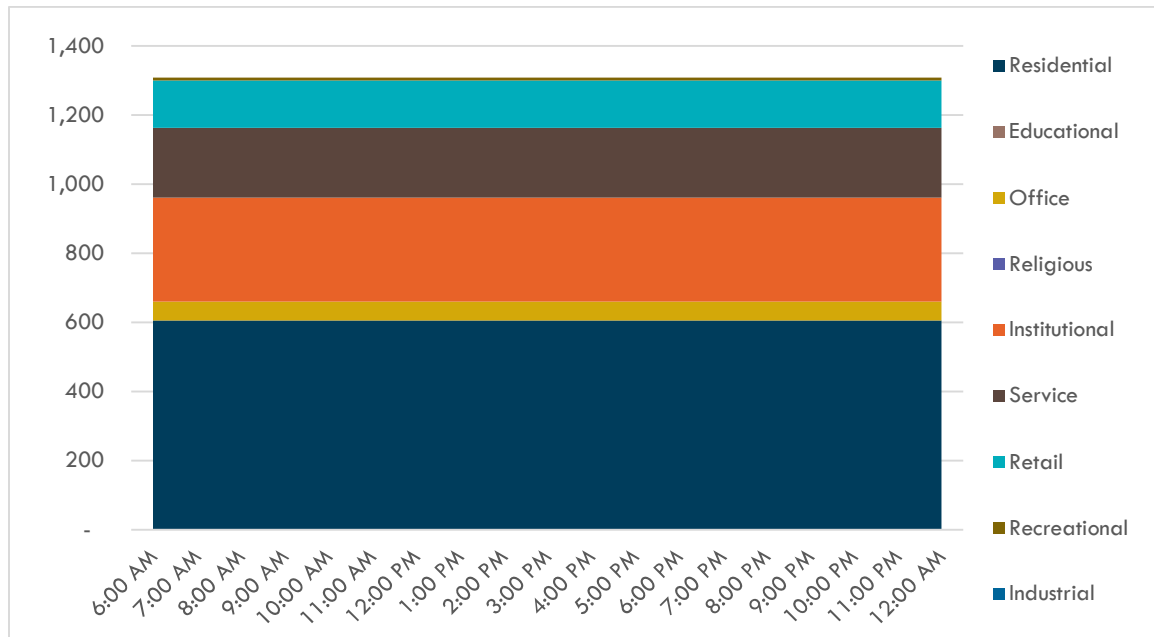
When taking the existing land use in Zone 1 and adding the following anticipated developments in the pipeline for Zone 1, the parking supply would total 434. This Future Parking Supply figure, for modelling purposes, does not include the 152 currently restricted spaces and 673 future residential spaces in Zone 1.

The profile of all parking demand, if strictly estimated by ITE unshared standards is shown in Figure 27. The demand under this Fully Unshared Demand Scenario would total 1,308, a figure far exceeding Future Parking Supply.

Downtown Parking Study Report

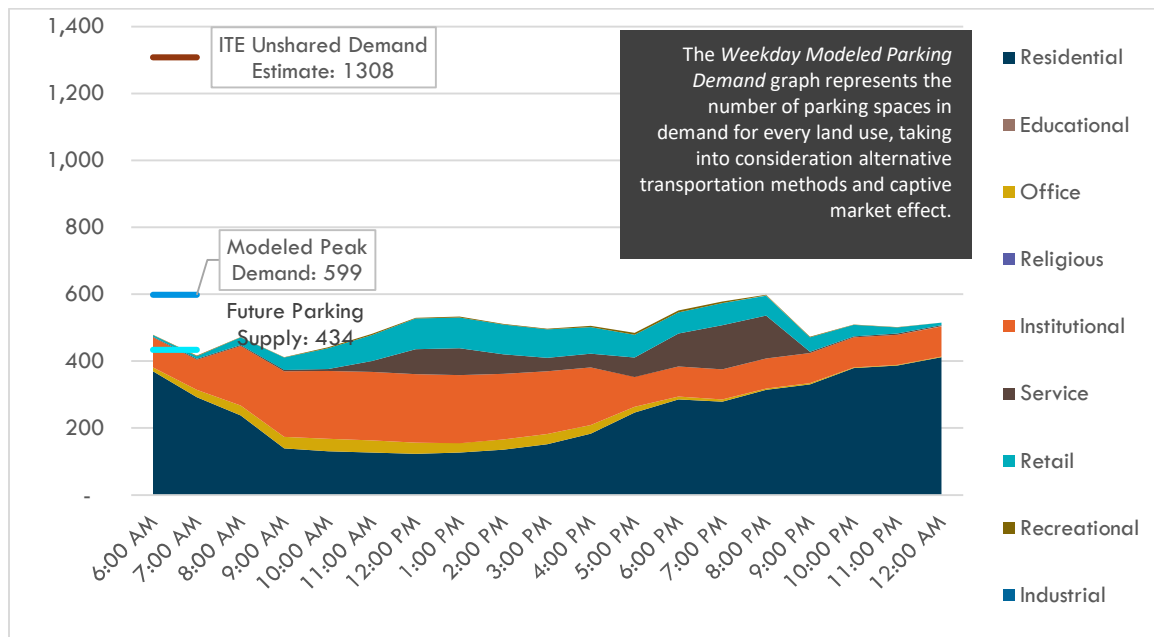
Town of Windsor

Figure 27 Future ITE Parking Standards (Fully Unshared Demand Scenario) – Zone 1, Weekday



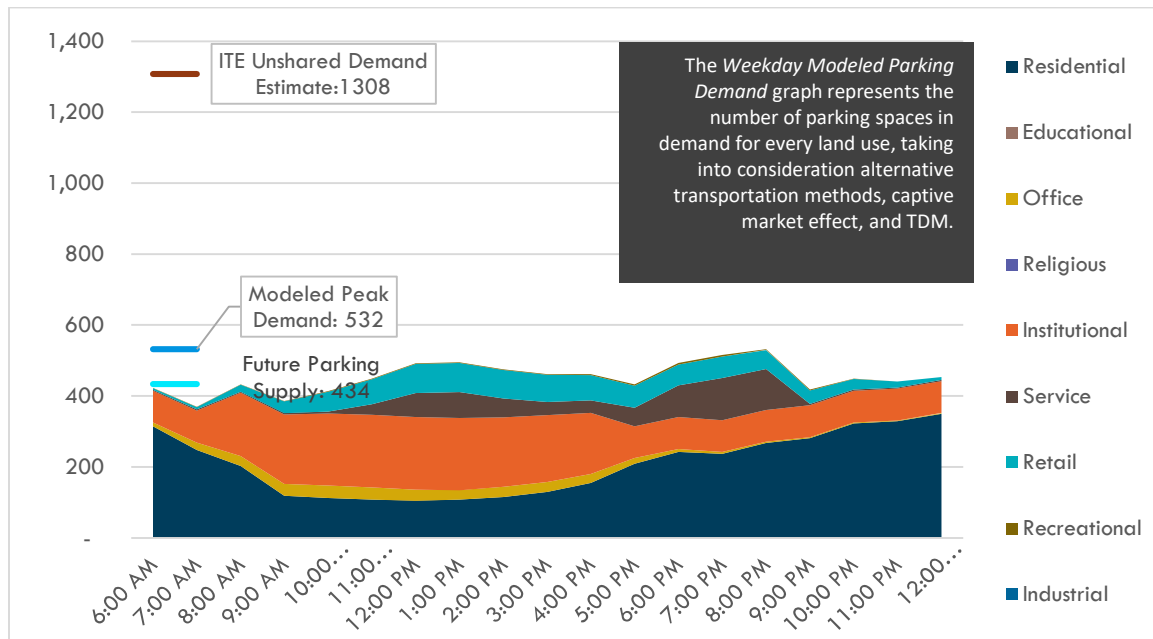
Peak demand under shared scenarios fall significantly from unshared ITE rates significantly, but still sit above the Future Parking Supply figure. In Scenario A, shared demand totals 599 spaces (Figure 28).

Figure 28 Future Shared Scenario A: Modelled Peak Demand Estimates – Zone 1, Weekday



Future reductions in demand due to TDM (the difference in demand between Scenarios A and B, pictured in Figure 29) total 67 spaces.

Figure 29 Future Shared Scenario B: Modelled Peak Demand Estimates – Zone 1, Weekday



Key Takeaway

If demand from the developments analyzed in the shared scenarios generated by the new 360 residential units at Mill Creek were not included in the modelled peak demand calculation, the “Modeled Peak Demand” for Zone 1 under Scenario B would change from 532 (as seen in Figure 29) would decrease to 416 spaces, which is actually less than future supply in the Zone. *This underscores the importance of TDM programs in Zone 1, which would make a significant impact in the supply-demand balance.* Windsor should expect a growth in transit and non-driving access to the Downtown in the future, lessening parking demand for both events and business as usual. This is due to the imminent opening of the SMART station as well as the recent Windsor Hopper shuttle and complementary parking management policies that will ensure that the Town’s valuable supply is used most efficiently.

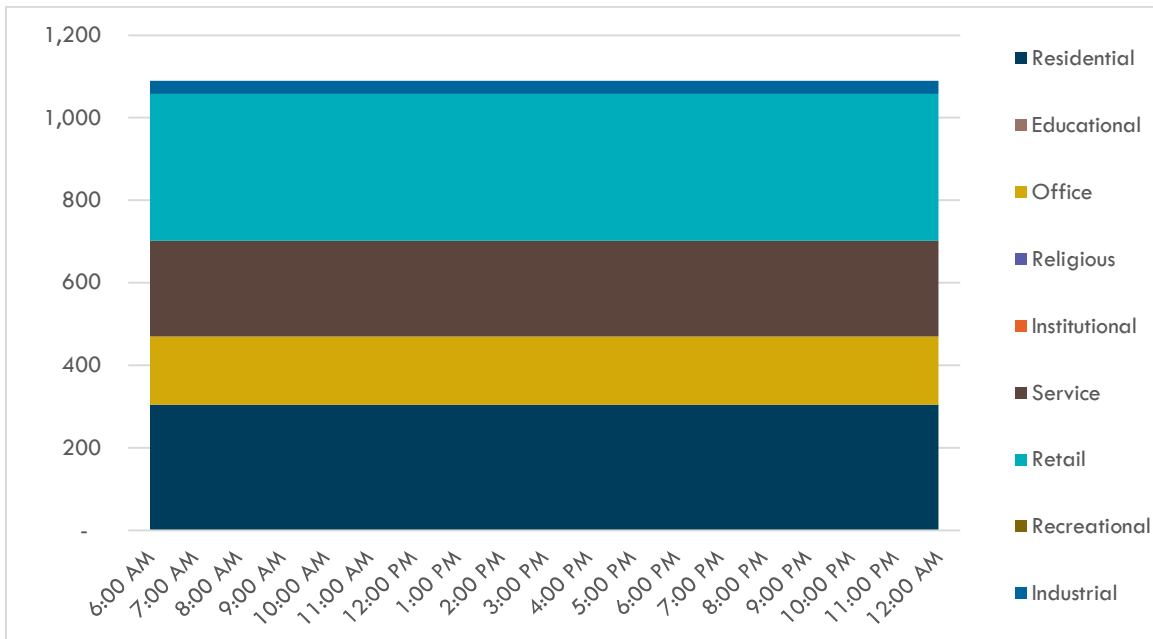
Zone 2

When taking the existing land use in Zone 2 and adding the following anticipated developments in the pipeline for Zone 2, the parking supply would total 512. This Future Parking Supply figure, for modelling purposes, does not include the 835 currently restricted spaces and 30 future residential spaces in Zone 2.

If all parking demand were strictly estimated by ITE unshared standards (Figure 30), the demand would total 1,090, far exceeding Future Parking Supply.

