

Downtown Victoria Parking Study

February 2019 (Final)

Prepared by Hoisington Koegler Group, Inc.

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Introduction

Hoisington Koegler Group, Inc. was hired by the City of Victoria to establish a framework for implementing a district-wide parking approach for Downtown Victoria. The study limits for the study area were focused on the central business district north of Highway 5 (see Figure 1). The primary objectives for this study include:

- Collect and assess a sample of utilization counts for Downtown Victoria to better understand existing parking needs and issues.
- Develop a parking tool to assess Downtown Victoria's redevelopment assumptions and their impacts to the study area's parking supply.
- Establish strategies and recommendations that support a district-wide parking approach, while fostering economic development initiatives.

Study Process

The study occurred over a five month period (September 2018 – January 2018) and was guided by a Task Force comprised of elected officials, residents and business owners:

- | | |
|---|-----------------------------------|
| • Tom Gregory – Councilmember | • Rick Stucki – Resident |
| • Tom Vogt – Councilmember | • Sharon Eklund – Resident |
| • Laura Moore – Planning Commissioner | • Brandon Wallis – Business owner |
| • Scott Stensland – Planning Commissioner | • Tom Wartman – Business owner |
| • Tim Amundsen – Resident | • Jerry Hartman – Business owner |

The Task Force's main objective was to review the projected growth, parking demand and parking supply in the downtown core area and make recommendations for city action (including financing of any recommended improvements) and/or changes to the parking ordinance that are consistent with the adopted Downtown Master Plan. The Downtown Master Plan's vision and guiding principles served as a guide in developing the study's recommendations (see Attachment A) to ensure they continue to support a vibrant and pedestrian friendly downtown, while enhancing the urban form.

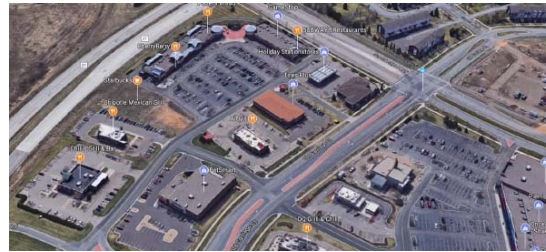
Why a Conventional Parking Approach Won't Work

The conventional approach to parking is to make it free in order to attract customers. This strategy can work in communities without a significant amount of commercial activity or in areas where land is plentiful and cheap, allowing surface parking to expand outward. But this approach does not work in traditional downtowns where a large number of amenities and activities occupy a small area. In addition, people chose to visit downtown not because of the ample parking, but because of its charm, character, businesses, and entertainment uses. Too much emphasis on parking (e.g., replacing buildings with parking lots) can negatively impact the unique qualities (e.g., walkability and charm) Downtown Victoria has to offer, resulting in a less desirable place to visit. Future parking decisions need to minimize adverse land use patterns (see images on the next page) to protect the urban form. Priority should be given to the pedestrian experience over parking by supporting connected sidewalks and development patterns that foster positive downtown experiences.

Precedent Examples of Walkable Environments



Precedent Examples of Non-Walkable Environments



The Unique Nature of Parking in Downtowns

One of the main reasons people are attracted to downtowns is because of their unique character and urban design. When visitors enter a vibrant downtown, it is hard not to notice the large number of shops, restaurants, and destinations all within a small area, as well as the number of people walking and interacting with one another. In comparison, the first impression of a big-box store or strip mall is a stroll through the parking lot. Despite the unique layout of downtowns, users still expect to have parking available right in front of each destination, and many don't expect to pay for it. Since that is rarely the case in Downtown Victoria, there is a large gap between parking perception and reality, often leading to confusion and frustration when parking downtown.

Role of Public Parking in Downtown Victoria

It is important to recognize the role public parking plays in Downtown Victoria. The majority of downtown parking is public. Requiring every business to provide all of its parking results in a large parking lots between each building, making walking between stores a burdensome chore, if not a dangerous task. Providing public parking, on the other hand, allows the mix of downtown uses that have different parking needs to efficiently use fewer parking spaces, creating the pedestrian environment that makes Downtown Victoria unique and desirable. Providing public parking, however, is a cost to the City for maintenance and the cost of loss tax revenue for parking lots displacing potential development.

Existing Conditions

Downtown Victoria is comprised of a mix of uses (e.g., restaurants, residential, office and commercial uses) that generate various parking needs throughout the day. The study recognizes that a majority of this parking demand occurs during the evening hours, which is driven by the downtown's entertainment uses (e.g., five restaurants). In that respect, the study has primarily focused on documenting the evening hour's utilization rates and strategies to address those peak parking demands. The study further evaluated this demand through a district-wide parking approach. A district-wide parking approach allows all users in a geographical area to utilize its parking supply. This approach helps maximize the existing parking supply through a combination of strategies and mitigates the need to build more parking to accommodate a sole use. This approach is commonly applied in downtown settings to encourage walkability, foster economic growth, and strengthen the urban form.

Over the years, the City of Victoria has maximized its right-of-way and streets to accommodate parking (see Figure 2). Approximately 50 percent of the downtown's land coverage is dedicated to parking or street rights-of-way. As a result, the downtown core (see Figure 1 and Table 1) provides a total of 445 parking spaces (on- and off-street). There are 48 parking

spaces that are not currently available for district/public use. These spaces are primarily reserved for employees, customers or residents (i.e., post office, bank and the Flats). These spaces were excluded from the study (see Table 2) to provide a more accurate representation of the district's available supply. The total parking supply also excluded informal parking spaces created behind businesses (e.g., driveways or loading docks).

Table 1: District-Wide Parking Supply (Total) *

Type	On Street	Off Street	Sub Total	Percent
Public:	146	155	301	68%
Private:	0	144	144	32%
Total Supply:	121	299	445	100%

Table 2: District-Wide Parking Supply (Adjusted Total) *

Type	On Street	Off Street	Sub Total	Percent
Public:	146	155	301	76%
Private:	0	96	96	24%
Total Supply:	146	251	397	100%

* Table 1 and 2 include the 25 on-street parking spaces recently constructed along Steigler Lake Lane north of City Hall.

Figure 1 - Study Area

Parking Owner and Type

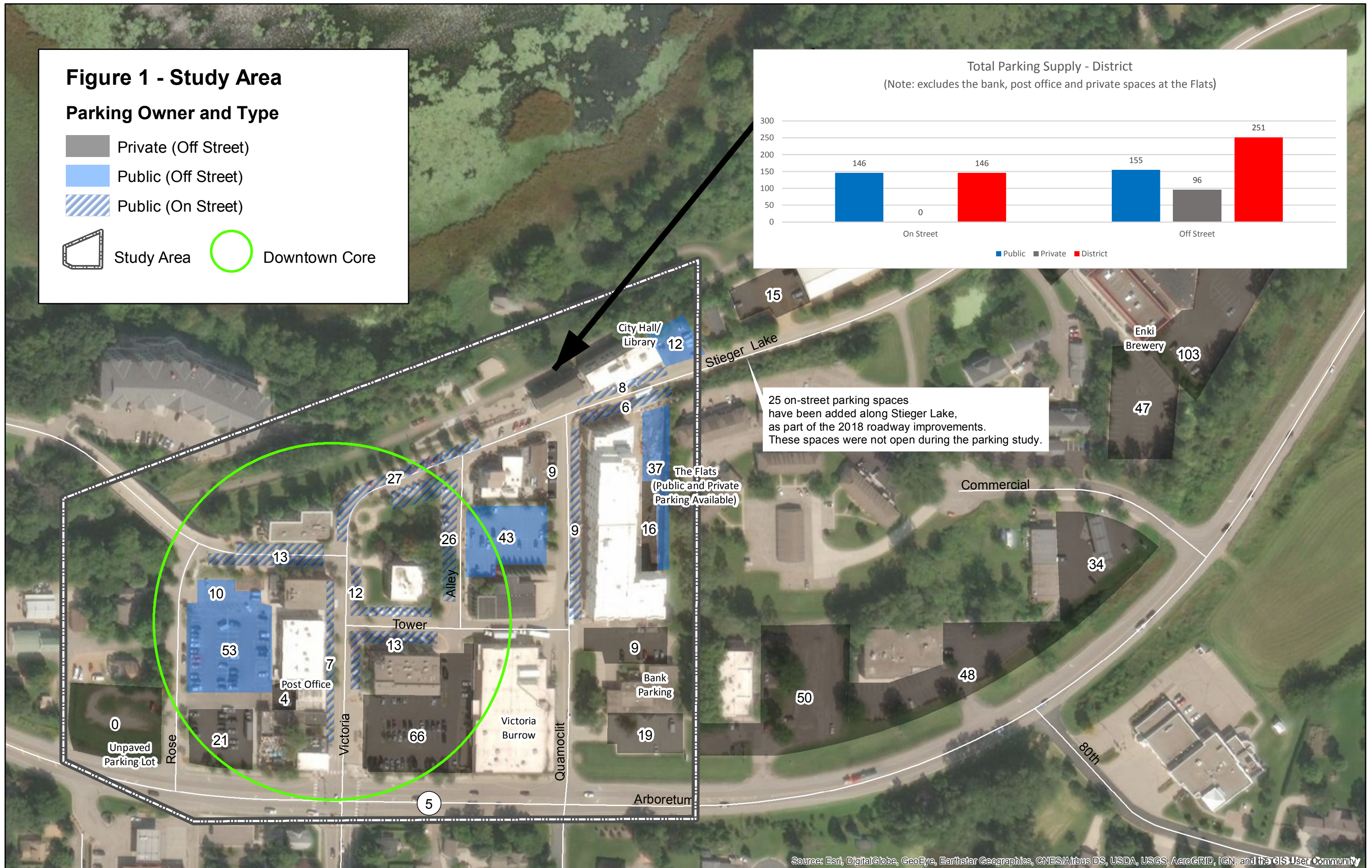
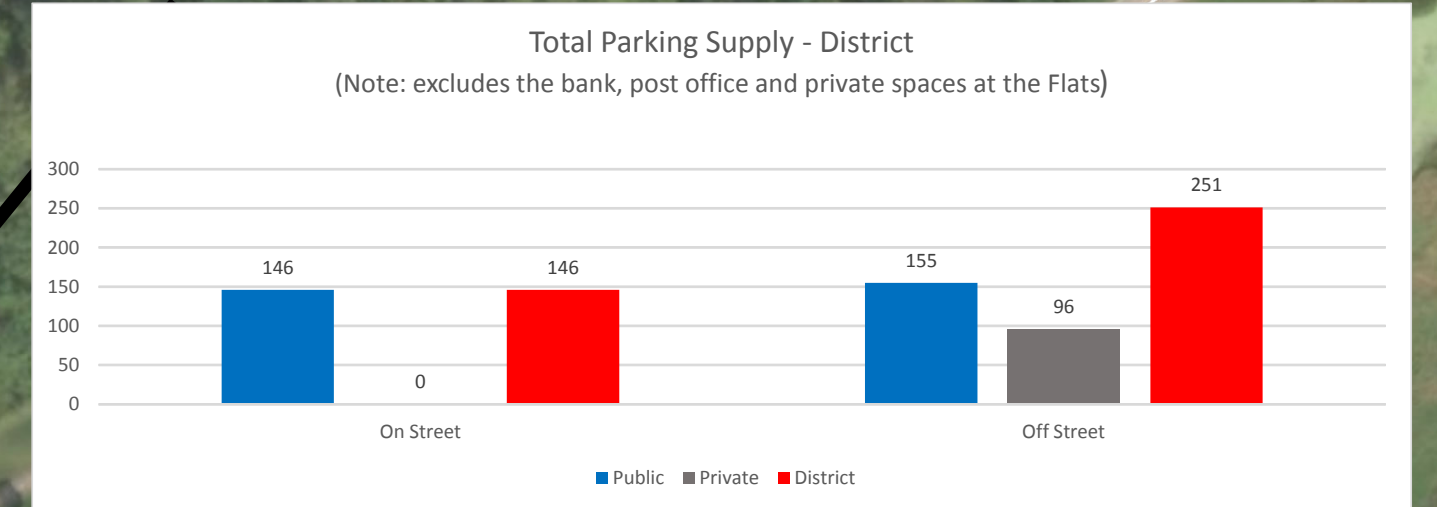
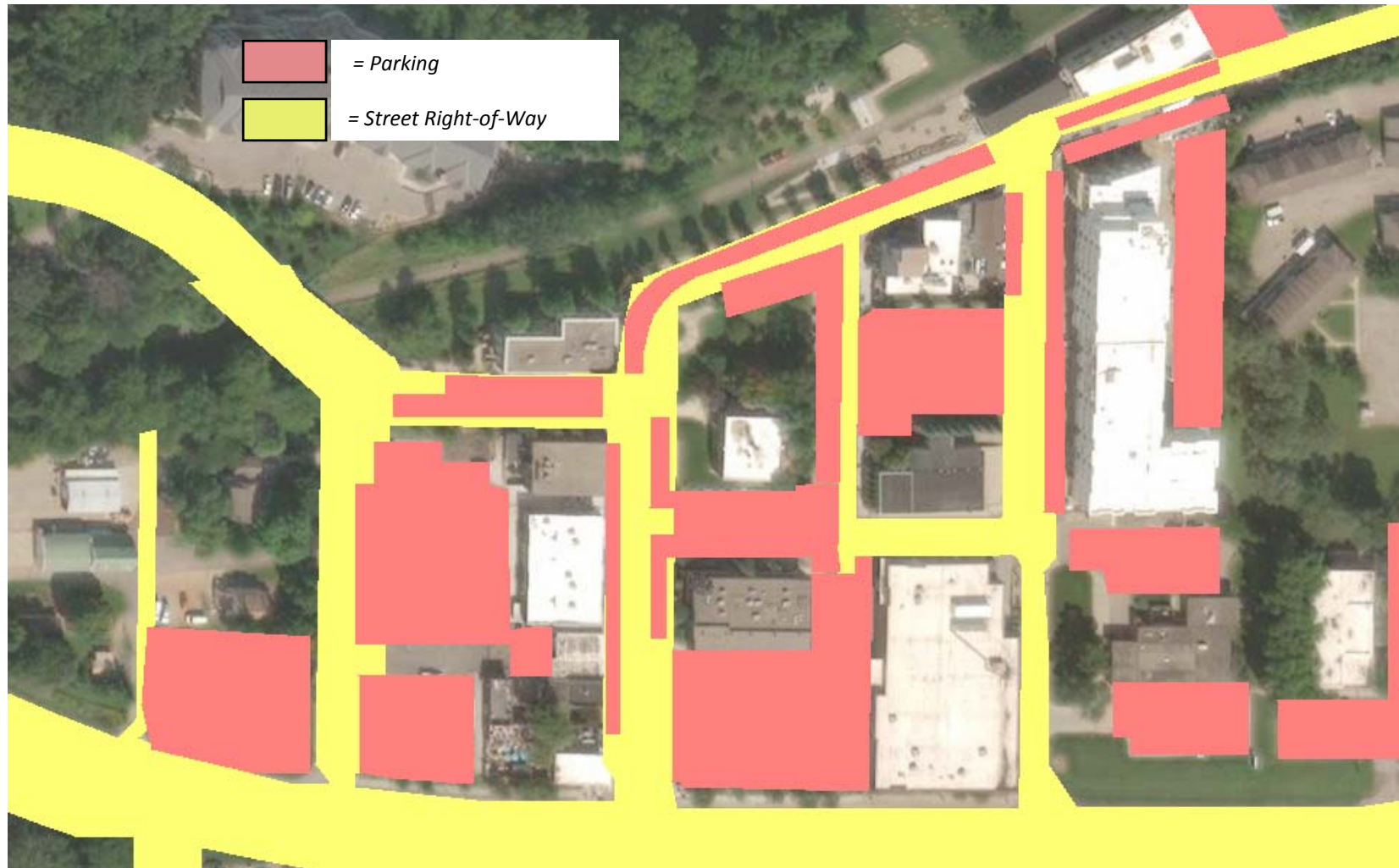


