

**CITY OF BLOOMINGTON**

# **PARKING COMMISSION**

## **REGULAR MEETING**

### **PACKET**

**May 2023**

**Thursday, May 25, 2023**

**Hybrid Meeting in in the Hooker Conference Room (Room #245) of City Hall and Remotely on Zoom**

**5:30 PM — 7:00 PM**

The City is committed to providing equal access to information. However, despite our efforts, at times, portions of our board and commission packets are not accessible for some individuals. If you encounter difficulties accessing material in this packet, please contact Melissa Hirtzel at [hirtzelm@bloomington.in.gov](mailto:hirtzelm@bloomington.in.gov) and provide your name, contact information, and a link to or description of the document or web page you are having problems with.

# PARKING COMMISSION REGULAR MEETING

May 25, 2023, 5:30 PM — 7:00 PM

The meeting will be held both in person in the Hooker Conference Room (Room #245) of City Hall at the Showers Building, 401 N. Morton Street, Bloomington, Indiana and through a virtual platform via Zoom using the following link:

<https://bloomington.zoom.us/j/6359441221>

Meeting ID: 635 944 1221

Passcode: COBPT

, Dial by your location: 312 626 6799 (Chicago),

- I. Call to Order
- II. Approval of Minutes
  - A. None
- III. Reports from Commissioners and City Offices
  - A. Ordinance 23-10: Text Amendments to Unified Development Ordinance: Parking Maximum
- IV. Reports from the Public
- V. Discussions of Resolutions
  - A. Parking Resolution 23-02: Amendment to Title 15 Schedule M to add a no parking zone along W. 4th St. to prevent vehicles from parking in front of a private drive.
  - B. Proposal for a "Greater Downtown Circulator" Bus (Cm. Volan)
- VI. Discussions of Topics Not the Subject of Resolutions
- VII. Topic Suggestions for Future Agendas
- VIII. Member Announcements
- IX. Commission Schedule (Regular Meeting and Work Session)
- X. Adjournment

Auxiliary aids for people with disabilities are available upon request with advance notice.  
Please call (812) 349-3429 or E-mail [human.rights@bloomington.in.gov](mailto:human.rights@bloomington.in.gov).

Next Regular Meeting: June 22, 2023, 5:30 PM — 7:00 PM Deadline  
for Regular Meeting Packet Material: Monday, June 12, 2023



---

## **PARKING COMMISSION STAFF REPORT**

**DATE: 5/25/2023**

---

### **REPORT** (Taken from Ordinance 23-10 Attachment A)

At its March 2023 hearing, the Plan Commission discussed the annual UDO text amendment update. The Department proposed parking maximums for just under 70 uses that currently have no maximum in Table 04-10.

The amendments in Chapter 4 are related to Table 04-10, which addresses the Maximum Parking Standards for uses in the UDO. When the UDO was repealed and replaced after the 2019-2020 Update process, a number of uses were left with 'no limit' as their parking maximum. The

Department is proposing to add maximums to those uses that do not currently have maximums in order to align the code with the Comprehensive Plan, provide that all uses have maximums for consistency of regulation, and still allow for the uses to be developed with necessary associated parking. The limits in Table 04-10 are for surface parking on a site. If a 'parking garage' use is also allowed in the developing zoning district, structured parking can be built. In the Downtown, the Comprehensive Plan prefers structured parking. The Land Development Policy Guidance for the Downtown says on page 86: "Land dedicated to parking should be minimized by building, preferring multi-story parking garages to surface parking lots, and by encouraging active transportation (bicycling and walking)." Additionally, in the Urban Corridor Site Design portion on page 90, the Comprehensive Plan states that "Strategies for parking will become more important in order to avoid large open areas of asphalt."

The Department used a number of resources to arrive at the maximums presented, including the Report described below, as well as researching similar uses in other locations, and looking internally at similar uses. Since March, the Department has re-visited the proposed maximums and altered a few.

The Department utilized American Planning Association's Planning Advisory Service (PAS) Report 510-511, Parking Standards, to compare uses to standards being used by other communities across the country. The Report is from 2002, so general guidance and thinking related to surface parking has shifted in the last two decades, but the numbers are a good guide to determine whether or not the proposed numbers are in the ballpark, and was also useful to suggest items to incorporate. For example, a cemetery regulation is often based on the buildings on the property and their size, not the acreage of the property, so we adjusted our recommendation accordingly.

Jail: The Department was able to find information about 3 of the jails that were identified in Monroe County's RFQ for a New Criminal Justice Center. While the Indianapolis facility houses more than the jail, including the majority of the court system and offices,



CITY OF BLOOMINGTON

the other facilities are smaller scale. Under the proposed provision, both Allen County and Lawrence County would be able to build the number of desired vehicular parking spaces.

Location	Square footage	Allowed under proposed maximum	Allowed under previous maximum*	Actual number of spaces
Allen County, IN	242,000	484	413 (1100 bed 275 employees)	326 (proposed)
Lawrence County, SD	64,200	128	45 (120 beds 30 employees)	84 (proposed)
Indianapolis-Marion County Community Justice Center	750,000 (Detention Center only)	1500	1,125 (3,000 beds 750 employees)	2067 (entire site)

\*assuming "largest shift" meets BJS inmate-to-correctional officer ratio of 4 to 1

Stadium: The Department looked at 4 stadiums in Indiana to determine how many spaces would be allowable for facilities of comparable size under the proposed regulations. The stadiums listed offer shared parking options with nearby structured parking. However, the proposed maximums allow plenty of opportunity for on-site parking. Indiana University facilities built on State-owned land are not subject to the parking maximums in Title 20. For stadium, we confirmed in the PAS Report that one space per four seats is a standard regulation used.

