

Windsor Civic Center
VISIONING STUDY

Town of Windsor, CA | January 2017

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CHAPTER 1: INTRODUCTION

A. STUDY AREA

B. PROJECT GOALS

C. PURPOSE OF THE DOCUMENT

D. PLANNING CONTEXT

E. RELATIONSHIP TO EXISTING PLANS

A. STUDY AREA

The Civic Center Visioning Plan builds upon the success of Windsor Town Green. The study area (Figure 1.1) begins at the northern edge of the Town Green and extends northward to the point where Old Redwood Highway and Windsor Road meet, encompassing all the property between the two roads as they converge. The Study area includes the existing library site as well as the Huerta Gymnasium, existing Town offices, Police Department and Windsor Unified School District building and the Telfer property containing the Windsor Fuel business.

Figure 1.1: Study Area Context Map



Legend

- Project Area Boundary
- Downtown Core
- Rail Lines
- Creek
- T SMART Station
- (1) School District
- (2) Town Hall
- (3) Police Station
- (4) Community Garden
- (5) Huerta Gymnasium
- (6) Town Green
- (7) Library

B. PROJECT GOALS

Complete the Town Green

The Town Green has evolved into a center for civic life in Windsor. After its completion in 1999, the properties to the south and west were redeveloped into mixed use residential and office with ground floor retail serving the Town Green's southern edge. The Green itself has benefitted from very successful programming of concerts, festivals, events and farmers market making it an active center of the community. The northern edge however has remained as it was before the Town Green was built and with this Civic Center Visioning Study, hereby referred to as "Visioning Plan", the Town's goal of "completing the Town Green" can be realized whereby the northern edge of the Green can be activated with uses that create a more cohesive town center.

Inform the General Plan Update

Simultaneous to the Visioning Plan, the Town is completing a General Plan Update in which growth and change for the Town is determined in keeping with community goals. The vision outlined in the Civic Center Visioning Plan has been incorporated in the General Plan, and thus the Visioning Plan will serve as the guiding document for its implementation. These outcomes will be guided by an understanding of economic and market context as well as stakeholder and community desires.

Complement the Facilities Programming Study

Concurrent to the General Plan Update and Visioning Plan, the Town has commissioned a Facilities Programming Study for Town facilities currently in the Civic Center area. The Facilities Programming study will assess sizes, functional relationships, and locational requirements for these facilities in order to meet the needs of existing and future growth. The results of this study will provide specific data on each use, including required square footage, proximity, functional needs and expansion requirements over time. While some of these uses may be appropriate on the Town Green, they are not a given. Their final location will be evaluated with and focus on what uses best help to activate the Town Green and complete the downtown, while also providing the best access to public services to members of the community.[1] The Visioning Plan will be informed by the findings of this study and also provide guidance to the study as to the location of civic uses that best accomplish goals for the Civic Center area as a whole.

C. PURPOSE OF THE DOCUMENT

Provide Guidance for Future Growth and Urban Form

The purpose of the Visioning Plan is to provide guidance for future growth of the Civic Center area. This guidance will define a public space framework that establishes natural resources and public access as fixed elements which frame development parcels that accommodate recommended land use program. The document will define further detail about the form, mix and quality of public and privately developed uses to achieve a Civic Center that reflects community values, as well as cultural and ecological context.

The document will serve as a tool to guide the Town in the development of public improvements and to evaluate and guide developer or public/private partnership proposals for built uses whether they be civic, commercial, cultural or residential.

Provide recommendations for Fiscal Implementation

The Visioning Plan suggests potential tools for implementation of development. The Town will undertake a more detailed study to explore financing models for how private sector components of the Plan may help fund portion of public sector elements.

Provide Recommendations for Improving Retail Environment

The Visioning Plan also provides recommendation for how to improve the retail environment around the Town Green both for existing retail and new retail proposed for the north edge of the Town Green.

Address Mobility & Parking Challenges

Lastly, the Visioning Plan recognizes that as the Civic Center grows, parking needs to be addressed in the context of a multi-modal mobility strategy. The Plan outlines recommendations for parking management that will work to create an environment that provides a balanced approach to all modes of circulation and vehicle parking.

1 Windsor Town Green Civic Center
Site Programming, Visioning and Urban Structure Plan RFP, 2015

D. PLANNING CONTEXT

Existing Zoning (Figure 1.2) and Existing Land Use (Figure 1.3) provide the overall planning context for the study area. Per the existing zoning map, there are 3 different zoning designations within the study area boundary. The parcels in the northern part of the site are zoned for Compact Residential (16-32 du/acre), but are currently occupied by Windsor Fuel Company, which continues to be in operation. The Civic Center is designated as Special Purpose District, while the sites of the Library and Gymnasium are designated as Town Center Commercial District.

The existing Land Use Map illustrates the uses that are currently within the study area boundary. Windsor Civic Center constitutes buildings occupied by the Town offices, Police Department, Windsor Unified School District and the Windsor Regional Library. Although all the parcels north of the Civic Center are designated as "vacant", the northernmost triangular parcel between Windsor Road and Old Redwood Highway is occupied by Windsor Fuel Company that has an operating plant on land owned by Telfer Oil Company, from here on referred to as the "Telfer property".

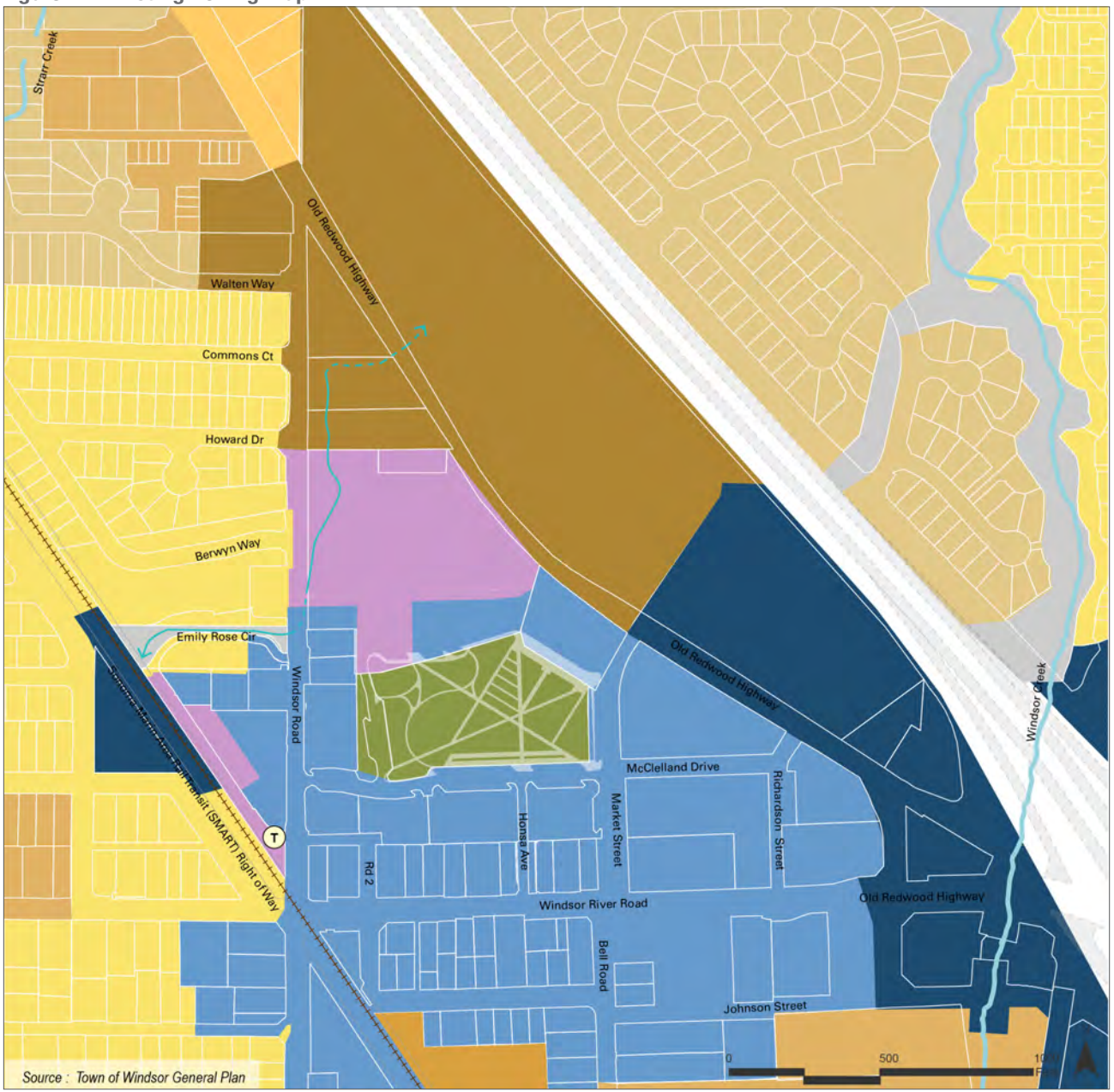
Property Ownership (Figure 1.2)

There are three different property owners within the study area. The majority of the Civic Center is owned by Town of Windsor. A small portion of land to the north of Civic Center is owned by the Windsor Unified School District. The land in the northern most part of the Study area, approximately 3.15 acres, is owned by Telfer Oil Company. In 2006, Telfer Oil Company had proposed a mixed use development on their property. The Town's Station Area Specific Plan has identified this property along with the Civic Center as a significant opportunity site for future development (Figure 1.5). Together they form the largest opportunity site within a ½ mile walking distance of the station, constituting 7.5 acres of land.

Legend

- Rail Lines
- SMART Station
- Creek
- Open Space
- Community Commercial District
- Commercial District
- Special Purpose District
- Recreation
- Compact Residential District
- Medium Density Residential District
- Rural Residential District
- Village Residential Distirct
- Surrounding Residential District

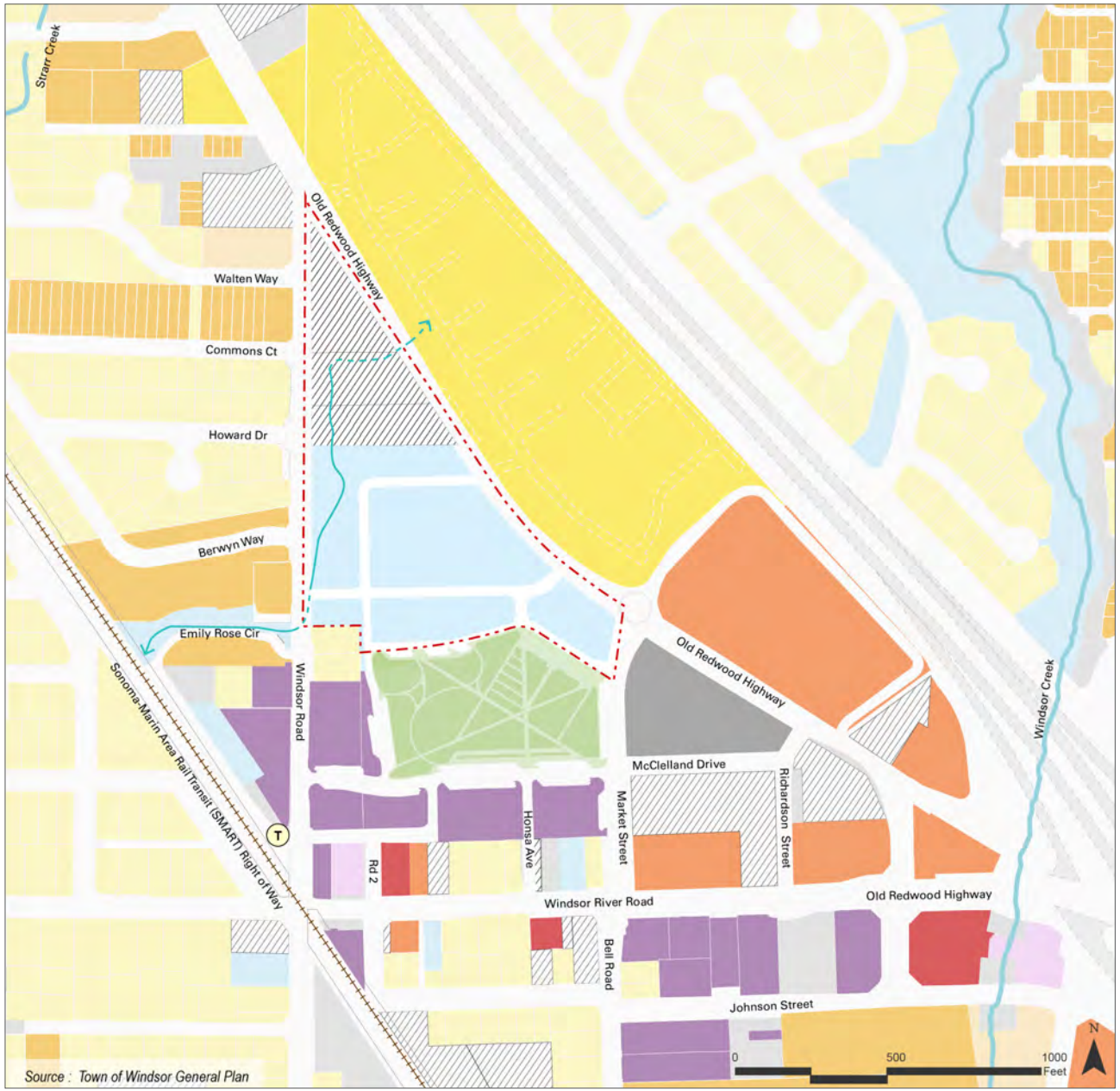
Figure 1.2: Existing Zoning Map



Legend

- Project Area Boundary
- Rail Lines
- SMART Station
- Creek
- Public/ Quasi Public
- Park and Recreation
- Industrial
- Commercial Services
- Commercial Retail
- Mixed Use
- Office
- Multifamily Residential
- Single Family Residential
- Rural Residential
- Other/ Right-of-Way
- Vacant/ Underutilized

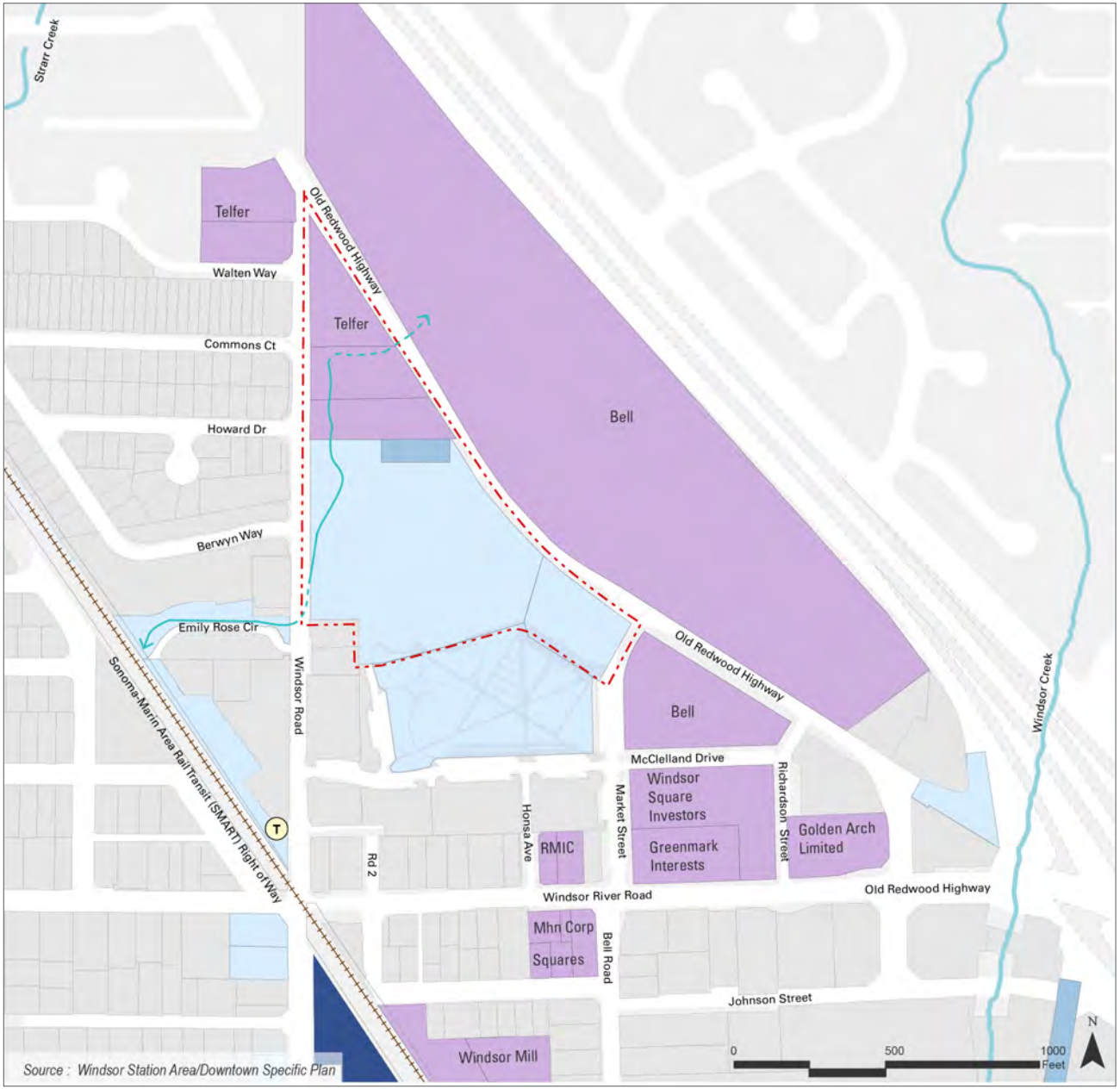
Figure 1.3: Existing Land Use Map



Legend

- Project Area Boundary
- Rail Lines
- SMART Station
- Town of Windsor
- Windsor Unified School District
- SMART District
- Major Privately Owned Parcels
- Creek

Figure 1.4: Existing Property Ownership



E. RELATIONSHIP TO EXISTING PLANS

Figure 1.5 illustrates land uses proposed in the Windsor Station Area/Downtown Specific Plan, as amended in January 2013. All of the Civic Center Visioning Study area is within the Specific Plan.

