Meeting Date: January 20, 2015

Agenda Item No: 3.A.

Prepared By: Barbara Nelson, Planning and Building Director

REQUEST FOR CITY COUNCIL ACTION

SUBJECT:

Downtown Healdsburg Parking Analysis and Strategy Plan

STRATEGIC INITIATIVE:

Economic Diversity and Innovation

- Goal 2.2 Foster Existing and Create New Infrastructure to support development

  - Complete the parking management plan and develop a plan for implementation

RECOMMENDED ACTION(S):

Receive and discuss the Downtown Healdsburg Parking Analysis and Strategy Plan and provide direction to staff to return to the City Council with a parking plan for adoption

BACKGROUND:

Parking issues have been a topic of considerable discussion and study in the City over the years. Brief background information regarding previous parking studies will serve to provide a context for consideration of the Parking Management Plan for Downtown Healdsburg that is the subject of this agenda item.

Previous Parking Studies

The City and the former Community Redevelopment Agency (CRA) prepared a Downtown Parking Study in 1986 to examine existing and future parking demand in order to maintain the vitality of the downtown. The CRA Study included discussion of many of the same issues and options that are identified in the current Plan, i.e., in lieu fee payment, monthly fee assessments, shared parking, and enforcement. The CRA Study also recognized the need for the CRA to continue to provide supplemental funding through the use of tax increment money for development, and maintenance of public parking facilities. TJKM Transportation Consultants also prepared a Downtown Parking Study for the City in 2008 to determine existing and anticipated parking demand.

Parking In Lieu Study - Walker Parking Consultants

The economic retraction of the recent past combined with the loss of redevelopment funds compelled cities to examine how to provide for the needs of their communities, facilitate economic development, and identify alternative sources to finance public improvements such as public parking facilities. In light of these changing circumstances, the City Council directed staff to explore an in lieu parking fee option to provide the revenues needed to establish and maintain public parking facilities The City selected Walker Parking Consultants as the most qualified specialized consultant to perform this study. Walker Parking Consultants is nationally recognized for their experience and expertise in all aspects of parking studies, design and operation of parking facilities, and the preparation of parking monetization studies for both private and public sector clients. The Parking In Lieu Fee Study dated January 22, 2014, was presented to the City Council and Planning Commission at a Joint Meeting on January 28, 2014. The consensus of the City Council and Planning Commission was to:

(1) go further down the planning process and prepare a comprehensive parking management plan; (2) eliminate the downtown parking exemption area being cognizant that this will have an effect and will shape future development in the community; (3) establish an in lieu parking fee option; and (4) establish the enterprise fund for public parking and transportation improvements and facilities.

As a follow up to the Joint Meeting, the City Council voted to approve General Plan Amendment (GPA 2014-02) and Land Use Amendment (LUA 2014-03) on July 7, 2014, to remove the Downtown Parking Exemption Area, establish an in-lieu parking fee, and establish a fund for public parking and transportation improvements and facilities.

The current in lieu fee, $29,800 per space, was established at the mid-range of the fees recommended in the Parking In Lieu Study pending completion of the final comprehensive parking management plan. The Study identified fee recommendations in the range of $23,800 - $39,500 were based upon the City's need/desire for construction and maintenance of a new parking structure.

DISCUSSION/ANALYSIS:

The City retained Walker Parking Consultants to prepare the Parking Management Plan requested by the City Council. In summary, the Plan includes:

1. Quantification of existing parking conditions and characteristics
2. Projections for anticipated future parking demand
3. Recommendations for:

    - Specific parking policies
    - Recommendations regarding paid parking programs (in lieu and on-street)
    - Enforcement
    - Parking locations
    - Parking user groups, i.e., residents, employees, visitors
    - Appropriate use of parking technologies
    - Preliminary Financial and cost projections related to a paid parking

program

The parking management recommendations were developed based on the data, assumptions, and methodologies identified in the attached Plan.

ENVIRONMENTAL ANALYSIS:

The Parking Management Plan is not a "project" pursuant to California Environmental Quality Act (CEQA) Guidelines 15378.(b)(4)(5) because the Plan has been prepared to provide information and analysis regarding parking characteristics and monetization, and does not involve commitment to any specific project that may impact the environment; therefore, no environmental review is required.

FISCAL IMPACT:

Fiscal considerations are discussed throughout the Plan.

ALTERNATIVES:

1. Provide direction to staff to proceed with the recommendations as identified in the Parking Management Plan.

2. Provide direction to staff to proceed with amendments to the recommendations in the Parking Management Plan based on issues identified by the City Council and Planning Commission.

3. Accept the Parking Management Plan and take no further action regarding the recommendations.

ATTACHMENTS:

	Description
🗋	Downtown Healdsburg Parking Analysis and Strategy Plan

PARKING STUDY

DOWNTOWN HEALDSBURG PARKING ANALYSIS AND STRATEGY PLAN

HEALDSBURG, CALIFORNIA

Prepared for:
CITY OF HEALDSBURG

JANUARY 14, 2015

WALKER
PARKING CONSULTANTS

33-1805.00

PARKING STUDY

DOWNTOWN HEALDSBURG PARKING STUDY AND STRATEGY PLAN

HEALDSBURG, CALIFORNIA

Prepared for:
CITY OF HEALDSBURG

JANAURY 14, 2015

WALKER
PARKING CONSULTANTS

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EXECUTIVE SUMMARY

The City of Healdsburg (the "City") engaged Walker Parking Consultants ("Walker") to prepare a downtown parking analysis and subsequent plan to guide the management and funding for a parking system whose popularity has quickly outpaced the parking policies more appropriate for a different era. Downtown Healdsburg features unique characteristics that evolved from years of thoughtful and deliberate planning by residents, community leaders, businesses, and planners. With what we have observed as civic pride and sense of obligation, the community is considering options to address parking needs and improve upon the delivery of public parking services in the context of the broader quality of life goals for Healdsburg.

PROJECT APPROACH

This report provides parking planning and operating strategies that embody the philosophy of managing public resources in a way that supports community well-being, community connection, and a sense of place. This report aims to address public parking in the context of the larger vision for Downtown Healdsburg. Since parking is such a costly asset to provide, the City is carefully considering the need for additional parking and opportunities to maximize use of current parking assets. In addition, the City is looking to implement new policies and practices that better align parking services with community expectations and the reality – and opportunity – of a high demand for parking in some locations.

Public parking plans should not lead community development; rather the broader community goals for the downtown should be supported by a comprehensive parking strategy. The parking strategy should serve as a tool to help ensure downtown success and the City's quality of life the following guiding principles:

- Provide a customer-friendly experience for convenience and access.
- Maintain a responsibility to optimize public investment in parking infrastructure.
- Maintain the small town, walkable form that has evolved over years of purposeful planning and growth.
- Support for a park once, pedestrian friendly vision that encourages walking around the Downtown, but allows for choice of where to park.
- Facilitates economic development through flexible policies.

Walker understands that public parking issues cut across various policies and considerations. Our approach includes the evaluation of current and future parking conditions, parking policies and practices, and financial considerations, all of which shape our recommendations.

For the purpose of effectively implementing the recommendations, we suggest that efforts to do so be viewed in the context of improved customer service for the public. Improved customer service and experience is indeed the overall goal of the changes. The parking system must serve the public by, first and foremost, making parking available, provide choice and a pleasant experience. Drivers should have options regarding where and how long they park.

Good customer service also means good stewardship of the valuable asset that the parking system represents to the City and Downtown. As with any asset, the parking system will require investment and maintenance to maximize its value and performance. Serving the public means making the parking system economically sustainable.

Despite the existing challenges, implementation of the recommendations in this report can create real improvement in the parking system and Downtown. Significant improvements in the financial performance of the parking system can occur through improved management; our findings suggest that increases in revenue could be achieved. However, the reader should focus on the improvement to the customer experience and the possibilities of a parking system that is comprehensively and actively managed for the benefit of the public. Once these improvements are realized, additional benefits to Downtown and the City are likely to accrue as well.

FINDINGS

The following are key findings and recommendations associated with this effort.

- The overall peak parking demand was remarkably consistent between a busy weekday and weekend during at which time the occupancy rate for the combined on- and off-street, public and private spaces surveyed was 63%. However the distribution of the parking demand varied somewhat between the weekday and weekend.
- A parking occupancy rate of 60% to 70% in a busy Downtown is typical of our observations in other cities. However, as occurs in other cities, a concentrated area of high parking demand and subsequent lack of parking availability were observed. Much of the on-street parking within two blocks of the Plaza is effectively unavailable during the middle of the day.
- During the weekday peak, approximately 22% of cars observed parked in short-term parking spaces were observed parked 4+ hours, despite posted time limits. We conclude from this data that, despite the enforcement effort, long-term parkers are managing to occupy a significant number of spaces designated for visitors and customers.
- During the weekday *peak*, more than 700 public and private parking spaces were sitting vacant.
- Downtown Healdsburg's parking challenges are an issue of an imbalance of parking demand and supply rather than a sheer shortage of spaces. There is a high demand for

the most popular spaces while other available spaces exist but proper policies are needed to redistribute parking demand and increase the availability of parking spaces in the busiest locations.

- Enforcement of time limits Downtown is of limited effectiveness. Time limit enforcement has been found notoriously difficult to enforce, and the abuse of visitor spaces by long term parkers rampant, in every busy, commercial downtown that we have studied however the current ordinance allowing long-term parkers to move their cars makes time limit enforcement even more challenging.
- The City should concentrate its parking management efforts on managing the most congested blocks for parking. In doing so, we suggest that from a parking demand and financial perspective other policies more easily fall in place.
- Our analysis suggests that a parking structure in and of itself not only does not represent a solution to the City's parking issues, but even if a structure were constructed, nearly all the recommendations contained in this report would be necessary to implement. While, from some perspectives, some community members may desire a parking structure, parking management and funding should not be focused on the building, maintenance and operation of a parking structure as its primary goal.

Based on the project approach and findings, we recommend the following.

The recommendations outlined in this section are based on the following overall strategies for parking policies in Healdsburg:

- Adjust the current parking in lieu fee amount in recognition of data which suggests that A) the future demand for parking makes the demand and funding for a parking structure in Downtown Healdsburg unlikely and B) there is a desire to keep in place and therefore incentivize the preservation of existing buildings;
- Increase the availability of on-street parking spaces to Downtown by reducing the abuse of time limits by long-term parkers;
- Create a fiscally sustainable program to fund parking capital, operations and maintenance costs that were previously generated through the City's Redevelopment Agency. Use revenue generated from parking to fund parking and other transportation capital and operational improvements;
- Recognize that deliberate parking enforcement activities are important but require a level of customer service for the public. Therefore make parking enforcement more customer service friendly by taking an "ambassador-style" rather than a punitive approach to enforcement patrols as well as eliminating the charge for first offenses but charging progressively higher fines for habitual parking offenders.
- Provide parking in a manner that is cost effective and fiscally sustainable.
- Recognize that parking policies have aesthetic, environmental, traffic-related, and financial impacts on Downtown and the City. Parking policies should not be set in a

vacuum and must be open to small adjustments so that the City can monitor conditions and adjust the policies as appropriate to achieve the broader quality of life goals it seeks to address. Implementation and administration of the Parking Management Plan must be dynamic and ongoing. The City's goals for its planning, transportation and quality of life should guide how it provides parking.

1. REDUCE THE CURRENT PARKING IN LIEU FEE AMOUNT FOR NEW CONSTRUCTION

In recognition of the current parking surplus and the relatively small amount of additional public parking demand projected in the future, the City should reconsider tying its parking in lieu fee to the relatively high construction cost of building a parking structure because the need for such a structure is not projected in the foreseeable future.

Charging an in lieu fee consistent with the cost to build a parking structure suggests that the City may build structured parking, particularly to the payors. However, our data and analysis does not suggest that the parking demand or the funds for the structure will exist anytime in the foreseeable future. Further, a number of stakeholders expressed a preference for encouraging people to park in peripheral locations and walk into Downtown as well as a less automobile centric Downtown overall. This policy is consistent with that preference. It is also more fiscally sustainable, which allows the City to explore and potentially fund other (transportation) improvements.

We recommend that the City not proceed with plans to develop a public parking structure unless all of the following criteria are met:

- An effective effort has been implemented to manage on-street parking in the Downtown area that demonstrates the City's ability to maintain on-street parking occupancy rates at 85% to 90% during typical peak hours;
- Demonstrated current or future demand (based on approved plans for new development) for the number of parking spaces planned in the proposed structure;
- The establishment of a funding source for hard and soft costs, as well ongoing maintenance and operation, sufficient to fund a parking structure, is identified;
- Determination that the development of a parking structure is consistent with the City's broader goals for Downtown Healdsburg including goals for land use in the Downtown area, walkability, transportation (walkability, bikability, and the imminent rail transit service), and the environment.

Based on our analysis, these criteria have not been met. We therefore recommend that the City adjust its in lieu fee to an amount based on costs related to constructing, operating and maintaining surface parking spaces, whether newly constructed or leased from existing sources as a more realistic approach to funding and providing public parking.

As discussed in the report, capital costs for parking spaces in surface lots (not including land costs) typically range from $2,500 to $4,500 per space, annualized at 5% at $325± to $580± per

year. We project the need for an additional $100 to $125 per space annually after including the cost to maintain and operate the surface lots.

The in lieu fee per space calculation ranges from $8,500± to $14,200± based on a twenty year assumption, with a midrange cost projection of $11,300±. We recommend that the City set its in lieu fee at this amount. We note that this fee does not include the cost of land in the calculation should the City wish to purchase land for the purpose of building additional parking facilities; this cost could be significant.

To reduce startup costs for businesses in these buildings the City could institute parking permit fee that would be charged annually per space, in perpetuity. Based on a 20-year calculation, the annual fee would be $565±. We recommend that both the one-time and annual fee be adjusted annually per the Consumer Price Index.

We suggest that this in lieu fee ($11,300 lump sum fee per space or $565 annually) be applied only to new development. For square footage that represents only a change of use in an existing building rather new construction, we recommend a lower in lieu fee amount, as described in the following recommendation.