Location	Number of seats	Allowed under proposed maximum	Actual number of spaces on-site
Victory Field - Indianapolis	12,230	3,057	286
Loeb Stadium - Lafayette	7,500	875	0
Kokomo Municipal Stadium - Kokomo	4,000	100	63
Parkview Field - Fort Wayne	8,100	2,025	51

General Uses: For many of the general uses that did not have maximums, we applied our larger typical maximum of 3.3 spaces for every 1,000 square feet of GFA, as the vehicular uses of those sites are similar, such as kennel or pet grooming. This is the maximum that we currently use successfully for office, and our larger retail uses. We



propose to utilize the number for some of our manufacturing uses, as they are often larger sites with commuting workers, and the average square footage per employee for manufacturing is very similar to office. For sites that may be uses that are less commute-heavy, we applied the 2.5 spaces for every 1,000 square feet of GFA maximum, such as for an amenity center that would be accessory to a primary use by definition. We utilized a smaller maximum of 1.25 spaces per either 0.5 acres or 1 acre for uses that primarily take place outside of a supportive building, such as quarry or transportation terminal.

Based on the definition of 'parking space', the space for larger vehicles required by some uses, such as semi-trucks are not counted as part of the parking maximum total. So, manufacturing and other uses do not provide for extra space for those vehicles. However, we propose extra allowance for uses that utilize fleets of small vehicles, such as a contractor's yard or police, fire, or rescue station.

The Department believes that adding maximums to the allowable amount of surface parking for all uses is in line with City goals that work to encourage green space and less automobile dependence, while still allowing room for necessary on-site parking for new and redeveloping uses.

## **TITLE 20 CHANGES**

See attached.

**(d) Minimum Vehicle Parking Requirement**

**(1) Applicability**

**(A) Generally**

Each development or land use subject to this section pursuant to Section 20.04.060 shall provide at least the minimum number of vehicle parking spaces required for each land use listed in Table 04-9: Minimum Vehicle Parking Requirements.

**(B) MD District**

Minimum parking requirements do not apply to development in the Courthouse Square Character Area or the Downtown Core Character Area south of 4<sup>th</sup> Street.

**Table 04-9: Minimum Vehicle Parking Requirements**

DU = dwelling unit

	All Other Zoning Districts	MD Zoning District
Dwelling, single-family (detached)	No requirement	
Dwelling, single-family (attached)		
Dwelling, duplex [3]	0.5 spaces per DU [1]	No requirement
Dwelling, triplex [3]		
Dwelling, fourplex [3]		
Dwelling, multifamily [2]	Studio: 0.5 space per DU 1 bedroom: 1 space per DU 2 bedrooms: 1.5 spaces per DU 3 bedrooms: 2 spaces per DU	
Dwelling, live/work	No requirement	
Dwelling, cottage development	1 space per DU	
Dwelling, mobile home	1 space per DU	
Manufactured home park		
Noncommercial urban agriculture	2 spaces per lot	
Student housing or dormitory	0-10 bedrooms: no requirement 11 or more bedrooms: 0.5 spaces per bedroom	

**NOTES:**

[1] See Section 20.04.110 (Incentives) for alternative standards.

[2] Minimums shall only apply to multifamily development within or adjacent to the R3 zoning district and all multifamily development in the MD zoning district.

[3] Minimum parking for duplexes, triplexes, and fourplexes only applies in the R1, R2, R3, and R4 districts.

**(e) Maximum Vehicle Parking Allowance**

In no case shall any land use or development subject to this Section 20.04.060 provide more than the maximum number of vehicle parking spaces allowed for each land use listed in Table 04-10: Maximum Vehicle Parking Allowance.

