JOINT TOWN BOARD AND PLANNING COMMISSION WORK SESSION

February 10, 2025 - 5:30 PM
Town Board Chambers, 301 Walnut Street, Windsor, CO 80550

To view Town Board meeting broadcasts, visit
www.windsorgov.com/MeetingsOnDemand.

AGENDA

GOAL of this Work Session is to have the Town Board receive information on topics of Town business from the Town Manager, Town Attorney and Town staff in order to exchange ideas and opinions regarding these topics.

Members of the Public in attendance are asked to be recognized by the Mayor before participating in any discussions of the Town Board

WORK SESSION AGENDA ITEMS

1. Board/Manager/Attorney Monthly Meeting
2. Draft Downtown Parking Management Plan Presentation - S. Ballstadt, Planning Director
3. Maijuana Licensing Consideration - S. Hale, Town Manager
4. Future Meetings Agenda

The Town of Windsor will make reasonable accommodations for access to Town services, programs, and activities and will make special communication arrangements for persons with disabilities. Please call (970) 674-2400 by noon on the Thursday prior to the meeting to make arrangements.

MEMORANDUM

Date: February 10, 2025
To: Mayor and Town Board
From: Scott Ballstadt, Planning Director
Re: Draft Downtown Parking Management Plan Presentation - S. Ballstadt, Planning Director
Item #: 2.

Background / Discussion:

As Windsor continues to grow, the downtown area is poised for even more development and revitalization. From 2020-2022, the Town worked to both identify current parking issues and forecast future parking demand. This effort led to proactive investment in downtown parking, including parking lot and walkway/alley improvement, and partnership with private parking lot owners to maximize existing downtown parking supply.

The Town remains committed to transitioning from identifying parking issues to developing solutions that mitigate anticipated future challenges. In Spring 2024, the Town launched a new effort to develop a strategic and actionable Downtown Parking Management Plan. The purpose of the Plan is to collect new data, and offer public input opportunities with various stakeholders, such as residents, local businesses, commuters, and visitors, to inform development of right-sized and sustainable parking management solutions for downtown Windsor.

Staff has been working with consultant Dixon Resources Unlimited since the project kicked off at the June 24, 2024 Town Board work session, resulting in the attached Draft Downtown Parking Management Plan for presentation at this work session.

Financial Impact:

The Plan outlines incremental steps for implementation both near-term and long-term that will require budgeting for incremental staffing levels and data collection and maintenance.

Relationship to Strategic Plan:

Preparation of the Downtown Parking Management Plan pertains to the Strategic Plan as follows:
Vibrant and Healthy Economy
Enhance and expand downtown Main Street vitality
Implement Downtown Parking Management Plan
Investigate opportunities for shared parking downtown

Recommendation:

Staff recommends Town Board provide staff any comments on the draft plan and direction regarding scheduling for Town Board consideration.

CC:

Attachments:

1. Windsor_Town Board Presentation_February 2025v1
2. 1.31.25 DRAFT Downtown Parking Management Plan

Joint Town Board + Planning Commission Study Session

February 10, 2025

DIXON
RESOURCES UNLIMITED

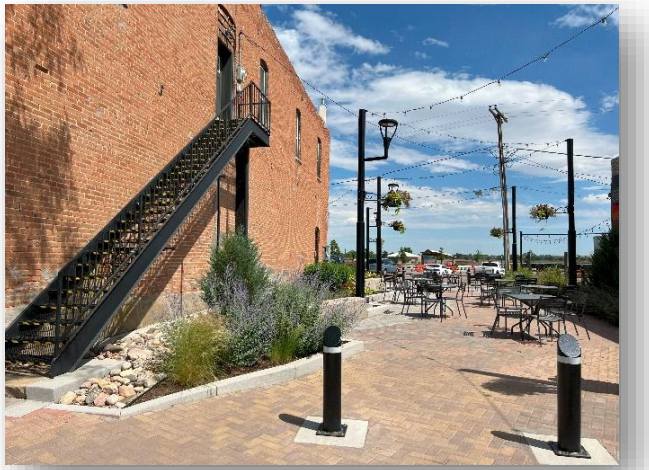
TOWN OF WINDSOR COLORADO

Tonight's Agenda

1. Project Overview
2. Executive Summary
3. Near-Term Plan Strategies
4. Financial Considerations
5. Q+A

Project Overview

- **Consultant Tasks**
  - Existing Conditions Assessment
  - Stakeholder Engagement
  - Data Collection
  - Recommendation Development
  - Implementation Roadmap



- **Important Local Context**
  - Recent & ongoing planning efforts:
    - Comprehensive Plan
    - Transportation Master Plan
    - Downtown Master Plan
  - Planning is community-driven

Vision + Guiding Principles

- **Previous Studies:** Demand projections, high-level parking management concepts.

- **This <u>Action</u> Plan:** Specific recommendations on how (and when) to move from "unmanaged" to "managed" public parking.

VISION

To ensure a friendly and safe public parking experience for Windsor residents, its business community and visitors.

GUIDING PRINCIPLES

1. **WELCOMING & ACCESSIBLE** for people of all ages and abilities.
2. **EASY TO NAVIGATE** with clear information about where parking is available and how to park when you arrive.
3. **DATA-DRIVEN** with a commitment to regular collection of good data to help inform decision-making.
4. **COMMUNITY-INFORMED** and committed to solutions that support Windsor's small town, charming and family-friendly feel.
5. **FLEXIBLE** enough to evolve and respond to future needs of residents, the business community, and visitors.
6. **COMMITTED TO GOOD STEWARDSHIP** of financial and environmental resources.

Plan Recap: Data Collection

- **Methodology**
  - Collected 3 rounds of data
    - May 2024
    - July 2024
    - August/September 2024

- **Data captured by drone footage and License Plate Recognition (LPR) Technology**

Plan Recap: Data Collection

Turnover/Length of Stay

Turnover was observed to be within the **good / adequate range.**

On average, **71% parked** in the Study Area **for 0-2 hours.**

Date	0-2 hrs	2-4 hrs	4-6 hrs	6-8 hrs	8+ hrs	Total
Saturday, May 04, 2024	62%	23%	6%	4%	6%	**100%**
Wednesday, May 08, 2024	60%	23%	5%	5%	8%	**100%**
Thursday, July 25, 2024	77%	12%	5%	3%	4%	**100%**
Friday, July 26, 2024	75%	14%	4%	3%	4%	**100%**
Saturday, July 27, 2024	76%	14%	5%	2%	3%	**100%**
Total	**71%**	**16%**	**5%**	**3%**	**5%**	**100%**

Key Data Takeaways

Overall, **occupancy** in the Study Area **is low**; however, there are **geographic and event-based hotspots** around key downtown destinations.

On-street occupancy increases consistently during the **late afternoon/early** evening in the block-faces **near the Windsor Mill.**

Except for the noted geographic or event-based **demand peaks, parking is typically available** within a block or two of a desired destination.

Plan Recap: Infrastructure Assessment

- On- and off-street assets are in good condition with visible pavement markings.
- Limited regulatory signage is present; however, several different sign types and messaging were utilized.
- Auto-directional wayfinding and parking destination signage aligned with Town's brand identity.
- Off-street parking supply is well-placed, and the Town has leveraged shared parking.
- ADA Compliance issues were noted in space quantity and layout.

Overall, downtown Windsor offers a variety of well-maintained, available and free public parking options that would be envied by many Front Range communities.

On-street & Off-Street	Public, Private, Shared Use
Signage & Wayfinding	Pedestrian Experience
Bicycle Infrastructure	Accessibility Considerations

Plan Recap: Public Process

PUBLIC PARTICIPATION: PUBLIC ENGAGEMENT TIMELINE

APRIL 2024
- Internal Project Kick-Off
- Formation of Technical Advisory Committee
  MET MONTHLY

JUNE 2024
- Town Board Study Session: **Project Kick-Off**
- Popsicles for Parking #1
  OUTDOOR CONCERT SERIES
- Popsicles for Parking #2
  FARMER'S MARKET

JULY 2024
- Infrastructure Assessment Site Visit
- Downtown Business Knock & Talks
- Small Group Stakeholder Meetings
  BOTH IN-PERSON AND ONLINE
- Meeting with DDA Board and Staff
- Project Connect Post:
  Project Overview & Infrastructure Assessment

AUGUST 2024
- Project Connect Post:
  Parking Utilization Study Update
- Popsicles for Parking #3
  OUTDOOR CONCERT SERIES

SEPTEMBER 2024
- Joint Town Board + Planning Commission Study Session: **Project Update**
  IN PARTNERSHIP WITH THE DOWNTOWN MASTER PLAN PHASE II

OCTOBER 2024
- Project Open House
- Project Connect Post:
  Open House Summary

FEBRUARY 2025
- Joint Town Board + Planning Commission Study Session: **Presentation of Draft Plan**
- Project Connect Post:
  Draft Parking Action Plan

MARCH 2025
- Town Board Action Item:
  Request Final Plan Adoption

IN-PERSON STRATEGIES
- Focus Groups
- "Knock & Talks"
- Open House
- Special Event Tabling & Intercept Surveys
- Town Board & Planning Commission Presentations

VIRTUAL STRATEGIES
- Focus Groups
- Project Connect/ Town Website
- Individual Stakeholder Meetings

Plan Strategies

- Action-oriented
- Incremental implementation
- Foundation for active parking management
- Transparent and data-driven parking policy adjustments

1 Getting Started
Outlining the initial, specific steps to be taken by the Town to begin implementation.

2 Champion/Partner
Indicating which entity/agency should take the lead on implementation along with recommended partner(s).

3 Implementation Steps
HOW to implement the strategies in **Getting Started.**

4 What's Next?
Follow-up items or ongoing actions.

	STRATEGIES	WELCOMING & ACCESSIBLE	EASY TO NAVIGATE	DATA-DRIVEN	COMMUNITY-INFORMED	FLEXIBLE	COMMITTED TO GOOD STEWARDSHIP
A-1	Establish a Downtown Parking & Access Coordinator position	✓		✓	✓	✓	✓
A-2	Update the Windsor Municipal Code to allow for parking management activities		✓			✓	
A-3	Pilot a Residential Parking Permit Program (RPP) in select areas in the vicinity of 3rd Street south of Main Street as supported by utilization data			✓	✓	✓	✓
A-4	Budget for and begin annual data collection			✓		✓	✓
A-5	Continue active exploration of Public-Private Partnerships (P3) to strategically increase the public parking supply over time with special focus on balancing investment on both the east and west sides of Downtown.				✓		✓
A-6	Increase public awareness of parking options, prioritizing online/digital information	✓	✓		✓	✓	
A-7	Identify funding sources for the New Lots located at Ash St. & 4th St. and Ash St. & 5th St.	✓	✓		✓	✓	✓

Plan Strategies: A-1

A-1. Establish a Downtown Parking & Access Coordinator position

As parking management impacts a variety of Town departments and the community, it will be critical to have a **dedicated champion** oversee the Town's transition from **passive to active parking management**.

- ☐ Draft the Parking & Access Coordinator position and job duties.
- ☐ Establish department and supervisor oversight.
- ☐ Determine employee classification and identify a 2025 funding source (e.g., FTE/PTE, Limited-Term, Contract).
- ☐ Interview and hire for the Parking & Access Coordinator position.
- ☐ On-board and train the new Parking & Access Coordinator.
- ☐ Evaluate if or when additional job duties need to be assigned as parking management in Windsor expands.

Plan Strategies: A-2

A-2. Update the Windsor Municipal Code to allow for parking management activities

Although it is recommended that the Town implement policy and program changes incrementally, making **proactive updates** to the existing municipal code will **prepare the Town to implement** this Plan's recommendation.

- ☐ Review existing municipal code language and propose updated code language.
- ☐ Town Attorney review of updated code language.
- ☐ Town Board approval of updated code language.

Plan Strategies: A-3

A-3. Pilot a Residential Parking Permit Program (RPP) in select areas of Downtown as supported by utilization data

To **safeguard residential parking** in the neighborhoods impacted by **increased parking demand** from the growing commercial and event activity in Downtown, the Town should pilot a low-cost, low-complexity residential parking permit program.

- ☐ Evaluate/confirm community interest in an RPP program.
- ☐ Update relevant municipal code sections and Town policies to authorize RPP establishment.
- ☐ Define the RPP pilot's geographical boundaries.
- ☐ Develop a pilot RPP program framework and administrative guidelines.
- ☐ Identify parking monitoring (enforcement) needs/personnel.
- ☐ Launch an education and outreach campaign.
- ☐ Enable residents to begin applying for permits.
- ☐ Install temporary regulatory signage and launch the pilot.
- ☐ Monitor the effectiveness of the pilot.

Plan Strategies: A-4

A-4. Budget for and begin annual data collection

Data-driven decisions are essential to the success of parking strategies and the ability to adapt the program accurately to evolving needs. Ongoing data collection is key to parking management, providing **real-time insights into parking occupancy and utilization**.

- ☐ Develop a budget for annual data collection.
- ☐ Collect parking data from off- and on-street Town locations.
- ☐ Work with a parking data analysis vendor to process the data collected.
- ☐ Publish data reports quarterly or bi-annually to facilitate data-driven policy decisions and ensure transparency with the community.

Plan Strategies: A-5

A-5. Continue active exploration of Public-Private Partnerships (P3) to strategically increase public parking supply with special focus on balancing investment on both the east and west sides of Downtown.

Existing agreements between the Town and private property owners have provided **additional public parking** in the downtown core, a strategy that is in line with **industry best practice** and that has been **well-received by the community**.

- ☐ Identify potential locations on the west end of downtown and proactively begin conversations with property owners to explore possibilities.
- ☐ Develop a shared parking template agreement.
- ☐ Install signage and begin operations of the shared location.

Plan Strategies: A-6

A-6. Increase public awareness of parking options, prioritizing online/digital information

Increasing awareness of parking options will **mitigate congestion** from drivers searching for parking and **improve the utilization** of parking assets. Making parking **easier to find** will improve the overall parking experience, especially for visitors unfamiliar with Downtown.

- ☐ Update the Town's existing Downtown Parking webpage to include public-facing parking and access information.
- ☐ Develop an annual social media calendar of parking and access updates.

Plan Strategies: A-7

A-7. Identify funding for New Lot improvements as a sustainable or multimodal demonstration project

While the financial investment in paving/improving the lots would be significant, the **potential benefits are promising**. If the lots are designated public parking for the next several years, the Town would benefit from their improvement into **more attractive, safe, and accessible parking areas**.

- ☐ Form a limited-term task force.
- ☐ Explore the feasibility and timing for pursuit of grant funding for all project ideas.
- ☐ Present the task force's work to the Town Board.

Financial Considerations

Initial Program Investment

- Personnel
- Data Collection
- Residential Permit Program Pilot

Future Revenue Opportunities

- Enforcement
- Permit Program Fees
- On-Street Paid Parking
- Off-Street Paid Parking
- Special Event Parking Fees

Q + A

Scott Ballstadt
Director of Planning
Community Development | Planning
sballstadt@windsorgov.com
970-674-2411

Plan Strategies: Additional Recommendations

Mid-term

B-1. If indicated by annual data collection, implement on-street time limits

B-2. If B-1 is implemented, pair it with an Employee Parking Program

B-3. Build on and expand the auto-directional and destination parking signage

B-4. Evaluate the Residential Parking Permit Program (RPP) for efficacy and possible expansion

B-5. Use annually collected parking utilization data to update 2- and 5-year parking demand projections

B-6. Establish a Customer Service Model for Compliance

B-7. Evaluate the need for additional parking management strategies, including paid parking and/or investment in additional parking infrastructure to support Downtown development

Long-Term

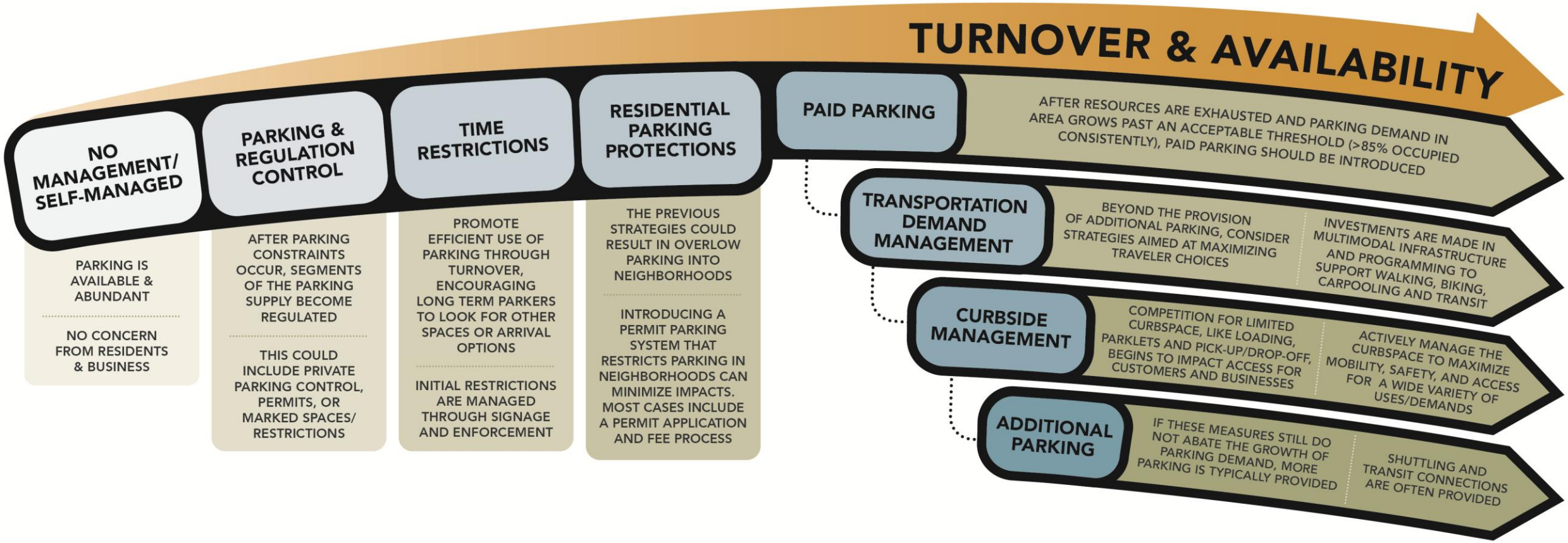
C-1. Invest in a new Downtown Parking Management Plan to ensure that future management strategies are appropriate for the Windsor of 2030 and beyond

Special Events

D-1. Actively promote public parking locations online and with temporary field signage for the Town's largest events (e.g., Harvest Festival, 4th of July)

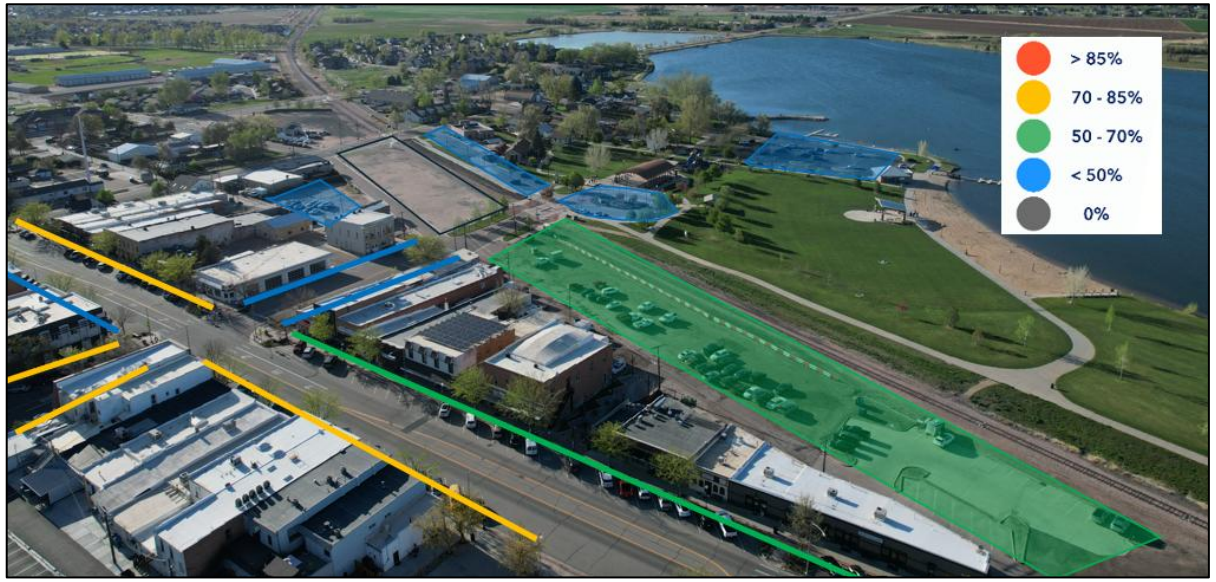
D-2. Actively monitor the RPP area(s) during the Town's largest events to identify issues/refine program parameters

Spectrum of Alternatives



Existing Conditions: Data Collection

- **May Data Collection – Round 1**
  - Friday, May 3rd
  - Saturday, May 4th
  - Wednesday, May 8th

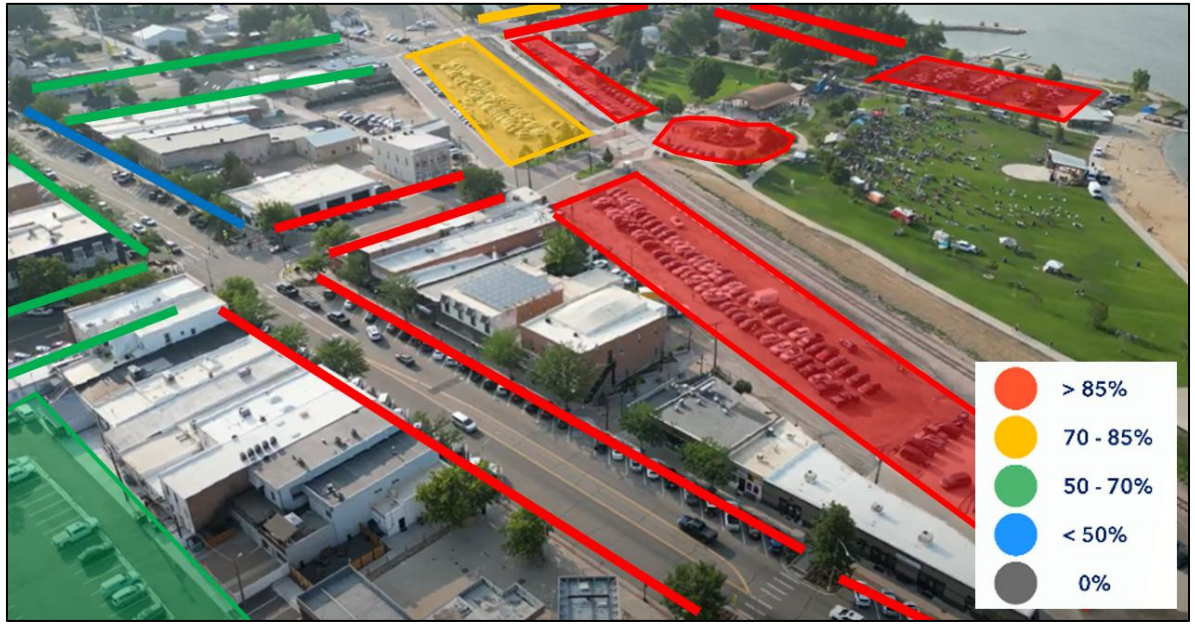


May 2024 Occupancy – Saturday, 6:00 p.m.

May 2024 Occupancy – Saturday, 6:00 p.m.

Existing Conditions: Data Collection

- **July Data Collection – Round 2**
  - Thursday, July 25th (Summer Concert Series)
  - Friday, July 26th
  - Saturday, July 27th



July 2024 Occupancy – Thursday, 6:00 p.m.

July 2024 Occupancy – Thursday, 6:00 p.m.

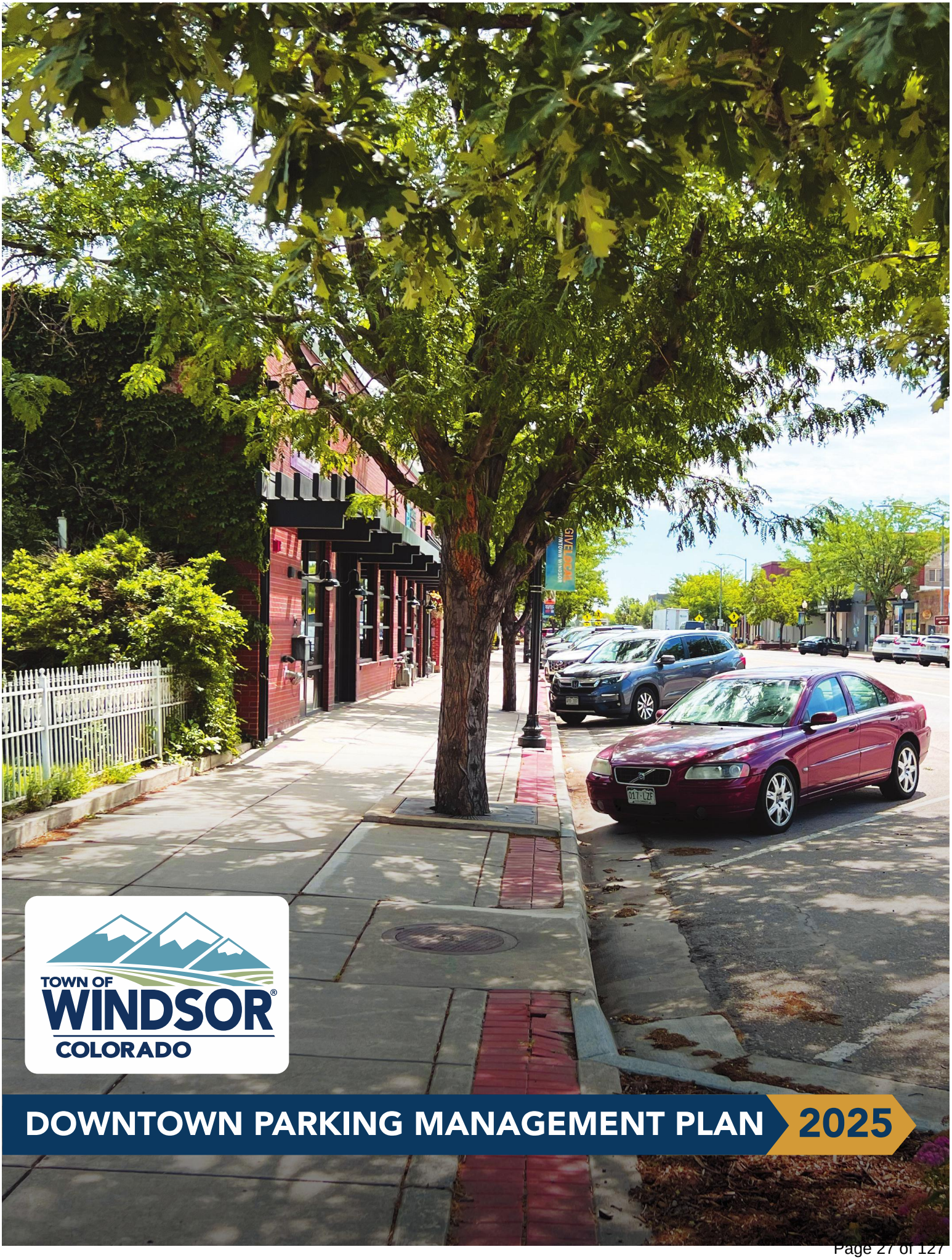
Existing Conditions: Data Collection

- **August/September Data Collection – Round 3 (Harvest Festival Weekend)**

  Friday, August 30th
  Saturday, August 31st
  Sunday, September 1st
  Monday, September 2nd

August 2024 Occupancy – Saturday, 6:00 p.m.

September 2024 Occupancy – Sunday, 2:00 p.m.



DOWNTOWN PARKING MANAGEMENT PLAN 2025

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1. EXECUTIVE SUMMARY

PROJECT OVERVIEW

As the Town of Windsor (Windsor) continues to grow, the downtown area is poised for even more development and revitalization. Between 2020-2022, the Town worked to both identify current parking issues and forecast future parking demand. This effort led to proactive investment in downtown parking, including parking lot and walkway/alley improvement, and partnership with private parking lot owners to maximize the existing public parking supply. The Town remains committed to transitioning from identifying parking issues to developing solutions that mitigate anticipated future challenges.

In Spring 2024, the Town launched a new effort to develop a strategic and actionable Downtown Parking Management Plan. The purpose of the Plan is to collect new data and offer public input opportunities with various stakeholders, such as residents, local businesses, commuters, and visitors, to inform the development of right-sized and sustainable parking management solutions for downtown Windsor.

While previous parking studies provided parking demand projections and high-level parking management concepts for Town consideration, this Plan will provide specific recommendations on how (and when) to move Windsor from an "unmanaged" to a "managed" public parking environment. This Plan will include specific recommendations on:

- **Organizational Structure:** Where should parking management "live" at the Town?
- **Staffing:** What level of staffing would be appropriate for Windsor? Should personnel be full-time or part-time? How much would a parking program cost?
- **Management Strategies:** There is great wisdom in knowing when something has reached its limitations on being able to effectively "self-manage." If the time is right, where should Windsor start its management journey (e.g., time limits, special event parking, residential permits), how much will it cost, what technology could be used, and how will success be measured?
- **Parking Policy:** Is the Town's municipal code related to public parking up to date and future-proofed (ready for a future that includes the ability to manage parking)?
- **Communication:** Is the Town making it easy for residents and visitors to choose the right parking for their trip downtown through physical and digital (web-based) wayfinding and information?
- **Metrics to Measure Success:** Tying investments in parking management to transparent and community-supported goals and then regularly measuring the parking program's progress towards those goals (collecting good data) is a foundational element of any successful program. This can help both build trust between the Town and the community and provide objective guidance on where/why program adjustments are needed.
- **When to Move to the Next Level of Management:** Managing parking moves along a "spectrum of alternatives" (see Figure 1 on pg. 6) from unmanaged at one end to the strongest tool (paid parking) at the other end. In between, there are a variety of different management tools that can be used alone or in tandem. This Plan will help the Town understand which path is most appropriate today and when to consider implementing additional management tools – or investing in new supply – in the future.