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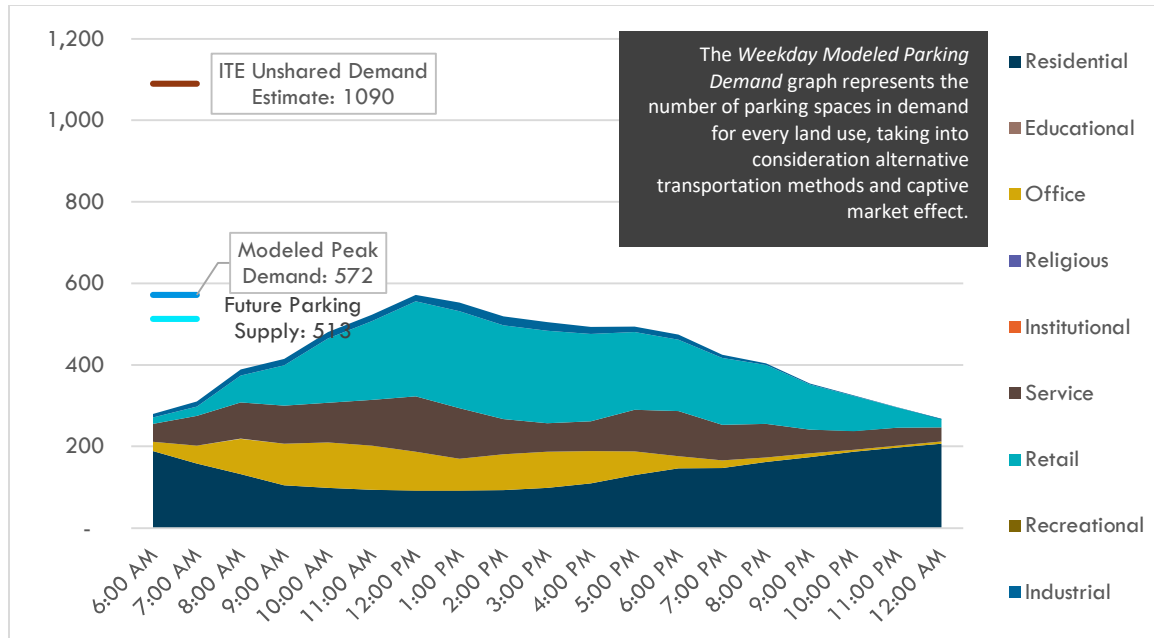
Figure 30 Future ITE Parking Standards (Fully Unshared Demand Scenario) – Zone 2, Weekday



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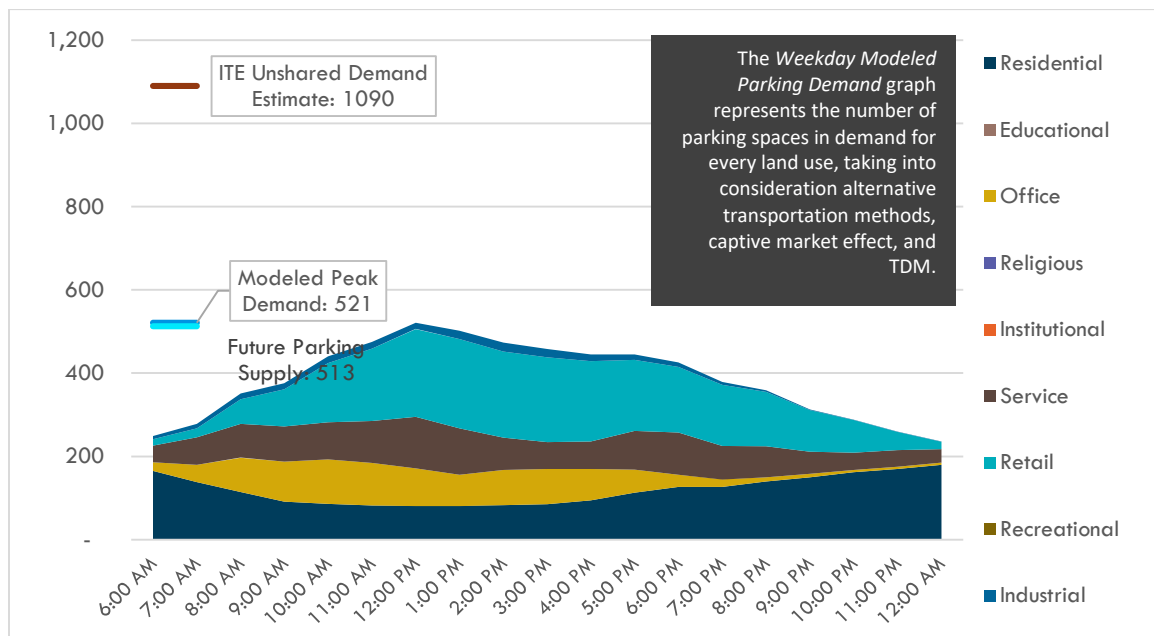
In Scenario A, Modelled Peak demand totals 572 (Figure 31), which also exceeds Future Parking Supply.

Figure 31 Future Shared Scenario A: Modelled Peak Demand Estimates – Zone 2, Weekday



Future reductions in demand due to TDM (the difference in demand between Scenarios A and B, pictured in Figure 32) total 51 spaces, bringing modelled peak to demand even closer to Future Parking Supply.

Figure 32 Future Shared Scenario B: Modelled Peak Demand Estimates – Zone 2, Weekday



Key Takeaway

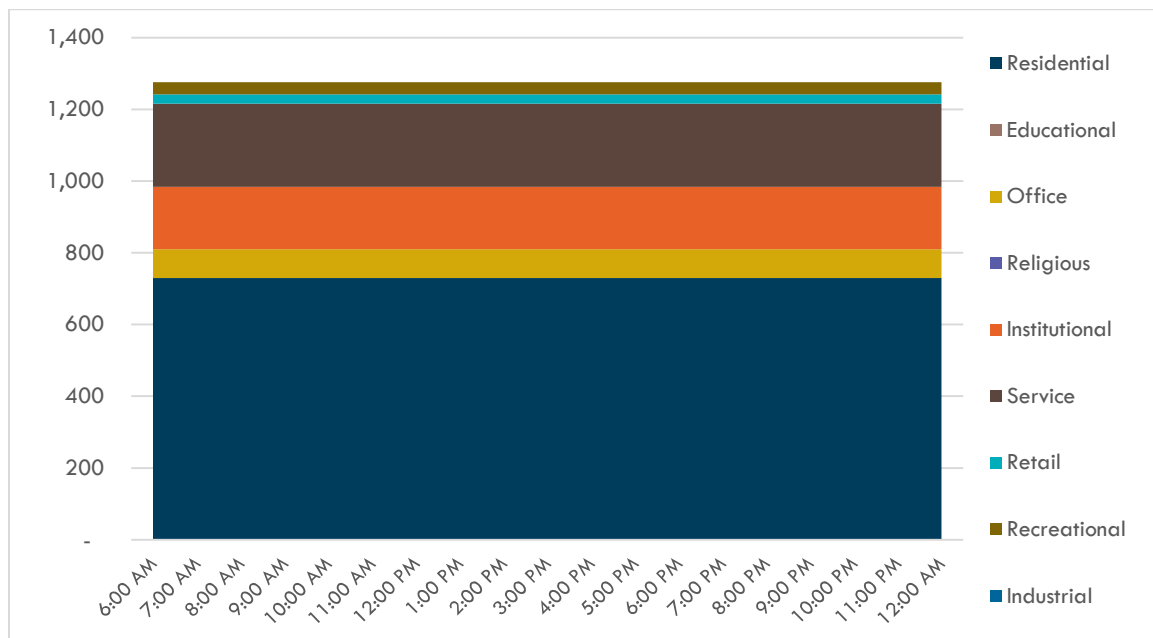
It should be noted that there is a supply of 865 spaces – about 150% of the Future Parking Supply, which is technically within Zone 2, but not available for the general public to use. *Opening some existing supply to the general public in Zone 2 could close the gap between supply and demand in future scenarios.* Additional measures to consider are creative transportation demand management (TDM) incentives, or encouragement of sharing spaces specifically during special events.

Zone 3

When taking the existing land use in Zone 3 and adding the following anticipated developments in the pipeline for Zone 3, the parking supply would total 421. This Future Parking Supply figure, for modelling purposes, does not include the 21 currently restricted spaces in Zone 3, as well as 890 future residential spaces for Vintage Oaks, and 154 residential spaces based on Scheme “C” of the Civic Center plan.

If all parking demand were strictly estimated by ITE unshared standards (Figure 33), the demand in Zone 3 would total 1,276, far exceeding Future Parking Supply.

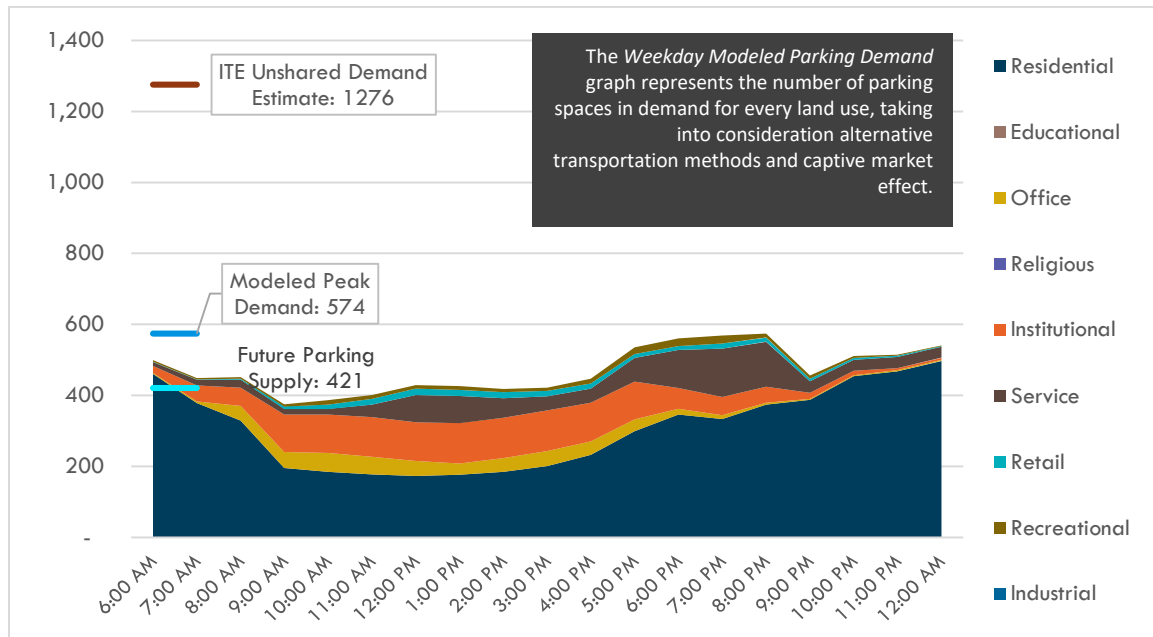
Figure 33 Future ITE Parking Standards (Fully Unshared Demand Scenario) – Zone 3, Weekday



In Zone 3, peak demand under shared Scenario A is also higher than the Future Parking Supply (Figure 34). However, if all residential spaces for the Civic Center were to be unbundled and unrestricted, then the Future Supply would increase to be barely eclipsed by peak demand under shared Scenario A.

