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DOWNTOWN AND OXBOW DISTRICTS

DOWNTOWN PARKING MANAGEMENT PLAN

NAPA, CA



CITY of NAPA

MAY 17, 2015

FINAL



WALKER
PARKING CONSULTANTS

DOWNTOWN AND OXBOW DISTRICTS

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EXECUTIVE SUMMARY

Over the course of the last year, the City has been working with Walker Parking Consultants to prepare a comprehensive plan that guides City policy and decisions regarding managing the current public parking supply in Downtown and the Oxbow District; expanding the public parking supply based on projected development; financing the capital costs associated with building new parking and replacing older structures over time; enhancing maintenance and security; and moving toward a more centralized parking management operation.

The effort began in July 2014 with Walker Parking's field survey of the downtown parking supply, observations of the utilization of public parking, and visual inspection of the parking structures. Staff and the consultant met with several stakeholders including owners of large public and private properties that generate significant parking demand; City staff who are involved with various aspects of downtown parking; and the Napa Downtown Association director. This information and data gathering phase was abruptly interrupted by the August 24th earthquake. After a pause of several weeks, work resumed with analysis of the data, and broader community outreach beginning in early 2015. In January, February and early March, staff presented findings and solicited input from the Napa Downtown Association Board of Directors, the Napa Chamber of Commerce Legislative Action Committee, and the City Planning Commission. An on-line parking users survey was conducted the month of February, and a community workshop was held on February 25th, attended by approximately 50 community members. In early May the Draft Parking Plan was distributed to all survey participants and other interested community members and stakeholders, and on May 19, 2015, at 5:30 PM, City staff provided a comprehensive overview of the findings, community input, and recommended implementation measures for the City Council's discussion, feedback and direction. That feedback and direction has been incorporated into the final Implementation Plan described below and included in the back of this report (page 50).

There is a prevailing perception that downtown parking is in short supply. However, the assessment performed by Walker Parking in July 2014 concluded that during the parking peak (Thursday at 1:00 p.m.), 64 percent of the public parking supply was occupied. At the peak there were areas of high parking concentration primarily along main corridors, surface lots, and the Second Street garage, but there were also areas and two parking garages that were underutilized at the peak. Also based on Walker Parking's field observations, there is a misalignment of parking utilization, where a preponderance of long-term parkers are utilizing a significant portion of the short-term spaces, and staying longer than the time limits or moving from one time-limited space to another without penalty. If the convenient short-term spaces are continuously full, those short-term parkers seeking a space to run a quick errand or make a quick purchase tend to give up and leave the area if they can't quickly locate a space near their destination. The Draft Parking Plan notes these customers should have access to those short-term spaces so they can patronize downtown businesses, and those spaces should turn over frequently. From a parking management standpoint, there are only a couple of approaches the City can take to ensure more convenient spaces are available on every block and in surface parking lots: 1) increase enforcement combined with a new policy to make re-parking illegal; and/or 2) institute paid parking for the on-street and surface lot spaces that are desired for shorter-term parking needs while making free parking parking

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spaces available in parking garages and in surface lots and on-street where parking demand is lower.

The Downtown Parking Management Plan ("Parking Plan" or "Plan") examines various challenges the City's downtown parking system faces, including three aging parking structures that are approaching 40 years since construction that are considered by many to be unclean and unwelcoming, and are functionally obsolete by today's standards for parking structures. By comparison, the newer County-owned Fifth Street garage is an example of a well-design structure with higher ceilings, wider aisles, a dual ramping system, an open interior with few visual and physical obstructions, and solar panels on the roof that generate energy for the structure's operation and provide shade. The City will be faced with replacing the three older garages over time, but without a dedicated funding source to leverage the capital that will be required to not only replace the garages, but also supply new parking to meet future demand, this will be an insurmountable obstacle to overcome. The Plan discusses measures the City can take to increase capital funding and leverage its real estate assets to accomplish these objectives.

In addition to capital funding, the operating revenue and expenses for the parking system are out of balance and specific operations and their funding are dispersed throughout various departments and divisions within the City organization. For example, the Police Department oversees parking enforcement which is paid for with citation revenue, and Parks and Recreation Services oversees maintenance and repairs which is partially funded by an assessment on annual business license renewals in the downtown parking benefit zone. The General Fund supports maintenance, security, and citation appeals and Public Works' management of the on-street parking supply, parking counts and inventory. This decentralized approach to parking funding and management presents future opportunities for instituting a more centralized parking function within the City to proactively manage the parking system and funding, which would ensure a better quality parking system for parking users.

The Parking Plan includes an Implementation Plan with time frames for completion. The suggested implementation measures are to ensure the City optimizes the existing public parking supply; employs lower cost measures (i.e., surface parking lots) to expand available parking in "hot spots" while working toward financing permanent parking structures and replacement of existing garages; and anticipates opportunities to expand public parking supply in conjunction with private development through public private partnerships. It suggests policies to improve available capital funding for future facilities and discourage misuse of short-term parking spaces. While some of the proposed measures may not be popular with all parking users, the overall goal is to ensure that Downtown Napa and the Oxbow District continue as thriving business districts for the benefit of business and property owners as well as community residents. The measures are intended to be implemented gradually as parking demand increases, and with opportunities for adjustments.

IMPLEMENTATION PLAN

The table below provides implementation measures discussed throughout the body of the Parking Plan. The Implementation Plan provides a guide for the City to follow. Going forward,

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City staff will prepare details, refined costs and resources for each measure for future consideration by the City Council.

Implementation Plan	
Near-term Measures to be Completed in Year 1	Estimated Costs or Resources
Priority Measures	
1. Construct ~90-space interim surface parking lot on former CineDome/City parcels	\$300,000 construction, with funding as follows: \$200k from City Parking Fund in FY 15-16 Capital Improvement Program Budget; \$100k paid by Lodgeworks per parking license agreement
2. Fund and implement enhanced maintenance and security Downtown	Included in FY 2015-17 budget as part of larger downtown policing and maintenance programs: parking-specific costs not identified
3. Add 6 parcels to Parking Exempt District (Main Street north of Clinton) to align with Downtown Core Commercial zoning	Staff time
4. Increase Parking Impact Fee pursuant to Nexus Study	Staff time plus consultant cost to prepare Nexus Study (included in cost of Downtown Parking Management Plan; funded by PDA grant)
5. Expand Benefit Zone 1 (2005) and Levy First Assessment (Parking Benefit Zone)	Staff time, potential legal cost to be determined
Other Measures for 2015-16 (not in priority order)	
6. Explore amending code to disallow "Re-parking" from one short-term space to another and present to City Council for future consideration with costs identified, including enforcement costs. Work closely with downtown merchants on this measure.	Staff time: future costs to be determined (possible signage, equipment, enforcement, etc.)
7. Explore alternatives, costs and benefits for use of City-owned Third Street lot, including as an interim surface parking lot, and present to City Council at future date for consideration	Staff time: future costs and funding source(s) to be determined and presented to City Council

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<p>8. Develop Paid Parking Pilot Program in smaller focus area: research systems & costs, identify precise locations, develop recommendations and present to City Council for approval; identify at least two meter options for public to test</p>	<p>Staff time</p>
<p>Mid-term Measures to be Completed in Year 2</p>	<p>Estimated Costs or Resources</p>
<p>9. Construct interim parking lot on NSD-owned pump station site (pending NSD approval)</p>	<p>\$300,000</p>
<p>10. Procure and Install Pilot Program Meters in two pilot locations and monitor utilization</p>	<p>To be determined in Measure #8 above.</p>
<p>11. Install electronic parking signs to notify the public of available parking spaces in garages and add lower cost wayfinding signs to garages</p>	<p>\$75,000 for 2 electronic signs and sensors; staff time to monitor (consider installing electronic signs earlier than 2016-17 if funds identified)</p>
<p>12. Prepare Infrastructure Financing Plan to determine other possible funding mechanisms for capital and operational needs in the Downtown and Soscol Gateway Priority Development Area</p>	<p>\$100,000 to be paid for with a Caltrans grant awarded to the City in 2012 for priority development area planning efforts (\$88k + \$11k local match, in current budget)</p>
<p>Measures if Pilot Parking Program is Effective</p>	<p>Estimated Costs or Resources</p>
<p>13. Expand paid parking program to larger Study Area, possibly including Oxbow District; apply net revenue to capital costs for new and replacement parking structures; employ credit card and pay by phone technology and aps for smart phones if feasible</p>	<p>To be determined based on preferred meter and quantity</p>
<p>14. Designate parking manager or City division to be responsible for overall monitoring and management of the City's parking supply</p>	<p>To be determined based on organizational structure, position, work program, etc.</p>
<p>15. Establish a parking facility reserve fund to address unanticipated capital needs for mechanical or other repairs</p>	<p>To be determined</p>
<p>16. Expand or adjust enforcement hours to align with meter operation hours</p>	<p>To be determined</p>

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Measures Contingent on Future Private Development Plans and Potential Public Private Partnerships	Estimated Costs or Resources
17. Leverage City-owned real properties to achieve City parking objectives including City-owned surface parking and right-of-way in the CineDome Focus Area; Second Street Garage as part of possible redevelopment of the Carrithers block (First, Second, Brown and Coombs); and City Hall property through consolidation of City offices	Likely to include appraisal costs to assign market values to properties, engineering costs for land surveys if necessary, legal costs for negotiating and preparing agreements. Costs can be recovered through transactions.
18. Establish Parking In-Lieu Fee for area outside PE District	Staff time
19. In Oxbow Commercial District, identify potential public parking solutions on private property as part of the Copia re-use master planning process and incorporate into a future development agreement pursuant to City Council approval	Staff time, legal services for negotiating and preparing agreement
20. Establish Parking In-Lieu Fee for area outside PE District once public parking solution is identified and certain in Oxbow District	Staff time
Measures Contingent on Future Private Development Plans and Potential Public Private Partnerships (cont.)	Estimated Costs or Resources
21. In Oxbow Commercial District, determine whether County Corp Yard site can serve as an interim surface parking lot; and if so, prepare plans and cost estimates and develop funding approach and present to City Council.	Staff time
22. In Oxbow Commercial District, identify opportunities for on-street parking optimization after bypass channel is completed; explore whether Water Street's on-street parking configuration is optimal and identify potential changes taking into account residential uses	Staff time and equipment

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Ongoing Measures	Estimated Costs or Resources
23. Establish and maintain communication tools about City parking facilities, permit programs, rules and regulations	Staff time
24. As necessary, adjust locations of permit parking, time-limited and all-day parking spaces to ensure a supply and demand balance	Staff time and equipment
25. Install bicycle parking throughout the study area to meet demand and help reduce automobile parking demand, and continue to pursue bicycle infrastructure	Cost depends on type and size. City continues to pursue grants and work with Bicycle and Trails Advisory Committee to determine needs. Racks cost \$100-\$300 depending on configuration, vendor, custom vs. non-custom, etc.
26. Establish Parking In-Lieu Fee for area outside PE District	Staff time
27. Encourage downtown employers to offer incentives for employees to park in long-term spaces	Staff time
Lower priority measures – No particular time frame	
28. Establish policy regarding sale of City-owned surface lots to private parties	Staff time

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INTRODUCTION

The Downtown Parking Management Plan ("Parking Plan") is an outgrowth of the Downtown Specific Plan (2012), and is intended to provide information to the City as it considers near- and long-term planning, funding and management decisions for the parking system.

The Parking Plan addresses seemingly disparate elements and policies of the parking system in a comprehensive manner because these elements affect one another, the parking system as a whole, and by extension the quality of Downtown Napa as a place to work, conduct businesses, shop, dine and recreate. A comprehensive approach to parking will help the City manage its parking supply, fostering an environment that is attractive to new business and investment, and plan for and fund the improvements necessary to its parking assets, which will yield real and tangible benefits to members of the public who spend time Downtown.

When providing parking to the public and therefore within the Parking Plan, we keep good customer service foremost in mind. The recommendations contained in this study will better serve the public by, first and foremost, making parking available and convenient. Drivers should have options regarding where and how long they park. The recommendations will also help to ensure that parking is clean, secure and a pleasant experience to use.

Good customer service also requires good stewardship of the valuable asset that the parking system represents to the Downtown and the City as a whole. The City's parking facilities should be viewed in terms of their actual dollar value and what they contribute to the economic and cultural vitality of Napa. As with any asset, the parking system will require investment and maintenance to maximize its value and performance. Also, better serving the public requires that the parking system be economically sustainable.

Despite the existing challenges, implementation of the recommendations in this report will create improvements in the parking system and the Downtown. The fiscal impact of any recommendation is always a consideration, especially given the current climate of constrained budgets. However, material improvements in the financial performance of on- and off-street parking can occur through improved management of the parking system. Further, although the report's revenue projections are generally conservative, the findings suggest that increases in revenue could be achieved for the overall benefit of the parking system. The focus of the report is on the improvement to the customer experience and the goal of a parking system that is comprehensively and actively managed for the benefit of the public. Once these improvements are realized, additional benefits to the Downtown and the City will occur as well.

The increasing popularity of Downtown Napa, including the Oxbow Commercial District, is leading to a greater demand for parking as new businesses are opened and development is planned. The greater demand for parking requires not only more parking spaces to serve the area, but also that parking spaces be used more efficiently, resulting in an improved and comprehensive system of management and funding policies for the district. The recent dissolution of the redevelopment agency, the traditional funding source for constructing public parking facilities Downtown, has also affected parking, and the City's parking facilities

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are aging and becoming functionally challenging and someday will require replacement. There are limited sites owned by the City that could adequately accommodate future parking demand in the long term. The decentralized structure for managing, maintaining and operating parking assets in the City requires addressing to ensure the challenges are overcome.

The challenges facing the parking system that we have acknowledged represent a significant opportunity. The policies that will best manage parking supply will generate revenue that is sorely needed to maintain and expand the existing parking system in a well-planned and sustainable manner. The findings and recommendations contained in this report highlight the importance of customer service and sustainable management of public assets as the guiding principles of parking management for the City, with the ultimate goal of fostering continued investment in the Downtown and providing a City center and focal point for residents and visitors.

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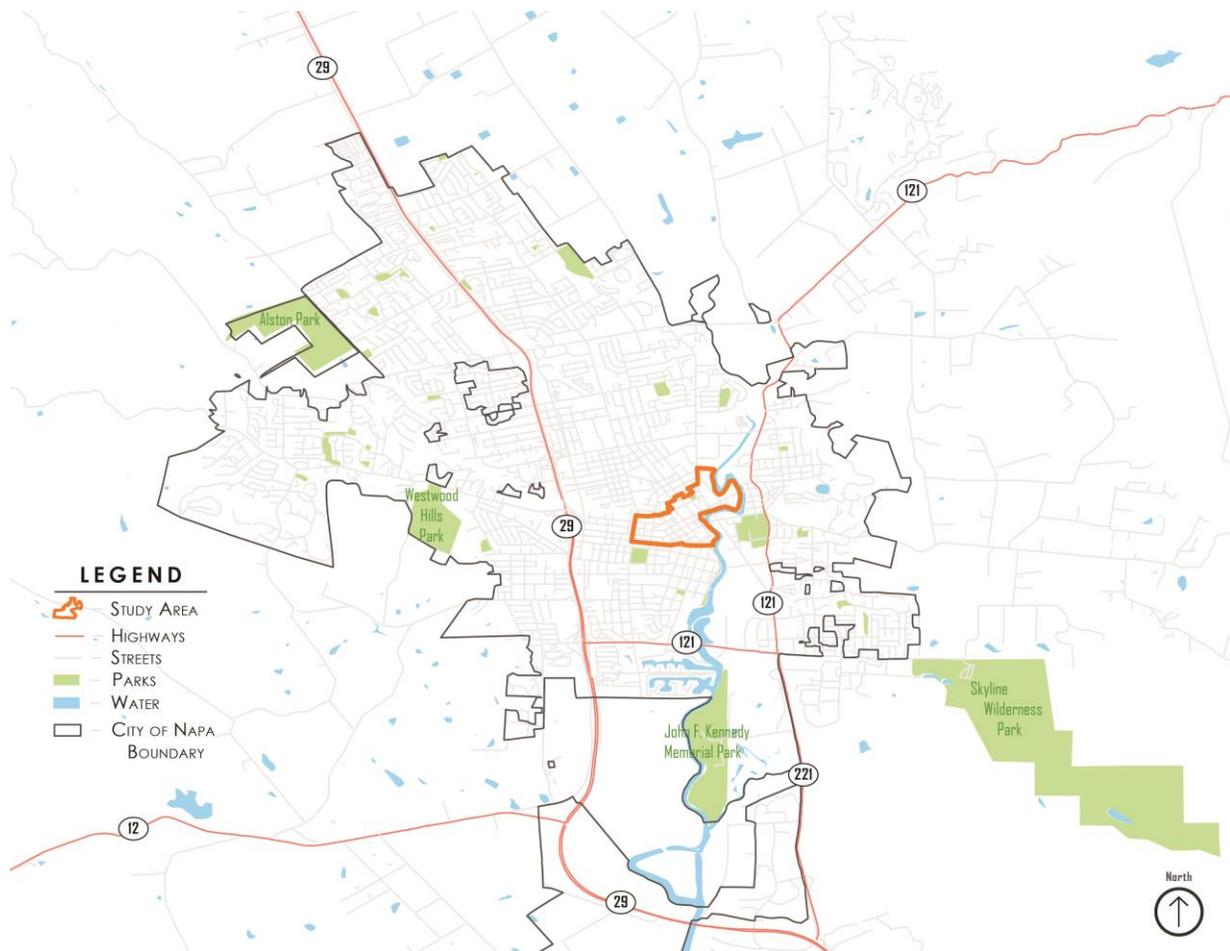
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OVERVIEW OF THE STUDY AREA

The City of Napa is bisected by two major highways and roads, Highway 29 and Highway 121. It is also connected to Highway 12 and the Napa-Vallejo Highway 221 near the southern part of the city. These roads are located within a close distance of the downtown area and provide the access for a commuting workforce, transport of goods, residents and tourists visiting Downtown. Figure 1 illustrates the proximity of the downtown area to major surrounding roads. Although some locals use public transit, walk or bicycle to Downtown destinations, automobiles (as well as tourist coaches and limousines) are the overwhelming method by which the public accesses Downtown Napa. Parking is part of a transportation system, in that vehicles need parking for people to reach their destinations.