VISION & GUIDING PRINCIPLES

VISION

To ensure a friendly and safe public parking experience for Windsor residents, its business community and visitors.

GUIDING PRINCIPLES

1. **WELCOMING & ACCESSIBLE** for people of all ages and abilities.
2. **EASY TO NAVIGATE** with clear information about where parking is available and how to park when you arrive.
3. **DATA-DRIVEN** with a commitment to regular collection of good data to help inform decision-making.
4. **COMMUNITY-INFORMED** and committed to solutions that support Windsor's small town, charming and family-friendly feel.
5. **FLEXIBLE** enough to evolve and respond to future needs of residents, the business community, and visitors.
6. **COMMITTED TO GOOD STEWARDSHIP** of financial and environmental resources.

EXISTING CONDITIONS: DATA HIGHLIGHTS

METHODOLOGY

Collected **THREE ROUNDS** of data:

ROUND 1 May 2024

ROUND 2 July 2024

ROUND 3 August/Sept. 2024

Data captured by
DRONE FOOTAGE &
LICENSE PLATE RECOGNITION (LPR) Technology

EXISTING CONDITIONS: DATA HIGHLIGHTS

ROUND 1 ..... MAY DATA COLLECTION

FRIDAY, MAY 3RD • SATURDAY, MAY 4TH • WEDNESDAY, MAY 8TH

May 2024 Occupancy • Saturday, 6:00 p.m.

May 2024 Occupancy • Saturday, 6:00 p.m.

EXISTING CONDITIONS: DATA HIGHLIGHTS

ROUND 2 ..... JULY DATA COLLECTION

THURSDAY, JULY 25TH • FRIDAY, JULY 26TH • SATURDAY, JULY 27TH

July 2024 Occupancy • Thursday, 6:00 p.m.

July 2024 Occupancy • Thursday, 6:00 p.m.

EXISTING CONDITIONS: DATA HIGHLIGHTS

ROUND 3 ..... AUGUST/SEPTEMBER DATA COLLECTION

FRIDAY, AUG. 30TH • SATURDAY, AUG. 31ST • SUNDAY, SEPT. 1ST • MONDAY, SEPT. 2ND

August 2024 Occupancy • Saturday, 6:00 p.m.

September 2024 Occupancy • Sunday, 2:00 p.m.

EXISTING CONDITIONS: DATA HIGHLIGHTS

TURNOVER: Turnover was observed to be within the **GOOD/ADEQUATE** range.

DATE	0-2 HRS	2-4 HRS	4-6 HRS	6-8 HRS	8+ HRS	TOTAL
Sat., May 4, 2024	62%	23%	6%	4%	6%	100%
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Thurs., July 25, 2024	77%	12%	5%	3%	4%	100%
Fri., July 26, 2024	75%	14%	4%	3%	4%	100%
Sat., July 27, 2024	76%	14%	5%	2%	3%	100%
AVERAGE	**71%**	**16%**	**5%**	**3%**	**5%**	**100%**

LENGTH OF STAY: On average, **71% PARKED** in the Study Area for **0-2 HOURS.**

EXISTING CONDITIONS: INFRASTRUCTURE ASSESSMENT

- ☑ On- and off-street assets are in good condition with visible pavement markings.
- ☑ Limited regulatory signage is present; however, several different sign types and messaging were utilized.
- ☑ Auto-directional wayfinding and parking destination signage aligned with Town's brand identity.
- ☑ Off-street parking supply is well-placed, and the Town has leveraged shared parking.
- ☑ ADA Compliance issues were noted in space quantity and layout.

Overall, downtown Windsor offers a variety of well-maintained, available and free public parking options that would be envied by many Front Range communities.

PLAN STRUCTURE

PLAN STRATEGIES

Plan strategies are organized into three implementation phases based on the consultant team's experience building and managing municipal parking operations (e.g. Near-Term, Mid-Term, and Longer-Term). Actual implementation timing will depend on the Town Board prioritization, staff bandwidth, stakeholder input, funding availability, and the ongoing evaluation of initial implementation steps. The Special Event Management section provides parking management recommendations for special events, which are typically managed by exception.

Each **STRATEGY** will have the following sections:

1. **Getting Started**
   Outlining the initial, specific steps to be taken by the Town to begin implementation.
2. **Champion/Partner**
   Indicating which entity/agency should take the lead on implementation along with recommended partner(s).
3. **Implementation Steps**
   HOW to implement the strategies in **Getting Started.**
4. **What's Next?**
   Follow-up items or ongoing actions.

Following the **STRATEGIES** is a comprehensive implementation summary including the action steps and fiscal impact.

Parking Action Plan

1. Executive Summary
2. Existing Conditions
3. Public Participation
4. Parking Utilization Study
5. Plan Recommendations
6. Financial Considerations
7. Implementation Guide
8. Appendices

PLAN STRATEGIES

NEAR-TERM RECOMMENDATIONS

The recommendations in this Plan are intended to be implemented incrementally. Near-term recommendations lay the foundation for active parking management and establish the framework for making transparent and data-driven parking policy adjustments over time.

	STRATEGIES	WELCOMING & ACCESSIBLE	EASY TO NAVIGATE	DATA-DRIVEN	COMMUNITY-INFORMED	FLEXIBLE	COMMITTED TO GOOD STEWARDSHIP
A-1	Establish a Downtown Parking & Access Coordinator position	✓		✓	✓	✓	✓
A-2	Update the Windsor Municipal Code to allow for parking management activities		✓			✓	
A-3	Pilot a Residential Parking Permit Program (RPP) in select areas in the vicinity of 3rd Street south of Main Street as supported by utilization data			✓	✓	✓	✓
A-4	Budget for and begin annual data collection			✓		✓	✓
A-5	Continue active exploration of Public-Private Partnerships (P3) to strategically increase the public parking supply over time with special focus on balancing investment on both the east and west sides of Downtown.				✓		✓
A-6	Increase public awareness of parking options, prioritizing online/digital information	✓	✓		✓	✓	
A-7	Identify funding sources for the New Lots located at Ash St. & 4th St. and Ash St. & 5th St.	✓	✓		✓	✓	✓

2. EXISTING CONDITIONS

PLANNING CONTEXT

The Town and Windsor Downtown Development Authority (WDA) have consistently invested in parking planning over the past decade.

Studies were conducted between 2012 and 2022 to both anticipate parking demand issues and understand parking management strategies appropriate for Windsor. The previous studies found that:

- Downtown parking is generally adequate. However, new businesses, redevelopment projects, and popular special events have pushed some on- and off-street facilities to their maximum capacity during peak periods.
- Additional planned development and growth will likely strain the existing downtown public parking supply.
- Future investment in parking management and/or supply will be needed, and the Town should continue to take its proactive approach.
- Residents and visitors report the ability to find a parking space within one block of their destination. However, there is moderate support for additional parking management.

Windsor's investment in parking supply analyses have been wisely conducted alongside more significant, comprehensive, and community-wide planning efforts, including Windsor Comprehensive Plan (2024), Windsor Downtown Master Plan (2024) and Transportation Master Plan (2020).

All previous parking studies and the Comprehensive Plan, Downtown Master Plan and Transportation Plan were reviewed in detail – with special focus on results from public input efforts – prior to the kick-off of the Downtown Parking Management Plan.

How the Current Effort Sets Itself Apart

One consistent question asked of the consultant team during the initial phases of the Downtown Parking Management Plan was: "How will this Plan be different than the others?" While previous parking studies were mainly focused on parking demand forecasting and the provision of general information about industry best practice parking management solutions, this Plan provides a specific and actionable roadmap to transition the Town from largely unmanaged (or "self-managed") public parking into right-sized strategic parking management that helps maintain (or increase) parking availability and promotes turnover (see Figure 1).

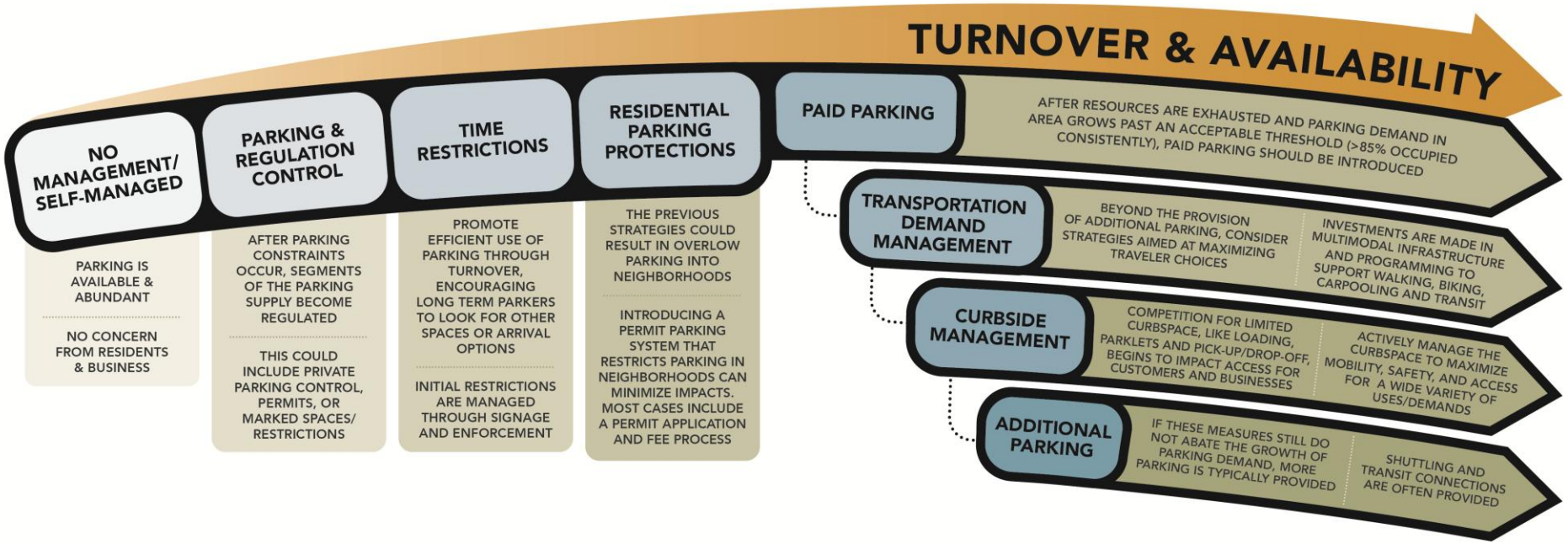

Figure 1. Spectrum of Parking Management Alternatives

INFRASTRUCTURE ASSESSMENT

On July 9 and 10, 2024, the DIXON project team visited Windsor to conduct a comprehensive in-person site visit to evaluate the infrastructure and existing downtown parking conditions of the Town. DIXON participated in a walking tour of the study area to document and assess the Town's parking operations and landscape, including parking regulations, signage, pedestrian areas, bicycle facilities, electric vehicle (EV) infrastructure, curbside use and management, and the use of technology.

The purpose of the Assessment was to evaluate the Town's on- and off-street public, private, and shared-use (public and private) parking assets in the downtown core (along Main Street/State Highway 392/257) and on adjacent streets throughout the forty-eight (48) block Study Area. The Study Area for this Assessment included 1,713 total parking spaces, 796 on-street/curbside and 917 off-street. The off-street spaces have been further categorized into public off-street, private off-street, and public/private off-street (or "shared use").

The Assessment included field observation of the Town's:

- On-Street Parking Facilities
- Off-Street Parking Facilities
- Signage and Wayfinding
- Bicycle Infrastructure
- Pedestrian Experience
- Accessibility Considerations

The information documented during this Assessment was used to inform specific strategies and associated implementation steps in this Parking Management Plan.

The Assessment was conducted on foot, and throughout the two-day visit, two members of the DIXON team walked every block of the Study Area. Observations were made in the morning (10:00 am), midday (Noon), afternoon (4:00 pm), and early evening (6:00 pm).

Summary of the Infrastructure Assessment Findings

- ✓ **On- and off-street assets are in good condition with visible pavement markings.**
- ✓ **Limited regulatory signage is present; however, several different sign types and messages were utilized.**
- ✓ **Auto-directional wayfinding and parking destination signage aligned with the Town's brand identity.**
- ✓ **Off-street parking supply is well-placed, and the Town has leveraged shared parking.**
- ✓ **ADA compliance issues were noted in space quantity and layout.**
- ✓ **Overall, downtown Windsor offers a variety of well-maintained, available, and free public parking options that many Front Range communities would envy.**

The full Infrastructure Assessment can be found in the Appendix.

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3. PUBLIC PARTICIPATION: INTRODUCTION

THE IMPORTANCE OF PUBLIC PARTICIPATION

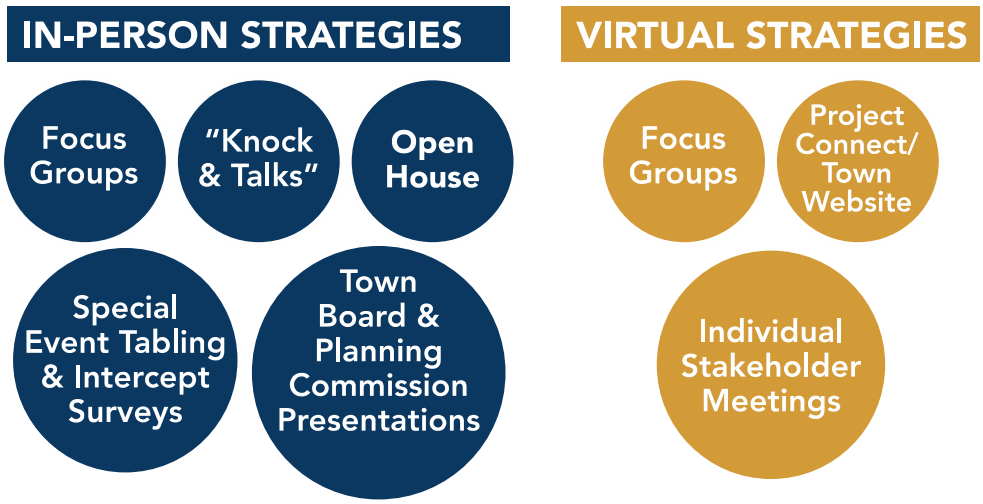
A critical part of developing a successful Downtown Parking Management Plan (DPMP) is clear and concise communication with various user groups, coupled with public participation opportunities that meet community members and visitors where they are and that feel meaningful. The Windsor community was very recently engaged in conversations about downtown parking issues and possible management strategies during the Windsor Parking Plan that was completed in 2022. The recency of the previous parking planning effort initially presented some challenges for the DPMP, in that local community members were hesitant to participate in yet another conversation about parking improvements when some were unsure about how their input influenced the previous plan.

Any conversation about parking – especially when tied closely to access to one's residence or business – can be challenging, especially given the number of downtown parking planning conversations that have taken place in Windsor over the past decade. Opinions about how (and even if) parking should be managed can range greatly, depending on an individual's perspective. Residents are often most concerned about the quality-of-life impacts that they see right out their front door, playing out on once quiet neighborhood streets. Ample space for residents to park their personal vehicles; for guests, friends and family to visit and park right out front, are of the highest importance. For downtown business and property owners, parking is often the front door to their livelihood or investment.

With that important context in mind, all public input from the 2022 planning effort was thoroughly reviewed and used to frame conversations with community members about how both their previous, and current, input would help inform specific, actionable DPMP recommendations. It is the sincere hope of the consultant team that the Windsor residents, business and property owners, employees and visitors who shared their valuable time and insight as part of the DPMP see their thoughts reflected in the vision and implementation strategies of this plan.

PUBLIC PARTICIPATION: ENGAGEMENT STRATEGIES

Public participation opportunities were spread throughout the 11-month planning process, from April 2024 through early March 2025. Both in-person and virtual strategies were offered, to encourage robust and diverse feedback.



PUBLIC PARTICIPATION: PUBLIC ENGAGEMENT TIMELINE

APRIL 2024

- Internal Project Kick-Off
- Formation of Technical Advisory Committee
  MET MONTHLY

JUNE 2024

- Town Board Study Session: **Project Kick-Off**
- Popsicles for Parking #1
  OUTDOOR CONCERT SERIES
- Popsicles for Parking #2
  FARMER'S MARKET

JULY 2024

- Infrastructure Assessment Site Visit
- Downtown Business Knock & Talks
- Small Group Stakeholder Meetings
  BOTH IN-PERSON AND ONLINE
- Meeting with DDA Board and Staff
- Project Connect Post:
  Project Overview & Infrastructure Assessment

AUGUST 2024

- Project Connect Post:
  Parking Utilization Study Update
- Popsicles for Parking #3
  OUTDOOR CONCERT SERIES

SEPTEMBER 2024

- Joint Town Board + Planning Commission Study Session: **Project Update**
  IN PARTNERSHIP WITH THE DOWNTOWN MASTER PLAN PHASE II

OCTOBER 2024

- Project Open House
- Project Connect Post:
  Open House Summary

FEBRUARY 2025

- Joint Town Board + Planning Commission Study Session: **Presentation of Draft Plan**
- Project Connect Post:
  Draft Parking Action Plan

MARCH 2025

- Town Board Action Item:
  Request Final Plan Adoption

WHAT WE HEARD: PUBLIC PARTICIPATION RESULTS

Typically, there is adequate parking downtown. **Notable exceptions include:**

- During Windsor's popular special events, when "every parking spot is taken and parking spills into the neighborhood areas."
- When there is a wedding/large event at the Windsor Mill complex.
- Daily around 4 p.m., on-street parking around the Windsor Mill complex is full or mostly full.

The Town's recent investment in both off-street and on-street public parking has been noticed and appreciated by many downtown businesses. Parking lot and pedestrian connection improvements in the lots south of Main St. and the addition of new on-street parking stalls were mentioned frequently.

> "**PARKING** isn't the problem, **SAFETY** is."

Many conversations with businesses centered around the need for additional Rapid Flash Beacons (RRFBs) along Main St. Concern was expressed about both pedestrian safety (when crossing the road) and motorist safety (when backing out of on-street parking spaces).

There was interest in the introduction of time-limits in certain areas of downtown (the east end) to encourage longer-term parkers (like employees) to use off-street parking areas.

Feelings were mixed about residential parking programs with some downtown residents in favor of some sort of restriction during special events/evenings and others commenting that Windsor is growing/changing and a busier downtown is just part of the community's evolution.

The overwhelming sentiment shared with Town staff and consultant during intercept surveys at multiple downtown events was that parking in Windsor is **PLENTIFUL** and **EASY TO ACCESS.**

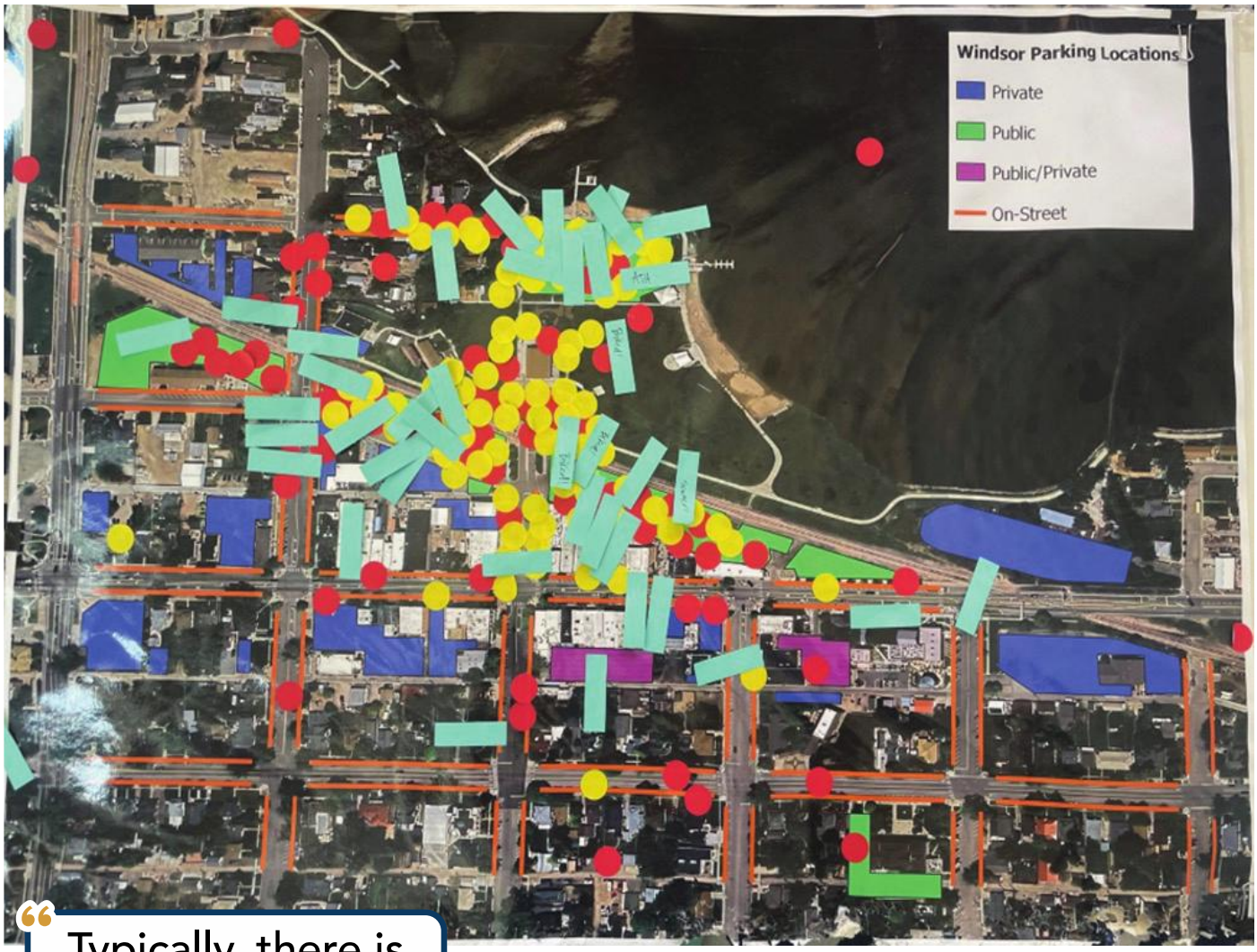
Visitors and residents alike reported the ability to generally be able to find parking near their destination. When asked:

> "What could the Town do to improve your downtown parking and access experience?"

the response without exception was a variation of

> "Nothing comes to mind, however I/we **APPRECIATE BEING ASKED!**"

WHAT WE HEARD: PUBLIC PARTICIPATION RESULTS



"Typically, there is **ADEQUATE** parking downtown."

"The Town's work to add and improve parking has been **NOTICED**."

"Some interest in **TIME LIMITS**."

"Mixed feelings about **RESIDENTIAL PARKING PROGRAMMING**."

"Wariness of **PAID PARKING**."

4. PARKING UTILIZATION STUDY

METHODOLOGY

This study takes a systematic approach to analyzing parking trends and patterns. First, we give an overview of the study area, then dive into how we collected the inventory, the data collection methods we used, the key things to consider during the collection period, and how we integrated historical data to get a complete picture.

Study Area

DIXON collected parking data on behalf of Windsor as part of the Downtown Parking Management Plan to demonstrate the current parking conditions for 48 on-street block faces, eight (8) public on-street lots, 18 private off-street lots, and two (2) shared public and private use lots in Downtown Windsor (see Figure 1).

Figure 2. Study Area Map

Inventory

Parking space inventory (number of parking spaces) was collected for on-street block faces in the Study Area. Inventory counts were captured using Geographic Information Systems (GIS) and Google Maps (Street View and aerial imagery measurements), with in-person field verification to count marked spaces and calculate space counts from the measurements of curb segments where parking is allowed. In areas without marked spaces and where parking is allowed, parking spaces were measured assuming a 20-foot space size. In contrast, a space size of 18 feet was used when a space is immediately adjacent to a driveway, as the curb cut associated with the driveway allows for easier entry and exit from the space as opposed to parallel parking between two vehicles. The inventory measurement process also recorded the posted policies, driveways, loading zones, and red curbs. Total off-street parking inventory space counts were collected in the field. Off-street locations without marked spaces were given an approximate estimate of the number of spaces.

Data Collection

DIXON field staff used vehicle-mounted License Plate Recognition (LPR) and drone technology to collect data. These collections determine on-street and off-street parking data, such as occupancy and length of stay. An FAA-certified pilot flies camera-mounted drones to collect off-street data and verify on-street data. Data was collected for nine (9) days every hour from 7:00 AM to 7:00 PM. The collection dates occurred over three (3) collection rounds in May, July, and August/September 2024.

Round 1: Saturday, May 4 & Wednesday, May 8

Round 2: Thursday, July 25; Friday, July 26; & Saturday, July 27

Round 3: Friday, August 30; Saturday, August 31; Sunday, September 1; Monday, September 2

Collection Round Considerations

Round 1 shows standard non-peak season days when school was still in session. Round 2 shows standard peak season days in the summer. During this round, there was a summer concert series at Boardwalk Park on the evening of Thursday, July 25. Round 3 shows peak season days coinciding with Labor Day Weekend and the Windsor Annual Harvest Festival. The events and activities significantly affect the parking utilization in Downtown Windsor. Below is a summary of the events and activities of the festival that most impacted data collection to add context to the data collected.

Friday, August 30:

No events

Saturday, August 31:

Farmers Market at Boardwalk Park - 8:30 AM - 12:30 PM.

Vendor Load-In and Setup Windsor Main Park - 9:00 AM – 5:00 PM.

Concert at Boardwalk Park – 6:00 PM – 9:00 PM

Sunday, September 1:

Arts & Crafts, Commercial & Food Booths, Amusement Rides & Games, and other events at Windsor Main Park - 9:00 AM - 5:00 PM.

Monday, September 2:

Harvest Festival Parade - 9:00 AM - 11:00 AM. Arts & Crafts, Commercial & Food Booths, Kid's Amusement Rides & Games, and other events at Windsor Main Park - 9:00 AM - 5:00 PM.

Historical Data

Additionally, the Town provided six days of historical data collected between September 2016 and September 2020 to compare against the data DIXON collected as part of this study. The historical data was provided in a map format without exact occupancy percentages, so DIXON converted the maps into a database of the percent occupancy range that each block face was given for the date and time of the map. These historical maps used a different occupancy percentage range than DIXON, which utilizes the industry standard of 85 percent, indicating the high occupancy threshold. The historical occupancy percentages use a range of 0-25%, 25-50%, 50-75%, and greater than 75%. Therefore, exact historical occupancy rates were unknown, limiting the precise comparison of historical data with data DIXON collected for this 2025 study.

RESULTS

Key Considerations

The parking industry considers the ideal target parking occupancy rate to be 85%[1], meaning that approximately one or two parking spaces are available per block face or in a desired parking area. This occupancy target minimizes congestion and maximizes the utilization of parking assets. Areas regularly exceeding 85% occupancy can appear full to the parking public and contribute to congestion as motorists search for an available space. Likewise, areas that regularly are well below 85% are considered underutilized. The goal is to seek a balanced parking system that remains at or near 85% occupancy during most times on average, knowing that there will realistically be some exceptional or outlier times.

When parking durations are long, the turnover of parking spaces is low. Conversely, when durations are shorter, turnover is high. High turnover can maximize the number of motorists who can utilize available parking assets, which is especially important in commercial areas due to proximity to goods and services and the need for customer access.

Definition of Terms

Inventory: The number of spaces per on-street block face or off-street locations.

Occupancy: The percentage of parking supply that is occupied.

Length of Stay: The amount of time a car remains in a given parking space. Also referred to as the duration.

Turnover: The rate at which a parking facility is used or the number of vehicles that can use a parking space within a given time.

Block face: A single side of the street between two cross streets.

Occupancy

Overall, occupancy in Downtown Windsor is low; however, there are geographic and event-based hotspots around key downtown destinations. Figures 2 and 3 show on- and off-street average occupancy rates throughout the day. While occupancy rates significantly increased during events and at peak times in hotspots, the overall average occupancy did not exceed 85% for the combined on- and off-street locations within the Study Area.

From approximately 4:00 pm to the end of the collection at 6:00 pm for each day of collection, on- and off-street occupancy was consistently high between Main St. and Walnut St. and between Third St. and Fourth St. (see Figure 4), where several popular restaurants are located.

Two events were held at Boardwalk Park, the Summer Concert Series on Thursday, July 25th, and the Harvest Festival Concert on Saturday, August 31st, which increased occupancy of on- and off-street spaces in the north section of the study area near the park (see Figures 5 and 6). However, parking spaces remained available two to three blocks from the park.

The highest average occupancy rates were observed at 9:00 am on Monday, September 2nd, 2024. On-street occupancy was 82%, and off-street occupancy was 59% (see Figures 2 and 3) due to the Parade, which both drew visitors and overtook on-street parking on Walnut St.

