



Downtown Area Parking Study

Bloomington, IN

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DOWNTOWN AREA PARKING STUDY

BLOOMINGTON, INDIANA

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1.0 Executive Summary

The Downtown Area Parking Study focuses on the management, regulatory, and fiscal aspects of the public parking system, including all City-owned parking assets. In addition, private development parking standards, adjacent neighborhood parking controls and inventory, as well as private and other public agency parking assets were also examined. These analyses were then used as the basis for developing recommended management strategies for parking, tailored to the needs and character of downtown Bloomington.

Reviews of historical utilization and financial data, parking citation issuance and collection statistics, City Code requirements related to parking, as well as other data sources, along with parking utilization surveys performed by both DESMAN and the City, provided DESMAN a thorough understanding of the existing parking operation and assets. Projections of future parking needs were developed based on information gathered from both private developers and the City's Economic and Sustainable Development Department.

Throughout the course of the engagement, public input on parking in downtown was also sought through a variety of means, including sit-down discussions with various stakeholder groups, City personnel and the Parking Commission, telephone calls with institutional stakeholders, and an online survey made available to the general public. In total, DESMAN spoke to representatives from more than 35 downtown businesses and institutions, as well as receiving 690 responses to the online survey.

Based on the data collected, the stakeholder discussions and an analysis of existing and future parking supply and demand conditions, a significant number of key findings and issues were identified, including:

- There is not a shortage of parking when looking at the downtown as a whole, but the system is becoming strained and localized shortages do exist; the parking facilities generally between 3rd and 6th Streets are heavily occupied.
- Currently-available development plans indicate significant parking impacts from development over the next 5 years, with the greatest impacts concentrated in the Trades District and around the Monroe Convention Center.
- The number of Neighborhood Parking Permits issued in certain zones far exceeds the physical number of spaces available.
- At present, parking revenue is not sufficient to fully fund the operations and maintenance of the parking system.
- The 3-hour free parking policy is a potentially significant source of revenue and is subject to abuse.
- The current parking rates do not place a high enough premium on parking at the best/most desirable spaces.
- There is currently no policy in place to ensure that parking rates and fines increase at regular increments to account for annual growth in operating expenses.
- Responsibility for the parking system is divided among at least seven City departments, making coordination difficult and leading to customer service issues.
- Hours of garage operations and surface lot and meter enforcement are not consistent with the demand for parking in various parts of downtown.
- The City has traditionally provided parking to satisfy the needs of downtown residents, employees and business patrons, but the cost of doing so is becoming financially unsustainable.

- Existing on-street meters are often broken, creating frustration among the system’s users and leading to parking violations being contested.
- The single-space parking meters in the surface parking lots were not replaced when meters were reintroduced on-street and are well beyond their useful life.

The recommended changes to the operations, management, policies, and physical assets which makeup the City’s public parking system were developed by DESMAN, in consultation with the City. These changes are intended to address the current needs of downtown Bloomington, as well as the anticipated needs of the areas over the next 10 plus years. While none of the recommended changes will, by themselves, remedy all of the existing or future parking-related issues, the goal was to make incremental improvements in order to delay or eliminate the need for additional structured parking facilities, to improve the experience of parking users and to address the concerns raised by the city’s stakeholders.

Recommendation	Estimated Cost/ Financial Impact (+/-)	Estimated Timeframe
Phase I		
i. Designate a head of the parking operation and create a Parking Department	\$60,000 - \$90,000	6 - 12 months
Phase II		
ii. Improve wayfinding to off-street parking facilities	\$15,000 - \$20,000	6 months
iii. Change off-street facility operating/enforcement hours to be consistent with demand	Positive impact	6 months
iv. Reduce or eliminate the three-hour free parking policy in surface lots and garages (estimated financial impact assumes 1-hr. of free parking)	\$80,000	6 months
v. Reduce the number of reserved parking spaces in the garages	Nominal cost	9 months
vi. Replace existing single-space meters in surface parking lots with multi-space payment kiosks	\$50,000	9 months
vii. Eliminate the use of Neighborhood Parking Permits for free parking in metered spaces	Positive impact	6 months
viii. Eliminate Neighborhood Parking Zone 8	Positive impact	6 months
ix. Coordinate with Monroe County, Indiana University and other large land owners on parking issues	Impact unknown	Immediate
x. Work with downtown churches to address their parking needs	Nominal cost	12 - 18 months
xi. Replace annual Visitor Permits with books of individual daily Visitor Permits	Nominal cost	6 months
xii. Grant the Parking Administrator authority to adjust parking rates up or down within certain limits	Impact unknown	1 year
xiii. Evaluate the pros and cons of maintaining versus replacing and expanding the 4th Street Garage (estimates shown are the costs of the repair options)	\$1,120,000 - \$3,086,000	1 - 2 years
Phase III		
xiv. Adjust parking garage permit rates to balance demand and cover operating costs	\$118,000+ annually	1 - 2 years
xv. Adjust on-street meter rates to increase turnover	\$350,000+ annually	2 years
xvi. Establish a reserve fund for parking	\$135,000+ annually	6 months
xvii. Acquire software or develop an improved web portal allowing for online purchasing of parking permits	\$20,000 - \$30,000	1 - 2 years
xviii. Institute a policy of regular rate increases to sustain a revenue-neutral parking system	Positive impact	1 - 2 years
xix. Replace existing on-street single-space meters with multi-space payment kiosks	\$1,600,000	3 - 4 years
xx. Acquire license plate recognition software and vehicles to enforce on- and off-street parking	\$150,000	3 - 4 years
xxi. Implement demand management strategies	Impact unknown	3 - 4 years

2.0 Introduction

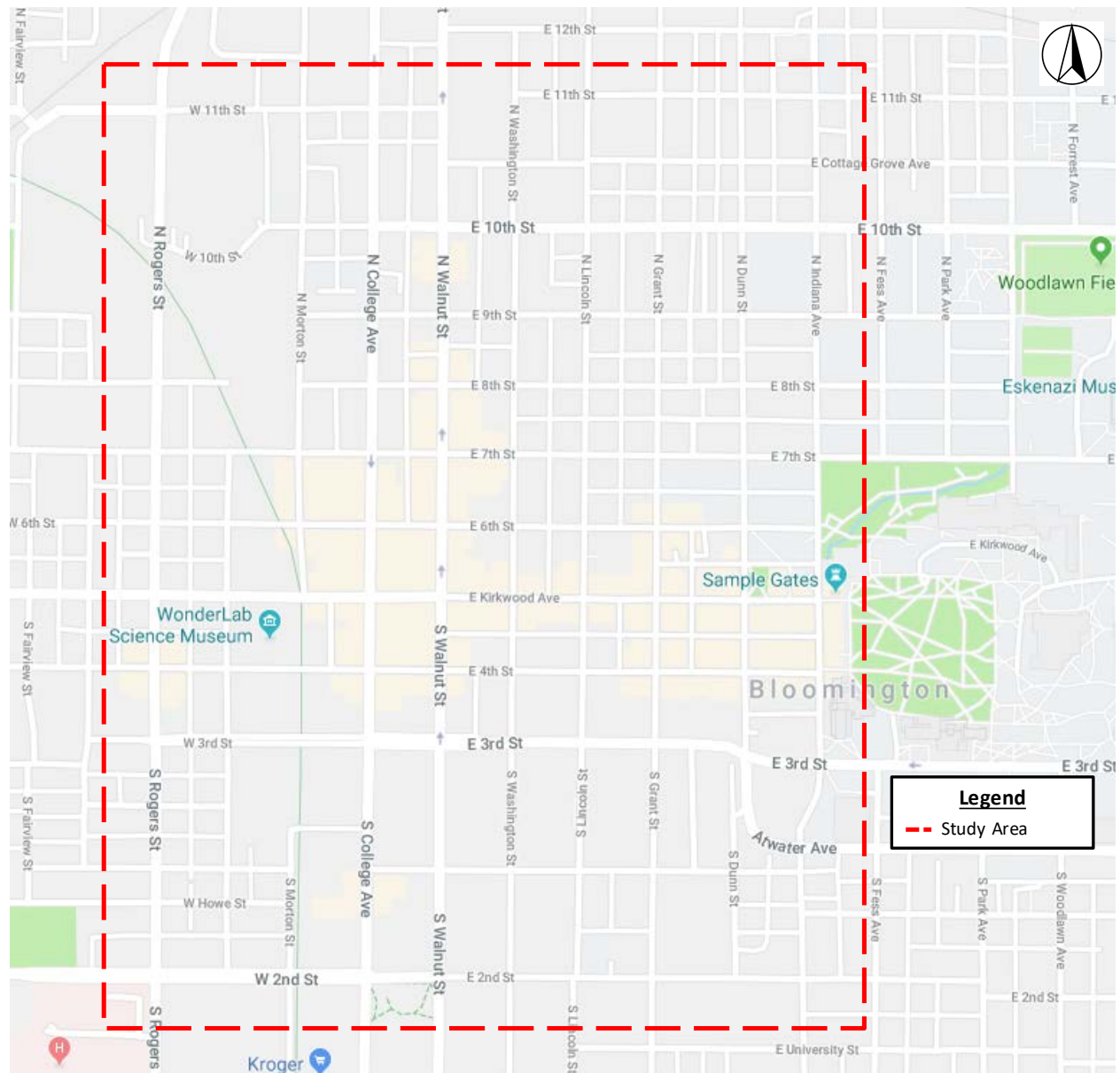
At the request of the City of Bloomington (“City”), DESMAN Inc. (“DESMAN”) was retained to assist in the assessment of public parking within downtown Bloomington. Per the Request for Proposals (“RFP”), the assessment is to focus on the management, regulatory, and fiscal aspects of the public parking system, including all City-owned parking assets. In addition, private development parking standards, adjacent neighborhood parking controls and inventory, as well as private and other public agency parking assets must also be examined. Together, these analyses will be used as the basis for developing recommendations to address the near-term and long-term parking needs of downtown Bloomington.

According to the RFP, the purpose of this study is to develop best management strategies for parking, tailored to the needs and character of downtown Bloomington. The study is also intended to address the impact on parking of growth, development, and expanded service offerings in downtown – in addition to private development projects, the City and Monroe County are actively pursuing economic development opportunities within the Trades District and in the area of the Bloomington/Monroe County Convention Center, respectively. Finally, the study and resulting recommendations are meant to aid the recently-established Parking Commission in the fulfillment of its duties related to the City’s parking system and the objectives of the City’s Comprehensive Plan.

3.0 Study Area

For the purposes of this assessment, the boundaries of the study area generally follow Indiana Avenue, 11th Street, Rogers Street, and 2nd Street, as shown in **Figure 1**, below.

Figure 1 – Downtown Bloomington Study Area



Source: DESMAN

The boundaries of the study area encompass nearly all of the City of Bloomington’s paid public parking, in addition to areas of time-restricted and unrestricted on-street parking and portions of several of the City’s Neighborhood Parking Zones. While a small number of parking meters north of 11th Street along Morton Street, Ashlynn Park Drive and W. 12th Street fall just outside the study area, these spaces were included in the assessment of public parking.

4.0 Stakeholder Input

As is typical of our approach to this type of project, in addition to becoming acquainted with the downtown through firsthand exploration of the study area, review of prior studies and current data, and

discussions with City personnel and the project steering committee, DESMAN also facilitated a series of discussions with downtown stakeholders, in order to gain firsthand insight into the parking issues/concerns of various user groups. Sit-down discussions were held with various stakeholder groups, including:

- Owners/managers of downtown retail stores and restaurants;
- Non-profit and religious organizations, including churches located in downtown;
- Property developers;
- Representatives from Indiana University;
- Downtown hotels, and;
- Members of the general public.

In addition to the in-person stakeholder discussions, DESMAN spoke with Monroe County representatives via telephone regarding their parking issues/concerns.

Given the limited time and resources available for in-person discussions, an online survey was also created and made available to the general public, in an attempt to gather input from a cross section of the various groups who live, work, shop, dine, and visit downtown Bloomington. The survey was made up of 25 questions and sought opinions related to various aspects of public parking in downtown, including rates, availability, ease of use of the system, typical parking behaviors, among others. The survey was available for approximately eight weeks (from early December 2017 through the end of January 2018) and was advertised by the City on its website and various social media platforms. In total, 690 surveys were completed – a summary of the results are presented in **Appendix I**.

