

Memorandum



To: Tony Valadez, City of Napa

From: Dixon Resources Unlimited (DIXON)

Date: July 31, 2018

There are over 3,100 public parking spaces within the Downtown core and Oxbow District, 44% of which are on-street. The City of Napa owns three garages (Pearl Street, Clay Street, and Second Street), and the City has a long-term license to use a portion of the garage owned by the County of Napa (Fifth Street) with all-day parking, and 13 surface lots, 11 of which offer three-hour parking. There are another 2,100 off-street privately-owned parking spaces within the two areas. Less than 1,000 of the approximately 5,700 citywide parking spaces are located within the Oxbow District and are predominantly located in off-street facilities. Parking Lot X was recently developed and provides additional parking near the Oxbow District. The City has also presented the site concepts for the Cinedome project which could include a 300+ space parking structure. A garage for the new Civic Center is in the planning stages with just enough parking to serve the parking demand for City employees and Civic Center visitors.

The City offers parking permits for designated spaces in City-owned parking facilities. These locations include level two of both the Clay and Pearl Street garages, level three of the Second Street garage, and Lot X. To obtain a permit a driver must provide the make and model of the vehicle, the license plate number, and business name and address. Permits cost \$30 per month and can be purchased on a monthly basis from City Hall.

The May 2015 Downtown Parking Management Plan (2015 Plan) identified occupancy trends for both on and off-street parking facilities, presented ways to improve the existing parking supply, and recommended policies to both stabilize and generate funding for the parking program. Since the 2015 Plan, the Downtown core and Oxbow District have continued to attract more visitors. Visit Napa Valley contracts Destination Analysts to perform an in-market survey every two years to gather visitor information and assess the impact of tourism on the City of Napa and Napa Valley. The most recent study completed in 2016 revealed a 6.3% increase in the number of tourists since 2014, which equates to an additional 200,000 visitors over the two-year period.

To mitigate existing and future parking and mobility challenges, the City will ultimately need to consider a combination of policy, technology, infrastructure, and management adjustments and investments. An understanding of existing conditions, combined with stakeholder feedback, will allow the City to determine the appropriate near-term steps and long-term considerations.

The City recently hired a Parking Programs Manager, Tony Valadez to centralize the management approach. However, much of the program remains dispersed amongst various departments and divisions within the City. For example, the Police Department is responsible parking enforcement, Parks and Recreation Services coordinate maintenance and repairs, while Public Works manages the on-street parking supply, parking counts and inventory. As a result, parking is not the primary focus of these departments; This horizontally fragmented structure has likely been a main contributing factor to the lack of progress with the recommendations outlined in the 2015 Plan. Additionally, the program has not historically been self-

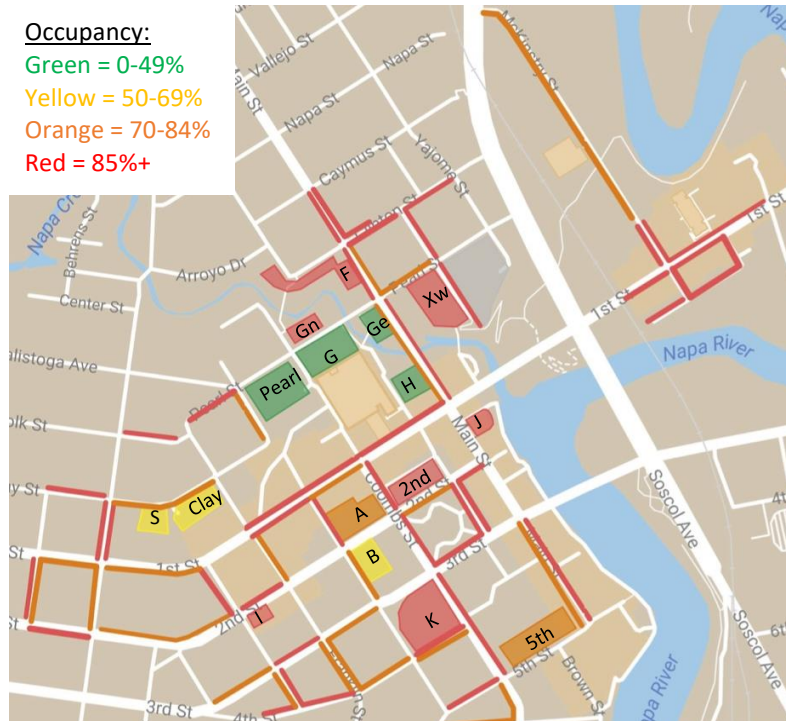


Image 1. July 2014: Peak Thursday Occupancy Rates (1:00 PM)