[1] Donald Shoup, *The High Price of Free Parking* (Planners Press, 2011)

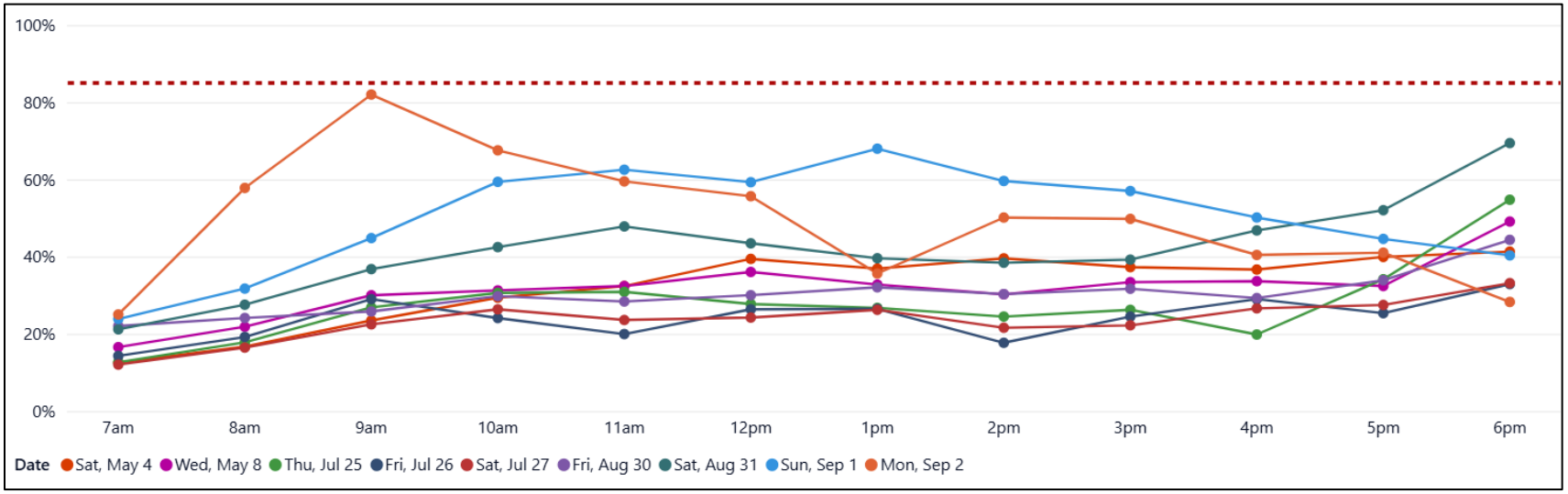


Figure 3. On-street Occupancy for All Dates

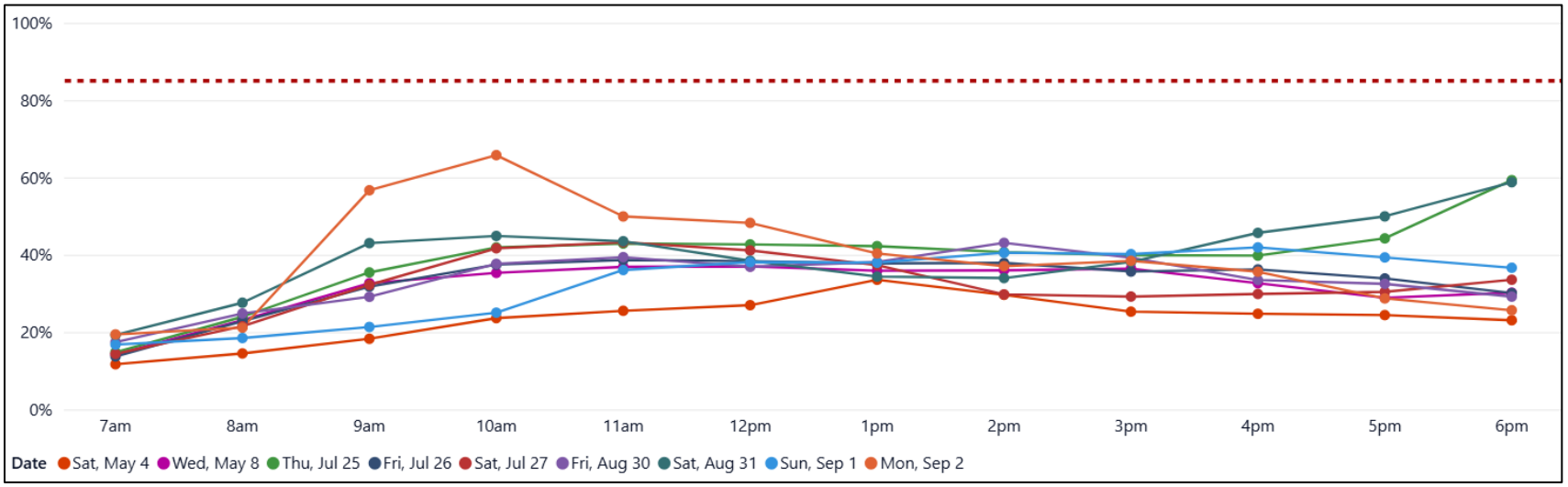


Figure 4. Off-Street Occupancy for All Dates

Comparison with Historical Occupancy Data

The Town of Windsor provided data from previous 2016, 2018, and 2020 data collection efforts. Based on these results, overall occupancy has historically been low in Downtown Windsor. Historical occupancy did not exceed 50% during any of the data collections before 2024. Changes in occupancy between historical data and 2024 data were not significant. During the collections done by DIXON in 2024, on-street and off-street occupancy only exceeded 50% after 5 pm and during special event times, such as the Labor Day Parade.

Length of Stay

The average vehicle length of stay in Downtown Windsor is short. Most vehicles were observed staying less than 2 hours for both on-street and off-street parking, as shown in Figures 7 and 8.

Figure 5. August 31, 2024 Occupancy - Saturday 6:00 p.m.

On average, throughout all data collection rounds, 94% of vehicles stayed less than 4 hours in on-street spaces (81% of vehicles stayed less than 2 hours, and 13% stayed between 2 and 4 hours). For off-street spaces, 83% of vehicles stayed less than 4 hours (64% stayed less than 2 hours, while 19% stayed between 2 and 4 hours).

Figure 6. May 4, 2024 Occupancy – Saturday, 6:00 p.m.

Figure 7. July 25, 2024 Occupancy - Thursday 6:00 p.m.

Figure 5. On-Street Length of Stay

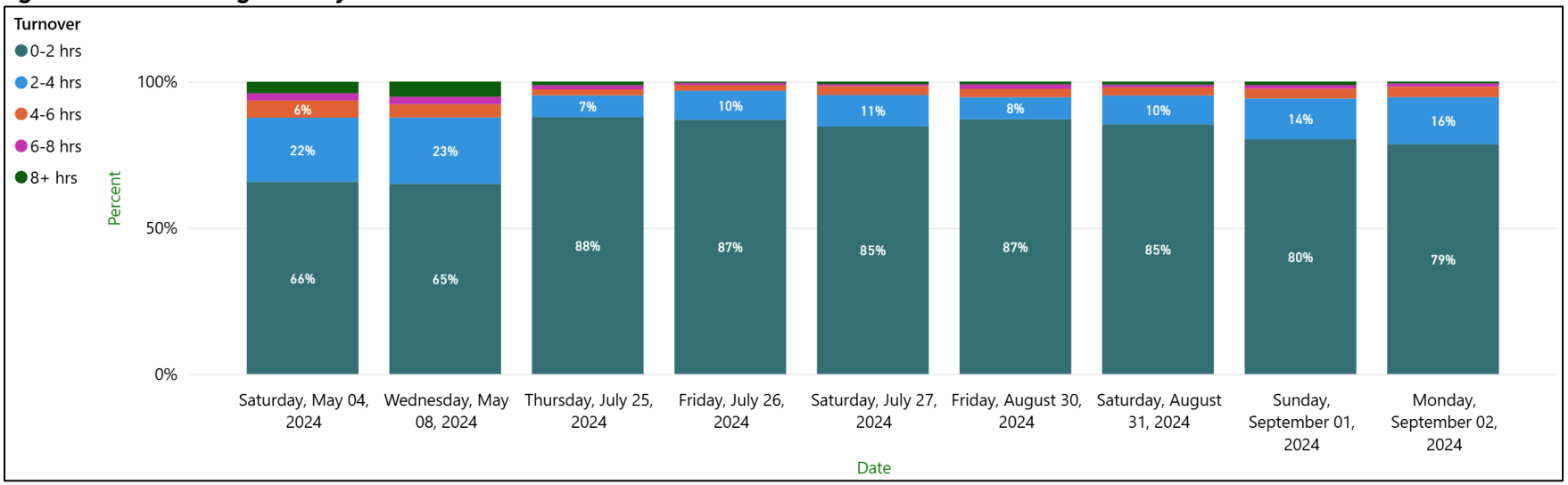
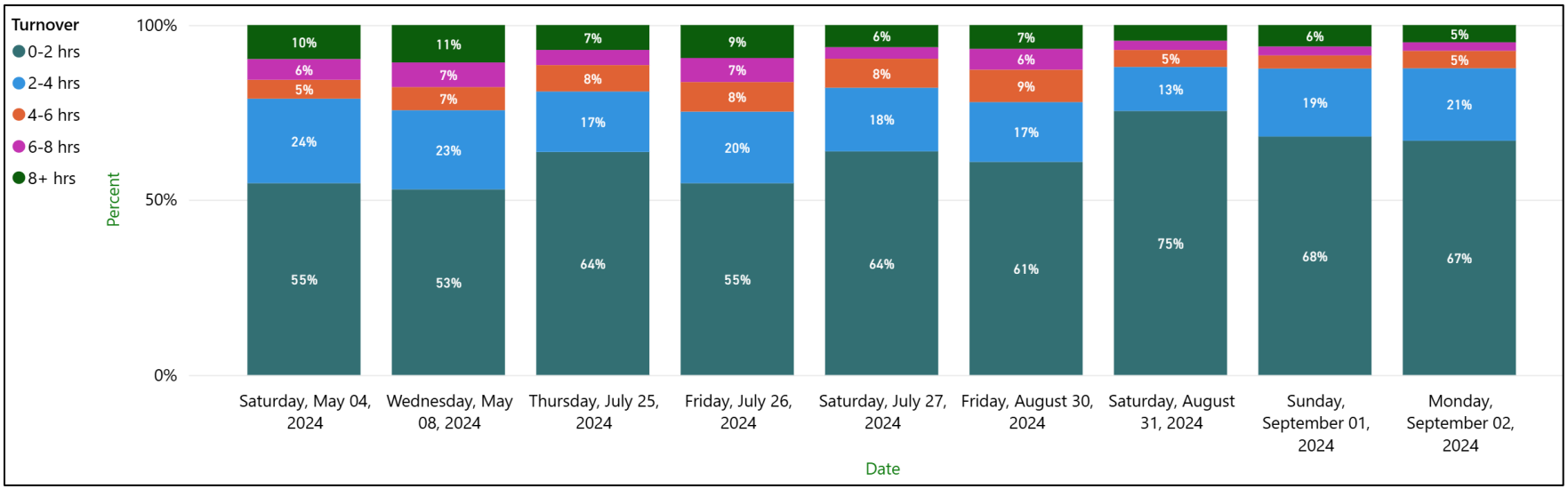


Figure 6. Off-Street Length of Stay



5. PLAN STRATEGIES

NEAR-TERM RECOMMENDATIONS

The recommendations in this Plan are intended to be implemented incrementally. Near-term recommendations lay the foundation for active parking management and establish the framework for making transparent and data-driven parking policy adjustments over time.

STRATEGIES		WELCOMING & ACCESSIBLE	EASY TO NAVIGATE	DATA-DRIVEN	COMMUNITY-INFORMED	FLEXIBLE	COMMITTED TO GOOD STEWARDSHIP
A-1	Establish a Downtown Parking & Access Coordinator position	✓		✓	✓	✓	✓
A-2	Update the Windsor Municipal Code to allow for parking management activities		✓			✓	
A-3	Pilot a Residential Parking Permit Program (RPP) in select areas in the vicinity of 3rd Street south of Main Street as supported by utilization data			✓	✓	✓	✓
A-4	Budget for and begin annual data collection			✓		✓	✓
A-5	Continue active exploration of Public-Private Partnerships (P3) to strategically increase the public parking supply over time with special focus on balancing investment on both the east and west sides of Downtown.				✓		✓
A-6	Increase public awareness of parking options, prioritizing online/digital information	✓	✓		✓	✓	
A-7	Identify funding sources for the New Lots located at Ash St. & 4th St. and Ash St. & 5th St.	✓	✓		✓	✓	✓

A-1. Establish a Downtown Parking & Access Coordinator position

The success of parking management strategies depends on **effective planning and oversight**. The staffing and resources required for managed parking will evolve as new policies and programs are implemented, and the utilization of technology may help automate certain processes.

Getting Started

As one of the very first implementation actions, the Town should create a new Parking & Access Coordinator position with well-defined job responsibilities. As parking management impacts a variety of Town departments and the community, it will be critical to have a **dedicated champion** oversee the Town's transition from **passive to active parking management**. Initial job duties can include implementation of this Plan, overseeing annual data collection (see A-4), evaluating and managing parking communication and wayfinding investments (see A-7. and B-3.), and administering the residential parking permit program pilot (see A-4.). At the onset, this position will only require **part-time support**, possibly as a part-time Town position or contracted "parking management as a service."

To begin, the Town should budget for a part-time Parking & Access Coordinator position (or consultant scope of work), averaging approximately 20 hours per week. As new programs are implemented, the parking operation may require a full-time Parking & Access Coordinator and additional field support personnel.

Initially, the Parking & Access Coordinator will be tasked with **coordinating parking** activities and implementing the initial phases of this Plan. As further steps are taken to implement parking management, the team may need to grow to include additional staff. The Town should **evaluate whether it is more efficient and financially sustainable** to outsource these functions to a third party or to hire additional Town staff to perform these functions.

Champion (Partner)

Town of Windsor Community Development, Town Manager's Office, Police, Finance

Implementation Steps (Where to Start)

- ☐ **Draft the Parking & Access Coordinator position and job duties.**
  When developing a new job position or subset of duties, it is important to memorialize the position's assignments and responsibilities. This should include initial project assignments, including implementation of this Plan, annual data collection, wayfinding, and administration of the Residential Parking Permit (RPP) program.

  In conjunction with A-3. the Town will be updating its municipal codes and policies to allow for parking management activities. For the Parking & Access Coordinator, it will be necessary for updates to be implemented promptly to authorize and support active parking management, most notably regulations, fines, and adjudication procedures.

  With the creation of the Parking & Access Coordinator position/duties, clear latitude should be granted to the selected Town staff member or contractor (and their manager/client) to make daily operational and programming parking management decisions.

- ☐ **Establish department and supervisor oversight.**
  The appropriate Town department should be determined based on the anticipated roles and responsibilities, understanding that the parking program could require additional personnel in the future. Initially, it is recommended that parking management activities "live" within the Department of Community Development.

- ☐ **Determine employee classification and identify a 2025 funding source (e.g., FTE/PTE, Limited-Term, Contract).**
  Two initial paths are offered for consideration in year one of the new Parking & Access Program: Option 1) In-House Program Staff support or Option 2) Consultant-supported Staffing. Expense estimates have been provided in 6. FINANCIAL CONSIDERATIONS and in Appendix F. While admittedly a more costly option, it may be beneficial to consider initially outsourcing some or all these responsibilities to allow for more efficient mobilization of Plan recommendations.

- ☐ **Interview and hire for the Parking & Access Coordinator position.**
  If Option 1 (In-House Program Staff) is selected, the Town will need to publish, interview, and hire a person for the Parking & Access Coordinator position. A sample job description can be found in the Appendix. During the interview and hiring process, the Town should include immediate job duties and explain the possible expansion of the program and position. If the Town decides to initially contract out this work (Option 2), the Parking & Access Coordinator job duties would be included in a consultant scope of work.

- ☐ **On-board and train the new Parking & Access Coordinator.**
  If Option 1 (In-House Program Staff) is selected, the Town should focus on providing the resources necessary to train the new hire to be an "expert" at parking in Windsor. Additionally, as parking management is a customer-service-intensive role, onboarding should include thorough and industry-specific training on customer service, written and oral communication, active listening, and conflict resolution. The International Parking & Mobility Institute offers a vast online library of virtual professional development courses that could be used as part of the training process. If Option 2 is selected, this step can be transitioned into consultant onboarding and definition of a regular project management/communication cadence.

- ☐ **Create an internal Parking Working Group to provide interdepartmental support for the new role.**
  Regardless of whether the Town decides to hire an in-house coordinator or initially outsource the job duties, this new position would greatly benefit from the creation of an internal working group of interdepartmental peers. Parking management functions touch so many other departments – Public Works, Streets, Information Technology (IT), Legal, Facilities, just to name a few – and the new program will benefit greatly from the guidance and support of peer departments. This group could be limited-term and meet as needed to support the new Parking and Access program.

- ☐ **Evaluate if or when additional job duties need to be assigned as parking management in Windsor expands.**
  When the Town begins to implement initial parking management strategies, there may come a time when the Parking & Access Coordinator will require additional (potentially seasonal) support. Two top considerations are the timing for bringing additional staffing resources online and whether those resources will be Town staff or contractors.

What's Next?

The Town should be mindful of upcoming program changes or expansions to anticipate potential staffing needs. It is possible that the Parking & Access Coordinator role could eventually become a Parking Supervisor or Manager position that oversees support staff. This position could have **escalated responsibilities**, including program management, budgeting, and staff scheduling.

The Town could consider dedicating a separate parking fund to manage potential revenues and parking-related operational costs to a defined departmental budget. This would allow the Town to monitor the costs and revenues of parking operations more efficiently. This will become increasingly important as new technologies, staffing, and maintenance support may become necessary. In the longer term, it is recommended that the Town create an enterprise fund for parking.

A-2. Update the Windsor Municipal Code to allow for parking management activities

Windsor's municipal code will provide the framework for policies to build, operate, and maintain the Town's long-haul parking activities, which requires a forward-looking perspective.

Getting Started
Although it is recommended that the Town implement policy and program changes incrementally, making proactive updates to the existing municipal code will prepare the Town to implement this Plan's recommendation.

Recommended municipal code language includes:

- Define and establish residential and employee permit parking programs. (A-3., B-2., & B-5.)
- Establish parking enforcement duties and adjudication processes. (B-8. & B-9.)
- Establish the 85% target occupancy rate for all commercial parking zones. (A-4. & B-1.)
- Define a range of time limits. (B-1.)
- Establish when and how paid parking will be implemented along with associated policies. (B-9.)
- Authorize the Town Manager or their designee on when/how to adjust policies.

Champion (Partner)
Downtown Parking & Access Coordinator (Community Development, Town Attorney, Consultant Support)

Implementation Steps (Where to Start)

- ☐ **Review existing municipal code language and propose updated code language.**
  The Downtown Parking & Access Coordinator (A-1.) should review all parking-related municipal codes as part of their initial duties. This review should include adjustments/red-line edits to "future-proof" code language to prepare the Town to implement and manage new parking policies.

- ☐ **Town Attorney review of updated code language.**
  The relevant code sections will then be provided to the Town Attorney for consideration. This will include instances where the Town may be able to simplify code language to improve program efficiency.

- ☐ **Town Board approval of updated code language.**
  The ordinances should be drafted to amend the municipal code following any adjustments and changes from the town attorney.

What's Next?
Ideally, the Town will go to the Board once to update all municipal code references/language. Alternatively, Town staff could bring individual municipal code updates to the Board before implementing each strategy.

A-3. Pilot a Residential Parking Permit Program (RPP) in select areas of Downtown as supported by utilization data

With recent **commercial redevelopment** in Downtown Windsor, parking demand during weekdays (late afternoon/early evening) and weekends has steadily increased on the southeast end of downtown near the Windsor Mill. Additionally, the popularity of Windsor's special events during the summer and early fall can overwhelm the residential neighborhoods closest to Downtown's key activity centers.

Getting Started
To safeguard residential parking in the neighborhoods impacted by increased parking demand from the growing commercial and event activity in Downtown, the Town should **pilot a low-cost, low-complexity** residential parking permit program. Since the Town does not currently utilize a permit management system, ideally residents on the impacted blocks would fill out an application which includes their address and vehicle information to receive a

hangtag or window cling permit for their designated area. Typically, proof of residency is required to be eligible for a residential permit, so only residents within the defined program boundaries may apply for a permit. Using Microsoft Excel or Google Sheets, parking permits can be tracked to keep **initial cost and time investment low.** The pilot should operate for at least one year.

It is recommended that the Town **work with representatives from each impacted neighborhood** to define the permit hours and days of operation. To start, it is recommended that the Town consider Thursday through Sunday, 4:00 pm to 10:00 pm, with additional hours during the popular special events. The Town should be mindful when implementing RPP program policies to ensure manageable operating times. Parking enforcement resources should be identified to provide enough coverage. Enforcement coverage in residential areas is often allocated based on complaints. In most cases, agencies will **charge a minimal fee** for parking permits to help sustain the ongoing operating and enforcement costs associated with the program. Tiered rates, where the rate per permit increases depending on the number of vehicles, can help encourage residents to store vehicles off-street (if possible). Guest permits can be offered to accommodate when residents have visitors. In most cases, agencies will limit the number of these permits per year to ensure that the permits are only being used for guests or visitors (e.g., service providers and contractors).

Parking programs and restrictions are only effective if they are followed. Initially, the Parking & Access Coordinator will **ensure compliance** with new parking regulations in the RPP pilot area. If the Town decides to contract out this position and/or go with "parking management as a service," part-time, local field support will need to be identified through job-sharing with another partnering department or part-time, seasonal contract work. As previously mentioned, typically a minimal permit fee would be established for participation in the RPP. While consideration of a small annual fee is recommended should the program be implemented beyond the pilot phase, this fee should be waived for initial pilot participants. In the longer term, vendors that provide parking management systems typically charge a per-permit fee to the Town to provide an online portal for residents to self-manage their parking permits.

Champion (Partner)

Town of Windsor Community Development (Public Works, Police, Communications, Events, Neighborhood Association(s), WDA)

Implementation Steps (Where to Start)

- ☐ **Evaluate/confirm community interest in an RPP program.**
  Ensuring that the Town has neighborhood buy-in to implement an RPP program will be crucial to successful pilot implementation. This includes explaining the benefits and providing the program details to the impacted area. The feedback received should help shape the RPP program.

- ☐ **Update relevant municipal code sections and Town policies to authorize RPP establishment (see A-3.).**
  The Town will need to update the Windsor Municipal Code to include the authorization to develop, manage, and enforce a residential parking permit program.

- ☐ **Define the RPP pilot's geographical boundaries.**
  As a first step in implementing an RPP in Windsor, it is necessary to determine the area and blocks consistently and most intensely impacted by parking spillover from downtown businesses and events. This should be done with neighborhood feedback and supported by data collection.

- ☐ **Develop a pilot RPP program framework and administrative guidelines.**
  The Town will need to define the specifics of the RPP program, which includes the days and hours of operation, the number of permits per household/driver, total stalls to be included in the program, signage needs, the cost of each permit (if any), and guest/visitor access.

- ☐ **Identify parking monitoring (enforcement) needs/personnel.**
  Once the framework for the RPP program is established, the Town will need to determine the staffing resources necessary to ensure compliance with the new parking regulations.

- ☐ **Launch an education and outreach campaign.**
  A comprehensive educational campaign should include notice of the RPP, how to apply for a parking permit, hours of permit parking, and information on guest and visitor parking. The Town should communicate the new restrictions by posting signs, informing residents by email and/or postcard, and updating the Town website and parking landing page. Any parking enforcement should include warning notices for first-time violations within the first three months of implementation.

- ☐ **Enable residents to begin applying for and purchasing permits.**
  After determining when the program will go live, the RPP program should be launched, and the community should be given time to submit their applications and obtain permits.

- ☐ **Install temporary regulatory signage and launch the pilot.**
  The final steps of going live with the program will be installing and enforcing signage. Since it is recommended that the Town begin with a pilot program, temporary signage should be used before any permanent signage investment.

- ☐ **Monitor the effectiveness of the pilot.**
  Regular data collection will provide key metrics for understanding the effectiveness of the RPP program.

What's Next?
Following the end of the pilot, the Town should determine if it would like to make the permit program permanent and/or if the permit area should be adjusted. If the RPP program expands or does become permanent, the Town should consider utilizing an **automated permit management system** to offer residential permits. Ideally, permits should be purchased and managed online through a permit management portal. Permits should be tied to a specific license plate number for enforcement and to reduce opportunities for abuse.

The Town must invest adequate time to prepare for the pilot, most notably to ensure municipal code and policy compliance and to define **a transparent process** for establishing an RPP zone. This will allow residents to apply for an RPP program if parking management becomes needed or desired at any point. This is typically managed through a petitioning process that requires most residents within a contiguous area to sign the petition for an area to be considered. Additionally, the Town can **utilize data collection** to conduct a parking occupancy study to verify the need for an RPP program. The boundaries of an RPP zone would be established through this process and indicated by posted signage.

A-4. Budget for and begin annual data collection

Data-driven decisions are essential to the success of parking strategies and the ability to adapt the program accurately to evolving needs. **Ongoing data collection** is key to parking management, providing real-time insights into parking occupancy and utilization.

Collecting parking utilization data allows the Town to **better understand parking patterns** by time of day, week, month, peak vs. non-peak season, and year to respond to parking demands through policies and pricing. Areas nearing or above 85 percent may indicate that policy or rate adjustments could be needed.

The parking industry standard for the target parking occupancy rate is 85 percent. At this rate, there are enough vacant parking spaces to 1) **minimize congestion** from drivers searching for spaces and 2) **reduce oversupply**, which is an inefficient and costly use of valuable land. Parking management and policy decisions should be made

considering the 85 percent occupancy target. Peak periods resulting from special events or holidays are typically managed by exception.

Getting Started

The Town should first **prioritize budgeting** and funding for annual data collection. As the Town's downtown grows, parking demands and patterns will shift. When implementing any parking management change, it is important to **support that change with data**. Mid-term strategies in this Plan identify that these changes should only be made when supported by parking occupancy and utilization from the data collections, including:

- B-1. If indicated by annual data collection, implement on-street time limits (seasonal, 3-hour length of stay recommended)
- B-2. If B-1 is implemented, pair it with an Employee Parking Program
- B-5. Evaluate the Residential Parking Permit Program (RPP) for efficacy
- B-6. Use annually collected parking utilization data to update 2- and 5-year parking demand projections
- B-9. Evaluate the need for additional parking management strategies, including paid parking and/or investment in additional parking infrastructure to support Downtown development

The Town should aim to collect the parking data at or around the same time each year. Initially, it is recommended that the Town invest in two data collection efforts per year, one in May and one over Labor Day weekend (during Harvest Festival). Estimated expenses for data collection by License Plate Recognition (LPR) and drone (similar to the 2024 collection methodology/reporting) have been included in 6. FINANCIAL CONSIDERATIONS.

Municipal codes should be updated (see A-3.) to **enable periodic policy changes based on data**. The Town should consider specifying the 85 percent occupancy target and an established range of acceptable policies directly in the Windsor Municipal Code. This provides an additional layer of transparency for community members and sets a quantifiable, industry-supported target for parking management activities. This would also allow staff to adjust certain parking policies based on data without requiring an update code each time, streamlining adjustments and ensuring that the Program is aligned with reality rather than perception.

Champion (Partner)

Downtown Parking & Access Coordinator (Community Development, Consultant Support, Finance)

Implementation Steps (Where to Start)

- ☐ **Develop a budget for annual data collection.**
  The Town should ensure that it develops a recurring annual budget to collect and analyze data.
- ☐ **Collect parking data from off- and on-street Town locations.**
  The Town should continue collecting parking data for at least nine days annually during peak and non-peak seasons, including on- and off-street locations. Data should be collected hourly between 7:00 am and 7:00 pm to determine the length of stay. A combination of LPR and drone footage should continue to be used to collect the data.
- ☐ **Work with a parking data analysis vendor to process the data collected.**
  The Town will need to determine the resources to collect and analyze the parking data. Once the data is collected, the Town will need to analyze and report the occupancy and turnover in the collected areas. Alternatively, an outside contractor could complete the data collection and analysis for the Town.

- ☐ **Publish data reports quarterly or bi-annually to facilitate data-driven policy decisions and ensure transparency with the community.**
  Regular data reports, published quarterly or bi-annually, will facilitate data-driven policy decisions and ensure transparency with the community. This will keep the public informed and involved in the parking management process. When evaluating and proposing parking policy updates, the findings should also be shared during public outreach efforts and Town Board presentations. This will enable a transparent planning approach and data-driven decisions.

Figure 7. Mobile LPR

What's Next?

The strategic investments in parking technology recommended later in this Plan can also be leveraged for ongoing data collection. While agencies traditionally have collected data through formal parking studies – or through in-house manual collection efforts, which can be incredibly labor-intensive, introducing modern parking technology tools, while a significant investment, can save an agency (Town) in the long run. LPR is the most efficient and cost-effective way for an agency to **capture ongoing parking data** since it is typically deployed for parking enforcement. In addition to enforcement and data collection, LPR can be used to manage permit programs and support other partnering public safety agencies. Additionally, many LPR vendors now offer lease options to help decrease the upfront financial commitment.

Longer-term, parking occupancy and utilization data should be monitored consistently and accurately to **understand trends and tailor parking policies**. If certain areas are underutilized, policies can influence driver behavior and encourage the use of certain locations.

A-5. Continue active exploration of Public-Private Partnerships (P3) to strategically increase the public parking supply over time with special focus on balancing investment on both the east and west sides of Downtown.

As recommended by previous planning efforts, the Town has demonstrated success with the implementation of shared parking agreements. Existing agreements between the Town and private property owners have provided **additional public parking** in the downtown core, a strategy that is in line with industry best practice and that has been well-received by the community. Shared parking can:

- Be more cost-effective than building additional supply,
- Provide convenient parking options for employee parking,
- Avoid the overabundance of parking or land space that could otherwise be optimized for alternative uses that support the future vision of Windsor outlined in the recent Comprehensive Plan update,
- Be mutually beneficial by leveraging the parking supply during times when it is typically underutilized and
- Provide another revenue stream for the property owner.