Figure 2: Downtown Victoria – Parking and Right-Of-Way



Utilization Counts

The total parking supply (see Table 2) was compared with its current utilization to understand today's current parking demand. Utilization counts serve as a quantitative measure in documenting existing parking conditions (e.g., parking demand), while verifying issues and concerns. The study focused on three time periods (i.e., 10:00 a.m., 12:00 p.m., and 6:00 p.m.), which mirror industry standards in capturing peak parking demand. Utilization counts were captured during the following days and are a snapshot in time:

- Tuesday, August 21 (10 a.m., 12:00 p.m., and 6:00 p.m.)
- Thursday, August 23 (10 a.m., 12:00 p.m., and 6:00 p.m.)
- Tuesday, August 28 (10 a.m., 12:00 p.m., and 6:00 p.m.)
- Thursday, August 30 (10 a.m., 12:00 p.m., and 6:00 p.m.)
- Tuesday, September 4 (10 a.m., 12:00 p.m., and 6:00 p.m.)
- Tuesday, October 23 (10 a.m., 12:00 p.m., and 6:00 p.m.)
- Thursday, October 25 (10 a.m., 12:00 p.m., and 6:00 p.m.)
- Saturday, October 27 (10 a.m., 12:00 p.m., and 6:00 p.m.)
- Friday, December 7 (7:30 p.m.)

Utilization Count Findings

The utilization counts are documented in Figures 3 – 8. These figures represent the district's highest (MAX) utilization rate collected during the month of October. These counts were chosen as a foundation for the study based on a new use (the Victoria Burrow – an entertainment venue) that opened in early October. The utilization counts documented throughout this study represent the percentage of vehicles occupying a parking facility (i.e., on or off-street), which is defined below:

- No Capacity Issues (0% - 74% Occupied)
- Monitor Capacity (75% - 84% Occupied)
- At or Approaching Capacity (85% - 92% Occupied)
- At Capacity (93%+ Occupied)

In general, the downtown is experiencing normal utilization rates throughout the morning and afternoon hours during the weekday and weekend (see Table 3 and 4). However, the Downtown is experiencing heavy utilization throughout the evening hours during both the weekday and weekend (see Tables 3 and 4). This heavy utilization is primarily occurring at the core (see Figure 1), which includes both surface lots and on-street parking. The parking spaces that are underutilized are generally located on the edges of Downtown (i.e., public spaces along Stieger Lake Lane and at City Hall and the Flats). As a result, the overall utilization for the district's off-street parking during the evening hours is approaching 80 percent. The overall utilization for the district's on-street parking is significantly lower (70%). Combined, the evening utilization for the downtown is approximately 75 percent. These findings do not suggest the need for additional parking, but an opportunity to utilize parking in other areas of downtown that is currently underutilized.

It is also important to recognize these findings do not include the 25 on-street parking spaces that were recently constructed along Stieger Lake Lane north of City Hall (see Figure 1). This portion of Stieger Lake Lane was in the final stages of construction during the October utilization counts, which was not factored into the above findings. Tables 5 and 6 reflect this new supply when comparing the overall utilization rates for the downtown. For example, the new supply of on-street parking results in a lower utilization rate for the downtown's on-street parking supply (see Table 5 and 6). Under this scenario, the downtown's on-street evening utilization rate is approximately 60 to 70 percent. Adding this new supply to the current utilization results in an on-street utilization rate of 50 to 60 percent.

Additional counts were collected on Friday, December 7 at 7:30 p.m. to verify Task Force comments on the heavy utilization during the evening hours (see Figure 9). This was also an opportunity to collect utilization counts for the 25 on-street parking spaces along Stieger Lake Lane that are now open for use. The previous utilization counts demonstrated a district-wide utilization rate during the evening hours of approximately 75%. The number of available space during this time period may

range between 50 – 90 spaces (see page 20 for more information). The December 7 utilization counts indicate a district-wide utilization rate of 85%. The number of available spaces during this time period suggest 40 available spaces. These findings demonstrate there is a fluctuation in utilization, which can be driven by a number of factors (e.g., weather, special events, and time of year). **The findings also suggest a modest level of parking is still available during the evening hours and a substantial amount of parking is available during the morning and afternoon hours.**

Summary of Utilization Count Findings

- 1) There is not a parking supply issue during the morning or afternoon hours.
- 2) Downtown is experiencing heavy parking demand during the evening hours in select locations (i.e., private surfaces lots), but is not over capacity at a district-level.
- 3) Public off-street parking at City Hall and the Flats were underutilized during all hours.
- 4) A total of 52 on-street parking spaces were closed during the utilization counts.
 - a) On-street parking (27 spaces) along Stieger Lake Lane was closed Saturday, October 27 for a festival. This may have caused added parking pressure to other areas.
 - b) On-street parking (25 spaces) is now striped along the new section of Stieger Lake Lane (north of City Hall). These parking spaces were not open during the utilization counts. Including this parking supply to the study's analysis suggest a lower parking utilization for the entire Downtown (see Tables 5 and 6).
 - c) The 52 on-street parking spaces were open to the public during the December 7, 7:30 p.m. utilization counts. These counts demonstrated a higher utilization rate compared to the October findings. However, the findings still suggest a modest level of parking was available for patrons. Underutilized parking spaces were located on the fringes of downtown, including City Hall and the Flats.
- 5) Field observation determined patrons are parking and walking a block or more to their destination. Traffic circulation did not seem to be an issue during the evening hours.
- 6) The utilization counts do not suggest a need to add more parking. The findings further suggest other parking solutions before adding additional supply.

Table 3: District-Wide Weekday Utilization County Summary

Notes: The tables below exclude utilization counts for the bank (28 spaces), post office (4 spaces), and the Flat’s residential parking spaces (16 spaces). The utilization counts in Tables 3 and 4 do not account for the 25 on-street parking spaces constructed along Steigler Lake Lane north of City Hall. These spaces were not open when utilization counts were being conducted.

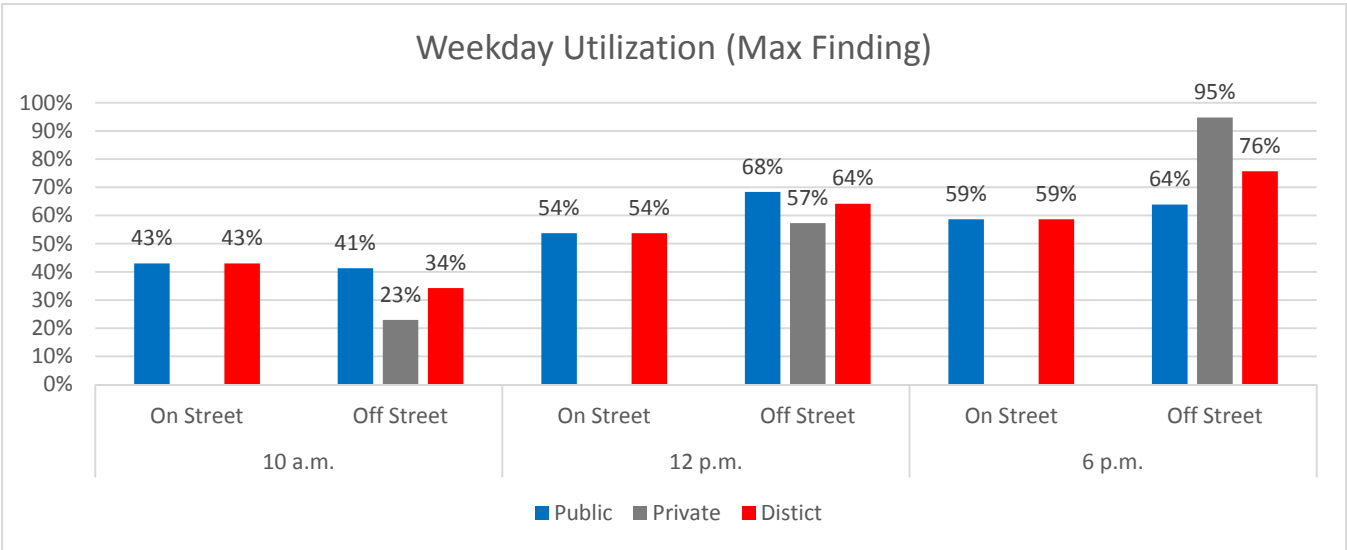


Table 4: District-Wide Weekend Utilization County Summary

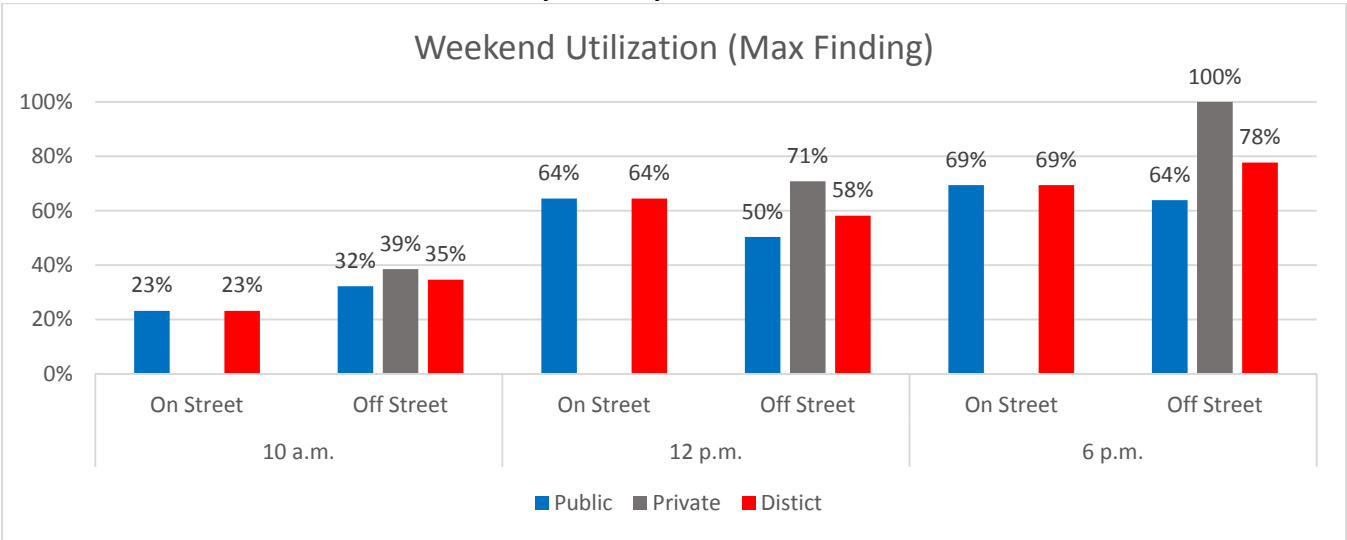


Table 5: Adjusted District-Wide Weekday Utilization County Summary

Notes: The tables below exclude utilization counts for the bank (28 spaces), post office (4 spaces), and the Flat's residential parking spaces (16 spaces). The utilization counts in Tables 5 and 6 account for the 25 on-street parking spaces constructed along Steigler Lake Lane north of City Hall.