collected on a Thursday and Saturday every two hours between 9:00 AM and 9:00 PM from both publicly and privately-owned facilities within the study area. Images 1 and 2 show peak period occupancy for each location. On Thursday, occupancy peaked in the Downtown core and Oxbow District at 1:00 PM. But, on

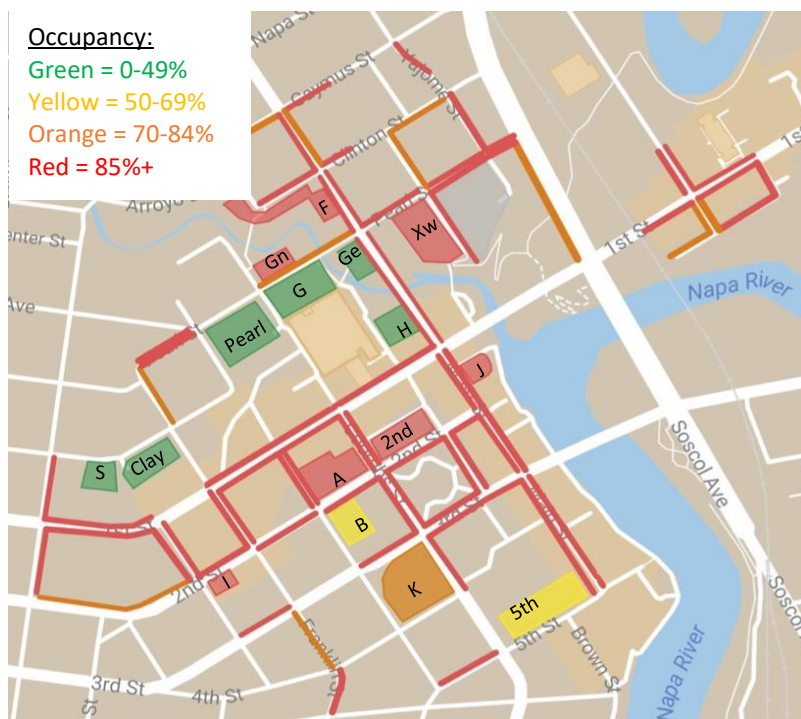


Image 2. July 2014: Peak Saturday Occupancy Rates (7:00 PM)

sustaining financially. Eager to incite change, Valadez is working with DIXON to analyze existing conditions, collect stakeholder feedback, define program priorities, and begin to address any immediate action-items that result. As the City's parking program continues to evolve, a centralized management structure can improve the level of oversight, expedite change, and effectively steer the program to meet the City's overall goals and priorities.

A review of prior occupancy data suggests that, while there is a consistently high usage rate of on-street parking spaces throughout the day, most of the off-street facilities are often underutilized.

In July 2014, occupancy data was collected on a Thursday and Saturday every two hours between 9:00 AM and 9:00 PM from both publicly and privately-owned facilities within the study area. Images 1 and 2 show peak period occupancy for each location. On Thursday, occupancy peaked in the Downtown core and Oxbow District at 1:00 PM. But, on Saturday it varied between the areas, with the Oxbow District peak period occurring between 11:00 AM and 1:00 PM while occupancy didn't peak in the Downtown core until 7:00 PM. During each peak period, high parking occupancy (greater than 85%) was identified along 1st street, Water Street, and Main Street; at surface lots F, GN, I, J, K, and Xw; and the Second Street garage. The study also identified low occupancy (less than 50%) or underutilized parking facilities on 1st Street, 2nd Street, and 3rd Street; at surface lots G, Ge, and H; and the Pearl Street Garage.