From DESMAN's communications with the City, the in-person and telephone conversations with downtown stakeholders, and the online survey, the following issues were identified for further study/consideration (in no particular order):

- There are significant perception issues related to parking – many people who come infrequently to downtown think that there is no parking available, others say that there is always parking available if you are willing to walk a block or two
- Rapid growth in downtown, specifically growth in the number of downtown residents, has led to parking shortages
- The existing on-street meters are often broken, creating operational issues for City staff and significant frustration for users
- Decentralized management of the on-street meters, surface parking lots, parking garages, and Neighborhood Parking Permits creates operational inefficiencies for the City and frustration for users with questions/issues
- Different rate structures and hours of enforcement at the City's various off-street parking facilities creates confusion for out-of-town visitors
- In areas where Neighborhood Parking Permit holders can park at on-street meters without payment the City is losing out on potential meter revenue and meter spaces are often not available for use by short-duration parkers
- Hours of operation at the City's garages and surface lots need to be adjusted to match activity levels in downtown

- The “three hours free” policy in the City’s garages and most surface lots represents a significant amount of lost revenue needed to support the operations, maintenance and debt service associated with the City’s parking assets; in the surface lots, this policy leads to very infrequent turnover as users move their vehicles from one spot to another
- Parking for church patrons is a major issue, both on Sundays and throughout the week
- Parking at the library is a significant issue
- There is currently no policy in place to set aside funds for the long-term maintenance, repair and replacement needs of the City’s parking facilities and other assets
- At present, the City parking system is not self-supporting
- High levels of utilization at the 4th Street Garage lead to frequent closures of the facility; this is not a significant issue at the other two garages
- There is concern among some downtown business owners and long-time residents with the number of new developments being built that are required to build zero parking or less parking than is needed to support the developments
- Deficiencies in Bloomington’s public transit system, including no bus service on Sundays, need to be addressed
- Food trucks parking at on-street meters makes those spaces unavailable for downtown patrons
- The age and condition of the 4th Street Garage, along with consistently-high utilization, has many convinced that the facility should be demolished and rebuilt with additional capacity
- It is difficult for non-profits and churches downtown to attract volunteers due to paid parking
- The number of permits issued far exceeds the number of spaces available in some Neighborhood Parking Zones
- A majority of online survey respondents who regularly use on-street parking in their neighborhoods (64%) indicated that they were either “Satisfied” or “Very Satisfied” with the availability of on-street parking
- More than 86% of online survey respondents typically drive a personal vehicle when coming to downtown
- Nearly 85% of online survey respondents indicated that they are willing to walk at least two blocks from their parking location to their destination
- Aside from construction of additional parking in downtown, “a website or smartphone application that reports real-time availability of parking spaces” was chosen as the improvement to the parking system would be most meaningful to users
- Several different groups of stakeholders and a number of online survey respondents would welcome a downtown circulator to encourage people to visit multiple destinations downtown without moving their cars to each destination
- A number of online survey respondents believe that there should be different hours of enforcement/operation and rates when IU is in session versus during the summer

While this is not a comprehensive list of the issues/concerns that were raised during the stakeholder engagement process, these were the most frequently-cited. Along with current and historical utilization and financial data, as well as projections of future development, this input will be central to the development of recommendations to address the near-term and long-term parking needs of downtown Bloomington.

5.0 Existing Conditions

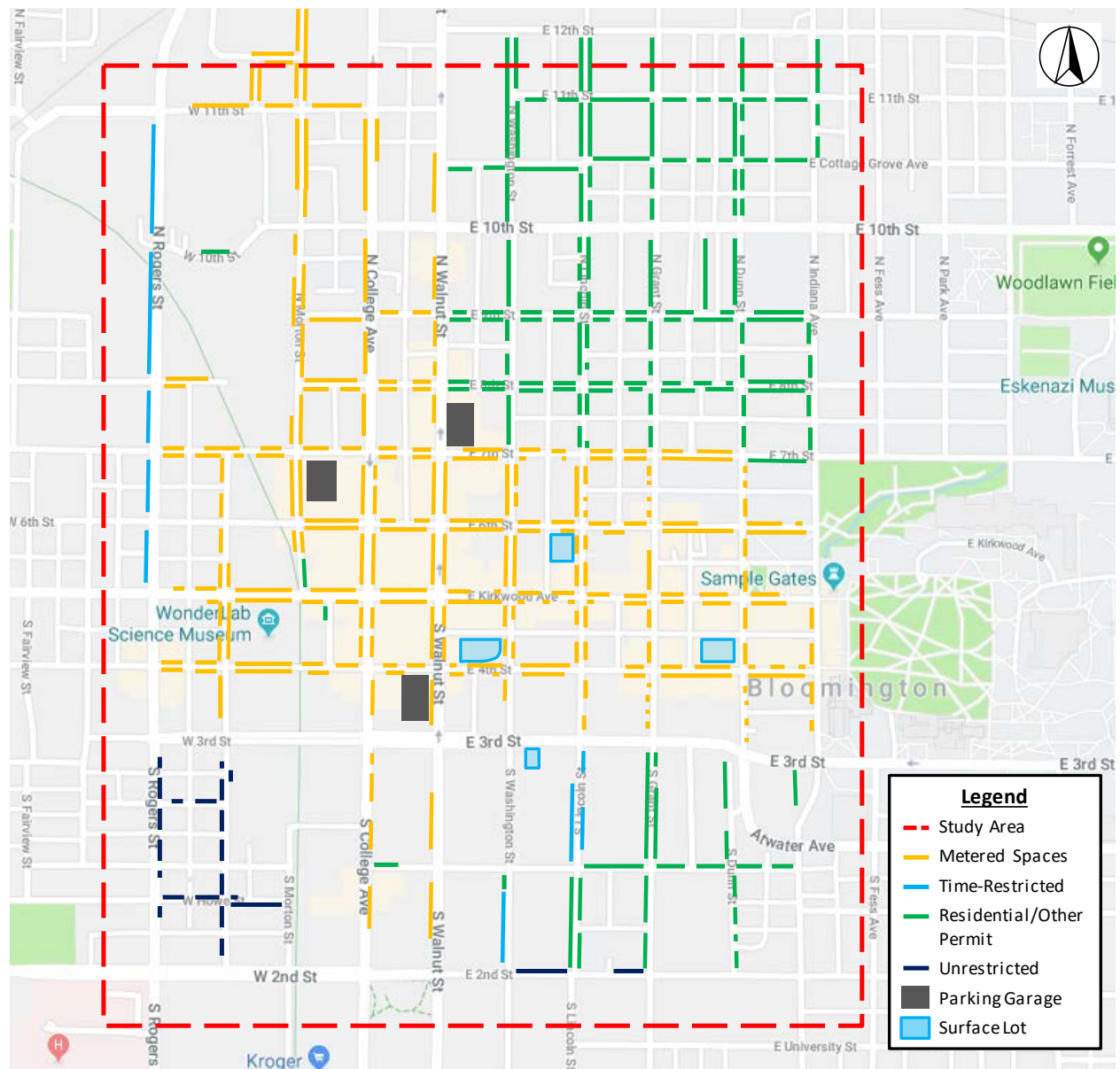
5.1 Existing Downtown Parking Inventory

The existing parking inventory in downtown Bloomington consists of: City-owned parking spaces, both on- and off-street, that are available for use by the general public; City-owned facilities that are designated for use by City employees or leased to other entities for their exclusive use; County-owned parking designated for use by County employees; County-owned parking designated for use by visitors (e.g. the Monroe County Convention Center parking lots); parking facilities owned by and for the use of Indiana University; residential and/or visitor parking associated with various residential and mixed-use developments, and; parking owned by and for the use of various private businesses. While the primary focus of this study is on the City-owned parking inventory available for use by the general public, as a potentially significant source of additional inventory, these other parking facilities will be taken into consideration as recommendations are developed.

In terms of City-owned public parking within downtown, the majority of spaces on-street are either metered or designated for permit parking (i.e. in Neighborhood Parking Zones or signed for use by other City permit holders), with lesser numbers of time-restricted and unrestricted spaces located on the south and west sides of the downtown. Off-street, the City owns and operates three public parking garages and four surface parking lots, all of which are paid facilities.

Figure 2 shows the approximate locations of all of the City's public parking spaces within downtown, both on- and off-street. Any street segment that is not highlighted is either a loading zone, a no parking zone, or reserved for specific users (e.g. the Police Department); these spaces are not available for use by the public, so they were omitted from the analysis.

Figure 2 – Locations of Public Parking in Downtown Bloomington



Source: DESMAN; City of Bloomington

As shown in the figure, on-street metered parking generally occupies the blocks in the northern two-thirds of the study area, aside from the streets north of 7th Street and east of Walnut Street, which are Neighborhood Parking Zones. South of 4th Street, a few segments of on-street spaces are metered, while the remaining street segments are time-restricted, designated for permit parking, unrestricted, or no parking areas.

Off-street, the City’s three garages are all located between 3rd, Morton, 8th, and Washington streets, while the four surface lots are all east of Walnut Street, between 3rd and 6th streets.

Table 1 presents a breakdown of the City’s existing public parking inventory by facility. Each off-street facility is identified with a “Map ID” which corresponds to the map presented in **Figure 3**.

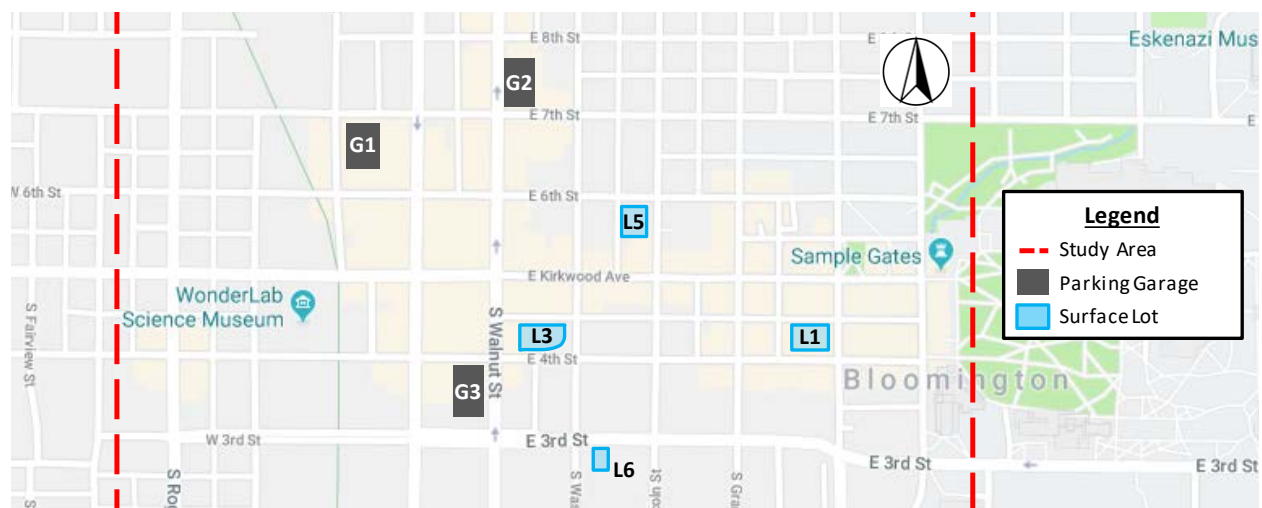
Table 1 – Inventory of Public Parking in Downtown Bloomington

Parking Garages			
Map ID	Facility Name	Location	Capacity
G1	Morton Street Garage	220 N. Morton St.	521
G2	Walnut Street Garage	302 N. Walnut Street	346
G3	4th Street Garage	105 W. 4th Street	352
Garage Total			1,219
Surface Lots			
Map ID	Facility Name	Location	Capacity
L1	Lot 1	E. 4th St. & Dunn St.	54
L3	Lot 3	E. 4th St. & Washington St.	75
L5	Lot 5	E. 6th St. & Lincoln St.	50
L6	Lot 6	E. 3rd St. & Washington St.	15
Surface Lot Total			194
Total Off-Street Inventory			1,413
On-Street Metered Spaces¹			1,495
Total Downtown Public Parking Inventory			2,908

1) This was the count of active on-street metered spaces as of January 2018; when Common Council approved the reintroduction of parking meters in 2013, 1,539 on-street spaces were identified. The difference is attributable to meters that have been temporarily removed for construction activity that will be reinstalled.

Source: DESMAN; City of Bloomington

Figure 3 – Off-Street Public Parking Facilities



Source: DESMAN

In total, as of the date of this report, there were 2,908 City-owned public parking spaces in downtown Bloomington; this total does not include the spaces identified in Figure 2 as “Time-Restricted”, “Residential/Other Permit”, or “Unrestricted” spaces.

5.2 Utilization of the Existing Parking Inventory

Parking utilization or occupancy is a common measure for determining the adequacy of a City's parking supply. By documenting the utilization of spaces during various periods of time, it is possible to determine the peak demand period and the extent to which different types of parking spaces are used. Ultimately, the analysis of existing parking demand can be used as the basis for evaluating the current adequacy of the parking supply, as well as the anticipated adequacy of the parking supply in the future, based on projected growth and development in downtown Bloomington.

In order to develop an understanding of the existing parking demand conditions in downtown, occupancy surveys of public parking spaces, both on- and off-street, were conducted in November and December of 2017. The on-street and surface lot surveys were conducted by the Parking Enforcement Division of the Bloomington Police Department, while the garage surveys were conducted by the Parking Facilities Division of the Public Works Department. Surveys of the on-street spaces and surface lots were conducted on the following dates from 9AM to 8PM:

- *Tuesday, November 28, 2017*
- *Wednesday, November 29, 2017*
- *Thursday, November 30, 2017*
- *Saturday, December 2, 2017*
- *Monday, December 4, 2017*
- *Friday, December 8, 2017*

Surveys of the garages were conducted from 10AM to 11PM on the following dates:

- *Monday, November 27, 2017*
- *Tuesday, November 28, 2017*
- *Wednesday, November 29, 2017*
- *Thursday, November 30, 2017*
- *Friday, December 1, 2017*
- *Saturday, December 2, 2017*
- *Sunday, December 3, 2017*
- *Monday, December 4, 2017*
- *Tuesday, December 5, 2017*

(italicized dates indicate days on which surveys were conducted of all space types: on-street, surface lots and garages)

The dates for the utilization surveys were chosen to avoid the Thanksgiving and Christmas holidays, while also attempting to capture typical parking activity levels prior to the end of the Fall Term at IU. The survey time periods were chosen in consultation with the City to document activity levels during normal business hours on weekdays, as well as weekday and weekend evening and weekend daytime conditions. It was the desire of the City for these surveys to capture a broad set of data, in order for DESMAN to have as much information as possible upon which to base our recommendations.