**Table 04-10: Maximum Vehicle Parking Allowance**

DU = dwelling unit sq. ft. = square feet

Use	Maximum Vehicle Parking Allowance
<b>RESIDENTIAL USES</b>	
<b>Household Living</b>	
Dwelling, single-family (detached)	No limit
Dwelling, single-family (attached)	
Dwelling, duplex	2 spaces per DU
Dwelling, triplex	
Dwelling, fourplex	
Dwelling, multifamily	125 percent of the <del>potential required</del> minimum, or 1.25 spaces per bedroom, whichever is less. <u>When there is no required minimum number of spaces, the number of spaces listed per DU in Table 04-9 shall be used in the 125% calculation.</u>
Dwelling, live/work	1 space per DU
Dwelling, cottage development	2 spaces per DU
Dwelling, mobile home	2 spaces per DU
Manufactured home park	2 spaces per DU, plus 1 visitor space per 2 DUs
<b>Group Living</b>	
Assisted living facility	1 space per 6 infirmary or nursing home beds;
Continuing care retirement facility	plus 1 space per 3 rooming units; plus 1 space per 3 <del>DUs</del>
Fraternity or sorority house	0.8 spaces per bed
Group care home, FHAA small	<u>2.5 spaces per 1,000 square feet GFA</u> <del>1 space per 4 persons design capacity</del>
Group care facility, FHAA large	
Nursing or convalescent home	<u>1 space per 6 infirmary or nursing home beds; plus 1 space per 3 rooming units</u>
Opioid rehabilitation home, small	<u>2.5 spaces per 1,000 square feet GFA</u>
Opioid rehabilitation home, large	
Residential rooming house	2 spaces; plus 1 space per guest room
Student housing or dormitory	0.75 spaces per bedroom
Supportive housing, small	<del>No limit</del> <u>2.5 spaces per 1,000 sq. ft. GFA</u>
Supportive housing, large	
<b>PUBLIC, INSTITUTIONAL, AND CIVIC USES</b>	
<b>Community and Cultural Facilities</b>	
Art gallery, museum, or library	2 spaces per 1,000 sq. ft. GFA
Cemetery or mausoleum	<u>1 space per 4 seats in chapel or assembly area</u> <del>No limit</del>
Club or lodge	1 space per 4 seats in main assembly area, or 5 spaces per 1,000 sq. ft. GFA, whichever is greater
Community center	<u>3.3 spaces per 1,000 sq. ft. GFA</u> <del>No limit</del>
Conference or convention center	2 spaces per 1,000 sq. ft. GFA <del>for surface parking</del> <u>No limit for structured parking</u>

**Table 04-10: Maximum Vehicle Parking Allowance**

DU = dwelling unit sq. ft. = square feet

Use	Maximum Vehicle Parking Allowance
Crematory	3.3 spaces per 1,000 sq. ft. GFA
Day-care center, adult or child	3.3 spaces per 1,000 sq. ft. GFA
Government service facility	<u>3.3 spaces per 1,000 sq. ft. GFA</u> <del>No limit</del>
Jail or detention facility	<u>2 spaces per 1,000 sq. ft. GFA</u> <del>No limit</del>
Meeting, banquet, or event facility	4 spaces per 1,000 sq. ft. GFA
Mortuary	3.3 spaces per 1,000 sq. ft. GFA
Park	<u>5 spaces per 1 acre plus 2.5 spaces per 1,000 sq. ft. of site used for recreational equipment area</u> <del>No limit</del>
Place of worship	1 space per 4 seats in main assembly area, or 5 spaces per 1,000 sq. ft. GFA, whichever is greater
Police, fire, or rescue station	<u>4 spaces per 1,000 sq. ft. GFA plus 1 space per each vehicle used for police, fire, and rescue</u> <del>No limit</del>
Urban agriculture, noncommercial	<u>1.25 spaces per 1 acre</u> <del>No limit</del>
<b>Educational Facilities</b>	
School, college or university	<u>4 spaces per 1,000 sq. ft. GFA</u> <del>No limit</del>
School, public or private	<u>4 spaces per 1,000 sq. ft. GFA</u> <del>No limit</del>
School, trade or business	4 spaces per 1,000 sq. ft. GFA
<b>Healthcare Facilities</b>	
Hospital	1 space per patient bed design capacity
Medical clinic	5 spaces per 1,000 sq. ft. GFA
Methadone treatment facility	3.3 spaces per 1,000 sq. ft. GFA
Opioid rehabilitation facility	3.3 spaces per 1,000 sq. ft. GFA
<b>COMMERCIAL USES</b>	
<b>Agricultural and Animal Uses</b>	
Kennel	<u>3.3 spaces per 1,000 sq. ft. GFA</u> <del>No limit</del>
Orchard or tree farm, commercial	<u>1.25 spaces per 1 acre</u> <del>No limit</del>
Pet grooming	<u>3.3 spaces per 1,000 sq. ft. GFA</u> <del>No limit</del>
Plant nursery or greenhouse, commercial	3.3 spaces per 1,000 sq. ft. of GFA retail sales
Veterinarian clinic	3.3 spaces per 1,000 sq. ft. GFA
<b>Entertainment and Recreation</b>	
Amenity center	<u>2.5 spaces per 1,000 sq. ft. GFA</u> <del>No limit</del>
Country club	<u>2 spaces per golf hole plus 2.5 spaces per 1,000 sq. ft. GFA</u> <del>No limit</del>
Recreation, indoor	Bowling alley: 3 spaces per lane Theater: 1 space per 4 seats in assembly areas All other: 4 spaces per 1,000 sq. ft. GFA
Recreation, outdoor	Golf course: 2 spaces per golf hole Mini golf course: 1 space per golf hole Golf driving range: 1 space per tee box All other: 2.5 spaces per 1,000 sq. ft. of site area used for recreation
Sexually oriented business	5 spaces per 1,000 sq. ft. GFA