An inventory of license plate numbers was also collected every hour from 10:00 AM to 7:00 PM on a

Wednesday in July 2014 to determine whether drivers were occupying short-term parking spaces beyond the posted time limits. 150 of the 332 observed cars (45.2%) were parked in short-term spaces for three hours or longer, despite the posted time limits. Meanwhile, 20% of the observed vehicles were parked for four hours or longer within the two-hour time limit zones. A low compliance rate with time limits is often indicative of inconsistent enforcement. A number of Downtown employees were also observed moving their vehicles between nearby parking spaces to avoid citations. The City does not currently have an ordinance prohibiting drivers from re-parking, to prevent this parking space “hopscotching”.

Occupancy:
Green = 0-49%
Yellow = 50-69%
Orange = 70-84%
Red = 85%+

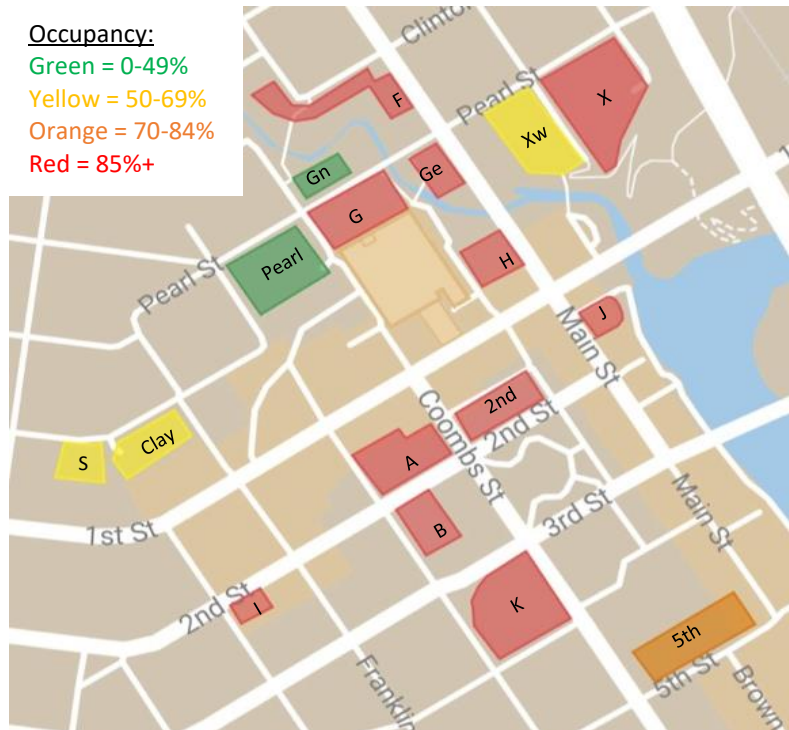


Image 3. June 14, 2018: Thursday Occupancy Counts (1:00 PM)

More recently in June 2018, a sampling of occupancy counts was collected by Napa City staff at off-street parking facilities on two Thursdays at 1:00 PM (See Images 3 and 4). The purpose of this data collection was to provide a cursory understanding of any changes in demand patterns, without commissioning another full-scale occupancy study. Findings revealed that parking occupancy decreased at two off-street locations (Gn and Xw lots) between 2014 and 2018, while occupancy increased at five lots (A, B, G, Ge, and H). Lots G, Ge, and H were likely impacted by the recent developments along 1st Street, including First Street Napa, Napa Square, and Napa Center which have brought more than 325,000 square feet of retail, residential, hotel, and office space.