The proposed land use plan retains the overall designations for the Civic Center area and downtown, but provides a more nuanced direction for future development by designating overlay districts and development standards to guide the urban form. While the Telfer property continues to be designated as Compact Residential use and Civic Center as Public use; blocks east of Old Redwood Highway, and the blocks north and east of the Town Green have an Entertainment District overlay. The Downtown Specific Plan proposes a strategy for an expanded downtown core by extending the Town Center Mixed Use designation beyond the existing downtown core. It also proposes an Active Use Frontage overlay along all streets within the expanded downtown core, supported by new pedestrian connections to encourage activity on streets and in the Town Green.

The Windsor Station Area/Downtown Specific Plan is the guiding document for overall land use, development standards and connectivity. The land use concept recommended in this study builds on the principles laid out in the Specific Plan to locate new program and provide guidance on the overall built form and public realm.

Legend

- Project Area Boundary
- Rail Lines
- SMART Station
- Creek
- Blocks
- Existing Downtown
- Town Center (Proposed Expanded Downtown Core)
- Town Green
- Public Use
- Compact Residential Use
- Active Use Frontage Overlay
- Entertainment Overlay (No Residential Uses)
- New Pedestrian Connections
- Activity Center (Town Green)

Figure 1.5: Windsor Station Area/ Downtown Specific Plan Recommendations



F. PLANNING PROCESS AND COMMUNITY ENGAGEMENT

In March 2016, the Town of Windsor initiated the Visioning Study for the Civic Center area, as a part of the General Plan Update process. The Civic Center Visioning Plan will provide direction for the urban form, public amenities, and economic viability of future development in the Civic Center Study Area that builds upon the ongoing success of downtown Windsor. Ultimately guided by the Town's General Plan, an Urban Design Framework and a Design Guidance document is the final outcome of this study. The Visioning Plan will be the guiding document for implementation of the vision.

The planning process involved analysis of existing conditions and a stakeholder and community visioning charrette to define the community vision and outline guiding principles that subsequently informed the Urban Design Framework and the land use concept.

Stakeholder Interviews

The project team conducted in-person and telephone interviews in May, 2016 to gather input from community leaders and key stakeholders such as the downtown merchants group, the library staff, owners/managers of properties in downtown and developers to gain understanding of market feasibility.

The interviews focused on the topics below:

- What is the significance of the current Civic Center and Town Green for Windsor Community?
- What aspects of the Civic Center are working well?
- What aspects of the Civic Center need improvement?

The feedback from the interviews is categorized under three themes:

- Program and Uses
- Unique Community Attributes
- Enhancements

Program and Uses

- Complete the Town Green on its northern edge
- Mixed-use Development
- Diversity of Retail Uses
- Stacked Civic Center Uses
- Boutique Hotel
- Performing Arts Venue
- Enhanced Library
- Live-work Units
- Incubator Spaces
- Healthcare Services
- Diverse events on Town Green

Unique Community Attributes

- Iconic, Landmark Nature of Town Green
- Historic Oak Groves
- Family-Oriented Community
- Un-Pretentious Character
- Transition from Rural to Urban Living Environment
- Part of the Global Wine Country Brand
- Wine Country is Accessible and Affordable
- Access to Agriculture/Artisan Food Movement

Enhancements

- Evening Activation around the Town Green
- Cultural, Entertainment & Commercial
- Amenities for Local Workers & Residents of All Ages
- Public Restrooms on and around Town Green
- Innovative Parking Solutions
- Pedestrian & Bicycle Infrastructure
- Synergy between Civic Center & Civic Activities
- Rebalance Tourism Oriented & Family Activities
- Evaluate and Update Current Zoning Restrictions



WALKING TOUR



VISIONING SESSION



CONCEPTS EXPLORATION SESSION



CONCEPTS EXPLORATION SESSION

Visioning Charrette Outcome

The WRT team led a community based Visioning Charrette from May 23rd – May 26th, 2016, at the Windsor Chamber of Commerce and Visitors Center. The purpose of this charrette was to hear directly from the community and key stakeholders, their vision for the Civic Center that reflects their values and priorities. The charrette opened with an evening presentation where the consultant team shared findings of their initial analysis and introduced the charrette activities, which included a walking tour, three visioning sessions and three sessions with hands-on activities to translate the vision into program and land use. The ideas that emerged from the visioning charrette became the guiding principles for developing the Urban Design Framework and Land Use concept as described below:

- Preserve the natural resources such as the heritage oak groves and agricultural heritage of the community
- Make Windsor a walkable community with access to trails
- Embody stewardship of land by embracing ecological, social and economic sustainability
- Celebrate civic discourse
- Promote advanced transportation and modern infrastructure systems
- Focus on health and wellness
- Promote social interaction between multi-generational, diverse ethnicities and socio-economic strata
- Create a “Cultural Anchor” for the community in the form of a multi-functional library and/or a new multi-purpose events center
- Integrate community art and music in the Civic Center district
- Feature unique retail and lodging to attract the right amount of tourism in balance with community serving retail
- Potential program uses could include – boutique hotel, agro-retail, music venues, live-work and business incubation spaces, multi-generational housing options, community theatre and performing arts venue, botanical garden, community garden and public art
- Provide multi-modal transportation and well-managed parking
- Develop and showcase prototypes of exemplary, sustainably designed projects that focus on provision of ecosystem services

Charrette Outcome: Alternative 1



Charrette Outcome: Alternative 2



Charrette Outcome: Alternative 3



CHAPTER 2: EXISTING CONDITIONS ANALYSIS

A. URBAN FORM

B. SITE CHARACTER

C. CIRCULATION, CONNECTIVITY AND PARKING

D. MARKET UNDERSTANDING



ROWNTOWN WINDSOR, CA

A. URBAN FORM

Urban form is the overall physical form and structure of a town defined by the size, scale and proportions of various elements, in relation to each other. The elements that constitute the town structure are streets, blocks, buildings, open spaces and parks.

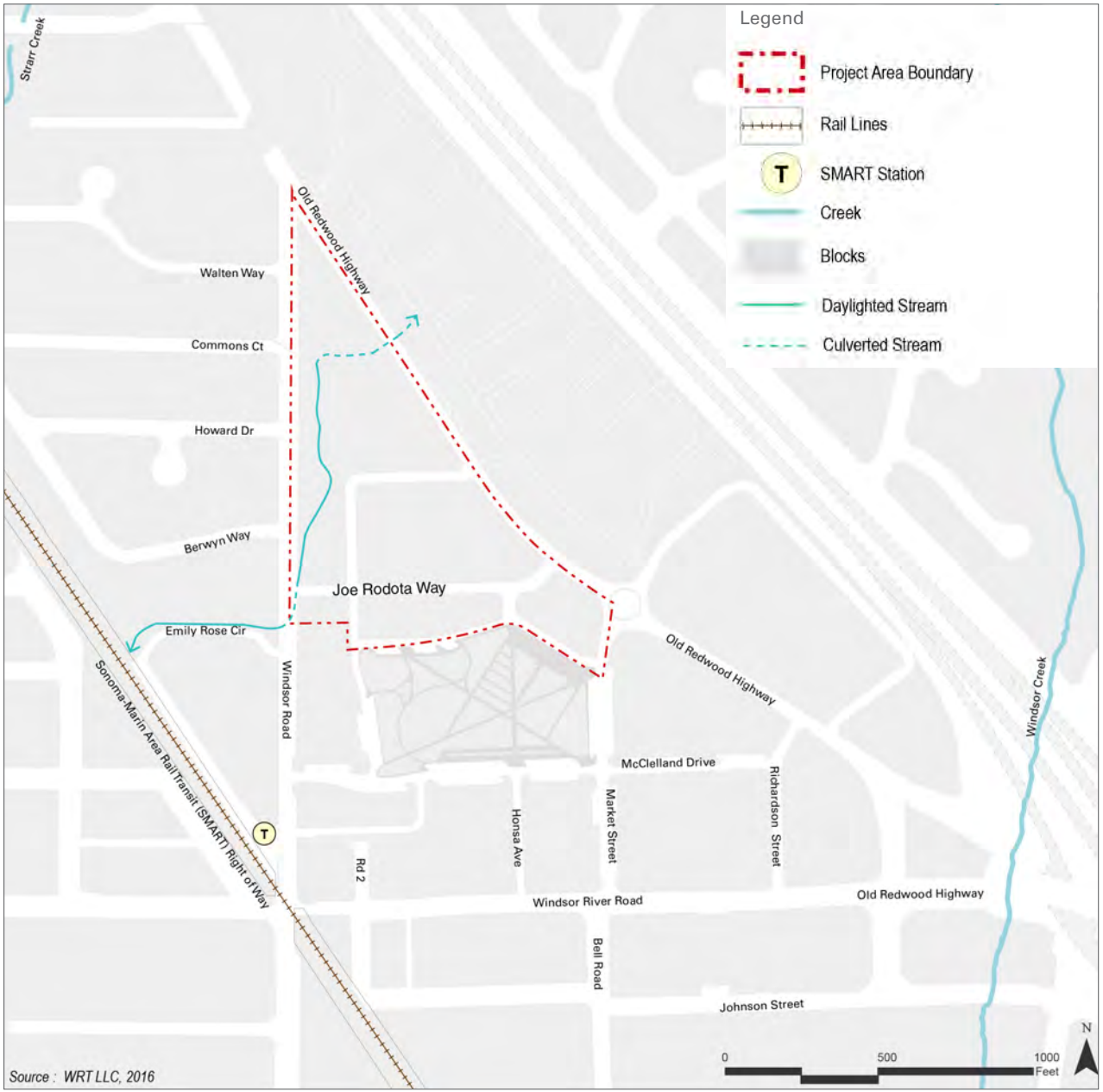
Block Pattern around the Civic Center

(Figure 2.1)

The blocks in the immediate vicinity of the study area do not follow a grid. On the western edge where there are single family residences, the blocks are narrow along Windsor Road and start getting longer between Berwyn Way and Windsor River Road. On the eastern side of the study area, is contiguous land, where the new Vintage Oaks on the Town Green residential development is proposed. The future development proposes internal access streets and two entrances off Old Redwood Highway.

The current street pattern within the study area, also does not lend itself to a defined block pattern. This has resulted in large undivided swaths of land without through streets. This provides flexibility for locating future buildings, to some extent, and creates an opportunity for new paths within the study area that relate to the new development

Figure 2.1: Block Pattern





OLD REDWOOD HIGHWAY



WINDSOR ROAD



MCCLELLAND DRIVE



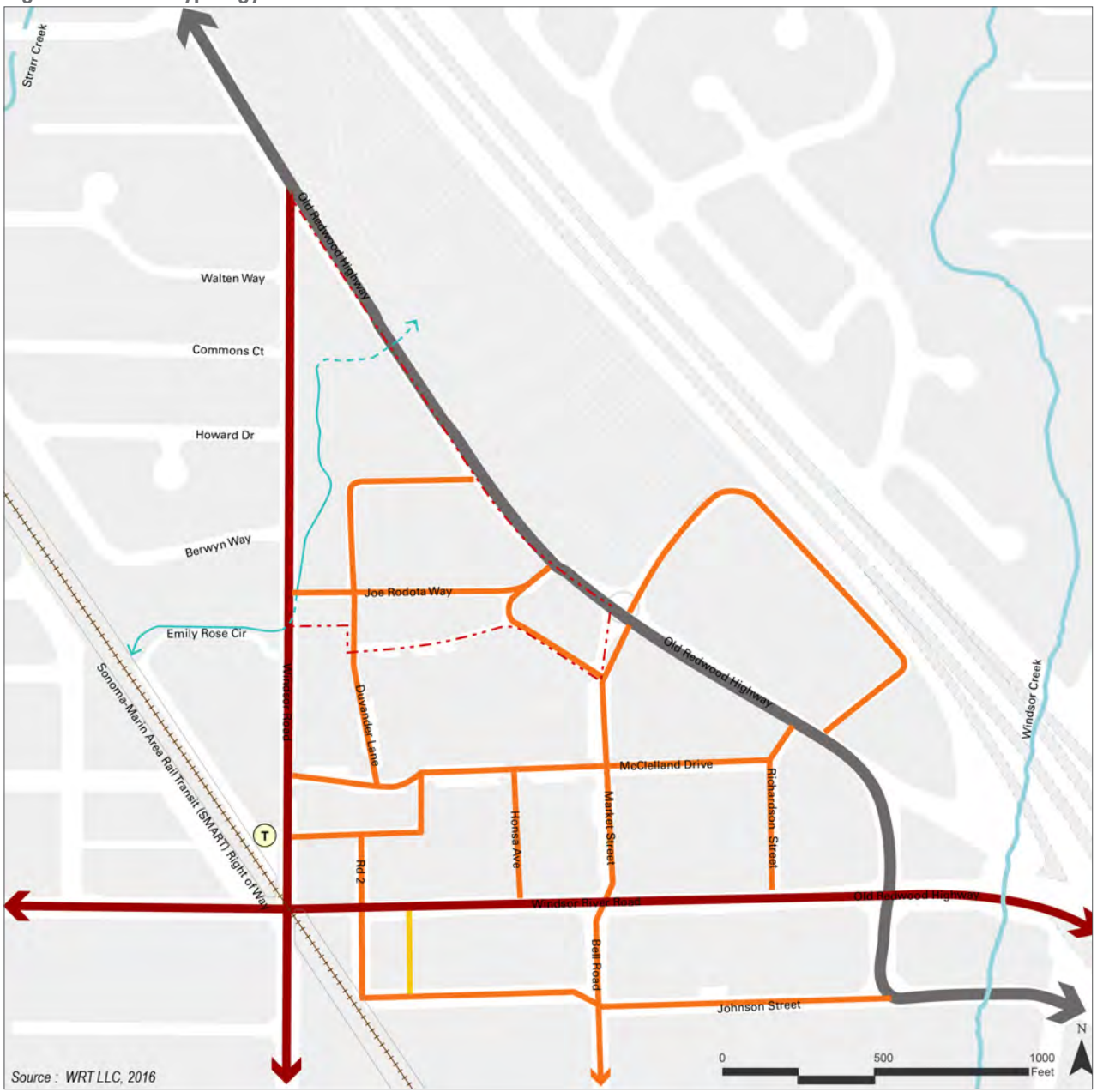
PUBLIC REALM ALONG WINDSOR RIVER ROAD

and improvement of overall connectivity.

STREET TYPOLOGY (Figure 2.2)

The Street Typology diagram shows the street hierarchy, ranging from Freeway to local streets. There are three local streets that pass through the study area, with only one street in the east-west direction, Joe Rodota Way that connects Windsor Road with Old Redwood Highway. The

Figure 2.2: Street Typology











URBAN FORM: AROUND CIVIC CENTER AREA- BUILDINGS OF VARYING HEIGHTS & SCALE

study area is connected to the downtown by Market Street and Duvander Lane which are local streets.

FIGURE GROUND (Figure 2.3)

This diagram illustrates the building footprints and shows the sizes of the buildings in relation to each other and the intensity and extent of development based on the ground they cover. It is evident from the diagram that the study area is not extensively built-up, and has large amount of surface parking. While most of the area on the west and south of the study area is fully developed, there is still a large potential for development on the east and southeast side. The footprint of the proposed Vintage Oaks residential development is indicated in gray, and suggests a dense pattern of development on that site. The smaller building footprints in the adjacent blocks indicate single family homes, while larger footprints indicate either multi-family residential development or commercial uses.

Figure 2.3: Block Pattern





OPEN SPACE: TOWN GREEN





HYDROLOGICAL FEATURES IN AND AROUND STUDY AREA

OPEN SPACE AND HYDROLOGICAL FEATURES (Figure 2.4)

The Windsor Town Green that borders the study area on the south edge is the heart of the community. It is the venue for a weekly farmers market and summer concerts. This family-friendly destination is a major draw for the community. Located between the Civic Center and the downtown, it offers a wonderful opportunity to connect the two, with well-defined pedestrian paths. Creative programming strategies in the Town Green and in the blocks south of Joe Rodota Way will activate both the Green and the Civic Center, creating a strong synergy.

There is an open water channel that flows east-west through the study area. On the west, it connects to the creek that flows along Emily Rose Circle. The open channel flows through the Telfer property for some length before it is piped to connect with the culvert below Old Redwood Highway.

Legend

- Project Area Boundary
- Rail Lines
- SMART Station
- Green / Open Space
- Creek
- Daylighted Stream
- Culverted Stream

Figure 2.4: Open Space and Hydrological Features











EXISTING TREE CANOPY

TREE CANOPY (Figure 2.5)

The study area has a number of trees that form a fairly dense canopy in certain parts. The Civic Center has two oak groves with heritage Oaks that are an important feature of the Civic Center. Although some trees are not very healthy, there are many that are in good health. In addition to the Heritage Oaks there are other species that form the overall tree canopy.

Figure 2.5: Tree Canopy



B. SITE CHARACTER

Existing Buildings (Figure 2.6)

The study area is triangular shaped with the Telfer property on its northern tip and the Civic Center on the south side. It is bordered by two regional arterials, Old Redwood Highway on the east and Windsor Road on the south. Five buildings in the Civic Center, one building and a fuel treatment plant on the Telfer property, two oak groves, a community garden and surface parking lots constitute the study area.

The study area is approximately 11.5 acres, out of which 1.2 acres is covered by buildings, 2.3 acres is covered by streets and surface parking, approximately 2 acres is covered by Oak grove, and remaining 6 acres is unbuilt land.