Windsor is fortunate to have off-street (surface lot) parking infrastructure spread evenly throughout the downtown core, with small to mid-sized pools of parking located one block south of Main Street. Additionally, with the recent designation of two large gravel/dirt supplies of parking ("New Lots located at Ash St. & 4th St. and Ash St. & 5th St.") just north of Main Street between downtown and Boardwalk Park, Windsor's parking supply is well-placed and currently underutilized (except during large special events). However, it is recommended that the new Parking & Access Coordinator work to identify additional shared parking opportunities on the west end of downtown between 7th Street and 5th Street from Main Street to Walnut Street. This area of downtown has more limited off-street parking options, and while recent redevelopment has increased activity mainly on the east end of downtown, during the

public involvement process conducted for this Plan, several future redevelopment projects were mentioned that would increase activity on the west end of downtown.

Getting Started

First, the Town should identify potential locations and proactively begin conversations with property owners and developers to determine if interest exists. These conversations can be delicate, so inclusion of key interdepartmental and/or community partners (e.g., WDA) can be beneficial. Additionally, the Town should proactively create shared parking agreement terms to ensure that conversations about potential public-private partnerships can be had transparently and in good faith.

While a sample Shared Parking Agreement has been shared as Appendix E, at a minimum, any future agreement should consider the following:

- **Term and extension:** Evaluates the return on investment and ensures that the contract terms allow for potential redevelopment in the future if needed.
- **Use of Facilities:** Establishes available hours, number of spaces, and time limitations and ensures that the base user will retain use at the end of the sharing period.
- **Maintenance:** Evaluates and incorporates the added maintenance and operation costs.
- **Lease costs:** Cost of the lease and any negotiated revenue shares.
- **Operations:** Considers revenue collection operations (if applicable) and enforcement/management strategies.
- **Utilities and Taxes:** Determines the responsible parties and any cost-sharing agreements.
- **Signage:** Considers opportunities for consistency with signage and branding.
- **Enforcement and Security:** Determines who will handle enforcement and towing.
- **Insurance and Indemnification:** Considers litigation with any cost sharing.
- **Termination:** Identifies the grounds for termination or cancellation.

Champion (Partner)

- Parking & Access Coordinator (Community Development, WDA, Downtown Property Owners and Developers)

Implementation Steps (Where to Start)

- ☐ **Identify potential locations on the west end of downtown and proactively begin conversations with property owners to explore possibilities.**
  Pursue shared parking agreements with businesses and landowners that may have underutilized parking capacity. Maximizing existing parking resources in commercial areas and considering all potential solutions is important.

- ☐ **Develop a shared parking template agreement.**
  The shared parking template should address the items listed above.

- ☐ **Install signage and begin operations of the shared location.**
  Based upon the policies agreed upon for each location (e.g., employee parking, public parking), the Town would install the signage for the shared parking lots and begin operations according to the agreement.

What's Next?

When cost-neutral or profitable, shared parking agreements can offer practical benefits to property owners. This approach should be considered in conjunction with any future monetized parking program, such as an Employee Parking Program (see B-2. and B-9.), or when used for overflow parking for a special event. For instance, a shared

parking agreement could provide a convenient parking option for evening employee parking, enhancing the overall parking experience.

The Town should also consider the ability to provide **operational support** to future shared parking sites. For example, if paid parking equipment is installed in the future, Town staff could potentially be leveraged to provide maintenance and revenue collection support at a negotiated rate or revenue split. Another **important consideration is enforcement**, so the Town should anticipate potential support needs. Rather than the private lot owner hiring, training, and managing their own personnel, leveraging Town resources could be more cost-effective, and the negotiated agreement can ensure that Town costs are sustained. If the Town establishes a parking enforcement unit, the ability to legally authorize the Town's Parking Enforcement Officers to enforce parking on private lots should be evaluated for feasibility. This could alleviate the need for private lot owners to rely on towing, which is a negative customer experience, by enabling parking citations and improving the overall customer experience.

A-6. Increase public awareness of parking options, prioritizing online/digital information

Increasing awareness of parking options will mitigate congestion from drivers searching for parking and improve the utilization of parking assets. Making parking easier to find will improve the overall parking experience, especially for visitors unfamiliar with Downtown.

Getting Started

The Town should leverage the Downtown Parking webpage as a landing page that functions as a one-stop shop for all things parking in Windsor. This landing page should be an **information hub** for parking, designed with the user in mind, that includes links to parking actions necessary to support the Town's parking programs. At a minimum, the webpage should include a map of available public parking, special event parking information, frequently asked questions (FAQs) related to parking, policies, procedures, and other information that is often discussed, and a "news" section of the page where the most recent changes are summarized.

The Parking & Access Coordinator (see A-2) should review the webpage and destination links regularly to ensure the information remains up-to-date and reflects any recent changes in policies, ordinances, or fees. The webpage can also include updates and implementation items from this Plan and the annual data collection results (see A-5).

The Town's already active social media tools and both Town and WDA e-newsletters can be a resource for **disseminating information** to the public on parking and access related news, updates, and opportunities for feedback.

Champion (Partner)

Downtown Parking & Access Coordinator (Town Communications Department, WDA, Windsor Chamber of Commerce)

Implementation Steps (Where to Start)

- ☐ **Update the Town's existing Downtown Parking webpage** to include public-facing parking and access information, including a map of downtown public parking, frequently asked questions, special event parking information, and parking policies/procedures. This page should be reviewed for updates at least monthly during the off-season and more frequently during peak, special event season.
- ☐ **Develop an annual social media calendar of parking and access updates** to be shared via the Town's existing social media sites. Initial content could include implementation updates for this Plan, special event parking information, and the new public parking map.

What's Next?

As this Plan is implemented over the next 3-5 years, such as the residential permit pilot (see A-4. and B-5.), employee parking permits, time-limited parking (see B-1.), paid parking (see B-9.), and citation processing (see B-8.), the Town should **proactively update** public information resources with new information, links, and FAQs to ensure that the parking public is well-informed about where and how to park legally.

A-7. Identify funding sources for the New Lots located at Ash St. & 4th St. and Ash St. & 5th St.

Figure 8. Windsor New Lots located at Ash St. & 4th St. and Ash St. & 5th St.

Windsor is fortunate to have several off-street parking assets **located conveniently** behind its core commercial district. In January 2023, a citizen-led Special Election resulted in a code amendment to add a permanent parking zone in the central business district. The focus of the Special Election was a three-block stretch of property comprised of a series of empty lots known as "the New Lots located at Ash St. & 4th St. and Ash St. & 5th St." While initially envisioned as part of a mixed-use redevelopment project called the "Downtown Revitalization Project," two of the parcels are currently used for **public parking** (New Lots located at Ash St. and 4th St. and Ash St. and 5th St., both owned by the Town), while the third parcel (where the American Legion is located) is owned by the Town.

Getting Started

As was identified in the Infrastructure Assessment, on June 17, Town Public Works staff brought a Design Proposal to the Town Board outlining the following cost, timing, and stall yield for design and construction parking areas on two of the New Lot sites, including lighting, landscaping, and utility installation. The project would cost roughly $464,000 to design, between $2,250,000 - $3,250,000 to construct, and yield 150-200 parking stalls.

While the financial investment in **paving/improving the lots** would be significant, the potential benefits are promising. If the lots are designated public parking for the next several years, the Town would **benefit from their improvement** into more attractive, safe, and accessible parking areas. Additionally, improvements would open up opportunities to create welcoming back sides to Main Street businesses. Paving and striping the lots would also increase their capacity, thus maximizing the potential parking for downtown and the Boardwalk Park recreation area.

As the Town has a number of important priorities competing for a finite amount of General Fund dollars, the opportunity for grant funding—to help lighten the financial burden—should be considered. The State of Colorado is currently offering a variety of grant funding sources that could be explored for projects that include a multimodal, Transportation Demand Management (TDM), safety, and/or sustainability component.

Grant opportunities to explore include:

- Multimodal Transportation and Mitigation Options Fund (MMOF) – Colorado Department of Transportation
- Revitalizing Main Streets – Colorado Department of Transportation
- Transportation Alternatives Program – Colorado Department of Transportation
- Office of Innovative Mobility (OIM) Grants – Colorado Department of Transportation

Champion (Partner)
Downtown Parking & Access Coordinator (Community Development, Windsor residents/business owners, Special Events/Bike Windsor, WDA, Greeley Evans Transit, Colorado Department of Transportation)

Implementation Steps (Where to Start)

- ☐ **Form a limited-term task force.**
  The Town should define 2-3 high-level multimodal or sustainability project ideas for the New Lots located at Ash St. & 4th St. and Ash St. & 5th St. with representation from Town staff, Bike Windsor, DDA, Greeley Evans Transit, and the Windsor community.

- ☐ **Explore the feasibility and timing for pursuing grant funding for all project ideas.**
  This will also include identifying the local match percentage needed for each grant type.

- ☐ **Present the task force's work to the Town Board.**
  Including project feasibility, timing, and financial impact. Request direction from the Town Board on how to proceed and obtain authorization to pursue grant funding.

What's Next?
Through the previously referenced Special Election, the Windsor community has clearly indicated that they are interested in these key parcels of downtown land. As a first step, the Town should create a task force made up of key Town representatives, local advocates, community members, and transportation partners to explore project opportunities that retain the parcels as parking but also offer funding for needed improvements to make the areas attractive, safe and welcoming for public parking. Examples include permeable paving and bioswale elements, multimodal connectivity improvements through additional bicycle parking infrastructure, pedestrian connection, and/or placemaking amenities that allow for a safe transition from a parked vehicle into downtown or nearby Broadway Park.

6. FINANCIAL CONSIDERATIONS

To complement and support Plan implementation, it is recommended that the Town allocate funding in 2025 to support the new Parking & Access Program's program budget.

INITIAL PROGRAM INVESTMENT

To allow maximum flexibility for the Town, an interactive expense worksheet has been included as Appendix F. This worksheet includes estimated personnel and program operational expenses and offers two initial paths for consideration in year one of the new Parking & Access Program: Option 1) In-House program staff support or Option 2) Consultant-supported staffing.

If Option 1 (In-House) is chosen, there are some sections of the expense worksheet that will need to be completed by Town staff, including: Payroll Taxes, Workers Compensation, Insurance Benefits and any applicable retirement.

Additionally, if the Town currently has any shared services (e.g., IT, Facilities, Fleet), those costs will need to be considered as well.

The anticipated main cost center for Year 1 (2025) includes personnel, data collection, and the set-up/management of the Residential Permit Program (RPP) Pilot.

Budgeting for Future Years
In the next chapter, the magnitude of cost ranges and mid- and long-term recommendations will help guide financial planning and budgeting beyond the Parking & Access Program's initial 1-2-year start-up efforts.

FUTURE REVENUE OPPORTUNITIES

It is important to note that the Year 1 Expense worksheet does not include any Revenue, as none is anticipated in the Program's first year. However, this assumes that the Town will not charge a fee for the initial RPP pilot. If the Town does decide to charge a small fee to cover the program's administration, a revenue line item for "Permit Fees" will need to be added.

As the Parking & Access Program begins to evolve and grow, additional Revenue line items should be added to the budget worksheet, including:

- **Enforcement:** Including all revenue from parking-related citations, including those issued by the Windsor Police Department. Ideally, enforcement revenue should cover enforcement/monitoring-related expenses.
- **Permit Program Fees:** Including fees from all parking permits issued by the Town, including residential, employee, special event, right-of-way permits that impact parking assets, and temporary/special use permits that impact parking assets.
- **On-Street Paid Parking:** All revenue from on-street parking spaces that are managed by pay stations and/or mobile payment services.
- **Off-Street Paid Parking:** All revenue from public off-street (parking lots and/or future parking structures) that are managed by pay stations and/or mobile payment services.
- **Special Event Parking Fees:** Any special event parking fee charged for use of on- or off-street public spaces.

7. IMPLEMENTATION GUIDE

This section provides an overview of recommendations and implementation steps for the estimated near- term (1-2 years). Actual timing will be dependent on Town Board prioritization, funding availability, and the ongoing evaluation of initial implementation steps. Mid-term (3-5 years) and long-termer (5+ years) recommendations and implementation steps can be found in Appendix A.

Certain recommendations have dependencies or important considerations that will impact the approach or timing. These are indicated with footnotes to provide a summary, and additional explanation can be found in the individual recommendation sections.

The following symbols are used as applicable throughout the implementation guide:

- **MC**: May require a municipal code update.
- **$**, **$$**, **$$$**, **$$$$**: May require a budget allocation, investment, or purchase. Estimated budget amounts are indicated based upon the following ranges.

Symbol	Estimated Range
$	Less than $25,000
$$	$25,000 - $50,000
$$$	$50,000 - $100,000
$$$$	Over $100,000

NEAR-TERM

STRATEGIES	IMPLEMENTATION STEPS
A-1. Establish a Downtown Parking & Access Coordinator Position **$$$**	☐ Draft the Parking & Access Coordinator position and job duties. ☐ Establish department and supervisor oversight. **MC** ☐ Determine employee classification and identify a 2025 funding source (e.g., FTE/PTE, Limited-Term, Contract). ☐ Interview and hire for the Parking & Access Coordinator position. ☐ On-board and train the new Parking & Access Coordinator. ☐ Evaluate if or when additional job duties need to be assigned as parking management in Windsor expands.
A-2. Update the Windsor Municipal Code to allow for parking management activities	☐ Review existing municipal code language and propose updated code language. **MC** ☐ Town Attorney review of updated code language. **MC** ☐ Town Board approval of updated code language. **MC**
A-3. Pilot a Residential Parking Permit Program (RPP) in select areas in the vicinity of 3rd Street south of Main Street as supported by utilization data **$**	☐ Evaluate/confirm community interest in an RPP program. ☐ Update relevant municipal code sections and Town policies to authorize RPP establishment (see A-2.). **MC** ☐ Define the RPP pilot's geographical boundaries. ☐ Develop a pilot RPP program framework and administrative guidelines. ☐ Identify parking monitoring (enforcement) needs/personnel. ☐ Launch an education and outreach campaign. ☐ Enable residents to begin applying for and purchasing permits. ☐ Install temporary regulatory signage and launch the pilot. ☐ Monitor the effectiveness of the pilot.
A-4. Budget for and begin annual data collection **$$**	☐ Develop a budget for annual data collection. ☐ Collect parking data from off- and on-street Town locations. ☐ Work with a parking data analysis vendor to process the data collected. ☐ Publish data reports quarterly or bi-annually to facilitate data-driven policy decisions and ensure transparency with the community.

MID-TERM RECOMMENDATIONS

STRATEGIES	IMPLEMENTATION STEPS
A-5. Continue active exploration of Public-Private Partnerships (P3) to strategically increase public parking supply, with special focus on the west end of Downtown **$ - $$$**	☐ Identify potential locations on the west end of downtown and proactively begin conversations with property owners to explore possibilities. ☐ Develop a shared parking template agreement. ☐ Install signage and begin operations of the shared location.
A-6. Increase public awareness of parking options, prioritizing online/digital information **$**	☐ Update the Town's existing Downtown Parking webpage to include public-facing parking and access information. ☐ Develop an annual social media calendar of parking and access updates.
A-7. Identify funding for Backlot improvements as a sustainable or multimodal demonstration project **$$$$**	☐ Form a limited-term task force. ☐ Explore the feasibility and timing for pursuit of grant funding for all project ideas. ☐ Present the task force's work to the Town Board.

8. APPENDICES

A. Mid-Term, Longer-Term and Special Event Recommendations and Implementation Guide

B. Infrastructure Assessment

C. Parking Utilization Study

D. Parking & Access Coordinator Job Description – Samples

E. Shared Parking Agreement Template – Sample

F. Year 1 (2025) Expense Worksheet

APPENDIX A

MID-TERM RECOMMENDATIONS

As Downtown Windsor continues to grow and redevelop, parking demand will likely continue to increase, triggering the need for additional parking management strategies. Mid-term recommendations include incremental steps for rebalancing and reprioritizing parking needs as indicated by data collection over the next three to five years.

	STRATEGIES	WELCOMING & ACCESSIBLE	EASY TO NAVIGATE	DATA-DRIVEN	COMMUNITY-INFORMED	FLEXIBLE	COMMITTED TO GOOD STEWARDSHIP
B-1	If indicated by annual data collection, implement on-street time limits (seasonal, 3-hour length of stay recommended)	✓	✓	✓	✓	✓	✓
B-2	If B-1 is implemented, pair it with an Employee Parking Program		✓	✓		✓	✓
B-3	Build on and expand the auto-directional and destination parking signage	✓	✓			✓	✓
B-4	Evaluate the Residential Parking Permit Program (RPP) for efficacy and possible expansion			✓	✓	✓	✓
B-5	Use annually collected parking utilization data to update 2- and 5-year parking demand projections			✓			✓
B-6	Establish a Customer Service Model for Compliance			✓		✓	✓
B-7	Evaluate the need for additional parking management strategies, including paid parking and/or investment in additional parking infrastructure to support Downtown development	✓	✓	✓	✓	✓	✓

B-1. If indicated by annual data collection, implement on-street time limits (seasonal, 3-hour length of stay recommended)

Designating convenient parking for shorter visits and loading is an industry best practice. The close proximity minimizes the impact of walk time between a parking space and a destination. For longer visits, the extra walk time between destinations lessens the total trip time. It is less impactful for someone spending the entire day in Windsor to spend five minutes looking for parking than for someone making a quick stop at a business.

The primary objective is to promote a '**Park Once**' approach, which optimizes parking supply and reduces congestion. This approach encourages drivers to use the **most suitable parking** spaces for their needs. Shorter-term parking is best in the most convenient on-street spaces, which are time-limited to foster turnover and **ensure easy access** to Downtown businesses. Conversely, longer-term parking is more suitable for off-street locations, where the walk time to/from the final destination and the parking facility have less impact on trip time.

Getting Started

Guided by data, the first adjustment the Town should consider is the introduction of time limits in the areas indicated by the Town's annual data collection process, particularly if the **occupancy rates exceed 85 percent**. If the data also indicates a consistent pattern of the same vehicles being parked all day, it suggests a lack of turnover. This could be attributed to customers and employees using on-street parking for long-term stays (5+ hours). The recommendation is to start with a three-hour time limit during peak season, allowing customers to visit multiple businesses in one trip. However, until parking enforcement is in place, compliance will be voluntary. The goal is to provide **balanced parking options** that cater to longer-term visits. Initially, parking should remain unlimited in off-street lots for those planning to spend more time Downtown.

Implementation Steps (Where to Start)

- ☐ **Update the Windsor municipal code to allow for time-limited parking.**
- ☐ **If supported by occupancy rates over 85%, consider introducing a 3-hour time limit in the areas of downtown indicated by the Town's regular data collection process.**
- ☐ **Engage in education and outreach with the Downtown businesses regarding the 3-hour time limit.**
- ☐ **Order and install 3-hour time limit signage.**
- ☐ **Begin active monitoring (enforcement) of the new time-limited area with a two-week long grace period during which only warnings are provided (instead of "live" or active citations).**
- ☐ **Actively monitor the new 3-hour time-limited area to ensure that the new regulation is working as intended.**

What's Next?

The Town could consider a no-reparking rule in conjunction with the time limit. This rule, by discouraging the use of time-limited parking spaces by employees and customers visiting beyond three hours, would **improve parking availability and ensure fair access** to parking spaces for all visitors.

A no re-parking rule works by requiring drivers to move their vehicle a defined distance away to be allotted a new time limit period. For example, if a vehicle is re-parked in another space nearby, this does not actually create more availability for other visitors since it is just shifting the same vehicle to another space. Ideally, if the driver needs more than three hours of parking, they will park elsewhere intended for longer-term parking (e.g., a parking lot) so that the convenient time-limited on-street parking can be available for those staying three hours or less. A no re-parking rule essentially makes time limits more effective by encouraging drivers to park once in a location that best fits their needs instead of re-parking to evade the time limit.

Education and outreach will be key to successfully implementing the no-re-parking rule. The public, who may be unfamiliar with this rule, will play a crucial role in its success. The time limit and no-reparking rule could also increase participation in any employee parking program (see B-2.), further involving the community in the parking management process.

B-2. If B-1 is implemented, pair it with an Employee Parking Program

Some employees of local businesses park on the street, making it more congested and challenging for customers to locate parking. The most convenient parking on the street should ideally be prioritized for customer parking. This **improves the parking experience and accessibility** to Downtown businesses. Designating off-street parking locations near the downtown core allows employees to have designated parking by permit. This could be achieved by designating permit parking zones in several parking lots. Shared parking agreements (see A-6.) can be an opportunity to tap into additional parking supply for employee parking.

Getting Started

To improve customer access, it is recommended that the Town pilot an Employee Parking Permit Program that **designates off-street permit parking** areas for any Downtown employees without employer-provided parking. These locations would typically be perimeter locations that are still easily accessible by employees but do not interfere with prime customer parking. It is important to note that "dedicated" does not mean "reserved." Employees should have access to convenient, safe parking, and within a reasonable distance of the Downtown core. However, these spaces should not be reserved for their sole use.

Collaboration with the business community will be critical to successfully implementing the employee parking program. The Town should proactively engage business owners and employees throughout the process, emphasizing the value of their participation in enhancing the Downtown parking experience. Employees must understand the importance of providing convenient parking access for customers and visitors to **enhance the Downtown parking experience**. It is important to start by allocating a small number of spaces for permit parking and then incrementally increase the supply as needed over time. This incremental increase should be based on the demand and capacity of Town parking lots, ensuring that the program does not unintentionally lead to increased congestion. Beginning with a right-sized employee program will be important to avoid significantly impacting parking availability. This is because when a permit-holder chooses to park on-street, they are essentially utilizing two parking spaces at once since the permit parking spaces are not available to the public.

Implementation Steps (Where to Start)

- ☐ **Evaluate and determine Employee Parking Permit Program parking locations, which may include potential shared parking locations.**
- ☐ **Collaborate with the business community to build Employee Parking Permit Program details.**
- ☐ **Determine the appropriate monthly Employee Parking Permit rate, required proof of employment, hours to park in the designated off-street permit areas, and permit type.**
- ☐ **Design and install signage to designate areas for "Permit Parking Only" to support the Employee Parking Permit Program.**
- ☐ **Launch a sign-up list for the Employee Parking Permit Program.**

What's Next?

Pending the participation in the residential and employee parking permit programs, the Town may want to consider implementing an automated permit management system that can provide **easy customer self-management** access and link every permit to a license plate number. Various vendor system options are designed specifically for parking permits. An online portal should be provided with self-managed accounts to log in, create an account, apply for a

permit, upload supporting documentation, purchase, and make edits. The system can also automate waitlist management. Administratively, the Town (or the vendor, if desired) can review pending applications, review supporting documentation, approve/deny applications, send notifications and alerts, and run reports.

B-3. Build on and expand the auto-directional and destination parking signage

Signage and wayfinding are crucial elements of downtown navigation, given the high volume of vehicles, public transportation, bicycles, and pedestrians observed in downtown Windsor. **Enhancing awareness** of parking options can alleviate congestion from drivers searching for parking and optimize the use of parking assets. This will significantly enhance the overall parking experience, particularly for visitors unfamiliar with Downtown, by making parking more accessible and less stressful.

Best practice is for auto-directional signs to be strategically placed—like visual **breadcrumbs** for the driving public—easily visible (both during the day and at night), and in compliance with the Manual on Uniform Traffic Control Devices (MUTCD) in terms of character size and sign reflectivity. On the other hand, parking destination signage located at a facility serves as a visual cue that a motorist has reached their destination. This sign typically includes the facility name and any associated regulations.

Getting Started

While the Town has already invested in several well-branded auto-directional and destination parking signs, as identified in the Infrastructure Assessment, there is an opportunity to enhance the ease of parking wayfinding by adding larger destination signage and additional auto-directional signage. The other recommendation highlighted in the Infrastructure Assessment is an improvement to the clarity of some signage within the public-private shared parking areas.

Implementation Steps (Where to Start)

- ☐ **Identify additional locations for auto-directional signage.**
- ☐ **Consider enlarging destination signage in public parking locations.**
- ☐ **Evaluate and update private and/or tenant parking signs and signs within the lots for public parking to clearly indicate parking options.**
- ☐ **Standardize temporary parking restriction signs.**
- ☐ **Add auto-directional signage for the New Lots (Ash St. & 4th St. and Ash St. & 5th St.).**

What's Next?

Many of the strategies in this Plan require signage, including:

- A-4 Pilot a Residential Parking Permit Program (RPP) in select areas of Downtown as supported by utilization data
- A-6. Continue active exploration of Public-Private Partnerships (P3) to strategically increase public parking supply, with special focus on the west end of Downtown
- B-1. If indicated by annual data collection, implement on-street time limits (seasonal, 3-hour length of stay recommended)
- B-2. If B-1 is implemented, pair it with an Employee Parking Program
- B-3. Improve and promote the New Lots
- B-5. Evaluate the Residential Parking Permit Program (RPP) for efficacy and possible expansion
- B-9. Evaluate the need for additional parking management strategies, including paid parking and/or investment in additional parking infrastructure to support Downtown development

The Town should continue to update and add signage as new programs and policies are implemented.

B-4. Evaluate the Residential Parking Permit Program (RPP) for efficacy and possible expansion

As Windsor's downtown commercial sector **continues to grow**, the pressing need for nearby, free, and available parking becomes more pronounced. The future situation, where drivers often opt for the closest and most convenient spots, particularly in unregulated areas, may lead to motor vehicle congestion in certain parts of the town. Addressing this issue is of utmost importance.

Getting Started

The Town should first evaluate the effectiveness of the RPP pilot (see A-4). This should include a thorough **review of data collection** results (see A-5) during the permitted and non-permitted hours, as data-driven decisions are crucial in addressing any parking challenges. The Town should then adjust the program as necessary, which could include contracting or expanding an existing RPP or adding new RPP areas.

Based on data and demand, the RPP program may need to be expanded to other blocks or areas. If this is the case, the Town should consider revising its policies for the designation of permit parking and implementing a permit management system to administer the permits (see What's Next? in A-4). This update is crucial to ensure the program's effectiveness in the face of changing parking needs.

Implementation Steps (Where to Start)

- ☐ **Evaluate RPP pilot data and feedback from residents.**
- ☐ **Adjust program policies as needed.**
- ☐ **Codify the process for blocks to opt-in to existing zones or petition for RPP status.**
- ☐ **Procure a permit management system.**

What's Next?

Continue to **monitor** the RPP zones for effectiveness. **Adjust** operating policies (hours of operation, days of the week, permit issuance) as necessary.

B-5. Use annually collected parking utilization data to update 2- and 5-year parking demand projections

An important aspect of parking management is adaptability. Rather than reacting to perceptions, parking demand management strategies are most effective when changes are made incrementally based on data. Parking occupancy and utilization data can be monitored over time to understand trends and tailor parking policies. If certain areas are underutilized, policies can influence driver behavior and encourage use of certain locations.

Getting Started

Building upon the Parking Demand Forecasts and Analysis completed in July 2022 as part of the Town's Downtown Windsor Parking Plan, the Town should update its two- and five-year parking demand projections. This can be accomplished by utilizing the annual data analysis (A-4).

Implementation Steps (Where to Start)

- ☐ **Review annual data collection (A-4.) results.**
- ☐ **Use the annual data collection figures to project the future parking utilization for the next two and five years.**

What's Next?
Although helpful in planning for parking demand changes, if the Town implements mobile LPR for parking enforcement and data collection, the Town will be able to utilize real-time parking utilization data to make on-demand policy changes.

B-6. Establish a Customer Service Model for Compliance

Parking enforcement is a foundational component of any parking program, especially for a Town like Windsor just beginning its parking management journey. Without consistent monitoring of the Town's parking rules and regulations, the true impact of parking policies will be unknown, making it challenging to evaluate program adjustments. Additionally, parking management strategies will be unsuccessful without compliance.

Effective parking compliance should be one of the Town's highest parking management priorities. Consistent enforcement coverage will result in higher rates of compliance with parking policies, which is critical for the success of the Town's new parking and access program. Without proper enforcement, the Town will not be able to reach its overall parking management goals, and investments in parking assets and technology are unlikely to be effective.

Getting Started
When the Town's Downtown Parking & Access Program is ready to move to the next level of parking monitoring – either through the establishment of time-limited parking, more consistent special event support, and/or expanded permit offerings for residents or employees, the Town should adopt a "**Parking Ambassador**" philosophy to parking enforcement to better reflect a customer-service approach to monitoring parking behavior. In addition to providing parking enforcement, Parking Ambassadors should assist the public with questions, directions, and general parking information. In smaller communities like Windsor, Parking Ambassadors can quickly get to know business owners and downtown "regulars," spending time helping residents and visitors alike identify the right parking choice for their trip downtown.

In general, the relationship between customer service and parking enforcement is important but often not well understood by the public. Often there is a negative connotation associated with parking enforcement due to a misconception that issuing citations or meeting a quota is the intent. However, **the goal of parking enforcement is education and compliance**. Parking enforcement is not and will never be based upon a quota or the number of citations issued. A compliance-based approach to parking enforcement is an industry best practice since it focuses on educating drivers about the rules to encourage compliance. Parking enforcement staff are considered customer service agents and should proactively assist patrons with following the rules. This includes reminding patrons to pay for parking when required, explaining policies, and also providing any other general information that might be helpful, including maps and information about nearby businesses or walking routes.

Implementation Steps (Where to Start)

- ☐ **Determine employee classification and identify 2025 funding source (e.g., FTE/PTE, Limited-Term, Contract).**
- ☐ **Interview and hire for the PEO position.**
- ☐ **On-board and train the new PEOs.**
- ☐ **Evaluate if or when additional positions need to be added as parking management in Windsor expands.**

What's Next?
As new parking policies are rolled out, the Town should issue **warning notices** before citations for first-time offenders, educating the public about regulations, and answering customer questions.

PEO work **schedules and staffing coverage should be monitored and adjusted** based on the parking management strategies implemented. Parking enforcement technology (see B-2) should be used to enhance enforcement efficiency and support the implementation of virtual parking permits, time limits, and plate-based paid parking solutions.