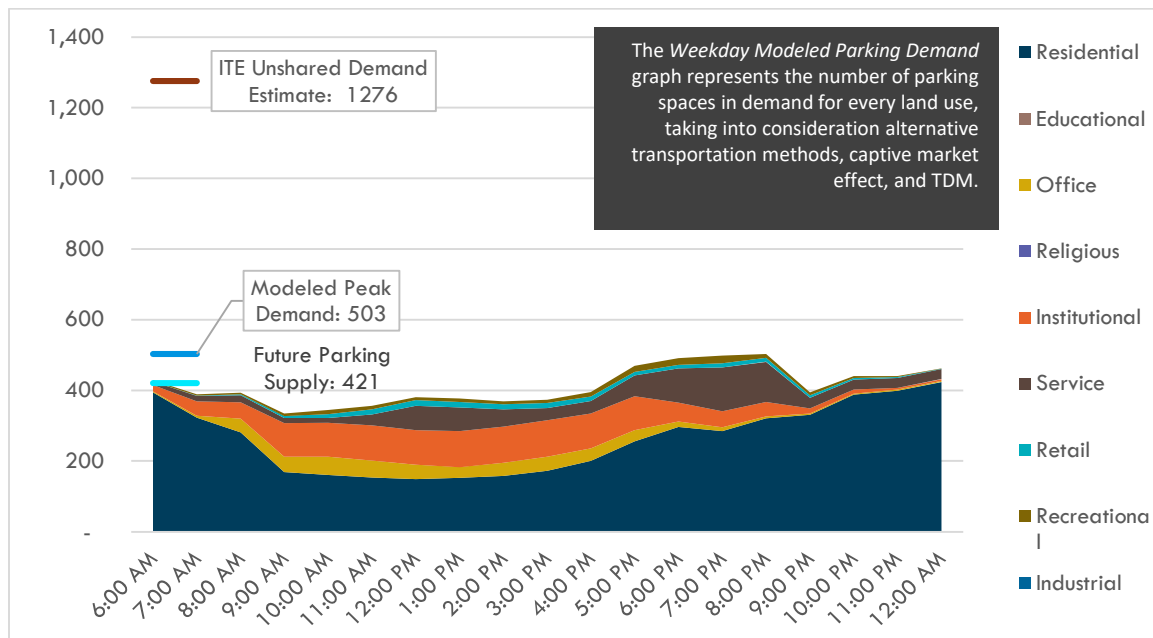
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Figure 34 Future Shared Scenario A: Modelled Peak Demand Estimates – Zone 3, Weekday



Through the application of TDM reductions, Scenario B (Figure 35) shows that parking demand can be reduced by 71 spaces, which is the largest reduction in any of the zones.

Figure 35 Future Shared Scenario B: Modelled Peak Demand Estimates – Zone 3, Weekday



Key Takeaway

Zone 3 has the greatest difference between Modeled Peak Demand with TDM and the Future Parking Supply. Like the other Zones, *unless current and future supplies become unrestricted, Zone 3 may be overwhelmed with public parking demand.*

Summary

The following figure is a summary of the future model outputs. Like all model results in this report, these should be seen as insights into future conditions, as well as the potential differences in strategic approaches for each zone, and the Total Study Area.

Figure 36 Initial Summary of Future Parking Supply and Demand Findings

Category of Analyses	Analysis	Total Study Area	Zone 1	Zone 2	Zone 3
	Notable Landmark	Downtown	West of Market Street/SMART Station	East of Market Street/Bell Village Commercial Center	Joe Rodota Way/Civic Center Area
Current Parking Inventory	Total Existing Parking Supply	1,949	554	1,094	301
	Existing Supply Currently Restricted	1,129	152	835	301
Future Modeled Inventory	Net Additional Parking Supply Provided from New Development	2,175	706	284	1185
	Number of Future Spaces Which Will Be Restricted⁸ in Model	1,630	672	30	890
All Scenarios	Future Parking Supply	1,365	434	513	421
	<i>Future Parking Supply If Restricted Spaces Were Included</i>	2,990	1106	543	1465
	Future Demand Based on ITE Standards (If All Spaces Were Fully Single-Use)	3,847	1308	1090	1276
Scenario A	Modeled Peak Demand	1,683	599	572	574
	<i>Difference Between Supply and Demand Estimates</i>	-318	-165	-59	-153
Scenario B	Modeled Peak Demand With TDM	1,491	532	521	503
	<i>Difference Between Supply and Demand Estimates</i>	-192	-98	-8	-82

Note: Total Study Area outputs are calculated as a whole single entity, and thus modeled outputs may not necessarily be a sum of the three zones.

- With current code limitations in place on shared parking supply for future development in Downtown Windsor (1630 total spaces), there is an anticipated deficit from

⁸ Future parking spaces considered “restricted” are those not considered open to the general public (e.g., spaces in new private residential projects intended for tenants only)

- approximately 190 to 320 parking spaces depending upon the scenario (with or without TDM).
- If no policy/program intervention is made to incentivize trip reduction, demand in all zones may exceed available supply.
 - If no policy/program intervention is made to open up restricted parking supplies to become available for the general public, demand in Zone 1 and 3 may spill over into Zone 2, as it has the lowest difference between Future Parking Supply and Scenario B demand. It also generates less parking demand than the other zones.
- Downtown Windsor should expect a growth in transit and non-driving access to the Downtown in the future, lessening parking demand for both events and business as usual. This is due to the imminent opening of the SMART station, a current trend of Sonoma County municipalities funding fare-free circulator transit service (e.g., Healdsburg and Sebastopol), and regional and local interest in creating partnerships to increase transit service delivery (either via coordinating underutilized assets such as school buses or developing “flex” routes which combine fixed stops with demand-responsive stops). However, complementary parking management policies will be necessary to ensure that parking demand does not spillover during times of peak demand.
 - Event parking has proven to be highly taxing on Town-wide parking supply, particularly on-street, creating severe local congestion and limiting access to local businesses. However, there is still significant untapped unshared supply during events as well as nearby satellite parking. Rather than invest in a capital project that will compound local traffic congestion, the issues is more likely to be solved via an event management solution. This includes the opening of the future SMART train station, expansion of the event shuttle, the potential addition or reintroduction of free transit service, bike valet and leasing of private parking among other incentives.
 - In the context of a low-density automobile-dependent suburban area in California, a combination of neighborhood enhancements, parking measures, transit implementation, and commuter trip reduction strategies (such as the provision of free transit passes) can reduce the associated vehicle miles travelled (VMT) by as much as 20%. This reduction can increase if the development is an infill development in a location with high-frequency transit service⁹.

⁹ https://ww3.arb.ca.gov/cc/capandtrade/auctionproceeds/capcoa_quantifying_ghg_measures.pdf

5 RECOMMENDATIONS



TIMELINE FOR RECOMMENDATIONS

The Downtown Parking Study Report is intended to be a living document that gets incrementally implemented as conditions evolve. While future circumstances may affect the timing and specific actions taken by the Town and its partners in transportation, there is a critical short-term window for the Town to get ahead of the introduction of new commuter rail transit service, as well as a thoughtful perspective in the longer-term future of how people may choose to live and use vehicles.

Recommendations in this chapter are sorted by category (Policy, Management, and Code) and then listed in an order which helps the reader understand the various ways in which policies, goals, and strategies will complement one another as recommendations get implemented. However, as the plan matures, one should also contemplate the ordering of recommendations under the following simplified timelines.

Figure 37 Index of Recommendations by Timeline

Preferred Timeline	Code	Recommendation
Pre-SMART (Within the Next Two Years)	P1	Time Limits at Premium Spaces in Zone 1
	P2	Develop Parking Enforcement
	P3	Performance-Based Parking Program
	P4	Paid Daily Reserved Parking for SMART
	P5	Open Spaces to Downtown Patrons
	P6	Preferential Carpool/Vanpool Spaces
	P7	Expand On-Street Parking Supply (Employee Parking)
	P8	Expand Parking Supply for Bicyclists
	M1	Expand Parking Wayfinding System
	C3	Increased Bike Parking Requirements
	C4	Parking Performance Guidelines
	C6	Enforcement Code
Pre-SMART and Medium-Term (Within the Next Four Years)	M2	Employee-Focused Mobility Services
	M3	Expand First Mile/Last Mile Connections to Downtown
Medium-Term (Two to Four Years from Now)	P7	Expand On-Street Parking Supply
	C1	Shared Access Parking District
	C2	New TDM Ordinance for Downtown
	C5	Restructure Parking Reduction Permissions
Medium-Term to Long-Term (Two or Greater Years from Now)	P9	Event Parking Management
Long-Term (Four or Greater Years from Now)	P10	Expand Off-Street Parking Supply
	M4	Prepare for the Future of Mobility

JUSTIFICATION FOR RECOMMENDATIONS

Essentially, recommendations will be made for changes to the current policy, mobility, and zoning frameworks that currently exist in the Town of Windsor. With such change, it is important to the process to explain their necessity as an outcome of this study. The reasoning for each recommendation directly stems from the series of tangible challenges identified throughout this study. In response to these problems, the recommended solution can be tied to at least one of the following **strategic objectives**.

Shift Demand

During a typical afternoon, there are places in Downtown Windsor where it is legitimately hard to find parking, but empty spaces are only a few blocks away. Recommendations to **Shift Demand** would help even the distribution of vehicles among all parking options and locations.

Reduce Demand

During peak times of day, and especially events, parking and congestion can overwhelm Downtown Windsor. Despite the efforts to provide alternative transportation (e.g., free transit), such options have insufficient marketing or currently lack a long-term stable funding source. Recommendations which **Reduce Demand** for parking do so by reducing supply needs and balancing modes of access in favor of vibrant, walkable-urban environments.

Expand Capacities

As with many parking studies, there is an impulse to build new parking supplies as the primary solution to a shortage of available parking. However, constructing and maintaining a brand-new facility may be cost-prohibitive and a new facility may quickly become obsolete in a time of uncertain markets and future transportation innovations. Recommendations which **Expand Capacities** focus first on expanding existing facilities to avoid the cost and physical impact of constructing new supplies.

Expand Supplies

Following the recommendations to expand existing capacities within parking facilities, there may still be a need to thoughtfully **Expand Supplies** of public parking. The imperative is that the parking is publicly accessible and accommodating of multiple users and modes (such as people seeking a charging station for electric vehicles or a long-term space for their bicycle). Ultimately, expanding supplies of public parking would be in lieu of parking reserved for a particular development or set of land uses.

Coordinated Management

Recommendations for **Coordinated Management**: policies, practices, and operations that optimize system-wide management and synergies with complementary programs and activities.

Event Management

Tools for **Event Management** ease constraints on “everyday” parking resources during intense-demand conditions.

POLICY RECOMMENDATIONS

Parking is part of the Town of Windsor's overall transportation and mobility system, and the Town is responsible for shaping that system. The Town also has an interest in improving the coordination of parking to future land use decisions, as the construction of parking has implications for future impacts to the built environment and the natural environment. Therefore, it is recommended that the Town sets policies which balance public and private parking needs while also ensuring that the walkable and sustainable reputation of Downtown Windsor is preserved and bolstered. By setting these policy recommendations in motion, Windsor can also help ensure that existing management and future investments in mobility and parking improvements to Downtown are beneficial and sustainable.

P1: Time Limits at Premium Spaces in Zone 1

Timeline: Pre-SMART | Strategic Goal: Shift Demand

Institute and Enforce Time-Limits as the primary tool for redistributing demand in aid of more consistent availability among all parking options

Since Windsor does not manage any of its parking resources at this time, it is essential to introduce management tools that will ensure the regular availability of supply to downtown visitors. It is essential for Windsor to get ahead of the anticipated opening of SMART service in Downtown Windsor by taking initiative of educating stakeholders and SMART alike on the strategies it plans to execute.

The institution of time limits, requires greater initiative from the Town of Windsor, unlike other SMART-adjacent municipalities which failed to institute regulations along station-adjacent rights-of-way which were being reconstructed at the same time that SMART was about to open new stations (and therefore affect parking demand).

Institute time limits at parking spaces within walking distance of the future SMART Station. Roll out time limits in the areas closest to the SMART station (Zone 1) prior to the opening of SMART service at the downtown Windsor Station and at Zones 2 and 3 phased in on the timing of future development in those segments of the downtown.