**Table 04-10: Maximum Vehicle Parking Allowance**

DU = dwelling unit sq. ft. = square feet

Use	Maximum Vehicle Parking Allowance
Stadium	<del>1 space per 4 seats</del> No limit
<b>Food, Beverage, and Lodging</b>	
Bar or Dance club	4 spaces per 1,000 sq. ft. GFA
Bed and breakfast	1 space per guest bedroom
Brewpub, distillery, or winery	Indoor tasting/seating area: 10 spaces per 1,000 sq. ft. GFA; Outdoor tasting/seating area: 5 spaces per 1,000 sq. ft. of
Hotel or motel	1 space per guest room
Restaurant	Indoor seating area: <del>15</del> 10 spaces per 1,000 sq. ft. GFA; Outdoor seating area: 5 spaces per 1,000 sq. ft. of
<b>Office, Business, and Professional Services</b>	
Artist studio or workshop	1 space per 1,000 sq. ft. GFA
Check cashing	4 spaces per 1,000 sq. ft. GFA
Financial institution	4 spaces per 1,000 sq. ft. GFA
Fitness center, small	<del>4.3</del> 3 spaces per 1,000 sq. ft. GFA
Fitness center, large	<del>4.5</del> 3 spaces per 1,000 sq. ft. GFA
Office	3.3 spaces per 1,000 sq. ft. GFA
Personal service, small	3.3 spaces per 1,000 sq. ft. GFA
Personal service, large	3.3 spaces per 1,000 sq. ft. GFA
Tattoo or piercing parlor	3.3 spaces per 1,000 sq. ft. GFA
<b>Retail Sales</b>	
Building supply store	2 spaces per 1,000 sq. ft. GFA
Grocery or supermarket	5 spaces per 1,000 sq. ft. GFA
Liquor or tobacco sales	3.3 spaces per 1,000 sq. ft. GFA
Pawn shop	3.3 spaces per 1,000 sq. ft. GFA
Retail sales, small	4 spaces per 1,000 sq. ft. GFA
Retail sales, medium	4 spaces per 1,000 sq. ft. GFA
Retail sales, large	3.3 spaces per 1,000 sq. ft. GFA
Retail sales, big box	3.3 spaces per 1,000 sq. ft. GFA
<b>Vehicles and Equipment</b>	
Equipment sales or rental	2.85 spaces per 1,000 sq. ft. GFA of indoor sales/leasing/ office area; plus 1 space per service bay
Transportation terminal	<del>1.25 spaces per 0.5 acres</del> No limit
Vehicle fleet operations, small	<del>1.25 spaces per 0.5 acres plus 3.3 spaces per 1,000 sq. ft. GFA</del> No limit
Vehicle fleet operations, large	<del>1.25 spaces per 0.5 acres plus 3.3 spaces per 1,000 sq. ft. GFA</del> No limit
Vehicle fuel station	5 spaces per 1,000 sq. ft. GFA
Vehicle impound storage	<del>1.25 spaces per 0.5 acres</del> No limit
<del>Vehicle parking garage</del>	<del>No limit</del>
Vehicle repair, major	2.85 spaces per 1,000 sq. ft. of indoor sales/leasing/ office area;

**Table 04-10: Maximum Vehicle Parking Allowance**

DU = dwelling unit sq. ft. = square feet

Use	Maximum Vehicle Parking Allowance
Vehicle repair, minor	plus 1 space per service bay
Vehicle sales or rental	
Vehicle wash	<u>2.5 spaces per 1,000 sq. ft. of indoor sales/office area plus 1 space per service bay</u> <del>No limit</del>
<b>EMPLOYMENT USES</b>	
<b>Manufacturing and Processing</b>	
Commercial Laundry	<u>3.3 spaces per 1,000 sq. ft. GFA</u> <del>No limit</del>
Food production or processing	<u>3.3 spaces per 1,000 sq. ft. GFA</u> <del>No limit</del>
Manufacturing, artisan	<u>2.5 spaces per 1,000 sq. ft. GFA</u> <del>No limit</del>
Manufacturing, light	<u>3.3 spaces per 1,000 sq. ft. GFA</u> <del>No limit</del>
Manufacturing, heavy	<u>3.3 spaces per 1,000 sq. ft. GFA</u> <del>No limit</del>
Salvage or scrap yard	<u>1.25 spaces per 0.5 acres plus 2.5 spaces per 1,000 sq. ft. GFA</u> <del>No limit</del>
<b>Storage, Distribution, or Warehousing</b>	
Bottled gas storage or distribution	<u>3.3 spaces per 1,000 sq. ft. GFA</u> <del>No limit</del>
Contractor's yard	<u>3.3 spaces per 1,000 sq. ft. GFA plus 1 space per each company vehicle up to a maximum of 30 company vehicles</u> <del>1 parking space per approved building occupancy</del>
Distribution, warehouse, or wholesale facility	<u>3.3 spaces per 1,000 sq. ft. GFA</u> <del>No limit</del>
Storage, outdoor	<u>1.25 spaces per 1 acre</u> <del>No limit</del>
Storage, self-service	2.85 spaces per 1,000 GFA of indoor sales/leasing/office space
<b>Resource and Extraction</b>	
Gravel, cement, or sand production	<u>1.25 spaces per 1 acre</u> <del>No limit</del>
Quarry	<u>1.25 spaces per 1 acre</u> <del>No limit</del>
Stone processing	<u>1.25 spaces per 1 acre</u> <del>No limit</del>
<b>UTILITIES AND COMMUNICATION</b>	
Communication facility	<u>1.25 spaces per 1 acre</u> <del>No limit</del>
Solar collector, ground- or building-mounted	<u>1.25 spaces per 1 acre</u> <del>No limit</del>
Utility substation and transmission facility	<u>1.25 spaces per 1 acre</u> <del>No limit</del>
Wind energy system, large	<u>1.25 spaces per 1 acre</u> <del>No limit</del>
Wind energy system, small	<u>1.25 spaces per 1 acre</u> <del>No limit</del>
<b>ACCESSORY USES</b>	
Chicken flock	<u>No additional parking</u> <del>No limit</del>
Crops and pasturage	<u>No additional parking</u> <del>No limit</del>
Detached garage	<u>No additional parking</u> <del>No limit</del>
Drive-through	<u>No additional parking</u> <del>No limit</del>
Dwelling, accessory unit	<u>No additional parking</u> <del>No limit</del>
Electric vehicle charging facility	<u>No additional parking</u> <del>No limit</del>