Existing buildings in the study area are single story and single use, mostly surrounded by surface parking lots. Figure 2.6 illustrates the location of existing buildings in the study area.

Windsor Regional Library

The current library building was the old Windsor Water District offices, which was renovated in 1996 to function as a regional library. It is a 5,880 square foot building with a flat roof and a colonnade along its main façade, but it lacks any significant architectural character. The glass rear façade provides a connection between the indoors and outdoors. The library building is a single use and single story building with an independent entrance that aligns with the axis of the Town Green. The building footprint occupies most of the parcel with some setback and the parking is located near the entrance and the book drop.





WINDSOR REGIONAL LIBRARY

Figure 2.6: Existing Buildings Analysis





Huerta Gymnasium

Maintained by the Parks and Recreation department, the Huerta Gymnasium is a multipurpose hall that hosts functions like assembly meetings, business expositions, dinners, athletic events and other community events.

The Gymnasium building is the tallest of all buildings in the Civic Center measuring 25 feet in height. The building footprint measures 10,150 square feet. The building fenestration is limited to the entrance and exit. The blank walls do not interact with the Town Green or the Oak trees in the immediate context. The service streets and surface parking that front the gymnasium, further remove it from the Town Green.



HUERTA GYMNASIUM AND THE TOWN GREEN

Town Hall and Police facility

The Town Hall and Police Department are located in independent buildings that flank a courtyard and are connected by a covered walkway. Building 300 houses the police department, the Parks and Recreation Department and Administrative services. Both the buildings are single story and their combined foot print is 22,200 square foot.



EXISTING TOWN HALL AND POLICE DEPARTMENT

Windsor Unified School District Offices

The Windsor Unified School District owns the land on which their office building is situated. It is located to the north of the Police Department Building. It is a single story building, with a flat slab, similar to the Town offices and Police Department. The building is 15 feet tall and measures a total of 7,210 square feet.



WINDSOR UNIFIED SCHOOL DISTRICT BUILDING

Windsor Fuel Company

The Windsor Fuel Company located at the extreme north of the site is a private property with an industrial use. The industrial sheds and the fuel containers located on the site occupy around 4,060 square feet area and the rest of the area is used for access and parking. The Telfer-owned property offers an opportunity for a major landmark, with its location at the intersection Old Redwood Highway and Windsor Road.



WINDSOR FUEL COMPANY



TOWN GREEN VILLAGE: MIXED USE DEVELOPMENT



STAUBLI ELECTRICAL CONNECTORS (PREVIOUSLY MULTI-CONTACT USA)

Adjacent Development

Town Green Village

Town Green Village is one of the major mixed use developments in the downtown (Figure 13). The project was built in 2001 as part of revitalization of Windsor downtown. The architecture mixes contemporary urban design with an attempt to re-create the Windsor and Sonoma County architecture.

The Village is a high density compact development. The village homes built on 14 acres of land are comprised of three story mixed use buildings with commercial condominiums (retail spaces) on the first floor and residential condominiums above.

STAUBLI ELECTRICAL CONNECTORS
(Previously Multi-Contact USA)

Staubli Electrical Connectors, a multi-national company, has its headquarters on the triangular block bound by Old Redwood Highway, McClelland Drive and Market Street. It is a single story building with a large footprint that measures approximately 34,850 square foot.

Vintage Oaks on the Green

Vintage Oaks on The Green is a proposed residential development, east of the study area, across Old Redwood Highway. It proposes 387 units on approximately 12 acres of land, out of which 189 are townhouses and 198 are stacked flat apartments. The architecture of this proposed development is characterized with gable roofs and stone facades. The building heights vary from 30 feet to 47.5 feet.

Bell Village

Bell Village is a recently completed major retail and commercial center located adjacent to the proposed Vintage Oaks on the Green development. It comprises of 12 office spaces, 4 restaurants and 22 retail spaces.

Single-Family Residences

The neighborhood to the north-west of the site has low density single-family residences, up to two stories tall, with gable roofs.



BELL VILLAGE - RETAIL DEVELOPMENT



SINGLE FAMILY RESIDENTIAL DEVELOPMENT

Edge Conditions

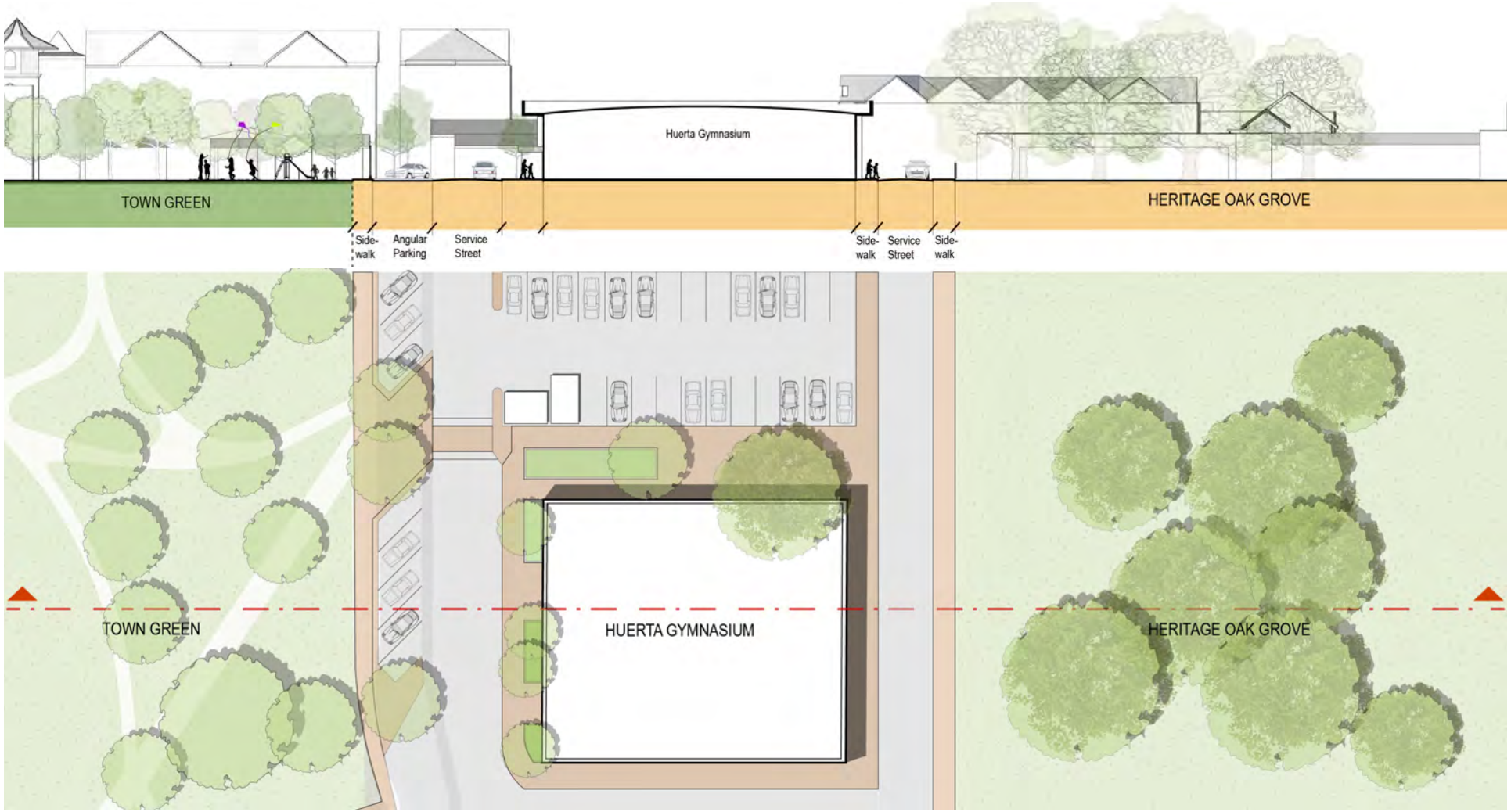
Town Green and Civic Center/ Huerta Gymnasium (Figure 2.7)

This edge of the Civic Center interfaces with the children's play area in the Town Green. The Huerta Gymnasium is separated from the Town Green by access streets and surface parking. Since all buildings in the Civic Center are single use, there is no activity along the northern edge of the Town Green after work hours.



EDGE CONDITION BETWEEN THE GYMNASIUM AND THE TOWN GREEN

Figure 2.7: Cross-section Through the Huerta Gymnasium and Town Green



Cross-section through Town Hall (Figure 2.8)

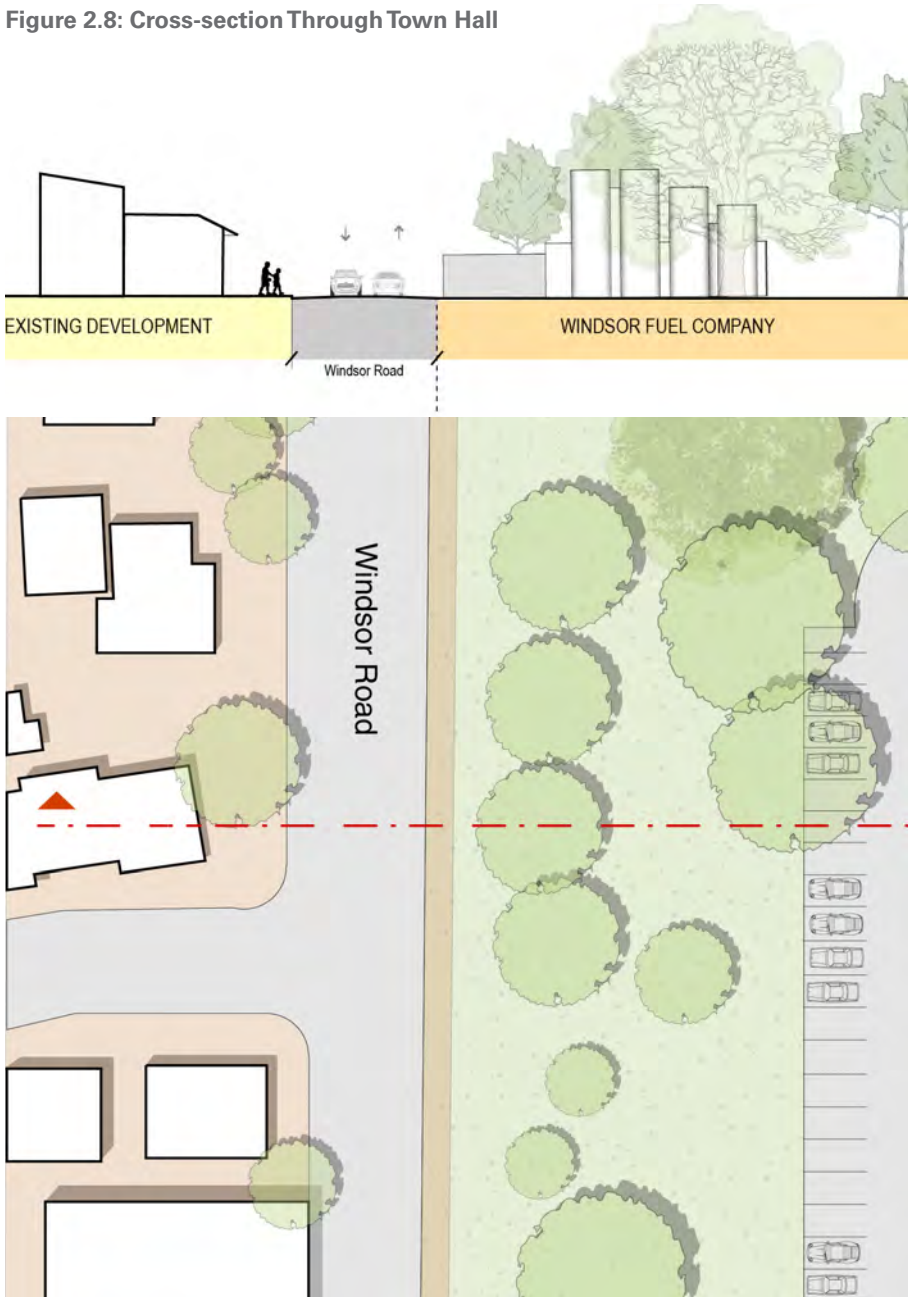
This cross-section illustrates two major conditions:

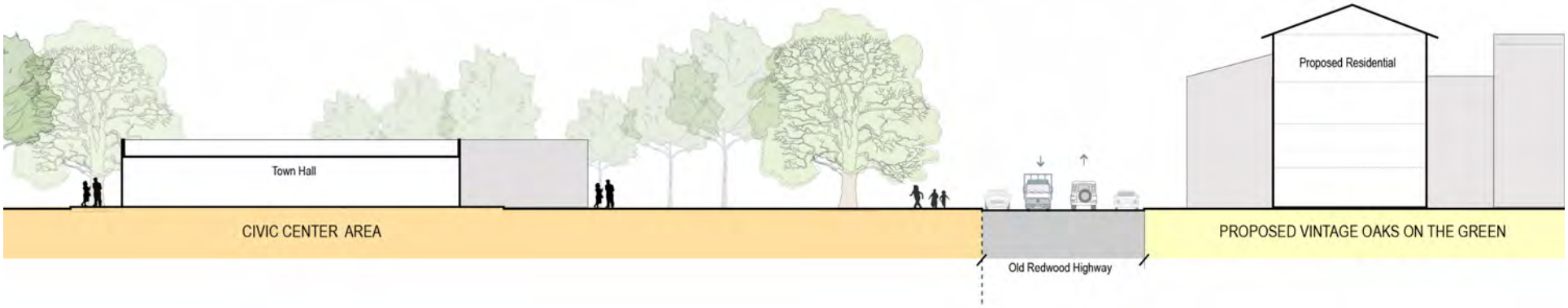
- Relationship of the Civic Center with existing low-rise residential development; and
- Relationship between the Civic Center and the proposed Vintage Oaks on the Green residential development.

Windsor Road along the western edge of the study area has a right-of-way of 36 feet that includes one travel lane and one parking lane in each direction. Both sides of the street are lined with trees, making the pedestrian experience pleasant. Single-family residences along Windsor Road are two stories tall.

Along the eastern edge of the study area is Old Redwood Highway. Currently, land east of Old Redwood Highway is vacant, but there is a proposal for multi-family residential development, called Vintage Oaks on the Green. As part of the Vintage Oaks on the Green development, the Old Redwood Highway is proposed to be a two way street with parking on both sides. The buildings along Old

Figure 2.8: Cross-section Through Town Hall




Proposed Residential
Town Hall
CIVIC CENTER AREA
PROPOSED VINTAGE OAKS ON THE GREEN
Old Redwood Highway


TOWN HALL
OAK GROVE
Old Redwood Highway
POLICE DEPARTMENT

Redwood Highway are proposed to be 47 feet tall.

Cross-section through Town Green and Library(Figure 2.9)

This edge of the site establishes a good connection with the Town Green as the entrance to the Library terminates on the axis that passes through the Green and establishes a strong visual and physical connection with it.

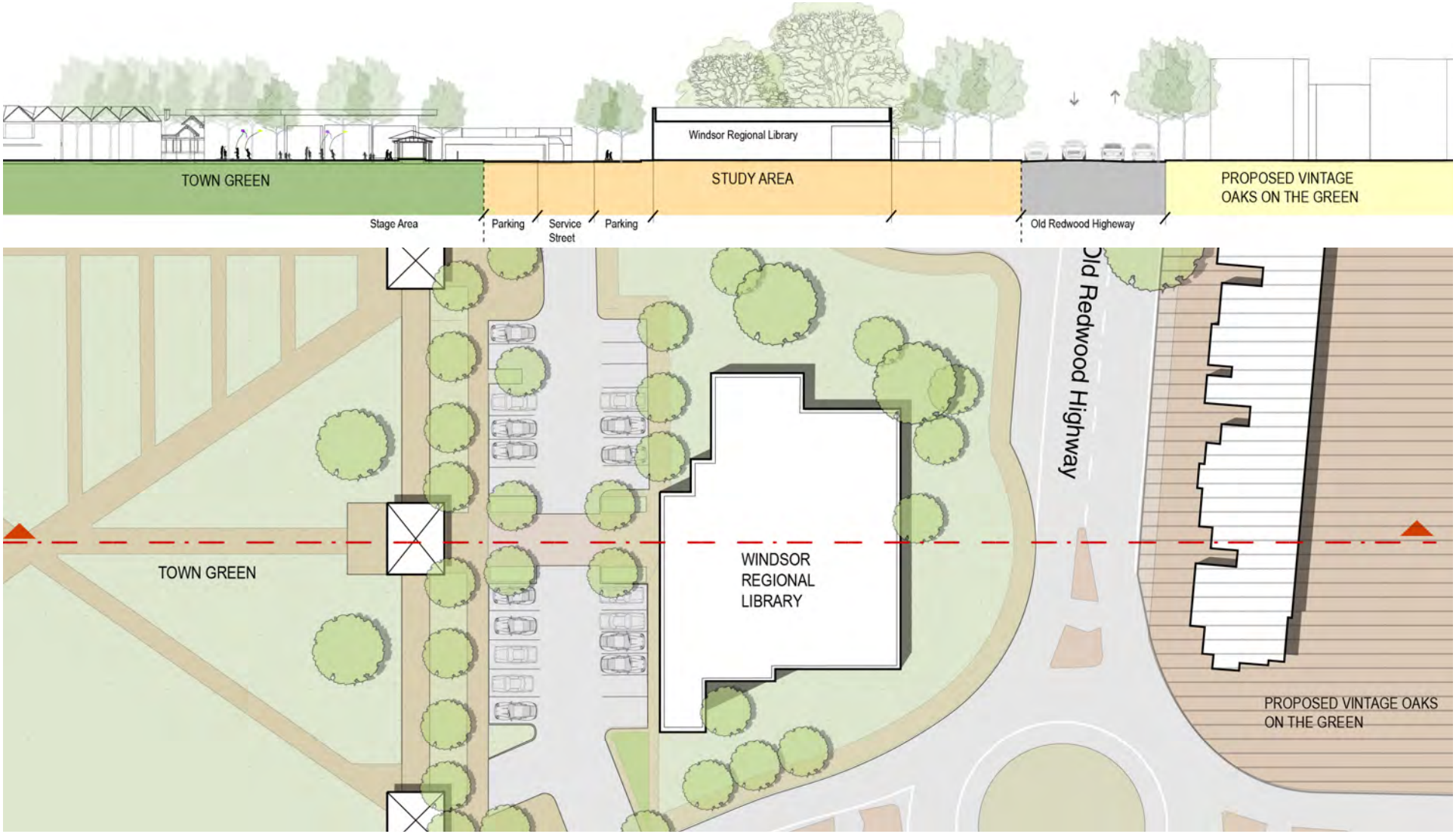


HERITAGE OAK GROVE AND LIBRARY



LIBRARY ENTRANCE ALIGNING WITH THE TOWN GREEN AXIS

Figure 2.9: Cross-section Through Town Green and Library



C. CIRCULATION, CONNECTIVITY AND PARKING

Downtown Windsor is bounded by major circulation routes and Windsor Creek. Borders of the area are defined by the Old Redwood Highway, Highway 101, and Windsor Creek to the northeast and east; the Northwest Pacific Railroad and Windsor Road to the west; Johnson Street to the south; and the intersection of the Old Redwood Highway and Windsor Road to the north.