A time limit of 3 hours is recommended to meet the needs of a typical visit to the downtown. Hours of enforcement should be established to cover the times of greatest impact in the Downtown Area. Based on feedback from the community it is recommended Windsor enforce parking seven (7) days a week from 8AM to 8PM.

P2: Develop Parking Enforcement

Timeline: Pre-SMART | Strategic Goal: Coordinated Management

Establish a performance-based enforcement program

Parking enforcement should be focused on management objectives, rather than compliance or infraction revenue for their own sake. Enforcement is not only an extension of parking management; it is parking management's most public "face". As such, it can create profound

distrust of the management system if it appears that rules and infractions are prioritized as ends in themselves, rather than means of facilitating optimal parking conditions.

Use Community Service Officers/”non-sworn” enforcement personnel

The single most-effective strategy for improving parking enforcement is for it to be managed as part of the overall parking operation, and not as an aspect of law enforcement. Regulation cannot be effective without compliance, making enforcement an essential component of parking management. Parking violations, by contrast, naturally and understandably fall low on the list of most police department priorities. Therefore, this role should be staffed by non-sworn enforcement personnel either volunteers or community service officer(s) who act as parking ambassadors with the priority to support and reinforce the town’s parking policy.

It is important to be aware that whoever is conducting enforcement is the public face of the Town regarding parking matters. In the service of a more customer-friendly approach that helps visitors feel welcomed and oriented in downtown Windsor (as opposed to simply punishing parking violators), the person conducting enforcement should always see themselves as “parking ambassadors.”

Invest in License Plate Reader (LPR) technology

LPR technology, like most digital technologies, is continually evolving, getting smaller, more effective, and generally less expensive in the process. Handheld devices can greatly simplify time limit enforcement, increase its efficacy, and reduce its labor commitments. They can also expand permit-strategy options, such as providing employees with permits for off-hour parking in designated locations, by automatically linking license plates to a permit database.

Focus enforcement where it can best improve performance

Enforcement personnel should be trained to watch for key parking utilization conditions, which should help them determine where to focus their efforts to best achieve more consistent availability.

- Areas of consistently reduced availability — Areas where available spaces are consistently hard to find should become obvious to Parking Ambassadors/Community Service Officers as they become more cognizant of the priority placed on maintaining access to short-term spaces. Once

PARKING AMBASSADORS

The priority user of parking is the customer that uses downtown to shop, dine, and enjoy Downtown Windsor. Therefore, any enforcement mechanism should not be designed to dissuade customers.



In many cities, from Miami, FL to Victoria, BC, parking ambassadors are given multiple roles beyond simply parking enforcement. Parking ambassadors are directed to provide a customer-friendly approach which includes greet customers, informing visitors of their mobility and parking options, and providing “eyes on the street” in support of a clean and safe public realm.

recognized, these areas should receive priority attention throughout the day. Creating quarterly, parking-utilization reports will assist in identifying target enforcement areas.

- Areas of reduced availability in the early mornings — This is an indication of business owners and/or employees parking or loading from these spaces, as visitor parking demand is rarely significant before Noon (except outside coffee shops or similar morning-rush oriented businesses). This is not a problem in itself, and none of these vehicles will be in violation until after 10 AM. The idea is that spaces intended for customers should be available in time for them to be parking, so 10 AM was identified as a cut-off that pre-empts any midday rush when customers are expecting to park. But, if enforcement is lax in these areas, many of these vehicles will begin to overstay time limits, reducing availability for customers. If availability does not improve by 10 AM, such blocks should be targeted for time-limit enforcement.
- Areas of ample availability — Likewise, Parking Ambassadors/Community Service Officers should become aware of areas where finding a space is rarely a problem, and deprioritize these areas for enforcement. Consistently issuing tickets in low-demand environments sends the wrong signals about which objectives enforcement is meant to serve. It also misallocates limited enforcement resources away from where they can provide the most benefit. Again, quarterly usage reports can help to inform which areas fall in this category.

P3: Performance-Based Management Policy

Timeline: Pre-SMART | Strategic Goal: Shift Demand

Establish a policy of performance-based management for the Downtown's parking resources

Make clear that Downtown Windsor's parking management programs, strategies, activities, and investments are focused on achieving formal performance goals and objectives. A performance-focused management approach can take many forms, but its central components consist of the following.

- Establishing “space availability” as the Key Performance Indicator for assessing parking management effectiveness.
 - If spaces are consistently available, measures like parking duration and turnover become far less important.
- Setting time limits to require turnover in higher demand areas and limit all day parking commuters and downtown employees
- Establishing a downtown parking enforcement system to back-up the time limits with warnings and graduated citations
- Adjusting parking management tools/policies to influence demand patterns with a progressive approach such as:
 - Timed parking controls to limit all-day parking in high demand areas and based directly on demonstrated, geographic and time-of-day demand patterns.
 - Investing any future parking revenue in local improvements, including off-street parking, walking, bicycling, transit, streetscape, and sidewalk improvements.

This can reinforce the message that the primary purpose of parking rates is to manage demand and keep spaces available, not to fill budget gaps.

Consistent parking availability, and the benefits arising from it, are the central objectives of this approach, and will prove elusive if the parking policy is not truly responsive to parking behavior. This can be politically challenging if parking conditions do not change with the initial time limit approach. Communicating the benefits of this approach and sticking to it until meaningful improvements in availability are evident, will be critical to success.

P4: Paid Daily Reserved Parking For SMART

Timeline: Pre-SMART | Strategic Goal: Shift Demand

Institute Paid Daily Reserved SMART Commuter Parking

Paid Daily Reserved Parking Spaces for SMART Train Commuters will be established in concert with SMART service to the Windsor Station. The ability to reserve a limited number of parking spaces in advance will ensure that parking is set aside for commuters near the SMART station. Reservations will be for weekday arrival by 10AM. Note that the spaces in parking lot immediately east of tracks north of Windsor River Rd are currently managed by the Sonoma County Transit Authority (SCTA). SMART's policy at existing stations to charge a fee of \$2/day via mobile phone app with a monthly payment option. SMART will likely have the same approach at the Windsor Station.

P5: Open Spaces to Downtown Patrons

Timeline: Pre-SMART | Strategic Goal: Shift Demand

Release Unused Reserved Parking

Unused reserved parking spaces should be released for public use in SMART Station Facility after 10AM. Similar to the BART daily parking reservation program, any reserved parking that is not occupied by 10AM would be open for use by the general public using their transit system. In this case, Windsor would open the parking to all downtown patrons, as parking starts to become more impacted by the daily lunch peak.

P6: Preferential Carpool/Vanpool Spaces

Timeline: Pre-SMART | Strategic Goal: Shift Demand

Create “Preferred Parking” spaces at High-Visibility Locations with Maximum Convenience to SMART

Preferential Carpool/Vanpool spaces should be instituted in key locations adjacent to the Windsor SMART station. Informal or dynamic matched carpools will be allowed to park in 10% of the TGVA public supply set aside for verified carpool/vanpool spaces. Formal vanpools, Scoop or Waze carpool reservations from 2+ carpool participants, will be required for verification/enforcement. Windsor would need to partner with Scoop or Waze for access to the daily carpool matching data for parking enforcement.

P7: Expand On-Street Parking Supply

Timeline: Medium-Term | Strategic Goal: Expand Supply

Expand Supply of On-Street Spaces Through Additional Curb Painting and Pavement Markings

On-street spaces in Downtown Windsor are in high demand, but they make up only a small portion of the overall parking supply. Windsor has taken steps to specifically demarcate on-street parking (via pavement markings and colored curbs), yet it is not fully applied (including locations without sidewalks). Clearly marking spaces and adding signage will quickly differentiate blocks with parking and improve parking efficiency, which provides more satisfaction to the customer.

Despite the high value and limited quantity of curbside parking spaces in downtown, there are still a number of blocks without curbs or marked spaces. Windsor should continue precedent of adding marked spaces in downtown Windsor onto streets currently lacking markings, including blocks along Bell Road, Johnson Street, and Windsor Road. This would follow a precedent set by the current design to expand on-street parking along Wild Oak Road (which is owned by SMART as it is adjacent to the right-of-way). Windsor should ensure safe parking distances from corners, crosswalks, and hydrants are sufficiently demarcated.

Identify lower demand areas for employee parking

Windsor should identify on-street parking in Zones 2 and 3 as areas for employees to park. The parking utilization study indicated sufficient on street parking capacity in both zones with few exceptions midday. Town staff should monitor the occupancy in areas quarterly at the onset of SMART service on the edge of Zone 1 and known hotspots to determine if there would be a need adjust this designation.

Set aside curbside space for higher-capacity parking uses

Vehicles that require less curbside space for parking can provide more access in less curbside space. This can include bicycle parking, bike-share stations, and motorcycle parking. Seasonal bike corrals, in particular, may be particularly useful in promoting non-driving travel to and around downtown during activity peaks. For example, a typical bike corral taking up approximately one vehicular on-street space can host as many as 10 bicycles. To maintain safety for users, bike corral

PARKING FOR THE BICYCLING COMMUNITY

Parking is simply one mode as part of a larger multimodal transportation system. In addition to parking, Downtown Windsor is committed to making the neighborhood accessible to all users via multiple travel modes. A starting point includes the provision (and awareness) of bicycle parking and facility access. In Columbus, IN, the non-profit community park foundation is the lead provider of a distinctive bike rack, which it sells to citywide merchants to install in prominent locations. This popular initiative contributes to the town's visual distinctiveness and pronounced support for bicycling.



areas should be highly visible at all times of the day and should include added features to protect bicyclists from vehicle traffic.

Figure 38 **Example Image of Bicycle Corral**



P8: Expand Parking Supply for Bicyclists

Timeline: Pre-SMART | Strategic Goal: Expand Supply and Shift Demand

Expand supply of off-street spaces for long-distance/recreational bicyclists

Work with bicycle community and bike tour operators in identifying long-term vehicular parking for recreational bicyclists, so that they have alternatives to park their car and go on long rides other than the high demand parking on the Town Green. Locations should be identified in coordination with the Town of Windsor's Parks and Recreation department. Additionally, the locations of such parking should be incorporated into all multimodal wayfinding signage updates (see recommendation M1).

Because this problem may be addressed through the implementation of time limits within key central locations within Downtown Windsor, it will be important to monitor conditions and recreational bicyclist parking locations thereafter.

P9: Event Parking Management

Timeline: Medium-Term to Long-Term | Strategic Goal: Event Management

Create an Event Task Force

Valet and remote parking are among the tools which Windsor has already implemented to help manage events. However, it will continue to require collaboration between the Town and event leaders to decide which policies will be appropriate to manage and balance access to Downtown

Windsor during events. Windsor currently handles event management by using several transportation strategies (shuttles/remote parking/bike valet) but would benefit from a more comprehensive approach to stitch them into a cohesive program.

Windsor is known regionwide for its *Summer Nights on the Greens Concert Series*. Due to its extreme popularity, this event often creates traffic and parking congestion which significantly impacts local residents and businesses. A consolidated task force, directed at the behest of the Town, can be composed of representatives of the Town, local businesses, property owners, and residents would help to establish overall goals for the community events and ensure that they are balanced with comprehensive event access approach.

Cross-market events with local businesses to spread arrival/departure demand peaks

Cross-market between events and local businesses to encourage event attendees to arrive earlier/stay longer than they otherwise would. This helps to stagger arrival and departure times, reducing the intensity of arrival and departure traffic. Offering a bookstore discount with \$15 in Farmers Market purchase receipts, for example, might extend the trips of many market-goers. Similarly, a small gift certificate to Oliver's Market, packaged with commencement tickets, could have similar impacts on trip extension, while expanding viable parking options for those event-goers.

Develop transit plans, including marketing to event-goers

Market transit services as part of all large-event promotions. This should include scheduling and fare information, and any event-based changes to either. Ideally, a trip-planner is included on all event web pages, and a URL to same is included in all printed marketing materials.