**Table 04-10: Maximum Vehicle Parking Allowance**

DU = dwelling unit sq. ft. = square feet

Use	Maximum Vehicle Parking Allowance
Greenhouse, noncommercial	No additional parking No limit
Home occupation	No additional parking No limit
Outdoor retail and display	No additional parking No limit
Outdoor trash and recyclables receptacles	No additional parking No limit
Recycling drop-off, self-serve	No additional parking No limit
Swimming pool	No additional parking No limit
<b>TEMPORARY USES</b>	
Book buyback	No additional parking No limit
Construction support activities	No additional parking No limit
Farm produce sales	No additional parking No limit
Real estate sales or model home	No additional parking No limit
Seasonal sales	No additional parking No limit
Special event	No additional parking No limit

**(f) Accessible Parking**

- (1) Accessible spaces shall be provided and designed as required to meet the requirements of the Americans with Disabilities Act (ADA) and the Indiana Building Code (IBC).
- (2) Each accessible space shall be located adjacent to an access aisle and as close as reasonably practicable to the building entrance most accessible for persons with disabilities.
- (3) All accessible spaces shall be striped and have vertical signs identifying them as accessible spaces per the Indiana Manual on Uniform Traffic Control Devices.
- (4) Required accessible spaces shall count towards the number of maximum parking spaces permitted, unless the maximum allowed number of parking spaces is 25 spaces or less.

**(g) Adjustments to Minimum Parking Requirements**

The amount of vehicle parking required pursuant to Table 04-9: Minimum Vehicle Parking Requirements, may be adjusted by the factors listed in this Section 20.04.060(g). These adjustments may be applied as part of the calculation of parking requirements and do not require discretionary approval by the City.

**(1) Shared Parking Facilities**

**(A) Generally**

- i. When reviewing a shared parking proposal, the City Planning and Transportation Department shall consider any additional reductions in minimum parking requirements that might otherwise apply pursuant to subsections (2) through (5) below, but such additional reductions shall not apply to further reduce the shared parking requirements approved by the City Planning and Transportation Department.

---

**PARKING COMMISSION  
STAFF REPORT**

---

**CASE: #23-02  
DATE: 5/25/2023**

---

**REQUEST:** Amendment to Title 15 Schedule M to add a no parking zone along W. 4th St. to prevent vehicles from parking in front of a private drive.

---

**REPORT**

Planning & Transportation and Parking Services staff received a complaint from the FAR Center for Contemporary Arts who have a private drive located on the south side of W. 4<sup>th</sup> St. roughly 75' west of Rogers St. The complainant stated that drivers were parking in front of the FAR Center's private drive and preventing access to their property.

Currently, angle parking on the south side of W. 4<sup>th</sup> St (shown below in blue). The angle parking is directly adjacent to the curb cut for the private drive (shown in red). The curb cut is painted yellow in accordance to Title 15.32.010 – Yellow-painted curb requirements. The complainant has found that the current configuration has not adequately prevented drivers from parking in front of the driveway and have requested additional signage be placed to inform drivers.





Based on discussions with the complainant and the staff of Planning & Transportation and Parking Services, a consensus has been reached that including the area around the driveway in Title 15 Schedule M will help alert drivers and enable parking enforcement to take action against those who park in the area.

**TITLE 15 CHANGES**

In order for this no parking restriction to be implemented, Section 15.32.080, Schedule M “No Parking Zones” would need to be edited with the following changes.

Section 15.32.080, entitles “No parking zones,” shall be amended by adding the following to Schedule M No Parking Zones:

Street	From	To	Side of Street	Time of Restriction
Fourth Street	Drive at 505 W. Fourth Street	50’ East of 1 <sup>st</sup> Alley W. of Rogers Street	South	Any Time

**RECOMMENDATIONS**

Staff recommends that the Parking Commission forward the Title 15 changes to Council with a positive recommendation.

**ADDITIONAL PHOTOS**



**To:** Parking Commissioners

**From:** Steve Volan, Commissioner

**Date:** May 19, 2023

**Re: Proposal for a "Greater Downtown Circulator" Bus**

**T**his memo regards a resolution I have authored, to be placed before the Council in June. It proposes that the mayor's administration appropriate funds originally from taxes set aside for the sake of the city's Community Revitalization Enhancement District to create a new Bloomington Transit (BT) bus route: a fare-free trolley-style electric bus line circulating around the greater downtown area.

The proposal is coming before the Parking Commission because a "Greater Downtown Circulator", unlike typical public transit routes, is inherently about parking. Council will want the Commission to weigh in on a trolley's relevance as a parking-related service.