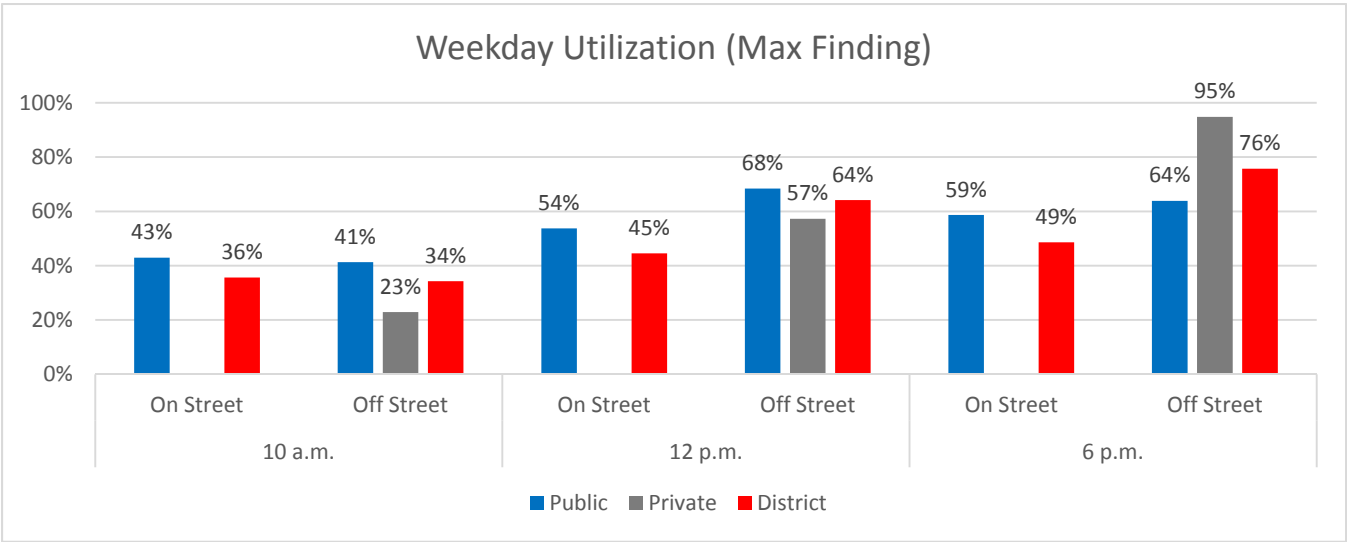


Table 6: Adjusted District-Wide Weekend Utilization County Summary

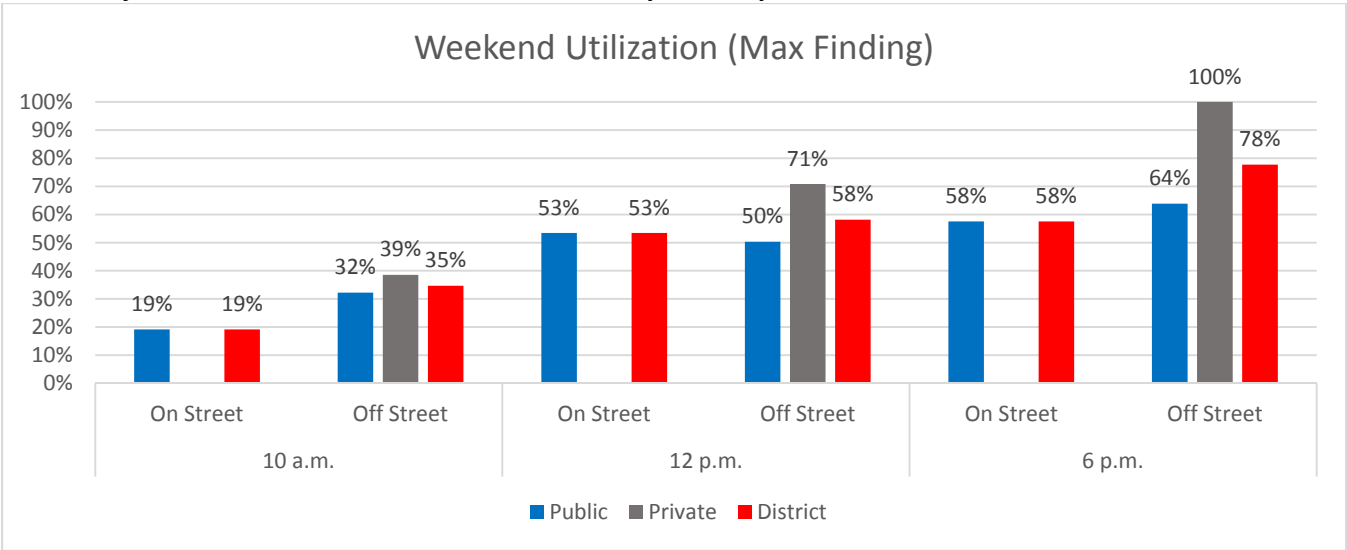


Figure 3 - Utilization

10 a.m. Weekday

- Under Utilized (0% - 74% utilized)
- Monitor Utilization (75% - 84% utilized)
- At or Approaching Capacity (85% - 92% utilized)
- At Capacity (93% - 100% utilized)

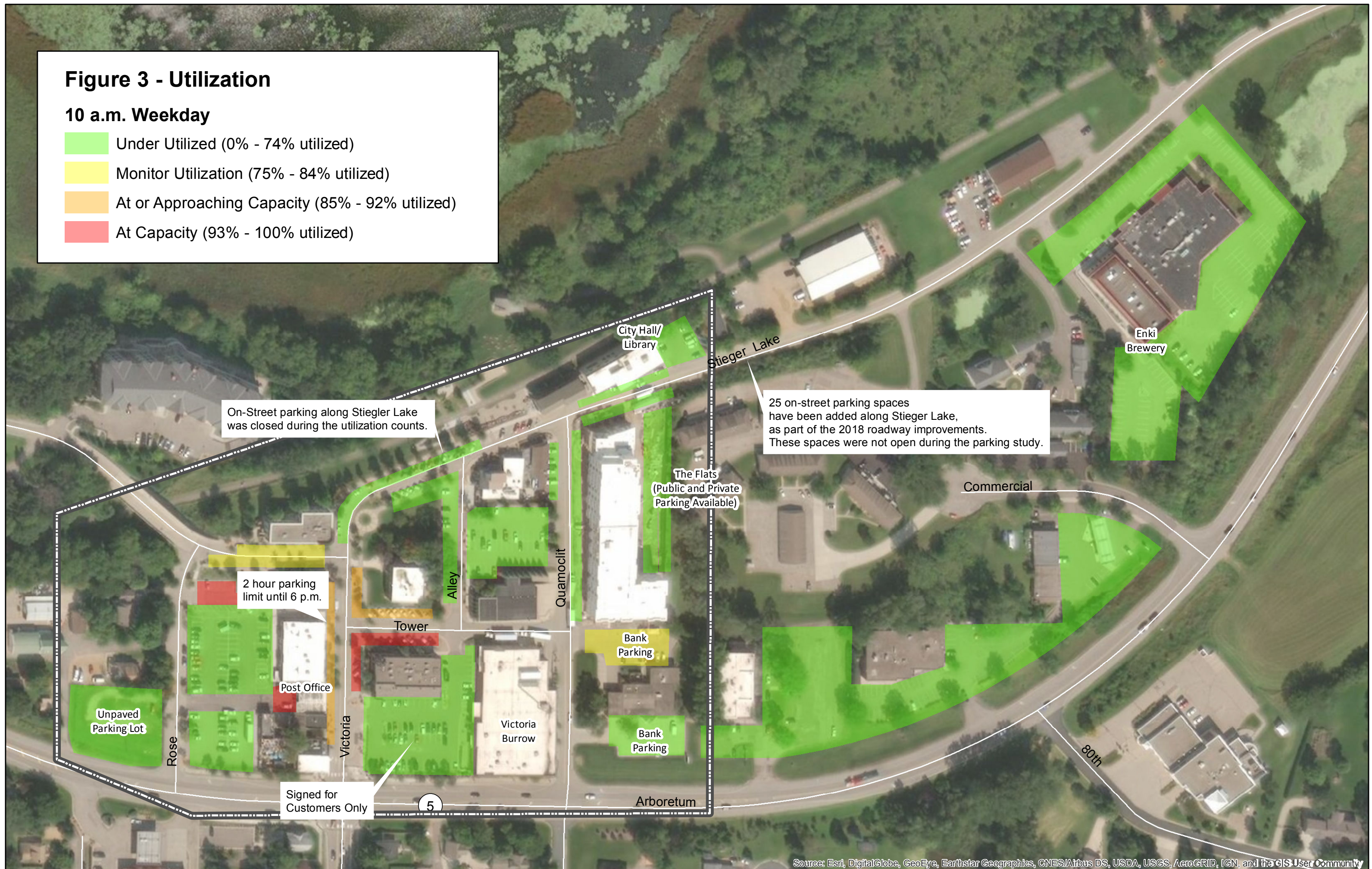


Figure 4 - Utilization

12 p.m. Weekday

- Under Utilized (0% - 74% utilized)
- Monitor Utilization (75% - 84% utilized)
- At or Approaching Capacity (85% - 92% utilized)
- At Capacity (93% - 100% utilized)

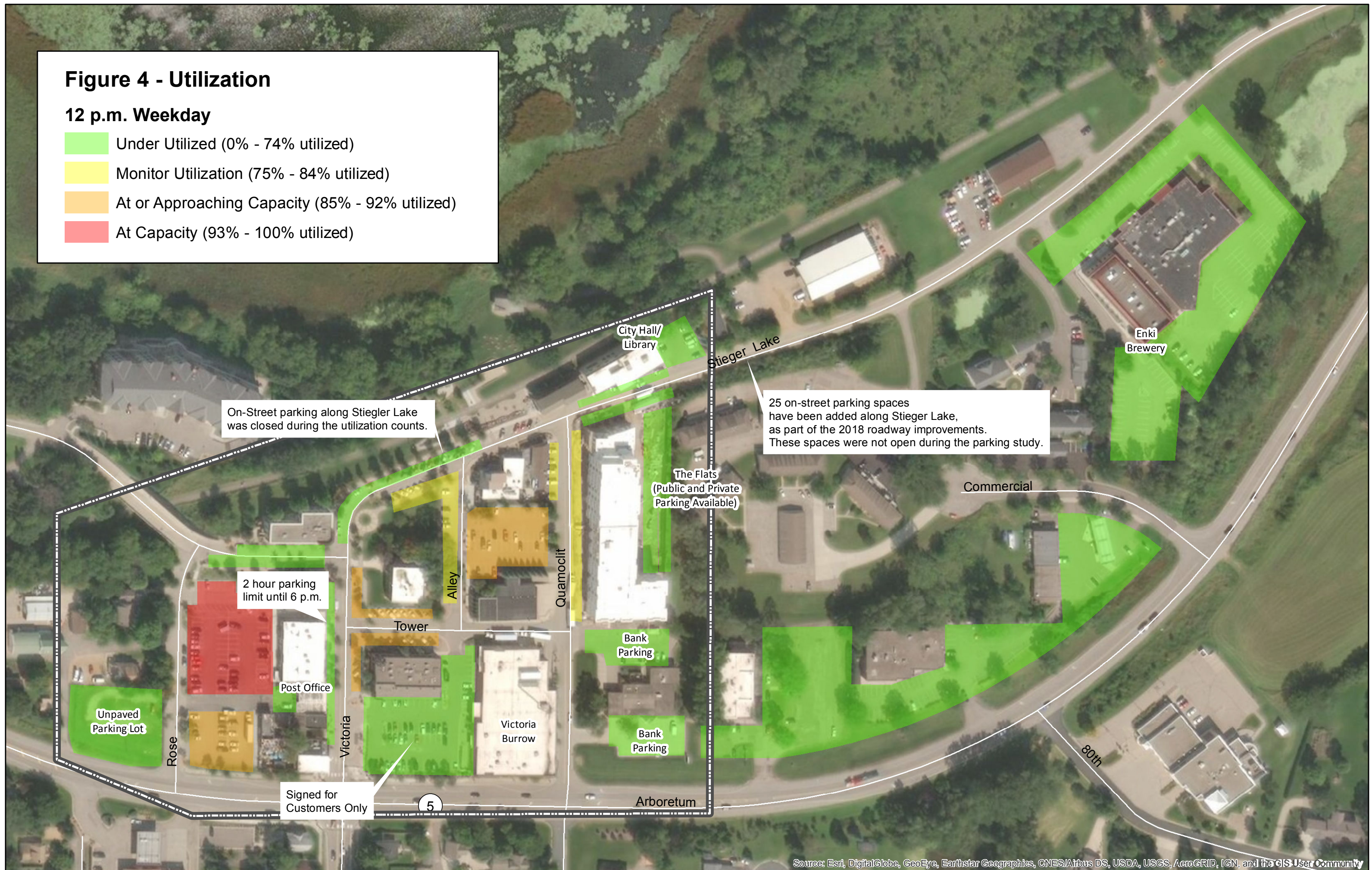


Figure 5 - Utilization

6 p.m. Weekday

- Under Utilized (0% - 74% utilized)
- Monitor Utilization (75% - 84% utilized)
- At or Approaching Capacity (85% - 92% utilized)
- At Capacity (93% - 100% utilized)

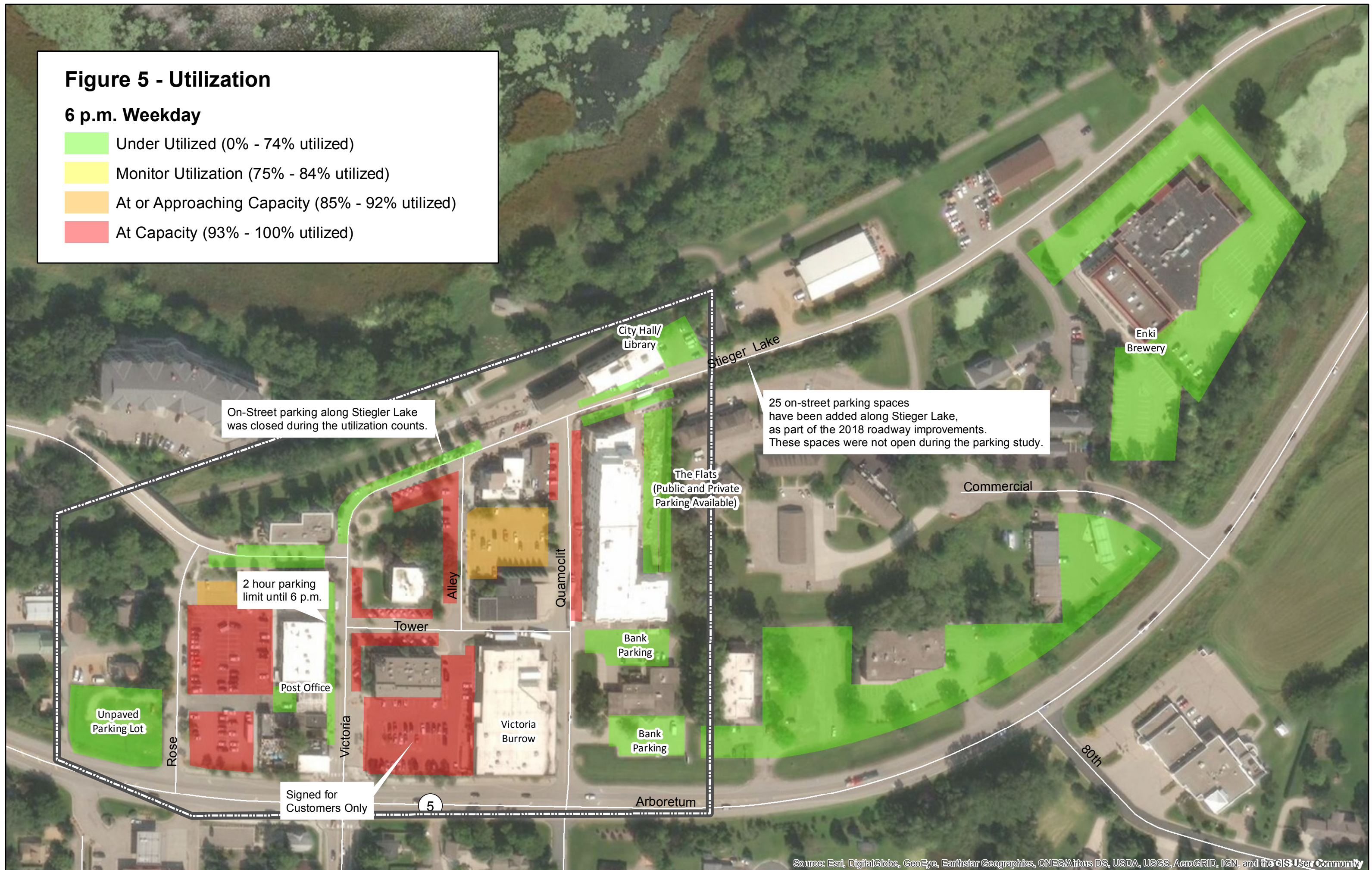


Figure 6 - Utilization

10 a.m. Weekend

- Under Utilized (0% - 74% utilized)
- Monitor Utilization (75% - 84% utilized)
- At or Approaching Capacity (85% - 92% utilized)
- At Capacity (93% - 100% utilized)