PEO productivity is not, and should never be, based upon a quota or the number of citations issued. Consistent enforcement, in some cases, will reduce the frequency of citations issued over time due to an increase in compliance. Instead, PEO productivity should be measured and monitored using **Gap Management** strategies. Gap Management is the process of analyzing citation issuance trends, identifying gaps in issuance, and accounting for all time spent in the field.

The Town should evaluate various automated parking citation management vendor systems and procure one explicitly designated for parking enforcement. These systems are designed to provide **real-time access to vehicle information**, empowering PEOs with the necessary data to effectively manage parking violations. They can track violations, payments, escalations, appeal status, and operational voids. Systems are designed to track detailed parking notes and incidents, which **create efficiencies** at the operational level. Such systems typically integrate with municipal court software and/or Town financial software systems, facilitating seamless processes among departments affected by parking citation processing. Citation management vendors also offer a customer portal, allowing **easy payment or appeal of citations**. CMS software tracks vehicle plate, location of incident, number of notices issued to the license plate, and other pertinent notes. The vehicle information database is available to PEOs in real-time, providing context and the ability to address patterns in parking violations.

CMS software can seamlessly integrate with parking permitting systems, which gives PEOs the necessary information to **identify permitted vehicles** by license plate instead of visually verifying physical permit status.

A citation issuance handheld device is the hardware used in the field to issue citations. Handhelds are typically ruggedized cell phones offering communication features, such as phone calls and texting. These features are essential during emergencies or safety-related incidents, allowing PEOs to quickly and easily communicate with their supervisors or emergency services. In addition to the information printed on a warning or citation, PEOs can capture violation photos and add custom notes.

In coordination with the CMS, PEOs can digitally chalk vehicles. This feature allows the PEO to record the valve stem location with a date and time stamp. While this is a relatively manual process, it eliminates the step of marking white chalk on vehicle tires, relieving PEOs from tedious tasks and allowing them to focus on more critical aspects of their job. In the longer term, mobile license plate recognition can provide additional parking enforcement efficiencies.

B-7. Evaluate the need for additional parking management strategies, including paid parking and/or investment in additional parking infrastructure to support Downtown development

Some municipalities have found that time limits do not provide enough flexibility for customer parking, especially in downtown areas where customers may want to patronize multiple businesses. On-street and/or surface lot paid parking could be an **opportunity to improve** the management of the Town's parking assets. Modern paid parking technology provides unique **customer service** and incentive opportunities that are not possible with time limits alone. There are several benefits to paid parking, including the ability to offer incentive programs, utilize rate structures to influence driver behavior, and encourage drivers to shift to alternative modes of transportation.

While the end goal is for a parking program to be **self-sustaining**, it is important to note that paid parking programs also have the potential for revenue generation. However, the primary focus should be on using paid parking technology as a **parking management tool** combined with **customer-centric** tools, such as mobile payment,

promotional codes, and merchant validation, to significantly enhance the overall parking experience. Advancements in parking technology will allow the Town to offer a unique customer-centric rate model that provides more flexibility.

Getting Started

The Town should continue to **collect occupancy and utilization data** to monitor parking demand (see A-5.) and determine appropriate program adjustments, including the opportunity for paid parking. When considering paid parking, the Town should actively seek and value **community feedback** throughout the process. This feedback will be crucial in determining if time limits are too rigid or if parking occupancy still frequently reaches above 85 percent and in deciding whether the Town should consider implementing paid parking.

Before implementation, the municipal codes (see A-3.) can be updated to prepare the Town for the potential of paid parking on-street and surface lots. Additionally, before implementing paid parking, it is important to define how monies will be allocated.

Implementation Steps (Where to Start)

- ☐ **Collect occupancy and utilization data.**
- ☐ **Update the municipal code to authorize paid parking (see A-3.).**
- ☐ **Seek community feedback.**
- ☐ **Explore various paid parking rate structures and technology options.**

What's Next?

The Town should evaluate paid parking infrastructure, including pay stations, single-space parking meters, and mobile payment. As a starting point, the Town could implement paid parking in all core on-street locations within the Downtown, or at a minimum, Main Street from 7th Street to 3rd Street, 7th Street to 3rd Street from Walnut Street to Main Street, and on-street around Boardwalk Park.

The Town could replace time limits (see B-1.) with a **pay-to-stay** rate model that allows the customer to decide how much time they would like to purchase. One option to consider is called a "**Customer Value**" model. This model not only provides an option for free parking, similar to what is provided in the form of time limits currently, but it also gives customers the **flexibility to park for longer** if they desire. This is achieved by offering the first hour or two for free, followed by an hourly rate. The 'Customer Value' model is designed to provide a balance between free parking and extended parking, ensuring that customers have the flexibility they need while also **encouraging turnover** in parking spaces.

Consistent enforcement is a critical aspect of this approach to **ensure compliance** and parking availability and to mitigate employees from parking on-street.

MID-TERM RECOMMENDATIONS

STRATEGIES	IMPLEMENTATION STEPS
B-1. If indicated by annual data collection, implement on-street time limits (seasonal, 3-hour length of stay recommended) $	☐ Update the Windsor municipal code to allow for time-limited parking. MC ☐ If supported by occupancy rates over 85%, consider introducing a 3-hour time limit in the areas of downtown indicated by the Town's regular data collection process. ☐ Engage in education and outreach with the Downtown businesses regarding the 3-hour time limit. ☐ Order and install 3-hour time limit signage. ☐ Begin active monitoring (enforcement) of the new time-limited area with a two-week long grace period during which only warnings are provided (instead of "live" or active citations).
B-2. If B-1 is implemented, pair it with an Employee Parking Program $	☐ Evaluate and determine Employee Parking Permit Program parking locations, which may include potential shared parking locations. ☐ Collaborate with the business community to build Employee Parking Permit Program details. ☐ Determine the appropriate monthly Employee Parking Permit rate, required proof of employment, hours to park in the designated off-street permit areas, and permit type. ☐ Design and install signage to designate areas for "Permit Parking Only" to support the Employee Parking Permit Program. ☐ Launch a sign-up list for the Employee Parking Permit Program.
B-3. Build on and expand the auto-directional and destination parking signage $$$	☐ Identify additional locations for auto-directional signage. ☐ Consider enlarging destination signage in public parking locations. ☐ Evaluate and update private and/or tenant parking signs and signs within the lots for public parking to clearly indicate parking options. ☐ Standardize temporary parking restriction signs. ☐ Add auto-directional signage for the Backlots.
B-4. Evaluate the Residential Parking Permit Program (RPP) for efficacy and possible expansion $$	☐ Evaluate RPP pilot data and feedback from residents. ☐ Adjust program policies as needed. ☐ Codify the process for blocks to opt-in to existing zones or petition for RPP status. ☐ Procure a permit management system.

MID-TERM RECOMMENDATIONS

STRATEGIES	IMPLEMENTATION STEPS
B-5. Use annually collected parking utilization data to update 2- and 5-year parking demand projections	☐ Review annual data collection (A-4.) results. ☐ Use the annual data collection figures to project the future parking utilization for the next two and five years.
B-6. Establish a Customer Service Model for compliance	☐ Determine employee classification and identify 2025 funding source (e.g., FTE/PTE, Limited-Term, Contract). ☐ Interview and hire for the PEO position. ☐ On-board and train the new PEOs. ☐ Evaluate if or when additional positions need to be added as parking management in Windsor expands.
B-7. Evaluate the need for additional parking management strategies, including paid parking and/or investment in additional parking infrastructure to support Downtown development	☐ Collect occupancy and utilization data. ☐ Update the municipal code to authorize paid parking (see A-3.). ☐ Seek community feedback. ☐ Explore various paid parking rate structures and technology options.

LONGER-TERM RECOMMENDATION

These long-term recommendations are meant to enhance and adjust the initial policies, tailoring the program to the community's ever-changing needs.

STRATEGIES		WELCOMING & ACCESSIBLE	EASY TO NAVIGATE	DATA-DRIVEN	COMMUNITY-INFORMED	FLEXIBLE	COMMITTED TO GOOD STEWARDSHIP
C-1	Invest in a new Downtown Parking Management Plan to ensure that future management strategies are appropriate for the Windsor of 2030 and beyond.	✓	✓	✓	✓	✓	✓

C-1. Invest in a new Downtown Parking Management Plan to ensure that future management strategies are appropriate for the Windsor of 2030 and beyond

Town staff and the WDA should be commended for their collaborative efforts to regularly study parking over the past decade. Windsor has taken a data-driven and thoughtful approach to understanding how the current and planned downtown mix will shape how people access downtown. Colorado's Front Range has seen tremendous population growth over the past five years, along with an increase in development projects that have activated downtown in exciting and transformative ways (e.g., Windsor Mill).

Most notably, the Town has also acted on many of the recommendations from previous planning efforts, with visible and impactful investment in:

- **Maximizing and improving existing parking supply through shared parking arrangements**
- **Listening and responding to community input**
- **Understanding current demand and preparing for the future**

Historically, when communities undertook a Downtown Parking Management or Strategic Parking Planning process, "Longer-Term" recommendations would be forecast 10+ years into the future. However, with the speed at which technology is moving – and being integrated into every aspect of our lives – from advancements in license plate recognition, mobile-only payment environment, connected vehicles, and camera-based enforcement integrations, "Longer-Term" for this Plan's recommendations is around five years.

As such, in 2029, the Town should budget to complete another comprehensive look at downtown parking and overall multimodal access in 2030. This future investment will keep up the Town's established cadence of making measured and context-sensitive investments in parking infrastructure and policies that support Windsor's charming, rural hometown feel.

SPECIAL EVENT RECOMMENDATIONS

While previous sections of this Plan focus on parking management during typical or average times, the exceptional impact that special events have on parking demand should be managed using separate, customized strategies. These special event recommendations are intended to be considered separately from the everyday parking management strategies in sections A, B, and C of this report; however, many of the recommendations in those sections will influence behavior during special events, including time limit parking, the potential of future paid parking, residential permit parking, and shared parking agreements. As any parking management policy is implemented, it is essential to anticipate and monitor special event parking impacts. This will help the Town make decisions for special event parking in conjunction with everyday parking, with the active participation and influence of all stakeholders.

The Town should maintain a flexible approach and adjust these special event policies depending on how parking behaviors change during special events. This adaptability ensures that the plan can respond effectively to the dynamic nature of special events, providing reassurance to all stakeholders.

STRATEGIES		WELCOMING & ACCESSIBLE	EASY TO NAVIGATE	DATA-DRIVEN	COMMUNITY-INFORMED	FLEXIBLE	COMMITTED TO GOOD STEWARDSHIP
D-1	Actively promote public parking locations online and with temporary field signage for the Town's largest events (e.g., Harvest Festival, 4th of July)	✓	✓	✓		✓	
D-2	Actively monitor the RPP pilot area(s) during the Town's largest events to identify issues/refine program parameters.			✓		✓	✓

D-1. Actively promote public parking locations online and with temporary field signage for the Town's largest events (e.g., Harvest Festival, 4th of July)

It is recommended that the Town ensure attendees are both aware of and utilize the existing public parking supply. Establishing that these parking facilities are available for special event attendees will mitigate spillover and alleviate parking congestion within nearby residential neighborhoods.

Getting Started

The Town should publish a special event parking map on its website and share it with event promoters and the public. The special event parking map should identify locations where parking is allowed and where parking is restricted during special events. Publishing event parking beforehand is beneficial so attendees can know their options and plan where to park in advance. This may also reduce special event traffic congestion.

Coupling the special event parking map with temporary signage to direct visitors to available parking locations is important to reduce traffic congestion, maximize parking supply, and clearly direct drivers to parking specifically for the event.

Implementation Steps (Where to Start)

- ☐ **Develop and publish a special event parking map on the Town website.**

- ☐ **Share the map with event promoters and through Town social media.**
- ☐ **Design and order temporary signage to direct drivers to the public parking locations.**
- ☐ **Install/place temporary signage for special events.**

What's Next?

Paid parking can also be used as a tool to manage parking demand during special events (see B-9.). Setting a tiered event rate to encourage parking in lower-cost areas can influence parking behaviors. Pricing premium parking at a higher rate will encourage some attendees to park where prices are lower. For example, parking lots immediately adjacent to the special event would be priced higher. Parking lots that are further away, still within walking distance, and away from residential neighborhoods would be priced at a lower rate to incentivize and direct many attendees to park in those lots.

D-2. Actively monitor the RPP area(s) during the Town's largest events to identify issues/refine program parameters

The increase in parking demand during special events can overwhelm residential neighborhoods near Downtown Windsor, making it challenging for residents to access their homes. Spillover parking from events can result in complaints, illegal parking, and nuisances; however, with limited resources, it is difficult to monitor these restrictions while also supporting the special events.

Getting Started

Earlier recommendations, such as implementing an RPP program (see A-4. And B-5.), expanding the public parking supply (see A-6.), increasing the public awareness of parking options (see A-7.), improving the New Lots (see B-3.), expanding upon parking signage (see B-4.), and implementing additional parking demand management strategies (see B-9.) may help mitigate some spillover parking impacts by increasing parking supply. However, if time limits or paid parking are introduced Downtown, this could exasperate spillover parking behavior from drivers seeking free parking options in nearby neighborhoods.

Therefore, it is recommended that the Town incorporate dedicated parking enforcement during special events. Providing parking enforcement during special events will promote compliance and help alleviate the impact of events on surrounding residential streets. Special event coverage should be considered when developing a future parking enforcement staffing plan.

Implementation Steps (Where to Start)

- ☐ **Monitor and evaluate parking demand in the RPP areas.**
- ☐ **Adjust any RPP policies to restrict parking to residents and their guests during large Town events.**
- ☐ **Dedicate personnel to enforce the RPP areas during events.**
- ☐ **During events when residential parking is permitted only, staff the areas with enforcement personnel to guide drivers to event parking locations and warn/cite vehicles without an RPP permit.**

What's Next?

The Town could leverage the same permit management system recommended for residential and employee permits (see B-2. and B-5.) to allow residents to acquire permits online easily. Residents could register their vehicle license plates online through the permit management vendor to purchase a permit to park in their neighborhood during the event and receive an exemption. The Town should require that residents create an online account and include proof of residency. They can upload a copy of their documentation and vehicle information to obtain a permit. Where necessary, neighborhood streets should be blocked off to traffic to encourage event attendees to utilize the approved public parking areas.

LPR technology (see What's Next? in A-5.) will also assist in identifying vehicles that do not belong to residents. The Town could then issue citations and identify illegally parked vehicles in residential neighborhoods.

SPECIAL EVENT RECOMMENDATIONS IMPLEMENTATION GUIDE

STRATEGIES	IMPLEMENTATION STEPS
D-1. Actively promote public parking locations online and with temporary field signage for the Town's largest events (e.g., Harvest Festival, 4th of July) $	☐ Develop and publish a special event parking map on the Town website. ☐ Share the map with event promoters and through Town social media. ☐ Design and order temporary signage to direct drivers to the public parking locations. ☐ Install/place temporary signage for special events.
D-2. Actively monitor the RPP pilot area(s) during the Town's largest events to identify issues/refine program parameters $	☐ Monitor and evaluate parking demand in the RPP areas. ☐ Adjust any RPP policies to restrict parking to residents and their guests during large Town events. ☐ Dedicate personnel to enforce the RPP areas during events. ☐ During events, when residential parking is by permit only, staff the areas with the enforcement personnel to guide drivers to event parking locations and warn/cite vehicles without a RPP permit.

APPENDIX B

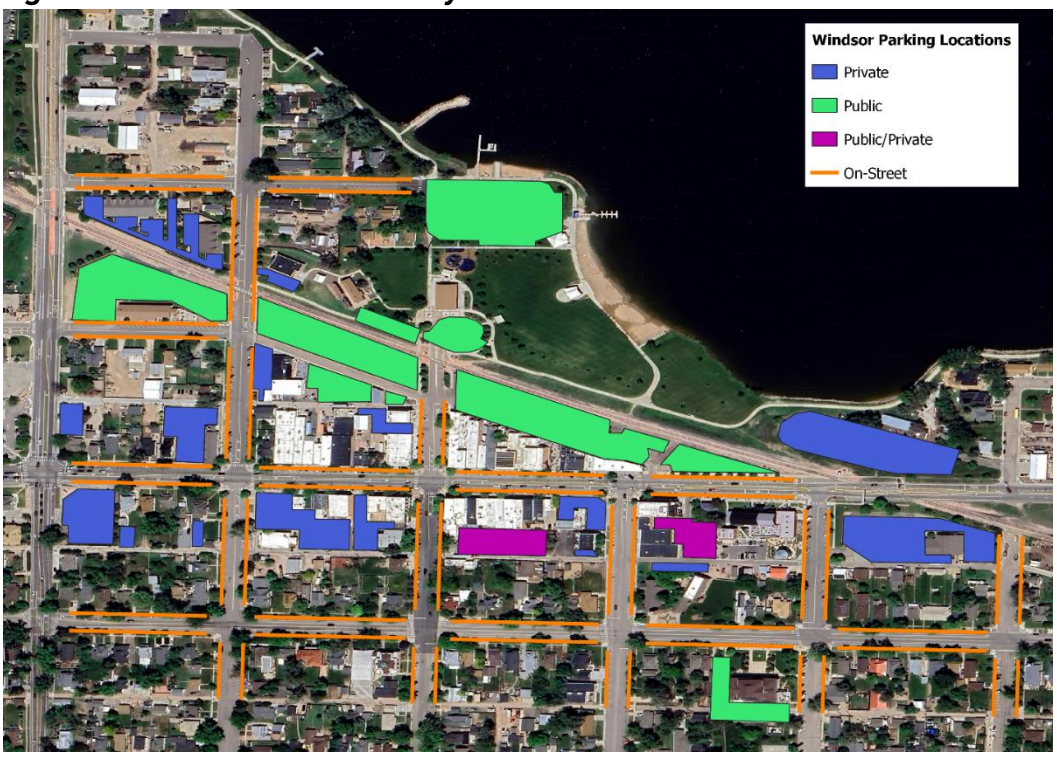
INFRASTRUCTURE ASSESSMENT

Executive Summary

This Infrastructure Assessment ("Assessment") includes methodology, observations, and high-level takeaways from a two-day onsite visit with Town of Windsor staff, local stakeholders, and other community representatives on July 9-10, 2024.

The purpose of the Assessment was to evaluate the Town's on- and off-street public, private and shared use (public and private) parking assets in the downtown core (along Main Street/State Highway 257) and on adjacent streets throughout the forty-eight (48) block Study Area.

Figure 1. Downtown Windsor Study Area.



The Assessment included field observation of the Town's:

- On-Street Parking Facilities
- Off-Street Parking Facilities
- Signage and Wayfinding
- Bicycle Infrastructure
- Pedestrian Experience
- Accessibility Considerations

The information documented during this Assessment will be used to inform specific strategies and associated implementation steps that will be included in Task 5, creation of the Parking Action Plan.

Assessment Methodology

The Assessment was conducted on foot, and over the course of the two-day visit, two members of the DIXON team walked every block of the Study Area. Observations were made in the morning (10:00 a.m.), midday (Noon), afternoon (4:00 p.m.) and early evening (6:00 p.m.).

In addition to field observations, DIXON met with Town staff, hosted a small group meeting consisting of downtown residents, local business and property owners, conducted door-to-door "Knock and Talks" with fifteen (15) downtown businesses located along Main Street, and visited with members of the Windsor Downtown Alliance (WDA) staff and board. Additionally, DIXON attended two charettes hosted by the WDA regarding the proposed 5th Street Project.

Public Parking Overview

All public parking in Downtown Windsor is currently free and without restriction (e.g., time limits or payment required). The Town does not have any active parking permit programs nor are any technologies used to monitor or manage public parking assets. Parking during the Town's popular special events is also unmanaged with all parking lots and on-street areas available on a first-come, first-served basis.

Organization & Funding

Currently, the Town's parking infrastructure is touched by several different departments:

- **Community Development** is the most actively involved department, with Planning Division staff responsible for leading parking studies and/or coordinating the collection of parking data. Members of the Planning Division have also served in a project management role for recent on- and off-street parking lot and pedestrian improvements.
- **Public Services** (Streets) is responsible for parking asset maintenance, including on- and off-street pavement markings, pavement stenciling, installation of regulatory signage and snow removal. **Parks, Recreation & Culture** designs and maintains all landscaping elements in and around off-street parking facilities.
- **Public Safety** is responsible for responding to reported parking issues and issuing parking citations, if warranted (e.g., blocked driveways during events, ADA violations).

Final decision-making authority for the Town's parking assets resides with the Town of Windsor Board of Trustees. The Town's Planning Commission also provides input, guidance, and approval (when appropriate) on parking-related planning and development projects.

Funding for parking investments – from planning efforts to infrastructure improvement projects – is provided by the Town's General Fund.

Public Parking Inventory & Assets

Inventory

The Study Area for this Assessment included 1,713 total parking spaces, 796 on-street/curbside and 917 off-street. The off-street spaces have been further categorized into public off-street, private off-street and public/private off-street (or "shared use"). Parking inventory, also commonly known as the parking "supply" or parking "capacity," is the number of parking spaces within the Study Area.

To define the total inventory for the Downtown Parking Management Plan, DIXON created a Geographic Information Systems (GIS) database and map using a combination of Google Maps and field verification. Recent Google Maps street view, aerial imagery and drone footage, were used to count marked spaces and measure the length of curb segments that allow parking but where individually marked parking stalls are not present. To calculate the inventory

for unmarked segments, DIXON assumed the length of a parallel parking space at 22 feet, and perpendicular/angled spaces at 8 feet. Once the GIS database and map were completed, numbers were verified in the field.

Table 1. Town of Windsor Public Parking Inventory – 2022 vs. 2024

Public Parking Inventory	2022	2024
Total Parking Spaces	1,409	1,713
On-Street/Curbside Spaces	751	796
Public Off-Street Spaces	305	332
Private Off-Street Spaces	312	509
Public/Private Off-Street Spaces	70	76

Since the Town's previous parking study, which was completed in 2022, 304 spaces have been added to the Study Area. This increase is due to a number of factors, including the addition of 126 new spaces by the Town, an expanded Study Area in 2024 and differences in collection methodology, especially when considering the ambiguity of unmarked/gravel locations. DIXON does not know the specific methodology of the 2022 and inventory collection, so it is challenging to make an "apples to apples" comparison of the previous inventory values. However, DIXON has prepared a detailed on-street curb GIS file that will allow the Town to keep track of their curbside assets going forward.

Figure 2. GIS Format for On-Street Parking Space Inventory

On-Street Parking Facilities

Location & Type

On-street or curbside parking is located on most streets throughout the Study Area, except for a few locations where on-street parking is disallowed for railroad crossings and/or where other issues exist that make on-street parking not viable (e.g., near intersections, where visibility is limited for motorists).

On-street parking in the core of downtown, where most of the commercial land uses exist, is pull-in angle parking. In the more residential areas, along Walnut Street, on-street parking transitions to parallel parking. There is also one small section of back-in angle parking located directly in front of Town Hall on the south side of Walnut Street.

Condition

On-street parking spaces are sized within industry best practice ranges at 16′ x 8.5′ for angled spaces and 22′ x 7′ for parallel spaces (per the Town's Design Criteria). Pavement markings (e.g., stall lines) are well-maintained and visible. The presence of parking regulatory signage and pavement markings was limited to the following:

- Signage related to spaces reserved for active Electric Vehicle (EV) charging.
- Pavement markings indicating "5 MIN PARKING ONLY" located on the east side of 4th Street.
- Americans with Disabilities (ADA) signage and pavement markings located throughout the Study Area.
- Manual on Uniform Traffic Control Device (MUTCD) signage (e.g., "NO PARKING ANY TIME," "NO PARKING 15 MIN. LOADING ZONE".)

During the morning, midday and afternoon collection windows, parking was widely available along Main Street between 7th Street and 3rd Street, and on-street both north of Main Street (between Main Street and Ash Street) and south of Main Street (between Main Street and Walnut Street).

On-street parking in the residential areas along Walnut Street was observed to be largely available, with only a few cars along Walnut between 7th Street and 1st Street. The one exception was around Town Hall, where all on-street parking immediately adjacent to the building and within a one to 1 ½ block radius was observed to be full or mostly full throughout the day. The vehicles were marked law enforcement and the reason for their presence on the observation days was Police Chief interviews that were taking place at Town Hall.

During the midday observation, on-street parking on both the north and south sides of Main Street increased moderately, however, several spaces were still available on each block. Additionally, on-street parking on 7th Street through 1st Street both south of Main Street to the edge of the Study Area (the alley just south of Walnut Street) and north of Main Street (to Birch Street) had ample availability.

As an illustration of the ample availability, a work truck and trailer were parked parallel to the curb on Main Street during most of the day.

However, around 4:00 p.m. each day, the on-street parking spaces on the block where the Windsor Mill building is located (the corner of 3rd Street and Main Street) began to fill. By 6:00 p.m., nearly every on-street space on the south side of Main Street from 3rd Street to 4th Street and on 3rd Street from Main Street to Walnut Street (both sides of the street) was occupied.

Electric Vehicle (EV) Charging

The Town has one, dual-port ChargePoint Level II charging station located on 3rd Street just southeast of Town Hall, near Main Community Park. The charging station was in good repair and the spaces immediately adjacent to the station were marked as "ELECTRIC VEHICLE PARKING ONLY WHILE CHARGING."

Off-Street Parking Facilities

Location & Type

Three distinct types of off-street parking facilities are included in the Study Area, public, private, and public/private (shared use). Only the public and public/private facilities are included in the Assessment as they are within the Town's span of control (Table 2).

Table 2. Town of Windsor Off-Street Public & Public/Private Off-Street Facilities

Name	Location	Stalls	Type	Surface Condition
History Museum lot & Boardwalk Park loop	100 N 5th St & 112 N 5th St	32	Public	Paved
Heritage Center lot	116 N 5th St	5	Public	Dirt/gravel
Boardwalk lot	421 Birch St	91	Public	Paved
West New Lot	512 Ash St	100	Public	Dirt/gravel
East New Lot	500 Ash St	105	Public	Dirt/gravel
Bethel lot	328 Walnut St	26	Public/Private	Paved
Walnut lot	211 5th St	50	Public/Private	Paved

Asset Condition

The paved parking areas were all observed to be in good condition, with well-maintained and visible pavement markings. No visible deterioration was observed, and the lots were all free of debris, trash (except in designated receptacles).

Windsor is fortunate to have several off-street parking assets located conveniently behind its core commercial district. Informed by findings from the 2022 Downtown Parking Study, the Town actively pursued shared parking agreements with private parking asset owners and has invested staff time and Town resources to update and revitalize several underutilized parking areas. As a result of these investments, residents and visitors are now able to park in the Museum Lot (off 5th Street in between the Windsor History Museum and the Art & Heritage Center), the Walnut lot (between 4th Street and 5th Street), and the Bethel lot off 4th Street behind Bethel Lutheran Church).

In January 2023, a citizen-led Special Election resulted in a code amendment to add a permanent parking zone in the central business district. The focus of the Special Election was a three-block stretch of property comprised of a series of empty lots, located at Ash St. & 4th St. and Ash St. & 5th St. (also known as the "New Lots"). While originally envisioned as part of a mixed-use redevelopment project called the "Downtown Revitalization Project," two of the parcels are currently used for public parking (New Lots) and the third parcel is the American Legion (all three parcels are owned by the Town). During DIXON's site visit, the West New Lot was empty during the morning, midday, and evening observation periods, with only 1-2 cars ever observed in the lot. The East New Lot saw more activity with a slow, but steady, increase in vehicles throughout the day.

On June 17, Town Public Works staff brought a Design Proposal to the Town Board outlining the following cost, timing and stall yield for design and construct parking areas on both sites, including, lighting, landscaping, and utility installation. Combined, the project would cost roughly $464,000 to design, between $2,250,000 - $3,250,000 to construct and yield 150-200 parking stalls. As of the writing of this memo, no decision has been made on the proposal.

Signage & Wayfinding

Signage and wayfinding are vital components of downtown navigation due to the high concentration of vehicles, public transportation, bicycles, and pedestrians. Clear and highly-visible parking signage can help guide motorists to available public parking, both decreasing anxiety about where parking can be found and mitigating the congestion that comes with drivers looking for parking.

Both auto-directional and destination signage were observed throughout Downtown Windsor. Auto-directional signs are meant for the motorist and should be strategically located to help "breadcrumb" parkers to public parking areas, easily visible (not obstructed by trees/bushes), and with character size and sign reflectivity that is MUTCD compliant. Parking destination signage is located at a facility and provides a visual cue that a motorist has arrived at their destination. The destination sign usually includes a facility name and regulations, if any.

DIXON observed both auto-directional and destination signs throughout the Study Area that aligned with the Town's brand identity, displaying green and blue coloring, and large, legible white characters. Signs also included a large "P" symbol, which can be helpful for non-English speaking parkers. All auto-directional signs and some of the destination signs, included arrows to guide drivers to public parking facilities.

Overall, the Town's auto-directional and destination signage was clear and well-placed. Building on the Town's existing signage infrastructure, DIXON observed opportunities for an enhanced wayfinding experience in the following areas:

- Several lots were observed to have an abundance of individual space signs, indicating private and/or tenant parking only. Some of the signs were confusing due to their use of addresses and application of directional arrows. Several downtown business owners also commented on the confusing nature of the in-lot signage during the "Knock and Talks." Additionally, some lots had only a few spaces open for public parking, while the rest were marked reserved or for tenant use only. The public spaces were not signed, which could lead to motorist confusion about whether they are available for public use.
- As previously mentioned, the presence of parking regulatory signage was limited, however DIXON did note the presence of a variety of different temporary parking restriction signs throughout the Study Area. Some signs were attached to cones and/or other traffic control devices indicating "NO PARKING TEMPORARY POLICE ORDER" and "NO PARKING TOW AWAY ZONE." Some signs were also faded/hard to read and during field observation, DIXON was asked about the sign by a parking motorist who was wondering if they could park in the area.
- Trip planning can start online, especially for visitors coming downtown to attend one of Windsor's popular events. While the Town has a robust amount of information about parking studies/recent investments on its

website, there is a notable lack of information about where to park and that parking in Windsor free and abundant. Online resources about where and how to park in Downtown Windsor, including a map with recognizable landmarks would help supplement the Town's existing directional and destination signage.