Table 2: In Lieu Fee for Existing Buildings

Projected Costs	Low	High
Construction Cost per Space (Surface Lot)	$ 2,500	$ 4,500
Annualized Capital Costs @ 5%	$ 324	$ 583
Operating Costs		
Basic Operating Expense	$ 40	$ 50
Cost/space for Access Control Equipment	$ -	$ -
Security	$ 45	$ 55
$15 to $30 /space/yr Sinking Fund	$ 15	$ 20
Total Operating Expenses/year (no revenue control)	$ 100	$ 125
Annual Cost to Own and Operate per Space	$ 424	$ 708
20-Year Total Costs	$ 8,475	$ 14,155
Average within Range:	$	11,315
Annualized Cost over 20 Years	$	566

Source: Walker Parking Consultants, 2014

2. ESTABLISH A SECOND TIER OF IN LIEU FEES TO ENCOURAGE THE PRESERVATION OF EXISTING BUILDINGS AND THE SCALE OF DOWNTOWN HEALDSBURG

Establish a second in lieu fee tier for existing buildings. In the report we note that when setting a parking in lieu fee there implications beyond parking that must be considered. Cities often set parking in lieu fees for the purpose of encouraging business downtown and participation in the (in lieu fee) program and supporting public parking rather than building private surface parking lots that will negatively affect downtown.

We have highlighted that the establishment of an lieu fee program is projected to help the City achieve its broader goals of:

- Funding the maintenance of existing parking spaces and the construction of additional public parking spaces, rather than a patchwork of private parking lots throughout Downtown;
- Preserving the scale and quality of Downtown's existing urban design; and
- Providing flexibility for businesses to meet parking requirements.

We also point out that, if set too high, in lieu fees will:

- o increase the cost of changing the use of existing buildings, with the potential to discourage or make prohibitive such changes; and
- o increase the incentive for property owners to demolish partially or fully existing buildings that cannot provide parking on site.

Based on these considerations and policy goals we recommend that a lower tier of in lieu fee payment be established for changes of use to existing commercial spaces within the Downtown to allow existing businesses and property owners the opportunity to preserve their building while growing existing businesses or encouraging new business in existing buildings.

As discussed in the report, capital costs for the construction of surface parking spaces typically range from $2,500 to $4,500 per space. In light of the City's policy goals discussed above, we recommend that the parking in lieu fee for changes of uses to existing buildings be set at $4,500 per required parking space, therefore deliberately not including any additional costs such as soft costs, maintenance or operations. Divided over a 20-year lifespan, the annual fee could translate to a $225± per year annual payment. We recommend that both the one-time and annual fee be adjusted annually per the Consumer Price Index.

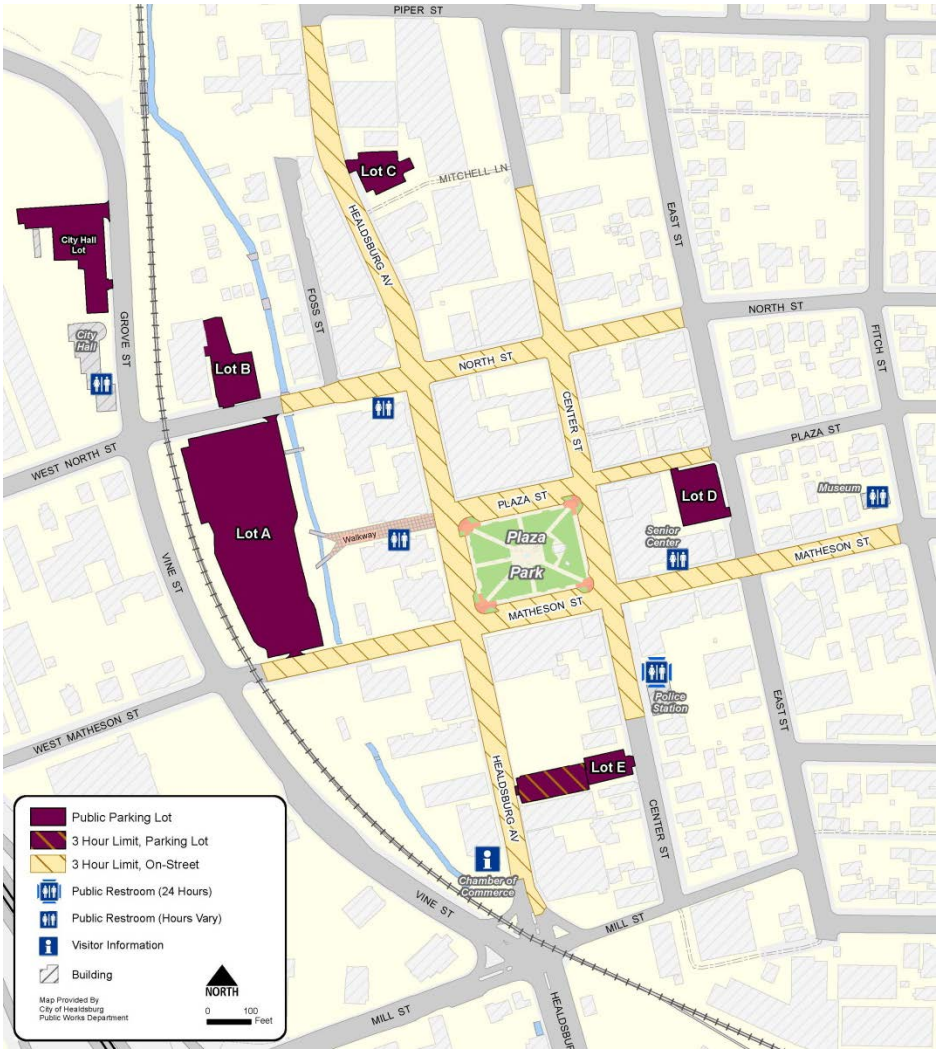
Elsewhere in the report we recommend that revenue generated from on-street parking be used both to increase the number of available parking spaces and to meet the City's broader planning goals for Downtown. To the extent that changes of use in existing buildings may trigger an increased parking requirement and costs for providing parking exceed the recommended $4,500 per space fee (as we noted above that additional costs could be incurred) we recommend that revenue from parking, specifically the on-street parking revenue projected elsewhere in this report, represents an appropriate funding source. In this way, parking revenue can be targeted directly to preserve the scale and character of the existing downtown.

3. REINTRODUCE ON-STREET PAID PARKING AS PART OF A PILOT PROGRAM ALONG BLOCK FACES DOWNTOWN SUFFERING FROM THE LOWEST PARKING AVAILABILITY

Implement a pilot program to reintroduce paid parking to ensure parking availability for visitors along the blocks in Downtown Healdsburg's that suffer from the highest parking occupancy rates. The goal of the paid parking pilot program is a significant reduction in the abuse of time limited spaces by employees who park all day, thereby improving parking space availability for visitors, and the overall experience of people who drive to Central Healdsburg. To this end we recommend:

- Paid parking in spaces currently signed for three hour parking.
- All revenue generated by the Paid Parking Pilot program should be devoted to capital and operational improvements to the Downtown parking system as well as broader improvements to other transportation infrastructure that serve Downtown. Improvements could include the construction of additional parking spaces. Revenue should be directed to a Parking Enterprise Fund, recommended elsewhere in the report.
- Provide three hours of parking free to residents of Healdsburg who register their license plates through an online program; consider extending the three hours free to residents of adjacent communities;
- Use of pay-by-plate multi-space kiosks so as to reduce the appearance of "clutter" on the sidewalk as well as to minimize costs to the City;
- Pay-by-cell (PbC) option that allows parkers to bypass the parking meter and to be able to add time (up to the three hour time limit).
- Hours of enforcement from 10:00 am to 9:00 pm, seven days per week.
- Recommended hourly pricing of $1.00 per hour Monday through Wednesday and $2.00 per hour Thursday through Sunday;
- Change the penalties for the City's time limit violation to a graduated rate. We recommend the following:
    - 1st citation per calendar year: Friendly reminder notice with no penalty.
    - 2nd citation per calendar year: $20.00
    - 3rd citation per calendar year: $40.00
    - 4th or more citation per calendar year: $60.00
- Enforce using a mobile license plate recognition (LPR) system.
- As part of a program to use parking pricing to manage parking demand, the City should consider event parking pricing in some off-street public parking spaces where parking demand is projected to exceed supply, as part of its overall parking management efforts.

Figure 1: Proposed Pilot Parking Program Area – Three-hour On-Street Spaces



City of Healdsburg and Walker Parking Consultants, 2014

4. ESTABLISH A PARKING AND TRANSPORTATION ENTERPRISE FUND FOR DOWNTOWN HEALDSBURG. CONSIDER A FULLTIME DOWNTOWN PARKING POSITION TO LEAD THE PARKING EFFORT.

Create a Parking and Transportation Enterprise Fund with a goal of a self-sustaining parking system which, to the extent possible, generates a revenue stream that is sufficient to cover ongoing operating and maintenance expenses as well as outstanding debt service obligations to ensure its solvency. Operating deficits must be guaranteed by transfers from the City's General Fund. Excess revenues should be used to fund parking and other transportation-related capital and operational improvements that enhance mobility to and with Downtown, as well as the funding of maintenance.

The purpose of the Enterprise Fund is to preserve parking revenues, segregate parking expenses, and establish a parking and transportation capital and operating budget that will allocate funds based on the City's transportation, economic development and sustainability goals.

Within the language establishing the Enterprise Fund, it should be made explicit that moneys from the Fund can be used for pedestrian, bicycle, and transit-related improvements to improve access to Downtown, not solely by adding additional parking spaces.

Our observations in Healdsburg suggest that a portion of this funding should be allocated to improvements that facilitate bicycle use as well, such as convenient bicycle parking facilities; such facilities can be cost effective substitutes for automobile parking spaces in some instances. Bike Station or other similar programs established in cities in California should be considered. Using the Enterprise Fund, the City should strongly consider assigning parking responsibilities to a dedicated staff position which would monitor the financial structure that consolidates Parking and Transportation's costs and benefits. Doing so in turn defines responsibility and accountability. Comprehensive parking management becomes even more important with the implementation of parking-specific funding mechanisms such as paid parking as well as efforts to incorporate underutilized private parking into the public system. The position to which these responsibilities are assigned could be an existing position. The responsibilities could potentially be assigned to a new position, if the demands and available funding warrant. As with other recommendations in this report, the goal is to make the management of parking as comprehensive and focused as possible.

A position focused specifically on parking that acted as the single point of contact for parking for other city employees, businesses and the public would be useful. Proper management of a municipal parking operation, particularly one that must serve visitors and residents to the extent which Healdsburg's must, includes enforcement, financial, operational, and public relation issues. It is useful for a public parking operation to have someone who is accountable for overseeing the parking operation to ensure the success and financial soundness of the parking system. Based on our understanding of current parking management within City of Healdsburg government, the City would benefit significantly from a staff member whose responsibilities are focused specifically on the comprehensive operation and management of the public parking system, both on- and off-street spaces.

5. IDENTIFY AND SIGN PARKING SPACES FOR EMPLOYEES IN PERIPHERAL LOCATIONS TO REDUCE CONGESTED STREET PARKING ON POPULAR BLOCKS DOWNTOWN

Our goal is to make available one to two parking spaces per block face for visitors (a total of 52 parking spaces within the pilot program area). We project that up to 70 to 100 employee cars parked on the street within the paid parking pilot area may park instead in peripheral locations.[1] This recommendation seeks to accommodate these employee vehicles conveniently.

Business owners and City staff have requested that some parking spaces in peripheral locations be specifically designated for employees. We recommend that this be done through signage that does not preclude visitors from parking in these spaces as well. Such signage could instead specifically indicate:

Employee
and
Visitor Parking

Reserving, rather than designating, parking spaces for employees is not recommended. First, most employees arrive at a destination before customers and visitors; employees tend to have their pick of parking locations, precisely the reason that they choose to park in the most convenient spaces unless there is a policy in place encouraging them to do otherwise. Second, by reserving a space for an employee, a visitor is precluded from parking in that location. We want to provide visitors the convenience of parking where they choose.

Finally, if employee parkers are not effectively directed into the designated employee spaces, the unfortunate result becomes a "double impact;" employees park in the visitor spaces while the reserved employee spaces sit empty because customers are prohibited from parking there.

The exception to this policy can be spaces reserved for employees in private parking lots, paid for by private employers or the City, through parking-generate revenue. This is one reason we strongly encourage the City and/or private employers to lease parking spaces in these lots for employees, as we outline in the following recommendation. These spaces are already effectively off-limits to visitors.

Keeping these issues in mind we detail this recommendation as follows:

- Designate long-term parking spaces for employees in off-street and peripheral locations.

- Include designated spaces in:

[1] We project that customer and visitor cars will replace most of these cars belonging to employees. Overall we project that the existing parking system will be able to accommodate more cars per day within the same number of spaces.

- ✓ The City Hall parking lot as well as Lots B and E (60± available spaces identified during the weekday and weekend peak);
- ✓ On-street spaces along Vine/Grove Streets, specific blocks of North, East, Piper and Moore Streets (95± available spaces identified during the weekday and weekend peak); and
- ✓ The significant number of spaces that sit empty located in privately owned parking lots within a reasonable walking distance and primarily north of the Plaza (400± available spaces identified during the weekday and weekend peak).

- Give businesses the opportunity to pay a monthly or annual fee to reserve parking spaces available for their employees in private parking lots in locations outside the Downtown core.

- Consider the creation of a "rewards" program for employees who park in designated employee spaces. Such a program has been successful in other cities.

- As part of the recommended parking ambassador program, consider the funding of a "walk service" to escort employees and increase lighting in the designated employee parking locations, if desired.

6. ADD, LEASE, AND SIGN SURFACE PARKING SPACES TO INCREASE PARKING CAPACITY DOWNTOWN

In an effort to provide long-term parkers with alternatives to parking in the most popular locations Downtown, and thereby making more convenient spaces available to visitors, we recommend that the City:

- Increase the number of parking spaces by approximately 62 spaces in the West Plaza and Purity parking lots as has been identified in plans prepared for the City; it would not be necessary to dedicate these spaces to employees if available spaces in the above referenced parking locations were used by employees.