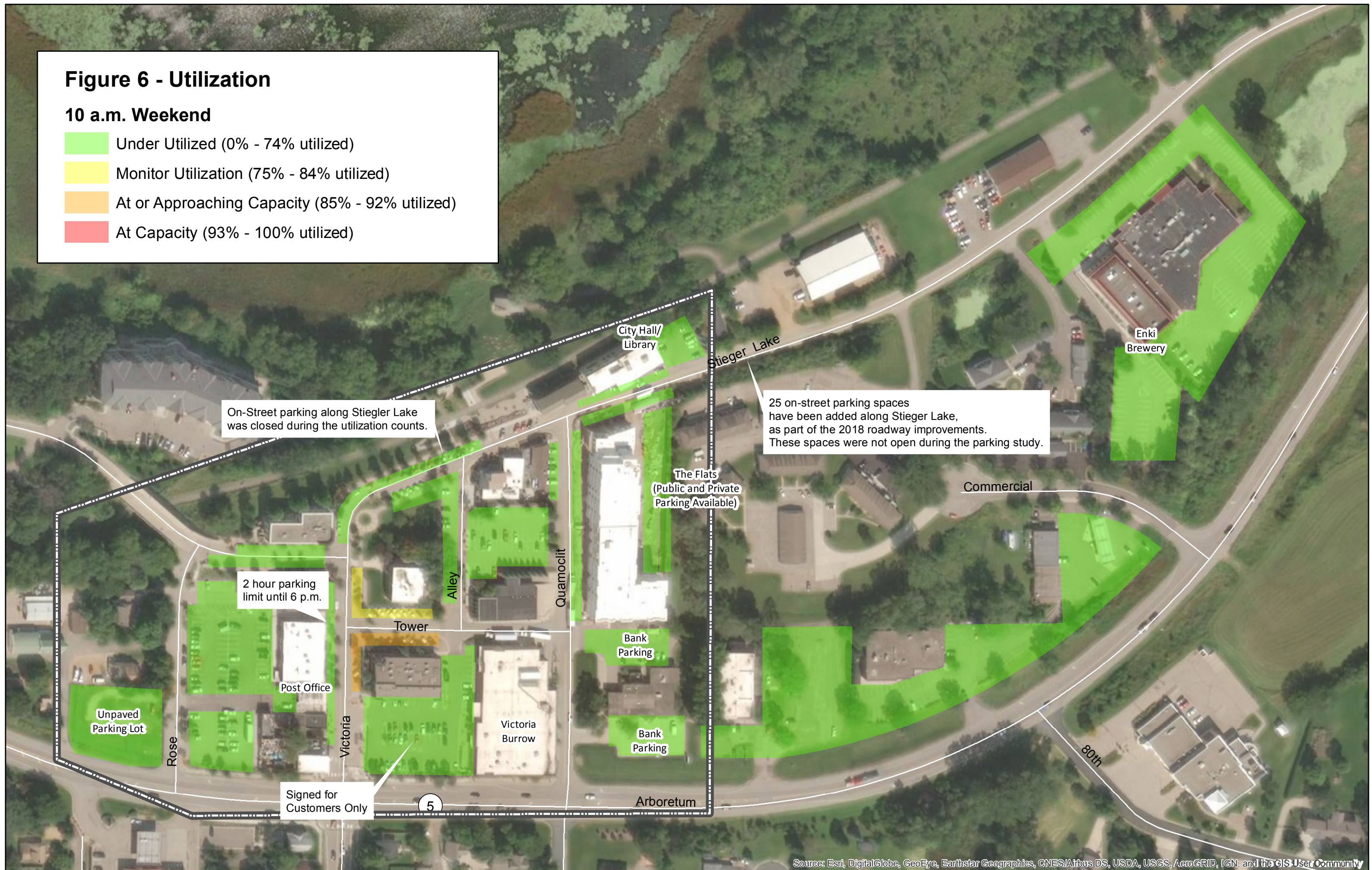


Figure 7 - Utilization

12 p.m. Weekend

- Under Utilized (0% - 74% utilized)
- Monitor Utilization (75% - 84% utilized)
- At or Approaching Capacity (85% - 92% utilized)
- At Capacity (93% - 100% utilized)



Figure 8 - Utilization

6 p.m. Weekend

- Under Utilized (0% - 74% utilized)
- Monitor Utilization (75% - 84% utilized)
- At or Approaching Capacity (85% - 92% utilized)
- At Capacity (93% - 100% utilized)

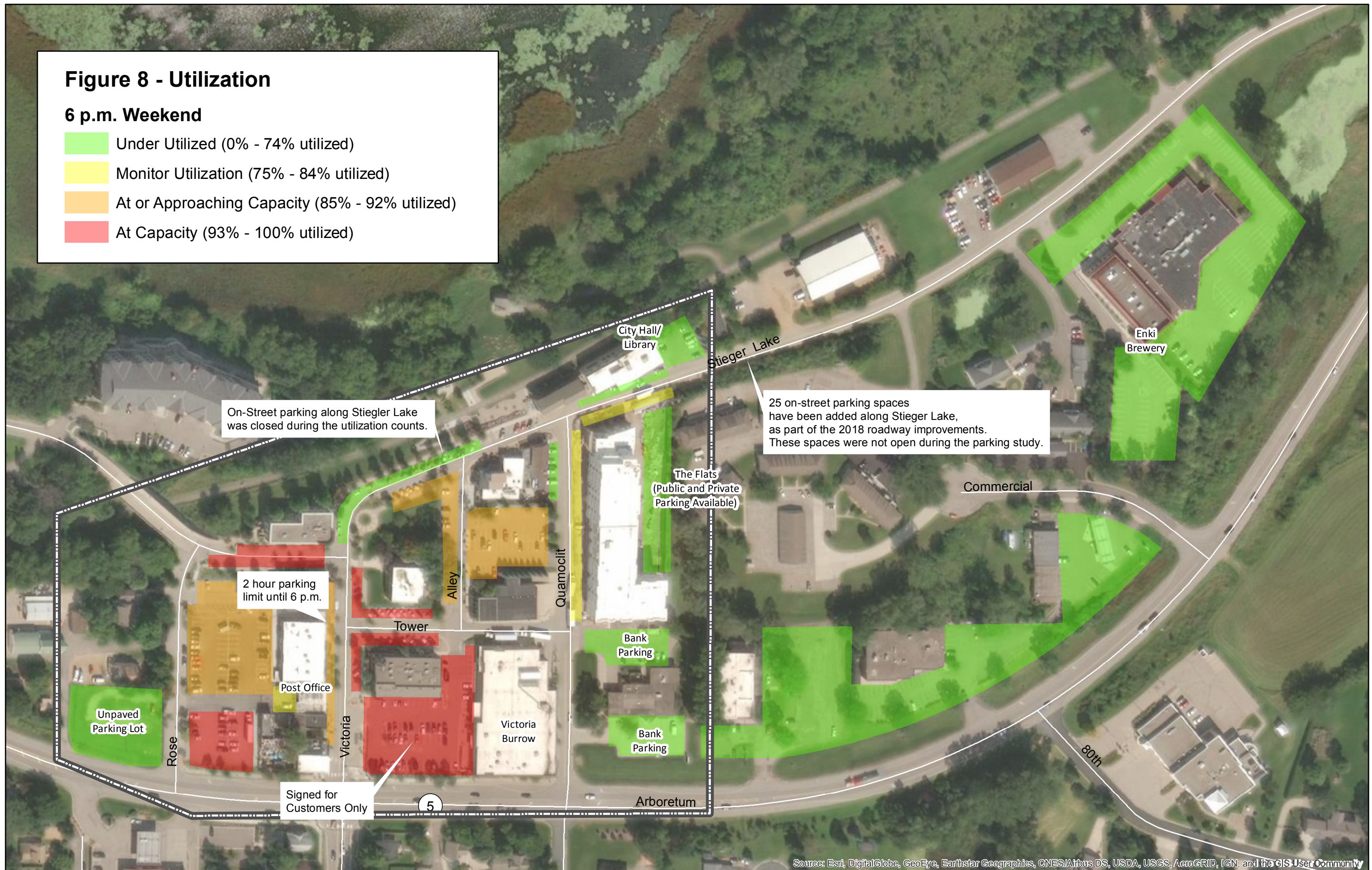


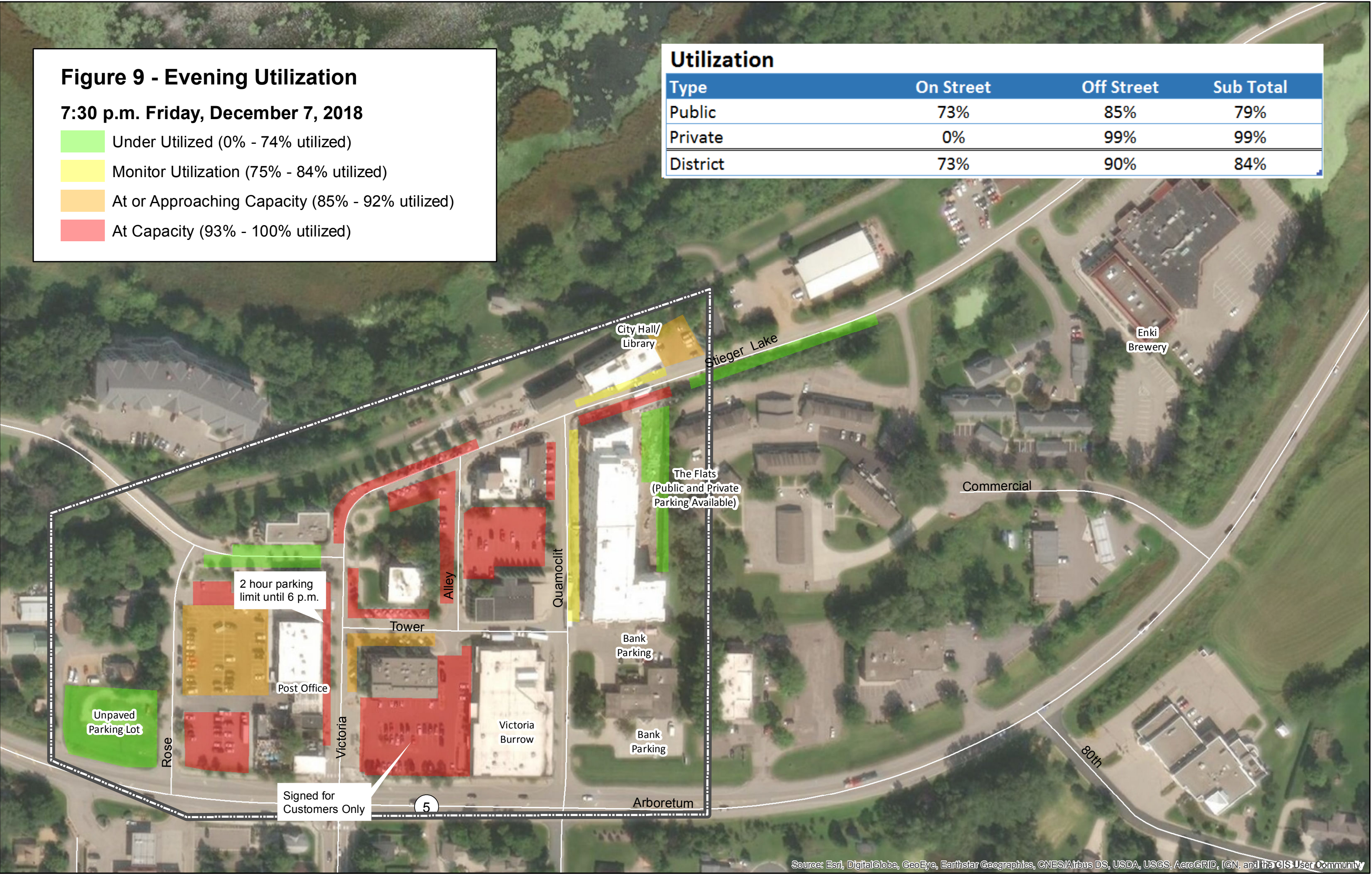
Figure 9 - Evening Utilization

7:30 p.m. Friday, December 7, 2018

- Under Utilized (0% - 74% utilized)
- Monitor Utilization (75% - 84% utilized)
- At or Approaching Capacity (85% - 92% utilized)
- At Capacity (93% - 100% utilized)

Utilization

Type	On Street	Off Street	Sub Total
Public	73%	85%	79%
Private	0%	99%	99%
District	73%	90%	84%



Balancing Parking Needs with Economic Development Initiatives

Historically, communities have developed over the decades with a strong orientation to car mobility over other modes of transportation (see Figure 2). As a result, parking efforts have often overextended actual need, resulting in a surplus of parking. The utilization counts collected for this study have demonstrated areas of surplus, which presents an opportune time to determine its ability to support economic development initiatives. For example, a surplus can be used to help address a development's parking needs, offsetting their development costs that would be required to build additional parking. This can result in significant cost savings as construction costs have risen in recent years. A new parking structure can range between \$20,000 and \$30,000+ per stall, and \$100 to \$150 per stall to maintain and operate on a monthly basis. These costs help further demonstrate the importance of maximizing the existing parking supply before a developer is required to build a parking facility to meet their needs.

The City of Victoria has seen a growing interest in downtown redevelopment projects (e.g., the Flats, the Victoria Burrow and the Creamery Site). These interests mirror development trends that are shifting towards urban centers that are located within walking distance to jobs and entertainment use. However, one of the ongoing challenges cities and developers face in these new markets is the ability to demonstrate to a lender that there is enough parking (surplus) available in an urban setting to meet their needs. Lenders are reluctant to approve loans if a plan does not adequately meet their parking requirements. Developers are also concerned about the long-term marketability of their property if parking is not provided on-site. To help alleviate these concerns, a parking generation model was developed to demonstrate the potential parking surplus available to accommodate future needs or to determine the breaking point when an alternative strategy should be explored.

Parking Generation Model

Findings from the utilization counts were integrated into a customized "parking generation model." The model provides a foundation for helping determine parking needs associated with a future (re)development. The model compares the development's parking needs with the available supply in the area. The model's assumptions are based on utilization counts and industry standards. The model also provides various interfaces that allows the City to adjust the assumptions at any given time; providing automated (on-the-fly) results.