- While discussion is ongoing about whether the New Lots will remain gravel or improved to a paved surface, both destination and auto-directional signage should be added as the parcels have been identified by local voters as permanent parking. While the financial investment to pave/improve the lots would be significant, if the lots are going to be parking for the next several years, the Town would benefit from their improvement into more attractive, safe and accessible parking areas. Paving and striping the lots would also increase the capacity of the lots by defining stalls, thus maximizing the potential parking for the benefit of downtown and the Boardwalk Park recreation area.

Bicycle Infrastructure

During the DIXON site visit, one permanent bicycle rack and two temporary bicycle racks were observed at Boardwalk Park, with five permanent bicycle racks located along Main Street. Bicycle signage and wayfinding elements, including the Walnut Street Bikeway signs and painted on-street markings, were all observed to be in excellent condition.

In 2021, the Town prioritized the Walnut Corridor Bikeway project as a direct response to input received from the community during the draft phase of the Transportation Master Plan (TMP). The location of the Walnut Corridor Bikeway – just one block off Main Street – provides a low stress option for those wishing to travel downtown by bicycle for work or special events. During the "Knock and Talks" with downtown businesses, several employees mentioned commuting by bicycle to downtown with no issues.

Pedestrian Connectivity

Currently, the experience for those parking vehicles in Downtown Windsor and navigating to their destination varies widely depending on someone's chosen parking location. For those using one of the Town's recently improved parking lots just south of Main Street, the pedestrian experience is positive – with clear paths to the main commercial corridor, some with enhanced walkways like the one leading from the northeast corner of the Walnut lot to Main Street. The experience for those parking on-

street along some of the side streets in Downtown Windsor (6th Street – 3rd Street) and in the more residential areas (along Walnut Street and Birch Street) is also very pedestrian-friendly with easy access to sidewalks and significantly less traffic.

The pedestrian experience for those parking along Main Street can be a bit more challenging with more traffic and larger vehicles to navigate when crossing the highway. The Town's investment in Rapid Flashing Beacons (RFBs) on Main Street provides notable support for pedestrians and there is opportunity for the addition of more RFBs to enhance a greater number of crosswalks that connect the residential areas south of Main Street to the Boardwalk Park recreation areas.

Additionally, the Town currently has both paved and unpaved/gravel parking areas. While gravel parking areas can be hard to manage/sign for pedestrian access, if the two New Lotss are to remain unpaved, the Town should consider regrading the lots and filling some of the potholes that have developed due to lot usage. Several larger potholes have developed, especially in the West New Lots that will continue to expand/erode with the changing seasons.

While pedestrian improvements were well-covered in the Town's recent Transportation Master Plan (2020), it is important to note for the purpose of the Downtown Parking Management Plan that providing accessible pedestrian connections to/from public parking areas is important the overall experience of navigating downtown.

Accessibility Considerations

On-Street

Throughout the Study Area, DIXON's data team identified twenty (20) on-street parking spaces that were marked for Americans with Disabilities (ADA) parking. Previously, parking guidance provided by the U.S. Access Board under the ADA has been focused on the quantity and layout of vehicle and van parking spaces in off-street facilities (e.g., lots and garages). However, very recently, the Access Board, under both ADA and the Architectural Barriers Act (ABA), published new guidelines that will apply to a number of elements in the public right-of-way, including on-street parking.[1] As the Town has recently added new on-street parking spaces, and as a result of this Plan, may look for additional opportunities to expand supply using existing on-street resources, it is strongly recommended that Town staff familiarize themselves with the Access Board's new Public Right-of-Way Accessibility Guidelines (PROWAG).

Off-Street

ADA indicates that the number of accessible parking spaces must be considered separately for each parking facility (lot), not based on the total number of parking spaces provided in

[1] U.S. Access Board, Public Right-of-Way Accessibility Guidelines (PROWAG), access-board.gov/prowag

each area[2]. A quick reference guide covering the off-street facility sizes present in Downtown Windsor is provided in **Table 3.**

Table 3. ADA Off-Street Space Requirements

Total Number of Parking Spaces Provided in a Parking Lot or Facility	Minimum Number of Accessible Parking Spaces
1 to 25	1
26 to 50	2
51 to 75	3
76 to 100	4
101 to 150	5

ADA also provides specific rules for vehicle and van parking stall width, access aisle width, slope/grade, sign type and installation. During the July site visit, DIXON observed that the Town's off-street ADA space allotment and configuration varied by facility/lot with some compliance issues noted in both space quantity and layout. Due to the importance of ensuring current and future compliance with ADA standards, a recommendation of the Downtown Parking Management Plan will be completion of an ADA Transition Plan for both on- and off-street parking facilities.

[2] U.S. Department of Justice, Civil Rights Division, ADA.gov "Accessible Parking Spaces"

APPENDIX C

PARKING UTILIZATION STUDY

Methodology

This study takes a systematic approach to analyzing parking trends and patterns. First, we give an overview of the study area, then dive into how we collected the inventory, the data collection methods we used, the key things to consider during the collection period, and how we integrated historical data to get a complete picture.

Study Area

Dixon Resources Unlimited (DIXON) collected parking data on behalf of the Town of Windsor (Town) as part of the Downtown Parking Management Plan to demonstrate the current parking conditions for 48 on-street block faces, eight (8) public on-street lots, 18 private off-street lots, and two (2) shared public and private use lots in Downtown Windsor (see Figure 1).

Figure 1. Study Area Map

Inventory

Parking space inventory (number of parking spaces) was collected for on-street block faces in the Study Area. Inventory counts were captured using Geographic Information Systems (GIS) and Google Maps (Street View and aerial imagery measurements), with in-person field verification to count marked spaces and calculate space counts from the measurements of curb segments where parking is allowed. In areas without marked spaces and where parking is allowed, parking spaces were measured assuming a 20-feet space size, while a space size of 18-feet was used when a space is immediately adjacent to a driveway, as the curb cut associated with the driveway allows for easier entry and exit from the space as opposed to parallel parking between two vehicles. The posted policies, driveways, loading zones, and red curbs were also recorded as part of the inventory measurement process. Total off-street parking inventory space counts were collected in the field. Off-street locations that did not have marked spaces were given an approximate estimate of the number of spaces.

Data Collection

Data was collected by DIXON field staff using vehicle-mounted License Plate Recognition (LPR) and drone technology. On-street and off-street parking data such as occupancy and length of stay is determined from these collections. Camera-mounted drones are flown by an FAA certified pilot to collect off-street data as well as verify on-street data. Data was collected for nine (9) total days every hour from 7:00 AM to 7:00 PM. The dates of collection occurred over three (3) rounds of collection in May, July, and August/September in 2024. Data collection for round 1 in May occurred on Saturday, May 4 and Wednesday, May 8, for round 2 on Thursday, July 25, Friday, July 26, and Saturday, July 27 and for round 3 on Friday August 30, Saturday August 31, Sunday September 1, and Monday September 2.

Collection Rounds Considerations

Round 1 shows standard non-peak season days throughout the year, where school is in session. Round 2 shows standard peak season days in the summer. During this round there was a summer concert series at Boardwalk Park

in the evening of Thursday, July 25. Round 3 shows peak season days coinciding with Labor Day Weekend and the Windsor Annual Harvest Festival. The events and activities have a significant effect on the parking utilization in Downtown Windsor. Below is a summary of the events and activities of the festival that most impacted data collection to add context to the data collected.

Friday, August 30: No events	**Saturday, August 31:** 1. Farmers Market at Boardwalk Park - 8:30 AM - 12:30 PM. 2. Vendor Load In and setup Windsor Main Park - 9:00 AM – 5:00 PM. 3. Concert at Boardwalk Park – 6:00 PM – 9:00 PM
Sunday, September 1: 1. Arts & Crafts, Commercial & Food Booths, Amusement Rides & Games and other events at Windsor Main Park - 9:00 AM-5:00 PM.	**Monday, September 2:** 1. Harvest Festival Parade - 9:00 AM - 11:00 AM. Arts & Crafts, Commercial & Food Booths, Kid's Amusement Rides & Games and other events at Windsor Main Park - 9:00 AM-5:00 PM.

Historical Data

Additionally, the Town provided six days of historical data collected between September 2016 and September 2020 to compare against the data DIXON collected as part of this study. The historical data was provided in a map format without exact occupancy percentages, so DIXON converted the maps into a database of the percent occupancy range that each block face was given for the date and time of the map. These historical maps used a different occupancy percentage range than DIXON, which utilizes the industry standard of 85 percent indicating the high occupancy threshold. The historical occupancy percentages use a range of 0-25%, 25-50%, 50-75%, and greater than 75%. Therefore, exact historical occupancy rates were unknown, and this limited the exact comparison of historical data with data DIXON collected for this 2024 study.

Results

Key Considerations

The parking industry considers the ideal target parking occupancy rate to be 85%[1], meaning that there are approximately one or two parking spaces available per block face, or in a desired parking area. This occupancy target minimizes congestion and maximizes utilization of parking assets. Areas that regularly exceed 85% occupancy can appear full to the parking public and contribute to congestion as motorists circle looking for an available space. Likewise, areas that regularly are well below 85% are considered underutilized. The goal is to seek a balanced parking system that remains at or near 85% occupancy during most times on average, knowing that there will realistically be some exceptional or outlier times.

When parking durations are long, this means that the turnover of parking spaces is low. Conversely, when durations are shorter, this means that turnover is high. High turnover can maximize the number of motorists that can utilize available parking assets, which is especially important in commercial areas due to proximity to goods and services and the need for customer access.

Definition of Terms

Inventory: The number of spaces per on-street block face or off-street locations.

Occupancy: The percentage of parking supply that is occupied.

Length of Stay: The amount of time a car remains in a given parking space. Also referred to as the duration.

Turnover: The rate at which a parking facility is used, or the number of vehicles that can use a parking space within a given time.

Block face: A single side of the street between two cross streets.

Occupancy

Overall, occupancy in Downtown Windsor is low; however, there are geographic and event-based hot spots around key downtown destinations. Figures 2 and 3 show on and off-street average occupancy rates throughout the day, and while occupancy rates significantly increased during events and at peak times in hotspots, the overall average occupancy did not exceed 85% for the combined on and off-street locations within the Study Area.

[1] Donald Shoup, *The High Price of Free Parking* (Planners Press, 2011)

Figure 2. On-Street Occupancy for All Dates

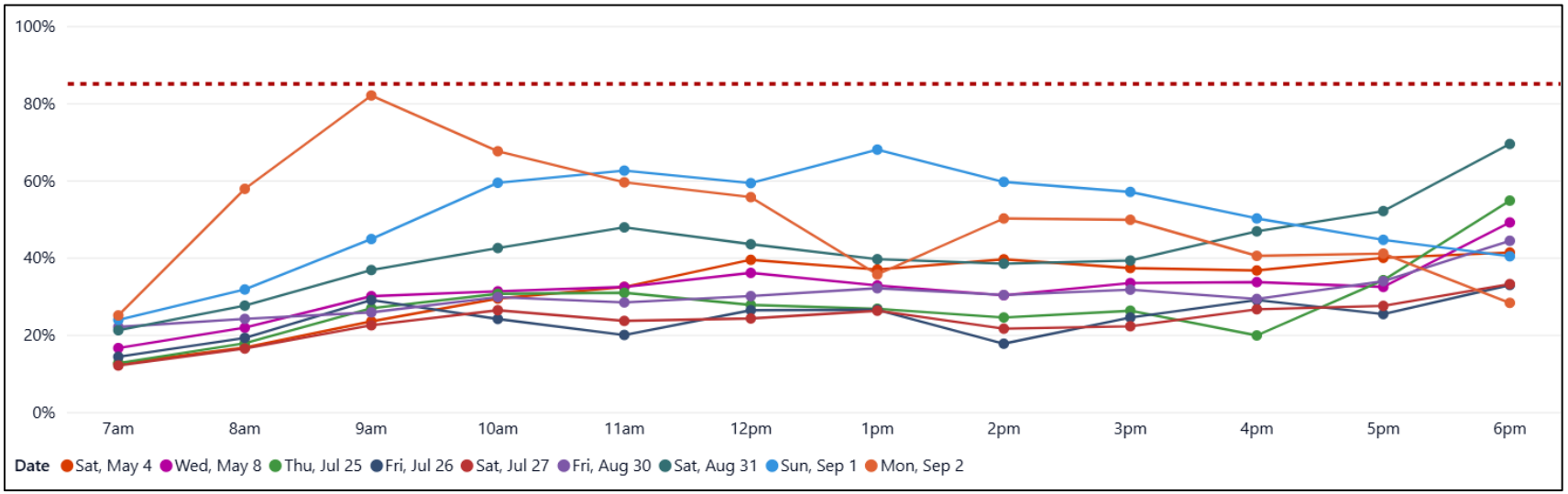
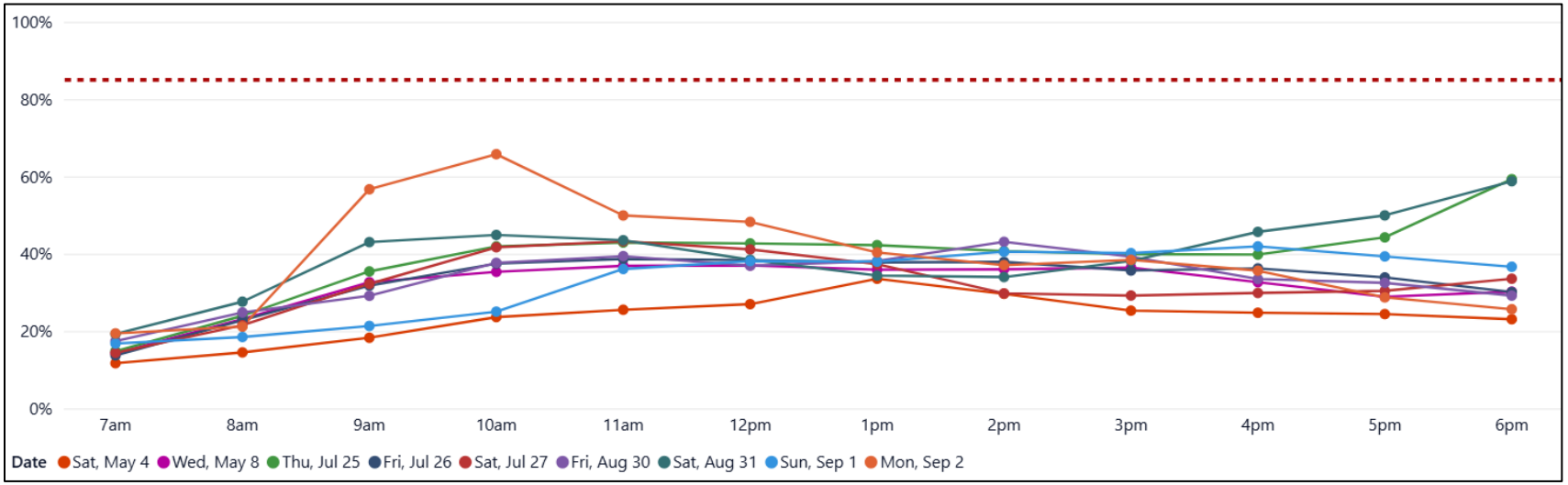


Figure 3. Off-Street Occupancy for All Dates



From approximately 4:00 p.m. to the end of the collection at 6:00 p.m. for each for each day of collection, on and off-street occupancy was consistently high between Main St. and Walnut St. and between Third St. and Fourth St. (see Figure 4) where there are several popular restaurants. Adjacent streets to this area were also higher than normal as a result.

Figure 4. May 4, 2024 Occupancy – Saturday, 6:00 p.m. "The Mill Tavern"

There were two events held at Boardwalk Park, the Summer Concert Series on Thursday July 25th and the Harvest Festival Concert on August 31st, which brought increased occupancy to on and off-street spaces in the north section of the study area near the park (see Figure 5 and Figure 6). However, parking spaces remained available two to three blocks from the park.

Figure 5. July 25, 2024 Occupancy – Thursday 6:00 p.m. "Summer Concert Series"

Figure 6. August 31, 2024 Occupancy - Saturday 6:00 p.m. "Harvest Festival Concert"

The highest average occupancy rates were observed at 9:00 a.m. on Monday, September 2nd 2024. On-street occupancy was 82% and off-street occupancy was 59% (see Figure 2 and Figure 3) due to the Parade which both drew visitors and overtook on-street parking on Walnut St.

Comparison with Historical Occupancy Data

The Town of Windsor provided data from previous data collection efforts in 2016, 2018 and 2020. Based on these results, overall occupancy has historically been low in Downtown Windsor. Historical occupancy did not exceed 50% during any of the data collections before 2024. Changes in occupancy between historical data and 2024 data were not significant. During the collections done by DIXON in 2024, on-street and off-street occupancy only exceeded 50% after 5pm and during special events, such as the Labor Day Parade.

Length of Stay

The average vehicle length of stay in Downtown Windsor is short. Most people stay less than 2 hours for both on and off-street space, as shown in Figure 7 and Figure 8.

Throughout the study, off-street spaces experienced slightly greater lengths of stay than on-street spaces.

On average, throughout all data collection rounds, 94% of vehicles stayed less than 4 hours in on-street spaces (81% of vehicles stayed less than 2 hours and 13% stayed between 2 and 4 hours). For off-street spaces, 83% of vehicles stayed less than 4 hours (64% of vehicles stayed less than 2 hours while 19% stayed between 2 and 4 hours).

Greater lengths of stays were generally observed in the southern section of the study area, south of Walnut St. This area is more residential. The average length of stay data was affected by some vehicles that did not move all day.

Figure 7. On-Street Length of Stay

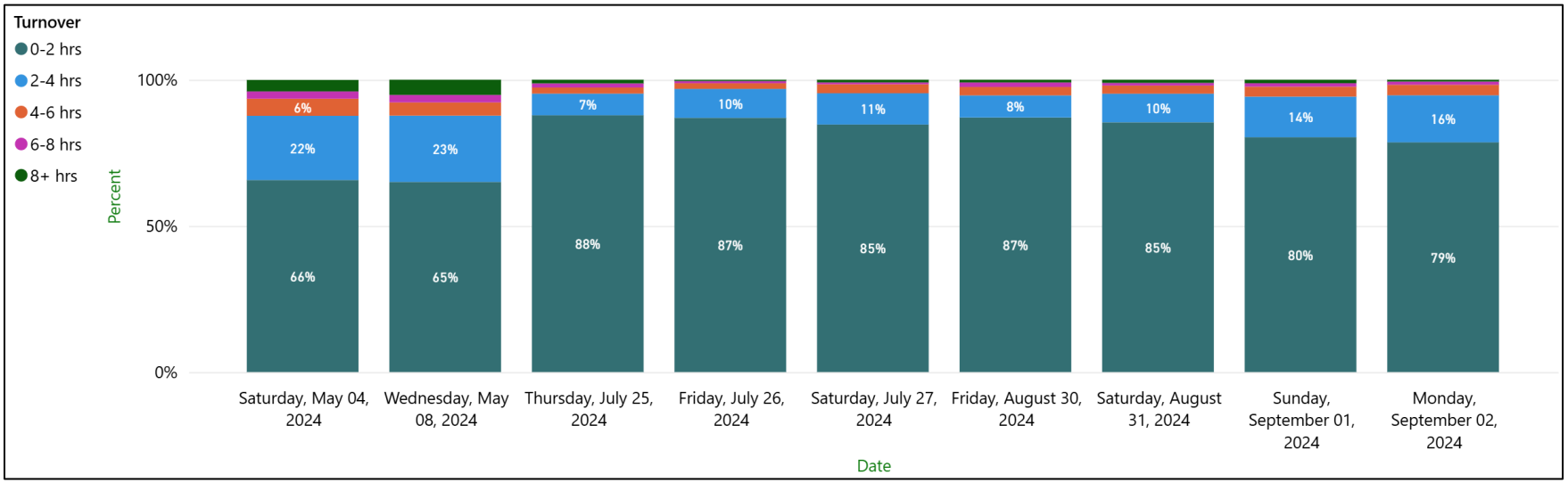
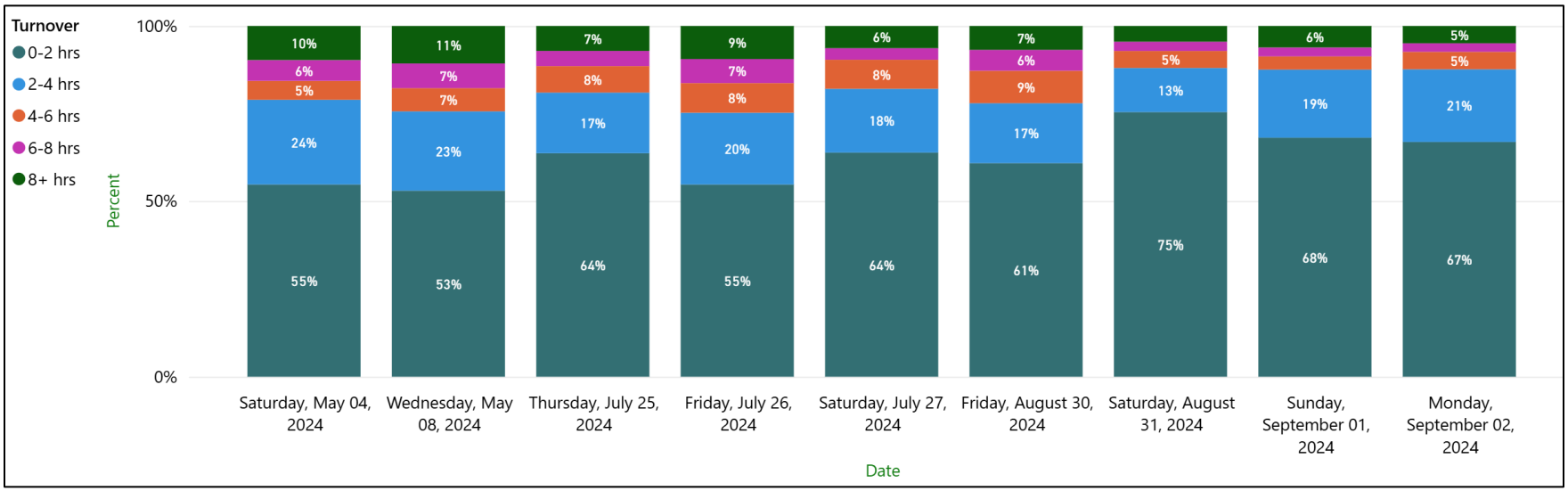


Figure 8. Off-Street Length of Stay



Tables (Occupancy and Length of Stay)

Table 1. On-Street Occupancy

Collection	Date	7am	8am	9am	10am	11am	12pm	1pm	2pm	3pm	4pm	5pm	6pm	Total
Historical	Sat, Sep-03-2016			32%										**33%**
	Tue, Apr-03-2018				33%									**33%**
	Sat, Aug-11-2018			33%										**33%**
	Fri, Jul-19-2019							38%						**38%**
	Sat, Sep-05-2020			32%	33%	39%	39%							**36%**
	Sun, Sep-06-2020											39%	40%	**39%**
Round 1	Sat, May-04-2024	13%	17%	23%	29%	32%	39%	37%	40%	37%	37%	40%	41%	**32%**
	Wed, May-08-2024	17%	22%	30%	31%	32%	36%	33%	30%	33%	34%	32%	49%	**32%**
Round 2	Thu, Jul-25-2024	13%	18%	27%	31%	31%	28%	27%	24%	26%	20%	34%	55%	**28%**
	Fri, Jul-26-2024	14%	19%	29%	24%	20%	26%	26%	18%	24%	29%	25%	33%	**24%**
	Sat, Jul-27-2024	12%	16%	22%	26%	24%	24%	26%	22%	22%	27%	27%	33%	**24%**
Round 3	Fri, Aug-30-2024	22%	24%	26%	30%	28%	30%	32%	30%	32%	29%	34%	44%	**30%**
	Sat, Aug-31-2024	21%	28%	37%	42%	48%	43%	40%	38%	39%	47%	52%	69%	**43%**
	Sun, Sep-01-2024	24%	32%	45%	59%	63%	59%	68%	60%	57%	50%	45%	40%	**50%**
	Mon, Sep-02-2024	25%	58%	82%	68%	60%	56%	36%	50%	50%	40%	41%	28%	**52%**
	Total	**16%**	**24%**	**35%**	**37%**	**37%**	**37%**	**35%**	**34%**	**35%**	**35%**	**37%**	**44%**	**34%**

Table 2. Off-Street Occupancy

Collection	Date	7am	8am	9am	10am	11am	12pm	1pm	2pm	3pm	4pm	5pm	6pm	Total
Historical	Sat, Sep-03-2016			33%										**33%**
	Tue, Apr-03-2018				47%									**47%**
	Sat, Aug-11-2018			41%										**41%**
	Fri, Jul-19-2019							43%						**43%**
	Sat, Sep-05-2020			33%	35%	38%	37%							**36%**
	Sun, Sep-06-2020											41%	37%	**39%**
Round 1	Sat, May-04-2024	12%	15%	19%	25%	27%	28%	35%	31%	26%	26%	25%	24%	**24%**
	Wed, May-08-2024	15%	24%	34%	37%	38%	39%	37%	38%	38%	34%	30%	31%	**33%**
Round 2	Thu, Jul-25-2024	15%	25%	37%	44%	45%	45%	44%	42%	42%	42%	46%	61%	**41%**
	Fri, Jul-26-2024	14%	24%	33%	39%	40%	40%	39%	40%	37%	38%	35%	31%	**34%**
	Sat, Jul-27-2024	15%	22%	34%	43%	45%	43%	39%	31%	30%	31%	32%	35%	**33%**
Round 3	Fri, Aug-30-2024	18%	25%	30%	38%	40%	37%	38%	43%	40%	34%	33%	29%	**34%**
	Sat, Aug-31-2024	19%	29%	45%	47%	45%	40%	36%	36%	40%	48%	52%	61%	**42%**
	Sun, Sep-01-2024	17%	19%	21%	26%	36%	38%	38%	41%	40%	42%	40%	37%	**33%**
	Mon, Sep-02-2024	20%	22%	59%	68%	52%	50%	42%	39%	40%	37%	30%	27%	**41%**
	Total	**16%**	**23%**	**35%**	**41%**	**41%**	**40%**	**39%**	**38%**	**37%**	**37%**	**36%**	**38%**	**35%**

Table 3. On-Street Length of Stay

Collection	Date	0-2 hrs.	2-4 hrs.	4-6 hrs.	6-8 hrs.	8+ hrs.
Round 1	Saturday, May 4, 2024	66%	22%	6%	2%	4%
	Wednesday, May 8, 2024	65%	23%	5%	3%	5%
Round 2	Thursday, July 25, 2024	88%	7%	2%	1%	1%
	Friday, July 26, 2024	87%	10%	2%	1%	0%
	Saturday, July 27, 2024	85%	11%	3%	1%	1%
Round 3	Friday, August 30, 2024	87%	8%	3%	2%	1%
	Saturday, August 31, 2024	85%	10%	3%	1%	1%
	Sunday, September 1, 2024	80%	14%	3%	1%	1%
	Monday, September 2, 2024	82%	12%	3%	1%	1%

Table 4. Off-Street Length of Stay

Collection	Date	0-2 hrs.	2-4 hrs.	4-6 hrs.	6-8 hrs.	8+ hrs.
Round 1	Saturday, May 4, 2024	55%	24%	5%	6%	10%
	Wednesday, May 8, 2024	53%	23%	7%	7%	11%
Round 2	Thursday, July 25, 2024	64%	17%	8%	4%	7%
	Friday, July 26, 2024	55%	20%	8%	3%	6%
	Saturday, July 27, 2024	64%	18%	8%	3%	6%
Round 3	Friday, August 30, 2024	61%	17%	9%	6%	7%
	Saturday, August 31, 2024	75%	13%	5%	3%	4%
	Sunday, September 1, 2024	68%	19%	4%	3%	6%
	Monday, September 2, 2024	67%	21%	5%	2%	5%