- Increase the use of underutilized privately-owned parking spaces including the formalization of a public parking agreement with owners of private parking spaces, particularly those that are already being used significantly by the general public. These spaces would be made available to some or all members of the public through:
  - o The sharing and leasing of private spaces owned by businesses during low demand periods for the individual private parking facilities;
  - o The leasing of private parking spaces by the City directly for Downtown employees; such a policy may require specific language within the zoning code to allow for the sharing of these spaces;
  - o Including some private spaces in the public supply through a public parking signage, marketing and branding program; and
  - o Encouragement of a "market" for private parking spaces by:

- Establishing a forum to communicate, educate, and establish a dialog with private owners/
- Creating an online comprehensive list of parking facilities
- Leveraging technology
- "Branding" of a parking program for all public and private spaces.

7. CONSIDER MEASURES TO PROTECT RESIDENTIAL BLOCKS FROM SPILLOVER PARKING IF NECESSARY

To the extent there are concerns regarding parking spillover into residential blocks, we recommend the City and residents consider using residential parking programs that limit or eliminate parking spillover and can provide a varying degree of flexibility for the parking of non-residents. In most small cities where such policies are implemented, parking issues must first be quantified and/or a majority or super majority of residents must approve the policies designed to benefit residents. We recommend that both conditions be satisfied in Healdsburg as well.

In speaking with the public, some residents voiced concerns about parking demand currently spilling over from commercial into residential blocks. However, the residents we spoke with acknowledged that this does not occur frequently or to the point that the availability of parking was compromised. Our field surveyors did observe little to no parking spillover into residential areas as well. To the extent concerns remain or in light of future concerns over the efforts to improve the management of parking Downtown, we note that parking on residential blocks can be managed through residential parking programs that limit or eliminate parking spillover and can provide a varying degree of flexibility for the parking of non-residents.

Flexible measures could include stickers or easy-to-use online registration for residents, time limits for non-residents, "windshield display" permits for contractors, plumbers, and other trades people, and potentially an innovative program to allow a limited number of regular, designated employees (for example four to five employee permits per block face) to park at certain times using a paid permit system (paid by the employer or employee). The number of permits would be determined by an availability count of spaces.

In addition, and perhaps most importantly, revenue generated from such a permit program would then be used along the same residential blocks for:

- Street trees
- Sidewalk repairs
- Curb painting
- Whatever residents selected to improve their streets and sidewalks.

8. IMPLEMENT NEW TECHNOLOGIES CAREFULLY AND DELIBERATELY

Within the parking management plan we recommend the implementation of:

- credit-card compatible parking pay station kiosks
- pay-by-cell (PbC) capabilities, and
- license plate recognition (LPR) based enforcement

to create a more customer friendly system of parking management and interface with the public. We do not recommend specific technology vendors, but recognize that all three types of technologies are established and increasingly used by municipal parking systems in California. We recommend that, before purchasing any parking technology, the City identify the goal of the use of the technology, the cost and cost-benefit, investigate all technology alternatives related to that type of solution and identify and observe current locations where the technology has been implemented.

9. CONSIDER EXPANDING THE PARKING IN LIEU FEE AREA BEYOND THE CURRENT NORTHERN BOUNDARY

In recognition of the potential for development to occur beyond the northern boundary of the Parking In Lieu Fee Area, and the City's goals to encourage such develop to occur in a manner that is reasonably consistent with the existing building types in Downtown Healdsburg, consider the expansion of the parking in lieu fee area north of Piper Street.

10. ESTABLISH A DESIGNATED PARKING LOCATION(S) FOR TOUR BUSSES, LIMOUSINES, AND CONTRACTORS' VEHICLES

Establish a designated parking location for tour busses, limousines, and contractor vehicles in a peripheral location, convenient to but away from Downtown in order to ensure that such vehicles do not occupy spaces that could be made for visitors. We recommend that tour busses be required to pay a fee for parking in these locations. Successful programs such as this have been appreciated by both residents and tour bus operators and drivers.

11. EVALUATE THE CITY'S MINIMUM PARKING REQUIREMENTS

The City should evaluate minimum parking requirements for Downtown once it puts in place specific management measures to improve parking availability on the street and adequately fund the costs of providing public parking. Cities throughout California have reevaluated the number of parking spaces required and in many cases reduced the requirements. Such measures are often designed to reduce the acres of unused asphalt that occupy commercial districts and facilitate economic development. With the establishment of the parking in lieu fee, the City's parking requirements are less likely to negatively impact the aesthetic and economy of Downtown. Nonetheless, it is the availability of on-street parking spaces that we have found to be at the heart of the parking issues in Healdsburg's commercial business district, which should be prioritized in the parking planning effort.

12. ACTIVELY MONITOR PARKING PATTERNS AND UPDATE POLICIES AS NECESSARY

Consistently monitor parking occupancy rates Downtown to determine when adjustments to time limits, paid parking prices, enforcement policies, and the policies and signage governing the use of parking spaces are appropriate. Then identify and implement such adjustments. Parking is dynamic. To be administered effectively the parking system must be actively monitored and managed. Such monitoring, management and policy adjustments are not only orders of magnitude less expensive than building more parking spaces, they are more effective and are necessary whether or not more parking spaces are constructed.

CURRENT CONDITIONS

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PARKING CONSULTANTS

CURRENT CONDITIONS

The foundation of a successful parking management plan is an assessment of a parking system's current conditions. Based upon conversations with City of Healdsburg staff, Walker Parking Consultants implemented a plan to determine the current conditions of the Downtown Healdsburg parking supply. This plan consisted of the following steps.

- Determining the supply of usable parking spaces in the defined study area.
- Determining the intervals of peak demand on a typically busy weekday and weekend day.
- Evaluating the adequacy of the parking system to accommodate intervals of peak demand.
- Performing a license plate inventory (LPI) to determine patterns of parking demand.

Before turning to a detailed discussion of each of these steps, what follows is a brief overview of our findings and analysis thereof.

Through the collection and analysis of field data, Walker has determined that the Downtown Healdsburg parking system has an overall surplus of parking spaces. The peak (summer) weekday parking demand for the area occurred at 1:00 PM. At that time, 63% of parking spaces within the study area were occupied. Peak parking occupancy on a (summer) weekend also occurred at 1:00 PM. (surveyed on Saturday). During that interval, 63% of the parking spaces in the study area were occupied. The similar peaks are unusual, but likely the weekday peak consists of a greater proportion of downtown employees while the weekend likely has a greater proportion of visitors. Nonetheless, the total demand for parking on both days was shown to be the same.

Based on our experience studying parking demand in some of the most popular downtown districts in California, a peak parking occupancy rate in a popular commercial Downtown is typically about 60% to 70%. This is true for downtowns ranging from Carmel to San Luis Obispo to Santa Monica.

What is perhaps most notable about parking demand in Healdsburg is the particularly high occupancy rate of on-street parking spaces in the core of the study area. The competition among motorists for on-street spaces in this area persists even though there are hundreds of available on-street and off-street spaces nearby, within what we typically identify as an acceptable walking distance.

We believe that this dynamic is due to three factors. First, is the afore-mentioned preference of motorists to use on-street parking spaces as close to their destinations as possible. Second, many of the commercial establishments, stores, and restaurants in the study area are aimed at visitors, shoppers, and diners who seek out convenient parking. Third, in the performance of the fieldwork for this project, Walker staff collected data that indicates on-street parking spaces in the core area, designated for visitors, are used by employees who work in the area. This practice may result in a significant number of the most-sought after parking spaces remaining unavailable to visitors for long stretches of each day.

Most busy commercial districts suffer from a parking perception problem in which a few impacted (crowded) parking locations lead the public to believe that there is a parking shortage, even when many parking spaces are available within a close proximity. Parking "shortages" tend to be parking imbalances that result from challenges in managing the parking supply rather than a lack of spaces. On-street spaces tend to be more impacted than off-street spaces and public spaces tend to have higher occupancy rates than private lots or garages.

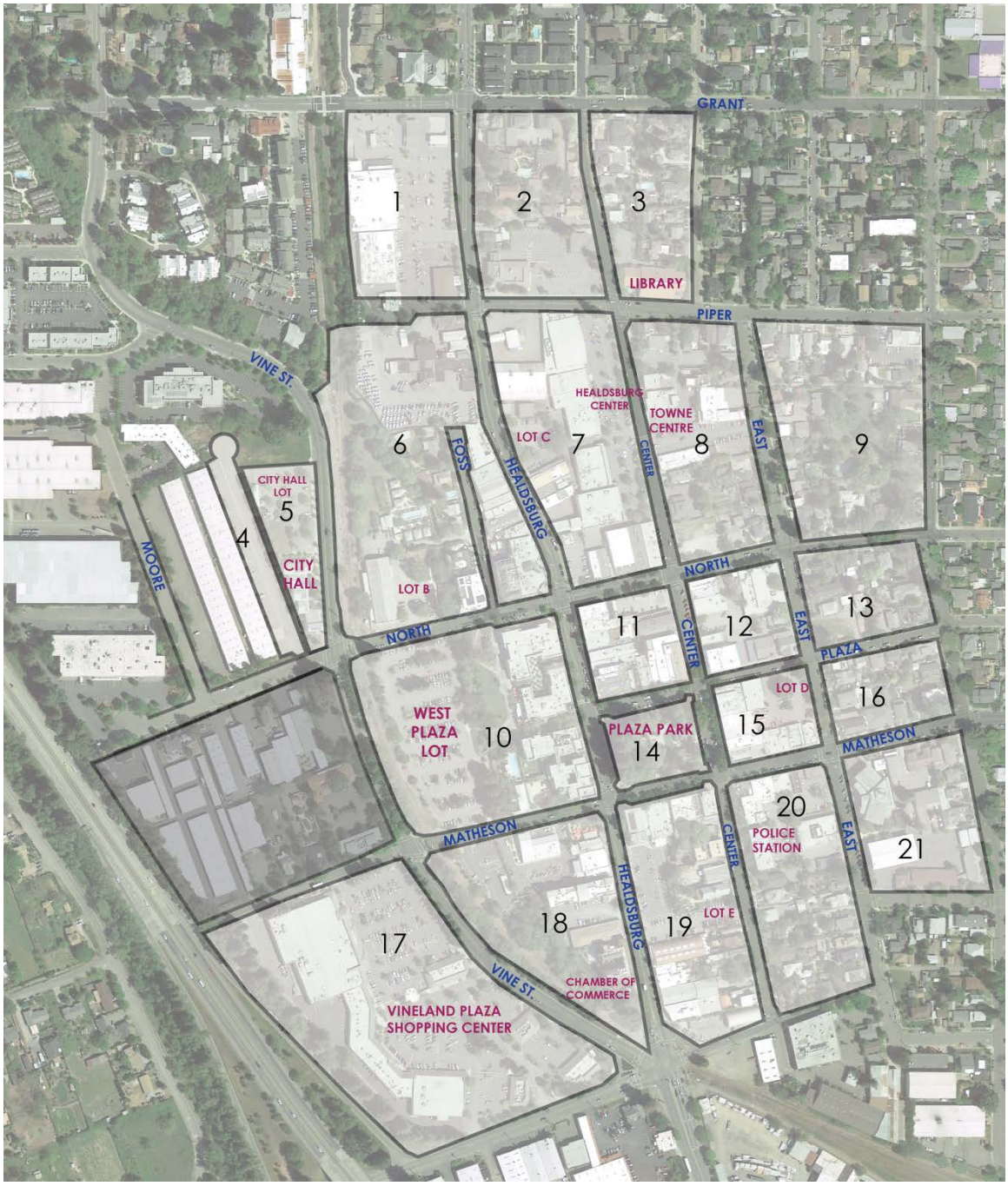
With about 37% of its total parking supply available during intervals of peak demand, Downtown Healdsburg overall has, at present, a sufficient number of parking spaces. However, as the data collected for this report shall show, the Downtown area's current parking supply could and should be used more efficiently. This higher level of efficiency can be achieved through the implementation of a comprehensive plan, or strategy. If the existing parking supply is used more efficiently, the City may well be able to forego the need to construct a significant number of off-street parking spaces.

This report, after describing the current conditions of the existing parking system, will be devoted to recommending a plan that consists of measures for the more efficient use of Healdsburg's parking supply.

SUPPLY AND DEMAND

Walker Parking Consultants performed an inventory of public on-street, public off-street and private off-street parking spaces in the study area, which encompasses the Downtown Core as illustrated in Figure 2, on the following page. The blocks have been numbered to help communicate the observed data in a clear manner. It should be noted that the categories "public" and "private" apply to the ownership of an off-street parking area – the terms do not necessarily indicate how those parking areas are used by motorists coming to Healdsburg.

Figure 2: Downtown Healdsburg Study Area



Source: *Walker Parking Consultants*, 2014

The study area has a total of 2,649± parking spaces. Of this total, 959 spaces are located on-street, and 1,690 are off-street. Of the off-street spaces, approximately 500± were identified as public in nature and 1,180± are private. Table 2, below, summarizes the study area's parking supply by type (on-street and off-street) and by category (public and private).

Table 3: Downtown Healdsburg Parking Supply by Type and by Category

	SPACE CATEGORY					
	PUBLIC		PRIVATE		TOTAL	
SPACE TYPE	SPACES	% OF TOTAL	SPACES	% OF TOTAL	SPACES	% OF TOTAL
ON STREET	959	36%			959	36%
OFF STREET	506	19%	1,184	45%	1,690	64%
TOTAL	1,465	55%	1,184	45%	2,649	100%

Source: *Walker Parking Consultants*, 2014.

Most of the parking spaces in the study area are public (55%) however, the largest single type of parking space is private off-street (45%). Combined, the off-street spaces comprise almost two thirds of the study area's entire parking supply.

DOWNTOWN HEALDSBURG PARKING DEMAND

To determine demand for parking in the study area Walker Parking Consultants performed occupancy counts on one weekday and one weekend day during the busy summer season. Based on input from City staff, Thursday and Saturday were chosen as typically busy days to perform the occupancy counts. The actual occupancy counts were performed four times each day on Thursday, June 19, 2014 and Saturday June 21, 2014. On those two days, members of Walker's field staff preformed counts every two hours between 9 AM and 9 PM, inclusive.

WEEKDAY DEMAND

Peak weekday occupancy was observed at 1:00 PM, when 1,658 of 2,649 parking spaces (63%) were occupied. During this period, 70% percent of on-street spaces, 74% of public off-street spaces and 52% of private off-street spaces were occupied. The following table illustrates weekday parking occupancy by block and by space type.