While all of the garage and surface lot spaces were surveyed each day, for the sake of time and cost, only a portion of the on-street parking spaces were surveyed on the identified days. Of the 1,495 on-street metered parking spaces in Bloomington, 434 (~29%) of the spaces were surveyed. In addition, 79 of the

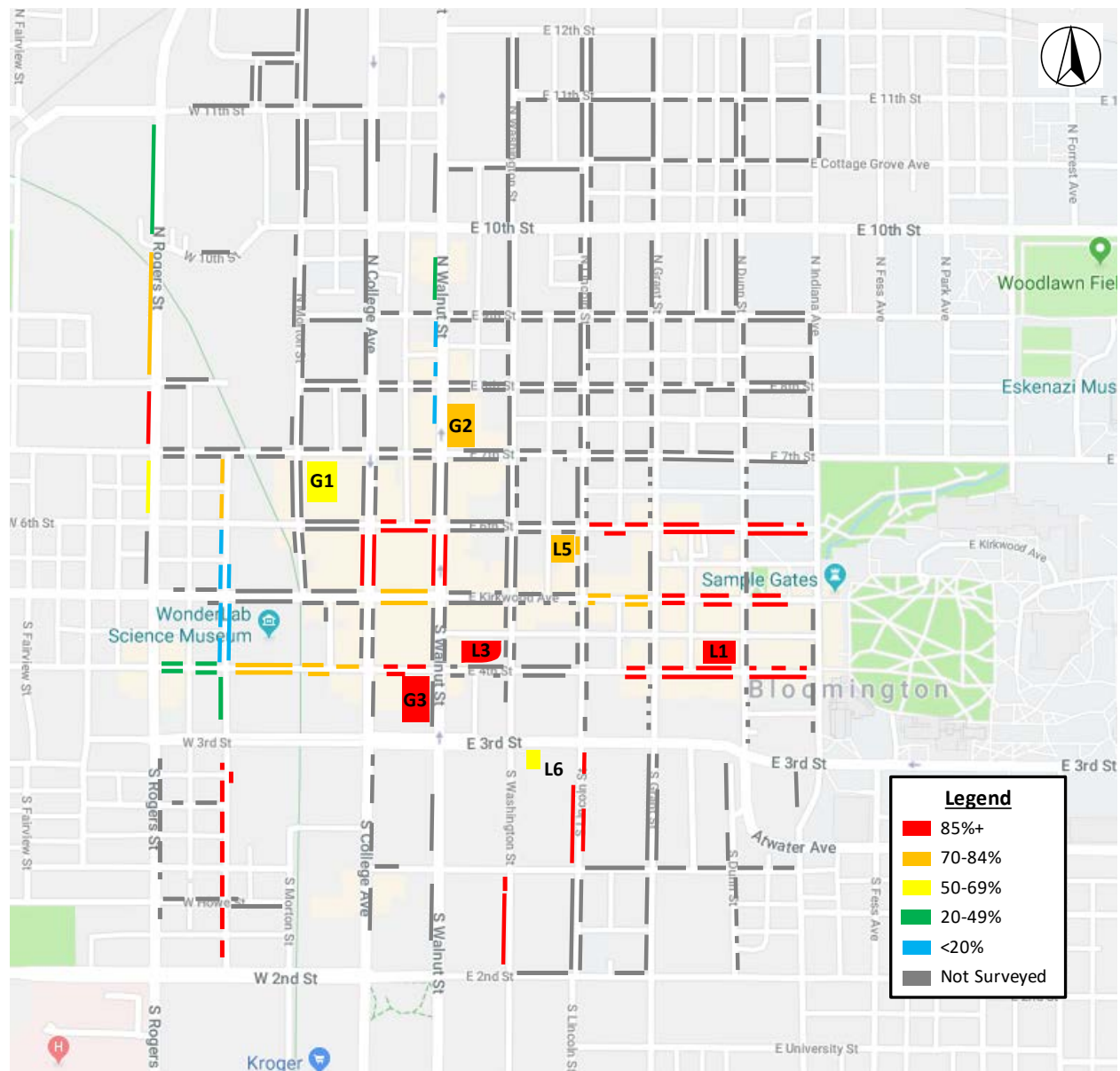
time-restricted and 60 unrestricted on-street spaces were also surveyed. Despite only a portion of the on-street spaces being surveyed, the street segments chosen were identified as being representative of low, medium and high utilization areas throughout downtown.

Based on the survey data, 11AM on Thursday, November 30th was identified as the overall peak demand period for public parking in downtown Bloomington. At this time, utilization of the spaces surveyed was **78%** of capacity – the garages were 76% occupied, the surface lots were 89% occupied and the on-street spaces were 80% occupied. While certain facilities or segments of street were more highly utilized at other times of day or on other survey days, this date and time represent the city-wide peak parking utilization for the days surveyed.

The survey data of utilization by parking facility and on-street block face for the peak period is presented in **Figure 4**. The off-street parking facilities and on-street block faces were highlighted in the figure to indicate the percentage of spaces in each that were occupied at the time of the survey:

- Red, 85% or more
- Orange, 70-84%
- Yellow, 50-69%
- Green, 20-49%
- Blue, less than 20%

Figure 4 – Downtown Peak Parking Utilization, Thursday, November 30th, 11AM



Source: DESMAN; City of Bloomington

In the parking industry, parking facilities and systems are typically designed so that, even during peak demand periods, some percentage of the parking spaces remain empty. Ideally, during a typical peak demand period, 15% of the spaces in a facility or on-street remain available to accommodate new parkers. Maintaining an inventory of available spaces, even during the peak demand period, makes it easier for parkers to find a space, reduces the amount of time drivers spend searching for empty spaces and generally results in a more positive parking experience. This concept, referred to as “practical capacity”, refers to that point at which a parking facility or system has reached its functional limit and is unable to efficiently or safely accommodate additional parking demand.

As seen in Figure 4, during the peak period, the 4th Street Garage (96%), Lot 1 (93%) and Lot 3 (96%) were all more than 85% occupied. Numerous metered street segments also exceeded 85% occupancy during this time, particularly those closer to the IU campus and surrounding the Monroe County Courthouse. Finally, all of the time-restricted, unrestricted and permit parking spaces south of 3rd Street that were surveyed exceeded 85% occupancy during the peak demand period.

5.3 Existing Parking Operation

At present, the management and operation of Bloomington's parking system is distributed across at least seven departments within the municipal government. The current division of labor is based on the idea that different departments within the City are responsible for tasks which are similar to the tasks necessary to operate public parking. Instead of housing all of the management and operations functions in a centralized Parking Department or Parking Authority, many different departments each take responsibility for a small piece of the parking operation, with no central oversight, aside from the Mayor's Office and the recently-created Parking Commission.

5.3.1 Oversight

The City of Bloomington operates under a "strong mayor" form of government, where the mayor is the chief executive officer of the city and city department heads report directly to the mayor. The city council ("Common Council" in Bloomington) serves as the legislative body, responsible for passing ordinances, voting appropriations, etc.

In terms of public parking in Bloomington, the Common Council adopts parking-related ordinances and changes to existing ordinances, while the Mayor's Office, through the various department heads, ensures that any new ordinances or changes to existing ordinances are implemented. Policy decisions including rates, fines, and hours of operation/enforcement are considered by the Common Council, based on input from the Mayor's Office, assigned City staff and outside experts. While the decisions made by the Council have a direct effect on how public parking is operated, there is typically no involvement by the Council in the day-to-day operation or management of parking.

In addition to this oversight, in December 2016, the Common Council created the Parking Commission whose stated purpose is, "in coordination with decision-makers and other entities as is necessary or prudent: (1) to develop, implement, maintain, and promote a comprehensive policy on parking that takes into account the entirety of, and furthers the objectives of, the city's comprehensive plan; and (2) to coordinate parking activities, to carry on educational activities in parking matters, to supervise the preparation and publication of parking reports, to receive comments and concerns having to do with parking matters, and to recommend to the common council and to appropriate city officials ways and means for achieving the city's comprehensive plan objectives through the administration of parking policies and the enforcement of parking regulations". Based on DESMAN's understanding and reading of Ordinance 16-22 that created the Parking Commission, the intent of the Commission is to act as an advisory body for planning and oversight of the parking operation, without having a hand in direct operational control on a day-to-day basis. The Commission has no ability to make changes to parking rules or ordinances directly, but can recommend these changes to the administration and/or Common Council for their approval.

5.3.2 Management and Operations

Management, operations and enforcement of the on-street parking meters, paid surface parking lots, and Neighborhood Parking Zones is managed by the Parking Enforcement Division of the Bloomington Police Department. The Parking Facilities Division of the Public Works Department is responsible for the management, operations and oversight of the City's parking garages, as well as repair and maintenance of the parking garages and any related signage.

In addition to these two departments, as well as the Mayor's Office, Common Council and Parking Commission, the following departments/offices handle specific tasks related to the City of Bloomington's parking system:

- Controller's Office: responsible for accounting, budgeting, and purchasing functions
- City Clerk's Office: handles the appeals process for parking citations
- Legal Department: provides legal advice and expertise, drafts lease agreements and attempts to collect outstanding debts related to parking
- Planning and Transportation Department: provides expertise on long-range planning
- Department of Economic and Sustainable Development: interacts with the City's parking system while attempting to entice new businesses into downtown or encourage existing downtown businesses to expand

The organizational structure in Bloomington creates multiple points of contact inside City government for parking-related questions or concerns. This structure requires significant coordination among multiple City departments with different budgets, agendas, and stakeholders, before most decisions can be made, reducing the ability for quick and effective responses to parking issues that may arise. Additionally, as mentioned by City staff during the stakeholder meetings, users of the parking system are often confused as to what department to contact with particular parking-related questions.

5.3.3 Enforcement

Enforcement of the on-street metered, timed and permit parking spaces, as well as the metered and permit spaces in the surface parking lots, is performed by the Parking Enforcement Division of the Bloomington Police Department. Parking Enforcement Officers patrol the 5 downtown Parking Meter Zones and the 11 Neighborhood Parking Zones, rotating between walking and driving, depending on which zone they are enforcing.

The Parking Enforcement Officers visually verify that parking meters have been paid and that vehicles parked in permit spaces have a valid Neighborhood Parking Permit or other valid permit. In addition, the Officers manually document vehicles that stay beyond the posted time limits on-street and in the three-hour free spaces in the surface lots, by recording on their handheld units the license plates of parked vehicles. This method of tracking vehicle parking activity in timed spaces provides a loophole for long-term parkers to exploit, allowing them to move their cars from block-to-block or out of and back into a surface lot to avoid receiving a ticket at time-restricted spaces.

Table 2 is a summary of the total number of parking citations issued by type of violation in each year from 2013 (the year on-street parking meters were re-introduced) through 2017.

Table 2 Annual Parking Citation Issuance by Violation Type, 2013 – 2017

Code	Violation	Citations Issued				
		2013	2014	2015	2016	2017
A01	Expired Meter	21,357	34,067	26,116	14,986	15,116
A02	Yellow Curb	1,301	361	277	831	502
A03	Overtime Parking	11,048	214	420	318	187
A04	Alley	171	33	26	14	11
A05	Loading Zone	52	44	19	15	18
A06	Obstruct Traffic	96	33	31	29	70
A07	Permits/Leased	83	131	136	179	101
A08	Backed in Space	77	21	63	98	157
A09	No Parking Zone	478	88	99	164	145
A10	Sidewalk Parking	382	33	37	35	25
A11	Angled Parking	2	1	0	1	2
A12	Left Side Parking	0	2	2	1	3
A13	NH Neighborhood Parking	8,950	9,016	7,044	6,882	7,365
A14	NH Plate Non-match	221	210	196	175	205
A15	Handicapped	280	289	178	101	114
A16	Fire Lane	36	18	20	15	5
A17	Abandoned Vehicle	0	0	0	0	59
A18	NH Wrong Zone	282	309	287	320	360
A19	Here to Corner	56	3	6	1	2
A20	Green Permit Only	57	30	11	44	20
A21	Red Permit Only	25	24	26	33	22
A22	CFC/White Lot	27	2	1	2	0
A23	Expired Permit	19	18	20	32	24
A25	Overnight Parking	0	0	1	1	0
A27	Showers Permit Parking	51	58	18	57	45
A29	Private Parking Only	33	9	14	4	0
A30	City Hall Visitor	69	4	0	6	1
A31	Parked Facing Traffic	640	675	524	422	380
A32	Oversized Vehicle	0	1	9	0	1
A33	Too Far From Curb	215	15	27	23	25
A34	Too Close to Intersection	25	2	6	2	8
A35	Electric Vehicle Parking Only	24	1	1	1	1
A36	Outside Marked Space	355	488	202	204	224
A37	NH Parked Facing Traffic	0	441	430	404	415
A38	NH Yellow Curb	0	933	766	351	497
A39	NH Overtime Parking	0	1,216	1,129	1,319	1,113
A40	NH Alley	0	97	94	53	46
A41	NH Loading Zone	0	13	1	4	6
A42	NH Obstruct Traffic	0	27	13	24	62
A43	NH No Parking Zone	0	376	335	305	201
A44	NH Sidewalk Parking	0	291	282	205	204
A45	NH Handicapped	0	8	8	19	22
A46	NH Fire Lane	0	44	86	40	23
A47	NH Here To Corner	0	60	36	62	73
A48	NH Private Parking Only	0	1	7	9	7
A49	NH Oversize Vhicle	0	4	2	2	1
A50	NH Too Far From Curb	0	108	67	77	40
A51	NH Too Close to Intersection	0	22	12	6	13
A52	NH Angled Parking	0	1	0	0	0
A53	NH Unapproved Surface	0	189	126	159	230
A54	BPD/White Lot	0	0	19	13	5
A55	Unapproved Surface Parking	0	0	80	70	20
A56	Reserved Parking Only	0	0	0	2	2
A57	NH Altered Permit	0	0	0	3	11
A58	GH Yellow Curb	0	0	0	0	1
A59	GH Leftside Park	0	0	0	0	1
A61	GH No Parking Zone	0	0	0	0	5
TOTAL		46,412	50,031	39,310	28,123	28,196

Source: DESMAN; City of Bloomington

As shown in the table, after the parking meters were installed in place of most timed parking in late 2013, there was a dramatic shift in the types of parking citations issued, with a significant decrease in Overtime Parking (A03) violations and a dramatic increase in the Expired Meter (A01) violations. Aside from these types of citations, generally, the volumes of other types of ticketed parking violations have remained relatively stable.