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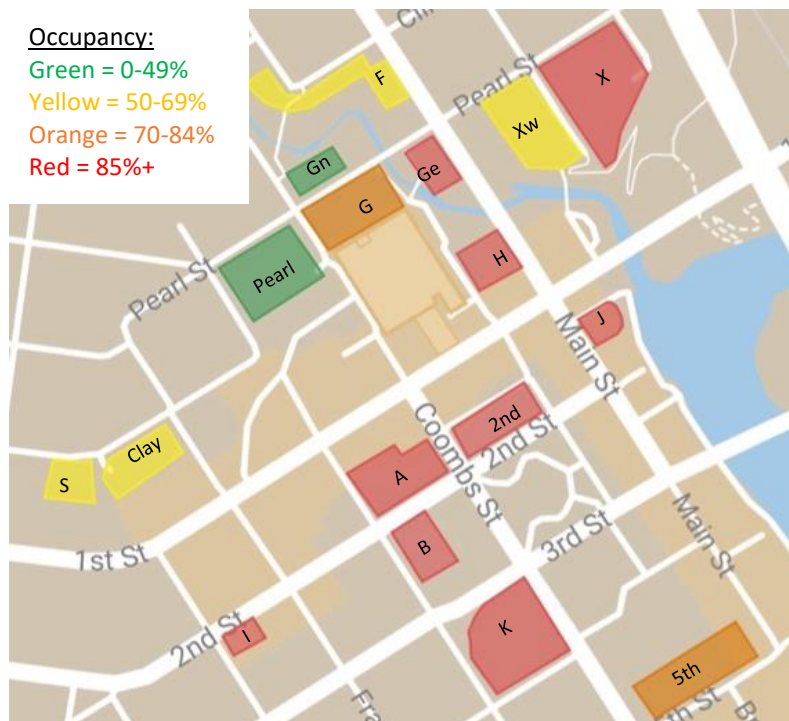


Image 4. June 21, 2018: Thursday Occupancy Counts (1:00 PM)

While on-street counts were not part of recent data collection efforts, it is anticipated that on-street parking occupancy will remain at or above the level it was in 2015. This is due to the

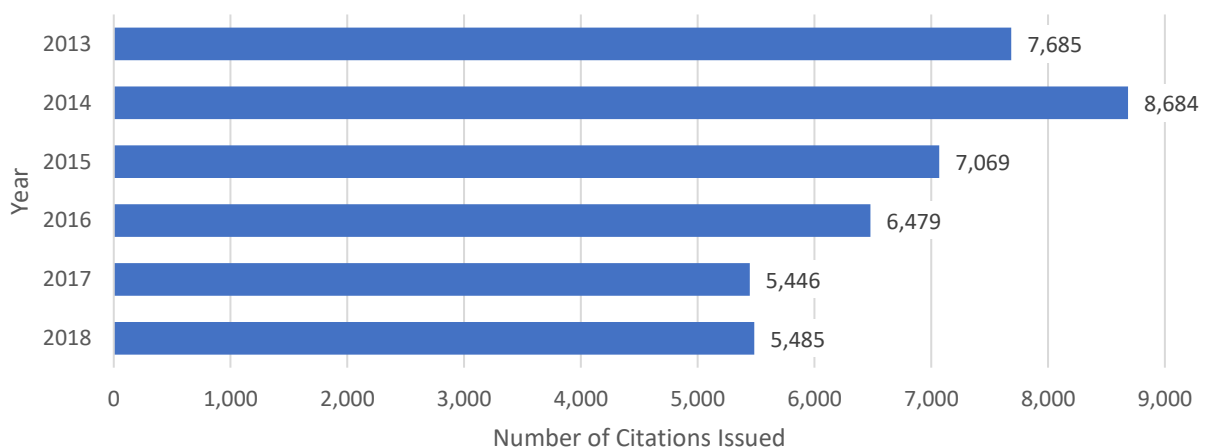
convenience of on-street spaces, the increased demand of off-street parking facilities, and the growing population and tourism industry.

Despite the Pearl Street garage being underutilized during both the 2014 and 2018 occupancy studies, the City has received complaints regarding a potential lack of long-term parking. Other all-day parking garages and lots also failed to reach capacity, even during the peak periods on Thursday and Saturday. This indicates that there may be sufficient long-term parking supply, but it's possible that drivers don't know where to look for it. This could indicate a need for improved vehicular wayfinding and parking guidance system (PGS) signage. The City could also incorporate real-time parking occupancy counts into the PGS signage using sensors.