Current land uses in Downtown Windsor include a combination of residential, commercial, civic, and retail uses. Future plans include additional mixed-use development featuring multi-family residences and ground floor commercial space, a transit center, and civic uses.

Parking

Parking inventory and occupancy counts were conducted in September 2008 as part of the Downtown Parking Planning Study completed by Walker Parking Consultants. While the results of this parking study are outdated, and an RFP will be issued for a new study, it provided the initial base information for the visioning exercise.

Table 2.1 summarizes parking supply and occupancy counts conducted for the study area on a typical weekday, typical weekend day, and event day. There are more than 800 public off-street parking spaces and more than 600 on-street public parking spaces within downtown Windsor, which are not subject to pricing or time limits. The counts revealed that there is available public parking supply during all three time periods, with a highest observed total occupancy of 69% on an event day. (This number may exceed on certain event days). For on-street spaces, occupancies above 85% were observed only on event days on block faces along McClelland Drive near the Town Green, and nearly all other block faces were less than 70% occupied for all survey periods.

The study notes that on non-event days, the existing parking supply is more than adequate to accommodate parking demand generated by the Town Green (a minimum surplus of 400 public parking spaces were observed during the three survey periods, and that number increases significantly when private parking facilities are taken into consideration). However, on large event days demand may exceed the existing supply. Town staff noted that the attendance of the event held during the parking counts was approximately 40% of that for the most popular events held in Downtown Windsor.

A majority of the study area exists within the TC (Town Center) Zoning district which is subject to alternative shared-use parking reductions based on the assumption that as "park-once" environment patrons will use a single parking space for more than one destination in the area. Once it has been established that parking is required, eligible projects with in the TC Zone may choose to provide shared parking under the standards prescribed in §27.30.050 of the Zoning Code. In addition, non-residential projects within the TC Zone may waive the provision of some or all of the require parking spaces through payment of an in-lieu fee, which contributes to a parking district improvement fund for public parking facilities.

Traffic

The Town of Windsor General Plan denotes street hierarchy in terms of three classifications: freeways, cross-town streets, and local streets; for which cross-town streets and local streets are broken down further into "boulevards" and "rural lanes", and "connector streets" and "alleys", respectively.

An analysis of existing intersection operations conducted in August 2014 as part of the 2015 General Plan Update revealed that all of the 33 surveyed key intersections within the town operate with additional capacity (at Level Of Service, LOS, D or better) during peak periods. This is considered acceptable under existing policies. Analysis of existing roadway segment operations, which focuses on peak hour speed of traffic along a corridor, indicates that Windsor River Road (located one block south of the Town Green) between Windsor Road and Old Redwood Highway/Conde Lane operates at LOS E in the eastbound direction during the AM Peak period. At present, the Town does not have an adopted policy for corridor levels of service.

Average daily traffic volume (ADT) data was collected in 2012. Within the downtown area, ADTs along the main arterials range from approximately 6,100 vehicles on Old Redwood Highway north of Windsor River road, to approximately 8,100 vehicles on Windsor River Road, west of Old Redwood Highway. The highest ADTs are located outside of the downtown area on Old Redwood Highway, east of the downtown area.

Field observations conducted by Walker Parking Consultants as part of the Downtown Parking Study

noted that in general, traffic flow is reasonably smooth and there are no excessive traffic delays in Downtown Windsor.

In recent years, the Town has made efforts to transition from auto-centric policies to those that benefit all modes and users. As part of this effort, the Town adopted Complete Street Design Guidelines in January 2013, which seek to reallocate public space along public streets to better serve all modes and provide streets with physical designs that reflect consideration of local context and anticipated traffic volumes and characteristics.

Pedestrian Facilities

The existing pedestrian network is comprised of sidewalks, pathways, curb ramps, crosswalks, and amenities such as bulb-outs, pedestrian scale lighting, street furniture, and decorative pavement treatments. Sidewalks are provided on the majority of streets in Windsor, with continuous sidewalks along most cross-town streets in central areas. Coverage of the sidewalk network in Downtown and surrounding areas is nearly complete, while outlying residential areas have varying coverage. Pedestrian activity is largely focused around Downtown Windsor and the Town Green area, were walking is recognized as a prioritized mode of travel. Currently the town is undertaking a study, "**Connecting Windsor Study**" [1] that explores ways to improve bicycle and pedestrian connectivity between the east and west sides of the Town of Windsor. Highway 101 poses a significant barrier to east-west travel in Windsor. Currently, central Windsor has only one route for cyclists and pedestrians to cross Highway 101. The Old Redwood Highway undercrossing is situated between busy on- and off-ramps, which present safety challenges for cyclists and pedestrians.

Bicycle Facilities

The existing bicycle network is comprised of Class I bikeways, Class II bike lanes, and Class III bike routes. Approximately 2.7 miles of Class I bikeways exist throughout the community, including segments along the Windsor Creek and East Windsor Creek Trails, the Pool Creek Trail, and the SMART (Sonoma-Marin Area Rail Transit) Trail. Approximately 17 miles of Class II bikes lanes exist throughout the town, including north-south segments on Hembree Lane, Windsor Road, Brooks Road, Los Amigos Road, Old Redwood Highway, and Code Lane; and east-west segments on Arata Lane, Windsor River Road, and Shiloh Road. Class III bike routes are limited to just over a mile along Starr Road and Windsor River Road.

The Town of Windsor has made significant steps in expanding its Class II bike lane network in recent years, with 4.38 miles of bike lanes added between 2008 and 2014. Segments of Class II bike lanes are now provided on most cross-town roadways, including high visibility green lanes along the Old Redwood Highway near the Central Windsor exit for Highway 101. Despite considerable efforts to improve bicycle facilities and connectivity in recent years, Highway 101, which bisects the town, remains a significant barrier to continuous east-west bicycle travel.

Short-term bicycle parking is provided throughout the study area, including public racks at the Windsor Town Green, Huerta Gym, Windsor Regional Library, and the Town Hall.

Transit

Transit service in Windsor is provided by Sonoma County Transit (SCT), with local and intercity bus services. Table 2.2 summarizes SCT's fixed route bus service to Windsor. In addition to fixed route service, SCT offers dial-a-ride and paratransit for certified riders who are unable to use traditional fixed route buses due to physical or mental disability.

The Sonoma-Marin Area Rail Transit (SMART) commuter rail system will provide service between Charles M. Schulz-Sonoma County Airport and Downtown San Rafael beginning in late 2016. Efforts are currently underway to fund an expansion that will extend service north to Windsor by 2020. The full SMART corridor will run from Cloverdale in northern Sonoma County to Larkspur, where Golden Gate Ferry service connects Marin County to San Francisco. In anticipation of the new rail line, the Town has constructed a station, at Windsor Road and Emily Rose Circle, which already serves as the Windsor Depot (Town Green) stop for SCT fixed route bus service. The building is leased to the Windsor Chamber of Commerce at no cost to operate the Windsor Visitors Center under agreement with the Town.

A half mile radius around the station is designated as the planning area for the Station Area/Downtown Specific Plan, which seeks to establish a cohesive transit-oriented community with links to the Town and rest of the region.

1 http://www.connectingwindsor.com/

Integral to the Plan is the "Town Green Loop" strategy, which aims to re-orient the core of the Town around the Town Green, which will provide a wider array of uses and amenities to draw visitors from across the region.

table 2.1: Existing Public Parking Supply (Dated 2008)

PARKING MEASURE	WEEKDAY	WEEKEND	EVENT
Supply	Off-Street 837 On-Street 616 Total 1,453	Off-Street 837 On-Street 616 Total 1,453	Off-Street 837 On-Street 616 Total 1,453
Peak Demand	Off-Street 502 On-Street 238 Total 740	Off-Street 436 On-Street 192 Total 628	Off-Street 662 On-Street 346 Total 1,008
Surplus	713 (49%)	825 (57%)	445 (31%)

table 2.2: Sonoma County Transit Service in Windsor

SERVICE	WEEKDAY HEADWAYS (SPAN)	WEEKEND HEADWAYS (SPAN)	KEY DESTINATIONS
Route 60	20-30 minutes (6:30 a.m. – 10:00 p.m.)	90 minutes (9:00 a.m. to 9:00 p.m.)	Santa Rosa, Healdsburg, Geyserville, Cloverdale
Route 62	45-120 minutes (7:00 a.m. – 7:00 p.m.)	N/A	Santa Rosa Transit Mall, Santa Rosa Junior College, Sonoma County Airport
Route 66	30-45 minutes (8:00 a.m. – 5:00 p.m.)	N/A	Windsor Depot (Town Green), Shiloh Center, Foothill Regional Park, Lakewood Village

D. MARKET ANALYSIS

Methodology and Assumptions

The market analysis for Windsor Civic Center Visioning Plan will provide support to the project design process in terms of supportable demand for non-residential land uses. At this stage in the analysis, Applied Development Economics(ADE) has compiled updated secondary data on key real estate market indicators for office and retail space, as well as more in-depth supply and demand data for the hotel market. In addition, ADE interviewed hotel developers and other real estate professionals to gain a more extensive assessment of potential market opportunities.

Office Market

The Town of Windsor is part of the "North Corridor" commercial real estate market that also includes the Airport area and Healdsburg. Recent trends have seen continued improvement in the market conditions. According to data compiled by Keegan & Coppin Company, office lease rates range from $1.75 to $2.15 per square foot for Class A spaces, and from $1.35 to $1.55 for Class B spaces. [1]

For the office market, the vacancy rate saw a slow and steady decline between Quarter 1 of 2013 and Quarter 2 of 2015. The total office space in the North Corridor market has remained around 2.1 million square feet, while the vacancies have generally stayed above 330,000 square feet. The vacancy rate in Quarter 1 of 2013 averaged 17.3 percent, and this declined to 15.1 percent by Quarter 2 of 2015.

However, in the third quarter of 2015, the sub-market absorbed 222,590 sq.ft. of new space and 83,658 of existing space and ended with a vacancy rate of 10.4 percent by 4th quarter 2015. This remained fairly stable through the end of 2015 but by the end of the first quarter 2016, the sub-market had absorbed another 55,846 of existing space and ended with a vacancy rate of 8.2 percent. This is the lowest rate of any of the sub-markets in Sonoma County, suggesting that the North County area is seeing more demand and is increasingly attractive to office space users.

Table 2.3: Office Vacancy Trends, North Corridor Area (Q1 2013 to Q1 2016)

Office			
Time Period	Total Space (Sq.Ft.)	Vacant (Sq.Ft.)	Vacancy Rate
Q1 2013	2,141,938	370,932	17.3%
Q2 2013	2,154,211	351,745	16.3%
Q3 2013	2,154,211	344,998	16.0%
Q4 2013	2,154,211	353,858	16.4%
Q1 2014	2,112,450	338,437	16.0%
Q2 2014	2,111,758	334,941	15.9%
Q3 2014	2,111,758	326,897	15.5%
Q4 2014	2,111,758	330,958	15.7%
Q1 2015	2,138,016	337,832	15.8%
Q2 2015	2,138,016	323,762	15.1%
Q3 2015	2,328,238	241,558	10.4%
Q4 2015	2,334,348	247,300	10.6%
Q1 2016	2,334,348	191,454	8.2%

[1] Keegan & Coppin Company, Inc.; Commercial Real Estate Forecast, 2015, North Corridor/Windsor Overview.

Retail Market

The most recent vacancy report for the retail market in Windsor (Q1 2016) shows a total gross leasable area (GLA) of 1.48 million square feet, with only 45,214 square feet of available space and a 3.1 percent vacancy rate. This compares favorably to both Santa Rosa and Healdsburg, as well as the countywide average, which is 3.8 percent retail vacancy. However, the Town Green area is included in the category of "Neighborhood and Above Center" in which Windsor shows a 5.7 percent vacancy rate, well above the other two comparison cities. Bell Village, recently opened, is nearly doubling Windsor's inventory of commercial space in this category.

Limited data is available on retail land values. One property on the market in Windsor is a 2.4 acre site on Starr Road. at Old Redwood Highway. According to the real estate listing, the major portion of this site has environmental constraints and the site offers 0.9 acres with 100 ft. frontage for development. Based on this site size, the asking price of $500,000 is equivalent to about $12.75 per sq.ft. of developable area. Data on other commercial sites have been found in Cloverdale and Santa Rosa. Ion Cloverdale, nine retail sites with a total of 10.6 acres are offered at an average of $13.23 per sq.ft. In Santa Rosa, five sites totaling 6.71 acres are offered at an average of $16.73 per sq.ft. As a potential land use mix is

Table 2.4: Retail Vacancies - Windsor, Healdsburg and Santa Rosa (Q1 2016)

Retail	*Total Gross Leasable Area (Sq.Ft.)*	*Vacancy (Sq.Ft.)*	*Vacancy Rate*	*Planned BUILDINGS (1 Year)*
REGIONAL RETAIL				
Windsor/Shiloh Center	297,000	3,000	1.0%	0
Santa Rosa Plaza	695,000	55,000	7.9%	0
Santa Rosa Town Center	172,320	25,000	14.5%	0
Santa Rosa Market Place	565,000	0	0.0%	0
NEIGHBORHOOD AND ABOVE CENTERS				
Windsor	690,209	39,214	5.7%	30,500
Healdsburg	218,234	3,500	1.6%	15,000
Santa Rosa	2,159,679	73,970	3.4%	285,000
OTHER RETAIL SPACE				
Windsor	491,412	3,000	0.6%	0
Healdsburg	377,080	26,483	7.0%	0
Santa Rosa	3,145,091	101,007	3.2%	0
TOTAL RETAIL SPACE				
Windsor	1,478,621	45,214	3.1%	30,500
Healdsburg	595,314	39,983	5.0%	15,000
Santa Rosa	7,997,090	260,277	3.3%	285,000
Total Sonoma County	18,485,876	709,314	3.8%	485,745

Source: ADE Inc. - data from Keegan & Coppin Company, Inc.

developed for the Town Green site, further analysis will be conducted of potential land values.

Hotel Market

ADE obtained aggregate operating data for seven hotels located in Windsor, the Sonoma Airport Area and northern Santa Rosa. All of these hotels fall into the upper end classes of hotel properties (luxury, upper upscale or upscale classes) and include 784 rooms. Table 2.5 summarizes the operating data for these properties for the 12 month period ending in March 2011 to the year ending March 2016.

Occupancy rates have improved substantially from 59.1 percent in March 2011 to 77.0 percent in March 2015. The occupancy rate has remained stable in the past year ending in March 2016. Healthy occupancy rates are generally considered to be 65 percent and above. The new Holiday Inn in Windsor will add 100 rooms to the local inventory and based on the trends in Table 2.5 should be absorbed without difficulty. Average daily room rates have increased steadily during this period and with the increasing occupancy rates, the revenue per available room has seen double-digit growth in every year until the last one, when the occupancy rate finally stabilized.

These results are very consistent with countywide trends. Sonoma County outpaced the State of California and the US in 2013 and 2014 in terms of hotel occupancy rates and achieved a RevPAR of $98.24 in 2014.[2] In 2014, Healdsburg commissioned a hotel market study that concluded that City could absorb another 485 rooms based on market conditions at that time, which seem to have further improved more recently. [3]

While there are at least two potential hotel sites – one within the Civic Center study area and another on the Richardson property outside the study area, discussions with hotel developers familiar with Windsor suggest that the Town should expect that only one hotel can be absorbed at a time. While an independent boutique hotel on Town Green may serve a different market than the new Holiday Inn or another hotel in the Downtown, it would be prudent to assume that each property needs to reach sustainable occupancy before the next property can be added to the inventory.

2 Sonoma County Economic Development Board. 2015 Annual Tourism Report July 2015.

3 PKF Consulting, Inc Recommendations of Future Hotel Supply Growth in Healdsburg, CA. March 31, 2014

Table 2.5: Windsor Hotel Market (2011-2016)

DATE	OCCUPANCY		ADR		REVPAR		SUPPLY	DEMAND	REVENUE
	This Year	% Chg	This Year	% Chg	This Year	% Chg	% Chg	% Chg	% Chg
Mar 2011	59.1%		$118.34		$69.89				
Mar 2012	65.7%	11.2	$122.70	3.7	$80.61	15.3%	-1.1%	10.0%	14.0%
Mar 2013	68.4%	4.1	$130.65	6.5	$89.39	10.9%	-0.0%	4.1%	10.9%
Mar 2014	74.3%	8.6	$136.24	4.3	$101.20	13.2%	0.0%	8.6%	13.2%
Mar 2015	77.0%	3.7	$145.52	6.8	$112.10	10.8%	0.0%	3.7%	10.8%
Mar 2016	77.1%	0.1	$157.24	8.1	$121.28	8.2%	0.0%	0.1%	8.2%

Source: Smith Travel Research

Note: ADR = Average Daily Rate; RevPAR = Revenue per Available Room.