Another trend of note is the dramatic decline in both the number of Expired Meter citations and the total number of parking citations issued since 2014. Based on the data, it appears as though, as users became more accustomed to the parking meters and were able to pay for their parking time from their cell phones, the result was a significant decline in both the number of Expired Meter citations issued and also the total number of citations issued (another factor contributing to this trend is also likely the conversion of metered spaces in the City’s parking garages to pay-on-exit spaces). From 2014, the first full year after parking meters were reintroduced, to 2017, the number of Expired Meter citations issued decreased from 34,067 to 15,116, a drop of more than 55%, while the total number of citations issued decreased from 50,031 to 28,196, a drop of more than 43%.

Given the continued vibrancy of downtown Bloomington, assuming that the level of parking enforcement has been consistent over time, the sharp declines in citation issuance over the past several years indicate that the fine amounts for violating the City’s parking ordinances are having the desired effect of reducing non-compliant behavior. Additionally, while a number of stakeholders indicated that they want to see parking meters removed from downtown, from a public relations perspective, the decline in citations issued compared to before the meters were reintroduced can be viewed as a positive for the image of downtown.

5.3.4 Hours of Operation/Enforcement

The hours of operation for the City’s parking garages and the hours of enforcement for the on-street and surface lot spaces – the times and days on which payment is required to park – must be set in a well thought out manner, in order to ensure that the City’s public parking system effectively serves downtown Bloomington and its visitors, patrons and employees. At present, the hours of operation/enforcement across the City’s parking assets do not seem to be well-coordinated with one another or with the activity levels in parts of downtown.

While the current hours of enforcement for the on-street meters are consistent across downtown, these hours vary from the hours and days during which on-street time-restricted and permit spaces are enforced. In addition, the hours of enforcement for the metered and permit spaces in the surface lots vary from the on-street hours of enforcement. Finally, the hours of operation of the parking garages are not consistent across all of the facilities, nor do they seem to be tailored to the needs of downtown users.

Table 3 presents a summary of the hours of operation of the City’s parking garages and the hours of enforcement for the on-street spaces and surface parking lots. In addition, this table describes special pricing policies that apply to some of the off-street facilities, but not others.

Table 3 Hours of Operation/Enforcement for the City’s Public Parking Facilities/Spaces

Parking Garages	
Facility Name	Hours of Operation¹
Morton Street Garage	Pay to park 24 hours per day, 7 days per week; First 3 hours free at all times
Walnut Street Garage	Pay to park 24 hours per day, 7 days per week; First 3 hours free Monday-Friday, 6AM-6PM and Saturday-Sunday, 6AM-12PM
4th Street Garage	Pay to park Monday-Friday, 8AM-6PM; First 3 hours free Monday-Friday, 7AM-6PM; Free after 6PM daily and on weekends
Surface Lots	
Facility Name	Hours of Enforcement
Lot 1	Pay to park Monday-Friday, 8AM-5PM; 2-hour time limit at meters; Free after 5PM daily and on weekends
Lot 3	Pay to park Monday-Friday, 8AM-5PM; First 3 hours free during enforced hours; Free after 5PM daily and on weekends
Lot 5	Pay to park Monday-Friday, 8AM-5PM; First 3 hours free during enforced hours; Free after 5PM daily and on weekends; Reserved spaces for permit holders only
Lot 6	Pay to park Monday-Friday, 8AM-5PM; First 3 hours free during enforced hours; Free after 5PM daily and on weekends
On-Street Metered Spaces	
Meters are enforced Monday-Saturday, 9AM-9PM; Metered parking is free on Sundays and City holidays	
On-Street Permit and Time-Restricted Spaces	
Permit and time-restricted spaces enforced Monday-Friday, 8AM-5PM; Permit and time-restricted parking not enforced on City holidays	

1) Per code, the mayor may suspend enforcement of parking meters and parking garages for various reasons, including for the holiday season, during times of inclement weather, etc.

Source: DESMAN; City of Bloomington

As shown in the table, the City has a policy of allowing three hours of free parking during particular times of day and days of the week in all of its parking garages, as well as in three of its four surface parking lots. While all of the surface parking lots are enforced Monday-Friday, 8AM-5PM, the hours of operation and rules governing free parking in the garages vary from facility-to-facility. Also, despite the fact that parking demand in different areas of downtown varies by the time of day, the hours of enforcement for the meters is the same across all of downtown.

5.3.5 Neighborhood Parking Zones

At present, there are 11 Neighborhood Parking Zones in Bloomington (Zones 1-11), with all but 3 of the Zones (Zone 2, Zone 3 and Zone 10) falling, at least partially, within the downtown study area. Per the

City’s website, the establishment of Neighborhood Parking Zones was “...to protect motorists, bicyclists and pedestrians from excessive commuter traffic competing for parking spaces as well as to reduce the amount of traffic in the neighborhoods.” Homeowners and renters within these Zones are eligible to purchase one permit per vehicle, as well as one Visitor’s Permit per address, at a cost of \$25 per permit, per year. Non-permit holders are prohibited from parking in any Neighborhood Parking Zone from 8AM-5PM, Monday-Friday, except on City holidays when City Hall is closed – non-permit holders who park within a Zone during those times are subject to receiving a \$20 ticket.

For non-Permit holders who have a need to conduct business within any of the Neighborhood Parking Zones, such as non-resident landlords, realtors and service vehicles, and who cannot park off-street or pay at an on-street meter, they have the option to: 1) use a visitor permit from the resident receiving the service; 2) purchase a yearly permit for all 11 Zones for \$55.00 per year, or; 3) purchase a daily permit for \$5.00.

Holders of valid Neighborhood Parking Permits, Visitor’s Permits and all-Zone permits are allowed to park in any legal on-street, non-metered space within their designated zone – Permit holders are not guaranteed a space within their Zone. In Zones 4 and 7, Permit holders are also allowed to park at a number of on-street metered spaces, without paying the meters. Neighborhood Parking Zone 8 contains only 15 spaces, all of which are metered, at which Permit holders are allowed to park without paying the meters.

While vehicles parked on-street in a Neighborhood Parking Zone must be moved at least every 72 hours by rule, this restriction is often not actively enforced by the City. Instead, the City relies on citizens to call the Bloomington Police Department to report vehicles that park in the same space in excess of this limit. As a result, vehicles can remain parked on-street for extended periods of time including, in some cases, at metered parking spaces (see **Exhibit 1**), making them unavailable for use by the short-term parkers they are intended to serve.

Exhibit 1 Vehicle Parked at Meter in Neighborhood Parking Zone in Excess of 72-Hour Rule



Source: DESMAN

5.4 Current Parking Fees and Fines for Violations

The decision to charge for parking is both an economic choice, but also the most effective way to manage parking behavior. In a dense and active downtown, like downtown Bloomington, properly pricing parking facilities and the fines associated with violating parking rules can be used to ensure frequent turnover of short-term, on-street parking spaces, while also ensuring that employees, patrons and visitors obey the rules. If on-street parking rates or the fines for violating parking rules are too low, or if off-street parking prices are too high, this can incentivize long-term parkers to use on-street spaces, leaving off-street spaces underutilized. However, parking prices must also be low enough so as not to discourage patronage of downtown businesses in a meaningful way.

Table 4 presents the current parking rates charged for the City’s on- and off-street parking spaces.

Table 4 City of Bloomington Public Parking Rates

Parking Garage Permits ¹		
Permit Type	Access Rights	Cost
Downtown Employees	30 hours a week	\$25/month (Morton Street Garage only)
Non-Reserved Space	24 hours per day, 7 days per week	\$67/month
Non-Reserved Space	12 hours per day, Monday - Friday	\$40/month
Reserved Space	24 hours per day, 7 days per week	\$76/month
Reserved Space	12 hours per day, Monday - Friday	\$57/month (Fourth Street Garage only)
Parking Garage Hourly Rates		
\$0.50 per hour, after 3 hours free		
Surface Lot Rates		
Facility Name	Hourly Rate	Permit Rate ¹
Lot 1	\$1.00 per hour	N/A
Lot 3	\$0.50 per hour, after 3 hours free	N/A
Lot 5	\$0.50 per hour, after 3 hours free	Non-Reserved Mon.-Fri., 6AM-6PM: \$40/month; Reserved Mon.-Fri., 6AM-6PM: \$57/month; Reserved 24/7: \$76/month
Lot 6	\$0.50 per hour, after 3 hours free	N/A
On-Street Metered Spaces		
\$1.00 per hour		
On-Street Permits		
Permit Type	Cost	
Resident	\$25/year	
Resident Visitor	\$25/year	
Contractor	\$55/year; \$5/day	

1) Parking in a Reserved Space without a permit is a \$50 fine.

Source: DESMAN; City of Bloomington

5.4.1 Garage Parking Rates

Parking in the City of Bloomington’s parking garages is available both by the hour and via monthly permit. As shown in Table 4, the cost for a monthly parking permit ranges from \$40/month for non-reserved parking 12 hours per day, Monday-Friday, to \$76/month for a space that is reserved 24 hours per day, 7

days per week. The least expensive garage parking permit is \$25/month and is made available to downtown employees who wish to park for up to 30 hours per week.

When the City charges for hourly parking in its parking garages, as described previously in Table 3, these parkers receive three hours of free parking at most times of the day. After the three free hours of parking or during times when the three-hour free policy does not apply (e.g. at the Walnut Street Garage), hourly parkers are charged \$0.50/hour to park.

5.4.2 Surface Lot Parking Rates

In three of the four City-owned surface parking lots (Lot 3, 5 and 6), parking costs \$0.50/hour after three hours of free parking, while parking in Lot 1 costs \$1.00/hour with no free parking during the hours of enforcement. While all of the surface parking lots allow hourly parking, only Lot 5 allows monthly parking – a reserved space in this lot costs \$275/month.

5.4.3 On-Street Parking Rates

All of the City of Bloomington’s on-street parking meters cost \$1.00/hour, if parking is paid for with coins at the parking meter. If a customer pays at a meter using a credit card, a \$0.30 per transaction fee is added to the hourly parking rate. If a customer uses the Parkmobile application on their smartphone to pay for parking, a fee ranging from \$0.30-\$0.50 is added to each transaction.

As shown in Table 4, Neighborhood Parking Permits cost \$25/year, as do Visitor’s Permits. Contractors, landlords or realtors doing business in any of the Neighborhood Parking Zones may purchase a permit at a cost of \$55/year or \$5/day.

5.4.4 Fines for Parking Violations

Table 5 presents the fine amounts for a number of the most common types of parking violations for which citations are issued in Bloomington.

Table 5 Fines for Select Parking Violations

Violation ID	Violation Description	Fine Amount
A01	Expired Meter	\$20
A07	Unauthorized Parking in Leased Space w/o Permit	\$50
A13	Parking in Neighborhood w/o Permit	\$20
A15	Unauthorized Parking in ADA Space	\$100
A16	Parking in a Fire Lane	\$50
A39	Parking in Neighborhood Overtime	\$20

Source: DESMAN; City of Bloomington

As shown in the table, fines for the most common types of violations, including expired meters and parking in a Neighborhood Parking Zone without a permit, cost \$20 and increase to \$40 if not paid within 14 days. Fines for more serious parking violations, including parking in an ADA-accessible space without a permit and parking blocking a fire lane, are more expensive than the fines for more common parking violations.

5.5 Fees and Fines in Bloomington Versus Comparable Municipalities

In order to understand how the City of Bloomington's parking system compares with other, similar municipalities, DESMAN sought to benchmark certain characteristics of Bloomington's parking system against a number of municipalities the City considers comparable. The cities listed in **Table 6** were identified as comparable to Bloomington in terms of size, demographic makeup, composition of the parking system, and/or other characteristics.

Aside from the fine for an expired meter, the parking rates, fees and fines charged in Bloomington are lower than the average of those charged in these 10 comparable municipalities. While the difference in the on-street meter rate is very small, the daily and monthly rates for garage parking are significantly lower in Bloomington than in the peer cities.

In addition to lower-than-average parking rates, in almost no other city studied is the free parking policy as generous as it is in Bloomington. Based on our research, only Lawrence, KS provides more free hours of parking than Bloomington – certain of their facilities provide up to 10 hours of free parking.

Table 6 Characteristics of the Bloomington Parking System versus Comparable Municipalities

City	State	Population ¹	On-Street Metered Spaces	Number of Garages	Number of Lots	Total Off-Street Spaces	Rates				On-Street Hours of Enforcement	Fine for Expired Meter	Late Payment Fee	Duration Prior to Late Payment Fee
							On-Street (per hour)	Surface Lot (hourly)	Garage (daily)	Garage (monthly)				
Ann Arbor	MI	113,934	2,100	8	3	4,707	\$1.60	\$1.20-\$1.70	\$28.80-\$40.80	\$155-\$220	Mon-Sat, 8AM-6PM	\$10.00	\$10/\$30/\$50	14 or 30 days
Asheville	NC	83,393	765	4	4	1,523	\$1.50	\$1.25	\$10.00	\$90-\$120	Mon-Sat, 8AM-6PM	\$10.00	\$25.00	15 or 30 Days
Columbia	MO	108,500	1,700	6	10	2,835	\$0.60-\$1.00	\$0.50	\$5.00-\$10.00	\$80-\$140	Mon-Sat, 9AM - 7PM	\$15.00	\$15.00	15 Days
East Lansing	MI	48,579	140	5	7	2,586	\$1.50	\$1.50-\$2.00	\$15.00-\$20.00	\$85-\$125	Mon-Sat, 8AM-3AM	Varies by time	20.00%	56 Days
Fort Collins	CO	143,986	²	3	4	1,982	Free	\$1.00	\$24.00	\$30-\$50	Mon-Sat, 8AM-6PM	\$10/\$25/\$50	None	20 Days
Iowa City	IA	67,862	1,142	5	3	3,820	\$0.75-\$1.50	\$0.75-\$1.00	\$18.00-\$24.00	N/A	Mon-Sat, 8AM-6PM	\$7.00-\$25.00	\$5.00	30 Days
Lawrence	KS	87,643	977	3	16	2,396	\$0.10-\$1.00	Free-\$0.50	Free-\$1.00	\$12.50-\$16.00	Mon-Sat, 9:30AM-6PM	\$5.00	\$20.00	10 Days
State College	PA	42,034	420	4	3	1,859	\$1.25	\$0.75-\$1.00	\$9.00-\$12.00	\$100-\$115	Mon-Sat, 10AM - 10PM	\$6.00	\$9.00	3 days
West Lafayette	IN	45,872	0	1	2	488	Free	\$1.50	\$11.00	\$40-\$63	Mon-Fri, 7AM-5PM	\$20.00	\$50.00	30 Days
Bloomington	IN	84,465	1,495	3	4	1,413	\$1.00	\$0.50-\$1.00	\$5.00	\$40-\$76	Monday-Saturday, 9AM-9PM	\$20.00	\$20.00	14 days
Average Rate/Fine (not incl. Bloomington)							\$1.19	\$1.05	\$16.16	\$90.22		\$13.75	\$21.13	

(1) Population information taken from the U.S. Census Bureau, 2016 Population Estimate.