I will argue that through trolley-style service, the city can maximize its parking infrastructure while staying true to its Comprehensive Plan, which calls for reducing our reliance on fossil fuels and emphasizing forms of transportation other than cars. A trolley serving the most visited area of the city — an area so in demand that all the city's garages and parking meters can be found there — can connect those garages and lots with each other, reducing short car trips by drivers visiting more than one downtown destination, and reducing congestion from drivers looking for the most convenient street parking which is always in high demand. In so doing, a trolley would also maximize the efficiency and utility of further-flung garages and lots, and reduce or eliminate the future demand for new publicly-funded parking infrastructure.

## **Downtown**

Bloomington's downtown has grown. From the Trades District anchoring its north end to the Kroger Seminary Square anchoring its south end is a 20-minute walk. The same is true from either point to IU's Sample Gates at downtown's east end. Car parking is in very high demand in some parts of downtown, very low in others. Cruising for parking is a frequent occurrence; many key parking areas (Courthouse Square, University Village) are in very high demand six days a week, especially evenings, while meter prices have not increased since meters were reinstalled throughout downtown in 2013.

## **The idea**

A "Greater Downtown Circulator" would connect the far ends of downtown with all its parking facilities — Fourth, Walnut, Morton, and IU's Poplars — as well as many points of interest in between, including City Hall, the Courthouse, the Convention Center, the Transit Center, performance venues, hotels, churches, and dozens of restaurants and bars. The current proposal is for two routes that cross each other at the Courthouse Square — a north-south route running on College and Walnut Streets between 11th

and 1st, and an east-west route running on Kirkwood and Seventh Streets between Rogers and Indiana. (While two routes is the current proposal, each route with a single bus, a single route with two buses is equally practical.) The north-south route could be extended to the Trades District and Hopewell parking garages, while the east-west route could be extended to the hotel entrance of the Indiana Memorial Union.

### **One-time capital costs: \$4.1 to \$4.5 million**

Regardless of the number of routes, to provide 20-minute service, three buses will have to be purchased. These will be electric and may be new or used, but will be ADA-compliant battery-electric vehicles; two will be in use and one in reserve. These will cost \$1.1 million each.

In addition, as many as 16 new shelters will be built for the new service. These can cost as little as \$25,000 each. Zac Huneck of BT says that figure "is a rough estimate for amenities and simple construction. Some...will likely require more intensive engineering and design work. Based upon recent procurements, these costs can easily push a single bus stop \$75k+ in the current climate." BT estimates \$800,000 to \$1.2 million for such shelters, but it's my hope that through judicious choices, the overall figure for capital costs can be kept below \$4 million.

### **Annual operating costs: \$416,000 to \$998,000**

To provide 20-minute service on these routes just during regular business hours would cost \$416,000 annually. Bloomington's downtown, however, is more active and in demand in the evenings and on weekends than during the workday. Extending service to 8pm and providing service on Saturdays would cost about \$750,000 a year. Adding "night-owl" service from 8 pm to 3 am would bring the annual operating cost to just under \$1 million. (Adding Sunday service for the east-west route to serve churchgoers would add another \$26,000 annually.)

### **Funding**

The \$10 million in the downtown CRED (pronounced "creed") fund was tapped almost not at all since it was established in 2003. With the administration proposing to put \$3.1 million toward the new class-A office space to be built in the Trades District, there is enough remaining to fund the three buses, the 16 new shelters, and one year of operating service from CRED monies without any other subsidy. The earliest that BT could stand up such service would be August of 2024, in time for the 2024-2025 IU school year; new funding would have to be identified after August of 2025.

The prime option for continued funding of the circulator after then would be revenue from adjusted parking meter rates. Because the circulator would, among many other features, connect every public parking venue downtown, the service should be seen as an outgrowth, and a direct benefit, of the city's parking system. Meter rates have never been adjusted from the \$1/hour set in 2013, despite inflation, the obvious high demand in some areas and low demand in others.



Meter revenue in 2022 was \$2.2 million, the same as in 2017 and down 20% from the \$2.63 million all-time high in 2019. The Consumer Price Index has increased 29% since August 2013. A modest increase in rates to cover increased enforcement costs is overdue, as should also be done to manage demand for parking, which since the pandemic has returned to normal. For the sake of framing the discussion, a 50-cent increase in meter rates would fully fund the circulator for the foreseeable future.

(Note: differential rates could see a greater increase in revenue than a flat increase, as demand is extremely high on the Square and in University Village, and extremely low near the Convention Center and Rogers Street. On many blocks, lowering prices could increase demand and revenue. Adjusting rates both up and down for the 2023-2024 academic year, depending on demand in that block, would allow the city to gauge much more precisely what the revenue potential is for a properly demand-managed meter system.)

### **Authority for CRED revenue**

The city website notes that CRED funds can be used "for economic development purposes within the District. By using these incremental revenues, the City undertakes projects such as the creation of new infrastructure and beautification of the area." The criteria for use of such monies on such a project is contemplated in IC 36-7-13-12.1 (see page 4). The bus will greatly enhance any new convention-center commerce and thus allow the city and county to "retain or expand a significant business enterprise within the area" (a-1-C). The deterioration of the Justice Center and the now all-but-raised old hospital district both qualify as "deterioration of improvements or character of occupancy, age, obsolescence, or substandard buildings" (a-2-H). And to address such "obstacles", the city may expend for machinery (b-8), equipment (b-9), facilities (b-11), and, crucially, operating expenses (b-13), allowing these dollars to fund the first year of service. This will also buy the city time to explore other revenues besides those from increased meter rates, through state grants or the Federal Transit Administration.