Contract Event Parking Management

The following policies assume that the task force will engage a 3rd party vendor to evaluate, develop and manage an event parking program which could include at a minimum the following strategies.

Offer pre-assigned reserved parking

Mobile apps and web sites are already in use to reserve parking spaces on a daily basis for transit agency park-and-rides, including SMART with ParkMobile and Select-a-Spot with BART. These platforms could be transferred over to event locations.

Developing an online reservation system to allow attendees to pre-purchase parking in advance of an event will simplify parking, particularly for those less familiar with Downtown parking, and help organizers to better plan for capacity needs and changes in traffic flow. Parking options could be matched with arrival and/or departure routes in order to increase driver convenience, reduce traffic, and direct congestion away from areas of event congestion.

PARTNERSHIPS FOR FREE EVENT TRANSIT

Special events in any municipality may not only create a strain on parking demand, but also increase the risk of driving under the influence (DUI). Public-private partnerships are necessary to provide incentives for drivers to consider leaving the car at home. In Pittsburg, CA, the Chamber of Commerce partners with Tri Delta Transit to provide free shuttle service from the Old Town site of the Pittsburg Seafood and Music Festival to three locations, including the BART system. Shuttles run every 15 minutes from 9:00 AM to 8:00 PM. With the 2017 passage of Assembly Bill 711, alcohol establishments in California should feel similarly empowered to provide free rides to eventgoers.



Offer VIP parking

Charge a premium rate for the best locations, relative to the specific event, while providing information about lower-cost alternatives. Make use of market mechanisms to distribute demand more evenly across a greater number of parking locations. While increased rates during events can be viewed as "gouging", increased rates for the most convenient parking locations can be a very effective means of reducing congestion at these locations.

Offer high-occupancy-vehicle priority parking

Reduce parking rates and/or reserve premium spaces for high-occupancy vehicles to incentivize ridesharing to large events.

P10: Expand Off-Street Parking Supply

Timeline: Long-Term | Strategic Goal: Expand Supply

Seek Joint-Development opportunities to spread costs and risks associated with constructing new parking facilities, and to ensure public access to parking built to support private projects

Demand analysis shows there is a deficit in future parking supply (assuming that restrictions on spaces for customers, residents, and tenants are not lifted). Should the Town of Windsor elect to build any new supply in response to such a deficit going forward, it is recommended that such construction be done with a joint-development approach that also employs all other management approaches described in this report.

Joint development entails a partnership between a government entity or parking authority and a private developer to construct a new, privately owned/operated building or complex that incorporates a publicly owned/operated parking facility. While a joint development process is more complicated for both parties, the potential upsides in favorable circumstances can make such arrangements highly valued. In particular, such collaboration can facilitate greater public support for a proposal than a stand-alone parking garage or a private development with minimal/no parking would garner on its own.

Through joint development, mixed-use projects, like the Gaia Apartments Building in Berkeley were able to conform to zoning criteria (for parking reductions, multimodal options, and affordable housing) while bringing benefits beyond these efficiencies, using location, programming, and design to emphasize non-driving mobility and access.

Joint development has become an increasingly popular strategy for expanding municipal parking supplies. This approach avoids stand-alone parking structures and ensures public access to parking built to support new development. It also allows developers and cities to focus on what they specialize in, land-use development and parking management, respectively, increasing the end results for both.

Secure shared-parking arrangements with existing facilities to encourage employees parking during peak times

The demand analysis highlighted that there is significant untapped parking supply in the downtown currently unavailable to the driving public. Windsor could provide a conduit between business, property, and lot owners with recognizable opportunities for mutually beneficial shared-parking arrangements. Initiate negotiations by providing an independent perspective on issues

and opportunities, identifying shared-benefit opportunities, and helping to address common concerns. Negotiate agreements, including identifying strategic agreement components, as necessary, such as:

- Restricting access to the shared parking to area employees, perhaps through permits, to reduce risk and increase accountability.
- Compensation in the form of increased lot maintenance, lot improvements, added security, etc.
- Defining any added security or enforcement measures necessary to ensure that the primary uses of the lot are prioritized.

MOBILITY RECOMMENDATIONS

Walking, biking, transit, ride-hailing, carpooling, and parking are all part of a larger unified transportation system in downtown Windsor. However, current multimodal options are not always perceived as viable. By improving the functionality, appeal, timeliness, and cost-competitiveness of non-driving mobility options, the need to access a parking space in Downtown Windsor will decrease. This is a self-sustaining strategy with the entree of SMART. Windsor should expect to reap benefits if they support improvements to access multimodal transportation – particularly the “first mile” and “last mile” of the journey. A thoughtful investment in the overall mobility system builds on Downtown Windsor’s strength and reputation as a comfortable and walkable place that people enjoy visiting.

M1: Expand Parking Wayfinding System

Timeline: Pre-SMART | Strategic Goal: Expand Capacity

Develop a comprehensive communications plan that includes coordinated and unified wayfinding, information, and signage program

Parking management is most effective in managing demand and maintaining availability when drivers understand their options, clearly and comprehensively, before arriving. Ensure that drivers know their parking options, including time limits, and any other relevant information.

Wayfinding

Wayfinding is a means of providing intuitive visual cues and information to drivers, upon arrival. The first objective of wayfinding, therefore, should be to reinforce information provided to drivers before they arrived, and direct them to their parking option of preference. At the same time, effective wayfinding can provide visual information that suggests parking opportunities, and guides drivers toward their “right fit” options, even if they knew nothing of these options before arriving. This can include time limits and branding off-street locations that accommodate hourly parking.

Information

The essential pieces of information that must be clear for all parking options include:

- Time limits
- Schedule of enforcement

MEMORABLE PARKING LOCATIONS

A successful wayfinding system considers all the steps of a journey. From exiting off Highway 101, to arriving in downtown Windsor, to reaching a parking facility, to the walk back to the car, wayfinding can provide a recognizable and holistic experience for the visitor. In Pittsfield, MA, small steps taken to build on the existing wayfinding system include the provision of memorable names and signage adjoining all municipal parking facilities. A similar wayfinding system was developed for San Leandro, CA as part of their recent downtown parking management plan.



Source:
<https://www.gnugroup.com/web-portfolio/downtown-san-leandro/>

This information should be provided and disseminated via multiple media, with a focus on informing drivers of their options before they arrive in Downtown. This can include information specifically on free parking, where and when it is available, which can both help shift peak demand to off-peak times and locations and reduce frustration among drivers expecting to find free parking where and when it is not an option. This could include private facilities that are available for parking after-hours.

Signage

Clear and concise signage should serve two primary functions. The first is to complement wayfinding, in providing essential details on parking options for drivers arrived with little or no information. By complementing effective wayfinding elements, this information can be visually discrete, and textually concise, while effectively guiding parking searches. The second function is to confirm to each driver that the space she/he has found is indeed regulated as expected. Preferably, this happens without the drivers having to leave their cars.

Create a Comprehensive Downtown Parking Map

This is a critical component of a comprehensive information campaign. It should include all streets that offer on-street parking, marked according to time restrictions. It should also include off-street locations that offer public parking. This can also include facilities that only provide public parking on certain days, or during certain times of day, as these may emerge out of efforts to increase shared parking opportunities. The map should be provided at a single website, which should be referenced on all local business websites.

M2: Employee-Focused Mobility Services

Timeline: Pre-SMART to Medium-Term | Strategic Goal: Reduce Demand

Business employees and customers offered ample, free parking are less likely to choose fare-based transit options for their travel to their place of work. At the same time, incentivizing or requiring employee commuter benefits or Transportation Demand Management (TDM) plans/programs within districts containing multiple mobility options can mark a significant commitment to reducing auto traffic and dependence on drive-alone mobility in these areas.

Explore evolving options for local shuttle service

The recently concluded Hopper shuttle, which connected residents and visitors to popular Windsor destinations and the Santa Rosa Airport SMART station, was a pilot program to enhance the multimodal connectivity to Downtown Windsor. Although the service does not currently run, the need to provide alternatives to parking immediately in central Windsor (thereby reducing demand) continues. Not only will future service need to exist, it will need sufficient promotion, incentives for riders, comfortable places to wait for transit, and reasonable easy connections for people to walk and/or bike to stops.

Local shuttles can expand the effective range of Windsor parking options. This can facilitate Park Once management objectives, and thus reduce parking demand, by providing an attractive option for in-Downtown travel and reducing the need for second and third parking spaces during Downtown visits. Several cities have begun to explore options provided by vendors, such as San Diego's FRED (Free Rides Everywhere Downtown), Anaheim's FRAN (Free Rides Around the

Neighborhood) and Columbus's Hopper Carts, which provide free rides that can be hailed along designated routes, or via app-requested pickups. West Sacramento offers on-demand rideshare for a small fee with the Via rideshare service¹⁰. Dublin, CA offers discounted rideshares to and from the Dublin BART Station for trips within the City of Dublin.

Figure 39 Free Rides Around the Neighborhood (FRAN) Vehicle in Operation



Provide transit passes to Downtown employees

Employee parking can have profoundly negative impacts on Downtown's customer parking capacities. Given that employees tend to arrive well before the first waves of customer demand, the area's most convenient curbside spaces are particularly vulnerable. Pricing and other on-street management strategies, as identified in the Toolbox, can be very effective in managing these impacts. What has proven even more effective in many cities is making transit free for local employees. Ensuring that transit is significantly cheaper than driving has had a profound impact on transit mode shares among participating employees in several cities across the country, including Boulder, CO which was an early adopter of this strategy, and Ann Arbor, MI, which has achieved similar results from a program based on Boulder's.

Enforce Parking Cash-out

A parking cash-out or commute cash program, provides financial incentives to employees who choose to not drive and park at work. When paired with paid parking, they are one of the most effective ways to shift

BICYCLING INCENTIVES

The Yolo Commute Bicycle Incentive Program was designed to help commuters think outside of the box when determining alternatives to their regular "drive alone" commute mode. Commuters who drove alone and chose to switch to bike commuting were eligible to receive financial incentives under The Rideshare Incentive Program (TRIP). Applicants commuting by bike could receive a financial incentive of \$25 per month for three months. Requirements for participation included:

- Employees working 20 hours or more per week and/or residents that live in member developments
- Participation in monthly surveys
- Were identified as car commuters prior to switching to biking
- Applications are limited to once per person per calendar year

¹⁰ <https://www.ridewithvia.com/westsacramento/>

drive-alone commuters to other, more sustainable modes. Cashout programs are effective in allocating scarce parking and managing a growing demand for parking.

Daily cashout, as opposed to monthly, provides more flexibility and allows commuters to choose when to use a sustainable commute mode. Traditionally, a cashout program offers employees the cash value of a parking space for not parking. Given the high cost of a parking space, many employers have opted for a lower subsidy amount. An employee may choose to use this subsidy towards daily or monthly transit fare or bike expenses.

In 1992, the State of California enacted legislation that required many employers who subsidized parking to employees to offer a parking cash-out option. According to California state law, employers that meet all of the following criteria must offer the cash value of the subsidized parking space to any employee who does not drive to work¹¹:

- Have 50 or more employees
- Have a work site located in an air basin designated nonattainment for any state air quality standard
- Subsidize any employee parking on property they do not own
- Can calculate the out-of-pocket expense of the parking subsidies they provide
- Can reduce the number of parking spaces in any of their leases without penalty

In 2010, California authorized cities, counties, and air quality management districts to establish a penalty for employers who failed to comply.

Advertise/promote Sonoma County's emergency-ride-home benefit for non-driving Downtown employees

This benefit can provide critical support for non-driving commuters, by providing them with free, viable options for incidents such as working late, falling ill, or having to return home or pick up a dependent during the day. The benefit's availability, in tandem with more (and more-cost-effective) transit-commute options, should be marketed to employees and jobseekers among Downtown employers.