Figure 1: Study Area Locator Map



Source: Walker Parking Consultants, 2014

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The Parking Plan Study Area, illustrated in Figure 2 below, was defined in the Downtown Napa Specific Plan (DSP). The Study Area is comprised of 57 blocks with two main sections: Downtown (west of Soscol Avenue) and the Oxbow Commercial District (east of Soscol Avenue). A map of the study area is shown below, which depicts the block identification numbers and letters assigned through the DSP for parking identification and analysis purposes.

Figure 2: Study Area



Source: Walker Parking Consultants, 2014

Downtown has experienced a significant transformation over the last 15 years and continues to evolve as a popular destination. Retail shops, restaurants, tasting rooms, entertainment venues, special events, personal services, new office space, and recreational and lodging facilities serve to create a year-round location for residents and visitors to work, conduct business and enjoy themselves. With this growing popularity comes greater demand for parking, and while some of the demand can be offset by encouraging alternative modes of transportation, the City can expect a continued favoritism toward the automobile as the

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primary travel mode to and from Downtown. With the additional parking demand resulting from new downtown activity combined with some recent reductions in the parking, the general public perception is that parking is in short supply. This plan analyzes supply and demand for today and in the future, and confirms that while there is not a supply shortage today, the most convenient spaces -- i.e., on street and surface lot spaces in the central part of Downtown -- are in high demand which adds to the perception of a parking shortage. To help address this concern, the City should aim to manage existing parking as efficiently as possible by providing adequate supply to meet the varying needs of residents, businesses, employees, and daytime and overnight visitors.

The DSP contains several recommendations that aim to improve the parking experience. One of the policies in the DSP calls for a "park once" philosophy, in which visitors park their vehicles in only one location and walk to several destinations. The key is to first make use of those spaces which are underutilized to provide relief to those areas that have high levels of demand; in other words, the City should manage parking resources so as to maximize efficiency prior to expanding capacity. By optimizing the current parking inventory, the City could provide more capacity without actually having to build any new garages in the near term. Adding parking capacity without maximizing the efficiency of existing resources may leave the additional capacity underutilized.

EXISTING PARKING SUPPLY

Walker Parking conducted inventories of all public on- and off-street parking in the study area, as well as most private parking facilities. The total number of public and private parking spaces within the study area was 5,739±. Of those, 1,393± were on-street and 4,346± were off-street spaces; 3,633± are owned by a public agency and 2,106± were privately-owned.

Table 1: On-street and Off-street Parking Supply Breakdown

Supply Type	Downtown Core	Oxbow District	Total
On-Street	1,209	184	1,393
Off-Street - Public	1,747	0	1,747
Subtotal Public Supply	2,956	184	3,140
Off-Street - Private	1,287	819	2,106
Off-Street - Publicly-Owned	390	103	493
Subtotal Other Supply	1,677	922	2,599
Total Supply	4,633	1,106	5,739

Source: Walker Parking Consultants, 2014

Off-street parking accounts for the bulk of the supply within the study area. Of the 4,346± off-street spaces 1,744± are "public" meaning they are unrestricted and available to the general public. While there are some lots that are privately-owned and serve as additional public parking supply under certain circumstances (e.g., Wells Fargo lot during non-bank hours, Napa Mill lot and former Copia lots which are utilized by customers visiting nearby businesses), these

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were inventoried as part of the private supply. The private parking facilities quantified in this study (see Table 2) contain a total of 2,106± spaces in the study area.

Table 2: Private Parking Facilities

Map ID	Facility Name	Inventory	Vacancy at Weekday Peak
1	Lot on Main near Taqueria Rosita	18	18
2	Lot on West St near Backstage Dance	12	12
3	West America Bank Lot	54	14
4	Napa Square	44	22
5	Quintessential Lot	15	15
6	Wells Fargo Lot	30	20
7	Napa Valley Register	50	20
8	First Bank Lot	13	13
9	Ace Hardware	0	0
10	Post Office Lot	29	17
11	Lot near 810 Brown Street	7	7
12	Alexis Baking Co (SW Corner of 3rd Street @ School)	32	8
13	Nation's Giant Hamburgers (3rd @ School)	12	7
14	CP Thrift Shop	16	1
15	5th Street Garage (L3)	123	59
16	First United Methodist Church of Napa (Randolph @ Division)	15	15
17	Treadway & Wigger Funeral Home (623 Coombs)	28	28
18	Bank of America	50	35
19	SW corner of 1st @ Seminary	24	10
20	All Lots within 1st, Jefferson, 2nd, and Washington	58	58
21	On 2nd Street Midblock between Jefferson and Seminary	88	50
22	Merril Lynch Lot	18	18
23	Lot on Seminary and Third Street behind Merrill Lynch	15	15
24	US Bank	16	16
25	Lot on NE corner of Main and Clinton	19	19
26	Polk Street Hair Company Lot	10	10
27	Safeway	110	46
28	American Legion	13	13
29	Oxbow Lot (1st @ Vernon)	170	40
30	Poor House (Store Lot)	12	12
31	Oxbow Lot	19	7
32	Dirt Lot at top of Block G (at Soscol and McKinstry)	50	43
33	Wine Train	165	112
34	Umpqua Bank	61	29
35	Cuvee Restaurant & River Terrace Inn (North Lot)	111	52
36	River Terrace Inn South Lot	30	10
37	Oxbow Lot (North of 1st @ East of Vernon)	201	51
38	Napa Mill (5th Street @ Main)	139	63
39	Riverfront Napa	229	0
Total		2,106	985

Source: Walker Parking Consultants, 2014

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Figure 3: Private Parking Facilities Map



Source: Walker Parking Consultants, 2014

There are 493± spaces in publicly-owned lots that are for specific user groups. For instance, the City Hall parking lot at Seminary and Second streets is partially reserved for employees and Councilmembers, thus it is not considered a “public” lot for this study, though the public can park there when conducting business at City Hall, and evenings and weekends. Parking spaces utilized by the Andaz Hotel are included in this value. The 103 publicly-owned spaces in the Oxbow District are owned by the County and are used to park County fleet vehicles.

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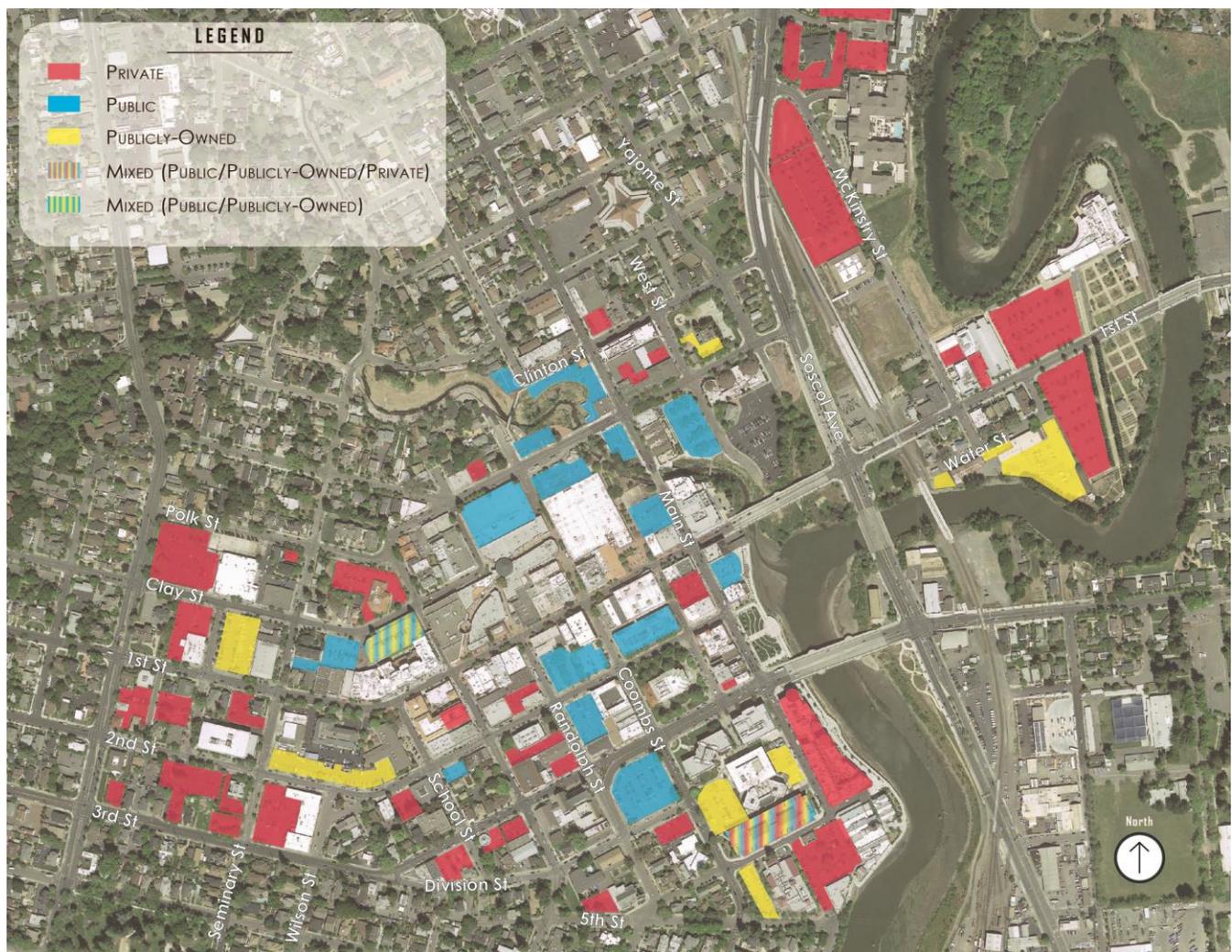
Table 3: Off-Street Public and Private Supply Parking Space Breakdown

Area	Public	Publicly-Owned	Private	Total
Oxbow	0	103	819	922
Downtown	1,747	390	1,287	3,424
Total	1,747	493	2,106	4,346

Source: Walker Parking Consultants, 2014

Figure 4 illustrates where off-street parking facilities are located within the study area.

Figure 4: Off-Street Parking Facilities Map



Source: Walker Parking Consultants, 2014

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There are several types of posted restrictions on parking spaces in the area, primarily time restrictions, which include: 24-minute, 30-minute, 1-hour, 2-hour, and 3-hour spaces. There are also restrictions on spaces for specific uses including ADA spaces, and loading only spaces. Unrestricted spaces can be found mostly around the perimeter of the study area near residential zones. There are time restrictions on most of the public spaces contained in Downtown's surface parking lots and on some spaces in the garages. Almost all public surface lots have time restrictions of three-hour limits, with the exception of Lot J which has a two-hour limit, and lots G North and X West which allow all-day parking. Upper levels in downtown garages do not have time limits, allowing drivers to park all day in those locations.

In all of the garages, parking overnight from 11:00 PM to 5:00 AM is generally prohibited, with a couple of exceptions: in the Fifth Street Garage, the County fleet is parked on the top level overnight; and in the Clay Street Garage, the Hotel Andaz is permitted to valet park guests on the top level and allow guest overflow parking on the third level overnight. Through a parking license agreement with the City, the hotel has exclusive use of 54 spaces on the top level of the Clay Street Garage in exchange for an annual payment to the City's parking fund over a 30-year term. Through valet parking, the hotel is permitted to stack 20 additional cars for a total of 74 on the top level of the garage, which was otherwise largely unutilized prior to the hotel's completion in 2007.

Currently, all of the public parking supply is free of charge to the user with the exception of 59 spaces reserved for permit parking. Permits can be purchased for \$30/month or \$360/year, and permit holders can then park all day in any of the marked permit spaces in Lots A and B on Second Street and on the third level of the Second Street Garage.

EXISTING PARKING DEMAND (OCCUPANCY)

To quantify the typical peak demand for public parking, Walker performed occupancy counts on one weekday (Thursday, July 10) and one weekend day (Saturday, July 12) in July 2014 to capture parking occupancy rates during the peak summer season at public parking facilities, including on-street parking. The actual counts were performed at 9:00 AM, 11:00 AM, 1:00PM, 3:00 PM, 5:00 PM, 7:00 PM, and 9:00 PM. The counts included all parking supply – publicly and privately owned. Occupancy counts did not include 229 spaces at Riverfront, as they were not accessible during data collection.

A parking survey is a snapshot in time, and therefore the collected data does not necessarily represent a trend. However, the City furnished historical parking occupancy data from prior surveys that Walker Parking reviewed and compared -- along with the Walker 2004 Parking Supply and Demand Study for the City of Napa -- to the data collected in 2014 and concluded that the 2014 data is largely consistent with the historical data in terms of parking demand concentrations and peaks.

PEAK PARKING DEMAND

Peak parking demand occurred on Thursday at 1:00 PM with 3,531± cars parked in the entire study area, which translates to 64 percent occupancy. During this period, on-street

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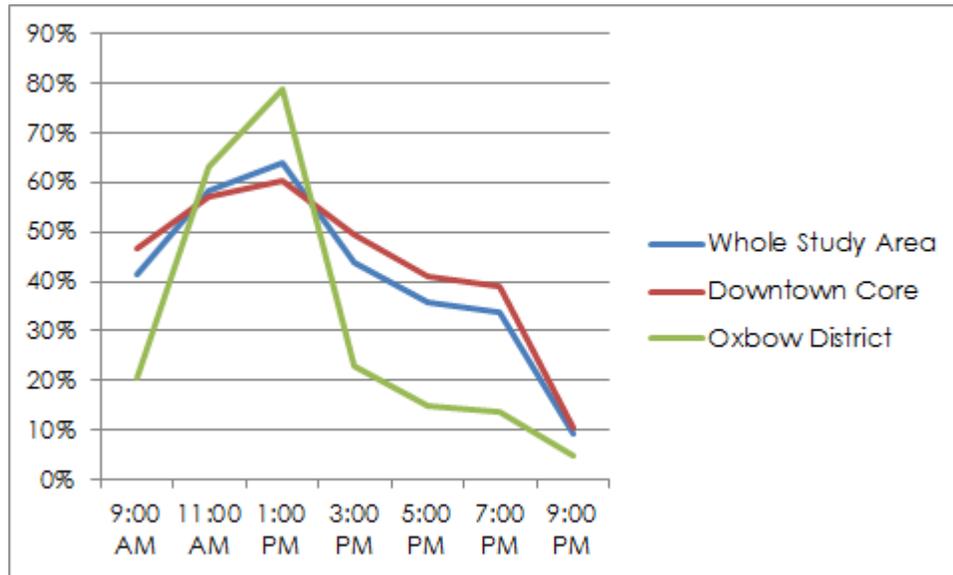


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occupancy was at 60 percent, and off-street occupancy (public and private supply) was at 65 percent. Figure 5 illustrates occupancy on Thursday for the entire study area.