Occupancy Chart by Round

Figure 9. May 2024 (Round 1) On-Street Occupancy

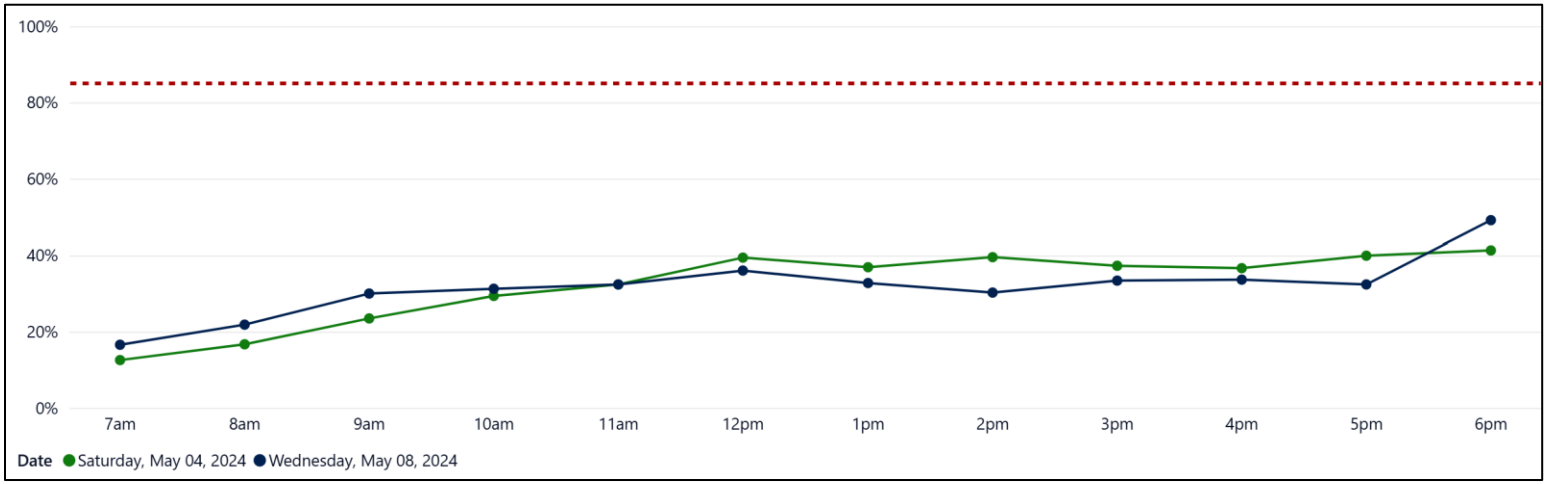


Figure 10. May 2024 (Round 1) Off-Street Occupancy

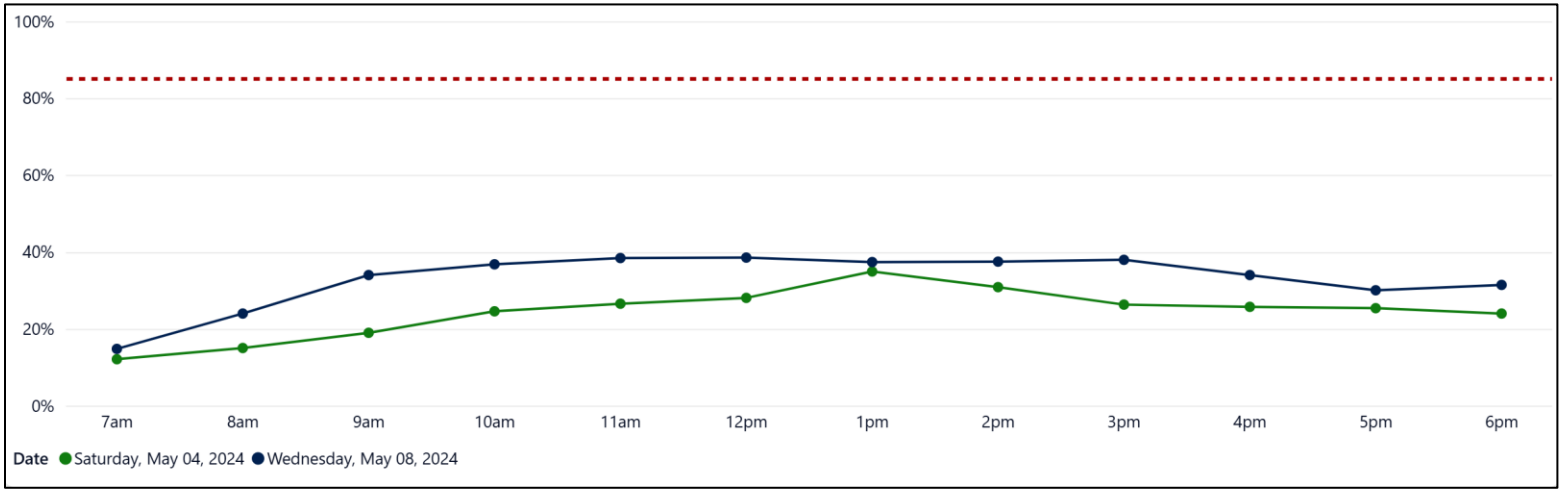


Figure 11. July 2024 (Round 2) On-Street Occupancy

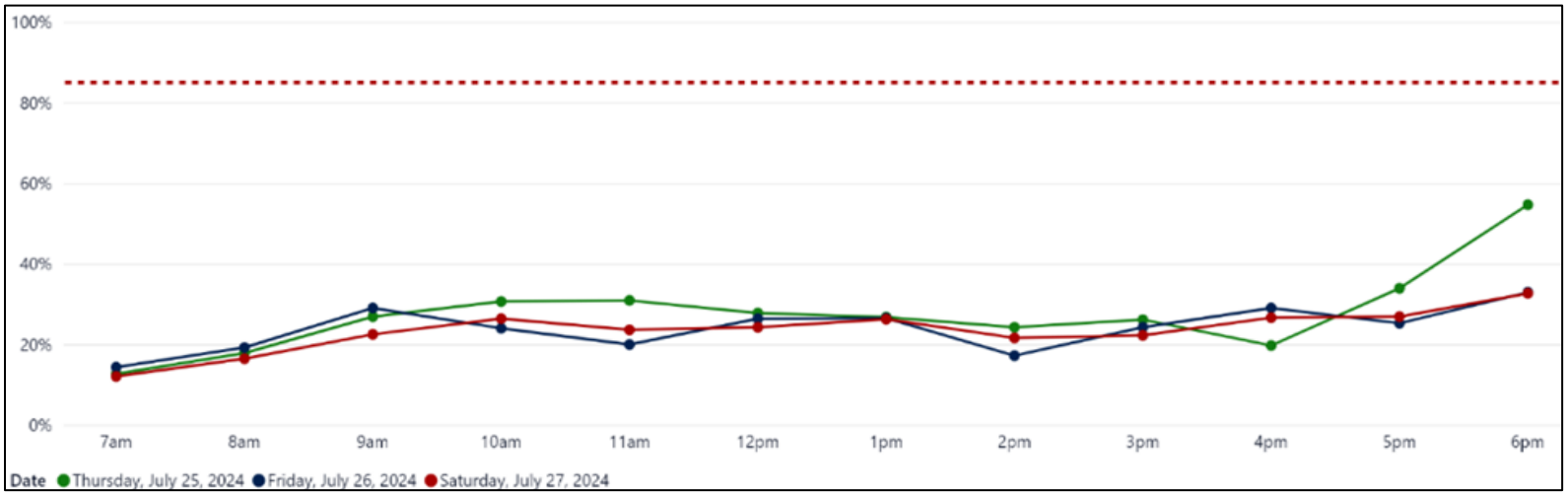


Figure 12. July 2024 (Round 2) Off-Street Occupancy

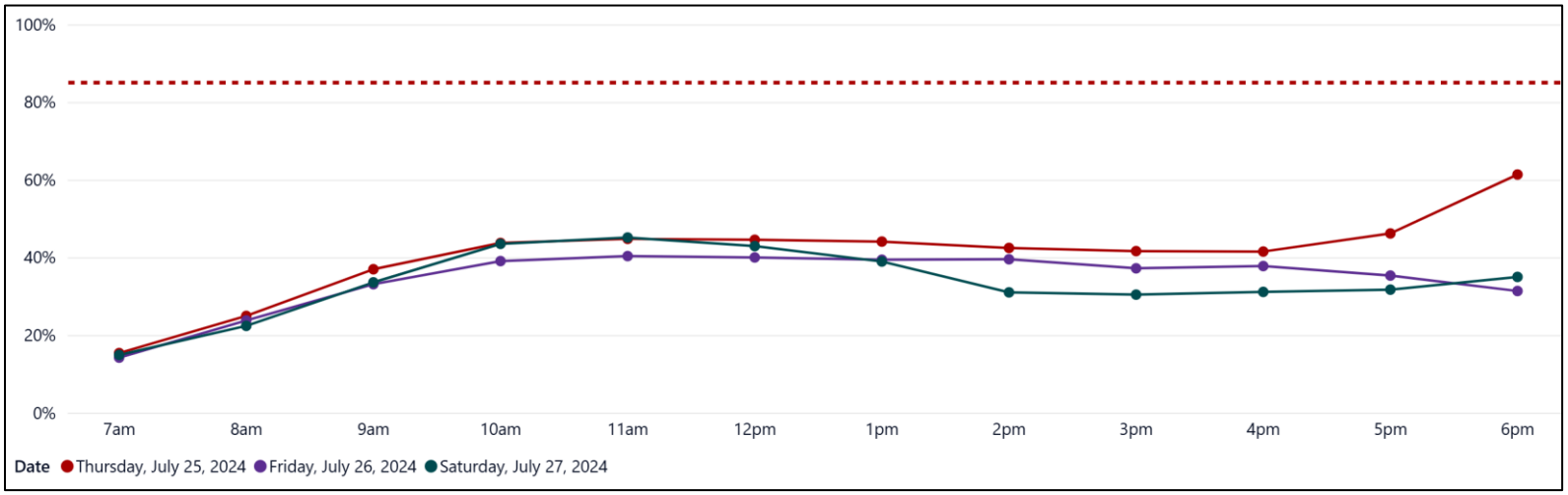


Figure 13. August/September 2024 (Round 3) On-Street Occupancy

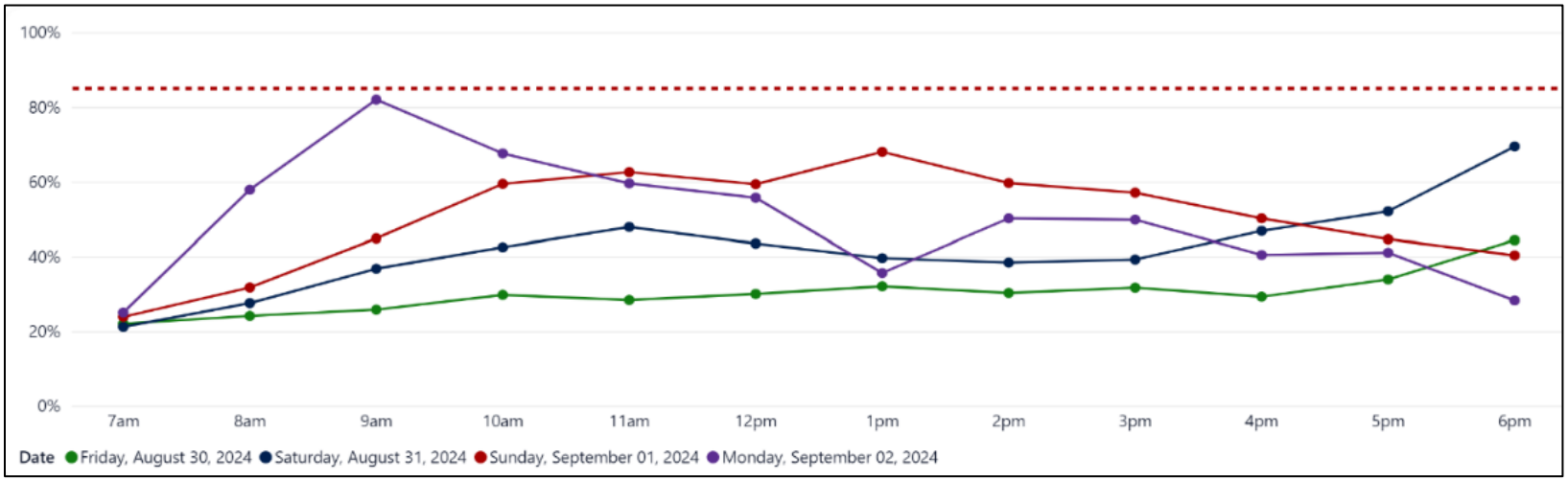
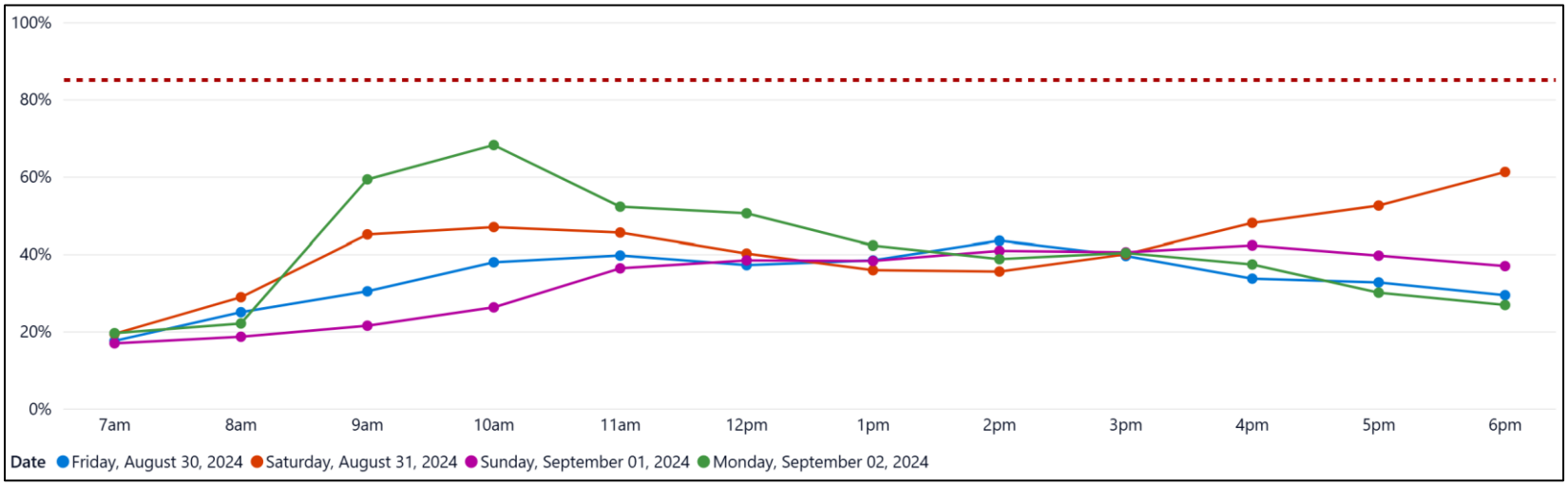


Figure 14. August/September 2024 (Round 3) Of-Street Occupancy



Maps (Occupancy and Length of Stay)