CHAPTER 3:

URBAN DESIGN FRAMEWORK

URBAN DESIGN FRAMEWORK

The Urban Design framework illustrates the future physical form of the study area organized around key elements which form the basis for location, form and scale of various land uses and programs in relation to each other and the existing context. The purpose of the Urban Design framework is to ensure that the Civic Center becomes the hub of civic and cultural activities of the community and demonstrates an exemplary approach to embracing ecological, social and economic sustainability.

The key elements of the framework are as indicated below:

Heritage Oak Groves:

Preserving Heritage Oak trees. (Figure 3.1)

Open Space Network:

Ensuring the protection of the natural resources by creating dedicated open space around the heritage oaks and the stream. These open spaces will be connected with the Town Green and other parts of the town bike and pedestrian trails. (Figure 3.2)

Critical Axes:

Connecting the study area with the existing fabric of the town by continuing critical axes defining views and access through the site. (Figure 3.3)

Circulation Network:

Continuing existing street network through the site to stitch it with its context. (Figure 3.4)

Block Pattern:

Organizing the development blocks around the critical axes, open space network and circulation network. (Figure 3.5)

The Proposed Blocks and Existing Land Ownership :

Figure 3.6 illustrates how the current landownership pattern overlays on the proposed block pattern that emerges from the urban design framework. It will be important to understand this overlay for the town to determine what negotiations it may need to undertake for constructing future buildings in the Civic Center.

Active Frontage and Defined Building Edges:

Identifies opportunities to introduce active uses on the ground floor of the buildings that surround the Town Green. It also recommends specific blocks that should ensure a defined building edge to emphasize a critical axis. (Figure 3.7)

Heritage Oak Groves:

Intent: To preserve Heritage Oak Groves.

- The Heritage Oak groves are a valuable ecological asset on the site. The community clearly expressed during the Visioning Charrette that preservation of the Oak groves was very important for them. It thus became the foremost guiding principle of the Visioning Plan.

Figure 3.1: Heritage Oak Groves



Open Space Network

Intent: To ensure protection of the natural resources by creating dedicated open space around them.

- The Open Space Network intuitively follows the location of the Heritage Oak Groves and the path of the seasonal stream. It creates an ecological corridor that weaves through built form in the Civic Center.
- It will be imperative that the future buildings in the Civic Center are sensitive to the Open Space Network, in their placement and potential impact.

Figure 3.2: Open Space Network



Critical Axes

Intent: To establish and maintain - the visual, aesthetic and economic view corridors connecting the Civic Center, Town Green and the downtown.

- The economic development of a town is closely connected with its physical form, quality and design of the built environment, open space and public realm. It is also influenced by connectivity between various areas of the town, both physically and visually.
- The critical axes provide guidance for establishing the physical circulation network as well as key visual corridors, which will be important for determining how buildings are located within the Civic Center.

Figure 3.3: Critical Axes



Circulation Network

Intent: To establish clear paths of circulation to connect Civic Center with its context.

- The critical axes laid the basis for the network of streets and pedestrian paths within the Civic Center.
- The circulation network also ensures that the existing street network from the neighborhoods west of the Civic Center is continued, for improved connectivity with the new development on the east.
- This framework also identifies opportunities for introducing gateway elements and landmarks in the Study Area, Town Green and Downtown.

Figure 3.4: Circulation and Gateway Elements



Block Pattern

Intent: To establish a clear organization structure for the built form.

- The block pattern that emerged from the Open Space and Circulation Network defines the extent of developable land in the Civic Center. The diagram also illustrates potential pattern of development parcels within each block that will determine the extent of building footprints as well.

Figure 3.5: New Blocks



Proposed Blocks and Existing Parcel Ownership

- The Proposed Blocks and Existing Land Ownership diagram illustrates how the current land ownership pattern overlays on the proposed block pattern that emerges from the urban design framework.
- It will be important to understand this overlay for the town to determine what negotiations it may need to undertake for constructing future buildings in the Civic Center.

Figure 3.6: Proposed Blocks and Existing Ownership



Active Frontage and Defined Building Edges

- This identifies opportunities to introduce active uses on the ground floor of the buildings that surround the Town Green.
- It also recommends specific blocks that should ensure a defined building edge to emphasize a critical axis and the relationship of the buildings to the street.

Figure 3.7: Active Frontage and Defined Building Edges



CHAPTER 4: PREFERRED CONCEPT

PREFERRED CONCEPT

The Urban Design Framework is the fundamental organizing component of the plan and informs how land uses are located within the study area.

The preferred concept explores the idea of relocating the Town Hall to Block E, in a new building and replaces the existing Town Hall buildings with shared surface parking area. (Figure 4.1)

Key Features of the Visioning Plan:

- Town Hall is relocated to Block E, where the current school district building is located.
- This location makes the Town Hall easily accessible from Old Redwood Highway as well as from streets within the Civic Center mixed-use district.
- A direct visual and pedestrian connection is provided from the downtown, through the Town Green (in the form of circulation easement in blocks A and D).
- Existing Town Hall buildings are replaced with a shared surface parking area. this allows shared use between offices during business hours and retail to the south during evenings and weekends. This new parking area is central to both.
- Mixed use development with ground floor retail and other public uses, on Block A, to activate the northern edge of Town Green and complete the notion of "Town Square". The uses allowed under this designation are retail, offices/co-working spaces, hotel, small conference facility, compact residential use such as millennial studios and business incubation spaces.
- The Multi-purpose Events Center on the existing library site: This site is a gateway to the Civic Center district, the Town Green and the downtown. The building for the Events Center will

Figure 4.1: Preferred Land Use Diagram



be emblematic of a "Pavilion in the Park" where the Town Green extends all the way to Old Redwood Highway and the building becomes a landmark for the Town of Windsor, oriented to enable views of the Town Green from Old Redwood Highway.

- As the name suggests the Multi-purpose Events Center will serve as a venue for a wide range of events such as performances, music recitals, wedding receptions, large community gatherings, community classes and some of the programs that are currently hosted in the Huerta Gymnasium.
- The Library will be rebuilt as a two story structure on the site north of its current location, nestled adjacent to one of the Heritage Oak groves, along Redwood Highway.
- Blocks F, G & H are designated for residential development that conforms to the density of 12-32 du/acre, allowed by the Downtown/Station Area Specific Plan.
- Since this is a mixed use district with diverse uses, the parking ratio assumptions conform to the guidelines set forth by Institute of Transportation Engineers (ITE) for shared parking after considering peak time demands for various uses within the district. All residential uses will be self-parked in the same block, while non-residential uses will share on-street and off-street parking in the Civic Center area.
- The land use diagram designates land uses within the Civic Center study area, overlaid on the urban design framework. It establishes clear guidance for locating various uses, including open space, within the mixed use district and calls out easements for circulation and pedestrian connection.

Figure 4.2: Recommended Conceptual Building Layout



Land Use Program

Table 4.1: Land Use Program For Preferred Alternative

NO.	BLOCK	PARCEL AREA Sq. Ft	LAND USE	# FLOORS	FAR Recommended	FAR per Station Area Specific Plan	PARKING PROVIDED ON STREET	PARKING PROVIDED OFF STREET
1	A	28,088	Civic Center Mixed Use	4	4.000	2.500	42	65
							107	
2	B	38,415	Multi-purpose Events Center	1	0.500	2.500	2	0
							2	
3	C	42,540	Heritage Oak Grove	0			42	0
							42	
4	D	79,705	Library, Open Space and Surface Parking	2	1.500	--	61	124
							185	
5	E	29,727	Town Hall + Council Chambers	2	0.850	--	27	16
							43	
6	F	18,040	Townhomes	3			18	16
							34	
7	G	12,180	Residential Apartments	3			16	21
							37	
8	H	23,335	Residential Development	3			19	56
		5,700	Residential Development	2				
		5,700	Retail / C	1				
							75	
							525	

LINKED SEQUENCES

The full realization of the preferred concept is dependent on a sequential development of various components of the plan. Development of uses on the new blocks is related to relocation of certain uses that are currently situated in the place. Figures 4.4 to 4.8 illustrate the relationship of the sequence of actions. It should be noted that this is not a phasing plan tied to a specific time frame. But these diagrams illustrate what the logical sequence might be for developing various uses, when the town decides to implement those projects based on funding, partnerships or other factors of consideration.

Sequence 1 (Figure 4.4)

The current programs in the Huerta Gymnasium will need to be relocated to another venue, so that the existing building is replaced by the new mixed-use development along the northern edge of the Town Green.

Sequence 2 (Figure 4.5)

If the police facility is located off-site to a place that better serves their purposes, the functions of the Town Hall can expand within the existing building, until the Town is ready to build a new Town Hall. This is especially important, because per the preferred concept, a new Town Hall building is proposed on the land partly owned by the Windsor School District and the Telfer-owned property. The town will need to work an arrangement with the property owners, to implement this project.

Sequence 3 and 4 (Figures 4.6 and 4.7)

Construction of a new and expanded library in the new location (per the preferred concept) will allow for the demolishing of the existing library building to construct the new Multi-purpose Events Center.

Sequence 5 (Figure 4.8)

Construction of a new Town Hall is linked with the relocation of the Windsor Unified School District offices and acquisition of a small portion of the Telfer-owned property. Owners of the Telfer property will need to work with the Town to implement the proposed residential development.

Existing Buildings

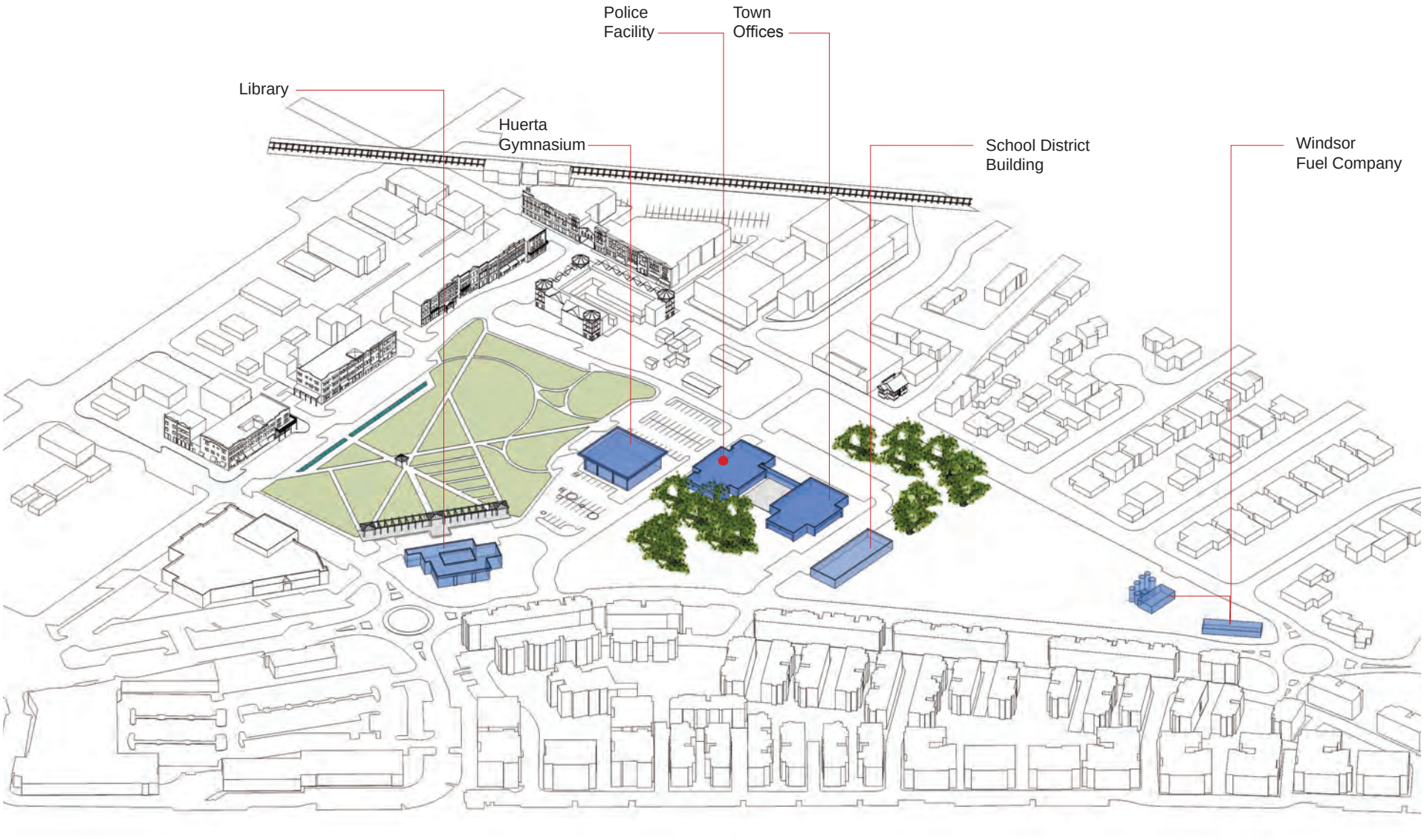


Figure 4.3: Existing Buildings Isometric Diagram

Sequence 1: Relocate the Huerta Gymnasium and Allow Mixed-use Development Towards North Edge of the Town Green