(2) DESMAN was unable to obtain this information from the City.

Source: DESMAN

5.6 Historical Financial Performance of the Parking System

After a thorough review of the Parking Commission’s annual report entitled “A Financial Review of the City of Bloomington’s Parking System”, completed in November 2017, DESMAN is confident that the report presents an accurate picture of the historical financial performance of the City’s parking system. Given the extensive work done by the Parking Commission to compile such a complete summary document, DESMAN did not seek to duplicate this effort. Instead, our focus was on the interpretation of the results of the Parking Commission’s work and other financial considerations not included in the Commission’s document.

As found on page 31 of the Commission’s annual report, **Table 7** presents a summary of the parking system financial data for the years 2011-2016.

Table 7 Summary Table of Parking System Financial Data, 2011-2016

Figure 7. Summary Table of Parking System Financial Data, 2011-2016.

Revenue	2011	2012	2013	2014	2015	2016
System Revenues						
Garages – Hourly Revenue	\$ 36,813	\$ 40,281	\$ 829,968	\$ 125,960	\$ 127,221	\$ 150,040
Lots – Hourly Revenue				\$ 74,119	\$ 120,475	\$ 74,847
Garages – Permit Revenue	\$ 416,196	\$ 417,042	\$ 435,986	\$ 525,675	\$ 722,522	\$ 740,856
Garages – Lot Leases	\$ 187,616	\$ 184,694	\$ 190,368	\$ 365,003	\$ 82,926	\$ 109,945
Garages – Other Revenue				\$ 14,990	\$ 16,590	\$ 21,003
Metered Parking – Event Permits				\$ 19,948	\$ 38,483	\$ 25,555
Metered Pkg. – Hourly Revenue				\$ 2,157,473	\$ 2,170,726	\$ 2,218,006
Metered Pkg. – Convenience Fee			\$ 53,779	\$ 153,081	\$ 147,661	\$ 161,169
Neighborhood Zone Permits	\$ 114,869	\$ 115,555	\$ 122,075	\$ 124,929	\$ 125,438	\$ 131,860
NZ Resident-Only Parking Permits				\$ 167	\$ 156	\$ 542
Total System Revenues	\$ 755,494	\$ 757,572	\$ 1,632,176	\$ 3,561,344	\$ 3,552,198	\$ 3,633,824
System Expenses						
Staffing Expenses	\$ (842,030)	\$ (880,862)	\$ (939,630)	\$ (981,153)	\$ (1,247,264)	\$ (1,160,977)
Operational Expenses	\$ (1,143,928)	\$ (877,208)	\$ (389,800)	\$ (275,607)	\$ (365,143)	\$ (317,132)
Equipment & Supply Expenses	\$ (1,160,411)	\$ (1,441,268)	\$ (1,220,793)	\$ (1,505,189)	\$ (1,672,529)	\$ (1,699,224)
General Fund Charges	\$ (109,192)	\$ (215,835)	\$ (225,000)	\$ (372,568)		\$ (172,080)
Total System Expenses	\$ (3,255,561)	\$ (3,415,173)	\$ (2,775,223)	\$ (3,134,517)	\$ (3,284,937)	\$ (3,349,413)
System Cash Flow	\$ (2,500,067)	\$ (2,657,601)	\$ (1,143,047)	\$ 426,827	\$ 267,261	\$ 284,412
System Citations						
Neighborhood Citations	\$ 362,380	\$ 420,563	\$ 452,892	\$ 272,290	\$ 234,540	\$ 224,712
Garage & Lots Citations##	\$ 578,778	\$ 581,137	\$ 452,256	\$ 2,810	\$ 827	\$ 1,572
Meter Citations###	††	††	‡‡‡	‡‡‡	‡‡‡	\$ 383,108
TIF Monies	\$ 748,734	\$ 756,221	\$ 704,362	\$ 666,080	\$ 670,678	\$ 662,710
Other Revenues	\$ 1,244	\$ 7,284	\$ 1,532	\$ 562	\$ 12,141	\$ 934
Grants		\$ (10,000)	\$ (5,000)			
System Balance	\$ (808,931)	\$ (902,397)	\$ 462,995	\$ 1,368,569	\$ 1,185,446	\$ 1,557,448
System Capital						
Capital Transfer to 454	\$ 765,000	\$ 765,000	\$ 350,000	\$ 200,000	\$ 500,000	\$ 500,000
Capital Expenditures	\$ (238,312)	\$ (722,615)	\$ (229,627)	\$ (737,351)	\$ (251,708)	\$ (400,496)
System Balance after Capital Expenditures	\$ (282,243)	\$ (860,012)	\$ 583,368	\$ 831,217	\$ 1,433,738	\$ 1,656,951

Revenues from on-street parking citations in 2011 and 2012 were reported as Program Revenues and were deposited into the Parking Facilities account.

###Beginning in August 2013, revenues from on-street citations were deposited into the General Fund. Due to the large number of transactions and co-mingling with other departments, the Commission used citation data recorded by the City Clerk.

Source: “A Financial Report on the City of Bloomington’s Parking System,” (November 2017)

As shown in Table 7, the introduction of on-street parking meters in late 2013 led to a dramatic increase in the revenue generated by the parking system. The result was that, for the past several years, the revenues generated by the parking system have been sufficient to cover the operating expenses and capital expenditures of the system.

While the results of the Parking Commission's work seem to indicate that the parking system has run at a surplus since 2013, the above analysis does not take into account several key considerations. The following factors, some of which were mentioned in the Commission's report, need to be taken into account when evaluating the actual financial health of the City's parking system:

1. Funds from Tax Increment Financing (TIF) agreements contribute in excess of \$650,000 per year to the revenues of the parking system. However, these revenues are not directly generated by the parking system and, at some point, will be phased out and no longer contribute to the financial health of the parking system.
2. It is not the City's current practice to set aside funds for necessary future capital repairs to the parking facilities or replacement of parking equipment. If, as DESMAN typically recommends, the City were to set aside \$100 per garage space, per year and \$25 per surface lot and on-street metered space, per year to fund these future costs, approximately \$165,000 per year would need to be set aside by the City.
3. As noted in the recently-completed condition assessment of the 4th Street Parking Garage, there are between \$1,120,000 and \$3,086,000 of repairs needed to keep that facility operational for the next 5 – 15 years. There will also likely be a small number of repairs necessary at the Morton Street Garage and Walnut Street Garage. Due to the lack of a reserve fund for capital repairs, the cost of any repairs will likely have to come from the annual revenues of the parking system.
4. If, as has been discussed by the City and Parking Commission in the past, the cost of the repairs to the 4th Street Garage results in the City deciding to demolish and rebuild the Garage as opposed to repairing the structure, then the parking system will have to support the construction of the new facility. Depending on the size of the garage and the type of construction, the cost to build a new parking garage can be \$20,000 per space or more. If we assume that the existing garage is replaced with a similar-sized facility at a cost of \$20,000 per space, financed with debt, the \$7,000,000 construction cost could result in annual debt service payments of nearly \$500,000 per year.

All of the above factors must be taken into consideration when evaluating the actual financial health of the City of Bloomington's parking system. These issues, among others, will be considered by DESMAN when developing our recommendations for proposed changes to the parking system and its operations.

6.0 Future Downtown Parking Demand

6.1 Anticipated Future Development

Discussions with stakeholders and City staff revealed a number of potential developments which will likely influence parking demand in downtown Bloomington. The list of projects, provided in **Table 8**, is divided into two phases: Phase 1 (2018-2019 occupancy) and Phase 2 (2020-2023 occupancy); at present, the City is unaware of any projects that that would be completed after 2023.

Table 8 Anticipated Future Development in Downtown Bloomington

Project Name	Number	Direction	Street	Type	Applicant	Occupancy	# of Units	# of Bedrooms	# On-Site Parking Spaces	Displaced Parking	Status	SF of Office	SF of Retail	
Elmore-Orego, LLC	304	W	Kirkwood	Ave	Elmore-Orego	Phase 1	35	65	69	0	Approved, Under Construction	0	0	
Highpoint	700-730	N	Walnut	St	JC Hart	Phase 1	82	84	91	0	Approved, Under Construction	0	0	
Moonburn on Morton	526	N	Morton	Ave	Moonburn, LLC	Phase 1	33	33	16	0	Approved, Under Construction	0	0	
Graduate Hotel	210	E	Kirkwood	Ave		Phase 1	0	146	75	45	Approved, Under Construction	0	0	
Cityside	200	S	Washington b/w 3rd and 4th	St		Phase 1	63	130	56	36	Approved, Under Construction	0	17,500	
Fox	415	S	Washington	St	Fox Properties and Developments	Phase 1	9	9	5	0	Approved, Under Construction	0	865	
Nottinghill	815	N	College	Ave		Phase 1	11	29	20	0	Approved, Under Construction	0	0	
Urban Station 2	325-337	S	Walnut b/w 3rd and Smith	St		Phase 1	60	154	93	53	Approved, Construction Not Yet Begun	0	15,015	
Tech Park Housing	619	N	Morton	St	Tech Park Housing	Phase 1	14	14	6	0	Approved, Construction Not Yet Begun	0	2,400	
Mara Jade/Brahms	318	E	3rd At Grant St.	St		Phase 1	35	35	18	16	Approved, Construction Not Yet Begun	0	757	
Omega	223	N	Morton		Omega Properties	Phase 1	10	34	0	0	Approved, Construction Not Yet Begun	0	3,456	
Serendipity/Kahn	201	S	College	Ave		Phase 1	10	10	0	28	Approved, Construction Not Yet Begun	0	10,000	
Alleyworks (Yellow Cab)	217	W	6th	St		Phase 1	33	40	4	0	Approved, Construction Not Yet Begun	0	4,320	
Northwest Quadrant (1.86 acres)			West of Rogers, north of Trades, south of 11th		TBD	Phase 2	0	0	0	0	Anticipated	263,000	61,000	
Pedcor site (1.9 acres)	611	N	West of Rogers, South of Trades, north of 10th		Pedcor Investments	Phase 1	34	57	51	15	Approved, Under Construction	0	0	
South Central Remainder (0.86 acres)			East of Rogers, south of Trades, north of 10th		TBD	Phase 2	84	84	?	0	Anticipated	0	28,000	
TASUS HQ Site (0.9 acres)			East of SC Remainder		TBD	Phase 2	0	0	0	0	Anticipated	18,000	0	
Showers Kiln Parcel (.37 acres)			West of alley, south of 11th, north of Dimension Mill		TBD	Phase 2	6	6	?	0	Anticipated	0	5,700	
Dimension Mill (.51 acres)			West of alley, south of 11th, north of Dimension Mill		TBD	Phase 1	0	0	0	0	Approved, Under Construction	19,000	0	
North Central Quadrant (1.86 acres)		N	East of Rogers north of Trades north of 10th		TBD	Phase 1	0	0	0	0	Anticipated	162,000	0	
215 S. Walnut	215	S	Walnut			Phase 1	14	14	0	17	Approved, Construction Not Yet Begun	0	0	
Convention Center Expansion		W	Third			Phase 1	0	225	1,200	500	Anticipated	70,000	0	
							Totals	533	1,169	1,704	710		532,000	149,013

Source: City of Bloomington; Various Development Entities; DESMAN

The developments in the Bloomington Trades District are shown in **GREEN**, while the one development outside the study area is shown in **RED**.

As shown in the table, the known development projects within and in close proximity to the downtown study area are expected to add more than 530 residential units, 370 hotel rooms, 532,000 SF of office space, and 149,000 SF of retail space, while adding a net of almost 1,000 new parking spaces.

6.2 Short-Term Impact of Development on Future Parking Supply and Demand

The development projects identified for completion in the short-term are concentrated in two main areas of downtown – the Trades District and around the Monroe Convention Center – with the remaining development projects spread throughout downtown. From a parking perspective, each set of developments must be analyzed independently.

6.2.1 *The Trades District*

The Trades District, in which substantial development is projected, includes 124 residential units, 462,000 square feet of office and 94,700 square feet of retail space, resulting in substantial parking demand once fully developed (as much as 1,500 spaces). Given the uncertainties over design of the parcels, the number of on-site spaces being provided and the timing of the various pieces of the development, we have assumed that the TASUS development would be completed by 2020 and then one third of the remaining development would be completed and occupied every other year. Since the residential components are supplying most of their required parking (with the possible exception of the 84-unit South Central Remainder), we have focused on the office/retail.

- Project 1 (2020 completion) – The TASUS development is likely the first to be completed. It would contain 18,000 square feet of office space, with parking presumed to be provided in an on-site surface lot.
- Projects 2, 3 and 4 (2022, 2024 and 2026 completion, respectively) – Each respective stage of development was assumed to consist of approximately 150,000 sq. ft. of office space and 30,000 sq. ft. of retail space. In this scenario, each Project would require approximately 500 parking spaces, for a total of 500 spaces by 2022, 1,000 spaces by 2024 and 1,500 spaces by 2026.