Figure 5: Occupancy on Thursday (Whole Study Area, Downtown Core and Oxbow District)



Source: Walker Parking Consultants, 2014

Occupancy rates were almost identical during the peak in the Downtown core (west of Soscol Avenue) at 60 percent on street, while off-street occupancy was 61 percent.

The demand in the Oxbow District was higher as on-street occupancy at 1:00 PM was 79 percent, with off-street occupancy accounting for the bulk of the demand at 83 percent.¹ During this hour, on-street parking demand was at 59 percent occupancy.

CONCENTRATED AREAS OF HIGH DEMAND (THURSDAY PEAK)

Walker observed certain blocks throughout the entire study area that were operating at 85 percent or higher occupancy for off-street locations. These blocks are mainly located in the downtown area near Main Street, and in the Oxbow District. In many commercial downtowns, high occupancy is concentrated in a well-defined core area. In Downtown Napa, this is less the case. Block faces with low occupancy were at times mixed in with high-occupancy blocks, which suggests there is still some supply that is underutilized in the core area of Downtown.

At the peak (1:00 PM Thursday), blocks 1, 8, 15, 16, 20, 28 (see Figure 6), and I and D in the Oxbow District (the 500 First Street lots) were all above 85 percent occupancy. In analyzing the data, it makes sense that these blocks are well-utilized. For example, blocks 1 and 8 contain

¹ Note: To illustrate a more typical peak, Walker Parking applied parking occupancy data at the 500 Main Street lots (former Copia property) in blocks D and I from a different day than when the counts were performed as the lots were completely full due to a special event.

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all-day parking Lots G North (north side of Pearl Street) and X West (behind Cole's Chop House), respectively. During the occupancy counts, Walker staff observed drivers in these lots exiting their vehicles wearing what appeared to be work attire on numerous occasions. This indicates that employees of nearby businesses are using these spaces as there is no risk of getting a citation for parking several hours. The City has intentionally allowed these surface lots to remain all-day parking for the time being to help mitigate the loss of all-day spaces that occurred with the Flood Project bypass channel construction.

Blocks 15 and 16 contain the privately-owned Wells Fargo Lot and public Lot J (behind Downtown Joe's), and are in prime locations within close proximity to several popular downtown destinations. Understandably these two blocks experience high occupancy rates at the peak, including the bank parking lot.

Parking Lot K on Block 28 is owned by Napa County and is primarily utilized by County employees during weekday office hours, thus at the peak the lot was full. There was a dramatic drop in demand at 5:00 PM, in which Lot K was operating at 10 percent occupancy. It should be noted that this lot is temporary and is not intended to function as a surface parking lot for the long term.²

In the garages, there was a clear concentration of demand near Main Street. For example, at 1:00 PM Thursday the Second Street Garage was at 95 percent occupancy. This garage has 26 employee permit spots on the upper levels that are well-utilized, primarily by County employees who work in the adjacent Carrithers Building. The Fifth Street Garage on Main at Fifth Street experienced lower demand with 71 percent occupancy at the peak, including the privately-owned and county-restricted spaces. The garages further from Main Street (Pearl Street and Clay Street garages) operated at 39 percent and 65 percent respectively.

Although the Pearl Street and Clay Street garages had relatively low occupancies during the overall peak at 1:00PM, when these garages are analyzed by level, there were clear concentrations of demand in the all-day spaces. For example levels 2 and 3 of the Clay Street Garage operated at 93 percent occupancy, while level 2 of the Pearl Street Garage operated at 77 percent, and level 2 of the Fifth Street Garage operated at 86 percent during the same period.

On-street parking during the peak was a bit more dispersed than off-street parking, so there were no clear clusters of hot spots. However, some corridors were more occupied than others, including Clinton Street (from Coombs to Yajome), Main Street (from Caymus to Fifth), First Street (from Soscol to Franklin), Second Street (from Washington to Franklin), and Coombs Street (from First to Fifth). These corridors had the highest occupancies during the peak.

² The County is considering location options for its various operations which could result in relocation of some staff away from Downtown and/or consolidation in the administration building. No details are known at this time, but the County's plans are likely to have an impact on the City's parking facilities in the longer term. For example, if the County decides to relocate most or all of its administrative functions away from Downtown, it is likely certain properties owned by the County would be sold. As a result, parking utilization could drop for a time while properties are in transition and then increase again if the properties are reutilized with new uses that create higher demand than the present use.

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Although somewhat dispersed, Walker observed 70 block faces in the Downtown core registering 90% occupancy or greater during two or more survey intervals at some point during the day. Sixty-seven of these block faces were 100% full. In Oxbow, 11 block faces registered 90% or greater occupancy. Ten of these block faces were entirely full. The high occupancy rates for a significant number of block faces of on-street parking demonstrate that in many locations Downtown, the most convenient on-street parking spaces are effectively not available.

Figure 6 illustrates the occupancy of both on-street and off-street parking in the entire study area at the weekday peak. On-street occupancy is illustrated by block face and off-street occupancy is illustrated by block and incorporates all off-street parking supply on that block.

Figure 6: Map of Occupancy (Thursday)



Source: Walker Parking Consultants, 2014

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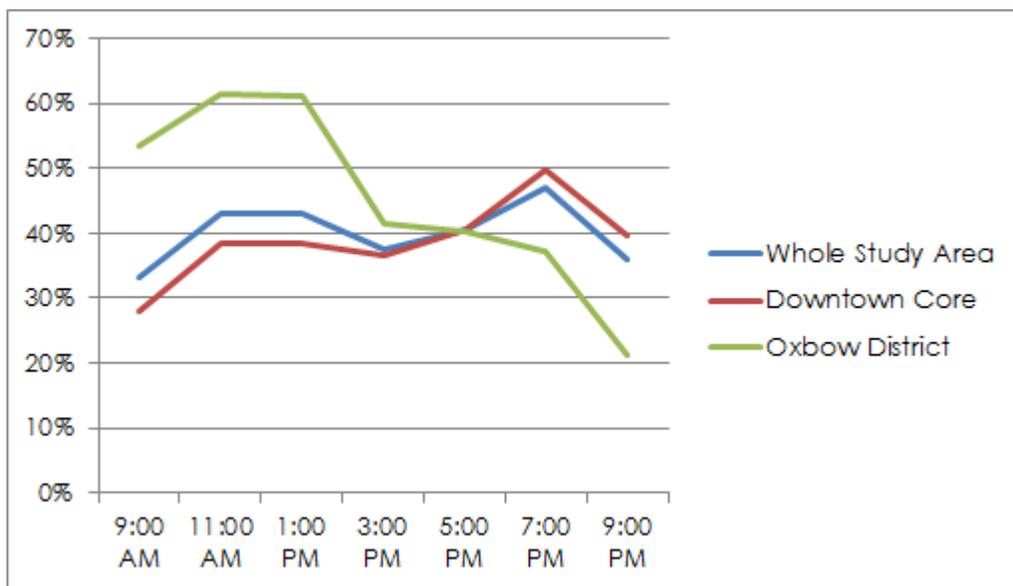
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PEAK PARKING DEMAND (SATURDAY)

The peak occurred much later on Saturday than it did on Thursday. This is attributed to the absence of weekday office workers arriving before 8:00AM, and the local and tourist visitors who enjoy shopping, errands, dining and evening entertainment in the downtown area. Thus there is more evening activity and more dispersed demand throughout the day. On Saturday the peak occurred in the evening at 7:00 PM with 47 percent occupancy for the entire study area.

Figure 7: Occupancy on Saturday (Whole Study Area, Downtown Core and Oxbow District)



Source: Walker Parking Consultants, 2014

In the Downtown core, occupancy was 50 percent. On-street occupancy was 54 percent. Off-street areas of high occupancy over 85% were lots F, G North, G East, H, I, J, X West, and the Second Street and Fifth Street garages.

The data for the Oxbow District paints a different picture than that of Downtown or of the area as a whole. Given the types of businesses that are located in the Oxbow District and the activities that transpired during the weekend (e.g., the seasonal Farmer's Market), the peak in the Oxbow District on Saturday was between 11:00 AM and 1:00 PM with occupancy at 61 percent across all public and private parking. And, there was a significant drop in demand by 7:00 PM (peak demand time for entire study area) with occupancy at 37 percent.

The Oxbow District accommodates both tourists and local residents with attractions such as the Oxbow Public Market, the Wine Train, wine tasting and day spa venues, restaurants, and hotels. The seasonal farmer's market (Tuesday and Saturday mornings) occupies a large surface parking lot that, while privately owned, currently functions as parking for the larger district. Once the farmer's market ended and the lunch crowd left, there was a significant drop in demand. For instance, from 1:00 PM to 3:00 PM there was a 45 percent drop from 61 percent occupancy to 42 percent occupancy, and it continued to drop as the day went on.

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This suggests that at the Saturday peak for the whole area (7:00 PM) there is much availability in the Oxbow District, though it's mostly privately owned.

CONCENTRATED AREAS OF HIGH DEMAND (SATURDAY)

Similar to the weekday peak, the blocks that were most occupied during the Saturday peak contain lots and garages that have few or no restrictions, and are in close proximity to restaurants and shops. These include blocks 1, 8, 14, 15, 16, 20, and Napa Mill. As mentioned before blocks 1 and 8 contain Lots G North (north side of Pearl Street) and X West (behind Cole's Chop House), which are nearly always full since they allow for all-day parking. Additionally, Lot A (block 14), becomes full on the weekend as the parking restrictions for several permit-only spaces and time limits that are present during the week do not apply on Saturdays, Sundays, or holidays. And Napa Mill as a prime destination for visitors and residents with a hotel, restaurants, retail shops, and a spa and night club, sees high occupancy on the weekend.

Walker Parking noted that the highly occupied off-street spaces appeared to be concentrated along Main Street on the eastern side of downtown. This is reasonable as the peak occurred at 7:00 PM, and the agglomeration of restaurants and bars along Main Street and the riverfront attracts many patrons. Furthermore, on this particular weekend there was an outdoor movie showing at the Veterans Memorial Park which added to the concentration of vehicles in that area.

This is further evidenced by the activity occurring in the garages at the peak (7:00 PM). For instance, the Second Street Garage, located nearest to the Main Street activities, had 98 percent occupancy. The Fifth Street Garage, (second closest to Main Street activities) had a 70 percent occupancy (including privately-owned and county-restricted spaces), while the Clay Street and Pearl Street garages had occupancies of 49 percent and 27 percent respectively. The highest concentration of demand occurred near Main Street, but at the same time there was plenty of availability in the other garages.

On-street occupancy was also concentrated along Main Street and along adjacent streets in the eastern part of downtown. At the peak, all of Main Street from Caymus Street to Fifth Street was 85 percent occupied or higher. At the same time, the western portion of Downtown and the Oxbow District had low occupancy, meaning that there was available parking in those areas. Below is a map illustrating peak occupancy on Saturday (Figure 8).

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Figure 8: Map of Occupancy (Saturday)

Saturday | 7:00 PM

- LEGEND**
- 0 - 49% OCCUPIED AT PEAK
 - 50 - 69% OCCUPIED AT PEAK
 - 70 - 84% OCCUPIED AT PEAK
 - 85%+ OCCUPIED AT PEAK
 - NO OFF-STREET PARKING DATA
 - 0 - 49% OCCUPIED ON-STREET
 - 50 - 69% OCCUPIED ON-STREET
 - 70 - 84% OCCUPIED ON-STREET
 - 85%+ OCCUPIED ON-STREET
 - NO ON-STREET PARKING
 - STREETS
 - WATER



Source: Walker Parking Consultants, 2014

In conclusion, based on Walker Parking's familiarity with Downtown Napa, site visits, and analysis of the current public parking demand and supply, while overall there is an ample supply of parking, concentrated areas of high parking demand contribute to a lack of parking availability where it is often needed or desired. At the same time, even at the peak, the number of parking spaces that sits empty is significant (see Parking Surplus section below), and many of the empty spaces are located in the parking structures. Both conditions suggest a parking resource that is not being managed in a manner that would best serve the public. To do so, parking demand needs to be more evenly distributed throughout Downtown and the Oxbow District.

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PARKING SURPLUS AT PEAK

There is a surplus of parking during the Study Area peak (Thursday at 1:00 PM). The off-street supply incorporates public and private parking supply, but not publicly-owned that is restricted. An effective supply factor of 85% for on-street and 90% for off-street parking has been applied. These industry-standard factors³ suggest that on-street parking is effectively full at 85% and that off-street parking is effectively full at 90% occupancy. Incorporating this factor provides a cushion for dynamics of vehicles entering and exiting spaces and spaces lost due to misparking, debris or maintenance. Figure 9 illustrates the surplus parking available at peak for public and private and public-only.

Figure 9: Surplus Parking at Peak (Thursday at 1:00 PM) in the Downtown Core and Oxbow District

Downtown Core	Surplus at Peak			
	Effective Supply	Occupied at Peak	Public and Private	Public Only
On-Street	1,028	628	400	400
Off-Street	2,731	1,932	799	289
Total	3,759	2,560	1,199	689

Oxbow District	Surplus at Peak			
	Effective Supply	Occupied at Peak	Public and Private	Public Only
On-Street	156	133	23	23
Off-Street	737	495	242	0
Total	893	628	265	23

Source: Walker Parking Consultants, 2014

PARKING INVENTORY (LICENSE PLATE INVENTORY)

A license plate inventory (LPI) was conducted in the heart of downtown where parking is in high demand. The LPI is a tool that helps better understand parking space turnover rates. The focus of the LPI was to determine whether vehicles are being parked by long-term users in short-term spaces beyond the allowed time limits by moving cars one or two spaces, thus making the most convenient parking spaces unavailable at the peak.

METHODOLOGY

The LPI was conducted in Downtown west of Soscol Avenue on Wednesday July 9, 2014 with counts every hour from 10:00 AM to 7:00 PM. The last four digits of each vehicle within the LPI coverage area (332 cars total) were noted to track how long the cars were parked and if they

³ On-street effective supply of 85% is an industry standard that has been adopted and popularized by Professor Donald Shoup. An example is here: <http://shoup.bol.ucla.edu/CruisingForParkingAccess.pdf>. Off-street effective supply of 90% is cited in a book authored by Walker Parking Consultants staff titled Parking Structures: Planning, Design, Construction, Maintenance and Repair.