M3: Expand First-Mile/Last-Mile Connections to Downtown

Timeline: Medium-Term | Strategic Goal: Reduce Demand

Set aside curbside space to complete and expand multimodal networks

If one of the guiding principles for Windsor is to ensure access from all modes of transportation, change starts at the curb of a street. Curbsides, and by extension, sidewalks are the provider of "front door" access to both the destinations people want to reach, as well as the mode of transportation people are using to get to Downtown Windsor, whether a bus or a ride-hailing service. This ideally also includes parking, but far too often, the sidewalk route to parking spaces is not fully complete.

Curbside space can sometimes provide more mobility and access when set aside to complete or expand multimodal networks. This can include space used to accommodate bus stops, bike

¹¹ California's Parking Cash-Out Law, <https://www.arb.ca.gov/planning/tsaq/cashout/cashout.htm>

Downtown Parking Study Report

Town of Windsor

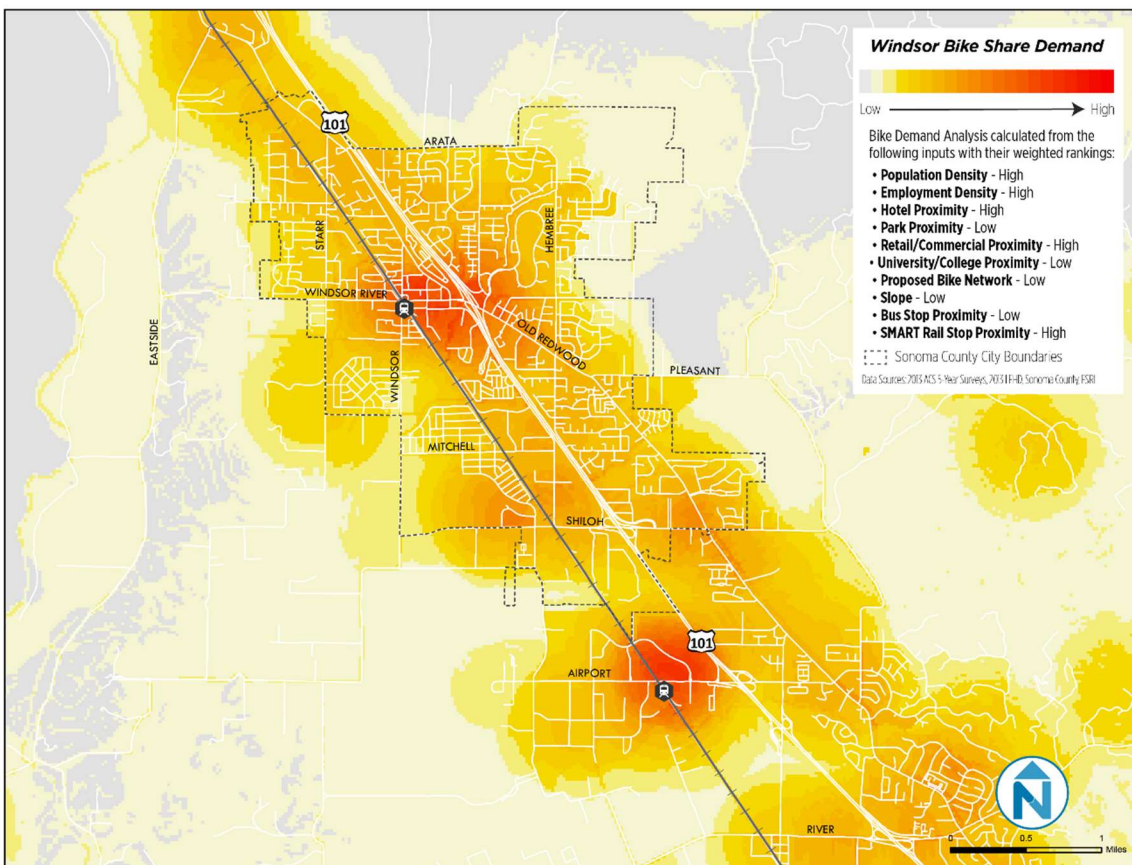
corrals, bike-share stations, bus or HOV-only lanes, curb-extensions in support of pedestrian networks, car-share parking, and taxi/Lyft-car stands.

Windsor can start expanding its networks by complementing newly marked and regulated spaces with additional ADA accessible sidewalk connections and pre-empting (and incentivizing) future development by constructing sidewalks. To ensure that people can easily locate their vehicles after parking at these new spaces, Windsor should also complement this with a wayfinding network to encourage people to park more remotely via expanded sidewalk network.

Develop bikeshare network/program in Downtown Windsor

The Sonoma County Transit Authority conducted a bikeshare feasibility analysis in 2016 and Windsor stood out as having high demand for generating bicycle trips. The roll-out of a FM/LM bikeshare network would support improved bike access to the downtown and bike mode share access to the Windsor SMART station.

Figure 40 Windsor Bike Share Demand Analysis



[Source: SCTA Bike Share Feasibility, 2016.](#) Both dock-based and flexible systems offer partnership opportunities with transit systems that include physical integration strategies, advertising opportunities, and capital and operational funding. The implementation of a dock-based system in Windsor may benefit from its similarity to BayWheels and other major systems across the country, potentially making its use more intuitive and familiar to locals and tourists.¹² The SCTA

¹² https://scta.ca.gov/wp-content/uploads/2016/11/SCTA-Bike-Share-Feasibility_Final.pdf

bike share study should be referenced for best practices regarding the selection and siting of bike share parking.

Conduct a FM/LM Bike and Pedestrian Safety and Wayfinding Study

A first mile/last-mile bike and pedestrian safety study is recommended to identify sensitive crossings and develop mitigations to improve non-auto access to the Downtown and Windsor Smart Rail Station. As part of this study, the Town of Windsor should develop a wayfinding approach/strategy for multimodal access to the downtown that supports pedestrian and bike safety.

M4: Prepare for the Future of Mobility

Timeline: Long-Term | Strategic Goal: Reduce Demand

Consider Adaptable Parking Infrastructure

The risks associated with over-building parking are set to escalate significantly, as disruptive technologies and service innovations, primarily in the arena of “shared mobility” (or “emerging mobility” among other terms) push US travel preferences toward what many expect to be a profound paradigm shift. There is a potential for significant drops in demand for parking personal autos, particularly on high-demand sites or in districts offering significant transportation options beyond drive-alone modes.

Parking investments to consider in this uncertain future, can include designing parking resources to serve areawide needs (potentially in the context of a shared parking district), securing low-cost underutilized sites to temporarily serve as surface lots (prior to redevelopment), and “adaptable” parking facilities which are designed and built to be repurposed for non-parking uses (such as data centers, offices, or apartments) within a 10-year window.

Figure 40 **Example Adaptable Parking Infrastructure**



Source: ParkPlus

Prioritize short-term parking over loading/unloading when short-term parking demand is highest; and prioritize curbside loading/unloading at times when short-term parking demand is modest or low

While loading/unloading and short-term parking is not currently a significant curbside management issue in Downtown Windsor, many communities throughout the Bay Area have been feeling the strain with the growth of on-line deliveries and ride hail pick-up and drop-off activity. At peak, either use can consume entire block-faces of retail-parking capacity. We anticipate on-line commerce to continue to grow and ride-hailing to expand in Windsor with the opening of SMART rail service. This makes it essential for curbside regulations to respond to the variations in their demand patterns, using variable programming to give more space to each use when it is most needed.

Typically, this will mean more loading/unloading space in the early mornings, shifting toward more short-term parking toward midday. Distinctly generous, morning-hour loading zones along prime commercial streets will provide incentive for larger delivery vehicles to avoid the midday and evening peak periods, when smaller loading zones should be provided around the corner, on side streets.

CODE RECOMMENDATIONS

The Town of Windsor is in control of how much parking is required with each development, but the Town can redefine the requirements and lift restrictions to meet future mobility needs. Codifying TDM requires future developments/employers to support or contribute to the enhancement of Downtown mobility. For example, allowing an option to pay into an enterprise fund toward new mobility programs/amenities can help reduce the burden of constructing too much parking, but it must still be approved by the Town of Windsor. This section outlines those applicable recommendations which require legislative intervention.

C1: Shared Parking District

Timeline: Medium-Term | Strategic Goal: Expand Capacity

Establish a Shared Parking District program

Downtown Windsor would benefit from a comprehensive management approach in which all parking resources were managed under a single administrative entity. This would include the development of a formal Parking Working Group (PWG) consisting of the Windsor staff, major property owners and employers to facilitate and implement parking reforms as challenges arise

Areas of focus for the board would include:

1. Parking district oversight
2. Define expenditures and advise allocation of parking revenue to support district improvements and associated contracts
3. Support/enforce shared parking program.
4. Support performance-based parking management.
5. Incentivize a district-wide adoption and coordination of signage and information.

Broker Shared Parking agreement

Work with Downtown business owners identify shared parking opportunities and interests and seek opportunities to broker sharing arrangements. Viable sharing arrangements can fail to materialize due to a lack of initiative on those seeking more capacity, or to liability concerns on the part of those with excess

BROKERING SHARED PARKING

In districts where shared parking agreements between private facility owners are particularly, and broadly, important, third parties can take on the role of brokering agreements between property/business owners who need more parking and those who have parking that they might be willing to share. In Omaha, NE, the Park Omaha Partners program provides a user-friendly, online process for property owners to offer their unused spaces, at a specified schedule, to the Park Omaha network through a shared parking agreement.

capacity. Windsor can help initiate negotiations, provide an independent perspective on issues and opportunities, identify shared-benefit solutions, and help address common concerns/remove common barriers.

Use pay-by-phone to encourage off-hour shared parking.

Engage owners of private parking lots about this opportunity to monetize their off-hour parking capacities, by coordinating between owners and a pay-by-phone vendor. The vendor and the facility owner can work out details such as shared-parking schedules and rates. Typically, the vendor will install its standard signage, consistent with those used for parking in the district, and distribute revenue to the facility owner in accordance with their agreement.

Convert private facilities to public facilities

Seek opportunities to convert private lots to public, city-managed resources, in return for improving and maintaining these facilities. Buy-in among lot owners will typically require trust in the “big picture” benefit of supporting a broader range of destinations with their parking resources; that an overall increase in activity and visitors to the area will be good for their “bottom line”. A critical component of this is trust in the Town’s capacity to effectively manage parking in the area to ensure that their customers will still have suitable parking options during peak-demand conditions.

Establish a Public Valet program to extend the effective capacity of key Downtown curbsides

Public valet offers the same curbside efficiencies as a typical valet, but is available for everyone, regardless of their Downtown destination/s. Such a strategy can effectively combine the convenience of curbside parking, while shifting utilization away from these areas and toward off-street facilities that would otherwise be underutilized. This can include private lots, through signed agreements, or using public parking lots that tend to be unpopular self-parking options.

C2: New TDM Ordinance for Downtown Windsor

Timeline: Medium-Term | Strategic Goal: Reduce Demand

Incentivize/require multimodal amenities and driving alternatives

Zoning is a major tool by which Windsor can ensure that multimodal transportation and alternatives to drive-alone mobility are supported, utilized, and cost-competitive. However, flexibility can also be placed in the zoning code. For example, in San Francisco, developers are given a “menu” of TDM options to select from to meet a target (based on how much parking is proposed for the project). By placing the impetus on developers and employers to determine the appropriate “menu” of TDM options and commuter benefits for their tenants and employees, Downtown Windsor stakeholders may continue to be involved in shaping future mobility options and parking policies while also understanding the fiscal impacts of parking (both guiding principles for parking in Windsor).