Table 4: Peak Parking Demand by Block and by Space Type – Weekday Peak, 1:00 PM

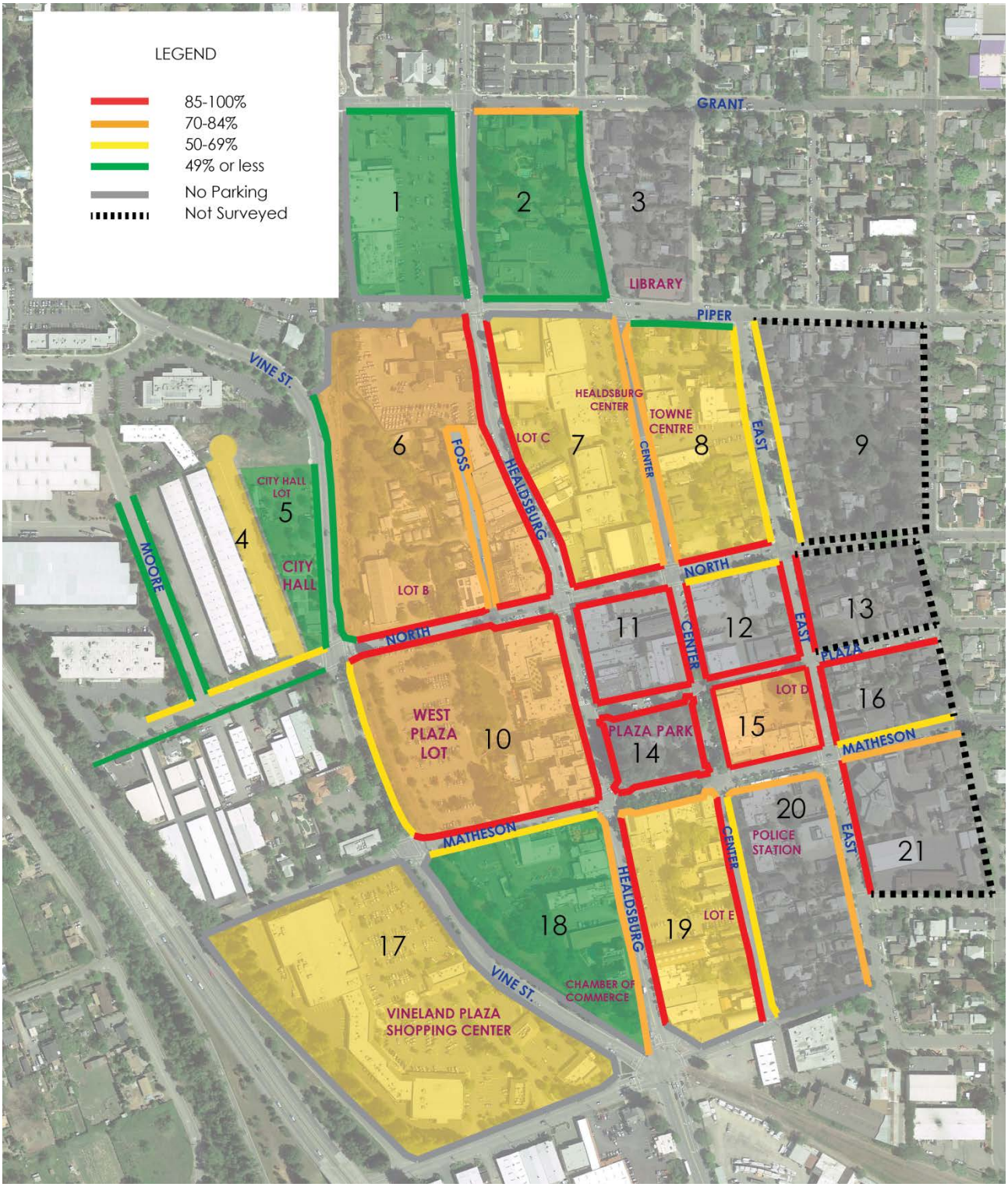
	On-Street			Off-Street								
Block Number	Public			Public			Private			Total		
	Inventory	Demand	Utilization	Inventory	Demand	Utilization	Inventory	Demand	Utilization	Inventory	Demand	Utilization
1	56	22	39%				160	55	34%	216	77	36%
2	33	11	33%				105	25	24%	138	36	26%
3												
4	92	28	30%				82	42	51%	174	70	40%
5	12	1	8%	46	20	43%				58	21	36%
6	120	84	70%	60	42	70%				180	126	70%
7	60	50	83%				264	143	54%	324	193	60%
8	67	43	64%				113	72	64%	180	115	64%
9	26	13	50%							26	13	50%
10	68	57	84%	249	208	84%				317	265	84%
11	46	44	96%							46	44	96%
12	50	44	88%							50	44	88%
13	10	10	100%							10	10	100%
14	43	42	98%							43	42	98%
15	42	41	98%	52	43	83%				94	84	89%
16	29	22	76%							29	22	76%
17	11	1	9%				381	249	65%	392	250	64%
18	35	24	69%				44	19	43%	79	43	54%
19	61	56	92%	99	63	64%	35	9	26%	195	128	66%
20	64	44	69%							64	44	69%
21	34	31	91%							34	31	91%
Total	959	668	70%	506	376	74%	1,184	614	52%	2,649	1,658	63%

Source: *Walker Parking Consultants*, 2014.

Figure 3, is a map of the study area during the weekday interval of peak parking demand. The map is color coded to compare the different levels of parking demand by block and by block face.

In addition to illustrating the differing levels of parking demand, the map also shows the relative dearth of off-street parking spaces in the eastern and south eastern areas of the study area. Overall, nine of the study area's twenty one blocks do not have off-street parking available for general use.

Figure 3: On-Street and Off-Street Utilization – Weekday Peak, 1:00 PM



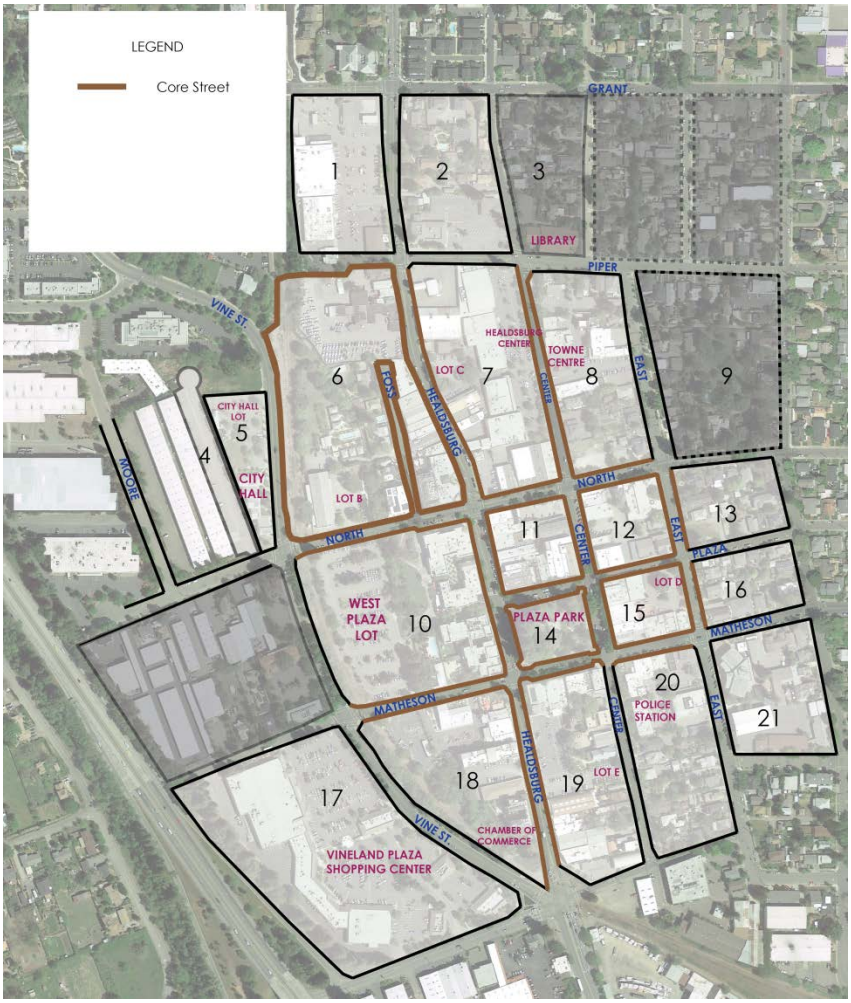
Source: *Walker Parking Consultants*, 2014

A block-by-block consideration of the interval of peak parking demand reveals that while the overall occupancy percentage is less than 70%, several blocks experienced significant on-street parking demand. The majority of this heightened demand for on-street parking spaces occurred in a core area defined by the following streets.

- Healdsburg Avenue between Piper Street and Mill Street.
- Center Street between Piper Street and Matheson Street.
- North Street between Vine Street and East Street.
- Plaza Street between Healdsburg Avenue and East Street.
- Matheson Street between Vine Street and East Street.
- East Street between North Street and Matheson Street.
- Foss Street.

Figure 4, below, shows the core on-street parking areas of the study area.

Figure 4: Downtown Healdsburg Core On-Street Parking



Source: *Walker Parking Consultants*, 2014

Table 4, below, summarizes and compares the on-street parking supply and demand in the core and non-core areas.

Table 5: Comparison of Core and Non-Core On-Street Parking Demand – Weekday Peak, 1:00 PM

Area	Number of Spaces	Occupancy	
		Spaces	Percent
Core	625	545	87.2%
Non Core	334	123	36.8%
Total	959	668	69.7%

Source: *Walker Parking Consultants, 2014*.

The core area on-street parking spaces comprise 65% of the study area's entire on-street parking supply (625 of 959). During the weekday peak, the core on-street parking spaces experienced approximately 82% of the total on-street parking demand. Conversely, the non-core area on-street parking spaces comprise of 35% of the study area's entire on-street parking supply and experienced approximately 18% of the total demand during the weekday peak.

In Walker's experience, motorists generally prefer on-street parking to off-street parking, especially if the on-street parking is close to their destination. We believe that this preference accounts for the disparity in parking demand for core area on-street spaces compared to on-street spaces in non-core areas. Moreover, based upon the observations of Walker field staff, we believe that, given Healdsburg's specific mix of commercial, retail, and dining establishments, motorists traveling to the area will be especially inclined to seek on-street parking in the core area – even though this preference does translate into spending additional time looking for parking despite the availability of open spaces nearby.

WEEKEND DEMAND

Peak weekday occupancy was observed at 1:00 PM, when 1,656 of 2,649 parking spaces (63%) were occupied. During this period, 68% percent of on-street spaces, 68% of public off-street spaces and 54% of private off-street spaces were occupied. Table 5, on the following page, summarizes weekend parking occupancy by block and by space type.

Table 6: Parking Supply and Demand by Block and Space Type – Weekend Peak 1:00 PM

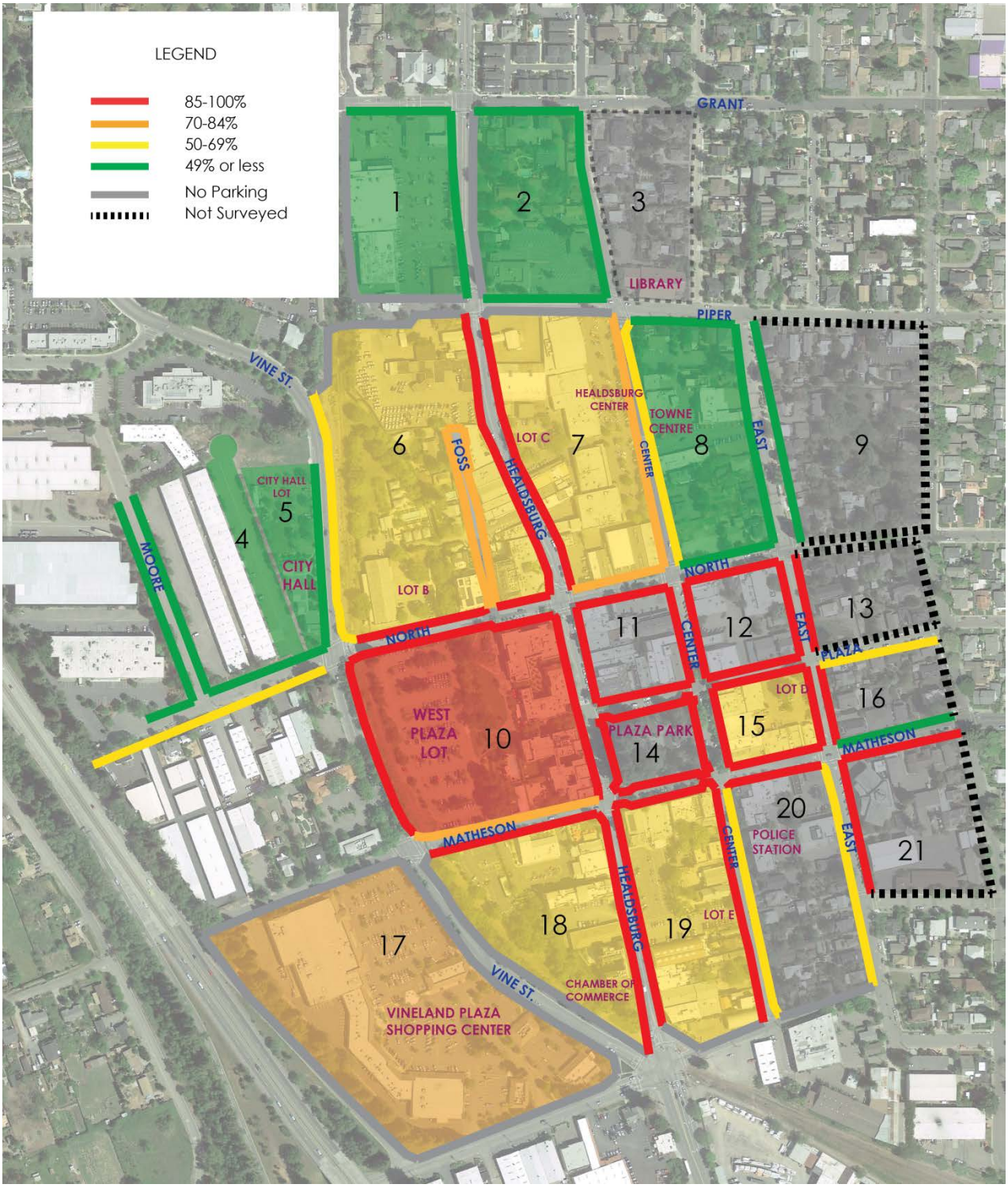
Block Number	On-Street			Off-Street						Total		
				Public			Private					
	Inventory	Demand	Utilization	Inventory	Demand	Utilization	Inventory	Demand	Utilization	Inventory	Demand	Utilization
1	56	24	43%				160	60	38%	216	84	39%
2	33	7	21%				105	28	27%	138	35	25%
3												
4	92	9	10%				82	24	29%	174	33	19%
5	12	4	33%	46	14	30%				58	18	31%
6	120	98	82%	60	41	68%				180	139	77%
7	60	51	85%				264	163	62%	324	214	66%
8	67	27	40%				113	46	41%	180	73	41%
9	26	12	46%							26	12	46%
10	68	60	88%	249	213	86%				317	273	86%
11	46	43	93%							46	43	93%
12	50	48	96%							50	48	96%
13	10	9	90%							10	9	90%
14	43	42	98%							43	42	98%
15	42	39	93%	52	36	69%				94	75	80%
16	29	17	59%							29	17	59%
17	11		0%				381	277	73%	392	277	71%
18	35	32	91%				44	22	50%	79	54	68%
19	61	55	90%	99	72	73%	35	5	14%	195	132	68%
20	64	46	72%							64	46	72%
21	34	32	94%							34	32	94%
Total	959	655	68%	506	376	74%	1,184	625	53%	2,649	1,656	63%

Source: *Walker Parking Consultants, 2014*.