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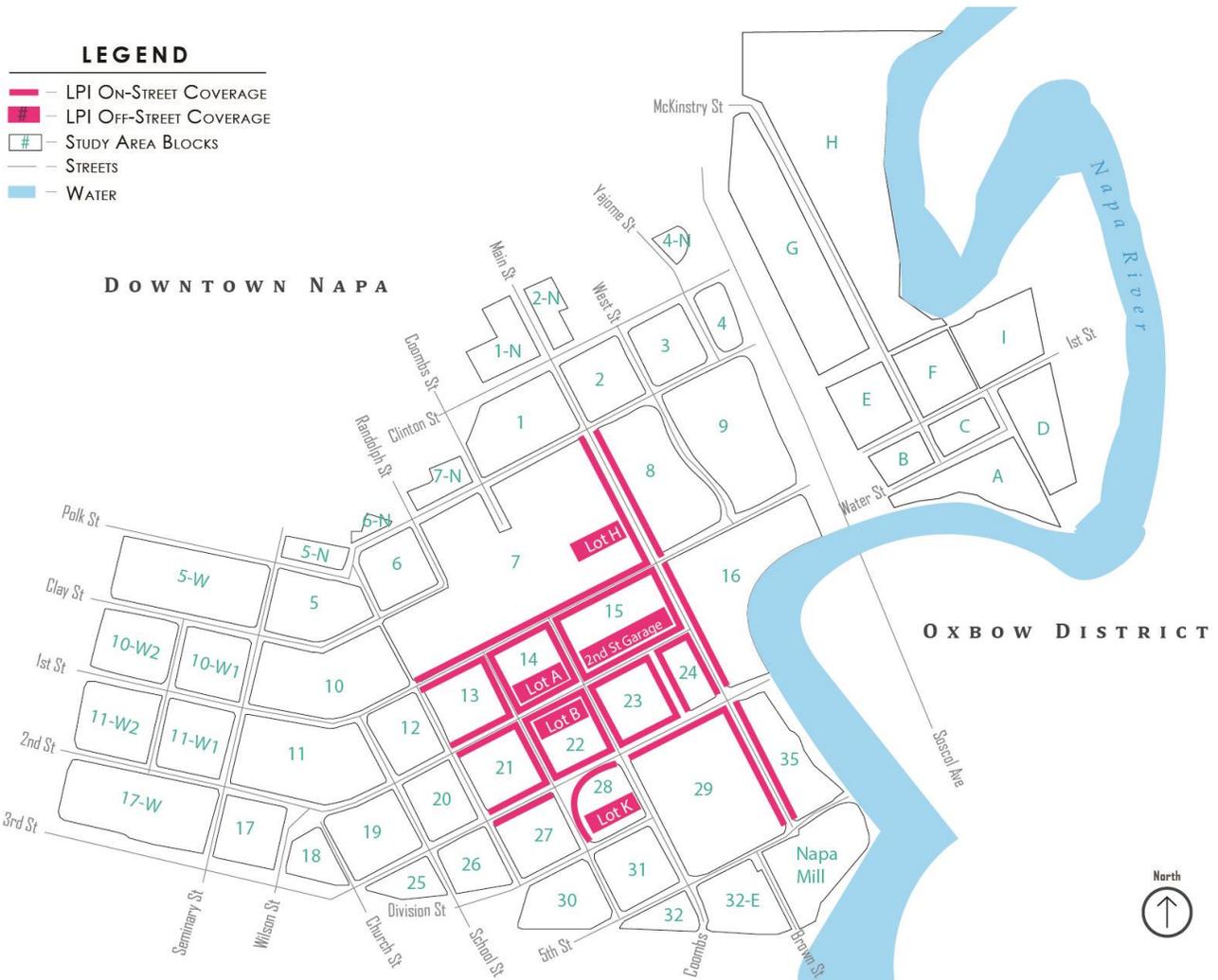
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were moved to other parking spaces within close proximity. The streets and facilities that were covered are illustrated in Figure 10 below and included:

- Both sides of Main Street between Pearl and Fifth streets,
- Both sides of First Street between Franklin and Main streets,
- Both sides of Second Street between Franklin and Main streets,
- Both sides of Third Street between Franklin and Main streets,
- Both sides of Brown Street between Second and Third streets,
- Both sides of Coombs Street between First and Third streets,
- Both sides of Randolph Street between First and Third streets,
- Lots A, B, H and K which - 30± spaces in each lot, and
- Second Street garage - 30± spaces in 3-hour parking area.

Figure 10: LPI Coverage Area



Source: Walker Parking Consultants, 2014

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RESULTS

During the weekday peak, 150 of the 332 cars observed parked in short-term parking spaces (45%) were occupied by cars staying three hours or more, despite posted time limits. Of these, 100 cars (30%) were parked for four hours or more. Assuming this is a typical pattern, when the demand for parking is the highest in these locations and spaces hardest to find, a significant number of the occupied spaces are not available due to the presence of long-term parkers.

Roughly 20 percent of the vehicles in the LPI study were parked for four hours or longer in zones where spaces have 2-hour time limits. If a long-term parker occupies a single space, or even several spaces, for eight hours in a short-term retail location, this prevents four cars staying two hours each from parking for short-term visits. The occupants of the short-term cars are typically customers who want to visit a local business and conduct a transaction. Block faces that do not provide one to two available parking spaces to patrons have significant negative economic consequences for a commercial district. Other studies have found that an average of 30 percent of auto traffic in downtowns is the result of drivers "cruising" for available spaces, resulting in a significant amount of unnecessary traffic and emissions (and frustration) in those locations. If the lack of on-street parking spaces results in the need to replace such spaces in a new parking structure, each parking space would cost approximately \$34,000 for design, construction and maintenance costs (excluding land costs).

During the LPI, Walker observed several instances where employees moved their vehicles from one parking space to another. This was verified by field staff as several employees confirmed that they move their vehicles to each other's spaces throughout the day to avoid citations. Conversations with the City's parking enforcement officers also confirm that employees actively seek to move their vehicles within short-term parking spaces in order to avoid parking in less convenient long-term spaces and receiving parking citations. This practice is difficult to prevent using time limits and enforcement alone, but the City should consider revising the Municipal Code (Chapter 10.36) to make moving a vehicle from one time-limited space to another within a specified proximity illegal. Beyond that, the City's policies and parking management techniques can deter this behavior and preserve the most convenient and valuable spaces for short-term parkers who are willing to pay for them. The City should consider taking cost-efficient steps to ensure the optimization of the existing supply before adding structured parking at a cost of approximately \$30,000 per space.

FUTURE PARKING DEMAND AND SUPPLY IN THE STUDY AREA (2030)

Planned and anticipated development in Downtown Napa and the Oxbow District will increase the demand for parking over time. To estimate future parking demand, Walker utilized the 2012 Downtown Specific Plan's (DSP) estimated build-out projections for the Study Area by 2030, adjusted for net new development that has been approved since the DSP adoption. To those square footages, Walker Parking applied the City parking standards of 3.2 spaces per 1,000 square feet of ground-floor and 2.4 spaces per 1,000 square feet of upper story development to estimate new parking demand. For the approved Archer Hotel project the demand that will be created when the Archer Hotel opens was addressed by a parking license agreement between the City the hotel developer, which will provide the hotel exclusive use of 145 spaces on the top level of the Pearl Street Garage and valet stacking of an additional 45 cars. (In exchange, the developer will pay the City \$3.15 million when the project is complete. These funds will be used to build new public parking.)⁴ For the purpose of this analysis, 145 spaces were added to the future demand, since the additional 45 stacked cars will not impact the supply. Finally to estimate future supply needs, Walker Parking subtracted the effective surplus supply from the future demand projection.

Based on the methodology described above and summary shown in Figure 11, the Downtown Core would require an additional 1,290 parking spaces and the Oxbow District would require another 374 parking spaces to accommodate build-out by 2030. These spaces would be provided both on private property and in public facilities. In the Oxbow District, effective surplus parking supply of 265 spaces is approximately 110 spaces short of the projected 2030 demand of 374 spaces. (Note that the Oxbow District analysis excludes the Copia property given the uncertainty of its development program and the assumption that future development will have to self-park.)

Figure 11: Projected Net Parking Demand by 2030 –Public & Private Supply Needs

Area	Net SF Change - Ground Floor	Net SF Change - Second+ Floor	Net Parking Change - Ground Floor	Net Parking Change - Second+ Floor	Net Parking Change - Lodging	Total Net Parking Change	Existing Surplus (Public & Private)	Projected Net Parking Required
Downtown Core	116,358	322,448	371	774	145	1,290	1,199	91
Oxbow	42,082	99,827	134	240	0	374	265	109

Source: Walker Parking Consultants, 2015

As shown in

⁴ For future hotel development applications in the PE District, how best to address the parking impact will be considered on a case-by-case basis through a use permit process.

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OXBOW DISTRICT PARKING PLAN



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Figure 12, below, if only public parking surplus (both on- and off-street) is considered, then the projected net parking required will be approximately 600 spaces in the Downtown Core and approximately 350 spaces in the Oxbow District.

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Figure 12: Projected Net Parking Demand by 2030 – Public Parking Supply Needs

Area	Net SF Change - Ground Floor	Net SF Change - Second+ Floor	Net Parking Change - Ground Floor	Net Parking Change - Second+ Floor	Net Parking Change - Lodging	Total Net Parking Change	Existing Surplus (Public Only)	Projected Net Parking Required
Downtown Core	116,358	322,448	371	774	145	1,290	689	601
Oxbow	42,082	99,827	134	240	0	374	23	351

Source: Walker Parking Consultants, 2015

The City is taking steps to expand the parking supply in the north part of Downtown to mitigate the recent loss of approximately 120 spaces due to the bypass channel construction, and accommodate new and anticipated demand in the area. As a temporary measure, the City has entered into a license agreement with the owner of the former CineDome property to allow the City to construct a temporary surface parking lot. In combination with adjacent City-owned property, the future lot is estimated to provide approximately 90 spaces in 2015. The temporary parking will remain in place while the City and property owner work on a plan for future development of the site and surrounding properties, which will include a permanent parking solution to expand the public supply by 300 to 400 spaces. In addition, the City Capital Improvement Program budget includes the removal of the former transit center on Pearl Street and expansion of Lot G (just north of Kohl's), which would occur after the construction of the Archer Hotel (late 2016). The expanded lot will net approximately 20 new spaces. Finally, the City is working on a possible secondary temporary parking lot on the former sanitary sewer pump station and skate park lot owned by Napa Sanitation District (NSD); approximately 90 additional parking spaces could be provided on an interim basis on that parcel if NSD is supportive. Together, these efforts will provide 110 to 200 surface parking spaces in the relatively near term (2015-17) while plans for a long-term parking structure are developed.

Future development of the former Copia properties and the County corp yard site will be subject to a future master plan and zoning. The City should factor a districtwide parking solution in the master plan, which could be facilitated through a development agreement to ensure a public parking component in a private parking facility to serve the future development. There are very few sites that could accommodate parking in the Oxbow area and the City does not own any of them.

POTENTIAL FUTURE PARKING SITES

Walker Parking and City staff evaluated sites in the Downtown and Oxbow area that can accommodate parking. It is good practice to locate parking facilities toward the edges of the urban area where they are accessible so people can park once and walk to various destinations. Providing parking on the periphery rather than on prime sites also allows land in the most desirable locations to be used for prime uses and makes a Downtown more contiguous and walkable. The City should strive to distribute parking supply so it is not heavily clustered in one geographic area. And, when possible, placing parking on City-owned land will reduce the per-space cost by \$10,000 to \$15,000, assuming structured parking.

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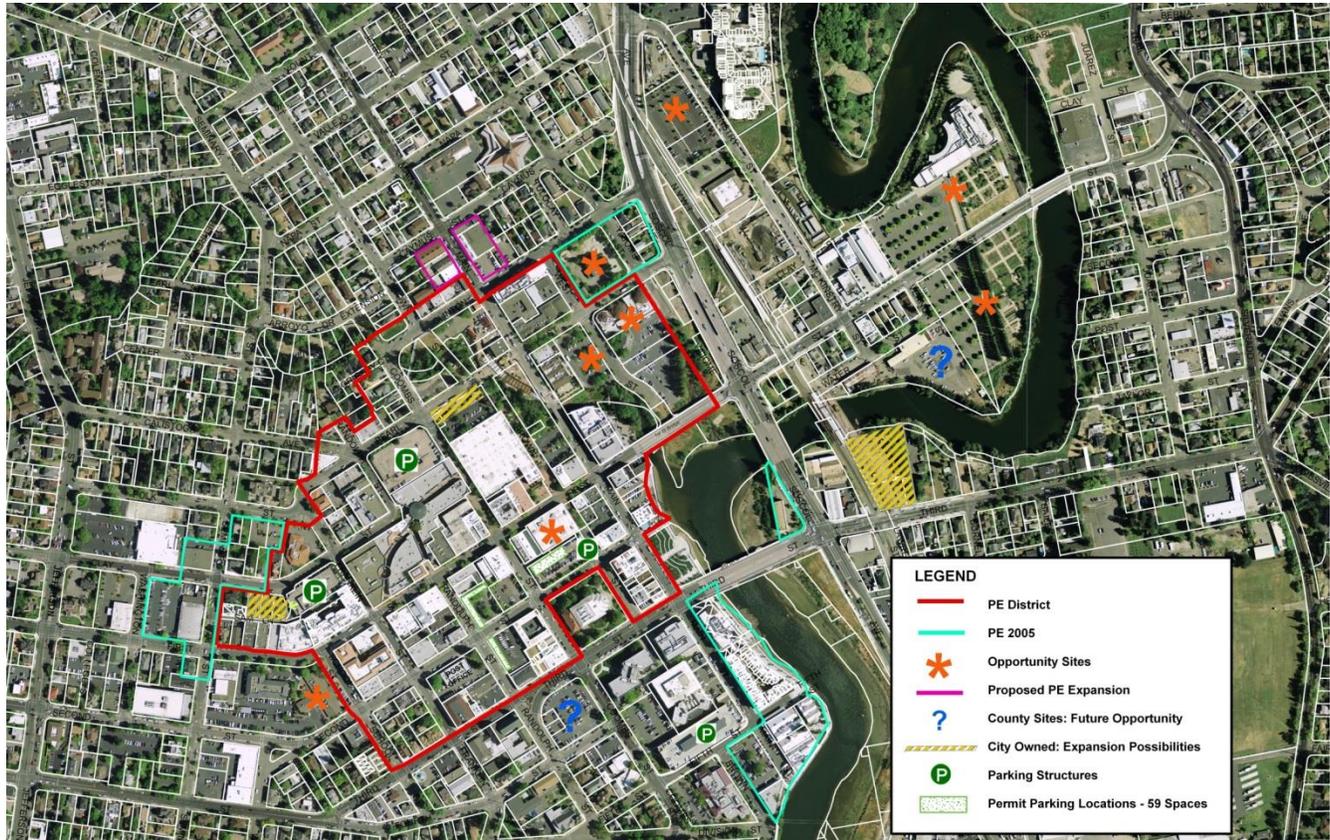
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Figure 13 is a map of sites that meet the size, configuration and location criteria for structured parking, depicted with an orange asterisk. Sites with yellow striping present opportunities for expanded parking supply, either through surface parking which may be temporary or permanent, or parking garage expansion, which would be challenging from a physical construction standpoint but was not ruled out. Properties owned by Napa County are depicted with a blue question mark as their future availability is uncertain. The City should continue to discuss these properties with the County and pursue opportunities that make sense for the overall parking supply.

Figure 13: Potential Future Parking Facility Sites



Source: City of Napa, 2015

Infill development and re-use of vacant properties will add to the demand for parking in Downtown and the north Main Street area. The City is planning to construct approximately 90-180 temporary spaces on interim surface lots in this area while pursuing a permanent parking garage. The size of the structure will largely depend on the future development plan for the area (called the “CineDome Focus Area” in the DSP). While the Downtown Specific Plan recommends a 300-350-space structure in this area, a larger structure may be beneficial if it can be accommodated. Not only would the per-space cost decrease through economies of scale, parking in this area will serve not only the north Main area but potentially the Oxbow District given its proximity to the bypass channel trails which will conveniently link the two areas. Regardless of the ultimate size, a parking structure in this area should go a long way to addressing the City’s parking needs for the foreseeable future.

The City should pursue additional parking facilities to accommodate future demand as necessary, provided good parking management measures are in place to optimize the current supply. Adding new supply will only be partially effective without good management. The following strategic steps to add supply should be considered, provided the City is monitoring the utilization of its existing supply and making adjustments to ensure the steps are warranted.



- As described in the DSP, if the County makes the Carrither's Building on First Street available, which may happen in the next few years, the City should work with future ownership to pursue the reconstruction of the Second Street Garage in conjunction with redevelopment of the property. Redevelopment of this block would present significant opportunity for Downtown to add a vibrant development in this pivotal location that strengthens the walkability and unification of the First Street corridor. A parking structure can be thoughtfully integrated into a future development that integrates with First Street to the north and Second Street to the south.
- As the County continues to evaluate its downtown real estate assets and make decisions for the future, the City should seek opportunities to work with the County on ensuring opportunities for addressing parking are not overlooked. For example, the Third and Coombs surface parking lot (Lot K -- former Sullivan site) currently provides approximately 110 parking spaces that provide convenient evening and weekend parking to the public when not being utilized by County employees on weekdays. The future disposition and potential redevelopment of the site should take into account the potential removal of those spaces from the public supply, and any new demand the property's future use would generate, and how that demand can be served on site.
- If the City proceeds with a public private partnership to build a consolidated City Hall in the west end of Downtown, the City may have an opportunity to work with a development partner to secure additional public parking on the current City Hall site.