The model's outputs help identify over utilized or underutilized parking reservoirs under existing and future conditions. Underutilized parking reservoirs provide opportunities to support a "district-wide" parking approach. A district-wide parking approach helps maximize the existing supply through shared parking opportunities and mitigates the need to build more parking to accommodate a sole use. Moving forward, the City of Victoria should continue to monitor the downtown's parking supply and its ability to accommodate new uses. The model has been designed to achieve the following objectives:

- Determine the potential parking requirements/needs associated with a development or at a cumulative level (multiple development scenarios).
- Assess a development's parking needs with the district's available parking supply (underutilized spaces).
- Facilitate discussions on shared parking opportunities based on utilization counts.
- Test and evaluate various redevelopment scenarios.
- Track and monitor historical utilization counts.

Future Needs and Available Supply

Findings from the utilization counts have demonstrated there is approximately 90 - 250 parking spaces underutilized during various times of the week (see Table 7). This excess supply could meet future parking requirements associated with a new development. Reducing the amount of parking required by a developer can provide them more flexibility to build at a higher density or provide other amenities on-site (e.g., open space or public gathering places). Minimizing the consumption of land for parking also provides a developer financial incentives for more product development. Table 8 helps demonstrate the development costs associated with a new parking facility, which can be a sustainable capital investment. For example, Wayzata recently constructed a 325 stall parking ramp for \$10.5 million; however, \$2 million was for a retaining wall. Removing the cost for the retaining wall, the parking ramp cost \$26,050/stall, which is consistent with the planning level-estimates listed in Table 8. Wayzata has estimated that maintenance (labor, snow removal, painting) will cost \$50,000 - \$70,000 per year.

Table 7: Available Supply (based on the October Utilization Counts)*

	Weekday			Weekend		
	10 a.m.	12 p.m.	6 p.m.	10 a.m.	12 p.m.	6 p.m.
On Street	84	71	65	108	58	52
Off Street	147	72	43	146	87	38
District	231	143	108	254	145	90

Available Supply (based on the December 7, 7:30 p.m. Utilization Counts)*

	Public	Private	Total
On Street	30	7	37
Off Street	0	0	0
District	30	7	37

* The available supply does not assume every space is 100% utilized. The available supply is based on a 93% capacity threshold. For example, it is assumed when a parking facility is at 93% utilization it is a full capacity. The 7% capacity reserve helps maintain traffic circulation and parking turnover.

Table 8: Planning Level-Cost Estimates

Item	Structured Parking	Surface Lot	Structured Parking	Surface Lot
	one (1) space		200 spaces	
Construction per Space	\$20,000 - \$30,000	\$3,000 - \$5,000	\$4,000,000 - \$6,000,000	\$600,000 - \$1,000,000
Construction Contingency	15%	15%	\$600,000 - \$900,000	\$90,000 - \$150,000
Annual Operations and Maintenance	\$1,200 - \$1,500	\$600 - \$1,200	\$240,000 - \$300,000	\$120,000 - \$360,000
Right-of-Way Acquisition (General Estimate) *	per sq. ft.		200 spaces (2 levels – 30,000 sq. ft. footprint)	200 spaces (ground level) 60,000 sq. ft.
	\$20 - \$30	\$20 - \$30	\$600,000 - \$900,000	\$1,200,000 - \$1,800,000
Total Cost:	-	-	\$5,440,000 - \$8,100,000	\$2,010,000 - \$3,310,000

* The right-of-way acquisition estimate is based on 2018 market value rates for Downtown Victoria. Data Source: Carver County Tax Assessor

As noted, there is additional parking available (see Table 7) that could be maximized for other uses. This supply must be carefully balanced with new development to not disrupt existing parking needs, especially during the evening hours. Therefore, the City of Victoria should only assume there is a maximum of 30 to 50 spaces available to accommodate a new development during the evening hours. However, at some point in time the downtown's parking supply may reach a capacity threshold that can no longer support new development.

Development Scenario

The parking generation model was used to test a development scenario and its potential impact to the 50 available spaces. The scenario chosen mirrors the Creamery site, which is currently being remodeled to accommodate a new restaurant (200 seats/3,505 sq. ft.) and office space (2,814 sq. ft.). The parking generation model assumes 9.0 space per 1,000 sq. ft. of restaurant space and 3.6 spaces per 1,000 sq. ft. of office, resulting in a total of 37 spaces (32 spaces for the restaurant and 5 spaces for the office use). These values are consistent with industry standards. For example, the Institute of Transportation Engineers (Parking Generation Manual – 4th Editions) and the Urban Land Institute (Shared Parking Report) have determined approximately 10 spaces per 1,000 sq. ft. are needed to address peak parking demands for a restaurant.

These requirements do not take into consideration the peak parking demand for the development's mix of uses. For example, an office typically experiences peak parking demand during the morning and afternoon hours; whereas, a restaurant will experience its heaviest parking demand during the evening hours. It can be expected this development scenario will likely see a parking demand of 30 spaces during the evening hours. The 50 available parking spaces being underutilized during this time (see Table 7) will provide enough parking to meeting their needs.

Based on the above findings, the downtown could face potential parking challenges in the future if a new evening use (depending on the size and use) is introduced to the mix. This scenario would suggest the downtown's parking supply is at full capacity (93% utilized). Moving forward, development plans should clearly demonstrate their parking requirements, mitigation measures and potential impacts to the existing supply. The parking generation tool can serve as a tool in helping facilitate those discussions and determine if there is additional supply in the downtown to meet some of those needs. If the parking needs cannot be met, the developer may be forced to build additional parking or the City may choose not to allow a development to occur.

District Wide Parking Models

The City of Victoria and the downtown businesses should work together to formalize a process for managing parking from a district-wide perspective. A district-wide parking approach uses a combination of strategies to maximize the existing parking supply, while reducing the demand to build additional spaces. This approach is commonly applied in downtown settings to encourage walkability, foster economic growth, and strengthen the urban form. The various district-wide models that have been used across the nation are summarized below.

1. **Downtown Development Authority (DDA):** A typical downtown development authority oversees infrastructure projects, including parking facilities, roadway projects and physical buildings. Their overall purpose is to also increase the quality of life for residents and businesses through economic and physical revitalization of the downtown.
2. **Enterprise Funds:** An Enterprise Fund is primarily a self-supporting program that requires developers to pay a fee in lieu to fulfill their parking requirements. Collected funds go back into maintaining and operating the City's parking supply and other infrastructure projects.
3. **Parking Benefit Districts:** Typically revenue generated from parking meters automatically reverts back to a municipality's general fund and the place where the meter revenue is collected sees no direct benefit. A parking benefits district is a designated area in which the parking revenues raised are then reinvested back into the district for a wide range of improvements. The funds may be used to purchase smart parking meters, walking and biking infrastructure, or to pay for improvements to the public realm, such as street trees, benches, and lighting. Typically meter revenue is reinvested in the district, while revenue generated from parking violations is used to fund further enforcement.

Parking benefit districts not only create a new stream of funding for district improvements, but they also can help better manage parking supply and demand. Parking benefits districts support economic development and neighborhood revitalization efforts. This tool is attractive because, instead of using local tax revenue or assessments for improvements, parking benefits districts capture money from visitors. Business owners are more likely to report parking violations within parking benefits districts because violations result in lost revenue for the district.

4. **Improvement Districts:** Improvement districts are often responsible for maintaining parking operations and services in designated districts. These districts are often partnerships between municipal departments, local organizations, private developers, and private businesses. Improvement districts are financed through parking revenue, property taxes paid by property owners, or member fees. Improvement districts that manage parking communicate parking locations, rates, and typically provide flexible monthly parking options and reduced parking with merchant ticket validation.
5. **Public-Private Partnerships:** The configuration and management of public-private parking partnerships varies by the specific parking needs and demands within the district, along with the adjacent land uses. These partnerships are created to maximize the sharing of parking spaces by various users. Financing for public-private partnerships is provided through developer payments, user fees, common area maintenance charges, and the payment of a fee in lieu of providing parking spaces required by a zoning ordinance.

6. **Transportation Management Association (TMA):** A Transportation Management Association (TMA) is an organization that carefully applies selected approaches to facilitate the movement of people and goods within an area. Also called Transportation Management Organizations (TMOs) and other names, they vary widely in size, organization, membership, and services offered. TMAs allow businesses to pool their resources to support commuter transportation strategies and can act in an advocacy role with local government on behalf of its membership.

District-Wide Parking Strategies

Each district-wide parking model is designed to achieve similar goals by reducing parking demand and maximizing its resources. At this time, the City of Victoria does not need to pick a preferred approach. Instead, the City should consider the various strategies used in each model to help better manage parking to support economic development initiatives. Table 9 provides a framework of strategies that were shaped by the Study Team and Task Force. Each strategy serves as a mechanism to help better manage the downtown's parking supply and demand. These strategies should be explored to their fullest potential prior to investments that focus on adding more supply.

Today, there are many players that can help advance the parking strategies through direct or indirect efforts. Many of these efforts are currently tied to long-range planning efforts, business support, parking enforcement, and the facilitation and approval of development proposals. These groups include both the public (i.e., City) and private (i.e., business) sector. Both groups should have a vested interest in implementing the study's recommendations. In that respect, the roles and responsibilities for carrying out a particular strategy are identified in Table 9 (see page 30). Table 9 also provides a timeline for when a particular strategy should be implemented. In some cases, a strategy should be implemented today; whereas others may require more collaboration or when the district's overall utilization rate reaches a threshold that would require immediate action.

Downtown Victoria Parking Strategies

A summary of the strategies are discussed below and highlighted in Table 9.

Strategy #1 – Utilization Counts: The City of Victoria should continue to monitor parking utilization in all areas of Downtown. This will provide a better baseline of data for determining when a particular parking strategy should be explored or implemented. The City should establish a set schedule for when utilization counts are collected to ensure consistent reporting on an annual basis. The recommended times include 10 a.m., 12 p.m., and 6 p.m. Counts should occur during the summer months on Tuesday, Thursday and Saturday.

Strategy #2 – Wayfinding & Signage: Wayfinding systems serve a key role well beyond responding to the need for basic navigation, identification, and information. Wayfinding elements, such as monuments, directional systems, directories, interpretive, and even regulatory signs can enrich and enhance the users experience in Downtown Victoria. More importantly, signage can help direct people to underutilize or unknown areas available for public parking. The utilization counts demonstrated the fringes of downtown are underutilized (e.g., the Flats and City Hall), while the core is experience heavy utilization. These findings represent typical parking behaviors in which people tend to look for "front door" parking before choosing others locations. Parking spaces located outside of the core, especially public spaces along Steigler Lake Lane, City Hall and the Flats are in a reasonable walking distance (1/8 mile) (see Figure 9).

Wayfinding signs are a simple low-cost/high-benefit solution that help direct vehicles to underutilized parking facilities. The City of Victoria should consider developing a wayfinding plan that helps identify pathways between key destinations and large parking reservoirs.

Figure 9: General Walking Radiuses (1/8 mile) from Surface Parking Lots (P = Public and Private Parking Lots)



Strategy #3 – Parking Restrictions: Utilization counts provide a benchmark for better understanding when the demand for parking is at its peak. Another layer to this measurement includes turnover. Turnover counts help measure the length of time a vehicle is parked. Findings from this type of assessment help determine time restrictions for parking facilities. For example, a service oriented district (e.g., dry cleaner, post office, and coffee shop) typically requires a higher turnover rate to accommodate customers; resulting in parking restrictions ranging between 15 minutes and 1 hour. An entertainment district, such as Downtown Victoria, typically sees a lower turnover rate during the evening hours. Time restrictions in these types of areas can range between 2 and 4 hours. Office and business districts also experience lower turnover rates. These areas usually result in an 8 hour or more time restriction to accommodate a standard 8 hour work day.

During the study, observations determined vehicles are parking overnight in public spaces located at the Flats. This finding suggest residents are choosing these spaces for convenience factors. To help ensure these spaces are reserved for downtown patrons and employees, these spaces should be re-signed to restrict parking between the hours of 2 a.m. and 6 a.m. These time restrictions are also appropriate from a maintenance perspective. It allows City Public Works staff to clear snow more efficiently during a weather event.

Additional recommendations for time restrictions are not being made at this time until Strategy #4 is implemented.

Strategy #4 – Enforcement & Technology: The City of Victoria has not played an active role recently in parking enforcement. Parking for the most part is self-enforced. Self-policing can result in regular violations, resulting in vehicles parking for longer periods of time in restricted areas (e.g., 15 minutes or 2 hours). These types of violations can negatively impact businesses (e.g., dry cleaner, post office, and coffee shop) that rely on higher turnover rates.

The City should consider playing an active role in parking enforcement. This strategy will require time and resources to administrate the program. A Community Services Officer could serve as the official parking officer in monitoring and enforcing parking violations. If the City takes a more active role in enforcement, it should consider the use of new technology to monitor violations and turnover rates, while creating efficiencies in parking enforcement. License Plate Recognition (LPR) software provides these benefits. LPR software includes a camera that is mounted on a parking enforcement vehicle that captures license plate numbers. The license plate number is time stamped and its location is logged with the corresponding

time restriction. As parking enforcement patrols an area, the software notifies the parking officer if a violation has occurred. This type of software is commonly used by public safety or law enforcement to track stolen vehicles or persons of interest.

Other technology solutions include mobile applications that monitor the downtown's available parking supply. These types of applications rely on parking sensors or GPS data obtained from cellphones to report out "real-time" parking availability for a specific area. These types of applications are typically implemented in downtown settings that charge a fee for public parking. A mobile application also serve as a tool to provide public parking locations and time restrictions. At a minimum, the City of Victoria should consider using mobile friendly websites or materials that provide information on downtown's parking locations.

Strategy #5 – Parking Requirements: The City should revise its parking ordinance to provide better clarity on the parking requirements associated with a new use or development. A preliminary review of the parking ordinance has determined some ambiguity regarding the number of spaces required for a development, resulting in a variety of parking scenarios for a new development. A revised ordinance should be easily interpreted by city staff and developer.

The City's parking ordinance should also support and enhance the downtown's urban form. The City of Chaska's parking ordinance is an example that has embraced this approach. The intent of their ordinance is to preserve the historic, compact, pedestrian oriented character of the present downtown to the extent possible. To help achieve this objective, the parking requirements for a new use is reduced by 75 percent when applied within the downtown district. For example, a 6,000 SF retail establishment would normally require 40 spaces. The 75 percent reduction would result in 10 required spaces within the downtown. In the event of a sizable redevelopment projects within the downtown, parking spaces shall be provided as required by the City Council. Uses permitted in existing downtown buildings shall not be required to provide additional parking beyond that available on-site if the uses have comparable parking requirements (e.g. coffee shop can replace a retail store and not have to provide additional parking), but shall be subject to parking requirements in the event an existing building is expanded, a new building is proposed, or a much more intense use is proposed (e.g., retail and residential).