Of course, as the development progresses, there will be ample opportunity to revisit the parking needs based on the characteristics of the on-site tenants and the amount of private parking being provided on-site.

6.2.2 *Monroe Convention Center*

The expansion of the Monroe Convention Center is expected to add 225+ hotel rooms, 700 new parking spaces (for a total of 1,200 spaces), and 70,000 square feet of development space. Those 700 net new parking spaces should be adequate to accommodate all but the largest events at the expanded Convention Center. During these extraordinary events, overflow parking can be accommodated in the remainder of downtown.

6.2.3 *Other Development in Downtown*

The development projects in the remainder of downtown are heavily oriented towards residential, with nearly 400 residential units currently under construction or approved. These developments are also anticipated to include 433 parking spaces and 54,000 square feet of retail space. The number of parking spaces proposed for these projects should be sufficient to accommodate most of the residential demand. In cases where demand exceeds the supply, residents will be forced to find other public on- or off-street parking or to limit auto ownership. While these developments also displaced almost 200 existing parking spaces, many of the projects were already under construction or were not being used for parking when

the utilization surveys were conducted. This means that the parkers displaced by these projects should be accounted for in the utilization surveys conducted in November and December of 2017.

6.3 Long-Term Impact of Development on Future Parking Supply and Demand

As downtown Bloomington continues to develop, the City should have a definitive policy regarding the provision of parking. Historically, the City has provided parking to satisfy the needs of downtown developments. However, given the expense associated with building additional structured parking, the City must decide if this practice can and should continue. We recommend a thorough discussion of the issue between the Common Council, Parking Commission and other relevant City staff, including the following topics:

- Should the City continue to provide parking for new developments, particularly residential? If so, how does the City manage the conflict between residential and office/retail/restaurant parkers?
- Should residential parkers be assigned to peripheral parking locations, instead of being allowed to park long-term in the City's garages?
- Should parking minimums be introduced in downtown?
- Should the City require any development not providing on-site parking to pay a "fee-in-lieu" which would go to the parking fund to support the development of additional parking facilities?

7.0 Conclusions/Summary of Issues

Based on the data collected, the stakeholder discussions and the analysis performed, the following is a list of the key issues to be addressed by the Downtown Parking Study. As best as possible, the issues are grouped by category and correspond to the recommendations developed and presented later in the report.

1. Parking Demand

- a. Wayfinding is sometimes difficult leading people to believe that no parking is available.
- b. There is not a shortage of parking when looking at the downtown as a whole, but the system is becoming strained and localized shortages do exist.
- c. The parking facilities generally between 3rd and 6th Streets are heavily occupied. Consideration should be given to providing additional spaces or balancing demand among facilities.
- d. Based on currently-available development plans, the impact of future downtown development on parking appears to be significant over the next 5 years, with the greatest impacts concentrated in the Trades District and around the Monroe Convention Center.
- e. Over the long-term, if the City continues the policy of providing most of the parking downtown, there may be a need for additional facilities, unless demand for parking is reduced. There are a number of transportation demand management techniques which may be used to reduce parking demand in downtown Bloomington.
- f. The number of Neighborhood Parking Permits issued in certain zones far exceeds the physical number of spaces available.

2. Parking Rates/Finance

- a. Without a full accounting of the short- and long-term capital repair and replacement costs for the parking system, it is impossible to determine if the existing parking revenue is sufficient to fully fund the operations and maintenance of the parking system.

- b. The 3-hour free parking policy is a potentially significant source of revenue and is subject to abuse.
 - c. The current parking rates do not place a high enough premium on parking at the best/most desirable spaces.
 - d. There is currently no policy in place to ensure that parking rates and fines increase at regular increments to account for annual growth in operating expenses.
3. Operations
- a. Responsibility for the parking system is divided among at least seven City departments, making coordination difficult and leading to customer service issues.
 - b. There is no consistency among parking facilities regarding hours of operation.
 - c. Hours of garage operations and surface lot and meter enforcement are not consistent with the demand for parking in various parts of downtown.
 - d. Some neighborhood parking permit zones are not working efficiently, as currently defined.
4. Policy
- a. The City has traditionally provided parking to satisfy the needs of downtown residents, employees and business patrons, but the cost of doing so is becoming financially unsustainable.
5. Technology
- a. Existing on-street meters are often broken, creating frustration among the system's users and leading to parking violations being contested.
 - b. The single-space parking meters in the surface parking lots were not replaced when meters were reintroduced on-street and are well beyond their useful life.
6. Future Capital Repairs
- a. There is no policy in place to set aside funds for long-term maintenance. Capital costs are currently paid out of the general fund as needed, while there is no plan in place to cover long-term costs.

8.0 Operations, Management, Policy and Physical Improvement Recommendations

The recommendations which follow were developed by DESMAN, in consultation with the City, in order to address each of the issues identified throughout the course of this study. The recommended changes to the operations, management, policies, and physical assets which makeup the City's public parking system are intended to address the current needs of Downtown Bloomington, as well as the anticipated needs of these areas over the next 10 plus years. While none of the recommended changes will, by themselves, remedy all of the existing or future parking-related issues within the study area, the goal is to make incremental improvements in order to delay or eliminate the need for additional structured parking facilities, to improve the experience of parking users and to address the concerns raised by the city's stakeholders.

8.1 Timing of Recommendations

While the impacts of the recommended changes can be predicted to a certain extent, a number of the changes that are being proposed have the potential to impact the public parking system in unknown ways. Due to the uncertainty around the impact that these recommendations will have on the current and future parking dynamics within the study area, the proposed implementation timetable has been designed to

allow time for the impacts of the changes to be felt, before additional changes are made to the system. In our experience, this approach is more successful than attempting to implement all of the recommended changes at one time and dealing with any unintended consequences in a piecemeal way. Hopefully, this will allow changes to the parking system to be made in a methodical way, avoiding a situation where the City spends resources on recommendations that do not result in an improved parking operation or must walk back a change that had an unintended, negative consequence.

In addition to factoring in how one recommendation will affect others, the implementation schedule also takes into account the complexity and cost of implementing each recommendation. The simpler and less costly recommendations are proposed to be implemented immediately or in the short-term, while the more complex and expensive recommendations are assumed to be implemented over the course of the next several years. This was done so that time and money are not spent unnecessarily on expensive and complex solutions, when simpler and less costly solutions could successfully address existing and future public parking issues in Bloomington.

Finally, for most of the recommendations, it is advisable to keep the public informed as to changes coming to the parking system. Aside from changes that are internal to the City, such as consolidating the parking functions under a single point of responsibility or establishing a reserve fund for future repairs, prior to implementing any of the recommendations, the City should make the public aware of the changes that area coming, the anticipated impact of those changes and when the public can expect to see them implemented. Putting energy into public outreach prior to the implementation of the recommendations, especially those related to parking rates and hours of enforcement, should allow the parking system's users time to prepare for the coming changes and, hopefully, reduce the negative public reaction to any changes.

8.2 Anticipated Cost of/Benefit from Implementation

For each of the recommended changes or improvements, an anticipated cost has been provided for use in the City's budgeting process. While the actual costs of implementing the recommendations will likely vary somewhat from these figures, these planning level cost estimates are intended to provide the City with an idea of the financial commitment associated with each recommendation. In addition, some of the recommendations, such as rate increases, will generate additional revenue. We have also attempted to identify the magnitude of those revenue increases. The anticipated costs and benefits of each recommendation will allow for an objective comparison of the merits of each proposed recommendation.

8.3 Recommendations

As mentioned above, once implemented, certain of the recommendations have the potential to reduce or eliminate the need for other, potentially costlier and more complicated changes to the parking operation. For this reason, the recommendations have been broken-down into three phases. Phase I involves selecting an existing staff member or hiring an outside person to be in charge of all aspects of the parking operation, while also consolidating all parking-related functions into a Parking Department. The Phase II recommendations are seen as the least costly and most easily implementable, so that existing City staff can begin implementation while a head of the parking operation is identified. Finally, the recommendations included in Phase III will require more significant capital outlays and/or more planning in order for implementation to be successful.

Presented at the end of the detailed recommendations, **Table 9** provides a brief summary of each recommendation, along with its anticipated cost and anticipated implementation timeframe. Additionally, **Appendix II** contains the results of an online survey of the public, which sought feedback related to the proposed recommendations, prior to the recommendations being finalized.

Phase I Recommendations

- i) ***Designate a head of the parking operation and create a Parking Department.*** As noted previously, various departments within the City are responsible for overseeing the operation, management and maintenance of public parking in Bloomington. In order for the public parking system to transition from where it is today, to a more modern and well-run system which satisfies the needs of the various parking user groups, both now and in the future, there must be a person at the City whose main focus is parking and related demand management strategies. Having one person as the head of the parking operation, as well as all or nearly all of the City's parking-related functions housed under a Parking Department, will help ensure that the subsequent recommendations presented in this plan are successfully implemented. In addition, consolidating of the parking-related functions of the City into one department should lead to increased operational efficiency, better internal communication, and an improved level of customer service.

The head of the new Parking Department should be made accountable for the overall performance and operations of the on- and off-street parking assets and programs including:

- Planning and implementing parking system programs;
- Reviewing parking rates and recommending adjustments;
- Serving as a key advisor to the Common Council and Parking Commission concerning operations and management of the parking system and programs;
- Facilitating proactive and responsive marketing, sales and public information initiatives;
- Managing outside contractor services;
- Researching and promoting the implementation of “Best Industry Practices” for the program;
- Serving as the “parking expert” as local planning and economic development strategies and plans are being studied;
- Monitoring significant variances in the availability of parking supply and customer demand to ensure that assets are optimally serving the community;
- Training, deploying, supervising, and evaluating parking staff;
- Coordinating and trouble-shooting enforcement unit staffing and deployment and meter collections;
- Ensuring that enforcement is conducted consistently and fairly;
- Identifying new meter locations;
- Coordinating the execution of in-house equipment service and facility maintenance needs;
- Supervising and auditing permit issuance and sales;
- Analyzing and reporting system revenue and expenditures with and under the direction of the Finance Department;
- Tracking, auditing and forecasting system revenues and expenditures;
- Developing the process and format for producing an annual report for the program;
- Coordinating parking system support with sponsors of special events;

- Coordinating parking and transportation demand management strategies with other agencies in the area;
- Acquiring and implementing new technology;
- Ensuring facilities are kept clean, safe and well maintained;
- Troubleshooting day-to-day problems quickly and effectively;
- Developing standards for good customer service and accommodations, and;
- Improving, updating and maintaining the City’s parking website.

The person in charge of public parking in the City should be someone who, ideally, has experience running a small- to medium-sized municipal parking operation or a large, private parking operation, is familiar with best parking management and enforcement practices and is willing to act as the driving force behind the proposed system enhancements. It is recommended that this person be dedicated solely to parking, focused on improving the City’s existing parking system and planning for and implementing improvements to the system as the downtown, and the city as a whole, continue to evolve. If an existing City staff person is moved into this role or if someone is hired who does not have the required experience in parking, that person should be required to obtain the Certified Administrator of Public Parking (CAPP) credential within one (1) year of being hired.

Estimated Cost to Implement: \$60,000 – \$90,000, annual salary (not including benefits)
Estimated Timeframe: 6 – 12 months
Action Steps: Write job description; establish hiring committee to evaluate candidates; obtain approval for position; ensure current parking personnel are involved in the selection process (unless they apply for the position)

Phase II Recommendations

The Phase II recommendations have been designed to be implementable by existing City staff while a head of the parking operation is identified, if the City desires to begin making operational changes immediately.

- ii) **Improve wayfinding to and within off-street parking facilities.** Additional signage is needed to direct drivers from the external streets to downtown parking facilities. These should be located along major routes in to downtown including Kirkwood Avenue, College Avenue and Walnut Street. Three or four well located signs along College and Walnut between 3rd and 10th Streets would direct motorists to off-street parking facilities. Similarly, signs along Kirkwood between Morton and Indiana would notify drivers of parking on adjacent streets. These signs could be as simple as a “P” with an arrow or could include the name of the facility with an arrow. In most cases, the signs could be placed on existing light poles to minimize costs. Over time, more sophisticated electronic signage showing real-time availability could be added key locations and at garage entrances.

In addition to external signage directing parkers to the off-street facilities, the signage within the facilities should also be upgraded to make it less confusing to parkers. Signs within the facilities should be simplified to include only vital information, the text on the signs should be large enough

to be easily readable by drivers, and the style of the signs should be consistent across all of the City’s facilities.

Estimated Cost to Implement: \$15,000 – \$20,000

Estimated Timeframe: 6 months

Action Steps: Evaluate existing signage; identify locations for additional or improved signs; create designs for new signage that conform to the City’s existing signage system

- iii) ***Change off-street facility operating/enforcement hours to be consistent with demand.*** Off-street parking facilities should be operated/enforced at least as long as the adjacent on-street meters. Although two of the City’s parking garages are operated 24 hours a day, 7 days a week, the remaining garage and four surface parking lots are operated/enforced only until 5 or 6 PM and are free on the weekends. Logically, the facilities that are not operated on a 24/7 basis tend to fill once paid parking is no longer required and the spaces do not turnover frequently, limiting the number of parkers that can use the facilities. Additionally, at the 4th Street Garage, the policy of lifting the gates at 6PM allows people to potentially park all day for free, if they wait to exit until after the gates have been lifted.

It is recommended that, at a minimum, all of the off-street facilities that do not operate or are not enforced on a 24/7 basis should have their hours of operation/enforcement extended until 9PM, as well as operating on Saturdays. At the 4th Street Garage, it is recommended that the gates remain down from Monday at 12AM to Sunday at 4AM; this would allow for free parking for the area churches on Sundays. This policy is recommended year-round but could be relaxed when IU is not in session, in order to encourage restaurant/retail activity downtown during off-peak times of year.