Figure 15. Wednesday, May 08, 2024 (Round 1) Average Occupancy

Figure 16. Saturday, May 04, 2024 (Round 1) Average Occupancy

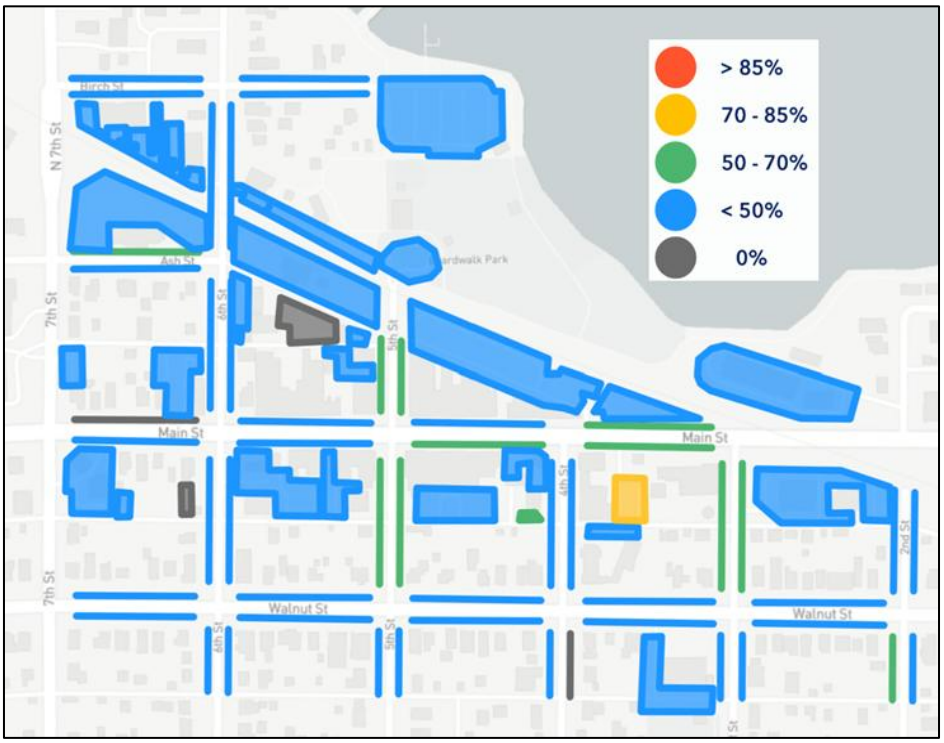


Figure 17. Thursday, July 25, 2024 (Round 2) Average Occupancy

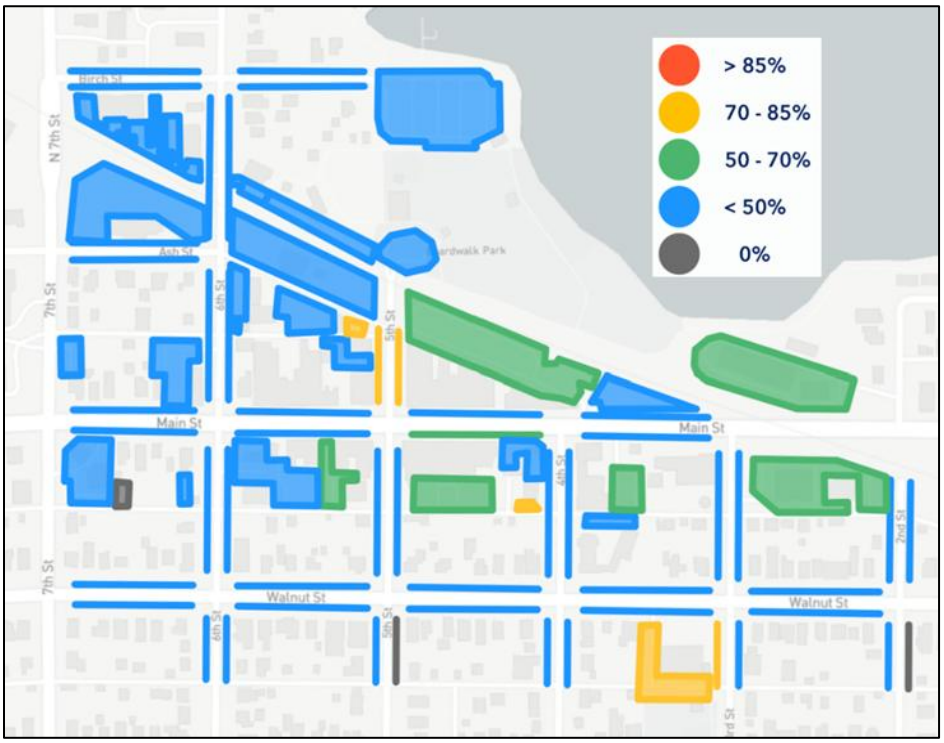


Figure 18. Friday, July 26, 2024 (Round 2) Average Occupancy

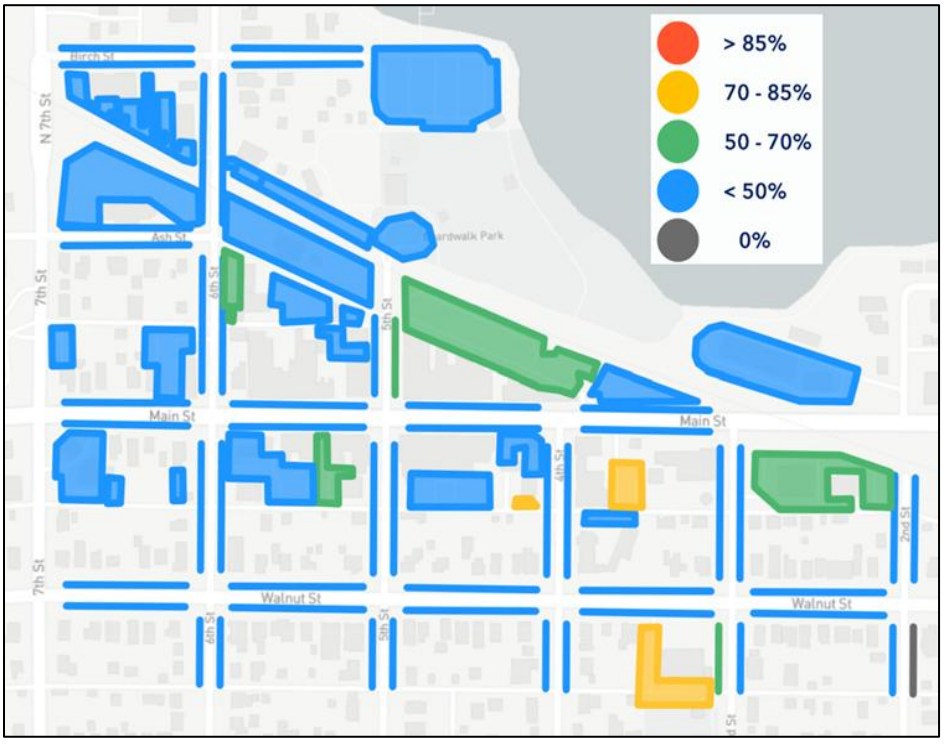


Figure 19. Saturday, July 27, 2024 (Round 2) Average Occupancy

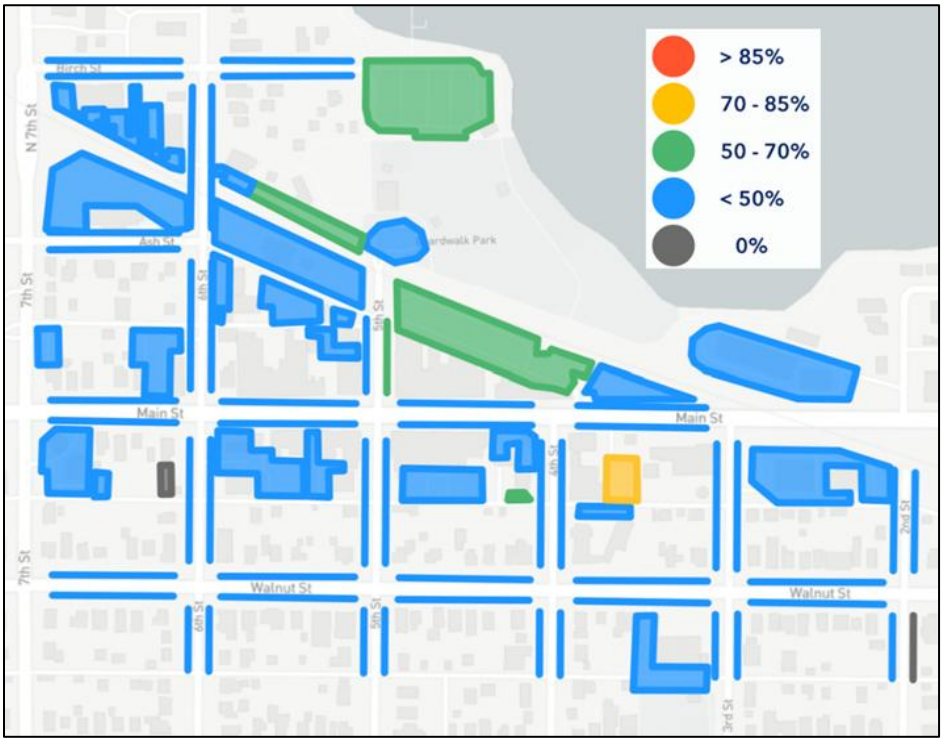


Figure 20. Friday, August 30, 2024 (Round 3) Average Occupancy

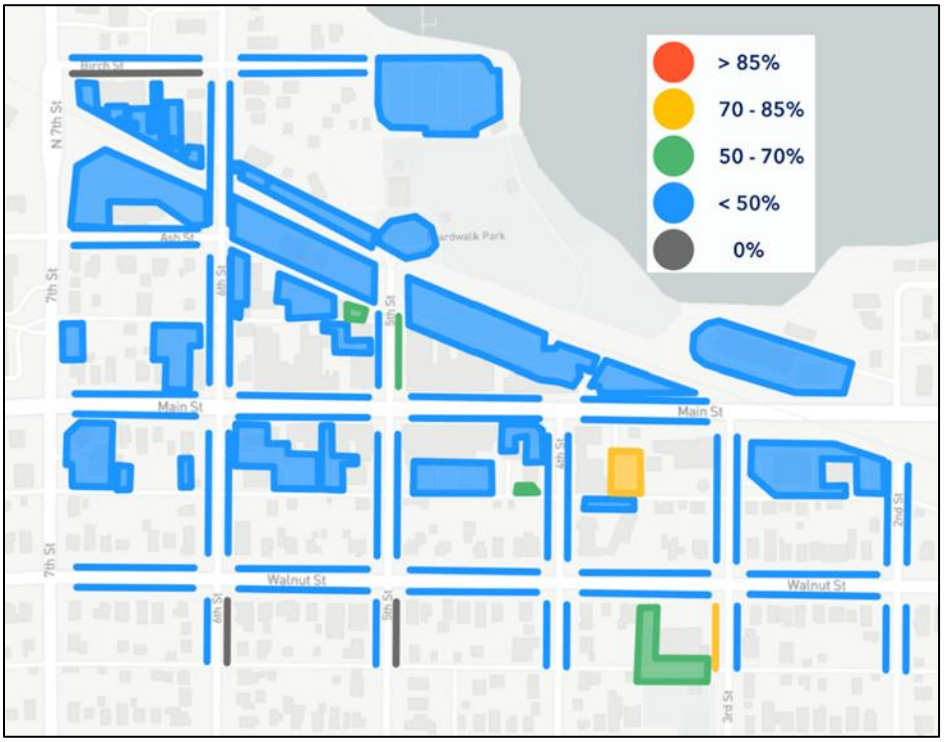


Figure 21. Saturday, August 31, 2024 (Round 3) Average Occupancy

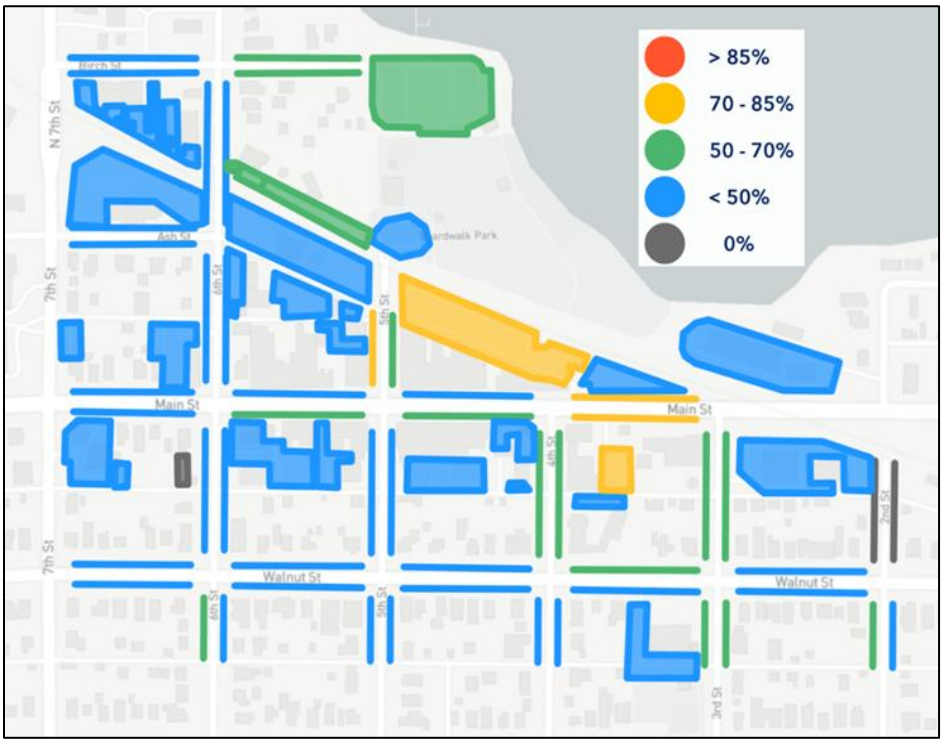


Figure 22. Sunday, September 1, 2024 (Round 3) Average Occupancy

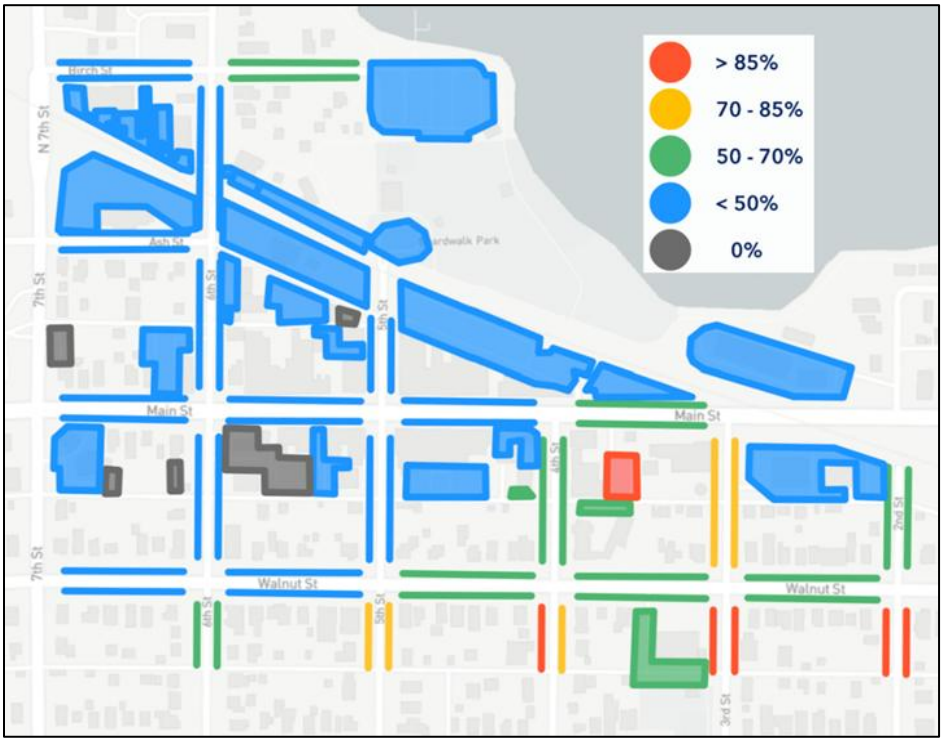


Figure 23. Monday, September 2, 2024 (Round 3) Average Occupancy

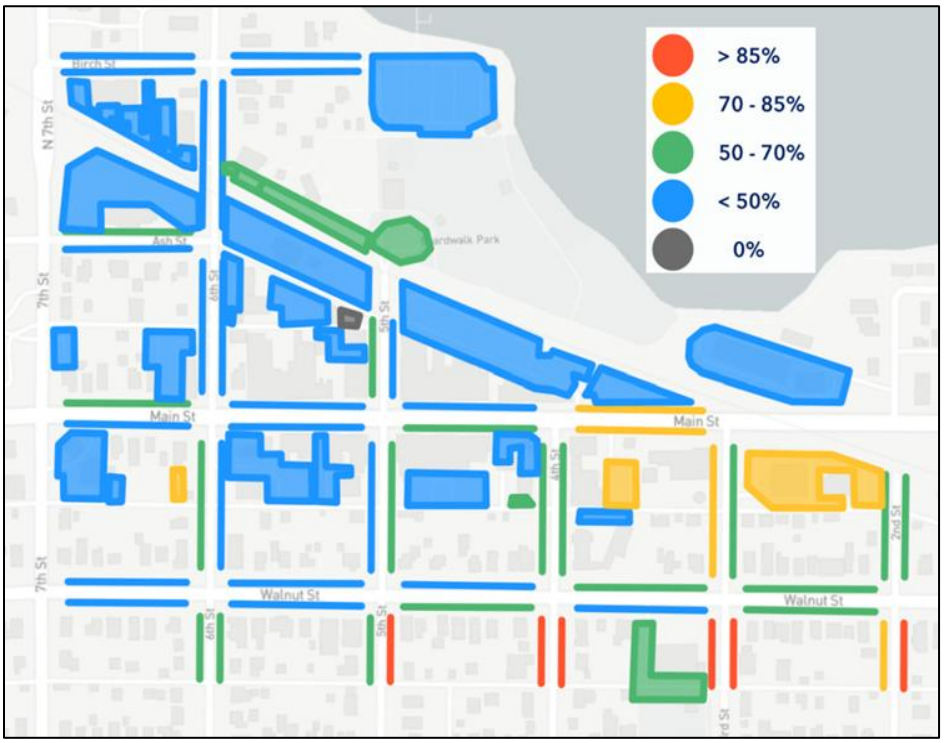


Figure 24. Wednesday, May 8, 2024 (Round 1) Average Length of Stay

Figure 25. Saturday, May 4, 2024 (Round 1) Average Length of Stay

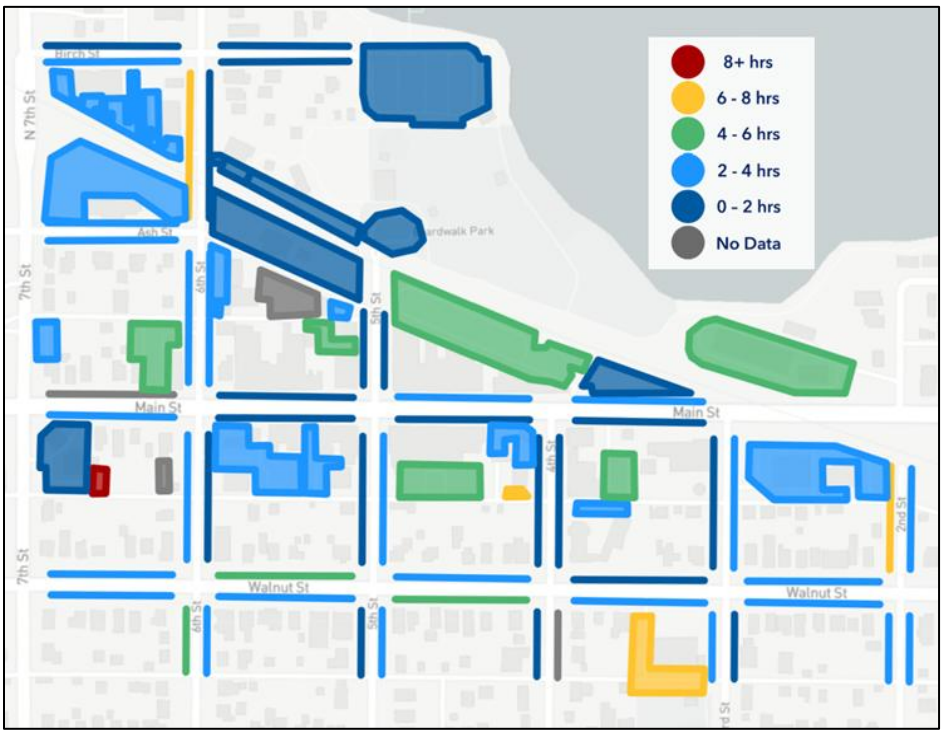


Figure 26. Thursday, July 25, 2024 (Round 2) Average Length of Stay

Figure 27. Friday, July 26, 2024 (Round 2) Average Length of Stay

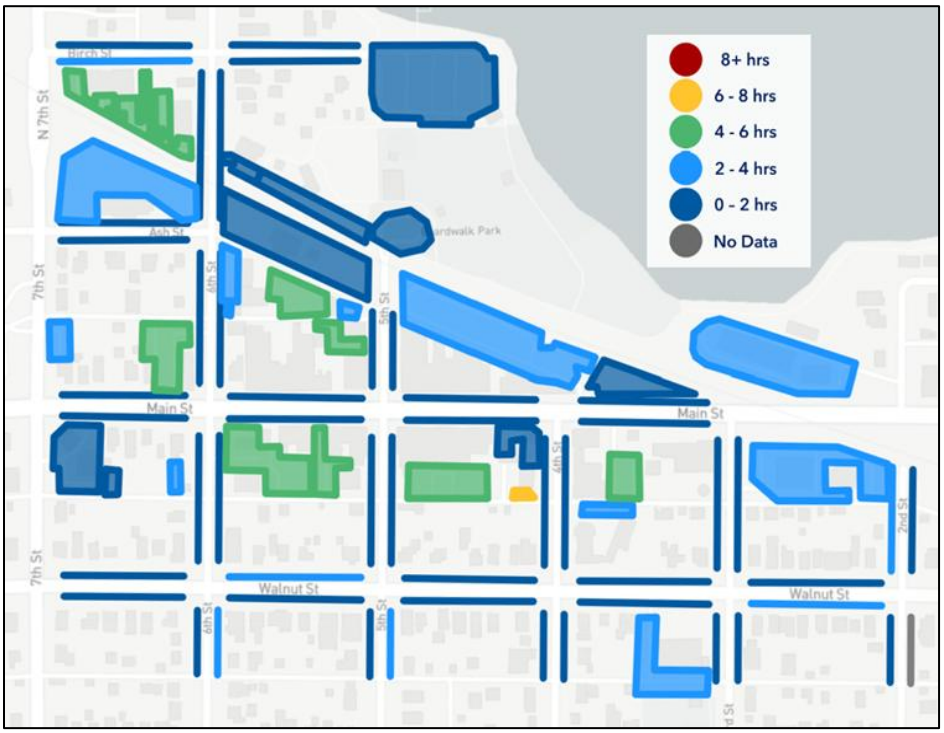


Figure 28. Saturday, July 27, 2024 (Round 2) Average Length of Stay

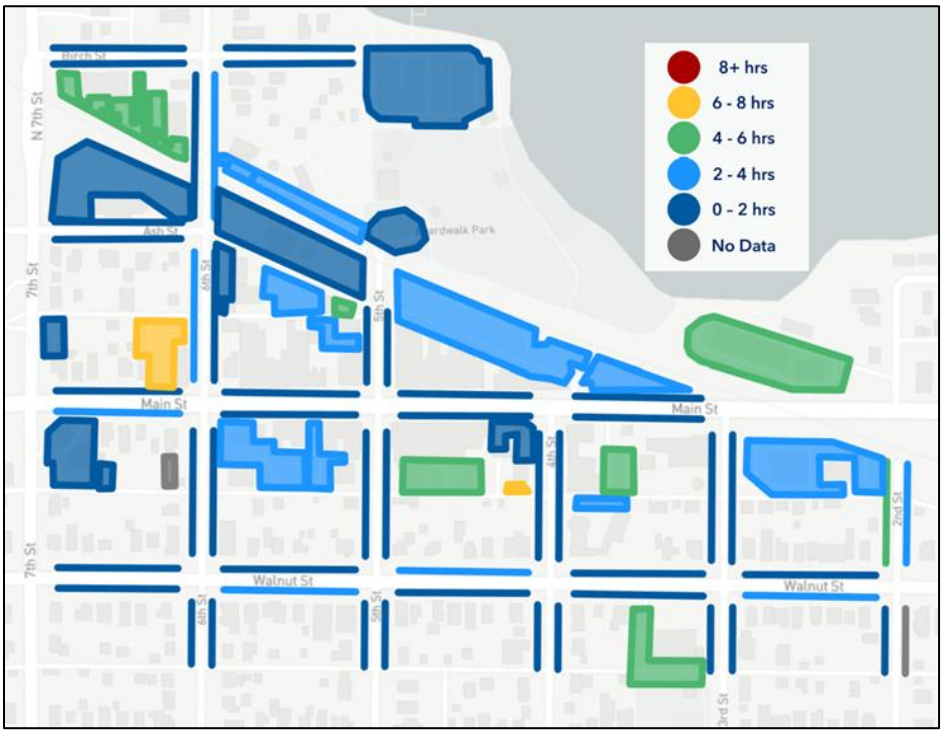


Figure 29. Friday, August 30, 2024 (Round 3) Average Length of Stay

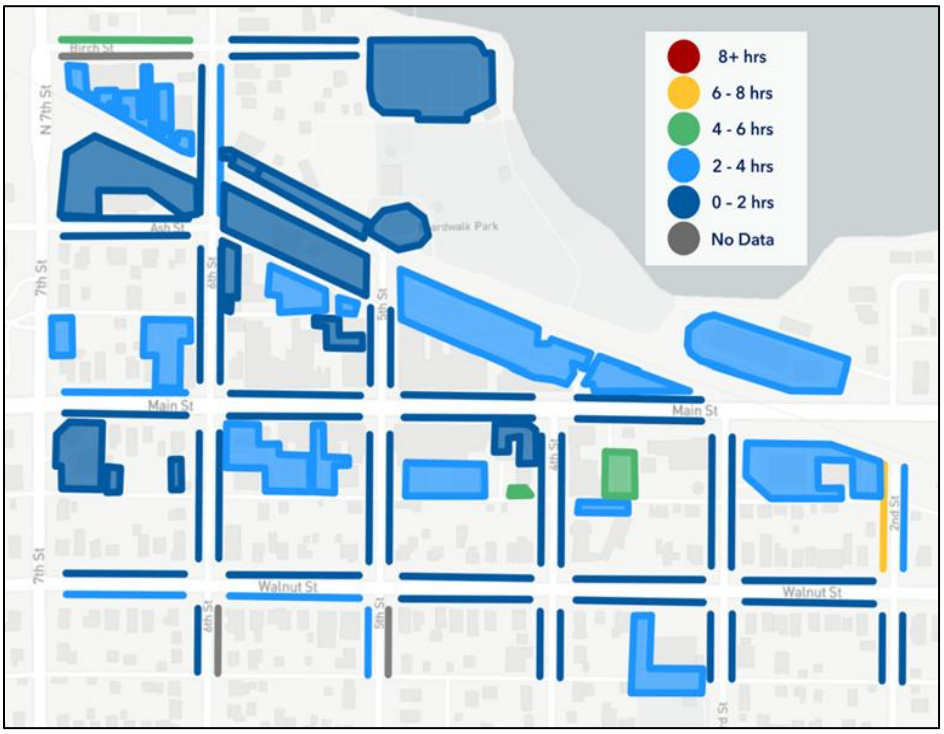


Figure 30. Saturday, August 31, 2024 (Round 3) Average Length of Stay

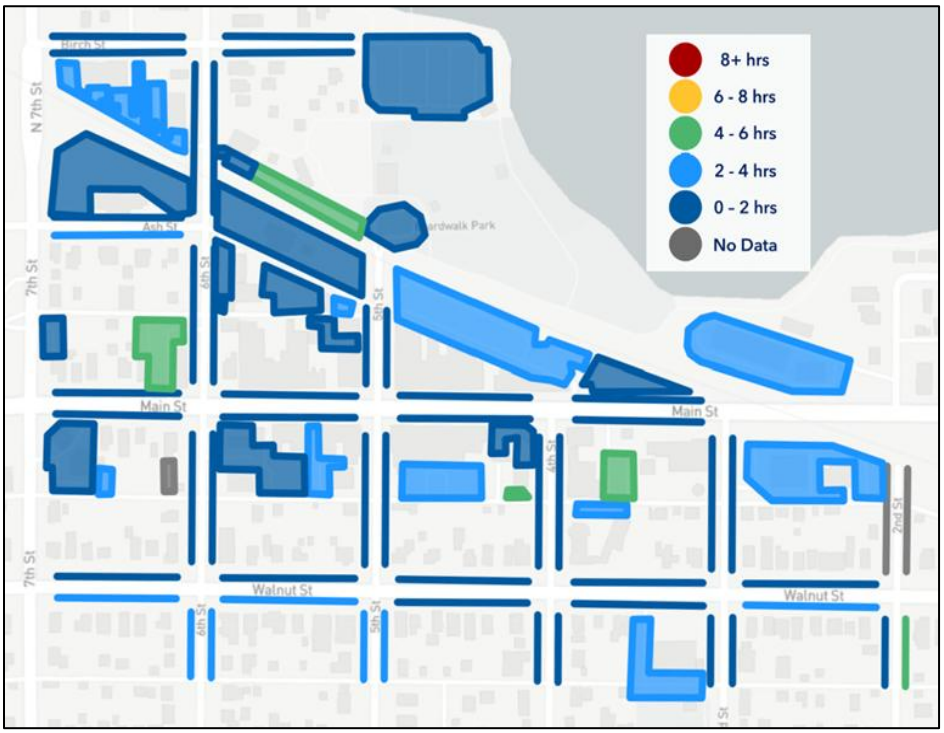


Figure 31. Sunday, September 1, 2024 (Round 3) Average Length of Stay

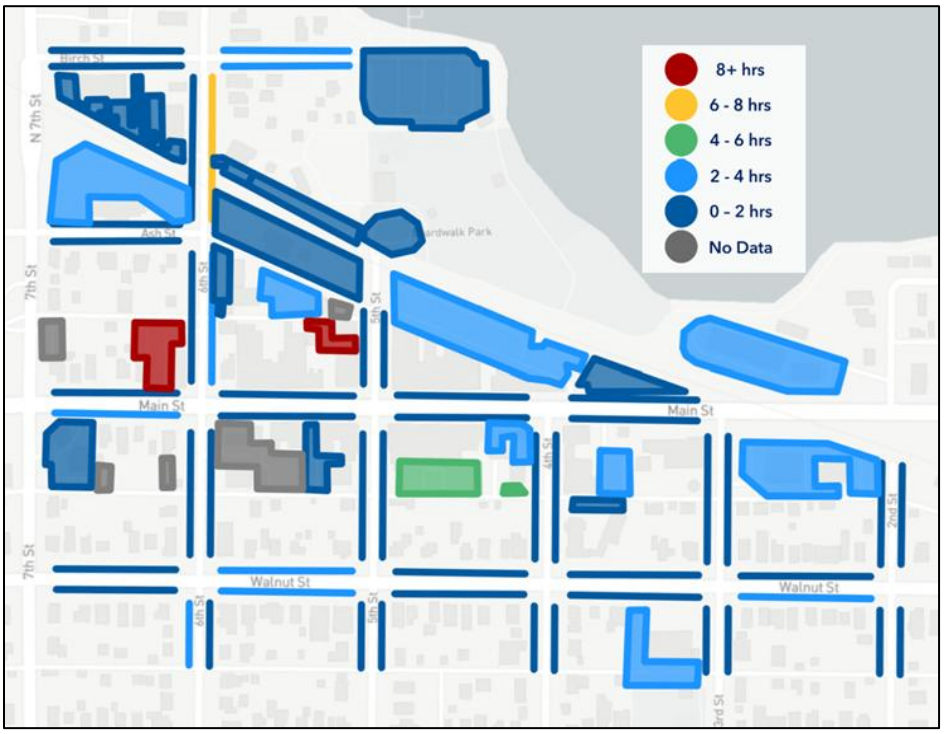
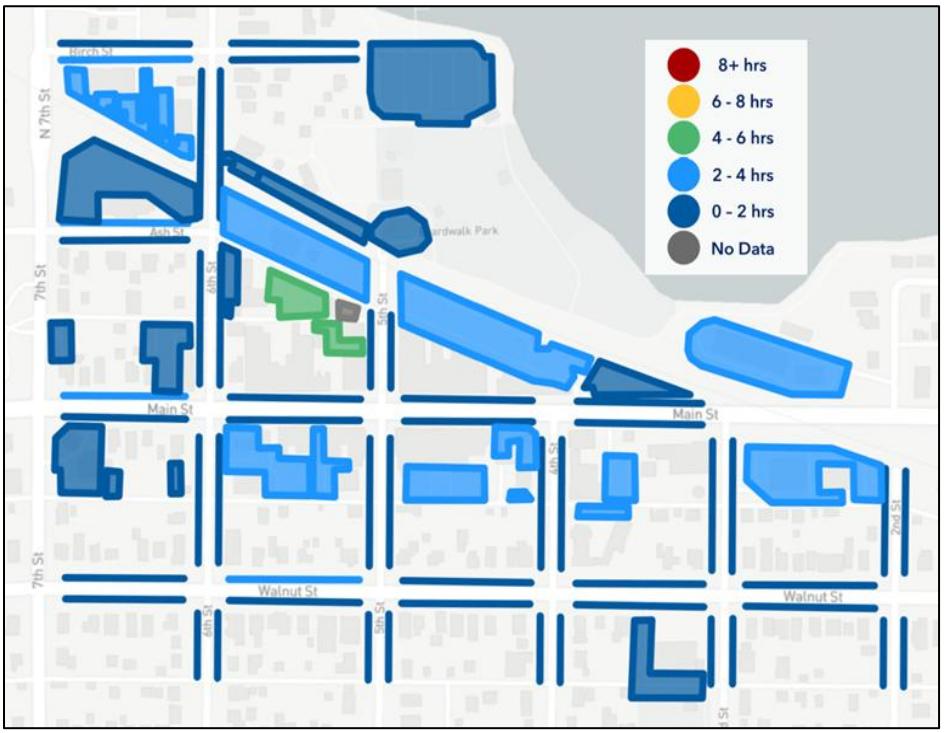


Figure 32. Monday, September 2, 2024 (Round 3) Average Length of Stay



Drone Imagery

Figure 33. May 4, 2024 Occupancy – Saturday, 6:00 p.m.

Figure 34. May 4, 2024 Occupancy – Saturday, 6:00 p.m.

Figure 35. July 25, 2024 Occupancy - Thursday 6:00 p.m.

Figure 36. July 25, 2024 Occupancy - Thursday 6:00 p.m

Figure 37. August 31, 2024 Occupancy - Saturday 6:00 p.m.

Figure 38. August 31, 2024 Occupancy - Sunday 2:00 p.m.

APPENDIX D

Job Title: Parking & Access Coordinator
Department: Community Development
Reports to: Community Development Director
Location: Town of Windsor, Colorado

Summary of Duties: The Town of Windsor is seeking qualified candidates to lead the Town's newly created Parking & Access program. As the Town's first Parking & Access Coordinator, you will have the opportunity to serve the Windsor community and our visitors through coordination of a friendly and safe public parking experience. This position will be responsible for implementation of the Town's recently adopted Downtown Parking Management Plan, with the goal of improving access to parking for residents, businesses, and visitors.

Key Responsibilities:

- **Plan Implementation:** Oversee implementation of the Town's Downtown Parking Management Plan, including development of an annual work plan and supporting budget.
- **Regulation & Municipal Code Compliance:** Ensure compliance with local, state, and federal parking regulations and ordinances. This will include identifying municipal code updates.
- **Parking Permit Administration:** Manage the implementation of the Town's first Residential Parking Permit (RPP) program, including leading stakeholder outreach, permit issuance and program monitoring.
- **Access Improvement:** Develop and implement strategies to improve access to parking, including signage, wayfinding, and technology solutions.
- **Stakeholder Engagement:** Collaborate with residents, businesses, and community organizations to address parking concerns and improve services.
- **Data Analysis:** Coordinate the Town's annual data collection process through management/direction of third-party vendors who collect and analyze data on parking usage, trends, and needs to inform decision-making and policy development.
- **Budget Management:** Prepare and manage the annual budget for the Parking & Access program, including revenue generation and expense control.
- **Reporting:** Prepare regular reports on implementation of the Downtown Parking Management Plan, including results from the RPP pilot, data collection, etc.

Knowledge, Skills & Abilities

- Ability to plan, organize and coordinate an annual work plan.
- Demonstrated financial literacy, including the ability to manage an annual budget of $100,000-$250,000.
- Ability to analyze, interpret, explain and apply technical policies, procedures, municipal codes and statutes.
- Exercise sound independent judgment within established guidelines.
- Prepare clear, concise, and complete reports, correspondence and other written materials.

- Ability to prepare and present clear oral presentations.
- Excellent written and oral communication skills.
- Proficient in business computer applications related to work such as Microsoft Word, Excel, Access, PowerPoint and the Google Suite.
- Ability to develop and maintain cooperative working relationships with local residents, contractors, stakeholder and Town staff.

Working Conditions:

- **Environment:** Office environment with occasional fieldwork.
- **Physical Demands:** Ability to lift up to 25 pounds, walk or stand for extended periods, and work in various weather conditions.

Salary:

- Suggested hourly range: $20-$25 per hour ($45,760-$52,000/annually)

Benefits:

- To be completed by the Town's Human Resources Department.

Application Process:

- To be completed by the Town's Human Resources Department.

APPENDIX E

SHARED USE AGREEMENT FOR PARKING FACILITIES

This Shared Parking Agreement ("Agreement") is made and entered into as of (Date), by and between the Town of Windsor, Colorado ("Town"), a Colorado home rule municipality and (Private Parking Facility Owner) a Colorado (enter business type).

RECITALS

WHEREAS, the Shared Use Agreement for Parking Facilities, entered into this ____ day of _____, _____, between __(Primary Landlord)_ , hereinafter called lessor and _(Secondary User)_ , hereinafter called lessee. In consideration of the covenants herein, lessor agrees to share with lessee certain parking facilities, as is situated in the Town of Windsor and State of Colorado, hereinafter called the facilities, described as: __(Facility Name)_ , a (Type of Facility) containing _____ spaces located at _____(Street Address)_____.

WHEREAS, the facilities shall be shared by the lessor and lessee according to the terms contained here commencing with the ____ day of _____, _____, and ending at 11:59 PM on the ____ day of _____, _____, for an agreed fee of _____ dollars per space per month OR other considerations as outlined in the agreement herein.

WHEREAS, the lessor hereby represents that it holds legal title to the facilities the (Private Parking Asset Owner) is the owner of certain real property located in the Town of Windsor, known as (Legal description of the property) as more particularly described in Exhibit A attached hereto and incorporate herein (the "Facility").

WHEREAS, the parties desired to share the costs of maintaining the Burdened Property, and memorialize the parties' respective responsibilities.

AGREEMENT

NOW, THEREFORE, in consideration of the mutual covenants and promises herein contained and other good consideration, the sufficiency of which is mutually acknowledged, the parties hereto agree as follows:

1. Description of Parking Spaces

- The Owner agrees to provide [number] parking spaces located at [address or description of location] ("Parking Spaces").

SAMPLE

2. Term

- This Agreement shall commence on [start date] and shall continue until [end date], unless terminated earlier in accordance with the terms of this Agreement.

3. Use of Parking Spaces

- The Town shall have the right to use the Parking Spaces for public parking purposes during the hours of [start time] to [end time], [days of the week].
- The Owner retains the right to use the Parking Spaces outside of the specified hours.

4. Maintenance and Repairs

- The Town shall be responsible for maintaining the Parking Spaces in a clean and orderly condition during the hours of public use.
- The Owner shall be responsible for any major repairs or structural maintenance of the Parking Spaces.

5. Insurance and Liability

- The Town shall maintain liability insurance covering the use of the Parking Spaces by the public.
- The Owner shall not be liable for any damages or injuries occurring during the Town's use of the Parking Spaces, except in cases of gross negligence or willful misconduct by the Owner.

6. Termination

- Either party may terminate this Agreement with [number] days' written notice to the other party.
- Upon termination, the Town shall cease use of the Parking Spaces and remove any signage or equipment installed by the Town.

7. Breach

- In the event of a breach of any of the terms or conditions of this Agreement by the Benefited Property Owner, the Town Manager shall be notified immediately, and the Town may take such action as permitted and/or authorized by law, this Agreement, or the ordinances and Charter of the Town.

SAMPLE

8. Miscellaneous

- This Agreement constitutes the entire agreement between the parties and supersedes all prior agreements or understandings, whether written or oral.
- Any amendments to this Agreement must be in writing and signed by both parties.
- This Agreement shall be governed by and construed in accordance with the laws of the State of Colorado.

IN WITNESS WHEREOF, the parties hereto have executed this Agreement as of the day and year first above written.

Town of Windsor, Colorado

By:
Name:
Title:

[Private Parking Asset Owner]

By:
Name:
Title:

SAMPLE

MEMORANDUM

Date: February 10, 2025
To: Mayor and Town Board
From: Shane Hale, Town Manager
Re: Maijuana Licensing Consideration - S. Hale, Town Manager
Item #: 3.

Background / Discussion:
Windsor voters will determine whether the Town will permit a limited number of marijuana businesses to operate as a part of the February 18th special election. The initiated measure stands in place for what would typically be a Town Ordinance, meaning that the decisions that the Town Board would typically make after seeking public input are already decided. As an example, permitted zoning, number of allowed facilities, definitions, etc.

What is left for the Town to decide is minimal--defining our licensing process and associated fees. As is true with any initiated measure, if the ballot passes, the TB will have the opportunity to update the regulations through an ordinance one year after adoption, so there is ultimately a remedy for you if any of the referred language doesn't meet your expectations.

Discussion:

The purpose of this memo is to give the TB an overview of Staff's initial thoughts on the licensing process to get direction/preferences from the Town Board on our next steps should this ballot measure pass. As much as practical, Staff recommends that we mirror the processes established through liquor licensing. They have stood the test of time, and the licensing will be easier to administer if we have consistency.

Time Frames
Staff recommends a 120-day timeframe to process a complete application, and 90 days to process any renewals, which mirrors our current liquor process.

Fees
The state allows $2,500 for an application fee for marijuana, which Staff is recommending the Town Board adopt, given the number of hours staff will need to put in to ensure that the application is complete and meets all the code requirements.

Staff is still researching a recommended license fee; this will be based on the estimated number of hours that it will take the Town to ensure that the licensee remains compliant with state and local laws (compliance checks).

Process/Eligibility
Finally, as stated at the beginning of this memo, the referred measure limits the number of operators by function. Retail Sales (3), Cultivation Facility (3), Marijuana Products Manufacturer (2), and Marijuana Testing Facility (1).

The question is how to most equitably determine who receives the license from the Town. After a lot of staff discussion, our recommendation is to consider licenses based on the order that complete

applications are received.

There are other ways for the Town Board to determine who receives a license however, so the following are examples that you may want to consider. The Town Board may want to consider a lottery system, whereby we have a deadline to apply, the Town determines the completeness and eligibility of each applicant, then all qualified applicants would be randomly selected. Town Clerk Frawley has checked with other municipalities who advise against a lottery system and is happy to discuss the pros and cons more with the Town Board.

The Board could also add additional requirements to the applicants; for example, have a requirement that each applicant demonstrate a certain level of financial liquidity ($500,000), as this is a cash-only business and financial security will help ensure that it's more likely to succeed in the long term.

Finally, the Board could give preference points for any other criteria that it deems appropriate; social equity, residency in Weld/Larimer county, etc.

Financial Impact:

Relationship to Strategic Plan:

Recommendation:
The Town Board is requested to discuss Staff's thoughts on licensing and fees and provide any thoughts and direction as to next steps.

CC:

Attachments:

FUTURE TOWN BOARD MEETINGS

February 17, 2025 5:30 p.m.	Canceled – Presidents Day Holiday
February 24, 2025 5:30 p.m.	Town Board Work Session Water 101 (exe. Session during regular meeting also) 2024 IFC Code Adoption and Amendments – Sandra Friedrichsen
February 24, 2025 7:00 p.m.	Town Board Regular Meeting
March 3, 2025	Canceled – 1st Monday
March 10, 2025 5:30 p.m.	Town Board Work Session Board/Manager/Attorney Monthly Meeting Windsor Arts Commission Presentation
March 10, 2025 6:45 p.m.	Kern Board Meeting
March 10, 2025 7:00 p.m.	Town Board Regular Meeting
March 17, 2025 5:30 p.m.	Town Board Work Session Sammy's Law Follow-up Discussion Firearms in sensitive spaces follow-up discussion Hauler Licensing Discussion
March 24, 2025 5:30 p.m.	Town Board Work Session Vision Zero Final Presentation Dig Smart Policy
March 24, 2025 7:00 p.m.	Town Board Regular Meeting
March 31, 2025	Canceled – 5th Monday
April 7, 2025	Canceled – 1st Monday
April 14, 2025 5:30 p.m.	Town Board Work Session Board/Manager/Attorney Monthly Meeting Office of Emergency Management Overview Accessibility Update Water Supply Update
April 14, 2025 7:00 p.m.	Town Board Regular Meeting

April 21, 2025 5:30 p.m.	Town Board Work Session Downtown Master Plan
April 28, 2025 5:00 p.m.	Town Board Work Session Arbor Day Poster Contest Recognition (5 – 5:30)
April 28, 2025 7:00 p.m.	Town Board Regular Meeting

Future Work Session Topics

- SB24-131 Discussion/Update
- February