The increased demand for public off-street spaces at the public lot on block 10 was offset by the decreased demand for public off-street spaces at the city hall lot on block 5.

Figure 5, on the following page, illustrates peak weekend on-street and off-street parking utilization by block and block face.

Figure 5: On-Street and Off-Street Utilization – Weekend Peak, 1:00 PM



Source: *Walker Parking Consultants*, 2014

As with the weekday peak, the weekend interval of peak demand was marked by intense competition for on-street parking spaces in the core area. Indeed, while the demand for on-street parking spaces in non-core areas was slightly lower during the weekend peak than on the weekday peak, the demand for on-street spaces in core areas remained the same.

Table 7: Comparison of Core and Non-Core On-Street Parking Demand – Weekend Peak, 1:00 PM

Area	Number of Spaces	Occupancy	
		Spaces	Percent
Core	625	545	87.2%
Non Core	334	110	32.9%
Total	959	655	68.3%

Source: *Walker Parking Consultants, 2014*.

During the weekend peak, the distribution of demand for on-street spaces in the core and non-core areas remained essentially unchanged from what was observed during the weekday peak.

EFFECTIVE SUPPLY AND PARKING ADEQUACY

At a given moment, a portion of a parking system's spaces are unavailable for use. The reasons for the unavailability include spaces needing repair, maintenance to a parking facility, and mis-parked and oversized vehicles occupying more than one space. Vehicular and pedestrian traffic can also render parking spaces unavailable. As a motorist waits for another driver to vacate a parking space, or for pedestrians to walk by, empty spaces ahead may remain unused as vehicles queue. Additionally, the configuration of spaces within a parking system can lead to spaces going underused. In a busier parking system, motorists may miss spaces obscured by landscaping or structures. Similarly, motorists may be reluctant to use spaces that appear difficult to navigate.

To account for the almost-inevitable unavailability of parking spaces in a parking system, Walker evaluates demand within a parking system by applying an effective supply factor (ESF) to that supply's inventory. Generally, Walker uses an ESF of 0.90 for off-street parking spaces and of 0.85 for on-street parking spaces. An ESF of .90 means that a parking area (such as a structure or a lot) with an inventory of 100 spaces is going to have an effective supply of 90 parking spaces. That is, at a given time. Walker projects that approximately 90 spaces will be available for use. In municipal areas such as downtown Healdsburg, the determination of the effective supply factors for a parking system are informed by Walker's experiences with similar [areas] and the observations of field staff who collect the data.

For this study, Walker Parking Consultants assigned the following effective supply factors:

- 0.85 for all on-street parking spaces,
- 0.90 for public off-street parking spaces, and

- 0.95 for private off-street parking spaces.

Table 7, below, summarizes the effective supply of the study area by block and by space type.

Table 8: Study Area Effective Supply by Block

Block Number	Number of Spaces			
	On-Street Public	Off Street		Total
		Public	Private	
1	48		152	200
2	28		100	128
3				
4	78		78	156
5	10	41		51
6	102	54		156
7	51		251	302
8	57		107	164
9	22			22
10	58	224		282
11	39			39
12	43			43
13	9			9
14	37			37
15	36	47		83
16	25			25
17	9		362	371
18	30		42	72
19	52	89	33	174
20	54			54
21	29			29
Total	817	455	1,125	2,397

Source: *Walker Parking Consultants, 2014*.

Having determined the ESF for the parking spaces in the study area, Walker projected the effective parking supply of the study area on a block by block basis and then compared each block's effective supply to the weekday and weekend intervals of peak demand. Table 8, below, summarizes the effective supply factor calculations and provides an assessment of the parking adequacy of each block by space type.

Table 9: Parking Supply and Adequacy by Block – Weekday Peak, 1:00 PM

	On-Street			Off-Street						Total		
				Public			Private					
Block Number	Effective Supply	Demand	Adequacy/ (Deficit)	Effective Supply	Demand	Adequacy/ (Deficit)	Effective Supply	Demand	Adequacy/ (Deficit)	Effective Supply	Demand	Adequacy/ (Deficit)
1	48	22	26			--	152	55	97	200	77	123
2	28	11	17			--	100	25	75	128	36	92
3						--			--			
4	78	28	50			--	78	42	36	156	70	86
5	10	1	9	41	20	21			--	51	21	30
6	102	84	18	54	42	12			--	156	126	30
7	51	50	1			--	251	143	108	302	193	109
8	57	43	14			--	107	72	35	164	115	49
9	22	13	9			--			--	22	13	9
10	58	57	1	224	208	16			--	282	265	17
11	39	44	(5)			--			--	39	44	(5)
12	43	44	(1)			--			--	43	44	(1)
13	9	10	(1)			--			--	9	10	(1)
14	37	42	(5)			--			--	37	42	(5)
15	36	41	(5)	47	43	4			--	83	84	(1)
16	25	22	3			--			--	25	22	3
17	9	1	8			--	362	249	113	371	250	121
18	30	24	6			--	42	19	23	72	43	29
19	52	56	(4)	89	63	26	33	9	24	174	128	46
20	54	44	10			--			--	54	44	10
21	29	31	(2)			--			--	29	31	(2)
Total	817	668	149	455	376	79	1,125	614	511	2,397	1,658	739

Source: *Walker Parking Consultants, 2014.*

Overall, the Downtown Healdsburg parking system has an adequate parking supply. During the weekday interval of peak demand, the system had an overall surplus of 739± spaces. However, due to the high demand for on-street parking spaces in the core areas, several blocks had inadequate parking.

The use of effective supply factors brings the competition for on-street parking spaces in the core area into sharper focus. As the following table shows, the core area has an inadequate supply of on-street parking spaces while the non-core on-street areas have a combined surplus of 161± spaces.

Table 10: On-Street Parking Adequacy, Weekday Peak – 1:00 PM

Area	Number of Spaces	Effective Supply	Demand	Adequacy/ (Deficit)
Core	625	532	545	(13)
Non Core	334	284	123	161
Total	959	816	668	148

Source: *Walker Parking Consultants, 2014.*

Using effective supply factors to project the adequacy of the downtown Healdsburg parking system during the weekend peak yields similar findings. As the table below indicates, the study area had a parking surplus of 737± spaces during the weekend peak.

Table 11: Parking Supply and Adequacy by Block – Weekend Peak, 1:00 PM

				Off-Street								
	On-Street			Public			Private			Total		
Block Number	Effective Supply	Demand	Adequacy/ (Deficit)	Effective Supply	Demand	Adequacy/ (Deficit)	Effective Supply	Demand	Adequacy/ (Deficit)	Effective Supply	Demand	Adequacy/ (Deficit)
1	48	24	24			--	152	60	92	200	84	116
2	28	7	21			--	100	28	72	128	35	93
3						--			--			
4	78	9	69			--	78	24	54	156	33	123
5	10	4	6	41	14	27			--	51	18	33
6	102	98	4	54	41	13			--	156	139	17
7	51	51	0			--	251	163	88	302	214	88
8	57	27	30			--	107	46	61	164	73	91
9	22	12	10			--			--	22	12	10
10	58	60	(2)	224	213	11			--	282	273	9
11	39	43	(4)			--			--	39	43	(4)
12	43	48	(5)			--			--	43	48	(5)
13	9	9	0			--			--	9	9	
14	37	42	(5)			--			--	37	42	(5)
15	36	39	(3)	47	36	11			--	83	75	8
16	25	17	8			--			--	25	17	8
17	9		9			--	362	277	85	371	277	94
18	30	32	(2)			--	42	22	20	72	54	18
19	52	55	(3)	89	72	17	33	5	28	174	132	42
20	54	46	8			--			--	54	46	8
21	29	32	(3)			--			--	29	32	(3)
Total	817	655	162	455	376	79	1,125	625	500	2,397	1,656	741

Source: *Walker Parking Consultants, 2014.*

As during the weekday peak, several blocks had inadequate parking while other blocks had a surplus of parking spaces. In particular, block 4 had a surplus of 123± spaces.

Table 11 shows that the competition for on-street parking spaces in the core area continues during the weekend.

Table 12: On-Street Parking Adequacy, Weekend Peak – 1:00 PM

Area	Number of Spaces	Effective Supply	Demand	Adequacy/ (Deficit)
Core	625	532	545	(13)
Non Core	334	284	110	174
Total	959	816	655	161

Source: *Walker Parking Consultants, 2014.*

This discussion of Downtown Healdsburg's parking occupancy and adequacy has shown that while the area has a level of parking demand relatively higher than comparable California municipalities, the study area overall has an adequate parking supply, but the supply of on-street parking spaces in Healdsburg's core area is inadequate given the high level of competition for those spaces.

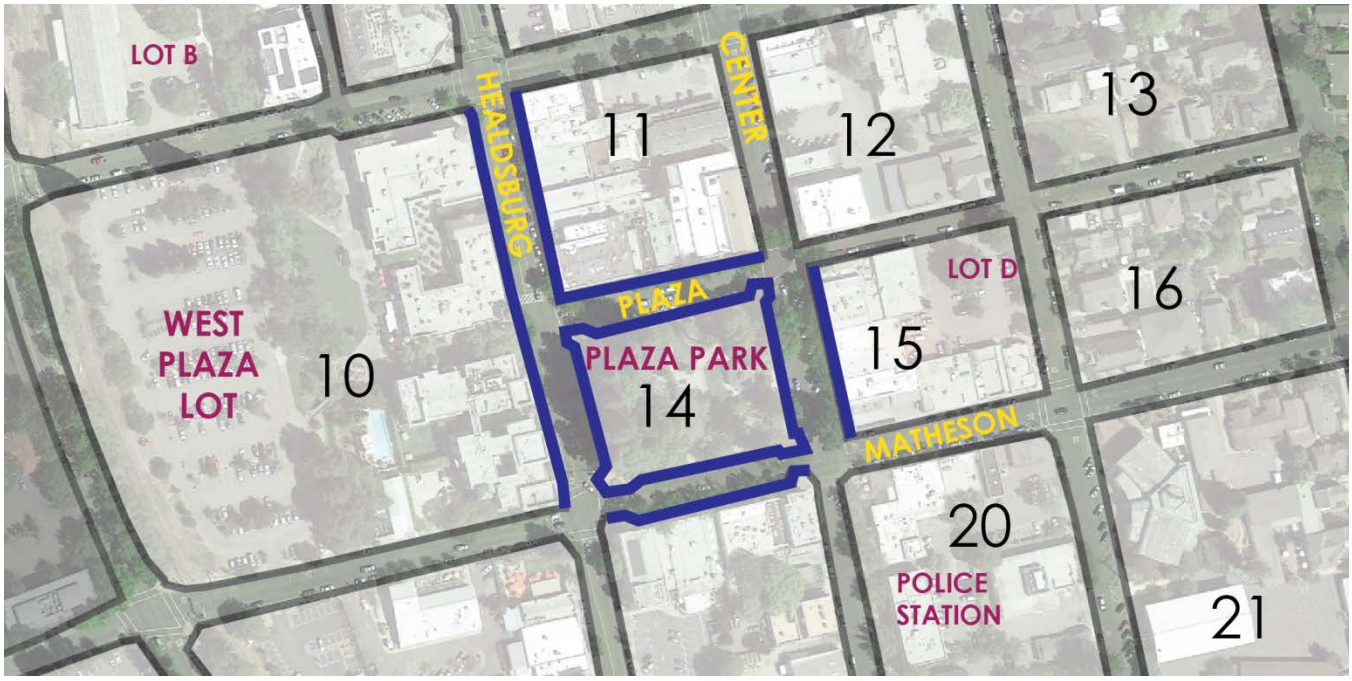
This report has already discussed two interrelated causes for the high demand for those spaces: a general preference for on-street spaces coupled with the area's specific mix of establishments, shops, and restaurants. Now, this report will turn to a third cause for the high demand of those core on-street spaces: the lengths of stay of motorists coming to the area.

LICENSE PLATE INVENTORY (LPI)

The number of parking spaces in a given location determines how many vehicles can park at a given time, but parking turnover determines how many vehicles and drivers can be accommodated over a portion or even all of the day. It is an important consideration when analyzing how to best serve business patrons or other short term visitors. Through a license plate inventory (LPI) of key segments of the core area, Walker determined that a significant number of on-street parking spaces designated for short term use (3 hours or less), were being occupied by long-term parkers (four hours or longer). We note that enforcing time limits without the use of parking meters is challenging and time consuming, particularly when long-term parkers seek to frequently move their vehicles to avoid citations. However, given the fact that some short-term parking is being used by long-term parkers in the core areas, it is possible that the current level of parking enforcement is having an impact upon businesses in the core area.