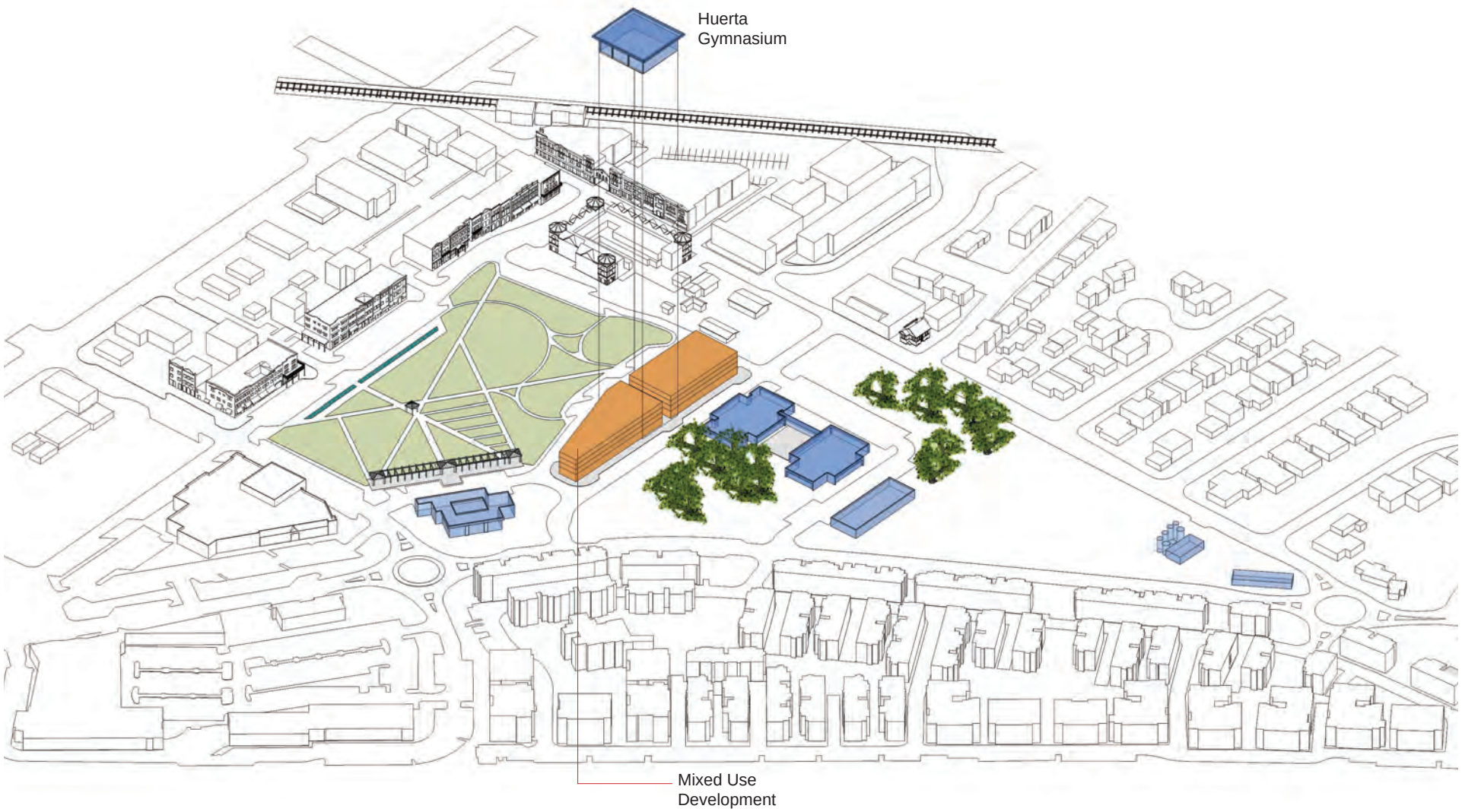


Figure 4.4: Dependent Sequence For Civic Center Mixed use development

RELOCATE THE POLICE FACILITY OFF SITE AND EXPAND TOWN HALL

Sequence 2: Relocate the Police Facility Off-site and Expand Town Hall

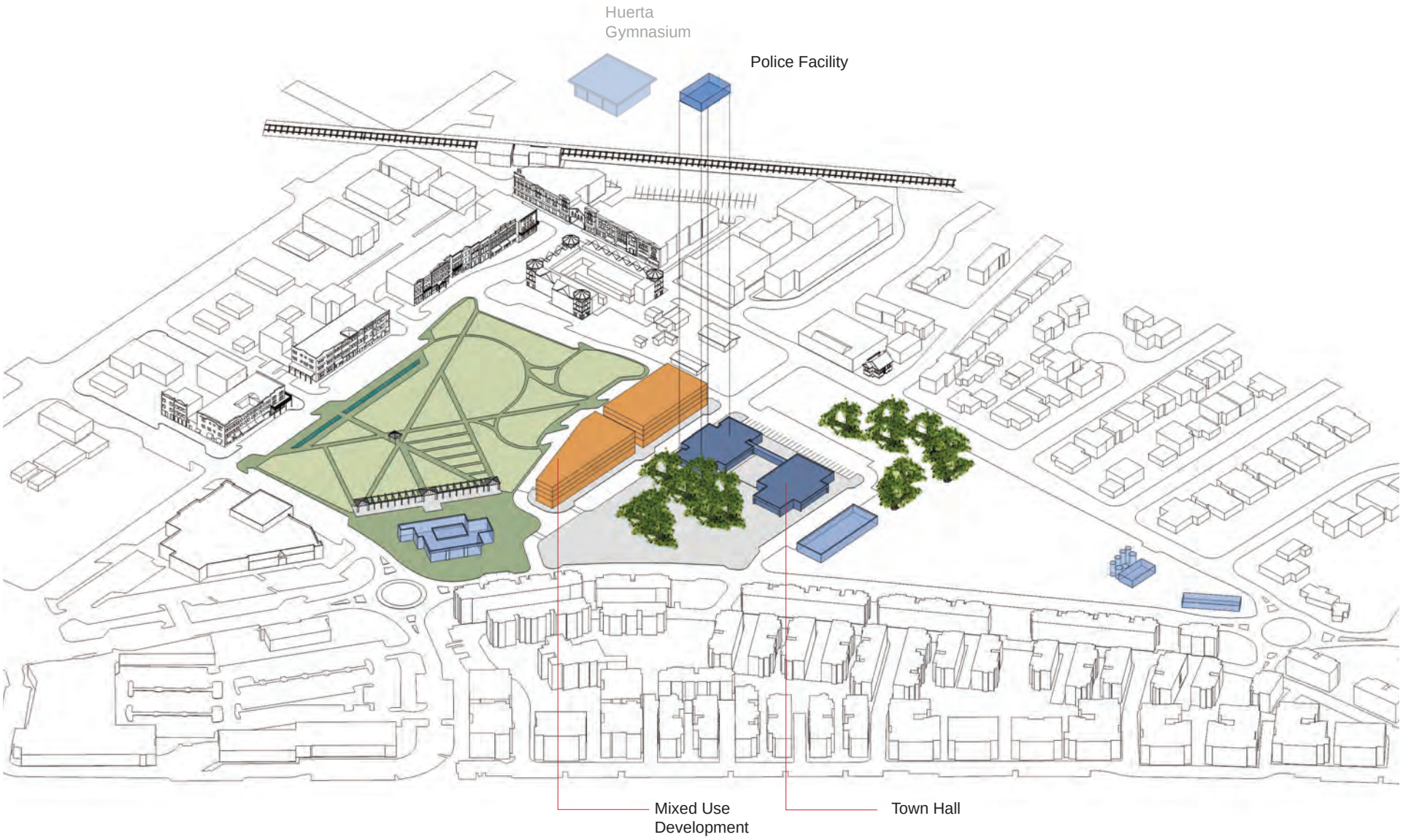


Figure 4.5: Dependent Sequence For Town Hall Expansion

Sequence 3: Relocate the Library and Replace the Old Library with Multi-Purpoose Events Center

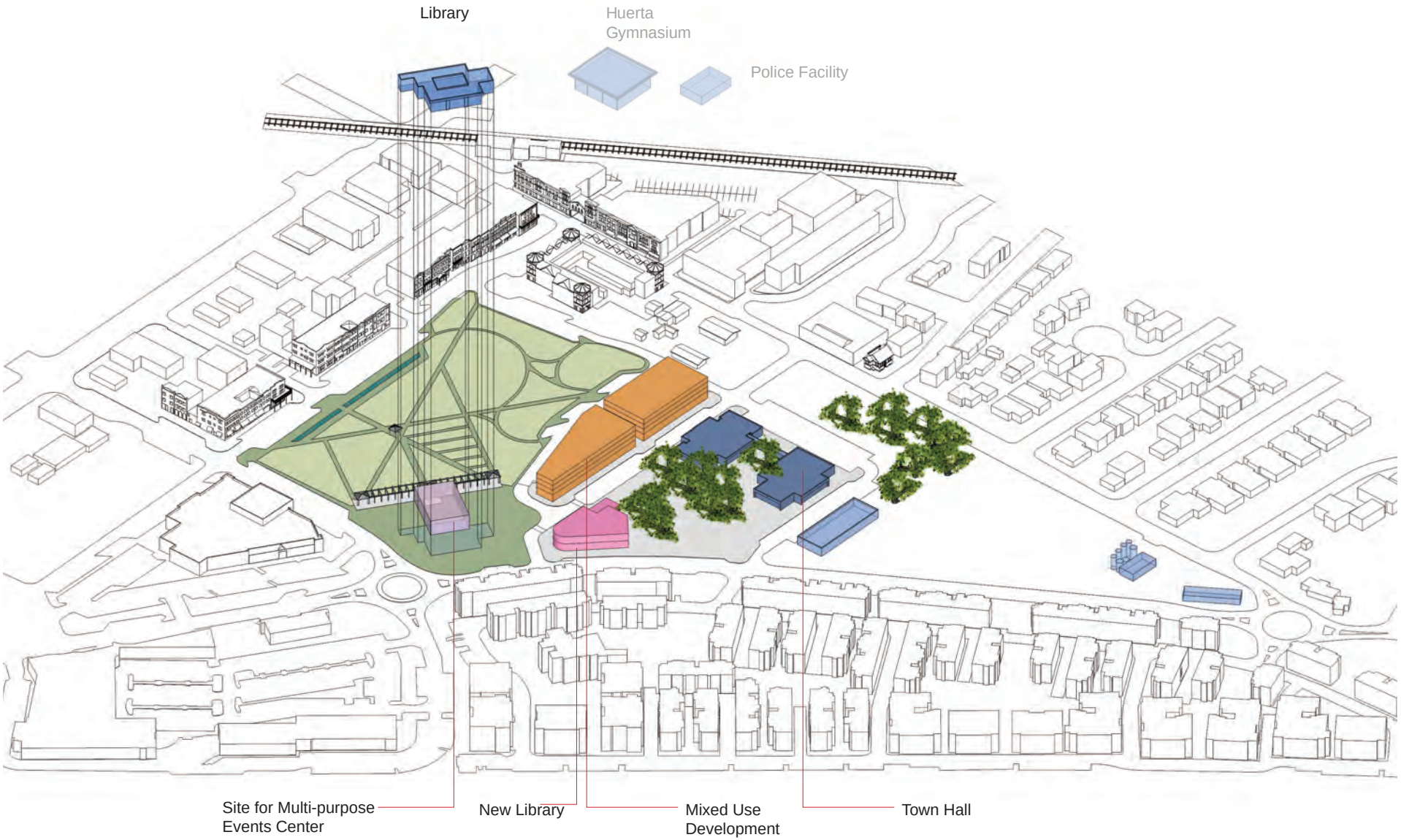


Figure 4.6: Dependent Sequence For Multi Purpose Events Center

Sequence 4: Relocate School District Off-site and Acquire Parcels to Build New Town Hall

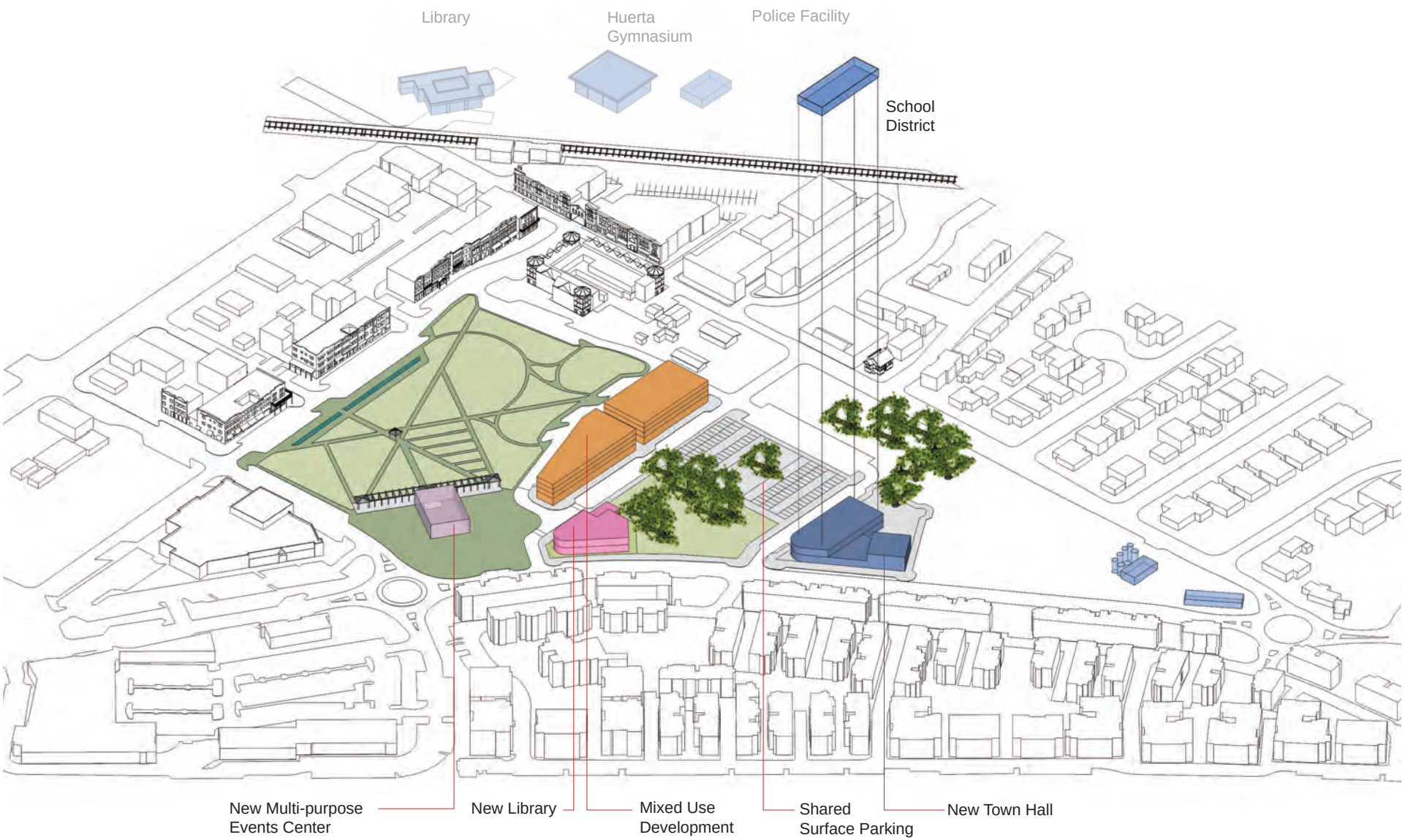


Figure 4.7: Dependent Sequence For Building New Townhall

Sequence 5: Redevelop the Telfer Property into a Compact Residential Developement.

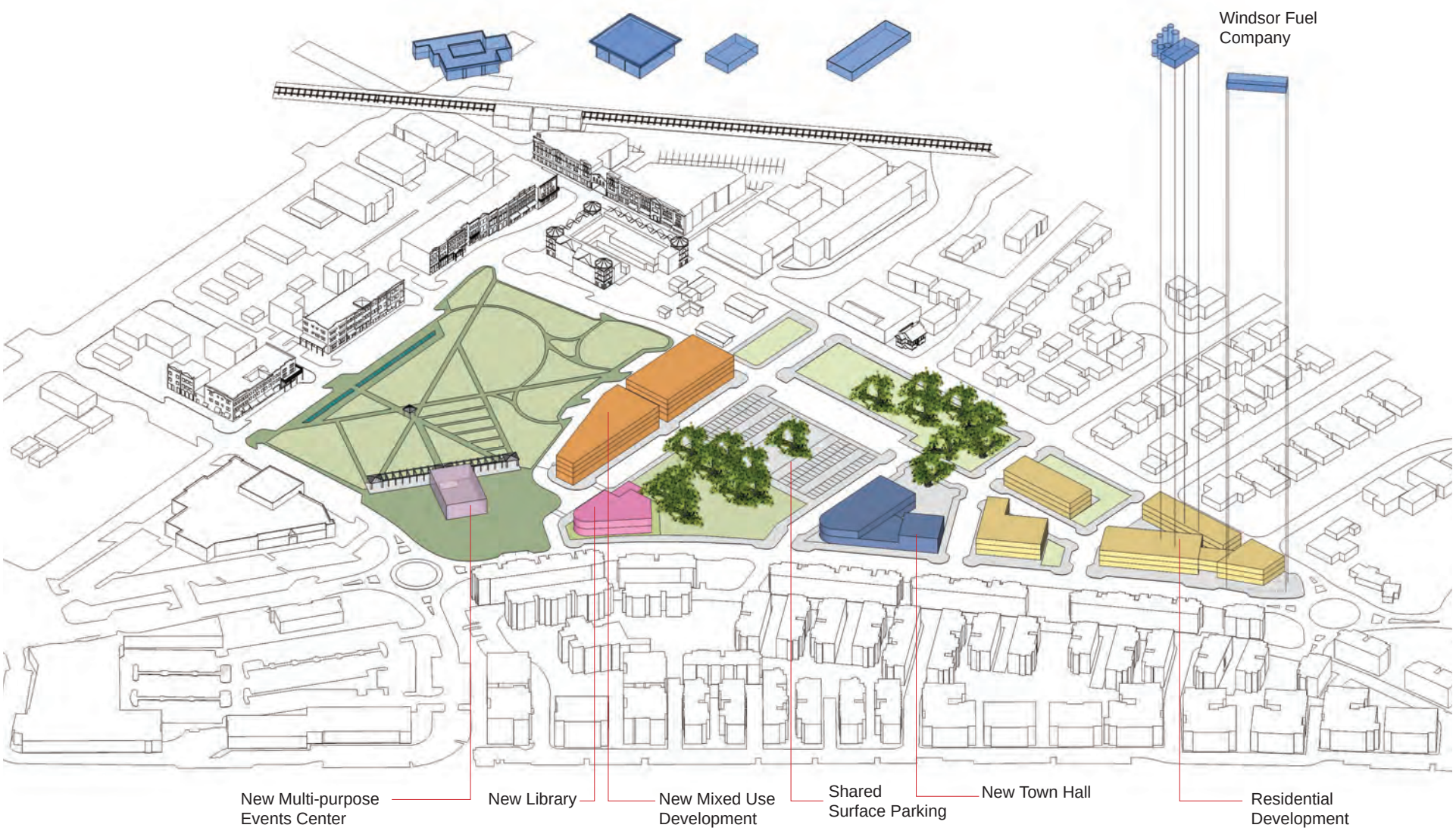


Figure 4.8: Dependent Sequence For Compact Residential Development

Future Opportunity Sites

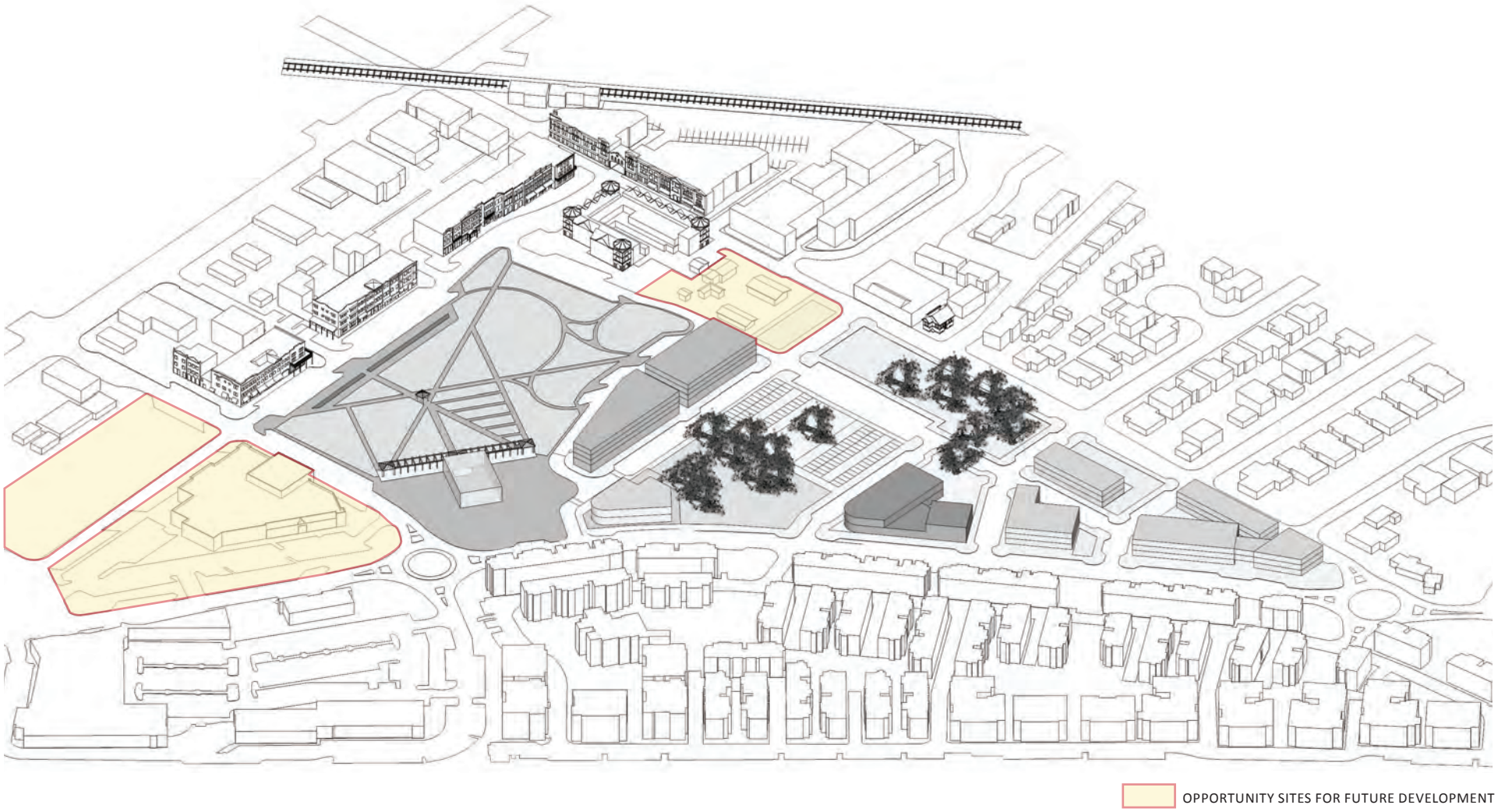


Figure 4.9: Opportunity Sites For Future Development

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CHAPTER 5: IMPLEMENTATION STRATEGIES

A. DESIGN GUIDANCE

B. ECONOMIC FEASIBILITY

C. RETAIL IMPLEMENTATION STRATEGY

D. PARKING MANAGEMENT STRATEGY

A. DESIGN GUIDANCE

The Windsor Station Area/Downtown Specific Plan (adopted in January 2012 and amended in January 2013) has set forth clear development standards and design guidelines for the Planning Area. The Civic Center study area falls within this Specific Plan Planning Area, therefore future development will comply with the overall development standards, design goals and guidelines established in the Specific Plan, except where allowed otherwise, by policies contained in the General Plan.