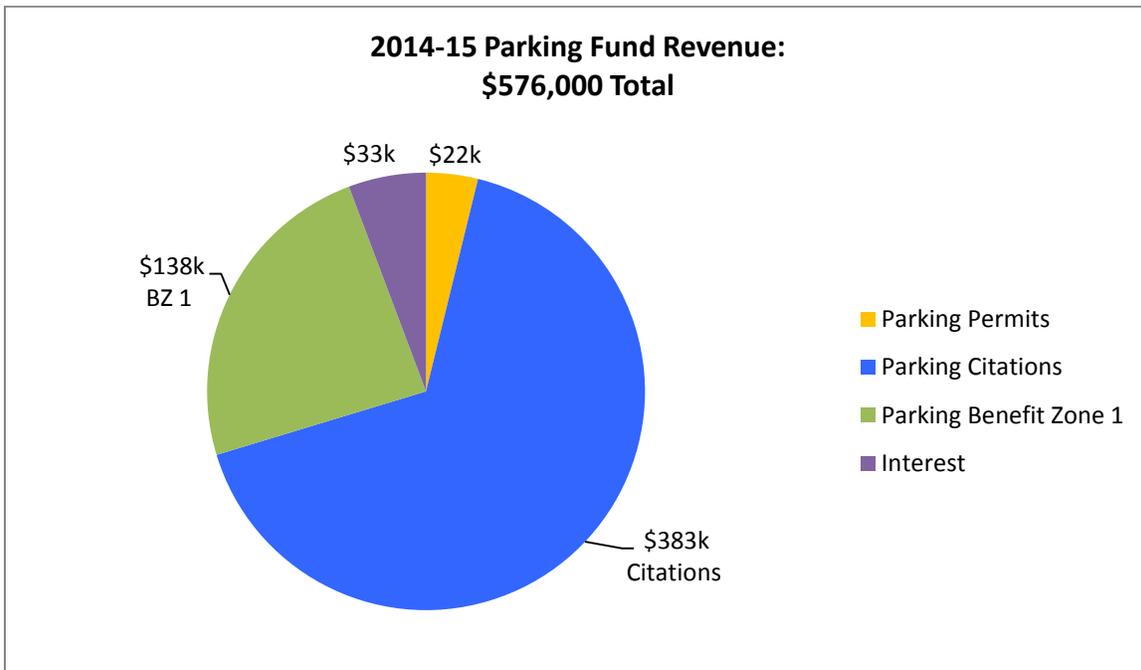
FINANCIAL PLAN

This section examines the funds available to the City for parking operations and maintenance and capital improvements, and provides recommended actions the City can take to increase funding to achieve goals for enhanced maintenance, funding reserves, and capital projects. Collectively, the Parking Fund runs at an operating deficit and the program requires a General Fund subsidy. Walker Parking recommends the City implement a paid parking program to not only ensure efficient use of the parking supply and enhanced maintenance and security, but to help move the parking program to a sustainable enterprise where revenue covers expenditures and potentially helps finance larger capital needs such as new and replacement parking structures.

OPERATING REVENUE AND EXPENDITURES

The City's Parking Fund operating revenue for fiscal year 2014-15 is illustrated below. The two main sources of revenue dedicated solely for parking maintenance and operational purposes are the Downtown Parking Benefit Zone and parking citations, with parking permits generating a small portion along with earned interest. Together these sources are expected to generate \$576,000.

Figure 14: Expected Parking Fund Operating Revenue for Fiscal Year 2014-2015

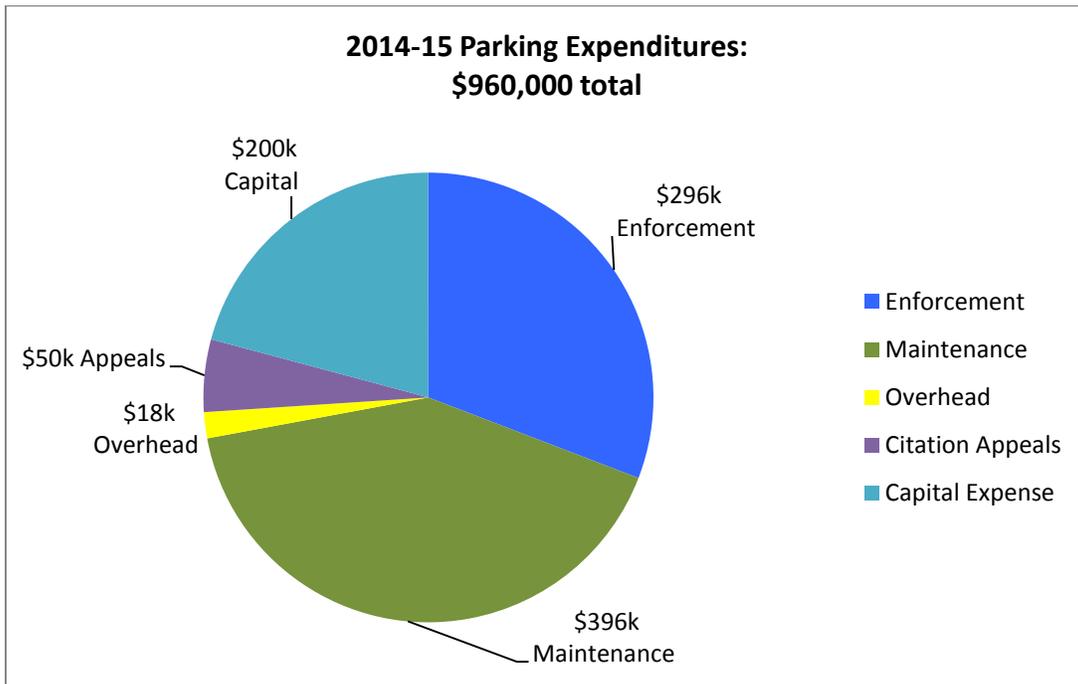


Source: City of Napa, 2014

The largest parking revenue source is citations which is spent solely on enforcement costs; any unexpended fund balance remains in the enforcement fund, which can be used for potential equipment upgrades or replacement, or future enforcement costs.

Parking expenses fall into five main categories: maintenance, enforcement, overhead, capital expenses, and citation appeals.

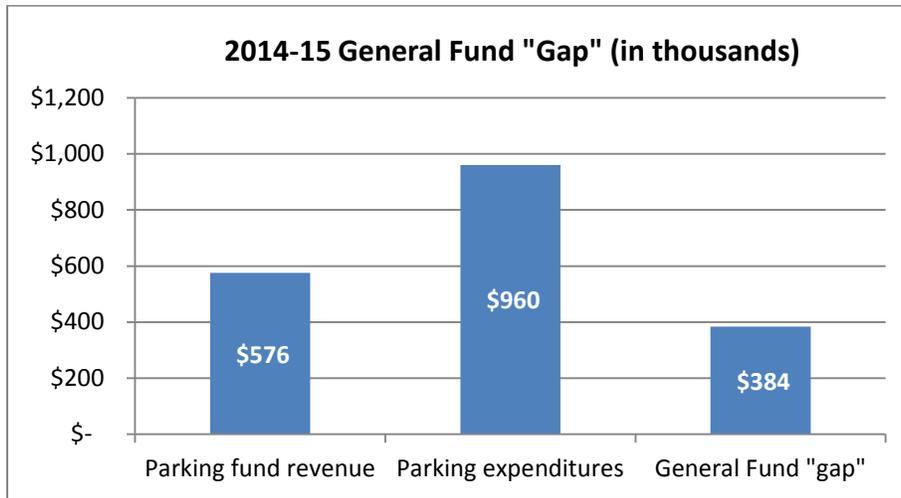
Figure 15: Expected Parking Fund Expenditures for Fiscal Year 2014-2015



Source: City of Napa, 2014

Because the Parking Fund revenue doesn't cover the total maintenance and operational costs, the General Fund provides additional funds for maintenance, citation appeals, and security, which in fiscal year 2014-2015 is expected to amount to approximately \$384,000. This is referred to as the "gap" the General Fund fills, which could eventually be replaced with other revenue sources.

Figure 16: Expected General Fund Contribution for Fiscal Year 2014-2015



Source: City of Napa, 2014

Beginning in Fiscal Year 2015-16, the General Fund allocation to downtown maintenance and security, which will include parking facilities, is expected to increase significantly, but it is not yet known how much will be dedicated strictly to parking maintenance.

MAINTENANCE

There is currently one primary revenue source dedicated for parking maintenance -- the Property & Business Improvement Area 1, Benefit Zone 1, which generated \$136,000 in 2014-15. The revenue is generated by a surcharge on the annual business license tax, which is calculated on gross receipts of businesses within the Benefit Zone. The fee was established in the 1970s and has remained constant at \$0.70 per \$1,000 of gross receipts. Businesses in Benefit Zone 1 also pay into Benefit Zone 2 (promotional), for an additional \$0.40 per \$1,000 of gross receipts. These assessments on top of the \$1.00 business license fee amount to \$2.10 per \$1,000 of gross receipts. Hypothetically, a business that generates \$500,000 in gross receipts annually pays \$1,050 total for both benefit zones and business license renewal, and \$350 of that amount is collected in the parking benefit zone. Additional funding sources that contribute a small amount to maintenance include parking permits and interest earned on the Parking Fund.

The Parking Fund budget (non General Fund) in 2014-15 to maintain the three parking garages and 12 surface parking lots was \$152,000. The General Fund contributed an additional \$174,000 as the facilities maintenance crews provided services that were beyond those paid for through the parking fund, and \$70,000 to the County-owned Fifth Street Garage maintenance and operations fund. The level of maintenance that can be provided within the Parking Fund budget is fairly limited, consisting of sweeping and blowing, minor repairs, cleaning the elevators 5 days per week, pressure washing once per month, and utility costs. With the aging parking garages, opportunities for deferred maintenance are prevalent, and the City is vulnerable to unexpected funding needs without established maintenance reserves to cover such costs. A recent example is the unanticipated need to replace the elevator in



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the Second Street Garage. In total, the cost in 2014-15 for parking maintenance was \$396,000, with the General Fund covering \$244,000 or roughly 60% of the total cost.

Through the City's two-year budget process, the Facilities Maintenance Division will propose an enhanced downtown maintenance program, which will include additional maintenance in the downtown parking garages. Currently cleaning is done on an infrequent or as-needed basis which ranges from once a week to once a month depending on the need and availability of resources. The proposed service level request would increase the frequency to 5 days a week. This would be accomplished by purchasing new equipment, hiring staff and increasing the use of contractors. A one-time cost for equipment and specialized contract services needed to implement the enhanced program is estimated at \$170,000. Ongoing costs for labor, supplies, and contract services and fleet charges will be \$149,849 annually and requested from the general fund. The local PBID has expressed interest in supporting this program and providing partial funding, though the amount and commitment from PBID has not yet been determined. Going forward, the City should consider establishing reserves, and evaluating the maintenance program and track actual costs to ensure a high-quality service.

One maintenance budgeting model to consider is the Fifth Street Garage, which for 2014-15 was \$180,489 for the 480-space garage. Of this amount, \$30,000 is deposited into a reserve account. The remainder is expended on operations and maintenance (including security), which equates to \$314 per parking space. If applied to the City's off-street parking supply of roughly 1,800 spaces, a comparable maintenance and operations budget would be \$565,000.

SECURITY AND ENFORCEMENT

Security and enforcement are provided by the Police Department (PD). As stated previously, enforcement is funded by parking citation revenue, and if necessary, parking permit revenue. Currently, security patrol is fairly irregular, however the Police Department is proposing to add one to two beat officers in fiscal year 2015-16 to provide enhanced security in Downtown which will include patrolling the City parking facilities. In 2014-15, parking enforcement in the Study Area cost \$296,000. In addition to parking enforcement, the Police Department manages citation appeals through its operational budget, costing the General Fund approximately \$50,000 per year. The City could consider utilizing citation revenue that exceeds enforcement costs to support the General Fund cost for citation appeals.

PARKING CAPITAL FUND

As discussed elsewhere in the report, the City has approximately \$5 million available for the provision of new parking between its Parking Impact Fee, Parking License Agreement and the one-time Flood Project parking mitigation funds. These funds are restricted for the purpose of constructing new parking either to serve demand generated by new development or replace spaces that were removed by the Flood Protection Project. The City expects to receive \$3.15 million in its Parking License Agreement fund in exchange for providing exclusive parking spaces on the top level of the Pearl Street Garage for the planned Archer Hotel. These funds would be received upon certificate of occupancy of the hotel, anticipated in late 2016. At that time, the City's parking capital funds would then be estimated at \$8 million to \$10 million depending on timing for completion of other anticipated private development in the PE

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District. Yet, the cost to construct one parking garage is estimated at \$12 million to \$15 million depending on size and design elements.

As part of its capital funding strategy, the City should consider the following implementation measures:

ESTABLISH A PERMANENT FUNDING SOURCE

The loss of redevelopment agencies statewide eliminated the property tax increment financing capability the City once utilized to finance infrastructure in the downtown area. Some new legislation has been passed to allow Infrastructure Financing Districts and Enhanced Infrastructure Financing Districts to restore the tax increment financing tool but on a much lesser scale. Their effectiveness is being tested by jurisdictions such as Los Angeles and West Sacramento. These prospective funding mechanisms, along with others such as community facilities or Mello Roos districts, business improvement districts, and others will be analyzed for their feasibility as part of an infrastructure financing feasibility analysis the City will prepare in 2015, after the final Downtown Parking Management Plan is approved. This effort is being funded by a Priority Development Area (PDA) planning grant from Caltrans. The goal is to determine which funding tools will work best to finance infrastructure needs in the Downtown and Soscol Gateway PDA, provide a recommendation to the City Council, and establish the preferred funding mechanism(s) pursuant to established procedures.

INCREASE THE PARKING IMPACT FEE

The City's primary funding source for new parking supply is the Parking Impact Fee, established in 2005. The fee is charged on net new parking demand that is generated by non-residential development in the Parking Exempt (PE) District and held in the City's Parking Capital Fund for the purpose of constructing new parking to serve the PE District. At the time the fee was established, a structured parking space was estimated at \$20,000 per space for construction costs. However, the City Council adopted a fee of \$7,500 per space so as not to deter future private investment in Downtown. At this level, the Parking Impact Fee has generated just over \$1 million in 10 years. If the City were to rely on this fee revenue alone at the current level, it could take several decades to accumulate enough funds to build one new parking garage. Today's cost to build a structured parking space in the Bay Area is approximately \$27,000-\$30,000 for design and construction.

Table 4 below provides examples of parking fees charged in other jurisdictions. Several northern California cities have parking impact and in lieu fees⁵ programs. Fees per space from a sample of northern California cities range from \$8,300 to nearly \$64,000.

⁵ In general, a parking impact fee is mandatory to mitigate the impact of development on the public parking supply, while an in-lieu fee is voluntary or discretionary and is paid as an alternative to providing on-site parking.