This change will provide consistency and prevent parkers from leaving after “closing” to avoid paying. Over the long-term, hours of operation/enforcement, both on- and off-street, should be adjusted to adapt to changing patterns of demand.

Estimated Cost to Implement: Nominal

Estimated Revenue Generated: Unknown until new hours of operation/enforcement established

Estimated Timeframe: 6 months

Action Steps: Determine new hours of operation; publicize changes prior to implementation; create and install new signage and update the City’s website to reflect changes

- iv) ***Reduce or eliminate the three-hour free parking policy in surface lots and garages.*** The current policy of providing three-hours of free parking in most off-street facilities not only sacrifices substantial revenue, it also invites abuse by downtown employees and residents. The three-hour free policy encourages all day parkers to move their cars throughout the day in order to avoid paying for parking. This abuse overloads certain parking facilities and does not encourage more price-sensitive parkers to park in less desirable spaces on the outer edges of downtown.

It is recommended that, where three-hours of free parking is currently provided, one-hour of free parking be provided – eventually, as the downtown continues to grow and become denser, it is

recommended that free off-street parking be eliminated entirely. This policy change will still allow very short-term parkers to park for free, but it will discourage abuse of free parking by downtown employees and residents. Additionally, while this policy change will make it more expensive to park, based on the current parking rates, three hours of parking in most off-street facilities will only cost \$1.00 versus \$3.00 to park at a meter for three hours.

Estimated Cost to Implement: Nominal
Estimate Revenue Generated: ~\$80,000 annually (additional garage revenue; surface lot revenue is unknown due to lack of duration of stay information)
Estimated Timeframe: 6 months
Action Steps: Establish new free parking policy; publicize changes prior to implementation; update facility signage and the City’s website to reflect changes

- v) **Reduce the number of reserved parking spaces in the garages.** The use of reserved parking spaces is restricted to certain individuals or groups of people on particular days of the week and hours of the day, sometimes up to 24 hours a day, 7 days a week. Unauthorized users who park in these spaces during the restricted hours are subject to having their vehicles towed. The practice of reserving parking spaces means that, often times, reserved spaces in a parking garage will sit empty, while the rest of the facility is fully or nearly-fully occupied.

While the operating leases for both the Morton Street and Walnut Street garages require the City to provide a certain number of reserved parking spaces to certain groups, there does not appear to be a similar agreement in place for the 4th Street Garage. Despite the fact that reserved parking spaces are leased to users of the 4th Street Garage, it appears that these are regular monthly parking leases that may be terminated or renegotiated. With approximately 70 of the 352 spaces in the 4th Street Garage (~20%) reserved Monday-Friday, 6AM-6PM, it is often the case that a significant number of reserved parking spaces sit empty, while the remainder of the spaces in the Garage are 100% occupied. This results in the 4th Street Garage being closed to non-permit holders on a frequent basis, per conversations with downtown stakeholders.

In order to increase the availability of parking for the general public in the City’s parking garages, it is recommended that, in the Morton Street and Walnut Street garages, the number of reserved parking spaces be reduced to the minimum possible under the terms of each facility’s operating lease; currently, in an average month, 51 spaces are reserved at Morton Street and 5 spaces are reserved at Walnut Street. At the 4th Street Garage, it is recommended that the number of reserved spaces be reduced from 70 to 50, or about 15% of the total garage capacity and that these spaces remain reserved at all times when the gates are down – this will help alleviate the confusion of parkers created by the current 6AM-6PM parking restriction.

Reducing the number of reserved parking spaces available will also allow for the rate charged for those spaces to be increased significantly to be commensurate with the parking privileges being granted. Recommended rate increases are discussed further in Phase III, below.

Finally, if extraordinarily long-term parking by monthly pass holders has the effect of reducing the supply of parking in the City’s garages (i.e. people storing vehicles in the garages for weeks or months), provisions should be put in place to disallow this practice. For instance, a rule could be

implemented that makes it a violation to park continuously for more than 14 consecutive days. Limiting this behavior, if it is in fact an issue, could make additional spaces in the garages available for daily parkers. Once a head of the Parking Department is chosen, that person can further investigate the prevalence of this problem in the garages and determine the best course of action.

Estimated Cost to Implement: Nominal
Estimated Timeframe: 9 months
Action Steps: Analyze historical utilization of reserved parking spaces; identify holders of underutilized reserved spaces; contact reserved space permit holders to notify them of impending changes; if necessary, phase out the reserved parking spaces over a number of months

- vi) ***Replace existing single-space meters in surface parking lots with multi-space payment kiosks.*** The single-space parking meters in use in the City’s four surface parking lots are beyond their useful life and should be replaced with multi-space payment kiosks. This new technology will not only eliminate the need for individual meter poles, it will also allow customers to pay for parking with credit/debit cards, in addition to the coin and cell phone payment options currently offered. Multi-space payment kiosks will also provide a wealth of information to the City’s parking personnel related to the availability of parking, as well as improving the efficiency of the enforcement process.

According to the Manager of the Parking Enforcement Division, the City currently has in storage several multi-space payment kiosks that were used as part of a pilot program for metered on-street parking several years ago. Although configured as “pay-and-display” during the pilot, where parkers had to return to their cars to display a paid receipt for parking, it should be possible to reconfigure these machines to operate using space numbers (“pay-by-space”) or a vehicle’s license plate number (“pay-by-plate”) to monitor paid parking time.

Based on the number of spaces and the layouts of each surface lot, it is recommended that one kiosk each be installed in Lot 5 and Lot 6 and at least two kiosks each be installed in Lot 1 and Lot 3, for a total of six multi-space payment kiosks.

Estimated Cost to Implement: \$50,000 (assuming the City purchases all new kiosks)
Estimated Timeframe: 9 months
Action Steps: Determine if existing “pay-and-display” kiosks owned by the City can be converted to “pay-by-plate”; notify the public of the change in equipment prior to installation; provide an online tutorial on how to use the new equipment; immediately after installation, post “ambassadors” in the surface lots to help parkers use the new equipment; repeat this process if new meter technology is procured for all the surface lots

- vii) ***Eliminate the use of Neighborhood Parking Permits for free parking in metered spaces.*** In Neighborhood Parking Zones 4, 7, and 8 there are parking meters at which drivers with valid Neighborhood Permits are allowed to park free for up to 72 hours straight. Since this provision is generally not enforced unless the Police are notified of the situation, it effectively provides

unlimited, convenient, nearly-free parking to residents of these Zones. This policy restricts turnover of the metered spaces, reducing the supply of parking available to serve area businesses and institutions and severely limiting the revenue generating potential of these spaces, which is used to offset the cost of purchasing, installing, maintaining, and enforcing the meters.

If the City determines that the residential density in these areas warrants Neighborhood Permit Parking on these blocks, it is recommended that only one side of each block remain metered parking, while the meters on the other side of the block be removed to allow for residential parking. Surveys of these blocks during the work week, after business hours, when IU is in session should indicate what level of residential parking is necessary.

<i>Estimated Cost to Implement:</i>	Nominal
<i>Estimated Revenue Generated:</i>	Unknown until after implementation
<i>Estimated Timeframe:</i>	6 months
<i>Action Steps:</i>	Adjust City ordinance if necessary; notify the public of the impending policy change; update the City’s website to reflect the policy change; provide a one- or two-week grace period after the policy is implemented during which warning tickets are issued to vehicles displaying valid Neighborhood Parking Permits; notify the public when the grace period will end and actual parking violations will be issued

- viii) **Eliminate Neighborhood Parking Zone 8.** Neighborhood Parking Zone 8 encompasses the 15 on-street, metered parking spaces on approximately the north half of N. College Avenue between W. 10th and W. 11th streets (see screenshot of the City’s Parking Map). With so few spaces, it is impossible to accommodate all of the residents seeking parking in this area of the city. In addition, as discussed in the previous recommendation, allowing permit holders to park for free at the meters often makes these spaces unavailable for patrons of the businesses on this block.

For these reasons, it is recommended that Neighborhood Parking Zone 8 be eliminated and residents who would typically qualify for a Zone 8 permit be allowed to purchase a Zone 5 permit instead. The location of Zone 5, only one block to the east of Zone 8, should provide a viable parking option, albeit a more remote option, to those individuals living in the vicinity of N. College Avenue and W. 11th Street.

In the future, if residential demand warrants, Zone 5 could be extended to cover the portions of N. College Avenue and N. Walnut Street north of W. 11th St. that are currently unmetered. Alternatively, metered parking could be added if there is a need for transient parking to serve businesses in those blocks. However, these changes should not be made until demand in the area materializes and the Parking Department has gathered sufficient data to justify the choice of residential versus metered parking.



Estimated Cost to Implement: Nominal
Estimated Revenue Generated: Unknown until after implementation
Estimated Timeframe: 6 months
Action Steps: Adjust City ordinance if necessary; notify Zone 8 permit holders of the impending change; allow current Zone 8 permit holders time to exchange their existing permits for a new zone permit (2-4 weeks); update the City’s website to reflect the policy change

- ix) ***Coordinate with Monroe County, Indiana University and other large land owners on parking issues.*** As three of the largest land owners in Bloomington, the City, Monroe County and IU have a vested interest in coordinating with one another whenever possible, including on parking related issues; this is also true of any other large land owners in the city. This coordination could take the shape of shared parking arrangements between the entities, which allow users affiliated with one entity to use the parking facilities of the other entities during certain times of the day or year. Long-term, there may be an opportunity for the shared development of a City/County or City/University parking facility that serves each entity’s needs.

While the exact level of coordination/cooperation is unknown, it is recommended that the City, through the new Parking Administrator, attempt to identify and encourage these types of partnerships in the future.

Estimated Cost to Implement: N/A
Estimated Timeframe: Immediate and ongoing
Action Steps: Reach out to Monroe County, IU and other large land owners and arrange meetings to discuss cooperation on parking issues; create a template of an agreement that can be used for future shared parking arrangements; contact the City’s insurance provider to determine potential liability issues and costs associated with shared parking arrangements

- x) ***Work with downtown churches to address their parking needs.*** According to numerous stakeholders, parking accommodations for the four churches within the downtown study area (First United Methodist, First Presbyterian, Trinity Episcopal, and First Christian) are often insufficient. Aside from First United Methodist Church, the other downtown churches have little to no on-site parking. In the case of the churches with on-site parking, what parking they do have is often times not adequate to accommodate all of their parishioners on Sundays or the needs of meeting attendees and volunteers on the remaining days of the week. The current hours of operation/enforcement at the City’s off-street parking facilities and on-street metered spaces means that these spaces are often heavily occupied in the afternoon and remain so throughout the evening, with very little vehicle turnover.

While it is anticipated that several of the other recommendations put forth in this study will improve the number of spaces available for church parking (e.g. extended hours of enforcement in the surface lots and 4th Street Garage and eliminating the use of Neighborhood Parking Permits for free parking in metered spaces), the following additional recommendations could also improve the church parking situation:

- a) Make it illegal for vehicles to park in on-street spaces on the blocks where the four downtown churches are located, as well as on the contiguous blocks, from 1AM-5AM on Sunday mornings.
- b) Aside from the 24/7 Reserved Spaces in Lot 5, make it illegal for vehicles to park in Lot 1, Lot 3 or Lot 5 from 1AM-5AM on Sunday mornings.
- c) Provide free or reduced-rate parking to church patrons in the Walnut Street Garage and 4th Street Garage on Sundays, based on availability.

The above recommendations should not be implemented until the recommendations related to hours of enforcement and Neighborhood Parking Permits are implemented and the effects of those changes are analyzed.

Estimated Cost to Implement: Nominal
Estimated Timeframe: 12 – 18 months
Action Steps: Establish new church parking policies; adjust City ordinance if necessary; publicize changes prior to implementation; update facility and on-street signage and the City’s website to reflect changes; at the on-street spaces and in the surface lots, provide a one- or two-week grace period after the policies are implemented during which warning tickets are issued to vehicles parked in violation; notify the public when the grace period will end and actual parking violations will be issued

- xi) **Replace annual Visitor Permits with books of individual daily Visitor Permits.** Allowing residents of Neighborhood Zones to purchase an annual Visitor Permit for \$25 invites abuse. For a much lower cost than a monthly permit in one of the City’s garages (\$300 - \$912/year) or a comparable permit on IU’s campus (\$65 - \$197/year), residents can provide a friend, University employee or student with a Visitor Permit. Additionally, despite the insistence on the City’s website that a Visitor Permit “...can be used only by a visitor while temporarily visiting...”, enforcement of this requirement is nearly impossible and not regularly done.

It is recommended that the annual permit be eliminated in favor of individual permits good for one day of parking only, at a cost of \$10 for a group of 10 permits (see sample permits below). These permits are used as needed and do not expire if not used within a certain period of time after purchase. This system should ensure that visitors do not park in Neighborhood Zones for extended periods of time, as well as reducing any abuse by students, faculty and staff that park in Neighborhood Zones and walk to IU’s campus, instead of visiting a resident of that Zone.

Caregivers and other household employees who require more frequent use of parking in Neighborhood Zones should be permitted to register for a regular Neighborhood Parking Permit by demonstrating this need.



Estimated Cost to Implement: Nominal
Estimated Timeframe: 6 months
Action Steps:

Contact potential vendors of the new permits to determine costs; adjust City ordinance if necessary; procure new permits; publicize changes prior to implementation; update the City’s website to reflect changes; provide a two- to four-week grace period after the change is implemented during which warning tickets are issued to vehicles parked in violation; notify the public when the grace period will end and actual parking violations will be issued

- xii) **Grant the Parking Administrator authority to adjust parking rates up or down within certain limits.** In order for the Parking Administrator (i.e. the head of the new Parking Department) to be able to react quickly to changing parking demand patterns and the needs of the downtown user groups, it is recommended that that person be granted the authority to adjust parking rates within certain limits, without requiring prior authorization by the Common Council.