In addition to the Specific Plan Design guidelines, the Civic Center Visioning Plan makes some unique recommendations, to ensure adherence to the Urban Design Framework with the goal to create a physically and visually cohesive district with high quality public realm. The development guidelines are an important implementation tool for the town to ensure that the future development is of the highest standard envisioned, with a scale and intensity that is appropriate for the Civic Center area and sensitive to its context.

The success of the Civic Center as a mixed-use development will be influenced not only by where the uses are located and how they interact with each other, but also on the physical form of the district defined by the buildings, open spaces and public realm. Therefore the Design Guidance for the Civic Center focuses on physical form as its organizing structure rather than just the land use alone.

Some of the recommendations are applicable to the entire district, while some are specific to individual blocks, in response to the uses and building types that are proposed on those blocks. Since the Visioning Plan is not a regulating document, the recommendations made in this chapter are intended to guide the physical form, character and the envelope, rather than being prescriptive about architecture styles. Below are the key components addressed in the design guidance;

Quality and Materiality:

- The quality of public realm and buildings, together lends to the experience of a place. As part of the internationally renowned Sonoma wine country, it is only fitting that the Windsor Civic Center reflects the world class experience that is synonymous with the region.
- Cohesive and consistent use of high quality materials for construction of buildings as well as public realm is crucial.
- Use of materials that showcase the natural landscape of the region as well as complement the Heritage Oak groves on site, is strongly recommended.
- Natural materials such as stone, wood, metal and other complimentary materials that denote quality and wear well over a long period of time are highly suggested.
- A Civic Center is an integral aspect of community life and longevity and quality of buildings should be an important virtue.
- Architectural details on building facades as well as public realm also contribute significantly to highly quality environments.



SONOMA COUNTY LANDSCAPE



CONTEXT SPECIFIC ARCHITECTURE AND USE OF BUILDING MATERIALS IN SONOMA COUNTY



CONTEXT SENSITIVE USE OF BUILDING MATERIALS



EXAMPLE OF CIVIC BUILDINGS USING HIGH QUALITY BUILDING MATERIALS AND MASSING TO ACHIEVE A SCALE AND CHARACTER APPROPRIATE TO ITS CONTEXT

Building Massing and Height:

- Massing and height guidelines ensure that the future buildings are appropriately scaled not only to the immediate context outside the Civic Center District, but also to the buildings and open spaces within the district.

- Breaking the mass of buildings that have a large footprint or are taller than two stories will be important to create a finer grain fabric and human scale, appropriate to Windsor's existing context and also create opportunities for interesting façade articulation.

- Massing and height may vary from block to block and is determined by the location of the building within the district.

Building Setbacks:

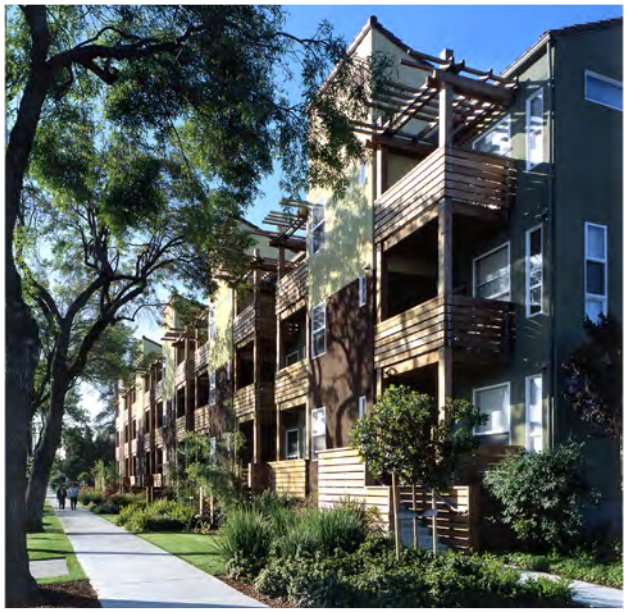
- Setbacks define the relationship of the buildings to the street and may vary from block to block.

Street Wall:

- Street wall is defined by the consistent length of a building façade along a street. Different blocks have specific requirements of minimum façade length within the block, depending on the land use, public realm requirements and width of the street.

Façade Articulation:

- Façade articulation is important to create a visual rhythm, variety and interest along a street and significantly contributes to the experience of the overall district. Fenestration, architectural details of building elements, textures and materials are some of the key components that should be considered in the design of building facades.









EFFECTIVE USE OF BUILDING SETBACKS, STREET WALL AND FACADE ARTICULATION CREATES BUILT ENVIRONMENT INTERESTING







MIXED USE BUILDINGS WITH GROUND FLOOR RETAIL USES ACTIVATE THE STREETS

Ground floor use:

- A ground floor that hosts publicly accessible uses, helps activate streets and creates a lively and vibrant district.

Entrance and Access:

- Location of entrances and access to buildings is also an important consideration when activating streets as well as creating visual connection with the downtown, Town Green and civic uses.

Public Realm:

- High quality public realm is one of the most important factors in the success of a place. Design of public realm must be integrated with the design of buildings to ensure consistency of design quality and materials.

Special Features And Landmarks:

- It is strongly encouraged to find opportunities for introducing special features and landmarks, such as public art, architectural elements or special programming to create a unique experience in the Civic Center.





SPECIAL FEATURES AND PUBLIC REALM

Block A

Building Use and Design

- Block A is designated as mixed use to encourage continued activity in the evenings and weekend activities on the Town Green.
- This block is recommended to include a variety of uses such as retail, offices/co-working spaces, hotel, small conference facility, compact residential use such as millennial studios, and business incubation spaces. There could be a restaurant or public use amenities on the rooftop , for instance.
- While the uses on the upper floors can be flexible, the ground floor will only house uses that create an active use frontage. That includes uses that are accessible to public, contribute to a high-level of pedestrian activity and enhance the pedestrian experience along the northern edge of the Town Green.
- Such uses may include, but are not limited to, stores, restaurants, markets, café's, galleries, hotel lobbies, and commercial recreation.
- Refer to Retail implementation strategy (pg. 95) for further detail.
- Block A will have a basement parking structure to fulfill parking requirements predominantly for the residential uses and some retail needs.

Setbacks and Easements

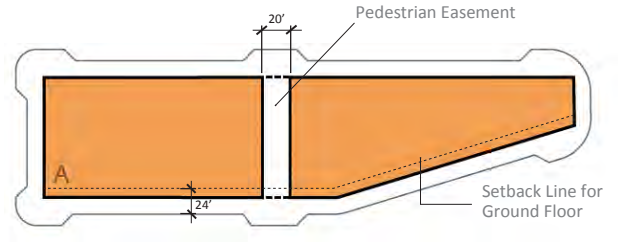
- The buildings on this block should be built to the property line, to create a consistent street edge along the Town Green.
- The ground floor will be setback from the property line by 6' to get a minimum of 18' wide sidewalk.
- It is recommended that in the case of restaurants; the ground floor is set further back by 6'- 8' so as to accommodate outdoor dining facing Town Green.
- There is a 20' wide easement on Block A to provide visual and pedestrian connection from Town Green to the future Town Hall. This reinforces the key axis, established in the urban design framework. Therefore development on block A should be in the form of two separate buildings rather than one long structure.

Building Massing and Height

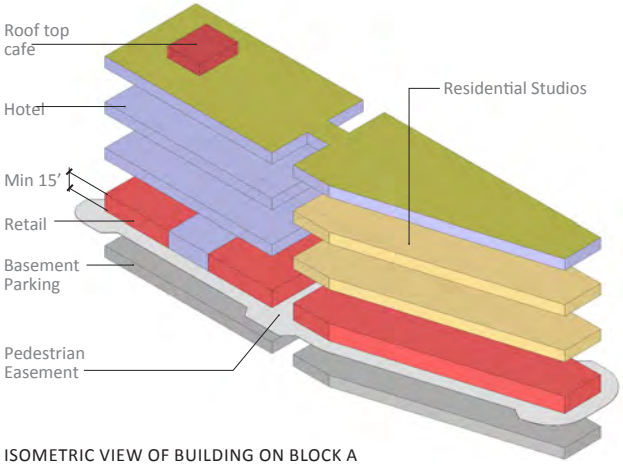
- The buildings in this block will be a minimum of two stories or 25' tall and a maximum of 4 stories or 57' tall (Windsor Station Area/Downtown Plan, 2013; P. 3-19). More than two stories are encouraged to complete the Town Green in terms of scale.
- In case of approved rooftop uses, the maximum building height could be 65'.
- The footprint of the rooftop should be no larger than 25% of the total floor area or 3000 sq. ft, whichever is less. Outdoor dining as part of the restaurant could be considered on the rooftop.
- Rooftop uses will be exempt from F.A.R. calculations.
- The rooftop structure will be setback a minimum of 15' from the building edge on all sides.

Ground Floor Use

- The minimum height of the ground floor will be 15'.
- The ground floor of the buildings will be visually permeable with large non-reflective glass windows.
- The retail/commercial frontage will have a consistent overhead projection in the form of awnings or other architectural features.
- The ground floor will be well-lit on the interiors and exterior to create a lively pedestrian environment.



PLAN SHOWING BUILDING FOOTPRINT ON BLOCK A



ISOMETRIC VIEW OF BUILDING ON BLOCK A

Figure 5.1: Potential Uses on Block A



Figure 5.2: Conceptual Section through Mixed Use Block



Figure 5.3: Section through Town Green and Proposed Mixed Use Development

Block B

Building Use and Design

- The future building on Block B will be a Multi-purpose Events Center. This site is a gateway to the Civic Center district, the Town Green and the downtown. The building for the Events Center will be emblematic of a "Pavilion in the Park" where the Town Green extends up to Old Redwood Highway.
- It is strongly recommended that the building is designed with visual permeability and porosity in mind to enable views of the Town Green from the intersection of the Old Redwood Highway and Market Street.
- The building should be of high-quality in its use of materials, and architectural design, to make it a landmark for the Town of Windsor.
- The maximum building footprint recommended on this block is 20,000 square feet with the shorter side of the building facing the Town Green, to maximize views to and from the Town Green.
- The building should be placed closer to the current Town Green stage, and preferably be designed with the ability to open up the shorter side to the extend seating into the Town Green.

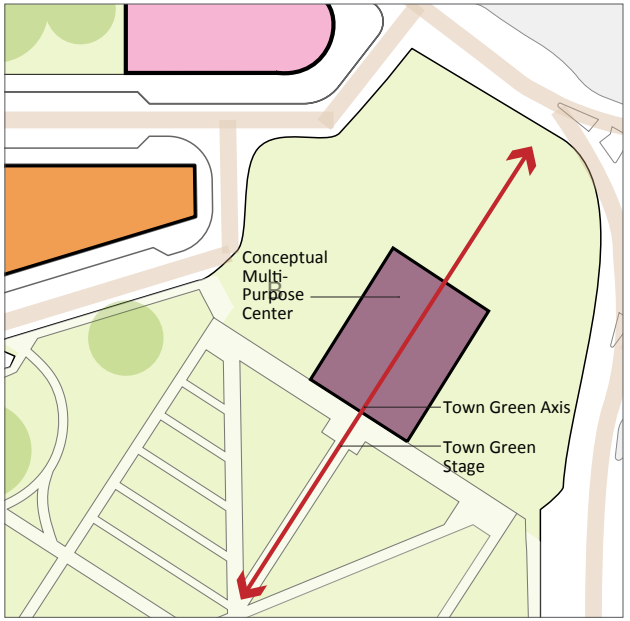


Figure 5.4: Building Placement on Block B



EXAMPLE OF PERFORMING ARTS VENUE EXTENDING IN THE OPEN SPACE
GREEN CENTER, SONOMA STATE UNIVERSITY

Block D

Building Use and Design

- Block D accommodates a range of uses such as the preserved Heritage Oak grove, the future library building and the shared surface parking lot.
- The design of the library building should be sensitive to the Heritage Oak grove immediately adjacent to it, as well as take advantage of the setting by creating opportunities for integrating the indoor spaces with the outdoor.
- The library building is situated at the end of a critical axis connecting through to Town Green and should have its main entrance aligned with the axis.
- The design of the surface parking lot should incorporate best practices in managing and treating surface water run-off to minimize impact on the health of the Heritage oak groves and other preserved open spaces within the district.
- It is highly encouraged to use permeable paving materials for parking stalls to reduce surface water run-off

Building Massing and Height

- The library building will be 2 stories tall and should have a maximum height of 35' up to the pitch line.
- The massing should respond to the Heritage Oak trees in the vicinity and minimize impact on their spread.
- The massing should provide opportunity for a gateway element in the form of a well-designed architectural feature at the intersection of Old Redwood Highway and Joe Rodota Way.

Setbacks and Easements

- The library building will be built to the property line, with 0' setback on Old Redwood Highway and Joe Rodota Way.
- There is a 20' wide North-South easement on Block A to provide visual and pedestrian connection from the Town Green to the future Town Hall. This reinforces the key axis, established in the urban design framework.

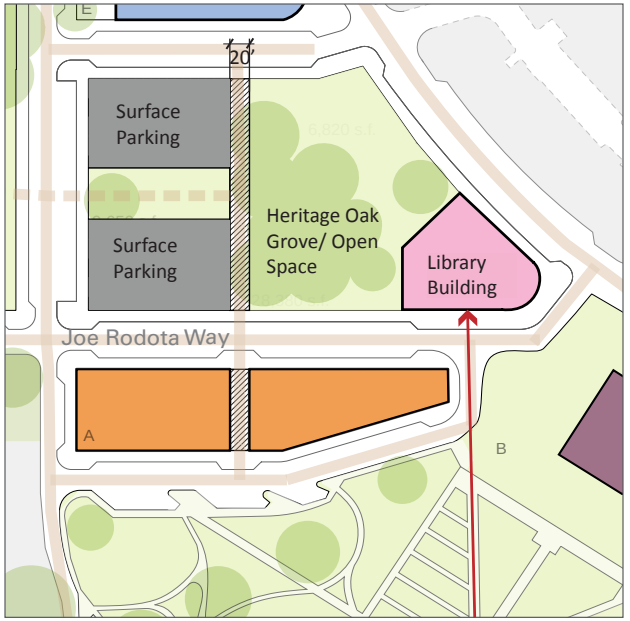


Figure 5.5: Building Placement on Block D



LIBRARY BUILDING WITH INDOOR-OUTDOOR FLOW OF SPACES
CHILDREN'S SECTION AT PALO ALTO LIBRARY

Block E

Building Use and Design

- Block E will be occupied by Town Hall functions to include Town offices, One-stop customer service area and Council chambers.
- The design of the Town Hall should reflect its institutional nature by using high-quality building materials, incorporation of well-designed architectural features and public realm.
- One of the critical axes, identified in the Urban Design Framework, terminates at the Town Hall, making a direct visual connection with the Town Green and downtown.
- Use of public art, an architectural element, building entrance or high-quality public realm component is highly encouraged to mark this axis and reinstate the presence of the Town Hall within the Civic Center district.

Building Massing and Height

- The Town Hall will be a minimum of two stories tall with a minimum height of 25'.
- The building massing should create opportunities for interesting building form that is sensitive to the context as well as lending a unique character to the Town Hall.

Setbacks

- The building will have 0' setback from property line, along Old Redwood Highway and along the street that separates blocks D and E, with a minimum frontage length of 70 percent, to define the street edge.