On June 18, 2014, Walker performed hourly turnover counts in the study area. The counts were performed through a license plate inventory – a process by which members of Walker's field team mapped the positions of vehicles parked in the LPI area using the last four characters of each vehicle's license plate. In the event a vehicle did not have a visible license, other identifying information was collected. Inventories were conducted each hour between 10:00 AM and 9:00 PM, inclusive. The LPI was conducted on vehicles parked on the streets bordering Healdsburg Plaza as well as Healdsburg Boulevard from Plaza Street to North Street. The following figure shows the LPI area.

Figure 6: Downtown Healdsburg LPI Area



Source: *Image, Google Earth Professional; graphics, Walker Parking Consultants, 2014*

The collected information was used to build a data base. The data base was subsequently queried to determine the length of stay for each vehicle observed in the LPI area during the hour of peak weekday demand – 1:00 PM. Centering the analysis of LPI data around that hour allows a clearer understanding of parking behavior in the study area during the interval of peak weekday demand.

Figure 7, below, summarizes the findings of the LPI survey at 1:00 PM.

Figure 7: License Plate Inventory Survey Findings – 1:00 PM

Source: Walker Parking Consultants, 2014

The analysis of the LPI data and field notes produced the following findings.

- At 1:00 PM, 26 of the 117 spaces (22%) were occupied by vehicles that were parked for four hours or longer.
    - Of those 26 vehicles,
        - 8 were parked in the 43 spaces (18.6%) adjacent to Healdsburg Plaza.
        - 18 were parked in the 74 spaces (24.3%) either across the street from the Plaza or on Healdsburg Boulevard north of Plaza Street.
    - The vehicle parked in the 5 minute space on Matheson Street occupied that space for more than five hours.
    - At least three of the vehicles parked for longer than four hours belonged to workers who were making renovations to establishments that were not open for business.
- During the performance of the LPI, members of Walker field staff were questioned by motorists.
    - The questions generally centered around posted time limits and enforcement.

- At times, questions about posted time limits were phrased *after* motorists had spent time looking at the posted signs.
- On occasion, motorists who asked about enforcement ("Are you going to give me a ticket?" "Am I going to get a ticket?") proceeded to park in excess of three hours upon learning that members of the Walker field staff were performing an analysis but not issuing citations.

The LPI findings suggested two insights to our field staff. First, the competition for on-street parking spaces in the core Downtown Healdsburg area is intensified during periods of peak demand by the likelihood that a significant percentage (at least 22% who do not move their cars) of motorists using short term spaces stay for four hours or longer.

Second, some motorists parking in the study area suggested that some existing signage was unclear. The sense of un-clarity is not only buttressed by the city's unconventional parking signage, but also by the striping of many on-street parking spaces. As an example, the north face of block 19 (Matheson Street between Healdsburg Avenue and Center Street) has time limits posted on signs that do not correspond to a couple of parking spaces. As one motorist said to her companion as the two were getting into their vehicle, "I didn't know I was in a loading zone."

FUTURE PARKING DEMAND PROJECTIONS

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FUTURE PARKING DEMAND IN THE IN LIEU FEE AREA

Based on our analysis of current conditions, the parking supply serving the Downtown study area appears to have an adequate number of parking spaces; managing the overall allocation of parking demand throughout these spaces is the challenge. However, Walker and the City next sought to determine the adequacy of the parking supply to accommodate the future demand for parking.

The demand for parking in the future is based on the demand for parking generated by new development plus the current demand. We note that there is not a natural growth rate for parking. In our experience the demand for parking grows only with the addition of new land uses. We also note that some factors can reduce the demand for parking, even in a vibrant commercial district, without negatively impacting businesses. These factors can include the additions of transit service and improved bicycle and pedestrian facilities. We also note that additional development in a downtown may also reduce the overall demand for parking on a square foot basis; the more people present in a downtown and able to walk among destinations, very often the fewer parking spaces needed to park people coming in from the outside to patronize just one destination.

In addition, when seeking to quantify a growth in the demand for parking, we note that for the purposes of our study, we wish to measure the amount of new demand for public parking resources. We therefore reasonably assume that development that occurs outside of the Downtown Parking In Lieu Fee Area or to the extent new uses provide their own parking spaces on site, public parking spaces will not be impacted. Only development inside the In Lieu Fee Area is expected to A) use public parking spaces and B) pay a fee per code required parking space.

ASSUMPTIONS FOR FUTURE PARKING DEMAND

Walker requested development projection data from City staff for the purpose of projecting the impacts of parking demand beyond that which was quantified during our parking occupancy surveys. The majority of the possible sites were located outside of the Parking In Lieu Fee Area and none had approved or even specific plans for development. For possible development locations in the In lieu Fee area, we assumed a conservatively high development scenario including:

- No parking spaces provided on site;
- A floor area ratio (FAR) of 2.0 for several parcels;
- Conservatively high drive ratios;
- New development in the Downtown that totals approximately 26,000 square feet, divided equally between new office, restaurant and retail square footage (approximately 8,700 sf per use).

Based on our observations of development in Healdsburg, we believe each of these assumptions to be unlikely, but they provide a “highest impact” parking scenario.

ULI SHARED PARKING METHODOLOGY

To perform the parking demand projections we used the Walker/Urban Land Insitute (ULI) shared parking model, developed jointly by Walker and other parking industry consultants for ULI and the International Council of Shopping Centers.

Shared parking is the use of a parking area to serve two or more individual land uses without conflict or encroachment. The ability to share parking spaces is the result of two conditions:

1. Variations in the accumulation of vehicles by hour, by day, or by season at the individual land uses, and
2. Relationships among the land uses that result in visiting multiple land uses on the same auto trip.

The key goal of a shared parking analysis is to find the balance between providing adequate parking to support a development from a commercial and operational standpoint while minimizing the negative aspects of excessive land area or resources devoted to parking. In general, a shared parking analysis considers the types, quantities and user groups of land uses for a development, as well as site- and market-specific characteristics. The ultimate goal of a shared parking analysis is to find the peak period, or design day condition; according to ULI's *Shared Parking, 2nd Edition*, "A design day or design hour is one that recurs frequently enough to justify providing spaces for that level of parking activity."

Allowing multiple land uses and entities to share parking spaces has allowed for and led to the creation of many popular developments and districts that rely heavily on shared parking practices in order to be compact, walkable and viable projects. In the same way, mixed-use projects have also benefited from the shared parking principle, which offers multiple benefits to a community, not the least of which is a lesser environmental impact from the reduction in required parking needed to serve commercial developments as well as the ability to create a more desirable mix of uses at one location.

The shared parking modeling process is based upon a number of factors including:

1. Base Parking Ratios. Similar to most municipal parking requirements, each land use in the model is assigned a specific metric considered by the parking industry to be a reliable meter of parking demand for that use. However, unlike City codes, the base ratios are based on data gathered and observations collected at primarily suburban, standalone locations. For a mixed-use site this calculation (Quantity X Base Parking Ratio) provides the maximum amount of parking needed for the site without consideration to the dynamics of the site and market, and interplay between activity levels for each land use. These adjustments are found in the subsequent steps of a shared parking analysis.

2. Drive Ratio (Mode Split). The drive ratio represents a reduction in anticipated spaces needed to account for employees and visitors arriving to the site by means other than a single-occupant vehicle (SOV). These other means include walking, mass transit,

carpooling/vanpooling, drop offs, or bicycling from locations beyond the development site. A large site, even without transit access will typically experience some reduction in the SOV ratio due to carpooling, drop offs or other ways people find to access a location. Walker utilizes market, site specific, and census data sources to generate assumptions for a drive ratio reduction.

3. Non-captive adjustment. "Captive market" is borrowed from market researchers to describe people who are already present at certain times of the day. In a shared parking analysis, the term "captive market" reflects the adjustment of parking needs and vehicular trip generation rates due to interaction among land-uses internal to the site, such as the residential units and the café' use within the planned 550 North Third Street Development.

4. Presence factors. Presence is the last factor applied to user group parking demand in a shared parking model; it is expressed as a percentage of potential demand modified for time of day and time of year, weekday or weekend. Considering that parking demand for each land use peaks at different times, generally, shared parking results in fewer parking spaces being recommended than would be the case were the land uses considered separately. Presence factors include:

   A. Time of day adjustments. These hourly adjustments are based on hourly parking accumulation data with the same source as the base parking ratios. A peak hour parking demand is observed, and a ratio results, but hourly counts were also performed which are presented as a percentage of that peak period and show how the land use generates parking throughout the day. The model evaluates parking demand for each land use from 6:00 a.m. to 12:00 midnight on weekdays and weekends for every month of the year.

   B. Time of year adjustment. Seasonality usually has varied effects on the parking generation at mixed-use sites because land uses and quantity mixes vary from one development to the next.

FINDINGS

Based on our assumptions and analysis, we project a potential demand for 144± parking spaces during the midday peak as shown in the table below.

Table 13: Projected Future Additional Parking Demand

		Weekday		Weekend	
		December	December	December	December
	Reserved	6:00 PM	1:00 PM	8:00 PM	5:00 PM
Customer/Guest, All Uses		116	99	131	91
Employee, All Uses		30	43	25	26
Total Parking Spaces Required		148	144	158	119

Source: Walker Parking Consultants, 2015

When we compare this demand for parking with the approximately 735 available parking spaces identified during the interval of peak demand within a reasonable walking distance of the Plaza, we find that parking adequacy is more than sufficient to accommodate projected new demand for parking. In addition, we suggest that the number does not justify the cost or construction of structured parking in the area.

The following figure demonstrates where additional parking, which would be designated for employees and other long-term parkers, was identified.

Table 14: Sample Supplies of Available Parking at Peak

BLOCK	LAND USE	TYPE	PARKING SURPLUS THURSDAY	PARKING SURPLUS SATURDAY	WALKING DISTANCE TO HEALDSBURG PLAZA IN FEET
4	CITY SERVICES	Off-street Public/Private	19	43	1,600
5	CITY HALL		17	22	1,500
6	LOT B		12	13	910
19	LOT E		31	24	530
		TOTALS	79	102	

BLOCK	LAND USE	TYPE	PARKING SURPLUS THURSDAY	PARKING SURPLUS SATURDAY	WALKING DISTANCE TO HEALDSBURG PLAZA IN FEET
4	NORTH STREET	ON STREET	7	10	1,285
4	MOORE LANE		44	60	1,735
5	VINE ST. (WEST SIDE)		10	7	1,400
6	VINE ST. (EAST SIDE)		18	8	1,400
8	PIPER ST. (SOUTH SIDE)		9	10	1,290
8	EAST ST. (WEST SIDE)		6	10	1,100
		TOTALS	94	105	

RECOMMENDATIONS

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RECOMMENDATIONS

The recommendations set forth in this section are based on a combination of the data analysis and the viewpoints heard during the public engagement process.

PUBLIC ENGAGEMENT

During the course of our study and prior to developing recommendations, Walker and City staff engaged in significant public outreach. These efforts included:

- Meeting with groups and individual stakeholders representing both Healdsburg residents and business people;
- A community meeting attended by Healdsburg residents and business people; and
- Monitoring of Healdsburg Community Voice, an on line forum created by City staff for the purpose of obtaining ideas and input regarding providing public parking in Downtown Healdsburg.

A wide variety of opinions were expressed, but a number of themes and ideas were recurring. These included the following:

- There is a parking problem in Downtown Healdsburg, generally defined in terms of the lack of availability and lack of ease in finding parking spaces in convenient locations as well as a general impact of parking demand from visitor traffic. Some members of the public felt there was a problem, but had trouble defining the specific problem.

- Order and better management needs to be brought to the parking situation and system.

- Designated employee parking spaces should be provided.

- Parking must be looked at holistically in terms of concerns about the ambiance of the Downtown for locals and visitors. How parking is provided should be considered within the context of the greater experience of locals and visitors.

- A new parking structure: Both support and opposition was expressed for the building of a new parking structure, particularly on the site of the Purity Lot and West Plaza Lots.

- In lieu fees and paid parking were favored way to pay for parking improvements provided that revenue from on-street parking went for parking and broader Downtown improvements. A few people we heard from strongly opposed paid parking.

- Locals should experience some preference and convenience when creating a parking management plan, both for economic and fairness reasons. Locals represent an

important and underappreciated part of the customer base and also are subject to many of the impacts of the large number of tourists who come and visit the Downtown.

- Overall, while distaste was expressed for parking citations, there was a recognition of a need for greater enforcement to promote the turnover of on-street parking spaces.
- Concerns about the environmental impacts of car travel should be considered when developing a parking plan.
- Enhancing the pedestrian and bicycle experience is important.
- Additional parking facilities, if necessary, should be considered on the periphery of Downtown, not in the center.
- The closure of some streets around or near the Plaza, or at the least the minimization of car traffic and parking on these streets, for the purpose of favoring pedestrians and pedestrian access should be considered. More convenient bicycle facilities should be provided as well.
- Greater and more consistent parking enforcement is needed;
- Opportunities with regard to new technologies should also be considered when developing a parking plan.
- A revenue stream – and what can be funded by the revenue – is an important consideration for the parking plan.
- The topic of on-street parking pricing, with preferential parking pricing for locals, was supported by most people we spoke with, provided that the revenue stream funded the broader goals of the parking plan.

PARKING PLAN RECOMMENDATIONS

The recommendations outlined in this section are based on the following overall strategies for parking policies in Healdsburg:

- Adjust the current parking in lieu fee amount in recognition of data which suggests that A) the future demand for parking makes the demand and funding for a parking structure in Downtown Healdsburg unlikely and B) there is a desire to keep in place and therefore incentivize the preservation of existing buildings;
- Increase the availability of on-street parking spaces to Downtown by reducing the abuse of time limits by long-term parkers;

- Create a fiscally sustainable program to fund parking capital, operations and maintenance costs that were previously generated through the City's Redevelopment Agency. Use revenue generated from parking to fund parking and other transportation capital and operational improvements;
- Recognize that deliberate parking enforcement activities are important but require a level of customer service for the public. Therefore make parking enforcement more customer service friendly by taking an "ambassador-style" rather than a punitive approach to enforcement patrols as well as eliminating the charge for first offenses but charging progressively higher fines for habitual parking offenders.
- Provide parking in a manner that is cost effective and fiscally sustainable.
- Recognize that parking policies have aesthetic, environmental, traffic-related, and financial impacts on Downtown and the City. Parking policies should not be set in a vacuum and must be open to small adjustments so that the City can monitor conditions and adjust the policies as appropriate to achieve the broader quality of life goals it seeks to address. Implementation and administration of the Parking Management Plan must be dynamic and ongoing. The City's goals for its planning, transportation and quality of life should guide how it provides parking.