Revising the City's parking requirements to protect the city's urban form will help support the following benefits:

- Minimizing the consumption of land for parking provides opportunities for more productive development, greenspace or infill.
- Minimizing the consumption of land for parking helps increase the property tax base through higher end uses.
- Reducing the amount of parking required for a development can provide a developer more flexibility to build at a higher density or provide other amenities on-site (e.g., open space or public gathering places).

Other strategies may include a parking overlay district, setting maximum parking requirements or requiring a Travel Demand Management Plan (TDMP). These tools and others are listed below and help support a district-wide parking approach:

- Maximum Parking Requirement: Maximum parking requirements limit the number of parking spaces, which varies between the type of land use or development. This approach helps ensure parking is not being overbuilt, while promoting compact development and higher-end uses.
- Conditional Use Permit: Allowing a development to be eligible for a conditional use permit, which if approved by City Council would allow a given parcel to accommodate some of their required parking in a municipal lot. This type of condition is reflected in the City of Wayzata's Zoning Ordinance. A parking study would need to be submitted by the applicant demonstrating its need and the availability of off-site parking to accommodate those needs.
- Parking Overlay District: Maximum parking requirements can be established through an overlay district. An overlay district can also set standards for how parking is designed and built through design guidelines.
- Travel Demand Management Plans (TDMP): A TDMP outline measures to mitigate parking demand as part of the development permit process, which can result in innovative solutions that are tailored to the specific needs of an area. A TDMP would be required by the developer or property owner.

Strategy #6 – Maintenance: Public and privately owned parking facilities should provide a safe and clean environment. Routine maintenance (e.g., sweeping, refuse collection, crack sealing, pavement overlays, snow removal, and lighting) schedules should be followed to enhance the customer's experience (drawing visitors back into the area) and beautification

of the city. More importantly, route maintenance schedules will help extend the life-span of a parking facility before a major replacement or repair is needed. The City of Victoria and local business should work together to ensure these needs are being met on a regular basis.

Strategy #7 – Limit Liquor Licenses: Establishments that provide liquor can generate higher peak parking demands during the evening hours. Establishing regulations that limit the number of liquor licenses helps manage the current parking supply and demand with existing land uses. This approach can limit development; therefore, this strategy should be viewed as a short-term solution until the City can assess the parking demand occurring after the Creamery site is open. At that time, the City can determine if there is a need to cap the limit of liquor licenses being offered in the downtown.

Strategy #8 – Valet Service: A valet service provides downtown patrons a convenient option for parking. If managed accordingly, this strategy can help elevate the parking pressures being experienced in the surface lots (i.e., the Burrow). Options for valet storage could occur in the bank parking lots, which are not being used during the evening hours. A shared parking agreement would need to be administered between the two businesses. This strategy is an effective means to helping manage parking, while providing a customer service.

Strategy #9 – Employee Parking: The private sector (e.g., businesses, restaurants and hotels) should work together to find designated areas for employ parking that alleviate parking demand in central parts of downtown. The number of employees may account for a large number of vehicles parking in the area, contributing to the heavy utilization. Designated areas for employee parking will help maintain a healthy supply of parking for customers. Designated areas for consideration should include the bank's parking lots. Private businesses should also encourage their employees to park in underutilized lots located along the fringes of downtown (e.g., City Hall or the Flats). Another short-term option may include the unpaved lot (northwest quadrant of Highway 5 and Rose Street) being used for spillover from Floyd's restaurant.

Strategy #10 – Customer Service: Parking should be viewed as a customer service. A visitor's first experience starts from the moment they park their car and walk to their destination. Offering a positive experience from a parking perspective involves a combination of strategies, such as a wayfinding signs, maintained facilities, and availability. More importantly, it requires marketing materials to help inform patrons on where they can park and what the downtown has to offer.

The City of Victoria and local businesses should work together to develop marketing materials that indicate key destinations (e.g., businesses, restaurants and trailheads) and parking locations. This approach is a low-cost/high benefit solution to help educate visitors on where to park. This can also be used as an opportunity to promote and market the downtown's businesses by posting materials online and handing these out to downtown visitors.

Strategy #11 – Planning Commission: Managing the study area's parking will require coordination and collaboration amongst the City, businesses and residents. It is suggested the Planning Commission serves as the Parking Commission to implement the parking strategies. This would include the monitoring of utilization counts and working with the businesses to address their parking concerns.

Strategy #12 – Urban Form: The urban form is defined by the physical patterns (buildings, roads and sidewalks) that creates a downtown environment that is vibrant, aesthetically pleasing, and walkable. The Downtowns Master Plan has embraced these elements through its vision and guiding principles (see Attachment A). The Downtown Master Plan should continue to be used as a guiding document when supporting new developments or uses within the downtown.

The urban form should also take into consideration safety. For example, design can play an important role in creating safe environments. This can be achieved through Crime Prevention Through Environmental Design (CPTED) strategies. CPTED is defined as a multi-disciplinary approach for reducing crime through urban and environmental design and the management and use of built environments. Examples of CPTED strategies include clear sight lines, adequate lighting, minimizing concealed and isolated routes, active pathways and street edges, and signage. The City should encourage CPTED strategies as part of new developments and future planning decisions.

Strategy #13 – Parking Ramp: Long-term development initiatives were expressed as part of the study process that may present opportunities to integrate a parking structure. However, keeping in mind these may be long-term initiatives with no

timeframe and should be driven by the private sector. When a larger redevelopment or infill opportunity presents itself, the City of Victoria should work with the property owner or developer to determine their parking needs and the potential of developing additional public parking spaces in a parking structure. .

Implementation & Financial Strategies

Implementing each strategy will take time and resources. Therefore, it is important to recognize the financial commitments, level of effort and resources required to deliver a new program, service or capital investment. Many of the strategies listed throughout this study focus on low-cost/high-benefit solutions that maximize today's existing supply. These types of strategies can be integrated into the City's day-to-day operations and annual budgets with careful planning. However, at some point in time the downtown's parking supply may reach a capacity threshold that can no longer support new development. At this time, the City will be faced with a difficult decision to limit development or aggressively require developers to build more parking to meet their proposal's needs. More importantly, the integration of parking with future development plans will need to be carefully balanced with the urban form and pedestrian environment.

Building a new parking facility should be viewed as a last resort. In some respect, this alternative strategy should be driven by the private sector. If and when a new parking facility is being considered, the City of Victoria may choose to participate in the funding plan. The funding mechanisms available for consideration are listed below. The City of Victoria should also consider these funding mechanisms as a potential revenue generator to help implement the other strategies listed throughout this study:

1. **Fee in Lieu:** Establish a policy that requires developers to pay a fee in lieu to fulfill their parking requirements. Collected funds go back into maintaining and operating the City's parking supply and other infrastructure projects.
2. **Downtown Business District:** Establish a parking district (e.g., Parking Benefit District of Downtown Improvement District) in which most or all uses within the downtown would be eligible for accommodation of their required parking in a municipal lot by paying for permits in those lots, as in the City of Stillwater.
3. **Municipal Bonds:** Municipal bonds are the most common way to pay for public parking facilities. These can be general obligation bonds, which are backed by a community's general taxation revenues, or revenue bonds, which are typically paid off through revenues from parking fees.
4. **Parking Enforcement:** Revenue generated from parking enforcement provides a general fund that can be used for downtown improvements of the on-going operations and maintenance of municipal parking facilities.
5. **User Fees:** Users fees are typically generated through metered parking or off-street parking lots that require a fee. The benefits of metered parking help increase turnover rates and produce fees for reinvesting back into the downtowns. On-street parking is typically priced at a higher rate to encourage vehicles to park off street.
6. **Special Assessments:** Public improvements are often financed using the power to levy special assessments (Minnesota Statutes Chapter 429). A special assessment is a means for benefiting properties to pay for all or part of the costs associated with improvements, and to spread the impact over a period of years. This tool can be applied to both the construction of new improvements and the rehabilitation of existing improvements.
7. **Special Service District:** A special service district is a tool for financing the construction and maintenance of public improvements within a defined area. Minnesota Statutes, Sections 428A.01 through 428A.10 govern the creation and use of special service districts. A special service district provides a means to levy taxes (service charge) and provide improvements and service to a commercial area.
8. **Tax Increment Financing:** Tax increment financing (TIF) is the primary development finance tool available to Minnesota cities (Minnesota Statutes, Sections 469.174 through 469.179). TIF is simple in concept, but complex in its application. Through tax increment financing, the property taxes created by new development (or

redevelopment) are captured and used to finance activities needed to encourage the development. The challenge in using TIF lies with the complex and ever-changing statutory limitations. These complexities make it impractical to provide a thorough explanation of tax increment financing as part of this study. TIF has been used in the City of Edina to finance their public parking ramps. TIF was used for 80% of the construction costs with the local property owners paying the other 20%, and agreeing to pay for ongoing maintenance and operating costs.

Recommendations

The solutions and strategies presented throughout this study should serve as a menu of options for the City's consideration. A combination of these strategies will help formalize a preferred district-wide parking approach. To achieve this objective, the strategies should be viewed as ongoing initiatives that are reflected in day-to-day planning activities and annual work plans.

Task Force Recommendations

One of the main objectives of the Task Force was to discuss and prioritize strategies and next steps. The recommendations listed throughout this section recognize areas of consensus.

Recommendation A

The Task Force reached a consensus on the following strategies as priorities for immediate action:

- **Strategy #2 - Wayfinding and Signage:** Develop a wayfinding plan that helps identify pathways to key destinations and underutilized parking areas.
- **Strategy #9 – Employee Parking:** Encourage employees to park in underutilized parking lots located on the fringes of downtown (e.g., City Hall and the Flats).

The Task Force also identified ongoing initiatives that should focus on marketing materials that educate patrons on where to park (Strategy #10) and routine maintenance schedules (Strategy #6) to parking lots. At a minimum, the City should also continue to monitor utilization rates (Strategy #1). This will be critical in coming months to assess parking impacts associated with the Creamery development/restaurant, which is scheduled to open in the summer of 2019. The parking scenario discussed on page 20 suggests this development will absorb the majority of the downtown's excess supply. These assumptions will need to be tested after the restaurant is open to determine its parking impacts.

Recommendation B

The Task Force has recommend a review of the City's parking ordinance (see Strategy #5) to provide better clarity on the parking requirements associated with a new use or development. Until additional parking supply is provided, the City may also want to consider regulating parking demand by limiting liquor licenses, because restaurants serving liquor are directly impacting the parking supply during peak times (Strategy #7). Survey questions regarding these strategies were sent to the Task Force. A summary of the questions and results are listed below. Individual responses to the survey are listed in Appendix B.

Liquor Licenses

1. The City can impact the parking by adding to the surplus or controlling demand. If the City Council determines a parking ramp is needed, it will take at least two years for it to be completed. Should the city stop issuing liquor licenses to new restaurants or expansions of existing restaurants until a parking ramp is constructed considering that the only time that parking is scarce is on Friday and Saturday evenings?
 - a) Yes - 3
 - b) No - 6

Existing Buildings

2. Most businesses downtown do not provide their own parking and rely on public parking. Should a retail space in an existing building be able to turn into an office space even though office requires more parking?
 - a) Yes - 8
 - b) No - 2
3. Should a retail space in an existing building be able to turn into a restaurant even though more parking isn't being provided?
 - a) Yes - 4
 - b) No - 6

New Development and Expansions

4. Taking advantage of the public parking in downtown and encouraging a pedestrian-friendly downtown, do you agree that new non-residential developments should be allowed with a reduction to the parking requirements?
 - a) Yes - 4
 - b) No - 4

Findings suggest a low-level of acceptance in limiting the number of liquor licenses (Question #5). However, findings from Question #7 suggest a new restaurant shouldn't be allowed without providing additional parking. A revised zoning ordinance should list more intense uses that should provide 100% of the parking requirements (e.g., restaurants and residential uses). Strategy #5 (update parking requirements) should be considered as an important next step.

Recommendation C

The Task Force has recommend the City explore the location and feasibility of building additional parking (Strategy #13). If the City Council choses to begin a process of building more parking, the City should develop a district-wide parking model to address the financing, ownership and maintenance of a future facility. Therefore, the Study Team surveyed the Task Force to better understand the potential roles and responsibilities surrounding these district-wide parking elements. A summary of the questions and results are listed below. Individual responses to the survey are listed in Appendix B.

5. Should a public parking ramp be built and who should pay for the construction:
 - a) City - 2
 - b) Downtown property owners - 0
 - c) Some combination of City and downtown property owners – 6
6. If the City participating in financing a public parking ramp, should the City:
 - a) Use general funds – 0
 - b) Only use TIF funds – 4
 - c) TIF and other funds - 4
 - d) Not participate financially at all - 2
7. Should a public parking ramp be built, who should pay for the maintenance:
 - a) City - 2
 - b) Downtown property owners - 0
 - c) City and downtown property owners – 6
8. Cities may use eminent domain to acquire property for a public use. When using eminent domain a judge determines the fair market price for the property. Should the City consider using eminent domain to construct a parking ramp?
 - a) Yes, only if a property owner is willing to sell - 3
 - b) Yes, even if a property owner is unwilling to sell - 2
 - c) No – 4

As evident of the survey results and discussions at the Task Force meetings, there's not a unanimous agreement on solutions that address a parking ramp. However, the responses do suggest a public-private partnership (see Question #1) should occur if the City chooses to add a significant amount of parking. A parking structure (e.g., garage or deck) should be viewed as the preferred option before adding more surface parking. This recommendation aligns with the study's objective to be consistent with the Downtown Master Plan. Building a parking structure should also be tied to a new development that can capture additional TIF. This recommendation is consistent with the Task Force's response to Question #2. As noted on page 26, TIF is the primary development finance tool available to Minnesota cities. The City of Edina serves as a precedent example where this has been applied. For example, the City of Edina paid for their public parking ramps by using TIF for 80% of the construction costs with the local property owners paying the other 20%, and agreeing to pay for ongoing maintenance and operating costs. A stronger public-private partnership would also require a funding mechanism (see options on page 26 and 29) to ensure the City and downtown businesses are paying for their fair share in operating and maintenance costs.