The City of Napa has been slowly adding publicly accessible electric vehicle (EV) charging stations since 2014, and currently has a total of four, each with two plugs. Between July 2016 to June 2017 (FY 17) there were a total of 4,892 uses versus a total of 7,797 uses in FY 18. While the number of uses increased by 59.4%, the average duration remained around 1 hour and 45 minutes to 2 hours long. This shows that although turnover at the charging stations has remained constant, charging station usage continues to grow. The City should consider how the demand for EV charging may grow overtime and how this might influence certain parking management decisions such as EV charging time limits, rate models, as well as charging station supply and placement.

An analysis of enforcement data from the City's parking citation management vendor, Data Ticket revealed a 28% decline in the number of parking citations issued between 2013 and 2018, despite the increase in parking demand (Figure 1). A comparison of the peak year (2014) and the most recent year (2018) revealed a 58% decline, or 3,199 fewer citations in 2018 (Figure 5).

Figure 1. Citations Issued per Year: 2013-18



The data also revealed that 73% of citations were issued between Tuesday – Thursday (Figure 2), and the majority of these were issued during the late-morning or mid-afternoon (Figure 3). This is likely a result of the enforcement staffing schedule; Currently, the City employs two Community Service/Parking Control Officers to provide enforcement in the Downtown core and Oxbow District. Each officer works four 10-hour shifts each week, and as a result, there is only one officer working on Mondays and Fridays. Also, neither of them work on weekends, which explains why only 4% of all parking citations were issued on a Saturday or Sunday between 2014 - 2018 (Figure 2). Meanwhile, occupancy data collected in 2014 suggests that

peak parking demand occurs later into the evening and over the weekend, when parking enforcement is not present. This indicates that the current enforcement schedule and/or staffing levels may not be adequately managing peak demand periods.