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Table 4: Parking Fees in Other Northern California Cities

City	Fee per Space	Notes	In Lieu or PIF
Benicia	Varies	Equal to Current Public Works Construction Cost or as determined by the Community Development Director.	In Lieu
Berkeley	\$15,000 to \$30,000	Graduated with spaces 1-5 \$15K, 6-15 \$20K, 16-25, \$25K, 26+ \$30K	In Lieu
Carmel	150% of cost to build 400 square foot parking space in San Francisco area that offers Type I or Type II fire resistance	Would be approximately \$34K	In Lieu
Fairfield	\$8,305	Central Business District Parking Fee (Acct. #279-99-000-6119) - \$8,305 / required parking space, shall be paid to the Planning & Development Department.	PIF
Healdsburg	\$23,600 to \$39,500 (+\$200 maintenance fee)	The parking in-lieu fee shall be a per parking space fee and is only applicable when the required parking space is not provided. The amount per parking space of the parking in-lieu fee shall be as established in the City's master fee schedule, as amended from time to time.	In Lieu
Morgan Hill	\$11,000	In 2013, increased from \$4K to \$11K to be more consistent with other cities, while still incentivizing development	In Lieu
Mountain View	\$26,000	Focus is on providing adequate parking without sacrificing opportunities for additional development	In Lieu
Novato	\$2,500 (1st 3 yrs.), \$5,000 (next 3 yrs.), \$10,000 (after 6 yrs.)	The Parking In-Lieu Fee shall remain at \$2,500 for a period of three (3) years commencing on the date of the adoption of resolution 83-05. Thereafter, the fee shall increase to \$5,000 per parking stall for a subsequent period of three (3) years. Thereafter, the Fee shall increase to \$10,000 per parking stall.	In Lieu
Palo Alto	\$63,848	Increased to reflect true cost to provide parking	In Lieu
Petaluma	\$20,000	The parking in-lieu fee shall be set initially at \$20,000 per parking space. Thereafter, the fee schedule for the City's parking in-lieu fees shall be reviewed and adjusted annually by the Director, with adjustments to the fee schedule coming into force on July 1 of each year. Considerations in setting this fee schedule shall include (but are not limited to) the incremental cost to add additional parking spaces in the area surrounding the site.	In Lieu
Pleasanton	\$17,728	When development within District cannot meet the onsite parking requirements, rate effective 4/01/13	In Lieu
San Mateo	\$9,000	Central Parking Improvement District	In Lieu

Source: Walker Parking Consultants, 2014

Another consideration when establishing the dollar amount of the parking impact fee is the ability of a developer to reduce investment risk and generate an adequate return. In today's

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real estate market, a desired return on investment is at least 20% of total development cost for new construction to make the investment worth the significant risk and effort required to secure project approvals and construct the project. For redevelopment projects, the rate can be closer to 15% since entitlement risk is generally lower and the property may be generating cash flow. Costs and risk tend to be greater in urban infill areas like Downtown Napa, with aging infrastructure, floodplain / floodway issues, seismic requirements, and historic building considerations. In order to test the Parking Impact Fee's effect on development feasibility, Walker Parking prepared a hypothetical new construction scenario (Table 5) which describes a 30,000-square-foot mixed-use building on a 10,000-square-foot lot with ground floor retail and office on the second and third floors.

Table 5: Development Feasibility Example

Assumptions		Return Calculation	
Land area	10,000	Total land value	\$900,000
Land value/SF	\$90.00	Total building cost	\$9,150,000
Gross building SF	30,000	Parking required	
Retail	10,000	Retail	32
Office	20,000	Office	48
Rent/SF/year		Total	80
Retail	\$42.00	Total parking cost	\$2,400,000
Office	\$36.00	Total development cost	\$12,450,000
Construction costs/SF (hard+soft)		Annual revenue	\$1,083,000
Retail	\$325	Annual expenses	\$216,600
Office	\$295	Annual net operating income	\$866,400
Stabilized occupancy	95%	Capitalized value	\$14,440,000
Expenses as % of revenue	20%	Total return	16%
Capitalization rate	6.00%		
Parking requirement per 1,000 SF			
Retail	3.2		
Office	2.4		
Parking impact fee	\$30,000		

Source: Walker Parking Consultants, 2015

Table 6 illustrates that applying different parking impact fees results in different returns on investment.

Table 6: Developer Returns Assuming Different Parking Impact Fees

Parking Impact Fee	Return
\$20,000	24%
\$25,000	20%
\$30,000	16%
\$35,000	12%
\$40,000	9%

Source: Walker Parking Consultants, 2015

Based on the Parking Impact Fee Nexus Study and other considerations, if the City were to rely solely on the Parking Impact Fee to supply future parking needs in the PE District, an appropriate fee for the PE District would be significantly higher than what it is today. Based on the above analysis, a fee level in the neighborhood of \$25,000 would allow a developer to generate a desired return and provide funds for the City to build parking on land that it already owns. However, raising the fee from its current level of \$7,500 per space to over three times that amount may be difficult, so something lower that still helps the City accumulate funds to deliver future parking may be preferable.

Revising the parking impact fee can help the City achieve increase capital funding for future parking facilities to serve new development. But because the City cannot control the pace at which development occurs and construction costs will likely continue to escalate, it is difficult to rely on the Parking Impact Fee as a primary source of funds to adequately finance future parking supply. For the City to accomplish its objectives it will be important to diversify its funding sources.

ADD 6 PARCELS TO THE PARKING EXEMPT DISTRICT AND PARKING BENEFIT ZONE

If the City moves forward to increase the Parking Impact Fee, at the same time it should consider slightly expanding the Parking Exempt (PE) District to include six parcels located on Main Street between Clinton and Caymus streets. These are the only parcels zoned Downtown Core Commercial that are outside the PE District, which are somewhat conflicting policies, and incorporating them into the PE District could be considered a ‘clean-up’ of the Downtown Specific Plan implementation. The block is comprised of relatively smaller parcels, some with historic buildings, that rely primarily on street parking and if ever they were rehabilitated or modified they would have challenges being parked on site. If incorporated into the PE District, commercial uses developed on these parcels would be exempt from providing parking on-site and would pay the prevailing Parking Impact Fee for net new parking demand, which would help produce additional public parking offsite. The City would need to undertake a zoning action to adjust the PE District boundary, and at the same time expand the Property & Business Improvement Area, Benefit Zone 1 (“Parking Benefit Zone”) as

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the boundaries for the PE District and Parking Benefit Zone are coterminous as a matter of policy. The process for making such a modification requires special public noticing, hearings, and a vote of affected property owners and businesses.

ESTABLISH A PARKING IN-LIEU FEE OUTSIDE THE PE DISTRICT

In areas of the Study Area outside the PE District, a mandatory Parking Impact Fee is not recommended at this time. It would require expanding the PE District boundary to incorporate many more parcels (not just the six proposed on Main Street), and would place a much larger burden on the City to supply more public parking than it already must. Many properties outside the PE District are a considerable distance away from existing public parking facilities and are more residential or mixed-use in character, and including parking on site makes sense for these areas. In the Oxbow area, because the City does not own any off-street parking sites, a PE District would be impractical (see additional discussion on Oxbow District Parking Plan below).

However, some properties outside the PE District may be too constrained to provide the required on-site parking should they redevelop or intensify. For example, an investor may want to renovate an older historic building, but without removing a portion of the building could not meet the parking requirements on site. In this instance, the City may want to consider allowing an optional "in-lieu" fee in place of providing some or all of the required parking on site, provided the proposed development responds to the City's overall objectives. The City would have ultimate discretion over the application of the in-lieu fee based on criteria or findings such as: 1) the proposed development is a superior project that will benefit the community; 2) there is available public parking within reasonable proximity of the proposed project to meet the demand generated by the project; and 3) the positive benefits of the proposed project outweigh any potential negative impacts to surrounding properties that allowing an in-lieu fee may cause. An in-lieu fee is not likely to be a large contributor to the Parking Capital Fund, but it may be a tool the City can use to facilitate otherwise challenging development opportunities. The fee level should correlate to the actual cost of constructing structured parking.

(RE)ESTABLISH A PAID PARKING PROGRAM DOWNTOWN (OPERATIONAL & CAPITAL FUNDING)

Because the economic benefits and cost savings that result from the efficient management of a parking space is greater than the revenue that a parking space can generate, paid parking is recommended as a parking management tool first and secondarily as a source of revenue. Charging for parking generates revenue which should be directed first to maintaining and operating the parking supply and, when necessary, augmenting the parking supply.

The analysis below assumes a paid parking program throughout Downtown and the Oxbow District.⁶ Smart meters would be installed on streets and in surface lots where high concentrations of parking demand exist, where as free parking would remain available in the garages as well as on street and in remote surface parking lots.

⁶ The revenue projections contained in this analysis are order of magnitude in nature for decision makers and are not to be incorporated into financing documents.

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Potential Revenue from Paid Parking

Walker's analysis of paid parking in Downtown Napa assumes the following:

- Based on Walker's field work in July 2014, parking spaces along time-limited block faces that experienced parking occupancy greater than 85% for two hours or more per day would be metered: 578 on-street parking spaces within the Downtown Core⁷ and six public surface parking lots totaling 240 spaces fit this criteria;
- Meters would be in operation nine hours per day (10:00 AM to 7:00 PM), six days per week;⁸
- An average occupancy rate of 30% during hours of enforcement is assumed throughout the year for all metered spaces⁹; and
- Parking rates are assumed to be \$1.25 per hour for on-street spaces and \$0.50 per hour for off-street spaces, with a three hour time limit typical among the spaces.

Based on these assumptions, Walker Parking estimates average annual revenue of \$1,050 per metered on-street parking space, resulting in projected annual gross revenue of \$609,000; and implementing paid parking in the 240 off-street spaces identified above would generate \$420 per metered space, generating additional annual gross revenue of \$101,000. Note that implementing paid parking in an off-street location without implementing paid parking in the recommended on-street locations would likely result in significantly lower projected revenue from off-street spaces.

Expenses Associated with Paid Parking

Costs associated with the implementation of a paid parking system are significant as illustrated below using the following assumptions:

- On-street parking spaces are enforced using credit card capable multi-space meter (MSM) technology.¹⁰
- For on-street parking approximately one MSM unit is installed per block face or roughly one unit per eight parking spaces; and for off-street parking 18 meters for six surface lots (three MSMs per lot) are installed, for a total of 91 meters.

⁷ A list of the blocks assumed and recommended to be metered are included in the appendix to this document.

⁸ This assumption is more conservative than Walker's standard recommendation which is ten hours per day, seven days per week.

⁹ The low average rate assumed takes into account low-demand times of the day and year in Downtown Napa.

¹⁰ 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 License Plate Reader enforcement and related pay-by-phone features.

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- The cost per meter is \$9,000 per unit including installation and signage for a total one-time cost of approximately \$839,500, or approximately \$105,000 per year assuming an eight-year amortization.

Based on these assumptions the net revenue for the proposed paid parking program upon stabilization would approximate \$500,000 per year (rounded).

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Table 7: Annual Projected Revenue from Proposed Paid Parking Program

Proposed Paid Parking On-and Off-street Downtown	
Projected Revenue Selected On-street Block Faces (578 Spaces)	\$608,600
Projected Revenue Selected Off-Street Lots (240 Spaces)	\$101,100
Total Projected Revenue	\$709,700
Operating Expenditures	
Estimated Machine and Signage Cost (Eight Year Amortization)	\$104,900
Annual Mgmt. & Paper Fees	\$71,000
CC Processing Fees (50% of revenue@10%)	\$34,500
Total Projected Paid Parking Expenditures	\$210,400
Projected Surplus/(Deficit) from Paid Parking	\$499,300

Source: Walker Parking Consultants, 2014.

Potential Paid Parking Program in Oxbow District

Walker performed an analysis of paid parking in the Oxbow District using the following assumptions:

- Parking spaces that were observed to have parking occupancy greater than 85% for two hours or more per day will be metered. Based on field data, 147 on-street parking spaces fit these criteria in Oxbow.¹¹ Residents could receive a parking pass.
- Meters will be in operation nine hours per day (10:00 AM to 7:00 PM), seven days per week;¹²
- An average occupancy rate of 25% during hours of enforcement is assumed throughout the year for paid spaces on weekdays and 65% on weekends¹³; and
- Parking rates will be \$1.25 per hour for on-street spaces

The projected annual gross revenue per on-street metered space would be approximately \$790, resulting in a total annual gross revenue projection of \$116,000± within the Oxbow District.¹⁴

The assumptions for expenses associated with paid parking in Oxbow are the same as for Downtown Napa:

¹¹ A list of the blocks recommended to be metered are included in the appendix to this document.

¹² This assumption is more conservative than Walker Parking's recommended policy of 10 hours per day, seven days per week.

¹³ The low average rate accounts for low-demand times of the day and seasons in Downtown Napa.

¹⁴ The revenue projections contained in this analysis are order of magnitude in nature for decision makers and are not to be incorporated into financing documents.

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- On-street parking spaces are enforced using credit card capable multispace meter (MSM) technology.¹⁵
- For on-street parking one MSM unit per block face or roughly one unit per eight parking spaces.
- The cost per meter is \$9,000 per unit including installation.

Based on these assumptions, the net revenue for a proposed paid parking program upon stabilization in Oxbow is projected to be nearly \$108,000± per year.

Potential Uses of Paid Parking Revenue

The City should utilize excess funds to provide enhanced maintenance on existing parking assets, improved performance of the parking system, and capital costs. If in time the stream of revenue from meters is predictable, the City could consider pledging some of the revenue to debt financing; or alternately, the revenue could replace the General Fund's contribution to the parking system. Longer-term uses of revenue from paid parking could be applied to:

- Interim or new public surface parking lots: Spaces in surface parking lots cost significantly less to construct and maintain than structured parking spaces. Not including land costs, surface lot spaces typically cost \$2,500 to \$4,000 to construct or roughly 10% of the cost of a structured parking space.
- Expanded security and enforcement: If increasing security or enforcement hours or personnel becomes necessary, some cities fund such programs and services from on-street parking revenue.
- Bicycle and pedestrian access improvements: Active transportation has increased in popularity in older commercial districts across California. Providing infrastructure to support such activity for those who wish to use it is cost effective and can be funded by paid, on-street parking programs. Improvements that can help reduce parking demand may include dedicated pathways, lighting and landscaping, wayfinding signs, and/or bicycle racks or lockers.
- Improved signage and wayfinding to direct drivers to underutilized surface lots and structures within the parking system. Options range from a branded parking program for all public and private spaces to real-time parking space availability displays along major streets or in front of parking structures.
- Increase the use of underutilized privately-owned parking spaces. These spaces would be made available to some or all members of the public by leasing private spaces from a willing owner.

¹⁵ 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 allows for the use of LPR enforcement, pay-by-phone features and related benefits.



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After the designated pilot period ends and the effectiveness of paid parking is evaluated, if the City decides to move forward with an expanded paid parking program. Walker Parking recommends a paid parking program would ultimately include:

- 578 ± on-street parking spaces in the Downtown core;
- 240 ± spaces in public surface lots in the Downtown core; and
- 147 ± on-street parking spaces in Oxbow.

Paid parking requires thoughtful pricing and monitoring to ensure the parking supply is as efficiently utilized as possible. Best practices include:

- Setting an occupancy rate target during the peak hour of 85% to 90% for on-street spaces and 90% to 95% for off-street spaces. Monitor parking occupancy and adjust parking prices on a regular basis as part of a demand-based pricing program to determine the right parking price that ensures parking availability to the public.
- Adjusting pricing as necessary for the purpose of achieving the occupancy rate target described above, Walker Parking anticipates hourly parking rates of:
 - \$1.25 per hour for on-street parking in the Downtown Core and Oxbow; and
 - \$0.50 per hour for off-street parking in the Downtown Core

Other options for the City to consider if it implements paid parking are to:

- Use parking pay stations that allow for payment by credit card, pay-by-cell (PbC) as well as traditional methods of payment.
- Expand the hours of parking enforcement to conform with meter time limits and in the future, consider extending paid parking and enforcement into the evening, particularly on weekends or in high-demand seasons.
- Consider higher parking prices for busier times of the week or year as well as lower prices for less busy periods. One day per week without paid parking, thereby encouraging local residents to patronize downtown businesses (for example on a Monday or Tuesday) would be reasonable during a lower parking demand periods.
- Consider extending or eliminating on-street time limits from the current two-hour restrictions where paid parking is implemented in order to provide greater convenience and flexibility for customers and visitors. The price of parking should be considered inversely to the length of the time limit, with the convenience of longer time limits resulting in higher hourly parking prices; let the hourly prices ensure the turnover of spaces while providing drivers with flexibility and choice.

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The Oxbow District is located within a fairly short walking distance from the Downtown commercial district. However, from a parking standpoint the Oxbow functions rather autonomously. Based on Walker's observations, visitors to the Oxbow area park their vehicles, visit their destination, and then get back into their car. Very few people practice the "park once" philosophy. Walker did notice some pedestrian activity between the Downtown core and the Oxbow; however Soscol Avenue, the river and the railroad tracks create barriers to walking between the two districts by creating a perception of greater distance than exists. Walker and City staff explored the potential for a shared parking facility between the two districts. However, a scenario in which employees or business patrons park in one district and walk to the other appears to be challenging at best. In time, a shuttle may provide a good solution to linking the two districts. When the bypass channel is complete, there will be uninterrupted trails connecting the two districts which may result in greater willingness to park in one and walk to the other.