Next Steps

Moving forward, the City should be actively engaging land owners and developers to better understand their short-term and long-term development initiatives. Findings from these conversations will help build a stronger basis for selecting a preferred district-wide parking approach and the amount of parking needed to meet long-term development goals. The most applicable approach today suggests stronger public-private partnerships. A public-private district-wide parking approach will require a funding mechanism that generates revenue to support a new parking facility and the long-term operations and maintenance needs. Potential funding mechanisms may include:

- A portion of increased tax revenues (i.e., tax increment financing) from future development are used to finance the parking facilities
- Management fees, parking fees, and/or member fees
- A portion of the existing sales or property tax revenue generated within the district
- Fees (i.e., enterprise funds) collected from the developer in lieu of minimum parking requirements
- An additional tax (i.e., ad valorem tax) based on the value of real estate or personal property

The City should consider a second phase of this study to achieve the following objectives:

- Move forward with the Task Force's recommendation in updating the City's parking requirements.
- Engage and collaborate with land owners and developers to better understand their short-term and long-term development initiatives.
- Monitor utilization counts after the Creamery development/restaurant opens to the public and determine the parking impact to the downtown's excess supply.
- Per Task Force direction, investigate the feasibility and appropriate location to add additional parking spaces.
- Complete concept planning for a district-wide parking approach that formalizes the ownership structure, financing and mechanism for ongoing operations and maintenance of parking facilities.

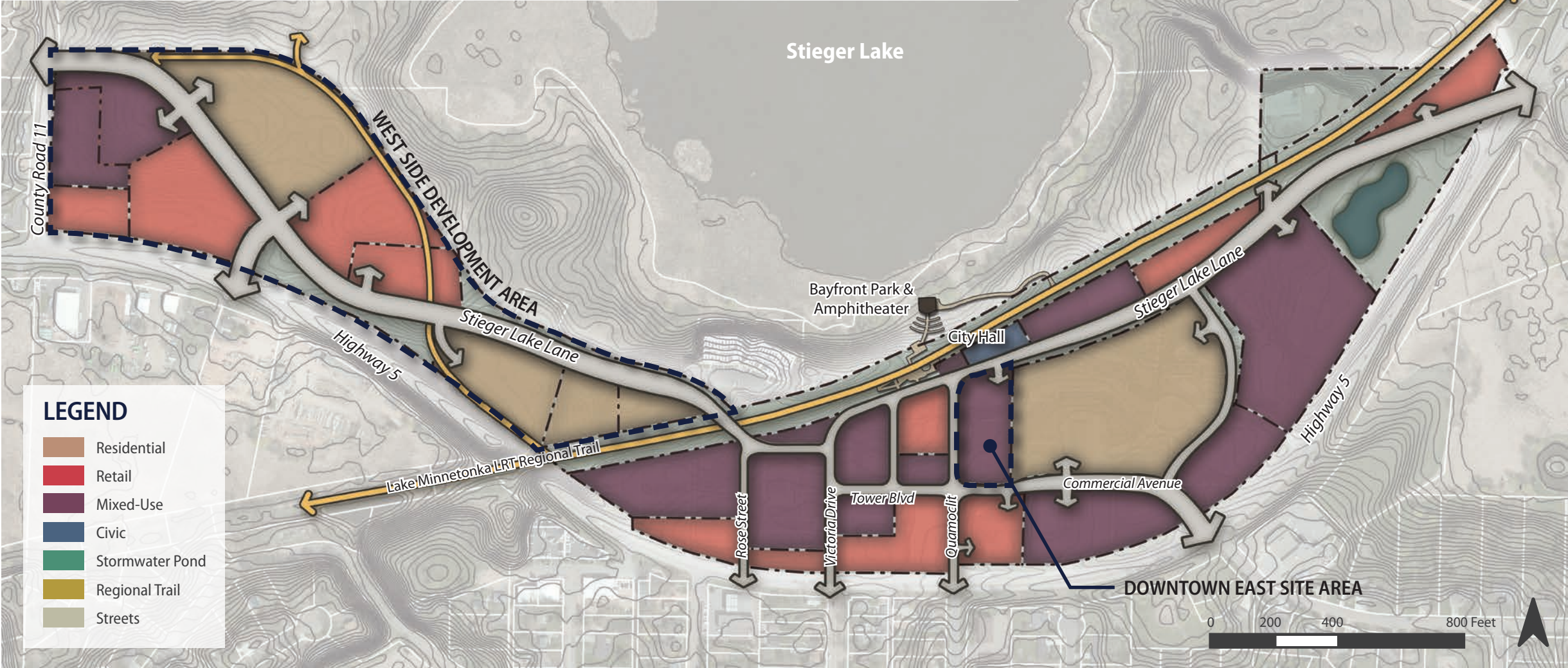
Table 9 – Parking Strategy Matrix

Strategy	Roles	Time Frame	Low Utilization 0% - 74%	Moderate Utilization 75% - 84%	Heavy Utilization 85% - 92%	At Capacity 93% - 100%	Strategy Benefits	Implementation Challenges
1	Public Sector Role	Ongoing Action Item	Monitor the district's parking utilization on a bi-annual basis.				Provides a better baseline of data for determining when a particular parking strategy should be explored or implemented.	Monitoring utilization counts requires staff time and resources.
2		Short Term Action Item	Install signage that helps direct vehicles to public parking facilities.				Wayfinding signs are a simple low-cost/high-benefit solution that help direct vehicles to underutilized parking facilities.	Finding the appropriate location for signs and receiving the approval to install the signs in public right-of-way (e.g., along a county or state road) can
3		Mid Term Action Items			Adjust parking time restrictions to better manage parking utilization.		Monitoring utilization counts can help determine parking turnover rates. Parking turnover is an indicator of the rate of use of a parking space and the average number of vehicles using a given space or group of spaces during a specified time period. This information helps establish the appropriate time	A service oriented district (e.g., restaurants) typically requires a lower turnover rate to accommodate customers; resulting in parking restrictions ranging between 2 and 4 hours. This type of time restriction can result in less turnover, resulting in higher utilization rates. Parking
4		Mid Term Action Items		Determine if parking enforcement is needed to regulate posted parking restrictions.	Enforce parking restrictions.		Parking enforcement will help mitigate parking violations and enforce time restrictions.	Enforcement requires staff time and resource, in addition to administrating parking tickets and disputes.
5		Ongoing Action Item	Review and update the parking requirements to ensure new development supports the urban form and the downtown's walkability.				Helps ensure parking is not being overbuilt, while promoting compact development and higher-end	Updates will require amendments to the zoning code, and require staff time and resources.
6		Ongoing Action Item	Maintain public parking lots in a state of good repair by implementing regular maintenance schedules.				Parking should be viewed as a customer service. A visitor's first experience starts from the moment they park their car and walk to their destination. Offering a positive experience from a parking perspective involves a combination of strategies, such as a wayfinding signs, pedestrian pathways and	Adhering to regular maintenance schedules require the programming and funding of projects.
7		Short Term Action Item			Explore regulations that limit the number of liquor licenses that can be granted within the downtown.	Adopt regulations that limit the number of liquor licenses that can be granted within the downtown.	Establishments that provide liquor can generate higher peak parking demands during the evening hours. Establishing regulations that limit the number of liquor licenses helps manage the current parking supply and demand with existing land uses.	Limits development opportunities and economic growth in the downtown.
8	Private Sector Role	Mid Term Action Items			Provide a valet service for evening entertainment uses.		Provides customers a convenient option for parking, while alleviating parking pressures in areas.	Businesses will need to determine if this is a service they want to offer for their customers. Designated drop off zones need to be established in areas that do not cause traffic circulation issues. Designated valet parking lots also need to be established.
9		Ongoing Action Item	Encourage employees to park in areas of downtown that are not heavily utilized.		Designate areas for employee parking only that are located in areas that are not heavily utilized.		This approach helps alleviates parking pressure in areas that should be serving customers.	Encouraging or enforcing employees to use these designated areas.
6		Ongoing Action Item	Maintain private parking lots in a state of good repair by implementing regular maintenance schedules.				Parking should be viewed as a customer service. A visitor's first experience starts from the moment they park their car and walk to their destination. Offering a positive experience from a parking perspective involves a combination of strategies, such as a wayfinding signs, pedestrian pathways and	Adhering to regular maintenance schedules require the programming and funding of projects.
10		Ongoing Action Item	Educate patrons on where they can park when visiting an establishment.				This approach is a low-cost/high benefit solution to help educate visitors on where to park. This can also be used as an opportunity to promote and market the downtown's businesses and local amenities.	Coordinating materials that provide the same message and brand.
11	Public and Private Sector Role	Ongoing Action Item	Encourage the Planning Commission to monitor utilization and provide recommendations on potential parking strategies. This effort should include a public process.				Identifying an existing commission can help formalize a process for implementing the study's recommendations.	The Planning Commission will require technical reports to help inform their future decisions over time. This will require staff time and resources.
12		Ongoing Action Item	Support development that positively impacts the urban form and the downtown's walkability.				Below are a list of benefits: • Encourages walkability, foster economic growth, and strengthen the urban form • Minimizing the consumption of land for parking provides opportunities for more productive development, greenspace or infill. • Minimizing the consumption of land for parking helps increase the property tax base through higher end uses. • Reducing the amount of parking required for a development can provide a developer more flexibility to build at a higher density or provide	None
13		Long Term Action Item				Explore options for adding additional capacity if all other strategies do not address the issues.	Adding additional capacity should support a district-wide parking approach. This would entail a larger parking reservoir (e.g., ramp), while removing smaller or ancillary lots. This helps minimize the consumption of land for parking, while providing opportunities for more productive development or infill. This should only be explored when all other solutions and strategies are considered.	Adding additional capacity can negatively impact the urban form and the walkability of a downtown. Implementing a centralized parking facility (e.g., ramp) requires large capital investments to construct and operate/maintain over a long period of time.

Attachment A – Downtown Mater Plan Vision and Guiding Principles

ILLUSTRATIVE VISION & GUIDING PRINCIPLES

Downtown is envisioned as a place to work, play, and shop first and foremost. However, it is recognized that sustaining a vibrant and attractive commercial downtown is strengthened with higher density residential uses. The mix of land uses illustrated on this diagram reflect the desire to blend the existing downtown character with new growth to the west. Over time, a pedestrian friendly, commercial character along Stieger Lake Lane is desired. Residential development should be designed and situated to support a strong pedestrian environment and contiguous commercial-like presence along the street level with the ability to enable conversion to commercial spaces oriented to the street.



1. Create better physical & visual connections with Carver Park Reserve & Stieger Lake.



2. Identify welcoming "gateways" into downtown area.



3. Build on the strong character for downtown that establishes it as a destination & provides a sense of place.



4. Establish strong physical & visual connections between west side & downtown.



5. Utilize open space, parks, & lakefront to bolster downtown businesses & business diversity.



6. Improve on the comfortable & safe environment for pedestrians & cyclists with strong links to trail amenities.



7. Integrate increased parking capacity without sacrificing development character.



8. Incorporate more housing into future downtown &/or west side development.



Corner of Tower Blvd. & Victoria Dr.



Floral Shop on Victoria Dr.



Streetscape of Tower Blvd.



Stieger Lake Ln. Bridge over Regional Trail

Attachment B – Task Force Survey Results

Parking Ramps

The City of Edina paid for their public parking ramps by using TIF for 80% of the construction costs with the local property owners paying the other 20% and agreeing to pay for ongoing maintenance and operating costs.

Wayzata recently constructed a 325 stall parking ramp for \$10.5 million; however, \$2 million was for a retaining wall. Removing the cost for the retaining wall, the parking ramp cost \$26,050/stall, which is consistent with the \$20,000 - \$30,000 that Lance from HKGi has quoted. The City paid for the total cost of parking ramp with TIF from two redevelopment projects. Wayzata has estimated that maintenance (labor, snow removal, painting) will cost \$50,000 - \$70,000 per year.

Tax Increment Financing (TIF) is the primary development finance tool available to Minnesota cities. Through TIF, the property taxes created by new private development (or redevelopment) are captured and used to finance activities needed to encourage the development, like public parking ramps.

- Should a public parking ramp be built, who should pay for the construction:
 - 1) City - ☐yes **||**
 - 2) Downtown property owners - ☐
 - 3) Some combination of City and downtown property owners - ☐ **|||||**
- If the City participating in financing a public parking ramp, should the City:
 - 1) Use general funds - ☐yes **||||**
 - 2) Only use TIF funds - ☐yes **|||||**
 - 3) Not participate financially at all - ☐
- Should a public parking ramp be built, who should pay for the maintenance:
 - 1) City - ☐yes **||**
 - 2) Downtown property owners - ☐
 - 3) City and downtown property owners - ☐ **|||||**
- Cities may use eminent domain to acquire property for a public use. When using eminent domain a judge determines the fair market price for the property. Should the City consider using eminent domain to construct a parking ramp?
 - Yes, only if a property owner is willing to sell - ☐ **|||**
 - Yes, even if a property owner is unwilling to sell - ☐yes **|||**
 - No - ☐ **|||**

Liquor Licenses

- The City can impact the parking by adding to the surplus or controlling demand. If the City Council determines a parking ramp is needed, it will take at least two years for it to be completed. Should the city stop issuing liquor licenses to new restaurants or expansions of existing restaurants until a parking ramp is constructed considering that the only time that parking is scarce is on Friday and Saturday evenings?
 - Yes - ☐yes **|||**
 - No - ☐ **|||||**

Existing Buildings

Most businesses downtown do not provide their own parking and rely on public parking.

- Should a retail space in an existing building be able to turn into an office space even though office requires more parking?

Yes - ☐ yes ~~||||~~ |||

No - ☐ ||

- Should a retail space in an existing building be able to turn into a restaurant even though more parking isn't being provided?

Yes - ☐ |||

No - ☐ no ~~||||~~ |

New Development and Expansions

- Taking advantage of the public parking in downtown and encouraging a pedestrian-friendly downtown, do you agree that new non-residential developments should be allowed with a reduction to the parking requirements?

Yes - ☐ yes |||

No - ☐ |||

Parking Ramps

The City of Edina paid for their public parking ramps by using TIF for 80% of the construction costs with the local property owners paying the other 20% and agreeing to pay for ongoing maintenance and operating costs.

Wayzata recently constructed a 325 stall parking ramp for \$10.5 million; however, \$2 million was for a retaining wall. Removing the cost for the retaining wall, the parking ramp cost \$26,050/stall, which is consistent with the \$20,000 - \$30,000 that Lance from HKGi has quoted. The City paid for the total cost of parking ramp with TIF from two redevelopment projects. Wayzata has estimated that maintenance (labor, snow removal, painting) will cost \$50,000 - \$70,000 per year.

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Should a public parking ramp be built, who should pay for the construction:

- 1) City - ☐
- 2) Downtown property owners - ☐
- 3) Some combination of City and downtown property owners - ☐

• If the City participating in financing a public parking ramp, should the City:

- 1) Use general funds - ☐
- 2) Only use TIF funds - ☐
- 3) Not participate financially at all - ☐

• Should a public parking ramp be built, who should pay for the maintenance:

- 1) City - ☐
- 2) Downtown property owners - ☐
- 3) City and downtown property owners - ☐

• Cities may use eminent domain to acquire property for a public use. When using eminent domain a judge determines the fair market price for the property. Should the City consider using eminent domain to construct a parking ramp?