1. REDUCE THE CURRENT PARKING IN LIEU FEE AMOUNT FOR NEW CONSTRUCTION

In recognition of the current parking surplus and the relatively small amount of additional public parking demand projected in the future, the City should reconsider tying its parking in lieu fee to the relatively high construction cost of building a parking structure because the need for such a structure is not projected in the foreseeable future.

Charging an in lieu fee consistent with the cost to build a parking structure suggests that the City may build structured parking, particularly to the payors. However, our data and analysis does not suggest that the parking demand or the funds for the structure will exist anytime in the foreseeable future. Further, a number of stakeholders expressed a preference for encouraging people to park in peripheral locations and walk into Downtown as well as a less automobile centric Downtown overall. This policy is consistent with that preference. It is also more fiscally sustainable, which allows the City to explore and potentially fund other (transportation) improvements.

We recommend that the City not proceed with plans to develop a public parking structure unless all of the following criteria are met:

- An effective effort has been implemented to manage on-street parking in the Downtown area that demonstrates the City's ability to maintain on-street parking occupancy rates at 85% to 90% during typical peak hours;
- Demonstrated current or future demand (based on approved plans for new development) for the number of parking spaces planned in the proposed structure;

- The establishment of a funding source for hard and soft costs, as well ongoing maintenance and operation, sufficient to fund a parking structure, is identified;
- Determination that the development of a parking structure is consistent with the City's broader goals for Downtown Healdsburg including goals for land use in the Downtown area, walkability, transportation (walkability, bikability, and the imminent rail transit service), and the environment.

Based on our analysis, these criteria have not been met. We therefore recommend that the City adjust its in lieu fee to an amount based on costs related to constructing, operating and maintaining surface parking spaces, whether newly constructed or leased from existing sources as a more realistic approach to funding and providing public parking.

As discussed in the report, capital costs for parking spaces in surface lots (not including land costs) typically range from $2,500 to $4,500 per space, annualized at 5% at $325± to $580± per year. We project the need for an additional $100 to $125 per space annually after including the cost to maintain and operate the surface lots.

The in lieu fee per space calculation ranges from $8,500± to $14,200± based on a twenty year assumption, with a midrange cost projection of $11,300±. We recommend that the City set its in lieu fee at this amount. We note that this fee does not include the cost of land in the calculation should the City wish to purchase land for the purpose of building additional parking facilities; this cost could be significant.

To reduce startup costs for businesses in these buildings the City could institute parking permit fee that would be charged annually per space, in perpetuity. Based on a 20-year calculation, the annual fee would be $565±. We recommend that both the one-time and annual fee be adjusted annually per the Consumer Price Index.

We suggest that this in lieu fee ($11,300 lump sum fee per space or $565 annually) be applied only to new development. For square footage that represents only a change of use in an existing building rather new construction, we recommend a lower in lieu fee amount, as described in the following recommendation.

Table 15: In Lieu Fee for Existing Buildings

Projected Costs	Low	High
Construction Cost per Space (Surface Lot)	$ 2,500	$ 4,500
Annualized Capital Costs @ 5%	$ 324	$ 583
Operating Costs		
Basic Operating Expense	$ 40	$ 50
Cost/space for Access Control Equipment	$ -	$ -
Security	$ 45	$ 55
$15 to $30 /space/yr Sinking Fund	$ 15	$ 20
Total Operating Expenses/year (no revenue control)	$ 100	$ 125
Annual Cost to Own and Operate per Space	$ 424	$ 708
20-Year Total Costs	$ 8,475	$ 14,155
Average within Range:	$	11,315
Annualized Cost over 20 Years	$	566

Source: Walker Parking Consultants, 2014

2. ESTABLISH A SECOND TIER OF IN LIEU FEES TO ENCOURAGE THE PRESERVATION OF EXISTING BUILDINGS AND THE SCALE OF DOWNTOWN HEALDSBURG

Establish a second in lieu fee tier for existing buildings. In the report we note that when setting a parking in lieu fee there implications beyond parking that must be considered. Cities often set parking in lieu fees for the purpose of encouraging business downtown and participation in the (in lieu fee) program and supporting public parking rather than building private surface parking lots that will negatively affect downtown.

We have highlighted that the establishment of an lieu fee program is projected to help the City achieve its broader goals of:

- Funding the maintenance of existing parking spaces and the construction of additional public parking spaces, rather than a patchwork of private parking lots throughout Downtown;
- Preserving the scale and quality of Downtown's existing urban design; and
- Providing flexibility for businesses to meet parking requirements.

We also point out that, if set too high, in lieu fees will:

- o increase the cost of changing the use of existing buildings, with the potential to discourage or make prohibitive such changes; and
- o increase the incentive for property owners to demolish partially or fully existing buildings that cannot provide parking on site.

Based on these considerations and policy goals we recommend that a lower tier of in lieu fee payment be established for changes of use to existing commercial spaces within the Downtown to allow existing businesses and property owners the opportunity to preserve their building while growing existing businesses or encouraging new business in existing buildings.

As discussed in the report, capital costs for the construction of surface parking spaces typically range from $2,500 to $4,500 per space. In light of the City's policy goals discussed above, we recommend that the parking in lieu fee for changes of uses to existing buildings be set at $4,500 per required parking space, therefore deliberately not including any additional costs such as soft costs, maintenance or operations. Divided over a 20-year lifespan, the annual fee could translate to a $225± per year annual payment. We recommend that both the one-time and annual fee be adjusted annually per the Consumer Price Index.

Elsewhere in the report we recommend that revenue generated from on-street parking be used both to increase the number of available parking spaces and to meet the City's broader planning goals for Downtown. To the extent that changes of use in existing buildings may trigger an increased parking requirement and costs for providing parking exceed the recommended $4,500 per space fee (as we noted above that additional costs could be incurred) we recommend that revenue from parking, specifically the on-street parking revenue projected elsewhere in this report, represents an appropriate funding source. In this way, parking revenue can be targeted directly to preserve the scale and character of the existing downtown.

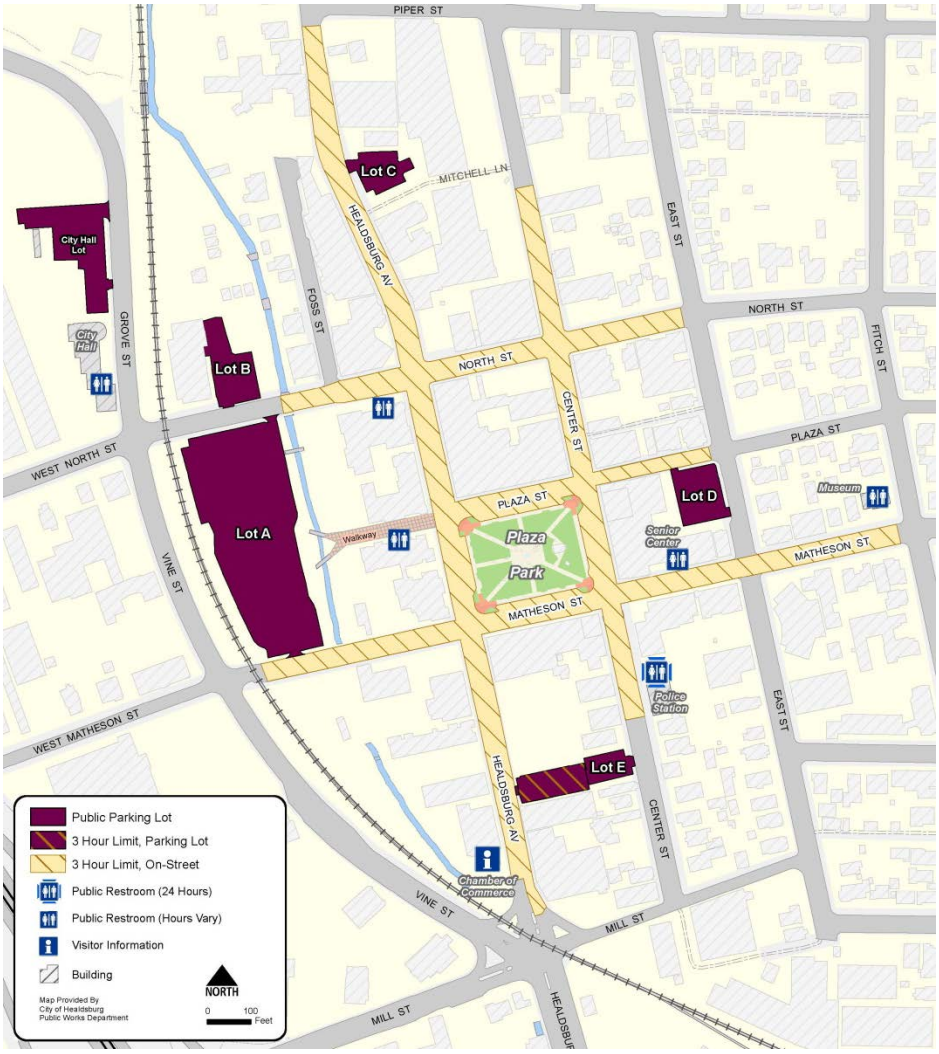
3. REINTRODUCE ON-STREET PAID PARKING AS PART OF A PILOT PROGRAM ALONG BLOCK FACES DOWNTOWN SUFFERING FROM THE LOWEST PARKING AVAILABILITY

Implement a pilot program to reintroduce paid parking to ensure parking availability for visitors along the blocks in Downtown Healdsburg's that suffer from the highest parking occupancy

rates. The goal of the paid parking pilot program is a significant reduction in the abuse of time limited spaces by employees who park all day, thereby improving parking space availability for visitors, and the overall experience of people who drive to Central Healdsburg. To this end we recommend:

- Paid parking in spaces currently signed for three hour parking.
- All revenue generated by the Paid Parking Pilot program should be devoted to capital and operational improvements to the Downtown parking system as well as broader improvements to other transportation infrastructure that serve Downtown. Improvements could include the construction of additional parking spaces. Revenue should be directed to a Parking Enterprise Fund, recommended elsewhere in the report.
- Provide three hours of parking free to residents of Healdsburg who register their license plates through an online program; consider extending the three hours free to residents of adjacent communities;
- Use of pay-by-plate multi-space kiosks so as to reduce the appearance of "clutter" on the sidewalk as well as to minimize costs to the City;
- Pay-by-cell (PbC) option that allows parkers to bypass the parking meter and to be able to add time (up to the three hour time limit).
- Hours of enforcement from 10:00 am to 9:00 pm, seven days per week.
- Recommended hourly pricing of $1.00 per hour Monday through Wednesday and $2.00 per hour Thursday through Sunday;
- Change the penalties for the City's time limit violation to a graduated rate. We recommend the following:
    - 1st citation per calendar year: Friendly reminder notice with no penalty.
    - 2nd citation per calendar year: $20.00
    - 3rd citation per calendar year: $40.00
    - 4th or more citation per calendar year: $60.00
- Enforce using a mobile license plate recognition (LPR) system.

Figure 8: Proposed Pilot Parking Program Area – Three-hour On-Street Spaces



City of Healdsburg and Walker Parking Consultants, 2014

4. ESTABLISH A PARKING AND TRANSPORTATION ENTERPRISE FUND FOR DOWNTOWN HEALDSBURG. CONSIDER A FULLTIME DOWNTOWN PARKING POSITION TO LEAD THE PARKING EFFORT.

Create a Parking and Transportation Enterprise Fund with a goal of a self-sustaining parking system which, to the extent possible, generates a revenue stream that is sufficient to cover ongoing operating and maintenance expenses as well as outstanding debt service obligations to ensure its solvency. Operating deficits must be guaranteed by transfers from the City's General Fund. Excess revenues should be used to fund parking and other

transportation-related capital and operational improvements that enhance mobility to and with Downtown, as well as the funding of maintenance.

The purpose of the Enterprise Fund is to preserve parking revenues, segregate parking expenses, and establish a parking and transportation capital and operating budget that will allocate funds based on the City's transportation, economic development and sustainability goals.

Within the language establishing the Enterprise Fund, it should be made explicit that moneys from the Fund can be used for pedestrian, bicycle, and transit-related improvements to improve access to Downtown, not solely by adding additional parking spaces.

Our observations in Healdsburg suggest that a portion of this funding should be allocated to improvements that facilitate bicycle use as well, such as convenient bicycle parking facilities; such facilities can be cost effective substitutes for automobile parking spaces in some instances. Bike Station or other similar programs established in cities in California should be considered.Using the Enterprise Fund, the City should strongly consider assigning parking responsibilities to a dedicated staff position who would monitor the financial structure that consolidates Parking and Transportation's costs and benefits. Doing so in turn defines responsibility and accountability. Comprehensive parking management becomes even more important with the implementation of parking-specific funding mechanisms such as paid parking as well as efforts to incorporate underutilized private parking into the public system. The position to which these responsibilities are assigned could be an existing position. The responsibilities could potentially be assigned to a new position, if the demands and available funding warrant. As with other recommendations in this report, the goal is to make the management of parking as comprehensive and focused as possible.

A position focused specifically on parking that acted as the single point of contact for parking for other city employees, businesses and the public would be useful. Proper management of a municipal parking operation, particularly one that must serve visitors and residents to the extent which Healdsburg's must, includes enforcement, financial, operational, and public relation issues. It is useful for a public parking operation to have someone who is accountable for overseeing the parking operation to ensure the success and financial soundness of the parking system. Based on our understanding of current parking management within City of Healdsburg government, the City would benefit significantly from a staff member whose responsibilities are focused specifically on the comprehensive operation and management of the public parking system, both on- and off-street spaces.

5. IDENTIFY AND SIGN PARKING SPACES FOR EMPLOYEES IN PERIPHERAL LOCATIONS TO REDUCE CONGESTED STREET PARKING ON POPULAR BLOCKS DOWNTOWN

Our goal is to make available one to two parking spaces per block face for visitors (a total of 52 parking spaces within the pilot program area). We project that up to 70 to 100 employee cars parked on the street within the paid parking pilot area may park instead in peripheral locations.[2] This recommendation seeks to accommodate these employee vehicles conveniently.