The only public parking is on street; the rest of the Oxbow's current parking needs are met on privately-owned properties (note: the County-owned corporation yard property on Water Street is utilized primarily for County vehicles and is identified as 'publicly-owned' in this context and not accessible to the general public). With few developable parcels, the Oxbow District is constrained in its ability to accommodate a new parking facility to serve the area. Furthermore, the City does not own land in the Oxbow District. The ability to add new parking in Oxbow should be considered differently from Downtown where more parcels (several City-owned) provide more options for adding public parking.

Future plans for the former Copia site, which contains a significant portion of the land area and potential future parking demand in Oxbow, remain to be defined through a future master planning effort which represents the best opportunity to create a public parking solution for the Oxbow District.

The parking supply in many successful commercial districts is constrained. Where the destination is strong, within a range, parking demand can adjust to the supply. Due to the constrained land supply, funding sources, and knowledge of future development in Oxbow, the City's strategy should be to maximize the efficiency of the resources it has for the public to access the Oxbow District, while looking to provide additional public parking for the district should new development present that opportunity.

POSSIBLE PARKING AND ACCESS IMPROVEMENTS IN THE OXBOW DISTRICT

A parking plan for Oxbow should be multi-faceted and comprehensive, including alternatives for parking and access, such as:

- The City should pursue public/private partnership opportunities to provide a district parking solution. The Downtown Specific Plan recommends 75 to 100 public spaces to be incorporated into a privately developed garage. As discussed earlier, the most likely opportunity is in conjunction with the anticipated redevelopment of the former Copia property. The City anticipates the master planning effort for the Oxbow area may begin



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in 2015 or 2016, and through this process an off-street parking solution can be defined through a negotiated development agreement between the City and developer.

- During the master planning process described above, the City should explore whether the County corporation yard can serve as interim surface parking and, if so, determine improvements necessary, cost, benefit, and possible funding approach.
- The City should determine the optimal parking configuration for Water Street, which currently has time-limited parking on the north side of the street but not on the south, and the street may be wide enough to accommodate angled parking on the south side to add capacity to this area.
- The City-owned vacant lot on Third Street east of the railroad tracks often serves as overflow parking for events at the Napa Valley Expo. With the Flood Protection Project's construction of the relocated railroad tracks and bridges, the new street elevations, conforms and retaining walls resulted in the removal of on-street parking on Third Street from Soscol Avenue to the tracks. The businesses in this area were largely dependent on the on-street spaces for their parking needs. Future development on the property would be constrained by multiple permanent easements, including a 20-foot permanent Napa Sanitation District easement on the east side; railroad right-of-way take on the west side; and an anticipated 13-foot slope easement on the south side and 15-foot flood protection easement on the north side to accommodate a future floodwall. The property is designated for infill residential, which could be challenging given the adjacency to the railroad tracks and other site limitations. Any development on the site would be challenging until the future floodwall is built. In the interim, or even for the longer term, the City should consider installing a surface parking lot. Based on preliminary layout plan, approximately 65 spaces could be created on this site. A lot at this location has the potential to serve not only the adjacent businesses and the Expo, but future uses in the Borreo Building to the west and as overflow parking for the transit center to the south. If feasible, a pedestrian connection across the river to the north should be considered. Because the property is designated for residential uses, a General Plan and zoning amendment would be required.
- As new development progresses in the Oxbow area, the City and private developers should work with transportation providers to explore the feasibility of providing a shuttle connection between Downtown and Oxbow and assess whether a sufficient critical mass sufficient could justify a shuttle service.
- Possible structured parking sites in the Oxbow area include the large surface lot on McKinstry Street near Soscol (Wine Train parking lot) and property at First and Silverado Trail (former JV Wine & Spirits). These properties are not as central as the former Copia site, but they should remain on the City's radar as potential opportunities to provide some public parking supply.

Paid parking, in-lieu parking fees, public-private partnerships, formation of financing districts such as Mello Roos, and possible grants are potential sources to help fund the improvements noted above.



PARKING ORGANIZATIONAL MANAGEMENT AND SYSTEM POLICY

Walker Parking has studied how parking systems are administered in cities throughout the country for many years. We have observed that the ability to properly execute policy and management changes, as well as monitor and respond to the actual results of policy changes, depends in large part on the structure of parking organizational management within city government. As discussed in other sections of this report, a public parking system consists of a number of different components that interact in order for the parking system to function properly. In Napa a number of these components are administered by different departments:

<u>Parking System Component</u>	<u>Lead Department</u>
• On-street space management and maintenance	Public Works
• Off-street parking lots and structures maintenance	Parks (Facilities)
• Enforcement/citations	Police
• Security	Police
• Financial reporting	Finance
• Parking for special events	Parks
• Parking policies	Community Development
• Monitoring parking inventory	Varies
• Signage	Public Works
• Sale of Permits	Finance
• Licensing of Parking Through Agreements	Community Development
• Communications (brochures, website)	Varies
• Overall system management	?

While responsibilities for the parking system in its entirety are not concentrated in any one department, neither does one department have parking as its central responsibility. Based on discussions with staff, much of the administration of parking in Napa appears to have evolved in response to events over time. The problem with placing parking responsibilities in multiple departments is that it usually takes second place to the departments' primary activity and results in a less-than-optimal parking operation. In general, it is therefore far less important which department in the city houses the parking operation than it is that the parking program is monitored consistently, carefully and in a comprehensive fashion. While it is not unusual to distribute parking maintenance, operation, enforcement and policy among a number of departments, most jurisdictions have a designated parking manager that coordinates parking functions within the organization and serves as a primary point of contact for the public. To some extent the parking system, particularly that portion devoted to a commercial district, can be managed by a separate parking benefit district. However, many cities have found that keeping management of parking resources within the city organization ensures better communication and coordination among departments, reduces confusion and ensures that the parking resources are managed in a comprehensive manner.

Centralized management of parking is not just for large cities. For example, at least five small cities in California comparable to Napa effectively manage parking through parking divisions, enterprise funds, departments or authorities. These include Monterey, San Luis Obispo, Santa Barbara, Santa Cruz and Ventura.

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BENEFITS OF CENTRALIZING PARKING MANAGEMENT

Issues related to one component of the parking system often affect the system's other components: enforcement, planning and sharing, on-street policies and the off-street supply. Careful monitoring of the utilization of on-street and off-street spaces as well as enforcement activity, garage maintenance, or for some cities meter apparatus, should be performed on a monthly and in some cases on a daily basis.

Managing a municipal parking operation includes financial, operational, and public relations issues. It is beneficial for a city to have someone overseeing parking activity to ensure the success and financial soundness of the entire parking system. A centralized parking operation allows for comprehensive tracking and analysis of parking system performance; ability to responsively implement and execute solutions to parking issues; and provide one point of contact for parking-related issues.

MONITORING SYSTEM PERFORMANCE AND PARKING REVENUE

If the City of Napa decides to implement some form of paid parking, centralized management of parking becomes even more important. While parking revenue is not an absolute measure of parking performance, it is an excellent measure of changes and how the parking system performs on different days, months or years. These changes can inform the parking of issues, trends and the results of changes in policies. For this reason, the careful tracking and monitoring of parking revenue serves a dual purpose, both to ensure the integrity of the parking revenue as well as the efficiency and performance of the parking system.

MANAGING PARKING REVENUES AND EXPENSES WITH A PARKING ENTERPRISE FUND

A parking enterprise fund can be an effective operational entity to monitor parking revenue and thereby manage the Downtown parking system.¹⁶ However, the operation and benefits that result from an enterprise fund will not be realized when it incorporates just one component of the parking system. Without including other parking system components, most notably parking enforcement, , both the organizational management and financial picture of the parking system is incomplete. Typically, a parking management enterprise has the responsibility to increase parking efficiency, share existing parking assets, promote the development of future facilities, better distribute parking demand, properly manage the growth in parking demand by promoting transportation demand management strategies when appropriate, address wayfinding issues, and generally improve the overall parking experience for all parking and transportation user groups in Napa.

CONCLUSION & RECOMMENDATION

The City's current parking management functions are dispersed and less efficient than they would be if centralized, but an organizational change of this type can take time. As a first

¹⁶ For the purposes of this report, we do not discuss the City-wide parking system. If a comprehensive management approach for parking city wide were created, we would argue that the Downtown parking system should be managed as a subset if not separate entity.

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step, the City should designate a "parking manager" to serve as the point person for implementing the Parking Plan, monitoring revenue and expenses overall, helping improve the efficiency of the parking supply, communicating changes to the public, defining improvements to the system and ensuring their completion, and so forth. If a paid parking program is implemented, and proves to be successful, the City's parking management function could evolve into an enterprise fund operation.



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OTHER PROPOSED POLICIES

In addition to the recommendations contained in earlier sections of this report, the following policy recommendations would provide additional tools for the City to manage its parking system.

ESTABLISH DOWNTOWN PARKING GOALS

In order to ensure a healthy parking system Downtown, the City should establish strategic goals as follows:

- To improve customer service by ensuring the availability of some parking spaces at every location at all times;
- To maximize the efficiency of the parking system, thereby improving parkers' experiences and making the best use of the City's parking assets;
- To strive for a balance of convenient and economical parking choices available to the public;
- To ensure parking policies that are appropriate for a given location, parking facility or block face and policies are clearly communicated to the public;
- To ensure that parking policies are consistent with the sustainability and quality of life goals put forth in the City's Downtown Specific Plan and Sustainability Plan; and
- To develop and operate a parking system that is financially sustainable.

ESTABLISH A POLICY FOR DISPOSING OF CITY OWNED PARKING FACILITIES FOR PRIVATE DEVELOPMENT

The City anticipates it will be approached by private property owners and developers seeking to acquire surface parking lots that have value as new development or private expansion opportunities. While the City is not actively seeking such proposals, there may be instances where such a proposal would provide a strong community benefit and refusing the proposal may be short-sighted. The impact to the public parking supply overall as well as in the specific geographic area must be carefully considered. The City's practice has been to deny any such proposal until such time the City has new "replacement" parking in place. However, if a developer could help the City get more replacement parking in place more quickly than it otherwise could in the absence of such a proposal, there may be some merit for the City Council to consider these types of offers should they arise.

As a starting point:

- The City should require the developer to demonstrate the public benefit of the proposal through architectural illustrations, economic analysis, proposed interim parking solutions if deemed necessary by the City, and other information as determined by the City.

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- The City should encourage the developer to replace the spaces to be removed by the developer within the proposed private development project, if feasible.
- If the above is infeasible, the City should require a developer to pay, in addition to the fair market value for the real estate, the full replacement cost of the surface parking spaces to be removed in a new parking structure. The replacement funds would be held in the City's parking fund until new parking can be built by the City.
- If the City determines the proposal will result in a negative interim impact to the parking supply, the City should require the developer to participate in or produce an interim parking solution acceptable to the City.

IMPLEMENTATION PLAN

The implementation measures below are to ensure the City optimizes the existing public parking supply; employs lower cost measures to expand available parking in “hot spots” while working toward financing permanent parking structures and replacement of existing garages; and anticipates opportunities to expand public parking supply in conjunction with private development through public-private partnerships. It suggests policies to improve available capital funding for future facilities and discourage misuse of short-term parking spaces. The overall goal is to ensure that Downtown Napa and the Oxbow District continue as thriving business districts for the benefit of business and property owners as well as community residents. The measures are intended to be implemented gradually (subject to future City Council approval) as parking demand increases, and with opportunities for adjustments.

Downtown Parking Management Plan: Implementation Plan	
Near-term Measures to be Completed in Year 1	Estimated Costs or Resources
Priority Measures	
1. Construct ~90-space interim surface parking lot on former CineDome/City parcels	\$300,000 construction, with funding as follows: \$200k from City Parking Fund in FY 15-16 Capital Improvement Program Budget; \$100k paid by Lodgeworks per parking license agreement
2. Fund and implement enhanced maintenance and security Downtown	Included in FY 2015-17 budget as part of larger downtown policing and maintenance programs; parking-specific costs not identified
Actions that would be implemented as a first priority and simultaneously (2015-16)	
3. Add 6 parcels to Parking Exempt District (Main Street north of Clinton) to align with Downtown Core Commercial zoning	Staff time
4. Increase Parking Impact Fee pursuant to Nexus Study	Staff time plus consultant cost to prepare Nexus Study (included in cost of Downtown Parking Management Plan; funded by PDA grant)
5. Expand Benefit Zone 1 (2005) and Levy First Assessment (Parking Benefit Zone)	Staff time, potential legal cost to be determined

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Other Measures for 2015-16 (not in priority order)	
6. Explore amending code to disallow "Re-parking" from one short-term space to another and present to City Council for future consideration with costs identified, including enforcement costs. Work closely with downtown merchants on this measure.	Staff time: future costs to be determined (possible signage, equipment, enforcement, etc.)
7. Explore alternatives, costs and benefits for use of City-owned Third Street lot, including as an interim surface parking lot, and present to City Council at future date for consideration	Staff time: future costs and funding source(s) to be determined and presented to City Council
8. Develop Paid Parking Pilot Program in smaller focus area: research systems & costs, identify precise locations, develop recommendations and present to City Council for <i>approval</i> ; identify at least two meter options for public to test	Staff time
Mid-term Measures to be Completed in Year 2	Estimated Costs or Resources
9. Construct interim parking lot on NSD-owned pump station site (pending NSD approval)	\$300,000
10. Procure and Install Pilot Program Meters in two pilot locations and monitor utilization	To be determined in Measure #8 above.
11. Install electronic parking signs to notify the public of available parking spaces in garages and add lower cost wayfinding signs to garages	\$75,000 for 2 electronic signs and sensors; staff time to monitor (consider installing electronic signs earlier than 2016-17 if funds identified)
12. Prepare Infrastructure Financing Plan to determine other possible funding mechanisms for capital and operational needs in the Downtown and Soscol Gateway Priority Development Area	\$100,000 to be paid for with a Caltrans grant awarded to the City in 2012 for priority development area planning efforts (\$88k + \$11k local match, in current budget)
Measures if Pilot Parking Program is Effective	Estimated Costs or Resources
13. Expand paid parking program to larger Study Area, possibly including Oxbow District; apply net revenue to capital costs for new and replacement parking structures; employ credit card and pay by phone technology and aps for smart phones if feasible	To be determined based on preferred meter and quantity

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<p>14. Designate parking manager or City division to be responsible for overall monitoring and management of the City's parking supply</p>	<p>To be determined based on organizational structure, position, work program, etc.</p>
<p>15. Establish a parking facility reserve fund to address unanticipated capital needs for mechanical or other repairs</p>	<p>To be determined</p>
<p>16. Expand or adjust enforcement hours to align with meter operation hours</p>	<p>To be determined</p>
<p>Measures Contingent on Future Private Development Plans and Potential Public Private Partnerships</p>	<p>Estimated Costs or Resources</p>
<p>17. Leverage City-owned real properties to achieve City parking objectives including City-owned surface parking and right-of-way in the CineDome Focus Area; Second Street Garage as part of possible redevelopment of the Carrithers block (First, Second, Brown and Coombs); and City Hall property through consolidation of City offices</p>	<p>Likely to include appraisal costs to assign market values to properties, engineering costs for land surveys if necessary, legal costs for negotiating and preparing agreements. Costs can be recovered through transactions.</p>
<p>18. Establish Parking In-Lieu Fee for area outside PE District</p>	<p>Staff time</p>
<p>19. In Oxbow Commercial District, identify potential public parking solutions on private property as part of the Copia re-use master planning process and incorporate into a future development agreement pursuant to City Council approval</p>	<p>Staff time, legal services for negotiating and preparing agreement</p>
<p>20. Establish Parking In-Lieu Fee for area outside PE District once public parking solution is identified and certain in Oxbow District</p>	<p>Staff time</p>

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Measures Contingent on Future Private Development Plans and Potential Public Private Partnerships (cont.)	Estimated Costs or Resources
21. In Oxbow Commercial District, determine whether County Corp Yard site can serve as an interim surface parking lot; and if so, prepare plans and cost estimates and develop funding approach and present to City Council.	Staff time
22. In Oxbow Commercial District, identify opportunities for on-street parking optimization after bypass channel is completed; explore whether Water Street's on-street parking configuration is optimal and identify potential changes taking into account residential uses	Staff time and equipment
Ongoing Measures	Estimated Costs or Resources
23. Establish and maintain communication tools about City parking facilities, permit programs, rules and regulations	Staff time
24. As necessary, adjust locations of permit parking, time-limited and all-day parking spaces to ensure a supply and demand balance	Staff time and equipment
25. Install bicycle parking throughout the study area to meet demand and help reduce automobile parking demand, and continue to pursue bicycle infrastructure	Cost depends on type and size. City continues to pursue grants and work with Bicycle & Trails Advisory Committee to determine needs. Racks cost \$100-\$300 depending on type, vendor, custom vs. non-custom, etc.
26. Establish Parking In-Lieu Fee for area outside PE District	Staff time
27. Encourage downtown employers to offer incentives for employees to park in long-term spaces	Staff time
Lower priority measures – No particular time frame	
28. Establish policy regarding sale of City-owned surface lots to private parties	Staff time

APPENDIX A
ON-LINE PARKING SURVEY SUMMARY



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ON-LINE PARKING SURVEY SUMMARY

2015 ONLINE PARKING SURVEY – SUMMARY (~300 Responses)

Who Responded (can be more than one of the categories below)

- 58 % Residents outside downtown
- 45 % Downtown patrons
- 41 % Employees of downtown businesses
- 13 % Business owner
- 12 % Resident of downtown
- 7 % Other (church patron, professional driver, etc.)
- 4 % Downtown property owner

Top 2 Reasons To Visit Downtown

- 70 % Dine
- 53 % Work
- 26 % Shop
- 18 % Personal business (bank, salon, post office, etc.)
- 17 % Commerce
- 11 % Attend performance
- 11 % Attend special event
- 7 % Other (church, drinks after work, etc.)