TDM Ordinance

Develop a menu of codified TDM tools for developers to select from to meet a target based on the parking supply proposed for projects in the Town Center Commercial (TC) district. These options may include but are not limited to:

- Enhanced bike storage/facilities
- Carshare parking
- Unbundled parking
- Bike share membership and fleets
- Employee commuter benefits

Bike Parking Requirements

Include distinctions between Class 1 and Class 2 facilities, as noted below:

- Class One facilities are secure, weather-protected facilities intended for use as long-term, overnight, and work-day bicycle storage by dwelling unit residents, non-residential occupants, and employees.
- Class Two facilities are located in a publicly accessible, highly visible location intended for transient or short-term use by visitors, guests, and patrons to the building or use.

EMPLOYER TDM PROGRAM IN PRACTICE

The David and Lucile Packard Foundation was required to adopt a parking and TDM and plan to mitigate the anticipated impacts of their campus expansion in Downtown Los Altos, CA. The TDM plan consisted of the following programs:

- Caltrain GoPass
- Employee Cash Out
- Guaranteed Ride Home
- On-Site Carshare
- Personalized Employee Transportation Information

This TDM and parking plan reduced employee drive alone rates and parking demand by more than 10%. There was also substantial reduction in minimum parking requirements granted by the City, and it allowed the Foundation to avoid constructing costly underground parking.



Car-Share Parking

Credit each car-share space as equal to 2 required parking spaces for residential uses or 3 required parking spaces for commercial uses.

Unbundled Residential Parking Credits

Reduce parking requirements by half for multifamily uses when spaces are sold or rented separately from the purchase or lease of a residential unit.

Bike-Share

Credit a bike-share facility with a minimum of 10 spaces as equal to 3 vehicle parking spaces.

Changing Facilities

Reduce the required number of vehicle parking spaces by 3 spaces for each changing facility that includes a shower and set of lockers.

C3: Increased Bike Parking Requirements

Timeline: Pre-SMART | Strategic Goal: Reduce Demand

Provide ample, high-quality bike parking options

Each Downtown trip completed on a bike leaves one parking space open for another trip made in a car. Providing attractive bike parking options can encourage more such trips, at far less cost and in much less space compared to meeting automobile parking needs. A single vehicle parking space can accommodate eight or more parked bikes. Furthermore, studies have shown that, in many cases, bicycle customers frequent neighborhood commercial districts more often compared to driving customers.¹³

It is imperative that the design and placement of all bike parking conforms to industry standard specifications, such as the *Essentials of Bike Parking: Selecting and Installing Bicycle Parking That Works*, a free guide produced by the Association of Pedestrian and Bicycle Professionals.¹⁴ These proven standards will ensure that required bicycle parking will actually be useful to bicyclists without hindering pedestrian accessibility and other considerations.

Create a Bike Parking Map

Following the creation of a multimodal transportation map, it is essential for Windsor to regularly update the map with all new facilities and parking assets and include bike parking information in all parking maps.

¹³ *Bike Lanes, On-Street Parking and Business, Clean Air Partnership, 2009.*

http://www.bikeleague.org/sites/default/files/bikeleague/bikeleague.org/programs/bicyclefriendlyamerica/bicyclefriendlybusiness/pdfs/toronto_study_bike_lanes_parking.pdf

¹⁴ https://cdn.ymaws.com/www.apbp.org/resource/resmgr/Bicycle_Parking/EssentialsofBikeParking_FINA.pdf

C4: Parking Performance Guidelines

Timeline: Pre-SMART | Strategic Goal: Coordinated Management

Define Availability as the Key Performance Indicator (KPI) for parking management

The most essential performance indicator for parking management is the availability of public parking spaces, near prime destinations and during the busiest times of the week. Without strategic management, parking demand will cluster tightly around these locations, resulting in constrained availability precisely where most drivers would prefer to park. Without management cues toward less-obvious parking options, this pattern typically creates a strong perception that “there is nowhere to park”, even when ample availability can be found on nearby blocks.

Define Key Performance Indicator targets

Achieving optimal availability conditions can bring about several parking-management objectives, primarily:

- Improved customer-service, as more parking options are more consistently available, more of the time.
- Reduced traffic and emissions, as finding a space no longer requires extra driving.
- If/when pricing is implemented, additional benefits would include:
 - Simplified management, as pricing is refined to the point where few other regulations/restrictions are required to achieve desirable conditions; and
 - Rationalized revenue streams, as parking revenues increase with demand, providing resources to invest in management and/or supply strategies to maintain availability.

A standard performance target for on-street availability is 15% of spaces, or about 1-2 spaces, on each block-face. At this level of availability, empty spaces are evident to passing drivers, removing anxiety over finding a space, or having to “circle back” for a space passed up in hopes of better options. Drivers can simply choose where to park, and find a space there, even during the busiest times of the week.

Monitor Performance

Whatever management strategies are employed to maintain availability, their success is best measured by counting empty

AVAILABILITY TARGETS AS POLICY

This tool addresses guiding principles for Windsor, including a need to make parking user friendly, and manage parking as part of a whole and unified system combining off-street and on-street assets. Municipalities which implemented such a performance based policy include Redwood City, which established an ordinance of a 85% target utilization rate with the “goal of managing the supply of parking and to make it reasonably available when and where needed.”

<http://shoup.bol.ucla.edu/RedwoodCity.pdf>

parking spaces among the downtown's best-used parking locations, at the busiest times of the week. Regular counts conducted in high-demand locations at peak-demand times will allow staff to monitor parking performance and measure the impacts of policy and regulatory changes.

It is essential that count data be analyzed specific to time of day and at the block-face/facility level. An area-wide measure showing ample availability can obscure chronic constraints at specific locations. Similarly, daily-average measures can obscure prolonged constraints experienced during midday peaks.

Along these lines, Windsor should establish a monitoring program to periodically measure effectiveness of the parking management program annually within six (6) months of the start of SMART service with adjusted frequency as entitled developments are occupied.

C5: Restructure Parking Reduction Permissions

Timeline: Medium-Term | Strategic Goal: Reduce Demand

Simplify Mixed Used Parking Standards for the Town Center Commercial (TC), Boulevard Commercial (BC) and Regional Mixed Use (RC) Zoning Districts

Eligible projects within the TC, BC and RC zoning districts currently have minimum parking requirements for certain uses and exempt others depending on size of the development. This table should be revisited for overall mixed-use developments. The shared parking exclusion should be repealed for large developments other than residential uses and the overall parking estimate should be developed based on a mixed-use shared parking demand estimate, based on the total peak parking demand of all the uses rather than static minimum parking requirements.

Allow permits with a TDM Plan to have automatic eligibility and/or waiver of eligibility at director's discretion

In addition to the existing reduction of parking requirements (26.30.050), the Town of Windsor should provide for a reduction in parking requirements based on the provision of an approved transportation demand management (TDM) plan. TDM plans can be extremely effective in reducing commuting by single occupancy vehicle (SOV) and result in a less commute trips and on-site parking demand. As a result, a TDM plan submitted as a condition of approval should be considered for a reduction in parking requirement based on the level of programmatic investment:

- Low – 10% reduction, carpool matching
- Med – 25% reduction, carpool matching and reduced-cost transit passes
- High – 50% reduction, carpool matching, bike allowance, reduced-cost transit passes, flex-work and shuttle/TMA

Incentivize the provision of shared/public parking when developments include parking on-site

Establish parking maximums for accessory (non-shared) spaces, allowing parking in excess of maximums only if the excess spaces are shared, or via payment of a fee comparable to the In-Lieu Fee.

C6: Enforcement Code

Timeline: Pre-SMART | Strategic Goal: Coordinated Management

Institute incremental fines

Enforcement is essential to the effective management of public resources — protecting those who play by the rules from those who willfully abuse them. But it is important that penalties for rules violations distinguish between occasional mistakes and intentional flouting of regulations. The primary objective of parking tickets and fines should always be to discourage repeat violations. A warning and a bit of information is all that most drivers will need to avoid repeat violations. In any community, however, there will be those who will continue to disregard rules unless the cost eventually becomes too great.

Include a “first-time forgiveness” policy

First-time violations should incur only a "courtesy" ticket (no fine), that includes detailed information on parking options, pricing, and regulations, as well as information on the escalating fine schedule for repeat violations. This emphasizes that parking enforcement is about managing access to public resources. This also formally adds an information-providing role for parking enforcement personnel (or Parking Ambassadors), altering their relationship with the parking public. A forgiveness policy combined with incremental fines could be the following:

- The first ticket in any 12-month period does not incur a fine.
- The violator is provided essential parking information and directed to Windsor's parking/mobility websites for more information.
- A second violation within 12 months would be fined at the current level.
- Subsequent violations would go up substantially, perhaps doubling each time.

6 IMPLEMENTATION GUIDELINES

The following table shows all recommendations in the order of their preferred timeline. The implementation guidelines matrix includes suggested lead implementers and timelines for each action. In summary, this Downtown Parking Management Plan sets a clear framework for short- and long-term action to make more efficient use of the existing parking supply, anticipating SMART service in 2020/2021 while also enabling development in the Downtown, and ensuring that adequate parking is provided for future development, while protecting adjacent neighborhoods.

Preferred Timeline	Code/Goal	Recommendation	Actions	Implementer(s)	Expected Cost	
					Capital	Operations (Annual)
Pre-SMART (Within the Next Two Years)	P1 – Shift Demand	Time Limits at Premium Spaces				
		Institute and Enforce Time-Limits as the primary tool for redistributing demand in aid of more consistent availability among all parking options	Institute 3-hour time limits within walking distance of SMART station (Zone 1) prior to opening of service. Hours of enforcement will be 8AM-8PM, 7 days per week. Install time signs including time limits and hours of enforcement.	Public Works, Community Development	\$	—
	P2 – Coordinated Management	Develop Parking Enforcement				
		Establish a performance-based enforcement program	Establish Windsor’s enforcement policy framework based on key performance indicators (C4)	Public Works, Community Development	---	---
		Use Community Service Officers/”non-sworn” enforcement personnel as parking ambassadors	Create a position or positions responsible for enforcing city parking policy made up of non-sworn officers, CSO’s or volunteers that act as parking ambassadors for the town of Windsor.	Public Works, Community Development, Police	—	\$\$
		Invest in License Plate Reader (LPR) technology	Develop/Put out request for proposal (RFP) for LPR vendor with companion citation processing program. Lease or purchase can be considered. Many vendors are available to manage/process citations and parking data.	Public Works, Community Development	\$\$	\$

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Preferred Timeline	Code/Goal	Recommendation	Actions	Implementer(s)	Expected Cost	
					Capital	Operations (Annual)
Pre-SMART (Within the Next Two Years)		Focus enforcement where it can best improve performance	Direct enforcement personnel to prioritize areas of consistently reduced availability and deprioritize areas of ample availability	Public Works, Community Development	—	\$\$
	P3 – Shift Demand	Performance-Based Parking Program				
		Establish a policy of performance-based management for the Downtown’s parking resources	Make clear that Downtown Windsor’s parking management programs, strategies, activities, and investments are focused on achieving formal performance goals and objectives. Includes Key Performance indicators, time limits, and enforcement	Public Works, Community Development	—	—
	P4 – Shift Demand	Paid Daily Reserved Parking for SMART				
		Institute Paid Daily Reserved SMART Commuter Parking	Coordinate parking management/reserved parking program with SMART and SCTA. Consider a smart phone payment vendor. Include this parking supply on Windsor wayfinding signage	SMART, SCTA, Public Works	\$	\$
	P5 – Shift Demand	Open Spaces to Downtown Patrons				
		Release Unused Reserved Parking	Coordinate parking management/reserved parking program with SMART and SCTA	SMART, SCTA, Public Works, Community Development	—	—
	P6 – Shift Demand	Preferential Carpool/Vanpool Spaces				
		Create “Preferred Parking” Signage at High-Visibility Locations with Maximum Convenience to SMART	Coordinate with TGVA, and SCTA to set aside 10% of TGVA public supply for carpool parking in the morning hours. Select carpool vendor. Include this parking supply on Windsor wayfinding signage.	SCTA, Public Works, TGVA, carpool vendor	\$	—
	P7 – Expand Supply	Expand On-Street Parking Supply				
		Identify lower demand areas for employee parking	Identify on-street parking in Zones 2 and 3 as areas for employees to park. Staff should monitor the occupancy on the edge of Zone 1 and known hotspots to determine this designation should be adjusted.	Public Works, Community Development	---	---