### **Conclusion**

The Council will be asked to decide whether or not the Greater Downtown Circulator is a good idea and if so what its parameters should be. The administration ultimately has to originate the appropriation ordinance that would create and fund it to the Council. The more specific the Council is in proposing such an idea, the better.

The task before the Parking Commission is to advise the Council: in the Commission's view, is the trolley a good idea? What advice might the Commission give the Council in building such a proposal? That will be the subject of discussion at the Commission's next meeting.

Three appendices are attached. Appendix 1 enumerates selected destinations on the proposed trolley routes. Appendix 2 shows the relevant state statute governing use of CRED funds. Appendix 3 shows cost data and a model for the two routes from Bloomington Transit.

## Appendix 1: Selected buildings on proposed trolley routes

### Selected buildings within 1 block of proposed north-south route

*(optional route extensions in parentheses)*

#### South on College

- The Mill at the Trades District
- (Trades District Parking Garage)
- Springhill Suites Hotel
- City Hall
- Charlotte Zietlow Justice Center
- Morton St. Garage
- Hilton Garden Inn Hotel
- Bloomingfoods West
- Monroe County Courthouse
- Hyatt Plaza Hotel
- Monroe County Convention Center

#### North on Walnut

- Courtyard by Marriott Hotel
- Ted Jones Playhouse
- Walnut St. Garage
- Bluebird Nightclub
- Buskirk-Chumley Theater
- John Waldron Arts Center
- Comedy Attic
- Fourth St. Garage
- Bloomington Transit Center
- Kroger Seminary Square
- (Hopewell parking garage)

### Selected buildings within 1 block of proposed east-west route

*(optional route extensions in parentheses)*

#### East on Kirkwood

- F.A.R. Center for Contemporary Arts
- Lotus Festival Headquarters
- I-Fell Gallery
- Wonderlab
- Monroe County History Center
- First Christian Church
- Graduate Hotel
- First United Methodist Church
- Monroe County Public Library
- Trinity Episcopal Church
- IU Sample Gates/Old Crescent

#### West on Seventh

- Fairview School
- Bethel A.M.E. Church
- Farmers' Market/City Hall
- Morton St. Garage
- Charlotte Zietlow Justice Center
- Seventh St. Garage
- IU Poplars Garage
- (IU Auditorium/Showalter Fountain)
- (IU IMU/Biddle Hotel Turnaround)
- Dunn Meadow
- Franklin Hall

## Appendix 2: Indiana Code 36-7-13-12.1, on use of CRED funds

IC 36-7-13-12.1

### **Designation of district; resolution; findings; duration; notice requirements; information to taxing units; budget agency proceedings**

Sec. 12.1. (a) If the executive of a city described in section 10.1(a) of this chapter has submitted an application to an advisory commission on industrial development requesting that an area be designated as a district under this chapter and the advisory commission has compiled and prepared the information required under section 11 of this chapter concerning the area, the advisory commission may adopt a resolution designating the area as a district if it finds the following:

- (1) That the redevelopment of the area in the district will:
    - (A) promote significant opportunities for the gainful employment of its citizens;
    - (B) attract a major new business enterprise to the area; or
    - (C) retain or expand a significant business enterprise within the area.
  - (2) That there are significant obstacles to redevelopment of the area due to any of the following problems:
    - (A) Obsolete or inefficient buildings.
    - (B) Aging infrastructure or ineffective utility services.
    - (C) Utility relocation requirements.
    - (D) Transportation or access problems.
    - (E) Topographical obstacles to redevelopment.
    - (F) Environmental contamination.
    - (G) Lack of development or cessation of growth.
    - (H) Deterioration of improvements or character of occupancy, age, obsolescence, or substandard buildings.
    - (I) Other factors that have impaired values or prevent a normal development of property or use of property.
- (b) To address the obstacles identified in subsection (a)(2), the city may make expenditures for:
- (1) the acquisition of land;
  - (2) interests in land;
  - (3) site improvements;
  - (4) infrastructure improvements;
  - (5) buildings;
  - (6) structures;
  - (7) rehabilitation, renovation, and enlargement of buildings and structures;
  - (8) machinery;
  - (9) equipment;
  - (10) furnishings;
  - (11) facilities;
  - (12) administration expenses associated with such a project;
  - (13) operating expenses; or
  - (14) substance removal or remedial action to the area.