How Often They Visit Downtown

- 59 % Almost daily
- 23 % Two or more times per week

Where They Park

- 25 % Public garage
- 25 % On street in time-restricted spaces
- 20 % Surface lot (time-restricted)
- 19 % On street, away from center
- 10 % Private parking, bike or walk

Employers Say Their Employees Park

- 51 % On street in time-restricted spaces
- 23 % Public garage
- 13 % Surface lot
- 8 % No idea
- 6 % Private parking

Business Owners Say Their Customers Park

- 32 % On street in front of business
- 26 % On street away from business
- 15 % No idea
- 15 % Surface lot
- 9 % Public garage
- 4 % Private parking



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Respondents Find Public Parking....

- 35 % Less convenient than other areas, but not bad for a downtown
- 35 % Inconvenient and difficult to find
- 16 % A deterrent to visiting Downtown
- 14 % Convenient and easy to find

On a Scale of 1-10, Rate Parking Congestion

Downtown 6.97

Oxbow 6.82

Is There a Parking Problem?

- 63 % Yes
- 25 % No, but there will be in a few years
- 12 % No

If Meters Were Installed to Improve Parking Distribution....

- 66 % Would avoid paying, would park in free parking and walk a few blocks
- 22 % Would pay at meter for convenient parking
- 12 % Would consider alternative transportation

Comments About Paid Parking

- Will drive locals away from Downtown
- Include a shuttle
- Will make the City more money
- Refuse to pay to come to work
- More people would walk, bike or use transit
- Don't erode small-town character

Describe the Nature of the Parking Problem (in Descending Order from Most Popular Response)

- Not enough convenient parking (daytime employees, customers, tourist and , residents are "competing" users).
- When Archer and shops open along with other development, we will have a real problem.
- Garages are unclean, unsafe, in bad condition, difficult to use, unattractive
- Fifth Street Garage is underutilized – third level sits mostly empty, frustrating
- Not enough all-day spaces for employees
- Neighborhoods are being impacted by people looking for all-day spaces
- The problem is at peak periods, OK rest of the time
- The parking has been exacerbated by two-way streets; removal of Lot X; special events; think about seniors and disabled people; parking is awful for a quick stop

APPENDIX B
LOCATIONS ASSUMED FOR PAID PARKING



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LOCATIONS ASSUMED FOR PAID PARKING (LONG TERM)

Table 8: Downtown Core On-street, at 85% Capacity or Higher at Peak (July 2014)

Block #	Blockface	Street	From	To	Inventory
1	NF	Clinton	Main	Brown	8
1	SF	Pearl	Main	Coombs	4
1	EF	Main	Pearl	Clinton	7
2	NF	Clinton	West/Tuloc	Main	9
2	SF	Pearl	West	Main	9
2	WF	Main	Pearl	Clinton	8
3	NF	Clinton	Yajome	West/Tuloc	9
3	SF	Pearl	Yajome	West	8
3	WF	West	Clinton	Pearl	9
4	SF	Clinton	Soscol	Yajome	4
4	WF	Yajome	Pearl	Clinton	7
5	SF	Clay	Seminary	Franklin	3
6	NF	Pearl	Randolph	Franklin	5
7	SF	1st	Randolph	Franklin	4
7	EF	Main	1st	Pearl	9
8	NF	Pearl	West	Main	8
8	SF	1st	Bridge	Main	3
8	WF	Main	1st	Pearl	4
9	NF	Pearl	Yajome	West	9
9	WF	West	Pearl	End	8
10	NF	Clay	Seminary	Franklin	6
10	SF	1st	Franklin	School	6
10	WF	Seminary	Clay	1st	8
11	SF	2nd	Church	School	6
11	EF	School	2nd	1st	16
11	WF	Seminary	1st	2nd	1
12	NF	1st	Franklin	School	2
12	SF	2nd	School	Franklin	8
12	EF	Franklin	1st	2nd	5
12	WF	School	2nd	1st	8
13	NF	1st	Randolph	Franklin	4
13	EF	Randolph	2nd	1st	7
13	WF	Franklin	1st	2nd	8
14	NF	1st	Coombs	Randolph	5
14	EF	Coombs	1st	2nd	9
14	WF	Randolph	2nd	1st	9
15	SF	2nd	Brown	Main	5
15	EF	Main	2nd	1st	5
15	WF	Coombs	1st	2nd	7
16	NF	1st	Bridge	Main	3
16	WF	Main	3rd	2nd	9
19	EF	School	3rd	2nd	7
20	SF	3rd	Franklin	School	7
20	EF	Franklin	2nd	3rd	10

Source: Walker Parking Consultants, 2014

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APPENDIX A: LOCATIONS ASSUMED FOR PAID PARKING



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Table 8: Downtown Core On-street (Continued)

Block #	Blockface	Street	From	To	Inventory
21	NF	2nd	Franklin	Randolph	11
22	NF	2nd	Randolph	Coombs	6
22	SF	3rd	Coombs	Randolph	10
22	EF	Coombs	2nd	3rd	9
23	NF	2nd	Coombs	Brown	10
23	SF	3rd	Brown	Coombs	8
23	WF	Coombs	2nd	3rd	10
23	EF	Brown	2nd	3rd	10
24	NF	2nd	Brown	Main	4
24	EF	Main	3rd	2nd	10
24	WF	Brown	2nd	3rd	9
25	SF	4th	Even	School	3
25	EF	School	Division	3rd	4
26	NF	3rd	Franklin	School	7
26	SF	4th	School	Franklin	4
26	WF	School	Division	3rd	7
27	WF	Franklin	3rd	4th	10
28	SF	4th	Randolph	Coombs	8
29	NF	3rd	Brown	Coombs	9
29	EF	Main	5th	3rd	6
29	WF	Coombs	3rd	4th	5
29	WF	Coombs	4th	5th	5
31	NF	4th	Randolph	Coombs	8
31	SF	5th	Coombs	Randolph	8
35	WF	Main	5th	3rd	15
10-W1	NF	Clay	Washington	Seminary	3
10-W1	EF	Seminary	Clay	1st	9
11-W2	EF	Washington	1st	2nd	9
1-N	SF	Clinton	Main	Brown	8
1-N	EF	Main	Clinton	Caymus	7
2-N	NF	Caymus	Main	Yajome	17
2-N	SF	Clinton	West/Tulocay	Main	11
2-N	WF	Main	Clinton	Caymus	10
5-W	SF	Clay	Washington	Seminary	10
Napa Mill	NF	5th	End	Main	2
Total					578

Source: Walker Parking Consultants, 2014

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Table 9: Downtown Core Off-street, at 85% Capacity or Higher at Peak (July 2014)

Parking Facility	Inventory
Lot H	36
Lot G	51
Lot S	38
Lot A	80
Lot J	25
Lot I	10
Total	240

Source: Walker Parking Consultants, 2014

Table 10: Oxbow District On-Street, at 85% Capacity or Higher at Peak (July 2014)

Block #	Blockface	Street	From	To	Inventory
A	NF	Water	McKinstry	Vernon	9
B	SF	Water	Rails	Mckinstry	6
B	NF	1st	McKinstry	Rails	9
C	SF	Water	McKinstry	Vernon	6
C	EF	Vernon	Water	1st	4
C	NF	1st	Vernon	McKinstry	6
D	NF	1st	Bridge	Vernon	3
F	SF	1st	Vernon	Mckinstry	4
G	EF	McKinstry	Rails	1st	50
H	WF	McKinstry	Rails	1st	47
I	SF	1st	Bridge	Vernon	3
Total					147

Source: Walker Parking Consultants, 2014

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APPENDIX A: LOCATIONS ASSUMED FOR PAID PARKING



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Figure 17: Proposed Paid Parking Locations (Long Term) – Downtown Core and Oxbow District



Source: Walker Parking Consultants, 2014

APPENDIX C
CONSIDERATIONS REGARDING METHODS OF PAID
PARKING



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CONSIDERATIONS REGARDING METHODS OF PAID PARKING

Walker Parking concludes through its analysis and experience that:

- Many block faces in Napa's commercial district experience a consistently high demand for on-street parking;
- A significant number of parking spaces for visitors are being used by long-term parkers;
- There is a need to redistribute some parked vehicles from high demand to lower demand locations;
- The lack of available on-street parking is a greater detriment to the district than a modest fee for parking;
- Given the mix of businesses, a two-hour time limit is arbitrary and visitors would benefit from the ability to spend more time in the district;
- A longer time limit by itself (absent paid parking) could result in more long-term parkers abusing short-term spaces; and
- Cities comparable in nature to Napa have turned to paid parking in order to manage parking demand in their commercial districts.

In addition to cost, impact on the streetscape is typically a consideration in older downtowns such as Napa. However improved technology is increasing not only the convenient options for payment, but also an improved, less disruptive aesthetic, such as payment kiosks rather than single space meters.¹⁷ Information technology requirements for cities are minimal as paystation communication is typically wireless.¹⁸ We recommend the following plan to improve the availability and convenience of parking in the commercial district.

METHODS OF IMPLEMENTING PAID PARKING

PAY-BY-CELL

A credit card and a cellular (not necessarily a smart) phone are all the motorist needs to use this system:

- The cell-by-phone vendor sets up an account with/for the City;
- Signage advises motorists to call a designated phone number to pay for parking;
- Upon parking, the motorist calls the pay-by-cell vendor's automated payment line;
- First time users register their license plate and provide credit card payment information;
- The motorist is prompted to select the desired parking time;
- The pay-by-cell vendor charges the motorist or the City a convenience fee, typically \$0.35 per transaction; and

¹⁷ Although we do not recommend this at this time in Napa, an extreme example of this are cities where all on-street parking payments are transacted by cell phone.

¹⁸ One unintended benefit that some downtowns have discovered from paid parking implementation is the creation of free wireless networks available to everyone in the commercial district.

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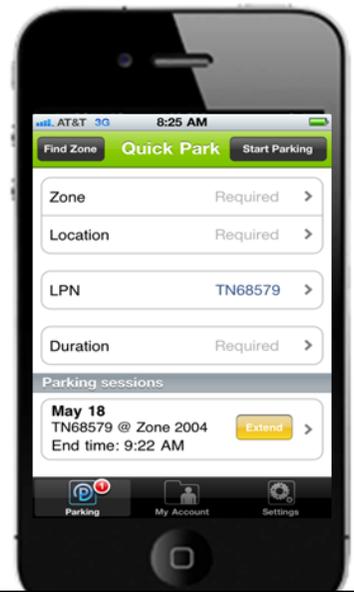
- The pay-by-cell vendor deposits the parking fees into the City's established bank account, keeping the convenience fees.

PbC systems can send a text message to the cell phone to advise of time expiration and can offer the option to add time if within the City's time limits.

While PbC systems are currently being implemented throughout the country only in rare (though an increasing number of) cases has PbC been implemented by itself, without an additional method by which to pay at a parking meter. We believe that it is likely a component of a larger payment solution.

MULTI-SPACE METERS (MSMS)

MSMs, which accept credit cards, have been implemented by cities specifically to reduce or eliminate the sidewalk clutter of a single space meter at every parking space. A city typically installs one or two MSMs per block (depending on the length and layout). They have been implemented as the only method of payment or in tandem with PbC systems. Single space meters have some advantages over multispace meters, but the costs are greater overall.



Sample PbC Screen

TYPES OF MULTI-SPACE METERS

PAY AND DISPLAY

In pay and display mode, patrons park the vehicle, walk to the parking meter, pay a variable fee for the desired amount of time and receive a receipt. Somewhat less convenient for the patron than individual meters, in pay and display mode, the patron has to return to their vehicle to place the receipt on the dashboard. The receipt indicates the duration, location, machine number and end time for which the vehicle has paid for parking. Enforcement is done by visually inspecting the expiration time on the receipt on each car.

Pay and Display does not integrate well with pay-by-cell, and since the customer needs to return to their car with the receipt, the meters ideally should not be spaced too far apart from one another (within 200 feet).

PAY-BY-SPACE

In pay-by-space mode, the patron is not required to return to the vehicle with a receipt, so fewer meters may be deployed. Each parking space is numbered. Patrons approach the parking meter, enter the parking space number in which their vehicle is parked, and select the amount of time desired. No receipt is needed for enforcement, but there can be a receipt for proof of transaction. Enforcement is done by viewing a web-based report of paid and/or unpaid spaces on a hand-held enforcement device, smart phone, or from any web-enabled computer.



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PAY BY PLATE

In pay-by-plate mode, the patron is not required to remember their parking space or return to their vehicle with a receipt. Instead, they enter their vehicle's license plate information, and select the amount of parking time. No receipt is required for enforcement, but there can be a receipt for proof of transaction. This system allows a patron to move their vehicle to another spot within the same meter zone without having to pay for parking again, provided there was time still remaining on the original purchase, and they were not in violation of the posted time restrictions. Many applications also allow patrons to add parking time to the meter from another meter or by their cell phone for added convenience. Enforcement is done with a vehicle mounted (mobile) License Plate Recognition (LPR) system that scans the license plates of all parked cars.

Pay-by-plate mode would be attractive for the City of Napa as it would require the fewest on-street multi-space meters, and also offers the most efficient enforcement system (driving rather than walking). Such a system is compatible with PbC and parking permits.

ENFORCEMENT

A paid parking system of the type envisioned in this report would be enforced via mobile license plate recognition (LPR) with fully integrated multi-space meter (pay-by-plate), pay-by-cell, permit and mobile LPR software systems. Walker typically recommends system capabilities and performance based specifications, not system providers; however, a T2-based system brought to market in the last three years is one of very few installed systems that incorporates all these capabilities has been beta tested. Walker has not explored in detail the extent to which this system could be integrated with the City's existing LPR system.



Sample Multispace Meter (MSM)

With virtually all parking payments utilizing license plates and being enforced via mobile LPR, the T2 based system is a cutting edge solution. Walker has identified only a handful of installations that have fully integrated permit, multi-space meter, and pay-by-cell and mobile LPR software systems.

SYSTEM COST

Parking kiosks (MSM) typically cost \$9,000 to \$11,000 per unit including installation, with replacement required approximately every eight years. Annual expenses are shown earlier in the report. Cities typically deploy one MSM per 10 on-street spaces in order to locate the machines proximate to where the public park.

Pay-by-cell (PbC) systems should be cost-neutral to the City, as the PbC vendors will implement and administer the system in exchange for charging user fees to the end users (typically \$0.35 per transaction), which could be passed on to the parkers, included in the parking fees, or covered by the City. The City would be responsible for paying merchant credit card fees.

CITY OF NAPA PARKING MANAGEMENT PLAN

APPENDIX B: PAID PARKING METHOD CONSIDERATIONS



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Mobile license plate recognition (LPR) systems cost approximately \$50,000 including software and hardware to equip one enforcement vehicle, including installation and training. More research is needed to determine how a system such as this could be incorporated with the City's current LPR system.