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Preferred Timeline	Code/Goal	Recommendation	Actions	Implementer(s)	Expected Cost	
					Capital	Operations (Annual)
Pre-SMART (Within the Next Two Years)	P8 – Expand Supply and Shift Demand	Expand Parking Supply for Bicyclists				
		Expand Supply of Off-Street Spaces for Long-Distance/Recreational Bicyclists	Identify alternate long-term recreational bike parking (i.e. Kezar Park, Old Redwood Highway), develop wayfinding signage	Public Works, Parks and Recreation	\$	—
	M1 – Expand Capacity	Expand Parking Wayfinding System				
		Develop a comprehensive communications plan that includes coordinated and unified wayfinding, information, and signage program	Develop wayfinding program that provides essential parking information (rates, time limits, hours of enforcement) and clear and concise signage to direct drivers to their options.	Public Works, Community Development, Parks and Recreation	\$	—
		Create a Comprehensive Downtown Parking Map	Provide locations of all on off street parking, and hours of availability/enforcement. This information should be provided on a single website.	Public Works, Community Development, Parks and Recreation	\$	\$
	C3 – Reduce Demand	Increased Bike Parking Requirements				
		Provide ample, high-quality bike parking options	Adopt Association of Pedestrian and Bicycle Professionals (APBP) bike parking standards for bike parking in Downtown Windsor.	Public Works, Community Development, Parks and Recreation	---	---
		Create a Bike Parking Map	Ensure that the multimodal map is updated regularly with all new bike parking facilities.	Public Works, Community Development, Parks and Recreation	---	\$
	C4 – Coordinated Management	Parking Performance Guidelines				
		Define Availability as the Key Performance Indicator (KPI) for parking management	Establish Availability as the Key Performance Indicator (KPI) for parking management.	Public Works, Community Development	---	---
Pre-SMART		Define Key Performance Indicator targets	Establish the standard performance target for on-street availability is 15% of spaces, or about 1-2 spaces, on each block-face.	Public Works, Community Development	---	---

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Preferred Timeline	Code/Goal	Recommendation	Actions	Implementer(s)	Expected Cost	
					Capital	Operations (Annual)
(Within the Next Two Years)		Monitor Performance	Conduct regular counts in high-demand locations at peak-demand times to allow staff to monitor parking performance and measure the impacts of policy and regulatory changes. Implement within 6 months of SMART service.	Public Works, Community Development	---	\$
	C6 – Expand Supply	Enforcement Code				
		Institute incremental fines	Establish code with table of graduated fines that discourage repeat violations.	Public Works, Community Development	---	\$\$
		Include a “first-time forgiveness” policy	Establish first time forgiveness policy, with “courtesy” ticket. Provide essential how to park in Windsor information and warning that 2 nd violation w/in 12 months would result in a standard citation.	Public Works, Community Development	---	\$
Pre-SMART and Medium-Term (Within Next Four Years)	M2 – Reduce Demand	Employee-Focused Mobility Services				
		Explore a redesign of SCTA routes that serve Downtown Windsor and the future SMART Station	The service for the 60 (Cloverdale to Santa Rosa) and 66 (Windsor Local) down Old Redwood Highway should be updated to match SMART Train schedule.	Public Works, Community Development, SCTA	---	---
		Explore evolving options for local shuttle service	Revisit hotel/county funded shuttle service. Consider last mile shuttle to service the Windsor and Airport SMART rail stations for events and key hotel and tourist destinations.	Chamber of Commerce, Community Development, SCTA	\$\$\$	\$\$
Pre-SMART and Medium-Term (Within Next Four Years)		Provide transit passes to Downtown employees	Provide free or reduced transit passes to SMART rail for eligible downtown employees.	Chamber of Commerce, Community Development	—	\$\$

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Preferred Timeline	Code/Goal	Recommendation	Actions	Implementer(s)	Expected Cost	
					Capital	Operations (Annual)
		Advertise/promote Sonoma County's emergency-ride-home (ERH) benefit for non-driving Downtown employees	All employees that do not drive alone to work are eligible to use ERH. Download the ERH brochure and market to Town employees https://scta.ca.gov/wp-content/uploads/2018/08/How_to_ERH.pdf	Chamber of Commerce, Community Development, SCTA	—	—
	M3 – Reduce Demand	Expand FM/LM Connections to Downtown				
		Set aside curbside space to complete and expand multimodal networks	Windsor can start expanding its multimodal networks by complementing newly marked and regulated spaces with additional ADA accessible sidewalk connections and pre-empting (and incentivizing) future development by constructing sidewalks. Windsor should also identify existing and approved FM/LM projects that may be advanced during this timeline.	Public Works, Community Development, Parks & Recreation	\$\$	\$
		Develop a bike share program/network	Windsor can develop a bikeshare network that builds off of SMART rail bike share implementation expected to roll out in Spring 2020. Selected bike share stations should be sited according to best practices detailed in the SCTA 2016 bikeshare feasibility study. Station hub expected to be funded by SMART grant	Public Works, Community Development, Parks & Recreation SMART	Refer to SCTA Bike Share Feasibility Study (2016) https://scta.ca.gov/wp-content/uploads/2016/11/SCTA-Bike-Share-Feasibility_Final.pdf	Depends on size of system
		Conduct a FM/LM bike and pedestrian safety study	Conduct a FMLM Bike and Pedestrian safety study to identify sensitive crossings and recommended mitigations including a multimodal wayfinding strategy to improve access to the Windsor Smart Rail Station.	Public Works, Community Development, Parks and Recreation	\$\$	—

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					Capital	Operations (Annual)
Medium-Term (Two to Four Years from Now)	P7 – Expand Supply	Expand On-Street Parking Supply				
		Expand Supply of On-Street Spaces Through Additional Curb Painting and Pavement Markings	Windsor should continue precedent of adding marked spaces in downtown Windsor onto streets currently lacking markings, including blocks along Bell Road, Johnson Street, and Windsor Road. Windsor should ensure safe parking distances from corners, crosswalks, and hydrants are sufficiently demarcated.	Public Works	\$\$	—
		Set aside curbside space for higher-capacity parking uses	Identify locations for bike corrals and bike share stations per APBP standards (C3)	Public Works, Community Development, Parks & Recreation	\$	\$
	C1 – Expand Capacity	Shared Access Parking District				
		Establish a Shared Parking District program	Establish Parking Working Group (PWG). Establish PWG charter, budget and goals.	Chamber of Commerce, Community Development, Public Works	---	---
		Broker Shared Parking agreement	Establish framework for shared parking arrangements. Identify potential sharing partnership opportunities.	PWG, Local businesses, Community Development	---	---
		Use pay-by-phone to encourage off-hour shared parking	Identify slate of pre-qualified vendors	PWG, Local businesses, Community Development	---	---
		Convert private facilities to public facilities	Establish partnership contract through PWG	PWG, Local businesses, Community Development, Public Works	---	---
		Establish a Public Valet program to extend the effective capacity of key Downtown curbsides	Establish partnership contract through PWG. A possible way to bring private lots into the public supply. Should be considered especially during peak capacity or events.	PWG, Local businesses, Community Development, Public Works	---	\$\$/\$\$

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Preferred Timeline	Code/Goal	Recommendation	Actions	Implementer(s)	Expected Cost	
					Capital	Operations (Annual)
Medium-Term (Two to Four Years from Now)	C2 – Reduce Demand	New TDM Ordinance for Downtown				
		Incentivize/require multimodal amenities and driving alternatives	Develop TDM ordinance for Downtown Windsor to reduce single occupancy vehicle commute mode share and parking demand. Develop a menu of codified TDM tools to meet a target based on the parking supply proposed for projects in the Downtown TC district.	Employers, Developers, Community Development	---	---
	C5 – Reduce Demand	Restructure Parking Reduction Permissions				
		Simplify Mixed Used Parking Standards for the TC, BC and RC Zoning Districts	Develop shared parking model approach for all mixed-use developments	Community Development, Public Works	---	---
		Allow permits with a TDM Plan to have automatic eligibility and/or waiver of eligibility at director’s discretion	A TDM plan submitted as a condition of approval should be allowed a reduction in parking requirement based on the level of programmatic investment.	Community Development, Public Works	---	---
Medium-Term to Long-Term (Two or Greater Years from Now)		Incentivize the provision of shared/public parking when developments include parking on-site	Establish maximums and required parking to be shared for all excess spaces.	Community Development, Public Works	---	---
	P9 – Event Management	Event Parking Management				
		Create an Event Task Force	Collaboration will be required between the Town and event leaders to decide which policies will be appropriate to manage and balance access to Downtown Windsor during events. Select vendor for event parking management.	Parks and Recreation, Local businesses	---	---

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					Capital	Operations (Annual)
Medium-Term to Long-Term (Two or Greater Years from Now)		Cross-market events with local businesses to spread arrival/departure demand peaks	Cross-market between events and local businesses to encourage event attendees to arrive earlier/stay longer than they otherwise would. This helps to stagger arrival and departure times, reducing the intensity of arrival and departure traffic.	Public Works, Parks and Recreation, Community Development, Local businesses	—	\$
		Develop transit plans, including marketing to event-goers	A trip planner with transit services should be included as part of all large-event promotions.	SMART, SCTA, Community Development, Parks and Recreation	—	\$
		Offer pre-assigned reserved parking	Adopt on-line apps and mobile reservation systems for event parking reservations.	Parks and Recreation, Local businesses	---	---
		Offer VIP parking	Charge a premium rate for the best locations, relative to the specific event, while providing information about lower-cost alternatives.	Parks and Recreation, Local businesses	---	---
		Offer high-occupancy-vehicle priority parking	Reduce parking rates and/or reserve premium spaces for high-occupancy vehicles to incentivize ridesharing to large events.	Parks and Recreation, Local businesses	---	---
Long-Term (Four or Greater Years from Now)	P10 – Expand Supply	Expand Off-Street Parking Supply				
		Seek Joint-Development opportunities to spread costs and risks associated with constructing parking facilities, and to ensure public access to parking built to support private projects	This approach avoids stand-alone parking structures and ensures public access to parking built to support new development.	Community Development, Public Works, Developer	\$\$\$\$\$	\$
		Secure shared-parking arrangements with existing facilities to encourage employees parking during peak times	Assign action item to PWG to identify potential and canvass properties to participate in shared parking arrangements.	PWG, Property Owners, Community Development	---	---

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					Capital	Operations (Annual)
Long-Term (Four or Greater Years from Now)	M4 – Reduce Demand	Prepare for the Future of Mobility				
		Consider Adaptable Parking Infrastructure	Consider structures that can be built and disassembled as part of the overall design and construction costs	Community Development, Public Works, Developer	\$\$\$	\$\$
		Prioritize short-term parking over loading/unloading when short-term parking demand is highest; and prioritize curbside loading/unloading at times when short-term parking demand is modest or low	Design flexible code language for curb management. Include curb zones that encourage high turnover activity, minimize double parking, and maintain safe environment for all users.	Community Development, Public Works	—	\$\$

Expected Costs/Revenue : Estimated cost based on the following scale:

- -- = Zero-cost measure
- \$ = Less than \$25,000, \$= expected revenue
- \$\$ = \$25,000 – \$100,000
- \$\$\$ = \$100,000 – \$200,000
- \$\$\$\$ = \$200,000 – \$500,000
- \$\$\$\$\$ = Over \$500,000