# Downtown Circulators

Downtown Shuttle and Circulator Conceptual Plan 2007

- Updated November 2018
- Updated March 2023

Routes and bus stop locations depicted are subject to adjustments

**20min Frequency** Each route to operate independently with one vehicle and operator per route

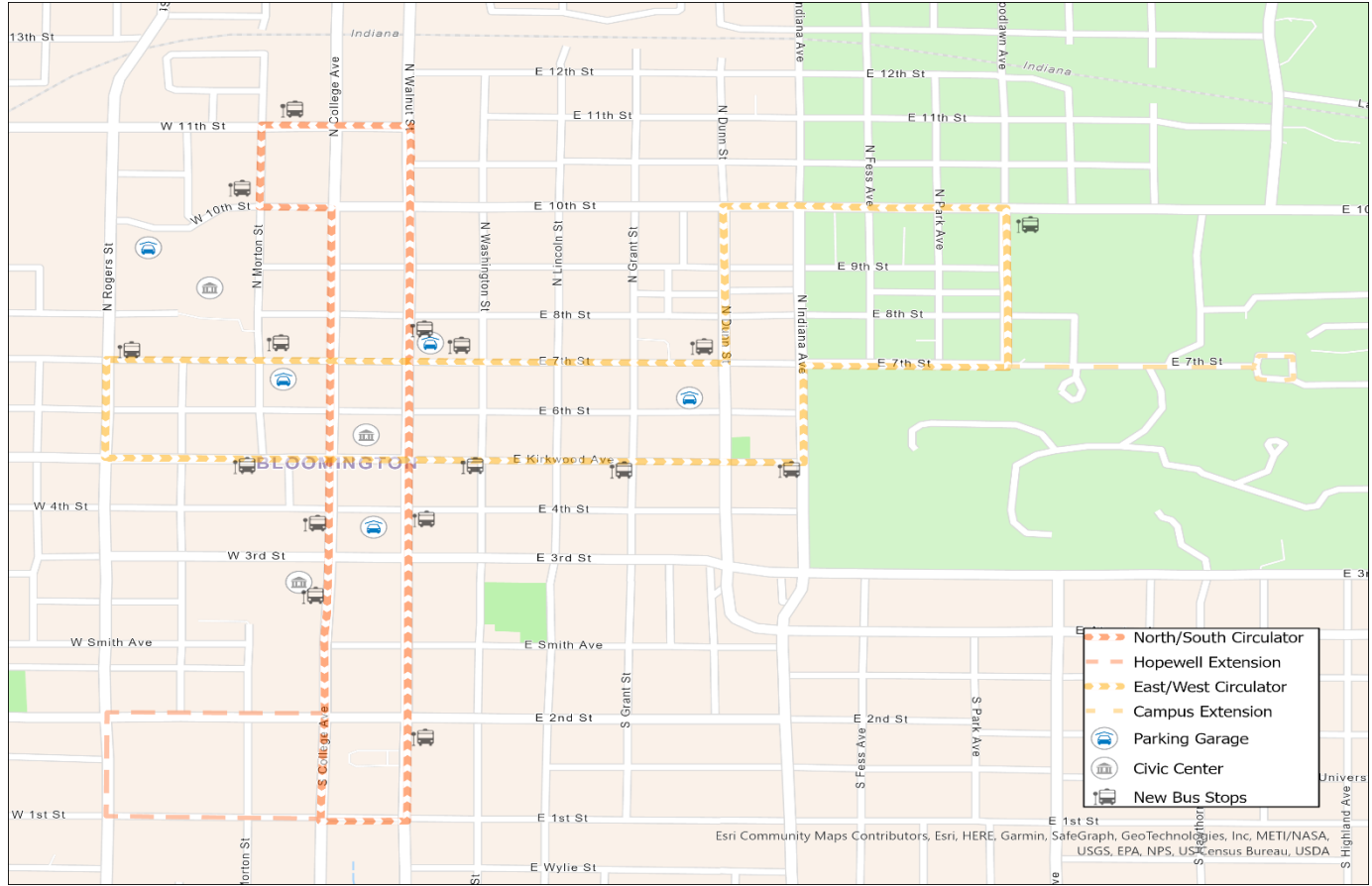
**(3) 30' ADA battery-electric buses; (2) in-service, (1) reserve**  
**Capital** **\$3,300,000**

**16 new bus stops are proposed to serve the downtown circulators, including benches, shelters, and digital signage**  
**Capital** **\$800,000 - \$1,200,000**

**Service spans are calculated in revenue hours (hours when buses are in active service) and depict a range of service options**  
**Annual Operating** **\$416,000 - \$998,400**

Annual costs shown are for budgetary purposes and reflect an estimate of fully allocated direct operating costs based upon BT's FY2022 budget. Final costs are subject to financial review, and approval by the BPTC Board of Directors. Costs are subject to annual inflationary increases.

**Direct Operating Costs**  
 Operator, mechanic wages & benefits  
 Parts, tools  
 Fuel, fluids.....**\$100/hour**



Monday-Friday (260 days)	
9:00a-5:00p (16 rev hours)	<b>\$416,000/year</b>
8:00a-6:00p (20 rev hours)	<b>\$520,000/year</b>
8:00a-8:00p (24 rev hours)	<b>\$624,000/year</b>

+Saturday (52 days)	
9:00a-5:00p (16 rev hours)	<b>\$83,200/year</b>
8:00a-6:00p (20 rev hours)	<b>\$104,000/year</b>
8:00a-8:00p (24 rev hours)	<b>\$124,800/year</b>

+Night Owl (156 days) Thursday-Saturday	
8:00p-1:00a (10 rev hours)	<b>\$156,000/year</b>
8:00p-3:00a (14 rev hours)	<b>\$249,600/year</b>