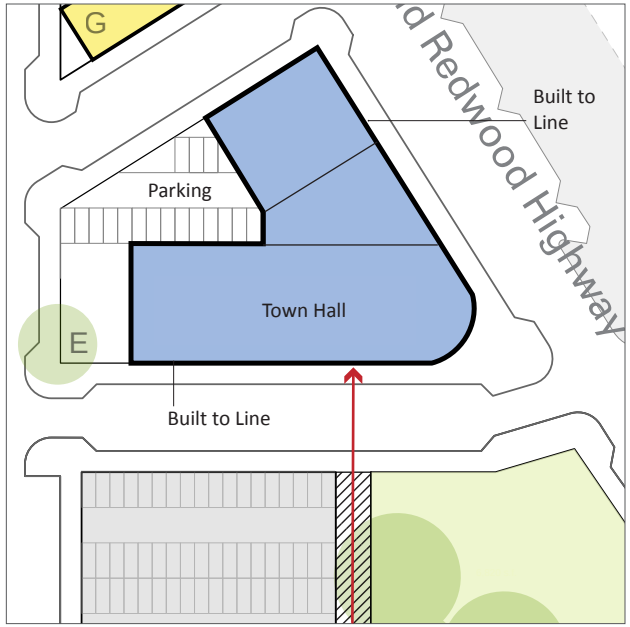


Figure 5.6: Building Placement On Block E



EXAMPLE OF CREATIVE BUILDING MASSING, HEIGHT VARIATION AND USE OF HIGH QUALITY BUILDING MATERIALS

Block F, G and H

Building Use and Design

Blocks F, G & H are designated for residential development to include uses such as townhomes, stacked flats, multi-generational apartments and open space.

Building Massing and Height

On blocks F and H, there will be townhomes along Windsor Road to ensure that new residential development is appropriately scaled to existing single family residences across the street. The maximum height of the townhomes should be 35' up to the pitch line and maximum 30' up to eaves.

On Block H, the third story of the townhomes should have a minimum step back of 8' from the building face.

Residential development along Old Redwood Highway, on blocks G & H are three story apartments over parking podium, scaled similar to the future Vintage Oaks project across the street. The maximum height of the apartment buildings should be 47' up to pitch line and 40' up to eaves.

Setbacks and Easements

Buildings on block F will have a front setback of 0' from the property line.

Buildings on blocks G and H should have a 0' set back from the property line, along Old Redwood Highway, Windsor Road, Commons Court and Howard Drive.

Block H will have a 20' circulation easement to continue Walten Way and provide pedestrian connection between Windsor Road and Old Redwood Highway.

Block F and G should have open space easements to protect the daylit segment of the stream that conform to the regulatory mandates in effect.



EXAMPLE OF MID-RISE RESIDENTIAL DEVELOPMENT ON BLOCKS F,G AND H

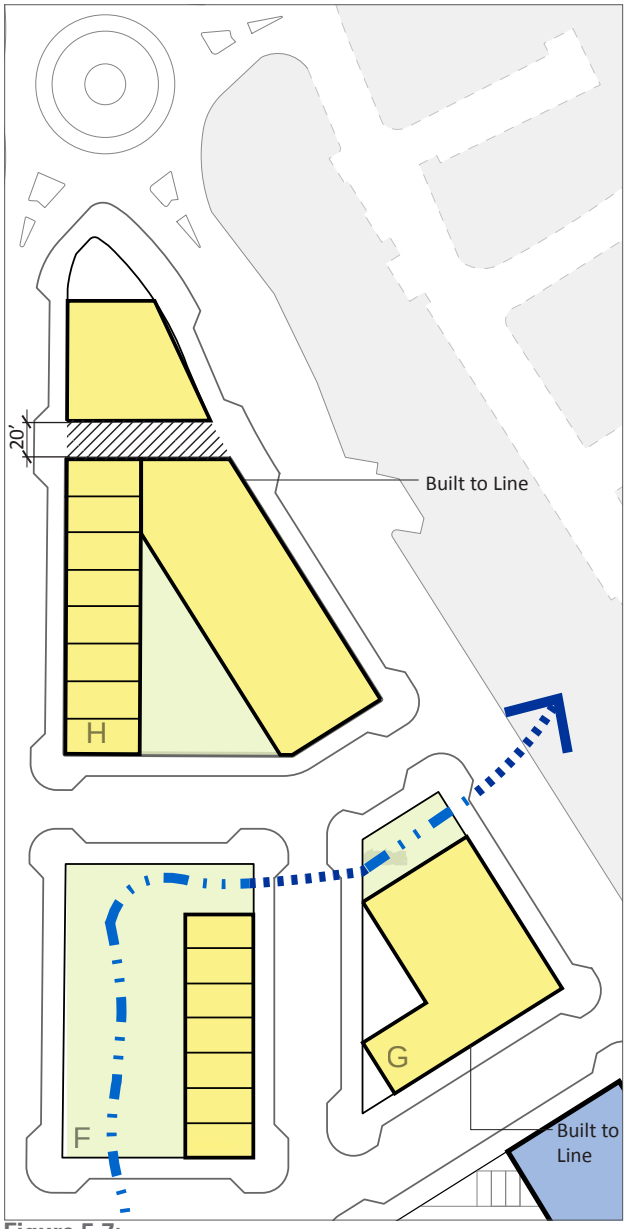


Figure 5.7:
Building Placement On Blocks F, G and H.

B. ECONOMIC FEASIBILITY

The Windsor Civic Center and Town Green Visioning Framework includes a number of private sector development opportunities as well as public facilities and amenities. ADE has prepared a preliminary analysis of how the private sector components of the plan may be able to help fund portions of the public sector elements.

Based on Alternative 2 as the preferred land-use concept, the private sector development opportunities include a mixed use development with retail, a hotel/conference facility, co-working offices and millennial studios on Town owned land (Block A). In addition, the northern part of the study area (Sites F, G and H) would be planned for residential units, anticipated to support 69 units including both townhomes and apartments. The public facilities, which may be sequenced over an extended period of time, include two shared parking lots, additional on-street parking, relocation of Huerta Gym, the library and the police facility and expansion/reconstruction of the Town Hall.

The market feasibility analysis for the private sector uses is summarized in Table 5.1. The unit values are based on market indicators compiled in ADE's Market Analysis for the General Plan Update and in the more recent Initial Report for the Windsor Town Square project, as well as current research conducted specifically for this analysis. For the non-residential uses, the market values are generally based on capitalizing estimated net operating income. For the main retail development on site A, the assumed lease rate of $2.20 per sq. ft. is comparable to advertised rates for the new Bell Village commercial area. For the smaller retail space associated with the residential development, a slightly lower rate was used.

The analysis of hotel revenues used the most recent Revenue per Available Room (REVPAR) figures available for the Northern Sonoma market ($121.28). The current lodging market in Windsor may be at the low-end of this overall market area. However, it does not appear that the 40 room hotel would be feasible, but rather the 70-room option would be more viable, particularly with the addition of the conference facility.

The co-working offices are assumed to rent at $2.15 per sq. ft., which is at upper-end for Class A office space in the market currently. The residential values are generally consistent with the market data provided in the General Plan Market Analysis and assume upscale construction and a relatively high-end market target.

Table 5.1: Preliminary Development Value Analysis For Windsor Town Green

PARCEL	PARCEL AREA	LAND USE	SQ. FT./ FLOOR	# FLOORS	TOTAL SQ. FT.	# UNITS	UNIT VALUE	TOTAL VALUE	CONSTRUCTION UNIT COSTS	COST*	RESIDUAL VALUE FOR LAND/ IMPROVEMENTS
A1 & A2	26,700	Retail	21,700	1	21,700		$347.14	$7,533,000	$270.01	$6,026,660	$1,506,340
		Hotel Lobby	5,000	1	5,000						
		Hotel	13,700	2	27,400	40	$191.28	$6,197,408	$257.74	$8,135,439	($1,938,031)
						70	$267.79	$8,676,371	$257.74	$8,135,439	$540,932
		Conference Facility	13,700	1	13,700		$247.02	$3,384,208	$243.88	$3,345,461	$38,747
		Co-Working Offices	13,000	1	13,000		$408.50	$5,310,500	$259.28	$3,564,626	$1,745,874
		Millennial Studios	13,000	2	26,000	40	$436.63	$11,352,343	$213.64	$6,134,410	$5,217,933
F1	11,525	Town Homes	8,310	3	24,930	8					
F2	6,515	Open Space					$269.55	$6,720,000	$244.72	$6,162,783	$557,217
G1	10,370	Residential Apts	9,950	3	29,850	21					
G2	1,810	Open Space									
H1	23,335	Residential Apts	9,770	3	29,310	24	$246.23	$7,217,035	$213.64	$6,357,313	$859,722
		Townhomes	7,080	3	21,240	8	$269.55	$5,725,343	$244.72	$5,250,602	$474,741
H2	5,700	Residential Apts	4,460	2	8,920	8	$246.23	$2,196,382	$213.64	$1,934,740	$261,642
		Retail/C	4,460	1	4,460		$308.57	$1,376,229	$270.01	$1,221,456	$154,772
TOTAL	85,955							$64,362,448		$54,607,930	$9,754,518
							to	$66,841,411	to	$54,607,930	$12,233,481

Source: ADE, Inc.

Note: Costs include construction cost plus developer's profit.

This development program would produce about $66.8 million in gross market value, assuming the larger hotel option. Direct design and construction costs plus nominal developer's profit would require about $54.6 million, leaving roughly $12.2 million for land costs, offsite improvements and contributions toward public facilities. The Town should expect that at least 20 percent of this would be needed to purchase the land, some of which is owned by the Town, leaving less than $10 million for offsite improvements and facilities.

In order to formulate a comprehensive financing strategy, it would be necessary to estimate costs for the public infrastructure, as well as the public facilities such as the new library, the Multi-purpose Events Center and a new Town Hall. A number of cities have used the approach of setting up a public-private partnership (P3) in which a master developer builds and sometimes operates for a fee the public buildings and then is also granted entitlements to complete the private sector development on the available land. This approach can create efficiencies that may lower the total cost of the public facilities as compared to constructing them separately from the private development. This option should be further evaluated when the potential costs for the public buildings have been estimated.

If the Town elects to treat the private sector development separately, the Town can obtain developer funding for public infrastructure and amenities through the imposition of development impact fees, direct developer construction of the parking and street improvements and/or through community benefits exactions. In addition, the Town could establish an assessment district or similar public financing mechanism. If the Town wished to impose additional development impact fees to fund street improvements, parking or amenities associated with the Town Green, it would need to complete a nexus study to demonstrate how the fees relate directly to the impacts of the new development. In addition, the chapter on parking management strategies outlines a number of financing mechanisms and techniques to address that component of the infrastructure program.

One option for the Town to supplement funding available from the new development would be to establish a public financing district in Downtown that would generate ongoing revenues in addition to one-time fees or exactions from developers. The California legislature has recently adopted a new form of public financing district, the Enhanced Infrastructure Financing District (EIFD), which allows a limited use of tax increment as well as combining other revenue streams to finance public improvements. This mechanism would allow the Town to form a Public Financing Authority that would receive revenues from a variety of sources, including outside grant funds, to finance many of the public facilities contemplated in the Town Green program. The private development analyzed in this memo would have a limited contribution to funding under the EIFD. At full build out, the development would generate about $114,000 per year ($2016) in tax increment, which would support bonding of about $1.5 million. However, if extended to wider area in Downtown the district could have a substantial financial benefit.

C. RETAIL IMPLEMENTATION STRATEGY

The Framework Plan envisions ground-floor leasable space for retail or restaurant uses, or perhaps service uses, facing south onto the Town Green. One of the roles to be played by new development guided by the Framework Plan is the enhancement of the consumer and pedestrian experiences in central Windsor. In other words, by planning for retail in mixed-use buildings on the northern edge of the Town Green, the Town aims to improve the quality and relevance of its pedestrian-oriented central commercial district.

New buildings alone will not accomplish this objective, even if they receive exemplary tenants. The actions required to implement this objective will require the exercise of deliberate adjustments in policy and disciplined, transparent administrative execution. The scope of these actions extends beyond the boundaries of the Civic Center study area.

Implementing Retail on the Civic Center Site

The mixed-use area on the Civic Center site will be the final opportunity to add a new shopping or dining location to central Windsor. Competent professionals therefore should carefully consider both the physical retail space, the terms of its occupancy and the capabilities of its tenants. A new food-oriented shop or restaurant on the northern edge of the Town Green would be complimentary to the new Oliver's Market shopping center. A very strong food-beverage "agro-retail" or, better, a restaurant operator able to attract regional and visitor traffic would expand the trade area and help improve the market position of both the Oliver's Market shopping center and the other retail spaces around the Town Green.

In order for the mixed-use block on the Civic Center site to become a reason for visitors to travel to the site, it must offer truly unique dining or discretionary goods that command large trade areas. The shop space must be carefully designed and provisioned to attract the most sophisticated operators.

In addition to the food-oriented shop or restaurant, other businesses offering truly unique dining and discretionary goods, and that can command very large trade areas including earned positions on visitors' timetables, will improve the mix.

Context for Retail Success

The retail and restaurant component on the Civic Center site will be an incremental addition to the larger Town Green shopping experience. It should be evaluated in the context of the larger grouping of shops and public spaces that comprise central Windsor. We'll use the term "**WINDSOR'S TOWN GREEN RETAIL DISTRICT**" or "**DISTRICT**" to include four nearby centers of activity: the shops in the mixed-use buildings, the anchor and in-line shops at the new Oliver's Market shopping center, various freestanding retail buildings on Windsor River Road and new retail space to be constructed in the Civic Center parcels. It is vital to understand the commercial context in which the Civic Center retail space will be placed.

Challenges & Opportunities for the Town Green Retail District

The Town Green District (or "District") faces well-known business challenges and enjoys certain business opportunities. Compared with other retail locations in Windsor's Sonoma sub-region, the District's position in the market is relatively weak, but with significant potential for improvement. We observe factors at three levels of business performance that explain this relative market weakness.

Merchandising Level

The shopping and dining experience in the District is good, but not good enough to command an unusually large trade area.

Operational & Property Level

Store merchandising is not coordinated and so the District compares unfavorably to shopping centers with coordinated offerings of merchandise categories.

District and Governance Level

The District has a moderate location disadvantage for regional, non-recurring trips. A more legible east entry configuration might mitigate this disadvantage. A larger collection of stronger retail and restaurant operators would make the location disadvantage irrelevant.

Improving Performance of the District

Success for the new retail and restaurant businesses on the Civic Center site would mean not only good sales performance at that location but also improvements in sales performance across all businesses in the District. We suggest measures corresponding to our observations at the three levels of business performance outlined just above.

Merchandising Level

To improve the position of the Development, the retail and services offering must be strengthened and the food service offering augmented to broaden the overall trade area.

Operational & Property Level

To improve the position of the District, storefronts and shop spaces on the mixed-use streets should be modified as much as economically feasible in order to attract more competent operators. Store hours, advertising and promotion must be coordinated. Performance of the important Bell Village component will not be known for about a year. Improvements for the River Road group of businesses, being most visible to auto traffic, represent a general opportunity beyond the scope of this report.

District and Governance Level

The most important short-term feasible action to improve the competitive position of the District would be to organize a common parking authority to actively manage the parking supply. The most important medium-term feasible action would be to find a way to extend the benefits of some mutually acceptable form of common retail management to all four components of the District.

Civic Alignment and Municipal Governance

Retail business development for street retail districts requires disciplined execution over many years. Placing in the General Plan a clear statement of the Town's role in improving the market position of the District would be helpful in providing direction and guidance to future leaders.

D. PARKING MANAGEMENT STRATEGY

As of 2008, there were more than 800 public off-street parking spaces and more than 600 on-street public parking spaces within downtown Windsor, which are not subject to pricing or time limits. Recent parking occupancy counts reveal that existing parking supply is adequate to accommodate parking demand on typical weekdays and weekends. However, on large event days at the Town Green, demand may exceed the existing supply. In almost all scenarios, it is better and less expensive for a city to first increase the efficiency of how the existing supply of parking is used, rather than to simply build more spaces. Managing parking has been shown to be one of the single most effective tools for alleviating congestion and improving operation of the street network, even when densities are relatively low and there are no major investments in other modes. Parking management can also have a significant impact on mode choice, which translates directly to reductions in congestion and the improved vitality and livability of commercial districts and adjacent neighborhoods.

This study provides a wide range of parking management strategies to ensure availability of curb spaces for shoppers and visitors, while optimizing utilization of existing off-street supply to meet a variety of parking needs in and around the Windsor Civic Center:

Parking Time Limits:

Increase customer turnover for local businesses and prevent spillover near sites that attract daylong parkers.

Targeted Enforcement:

Enforcement, which can range from hand written citations to advanced license plate recognition systems, is necessary at some level to ensure the success of parking regulations at on-street spaces.

Parking Ambassadors:

Ambassadors can assist with parking enforcement and provide information to visitors about parking regulations and neighborhood attractions and businesses in a friendly manner.

Signage and Wayfinding:

Reduces circling for parking by helping to orient visitors, shoppers, and residents to available parking facilities.

Transportation Demand Management:

Active promotion of and incentives for walking, cycling, ridesharing and transit reduces vehicle trips, alleviating parking demand and enhancing overall quality of life.

Residential Parking Program (RPP):

Manages parking spillover in residential areas by limiting times and duration of stay for non-permitted vehicles.

Remote Parking:

Offers longer duration parking options in the periphery to free up supply in core locations.

Valet Parking:

Addresses parking constrains during busy times such as events by offering centrally located drop-off points from which vehicles can be stored in underutilized locations.

Price Parking:

Pricing can be implemented to better ensure optimal rates of parking turnover and availability.

Parking Benefit District:

Returns revenue generated from parking pricing to the district it is generated in to finance neighborhood improvements.

Implementation Recommendations

Among the parking strategies outlined above, the following are recommended for short-term implementation:

- Parking time limits
- Targeted parking enforcement
- Supportive wayfinding improvements,
- These are basic parking management strategies that can be implemented at very low cost while maintaining flexibility for future adjustments and updates. Together, they could help encourage those parking for longer time periods (i.e. employees) to use off-street parking facilities, ensuring that customer parking is available close to destinations.

Long-term strategies, such as pricing and transportation demand management programs, should be further analyzed for feasibility and implementation needs. These may be considered as part of a focused downtown parking study, which would include data collection and analysis, and coordination with stakeholders and business owners.

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