Figure 2. Citations Issued by Day of Week: FY 2014-18

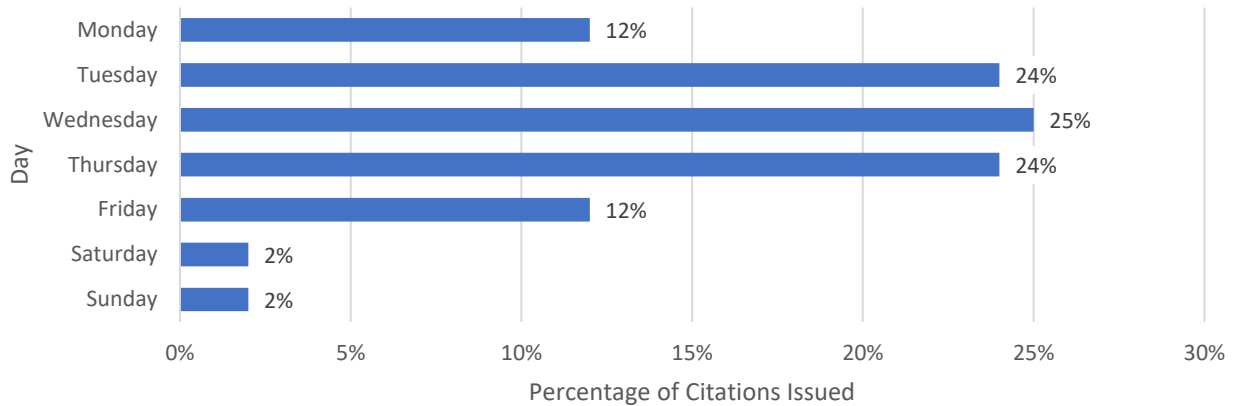
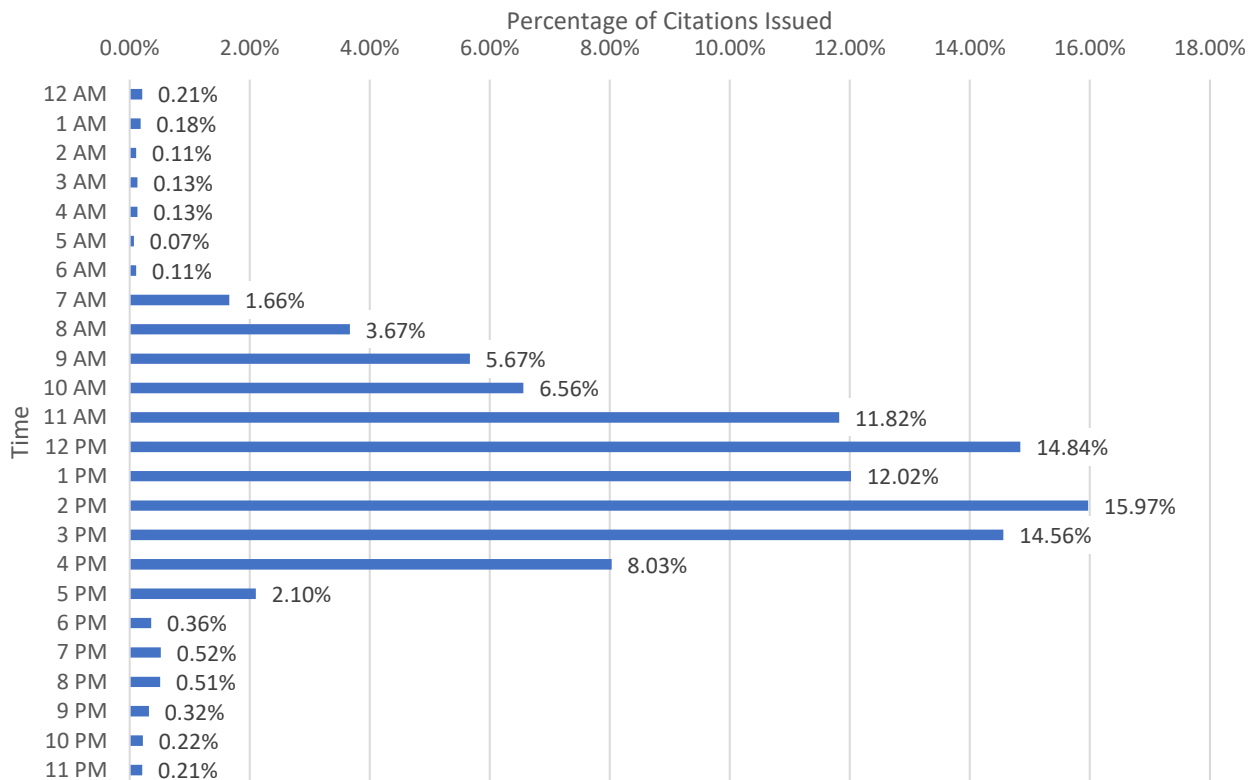
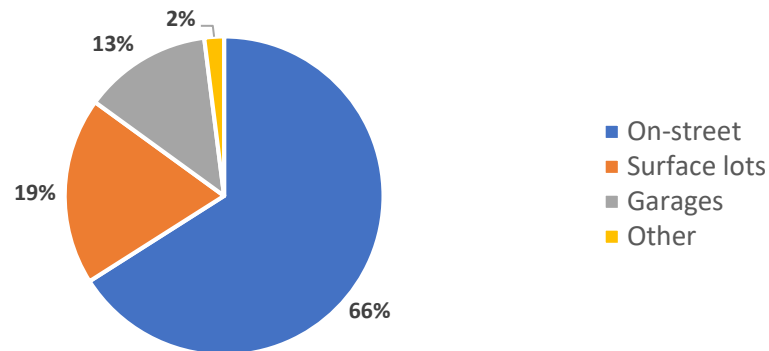