Business owners and City staff have requested that some parking spaces in peripheral locations be specifically designated for employees. We recommend that this be done through signage that does not preclude visitors from parking in these spaces as well. Such signage could instead specifically indicate:

Employee
and
Visitor Parking

Reserving, rather than designating, parking spaces for employees is not recommended. First, most employees arrive at a destination before customers and visitors; employees tend to have their pick of parking locations, precisely the reason that they choose to park in the most convenient spaces unless there is a policy in place encouraging them to do otherwise. Second, by reserving a space for an employee, a visitor is precluded from parking in that location. We want to provide visitors the convenience of parking where they choose.

Finally, if employee parkers are not effectively directed into the designated employee spaces, the unfortunate result becomes a "double impact;" employees park in the visitor spaces while the reserved employee spaces sit empty because customers are prohibited from parking there.

The exception to this policy can be spaces reserved for employees in private parking lots, paid for by private employers or the City, through parking-generate revenue. This is one reason we strongly encourage the City and/or private employers to lease parking spaces in these lots for employees, as we outline in the following recommendation. These spaces are already effectively off-limits to visitors.

Keeping these issues in mind we detail this recommendation as follows:

- Designate long-term parking spaces for employees in off-street and peripheral locations.

[2] We project that customer and visitor cars will replace most of these cars belonging to employees. Overall we project that the existing parking system will be able to accommodate more cars per day within the same number of spaces.

- Include designated spaces in:

  - ✓ The City Hall parking lot as well as Lots B and E (60± available spaces identified during the weekday and weekend peak);
  - ✓ On-street spaces along Vine/Grove Streets, specific blocks of North, East, Piper and Moore Streets (95± available spaces identified during the weekday and weekend peak); and
  - ✓ The significant number of spaces that sit empty located in privately owned parking lots within a reasonable walking distance and primarily north of the Plaza (400± available spaces identified during the weekday and weekend peak).

- Give businesses the opportunity to pay a monthly or annual fee to reserve parking spaces available for their employees in private parking lots in locations outside the Downtown core.

- Consider the creation of a "rewards" program for employees who park in designated employee spaces. Such a program has been successful in other cities.

- As part of the recommended parking ambassador program, consider the funding of a "walk service" to escort employees and increase lighting in the designated employee parking locations, if desired.

6. ADD, LEASE, AND SIGN SURFACE PARKING SPACES TO INCREASE PARKING CAPACITY DOWNTOWN

In an effort to provide long-term parkers with alternatives to parking in the most popular locations Downtown, and thereby making more convenient spaces available to visitors, we recommend that the City:

- Increase the number of parking spaces by approximately 62 spaces in the West Plaza and Purity parking lots as has been identified in plans prepared for the City; it would not be necessary to dedicate these spaces to employees if available spaces in the above referenced parking locations were used by employees.

- Increase the use of underutilized privately-owned parking spaces including the formalization of a public parking agreement with owners of private parking spaces, particularly those that are already being used significantly by the general public. These spaces would be made available to some or all members of the public through:

  - o The sharing and leasing of private spaces owned by businesses during low demand periods for the individual private parking facilities;
  - o The leasing of private parking spaces by the City directly for Downtown employees; such a policy may require specific language within the zoning code to allow for the sharing of these spaces;

- Including some private spaces in the public supply through a public parking signage, marketing and branding program; and
- Encouragement of a "market" for private parking spaces by:
  - Establishing a forum to communicate, educate, and establish a dialog with private owners/
  - Creating an online comprehensive list of parking facilities
  - Leveraging technology
  - "Branding" of a parking program for all public and private spaces.

7. CONSIDER MEASURES TO PROTECT RESIDENTIAL BLOCKS FROM SPILLOVER PARKING IF NECESSARY

To the extent there are concerns regarding parking spillover into residential blocks, we recommend the City and residents consider using residential parking programs that limit or eliminate parking spillover and can provide a varying degree of flexibility for the parking of non-residents. In most small cities where such policies are implemented, parking issues must first be quantified and/or a majority or super majority of residents must approve the policies designed to benefit residents. We recommend that both conditions be satisfied in Healdsburg as well.

In speaking with stakeholders, some residents voiced concerns about parking demand currently spilling over from commercial into residential blocks. However, the residents we spoke with acknowledged that this does not occur frequently or to the point that the availability of parking was compromised. Our field surveyors did observe little to no parking spillover into residential areas as well. To the extent concerns remain or in light of future concerns over the efforts to improve the management of parking Downtown, we note that parking on residential blocks can be managed through residential parking programs that limit or eliminate parking spillover and can provide a varying degree of flexibility for the parking of non-residents.

Flexible measures could include stickers or easy-to-use online registration for residents, time limits for non-residents, "windshield display" permits for contractors, plumbers, and other trades people, and potentially an innovative program to allow a limited number of regular, designated employees (for example four to five employee permits per block face) to park at certain times using a paid permit system (paid by the employer or employee). The number of permits would be determined by an availability count of spaces.

In addition, and perhaps most importantly, revenue generated from such a permit program would then be used along the same residential blocks for:

- Street trees
- Sidewalk repairs
- Curb painting
- Whatever residents selected to improve their streets and sidewalks.

8. IMPLEMENT NEW TECHNOLOGIES CAREFULLY AND DELIBERATELY

Within the parking management plan we recommend the implementation of:

- credit-card compatible parking pay station kiosks
- pay-by-cell (PbC) capabilities, and
- license plate recognition (LPR) based enforcement

to create a more customer friendly system of parking management and interface with the public. We do not recommend specific technology vendors, but recognize that all three types of technologies are established and increasingly used by municipal parking systems in California. We recommend that, before purchasing any parking technology, the City identify the goal of the use of the technology, the cost and cost-benefit, investigate all technology alternatives related to that type of solution and identify and observe current locations where the technology has been implemented.

9. CONSIDER EXPANDING THE PARKING IN LIEU FEE AREA BEYOND THE CURRENT NORTHERN BOUNDARY

In recognition of the potential for development to occur beyond the northern boundary of the Parking In Lieu Fee Area, and the City's goals to encourage such develop to occur in a manner that is reasonably consistent with the existing building types in Downtown Healdsburg, consider the expansion of the parking in lieu fee area north of Piper Street.

10. ESTABLISH A DESIGNATED PARKING LOCATION(S) FOR TOUR BUSSES, LIMOUSINES, AND CONTRACTORS' VEHICLES

Establish a designated parking location for tour busses, limousines, and contractor vehicles in a peripheral location, convenient to but away from Downtown in order to ensure that such vehicles do not occupy spaces that could be made for visitors. We recommend that tour busses be required to pay a fee for parking in these locations. Successful programs such as this have been appreciated by both residents and tour bus operators and drivers.

11. EVALUATE THE CITY'S MINIMUM PARKING REQUIREMENTS

The City should evaluate minimum parking requirements for Downtown once it puts in place specific management measures to improve parking availability on the street and adequately fund the costs of providing public parking. Cities throughout California have reevaluated the number of parking spaces required and in many cases reduced the requirements. Such measures are often designed to reduce the acres of unused asphalt that occupy commercial districts and facilitate economic development. With the establishment of the parking in lieu fee, the City's parking requirements are less likely to negatively impact the aesthetic and

economy of Downtown. Nonetheless, it is the availability of on-street parking spaces that we have found to be at the heart of the parking issues in Healdsburg's commercial business district, which should be prioritized in the parking planning effort.

12. ACTIVELY MONITOR PARKING PATTERNS, BEHAVIOR AND OCCUPANCIES AND ADJUST AS NECESSARY

Consistently monitor parking occupancy rates Downtown to determine when adjustments to time limits, paid parking prices, enforcement policies, and the policies and signage governing the use of parking spaces are appropriate. Then identify and implement such adjustments. Parking is dynamic. To be administered effectively the parking system must be actively monitored and managed. Such monitoring, management and policy adjustments are not only orders of magnitude less expensive than building more parking spaces, they are more effective and are necessary whether or not more parking spaces are constructed.

PRELIMINARY REVENUE PROJECTIONS FROM PILOT PROGRAM

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PROJECTED ANNUAL REVENUE FROM A PAID PARKING PROGRAM

Because the economic benefits and cost savings that result from the efficient management of a parking space is, in nearly all cases, greater than the revenue that a parking space can generate, paid parking is typically recommended as a parking management tool first and secondarily as a source of revenue. Nonetheless, charging for parking generates revenue which, as we recommend elsewhere in the report, should be directed first to maintaining, operating and when necessary augmenting the parking supply, funding that is needed to sustain public parking in Downtown Healdsburg.

REVENUE FROM PAID PARKING[3]

Our analysis of paid parking in Downtown Healdsburg utilizes the following assumptions:

- The potential metered area generally includes parking spaces on the following streets
  - Healdsburg Avenue between Piper Street and Matheson Street;
  - Center Avenue between North Street and Matheson Street;
  - East Avenue between North Street and Matheson Street;
  - North Street between Grove Street and East Street;
  - Plaza Street between Healdsburg Avenue and East Street;
  - Matheson Street between Vine Street and East Street;
  - Matheson Street between Vine Street and Fitch Street;
- The potential metered area includes 407± parking spaces. This total excludes 5-minute 15-minute, 30-minute, loading zone, and ADA spaces which are not planned to be part of the meter program.
- Meters will be in operation nine hours per day (10:00 AM to 7:00 PM), seven days per week;[4]
- An average paid occupancy rate of 39% during hours of enforcement is assumed throughout the year for all metered spaces[5]; and
- Parking rates are assumed to be $1.00 per hour Monday through Wednesday and $2.00 per hour Thursday through Sunday, with a three hour time limit typical among the spaces.

Based on these assumptions we calculate $2,050± gross revenue annually per metered on-street parking space.

Assuming the metering of the 407± selected on-street spaces, we project annual gross revenue of $834,000±.

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[3] The financial projections contained within are order-of-magnitude in nature and to be used for planning purposes only and not in financing documents.

[4] This assumption is conservative in that it is shorter than our recommended policy, which is eleven hours per day, seven days per week.

[5] The low average rate assumed takes into account low-demand times of the day and year in Downtown Healdsburg, the effect of free resident parking on paid occupancy, and shifting of demand to other parking areas.

Creating paid parking may increase opportunities for non-compliance and therefore additional citations being issued, which would increase enforcement revenue.

EXPENSES ASSOCIATED WITH PAID PARKING

Significant costs are associated with the implementation of a free-to-paid parking system. In order to ensure that a paid parking system in Downtown Healdsburg will not only cover costs, but also generate additional revenue we project these costs using the following assumptions:

- On-street parking spaces are assumed to be enforced using credit card capable multispace meter (MSM) technology. [6]
- For on-street parking we assume one MSM unit per block face or roughly one unit per 9 parking spaces.
- The cost per meter is assumed to be $9,000 per unit including installation.

Based on our assumptions we project the net revenue for the proposed paid parking program upon stabilization to be approximately $705,000± per year.

Table 16: Annual Projected Revenue from Proposed Paid Parking Program

Proposed Paid Parking On-street Downtown	
Projected Revenue Selected On-street Block Faces (407 Spaces)	$834,000
Operating Expenditures	
Estimated Machine and Signage Cost (Eight Year Amortization)	$52,147
Annual Mgmt. & Paper Fees	$35,273
CC Processing Fees (50% of revenue@10%)	$41,721
Total Projected Paid Parking Expenditures	$129,142
Projected Surplus/(Deficit) from Paid Parking	$704,858

Source: Walker Parking Consultants, 2015

We project that a paid parking program would provide a positive revenue source to the parking system's operating budget. We recommend that these funds first be reinvested in measures to provide needed maintenance on existing parking assets and the improvement of the performance of the parking system.

[6] A single space meter (SSM) system with credit card acceptance capabilities was also considered. Some drivers like the SSM's intuitive features of a traditional parking meter. Others dislike the street clutter. While the cost per unit is lower, total cost of the system is projected to be 25% to 50% more. In addition, the MSM system facilitates the use of LPR enforcement and related pay-by-phone features.

COST COMPARISON – MULTI-SPACE METERS VERSUS IPS SINGLE SPACE METERS

An alternative to multi-space meters would be to install single space IPS meters. The 407± spaces proposed to be metered in Downtown Healdsburg, could be metered using approximately 45 multi-space meters as discussed in the previous section, or by installing 407 single-space meters.

In general, the one-time installation costs, meter cost, signage cost, and start-up marketing fees are higher for multi-space meters. Parkers are not as accustomed to multi-space meters as they are to traditional single space meters, and therefore more signage and marketing/literature are necessary when rolling out multi-space meters on-street. Additionally, multi-space meters have ongoing ticket roll costs that single space meters do not have. However, on-going fees such as credit card transaction fees, monthly management fees and battery costs are higher for single space meters compared to multi-space meters. With IPS meters there is an additional per transaction credit card charge in addition to credit card processing fees that is not present for multi-space meters.

The table below shows a preliminary cost comparison between multi-space meters and IPS single space meters.

Table 17: Cost Comparison – Multi-Space Meters Versus IPS Single Space Meters

COMPARATIVE COST ANALYSIS 5 & 10 YEAR TOTALS						
	Year 1	Year 2	Year 3	Year 4	Year 5	Five Year Total
IPS SSM	$449,000	$78,000	$90,000	$78,000	$78,000	$773,000
Multi-Space Meter	$501,000	$34,000	$39,000	$34,000	$34,000	$642,000
Variance	($52,000)	$44,000	$51,000	$44,000	$44,000	$131,000
	Year 6	Year 7	Year 8	Year 9	Year 10	Ten Year Total
IPS SSM	$90,000	$78,000	$78,000	$90,000	$78,000	$1,187,000
Multi-Space Meter	$39,000	$34,000	$34,000	$39,000	$34,000	$822,000
Variance	$51,000	$44,000	$44,000	$51,000	$44,000	$365,000

Source: Walker Parking Consultants, 2015

As discussed above, the cost of the multi-space meters in the first year of operation is higher than single space meters, but the deficit is quickly made up due to the aforementioned difference in credit card transaction fees.