Yes, only if a property owner is willing to sell - ☐

Yes, even if a property owner is unwilling to sell - ☐

No - ☒

Liquor Licenses

- The City can impact the parking by adding to the surplus or controlling demand. If the City Council determines a parking ramp is needed, it will take at least two years for it to be completed. Should the city stop issuing liquor licenses to new restaurants or expansions of existing restaurants until a parking ramp is constructed considering that the only time that parking is scarce is on Friday and Saturday evenings?

Yes - ☐

No - ☐

Why is this assumed?

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Yes, even if a property owner is unwilling to sell - ☐

No - ☒

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Yes - ☐

No - ☐

Why is this assumed?

Existing Buildings

Most businesses downtown do not provide their own parking and rely on public parking.

- Should a retail space in an existing building be able to turn into an office space even though office requires more parking?
Yes - ☐
No - ☒
- Should a retail space in an existing building be able to turn into a restaurant even though more parking isn't being provided?
Yes - ☐
No - ☒

New Development and Expansions

- Taking advantage of the public parking in downtown and encouraging a pedestrian-friendly downtown, do you agree that new non-residential developments should be allowed with a reduction to the parking requirements?

Yes - ☐

No - ☒

? how do you
reduce parking
requirements?
Still need to park
Someplace to be a
pedestrian in downtown -

I strongly believe that "employer enforced
off-site parking ^{by employers} is required to alleviate the
"parking problem" in DBD. 2 blocks is not too
far to walk to work - especially in downtown
Victoria -

The article by Edward Church "1/21/2016 should
be reprinted for all council members and also
available for all Victoria residents/suppliers.

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- Should a public parking ramp be built, who should pay for the construction:
 - 1) City - ☒
 - 2) Downtown property owners - ☐
 - 3) Some combination of City and downtown property owners - ☐

- If the City participating in financing a public parking ramp, should the City:

- and/or*
- 1) Use general funds - ☒
 - 2) Only use TIF funds - ☒
 - 3) Not participate financially at all - ☐

- Should a public parking ramp be built, who should pay for the maintenance:
 - 1) City - ☒
 - 2) Downtown property owners - ☐
 - 3) City and downtown property owners - ☐

- Cities may use eminent domain to acquire property for a public use. When using eminent domain a judge determines the fair market price for the property. Should the City consider using eminent domain to construct a parking ramp?

Yes, only if a property owner is willing to sell - ☐
Yes, even if a property owner is unwilling to sell - ☒
No - ☐

Liquor Licenses

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Yes - ☐

No - ☒

Existing Buildings

Most businesses downtown do not provide their own parking and rely on public parking.

- Should a retail space in an existing building be able to turn into an office space even though office requires more parking?
Yes - ☒
No - ☐
- Should a retail space in an existing building be able to turn into a restaurant even though more parking isn't being provided?
Yes - ☒
No - ☐

New Development and Expansions

- Taking advantage of the public parking in downtown and encouraging a pedestrian-friendly downtown, do you agree that new non-residential developments should be allowed with a reduction to the parking requirements?
Yes - ☒
No - ☐

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- ~~Should~~ If a public parking ramp be built, who should pay for the construction:
 - 1) City - ☐
 - 2) Downtown property owners - ☐
 - 3) Some combination of City (**taxpayers**) and downtown property owners - **X**
- If the City participating in financing a public parking ramp, should the City:
 - 1) Use general funds - **X A combo of funding sources should be explored**
 - 2) Only use TIF funds - ☐
 - 3) Not participate financially at all - ☐
- ~~Should~~ If a public parking ramp be built, who should pay for the maintenance:
 - 1) City - ☐
 - 2) Downtown property owners - ☐
 - 3) City and downtown property owners - **X This may require "novel" ways to "tax" or other opportunities.**
- Cities may use eminent domain to acquire property for a public use. When using eminent domain a judge determines the fair market price for the property. Should the City consider using eminent domain to construct a parking ramp?
 - Yes, only if a property owner is willing to sell - ☐
 - Yes, even if a property owner is unwilling to sell - **X**
 - No - ☐

Liquor Licenses

- The City can impact the parking by adding to the surplus or controlling demand. If the City Council determines a parking ramp is needed, it will take at least two years for it to be completed. Should the city stop issuing liquor licenses to new restaurants or expansions of existing restaurants until a

parking ramp is constructed considering that the only time that parking is scarce is on Friday and Saturday evenings?

Yes - ☐

No - **X** NOTE: I reject the characterization that the "only time" parking is an issue is limited. That is not accurate. While the "Flats" lot is underutilized, that should not be the determining factor or major contributor to the "only time".

Existing Buildings

Most businesses downtown do not provide their own parking and rely on public parking.

- Should a retail space in an existing building be able to turn into an office space even though office requires more parking?

Yes - ☐

No - **X** Every "new use" must be reviewed for adequacy of parking and potential financial ramifications.

- Should a retail space in an existing building be able to turn into a restaurant even though more parking isn't being provided?

Yes - ☐

No - **X** Every "new use" must be reviewed for adequacy of parking and potential financial ramifications.

New Development and Expansions

- Taking advantage of the public parking in downtown and encouraging a pedestrian-friendly downtown, do you agree that new non-residential developments should be allowed with a reduction to the parking requirements?

Yes - ☐

No - ☐

DON'T KNOW - X You need more clarity in the questions. Waaaay too general. I can't deal in unknown "what ifs"...

COMMENTS: The "task force" meetings were generally unproductive and accomplished very little in my opinion. I was looking for "less consultant" and more interactions regarding a solutions based approach.

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- Should a public parking ramp be built, who should pay for the construction:
 - 1) City - ☐
 - 2) Downtown property owners - ☐
 - 3) Some combination of City and downtown property owners - X
- If the City participating in financing a public parking ramp, should the City:
 - 1) Use general funds - ☐
 - 2) Only use TIF funds - X
 - 3) Not participate financially at all - ☐
- Should a public parking ramp be built, who should pay for the maintenance:
 - 1) City - ☐
 - 2) Downtown property owners - ☐
 - 3) City and downtown property owners - X
- Cities may use eminent domain to acquire property for a public use. When using eminent domain a judge determines the fair market price for the property. Should the City consider using eminent domain to construct a parking ramp?
 - Yes, only if a property owner is willing to sell - X
 - Yes, even if a property owner is unwilling to sell - ☐
 - No - ☐

Liquor Licenses

- The City can impact the parking by adding to the surplus or controlling demand. If the City Council determines a parking ramp is needed, it will take at least two years for it to be completed. Should the city stop issuing liquor licenses to new restaurants or expansions of existing restaurants until a parking ramp is constructed considering that the only time that parking is scarce is on Friday and Saturday evenings?
 - Yes - ☐
 - No - X

Existing Buildings

Most businesses downtown do not provide their own parking and rely on public parking.

- Should a retail space in an existing building be able to turn into an office space even though office requires more parking?
Yes - X
No - ☐
- Should a retail space in an existing building be able to turn into a restaurant even though more parking isn't being provided?
Yes - ☐
No - X

New Development and Expansions

- Taking advantage of the public parking in downtown and encouraging a pedestrian-friendly downtown, do you agree that new non-residential developments should be allowed with a reduction to the **current** parking requirements?
Yes - ☐
No - X

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- Should a public parking ramp be built, who should pay for the construction:
 - 1) City - ☐
 - 2) Downtown property owners - ☐
 - 3) Some combination of City and downtown property owners X
- If the City participating in financing a public parking ramp, should the City:
 - 1) Use general funds - ☐ All financing options should be taken into consideration: TIF, General Funds, Tax Abatement, Assessments, Special Tax District, Parking Fees.
 - 2) Only use TIF funds - ☐
 - 3) Not participate financially at all - ☐
- Should a public parking ramp be built, who should pay for the maintenance:
 - 1) City - ☐
 - 2) Downtown property owners - ☐
 - 3) City and downtown property owners - X
- Cities may use eminent domain to acquire property for a public use. When using eminent domain a judge determines the fair market price for the property. Should the City consider using eminent domain to construct a parking ramp?
 - Yes, only if a property owner is willing to sell - X
 - Yes, even if a property owner is unwilling to sell -
 - No - ☐

Liquor Licenses

- The City can impact the parking by adding to the surplus or controlling demand. If the City Council determines a parking ramp is needed, it will take at least two years for it to be completed. Should the city stop issuing liquor licenses to new restaurants or expansions of existing restaurants until a parking ramp is constructed considering that the only time that parking is scarce is on Friday and Saturday evenings?
 - Yes - ☐

No - X

Existing Buildings

Most businesses downtown do not provide their own parking and rely on public parking.

- Should a retail space in an existing building be able to turn into an office space even though office requires more parking?
Yes - X
No - ☐
- Should a retail space in an existing building be able to turn into a restaurant even though more parking isn't being provided?
Yes - X Taking into consideration how many. If it is a matter of a few more spaces it should be considered, if it is several and into the double digit , it should wait until a parking expansion is resolved.
No - ☐

New Development and Expansions

- Taking advantage of the public parking in downtown and encouraging a pedestrian-friendly downtown, do you agree that new non-residential developments should be allowed with a reduction to the parking requirements?
Yes - X in that the shared parking ordinance is what built this downtown to what it is, I don't think it should be reconsidered as just a yes or a no. The positive it has created far exceeds the negative.
No - ☐

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 - 1) City - ☐
 - 2) Downtown property owners - ☐
 - 3) Some combination of City and downtown property owners - X
- If the City participating in financing a public parking ramp, should the City:
 - 1) Use general funds - ☐
 - 2) Only use TIF funds - X
 - 3) Not participate financially at all - ☐
- Should a public parking ramp be built, who should pay for the maintenance:
 - 1) City - ☐
 - 2) Downtown property owners - ☐
 - 3) City and downtown property owners - X
- Cities may use eminent domain to acquire property for a public use. When using eminent domain a judge determines the fair market price for the property. Should the City consider using eminent domain to construct a parking ramp?
Yes, only if a property owner is willing to sell
Yes, even if a property owner is unwilling to sell - ☐
No - ☐

Liquor Licenses

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Yes X
No - ☐

Existing Buildings

Most businesses downtown do not provide their own parking and rely on public parking.

- Should a retail space in an existing building be able to turn into an office space even though office requires more parking?
Yes - ☐ Because the zoning when the property was constructed allowed for both retail and office. Devalues the property and not fair to a property owner.
No - ☐
- Should a retail space in an existing building be able to turn into a restaurant even though more parking isn't being provided?
Yes - ☐
No - ☐ The city has a responsibility to prevent a business if they can't be successful based on their parking demands and what can be provided. The city also owes existing business owners the right to be protected with their parking needs. When a ramp is built there will be more parking. At that time a new restaurant can be an option. Until then, NO.

New Development and Expansions

- Taking advantage of the public parking in downtown and encouraging a pedestrian-friendly downtown, do you agree that new non-residential developments should be allowed with a reduction to the parking requirements?
Yes - ☐
No - ☒ We have done this all along and has gotten us into these problems. The Downtown business district parking is wrong. Zoning should dictate parking, not non-residential uses. The zoning must make sense for the area and what the true intention is. Always have disagreed with CBD parking requirements for Victoria. Happy to provide more detail.

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- Should a public parking ramp be built, who should pay for the construction:
 - 1) City - ☐
 - 2) Downtown property owners - ☐
 - 3) Some combination of City and downtown property owners - ☐
 - 4) *NO RAMP Should be built* ☒
- If the City participating in financing a public parking ramp, should the City:
 - 1) Use general funds - ☐
 - 2) Only use TIF funds - ☐
 - 3) Not participate financially at all - ☐
- Should a public parking ramp be built, who should pay for the maintenance:
 - 1) City - ☐
 - 2) Downtown property owners - ☐
 - 3) City and downtown property owners - ☐
 - 4) *SEE ABOVE*
- Cities may use eminent domain to acquire property for a public use. When using eminent domain a judge determines the fair market price for the property. Should the City consider using eminent domain to construct a parking ramp?
 - Yes, only if a property owner is willing to sell - ☐
 - Yes, even if a property owner is unwilling to sell - ☐
 - No - ☒

Liquor Licenses

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 - Yes - ☐
 - No - ☒

Existing Buildings

Most businesses downtown do not provide their own parking and rely on public parking.

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Yes - ☒
No - ☐
- Should a retail space in an existing building be able to turn into a restaurant even though more parking isn't being provided?
Yes - ☐
No - ☒

New Development and Expansions

- Taking advantage of the public parking in downtown and encouraging a pedestrian-friendly downtown, do you agree that new non-residential developments should be allowed with a reduction to the parking requirements?
Yes - ☐
No - ☒
-

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1) City - ☐

2) Downtown property owners - ☐

3) Some combination of City and downtown property owners - ☒

(Majority DT business owners)

- If the City participating in financing a public parking ramp, should the City:

1) Use general funds - ☐

2) Only use TIF funds - ☒

3) Not participate financially at all - ☐

- Should a public parking ramp be built, who should pay for the maintenance:

1) City - ☐

2) Downtown property owners - ☐

3) City and downtown property owners - ☒

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Yes, only if a property owner is willing to sell - ☐

Yes, even if a property owner is unwilling to sell - ☐

No - ☒

Liquor Licenses

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Yes - ☒

No - ☐

Existing Buildings

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- Should a retail space in an existing building be able to turn into an office space even though office requires more parking?

Yes - ☒

No - ☐

- Should a retail space in an existing building be able to turn into a restaurant even though more parking isn't being provided?

Yes - ☒

No - ☐

New Development and Expansions

- Taking advantage of the public parking in downtown and encouraging a pedestrian-friendly downtown, do you agree that new non-residential developments should be allowed with a reduction to the parking requirements?

Yes - ☐

No - ☒

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 - 1) Use general funds - ☐
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 - 3) Not participate financially at all - ☐
- Should a public parking ramp be built, who should pay for the maintenance:
 - 1) City - ☐
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 - 3) City and downtown property owners - ☒
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 - Yes, only if a property owner is willing to sell - ☐
 - Yes, even if a property owner is unwilling to sell - ☐
 - No - ☒

Liquor Licenses

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 - Yes - ☐
 - No - ☒

Existing Buildings

Most businesses downtown do not provide their own parking and rely on public parking.

- Should a retail space in an existing building be able to turn into an office space even though office requires more parking?
Yes - ☒
No - ☐
- Should a retail space in an existing building be able to turn into a restaurant even though more parking isn't being provided?
Yes - ☒
No - ☐

New Development and Expansions

- Taking advantage of the public parking in downtown and encouraging a pedestrian-friendly downtown, do you agree that new non-residential developments should be allowed with a reduction to the parking requirements?
Yes - ☒
No - ☐