Figure 3. Citations Issued by Time of Day: FY 2014-18



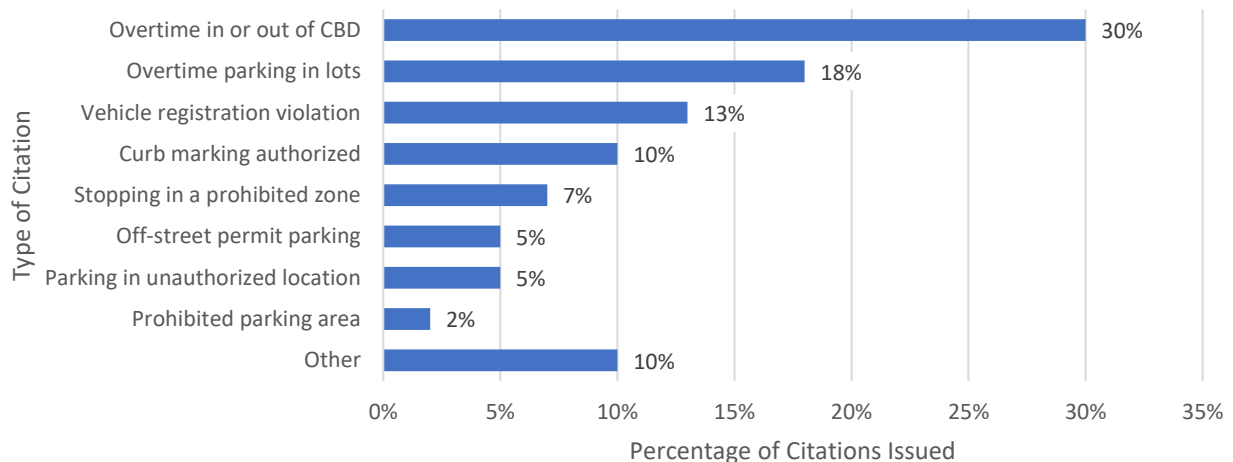
It should also be noted that two-thirds of all parking citations were issued for on-street parking infractions between FY 2014 and FY 2018 (Figure 4). This indicates that the Community Service/Parking Control Officers are likely focusing their efforts on-street, which should continue to be the priority.

Figure 4. Percent of Citations Issued by Location: FY 2014-18



Over the five-year period, nearly half (48%) of all citations were issued for overtime infractions (Figure 5). This compliments the results from the license plate inventory conducted in 2014 where 45% of parked cars were observed to have parked in short-term parking spaces beyond the posted limit. Furthermore, between 2014-2018, 22% of overtime citations were issued to repeat offenders, showing a recurrence of time limit violations. Recurring violations could be a result of a number of factors, including insufficient enforcement, citation fine amounts, and ineffective wayfinding.

Figure 5. Citations by Type: FY 2014-18



Currently the time limits are being enforced via manual chalking of tires. This is inefficient and can be cumbersome to track compared with the use of license plate recognition (LPR) technology. LPR systems can automate the monitoring of time limited zones to increase enforcement efficiency.

The City does provide each parking enforcement officer with a Data Ticket citation issuance handheld device. Data Ticket is a parking and administrative citation and permit processing company that provides system automations, integrations and efficiencies. The City has had a positive service experience with Data Ticket and is preparing to extend the existing agreement.

The City is currently in the process of reviewing and updating the existing municipal code ordinances relating to the parking program. This process will allow the City to identify opportunities for improvements

and efficiency in managing the parking supply by promoting the potential provision of shared, publicly accessible parking. Initial findings identified where the parking program could benefit from revised language to allow for more flexibility in establishing parking rules and regulations as well as defining the appropriate management structure to complement the parking program.

The City of Napa needs to address a parking management issue, rather than a parking supply issue. While there are concentrated areas of high parking demand, other areas are underutilized. This points to a lack in vehicular wayfinding and PGS signage, which could improve availability messaging and guidance for drivers. Moreover, recent feedback from stakeholders has suggested a shortage in long-term parking supply and a difficulty with finding available spaces, especially in locations where construction is taking place. To address these concerns, as well as future issues and impacts, the City can consider a number of parking management strategies.

Based upon this analysis of existing conditions, and considering the findings of the 2015 Study, it is recommended that the City proceed with an evaluation of potential parking management strategies. The proposed next step is the development of a Parking Program Roadmap, which will identify strategic recommendations and considerations based upon the City's priorities. Parking program enhancements should be considered comprehensively, focusing on factors including, but not limited to, technology, enforcement, policy, organizational structure, wayfinding and capital projects.