At present, Title 15 of the City’s Code of Ordinances does not allow the City to charge a flat rate for parking in its garages if the parking equipment malfunctions. The gates must be raised, since the equipment cannot calculate the correct amount to charge customers, resulting in potentially significant lost revenue. If the Parking Administrator were permitted to institute a flat rate (within a certain, pre-approved range) at these times, this revenue could be preserved.

There are other instances, during events for example, where the Parking Administrator may find it beneficial to the operation of the parking system to raise rates in one facility and lower rates in another. Allowing this flexibility, with constraints in place, will allow the parking system to be operated more strategically.

While specific rate ranges or limits will need to be agreed upon by City personnel and the Common Council, in general, the Parking Administrator should be permitted to vary hourly parking rates up or down by \$1.00/hour at \$0.25 or \$0.50 increments. Additionally, flat rates should be set for small and large events – perhaps \$5.00 and \$10.00, respectively – and separately for times when the parking equipment is inoperable.

Estimated Cost to Implement: N/A
Estimated Timeframe: 1 year
Action Steps: Gather data on other municipalities where similar policies are currently in place; discuss this change with Common Council prior to recommending specific language for the Ordinance; draft language updating the existing Ordinance

- xiii) ***Evaluate the pros and cons of maintaining versus replacing and expanding the 4th Street Garage.*** Given the age of the 4th Street Garage, the anticipated cost of immediate and long-term repairs to the facility, and the potential need for additional parking capacity in that portion of downtown, it is recommended that the City perform an evaluation of the pros and cons of maintaining versus replacing that facility. The City completed an engineering/structural assessment of the City garages in May 2018 that provides important information related to the condition of the 4th Street Garage. The assessment identified the following three options to consider to extend the useful life of the 4th Street Garage and their estimated costs:

- High Priority Repairs: 5-year Lifespan ~\$1,120,000
- Medium + High Priority Repairs: 10-year Lifespan ~\$2,171,000
- Low + Medium + High Priority Repairs: 15-year Lifespan ~\$3,086,000

If it is determined that the Garage is too expensive to maintain over the long-term or that additional parking capacity is needed to satisfy the needs of new developments, it may be in the best interest of the City to consider demolishing the existing facility and replacing it with a larger, more modern and well-designed garage. While the cost of building a brand-new garage are significant, often exceeding \$20,000 per space (e.g. a 400-space garage could cost \$8,000,000 or more), it is important that the City have a long-term plan in place, before several hundred thousand dollars are spent to repair the existing 4th Street Garage.

Unless it is determined, with relative certainty, that there will be a need for additional parking capacity in this area of downtown in the short-term, DESMAN recommends that the City strongly consider completing the “High Priority Repairs” to the 4th Street Garage. Due to the fact that, even if there is consensus within the City that additional parking capacity is necessary, it will likely still be at least two years before the funding for a replacement garage can be obtained, the garage can be designed, the existing garage can be demolished, and the replacement facility can be constructed. In the intervening two years, it is crucial that the 4th Street Garage be maintained in safe and working order, so that it can continue to serve the needs of downtown Bloomington.

Estimated Cost to Implement: \$1.12MM-\$3.09MM to Repair
Estimated Timeframe: 1 – 2 years

Action Steps:

Gain consensus within the City on repairing versus replacing the facility; solicit input from the public regarding the City’s chosen course of action; determine how to fund repairing or replacing the garage; if replacement is chosen as the best option, solicit proposals to design the new garage and create a plan for how and where to accommodate the existing parkers during demolition and construction; if repair is chosen, notify the public about the repair timeline and how it will affect use of the garage

Phase III Recommendations

- xiv) **Adjust parking garage permit rates to balance demand and cover operating costs.** Price is typically the most effective way to manage parking demand, especially in downtowns with various parking options. In order to shift demand from highly-utilized facilities to less well-utilized facilities and more remote spaces, a price differential should be created between the facilities. In addition, these price differences should reflect the different levels of parking privilege granted to each user – users with reserved spaces should pay significantly more than those permit holders who must use whatever space is available.

In addition to managing demand through pricing, the revenue that results from charging for parking is used to pay for the cost of constructing, operating and maintaining a city’s parking assets. In Bloomington, as documented by the Parking Commission’s “A Financial Review of the City of Bloomington’s Parking System”, the City’s parking garages currently do not generate sufficient revenue to pay for these costs. This results in the operation of the parking garages having to be subsidized by TIF revenue.

For these reasons, it is recommended that the monthly permit parking rates in the 4th Street Garage be increased to \$100 for a reserved space permit and \$55.00 for a non-reserved permit; this increase would coincide with the reduction in the number of reserved spaces (described in Phase II, recommendation v.) and the conversion of these spaces to reserved at all times, except Sundays. In the Morton Street and Walnut Street garages, it is recommended that the monthly permit rates be increased to: \$45.00 for 12/5 non-reserved permits, \$70.00 for 24/7 non-reserved permits and \$90.00 for reserved space permits. As with 4th Street, it is recommended that the reserved spaces in these garages be reserved whenever payment is required – in this case 24/7.

In addition, we recommend adjusting the hours and/or days that permits are valid to more accurately reflect the needs of downtown workers. While the current 6AM-6PM permit may be appropriate for some workers, others could benefit from an 8AM-8PM permit or an 11AM-11PM permit for second shift workers. Accommodations should also be made for those employees who work on weekdays as well as weekends.

Estimated Cost to Implement: Nominal

Estimated Revenue Generated: ~\$118,000 annually

Estimated Timeframe: 1 – 2 years

Action Steps: Gather data on the cost of operating the parking system; analyze the impact of various rate scenarios; discuss the potential changes with Common Council prior to recommending specific

rates; solicit input from the public regarding the proposed rate changes; if rates are changed, notify the public of the changes prior to implementation

- xv) **Adjust on-street meter rates to increase turnover.** The intent of paid on-street parking is to encourage only short-term parkers, such as customers of retail stores, restaurant patrons and visitors on quick trips to downtown, to park on-street. The goal of charging a higher rate to park at an on-street meter than in an off-street facility is to encourage longer-term parkers to park off-street. This pricing scheme should create frequent turnover of the most convenient, on-street spaces, allowing a greater number of vehicles to park on-street throughout the day, increasing the potential volume of customers that can easily visit downtown businesses.

Based on the utilization surveys conducted as part of this study, as well as discussions with the Manager of the City’s Parking Enforcement Division, particular segments of on-street meters in downtown are consistently more than 85% occupied, with many reaching 100% occupancy on a regular basis. In order to encourage turnover of these spaces, it is recommended that on-street meter rates in the most highly-occupied areas of downtown be increased from the current \$1.00/hour to \$1.25 or \$1.50/hour.

In areas where the parking meters are less well-utilized, such as on the west and north side of downtown, it is recommended that the rate charged to park on-street should remain at \$1.00/hour. This price differential should encourage more price-sensitive parkers to park on the periphery of downtown or in an off-street facility, in order to avoid paying the higher hourly rate at the on-street meters in the core of downtown.

Estimated Cost to Implement: Nominal
Estimated Revenue Generated: ~\$350,000 annually (based on a \$0.25/hour rate increase)
Estimated Time Frame: 2 years
Action steps: Analyze the impact of various rate scenarios; discuss the potential changes with Common Council prior to recommending specific rates; solicit input from the public regarding the proposed rate changes; if rates are changed, notify the public of the changes prior to implementation

- xvi) **Establish a reserve fund for parking.** Parking garages, surface parking lots, parking meters, signage, and all of the various other physical assets that form a parking system and enable a parking operation to work have a cost associated with them and will require replacement at some point in the future. Building new parking spaces, maintaining existing spaces and replacing equipment can all require significant capital outlays which, at present, come from the City’s General Fund or through debt financing. Due to the significant burden that these large and irregular expenses can place on a city’s finances, it is good practice to set aside money in a reserve fund to help offset these future costs. Ideally, the City should be setting aside at least \$75/space per year for the parking garage spaces and \$25/space per year for the surface lot and on-street metered spaces.

Estimated Cost to Implement: ~\$135,000 annually (based on existing parking inventory)
Estimated Timeframe: 6 months

Action Steps: Establish a separate account within the City’s financial system to be used as a parking reserve fund; factor the annual reserve into future parking budgets

- xvii) **Acquire software or develop an improved web portal allowing for online purchasing of parking permits.** The ability to purchase monthly garage permits, as well as Neighborhood Parking Permits and Visitor Permits online, is an essential convenience for customers. The current practice of requiring customers to purchase garage permits in person at the Morton Street Garage and Neighborhood Parking Permits in person at City Hall or by mail is incredibly inefficient. Moving these purchases online will not only improve customer service, it should significantly lessen the time and expense for the City associated with administering these programs.

The creation of the parking permit portal should be coordinated with the City’s existing on-line payment portal to minimize costs.

Estimated Cost to Implement: \$20,000 - \$30,000

Estimated Timeframe: 1 – 2 years

Action Steps: Discuss the functionality the City desires for this web portal; procure and install new software; notify the public of the availability of this system prior to its implementation; publicize the existence of this system in order to encourage its use

- xviii) **Institute a policy of regular rate increases.** One of the most difficult parts of managing a parking system is convincing the public and governing entities of the value of regularly increasing parking rates. Because it is difficult politically, the decision to increase rates is generally deferred until financial need dictates. For this reason, it is recommended that regular rate increases be part of the City’s plan of operation in the future. These increases should at least keep pace with cost of living increases, in order to continue the City’s policy of maintaining a parking system that is revenue neutral. A 10% increase in rates and fine amounts every 3 – 4 years would provide a relatively painless way to keep the parking system solvent, as salaries and other costs increase.

Estimated Cost to Implement: Nominal

Estimated Revenue Generated: Will vary based on actual future rate increases

Estimated Timeframe: 3 – 4 years

Action Steps: Analyze the impact of various rate scenarios on the financial health of the parking system; discuss the potential changes with Common Council prior to recommending specific rates; solicit input from the public regarding the proposed rate changes; if rates are changed, notify the public of the changes prior to implementation

- xix) **Replace existing on-street single-space meters with multi-space payment kiosks.** Based on conversations with both City personnel and several groups of stakeholders, the single-space IPS parking meters currently installed on-street are frequently inoperable. This results in significant user frustration, some lost revenue and issues for the City Clerk’s Office which is responsible for handling appeals of parking citations.

The current meters were installed less than 5 years ago (August 2013) and have a typical useful life of 10 years or more. Given the large capital investment necessary to acquire and install the current parking meter technology and the fact that the City just finished paying for the IPS meters at the end of 2017, it is unlikely that there will be much of an appetite to replace the on-street meters in the short-term. However, it is recommended that, as the ongoing cost of maintaining the existing meters increases and the technology approaches the end of its useful life, the City acquire multi-space payment kiosks to replace the current single-space parking meters.

Installing multi-space payment kiosks, whether “pay-by-plate” or “pay-by-space”, will allow the City to ensure that the parking equipment is consistently operational, will reduce the effort and expense associated with parking enforcement and will lessen the ongoing expense associated with operating the meter system.

Estimated Cost to Implement: \$1.6M (based on the existing on-street meter inventory)
Estimated Timeframe: 3 – 4 years
Action Steps: Create a specification document to be bid on by potential vendors; solicit bids and choose a preferred technology; notify the public of the change in equipment prior to installation; provide an online tutorial on how to use the new equipment; immediately after installation, post “ambassadors” throughout downtown to help parkers use the new equipment

- xx) **Acquire license plate recognition software and vehicles to enforce on- and off-street parking.** Current enforcement practices are extremely effective, but very labor intensive: Parking Enforcement Officers having to visually confirm that a meter has been paid or enter a vehicle’s license plate into their handheld to verify that the fee has been paid via Parkmobile; Neighborhood Parking Permits and Visitors Permits must be visually observed on the windshield of each parked vehicle, and; timed parking spaces must be manually monitored using enforcement handhelds.

The implementation of “pay-by-plate” or “pay-by-space” metered parking will enable parking enforcement to be conducted using license plate recognition (LPR) software. Based on the experiences of other communities that have transitioned to these types of systems, the productivity of enforcement personnel using LPR is significantly improved versus manual enforcement.

It is recommended that, when multi-space payment kiosks are acquired for the off-street lots and to replace the existing on-street meters, several vehicles be acquired and outfitted with LPR hardware and software for use by the City’s PEO’s. As mentioned, the LPR equipment can also be used to enforce on-street, timed parking restrictions and neighborhood parking restrictions.

Estimated Cost to Implement: \$150,000 (assumes three LPR-equipped vehicles)
Estimated Timeframe: 3 – 4 years
Action Steps: Create a specification document to be bid on by potential vendors, ensuring that the enforcement system works in conjunction with the on- and off-street revenue collection equipment; solicit bids and choose a preferred technology

xxi) **Implement demand management strategies.** Before investing in additional structured parking in the downtown, consideration should be given to implementing efforts to reduce parking demand for employees and residents. There are a number of techniques/methods available to reduce parking demand, including:

- No longer providing free parking for City/County employees; City employees currently pay for the cost of their hang tag, but not for parking itself
- Implementing an employee transit pass program for downtown and/or County employees; Bloomington Transit currently provides free rides to City employees through an arrangement with the City
- Providing bicycle parking and other Infrastructure and amenities, such as showers and lockers, in the City’s parking garages to encourage bike use
- Encouraging carpooling by reserving the best, most convenient parking for carpoolers
- Offering tax advantaged (pre-tax) incentives for City/County workers who use transit
- Developing a bike share program citywide and/or at certain locations downtown; according to the City, in June 2018, a bike share program will launch with the City and Indiana University co-sponsoring the program
- Encouraging “Walk There or Bike There” campaigns
- Working with Bloomington Transit to increase the frequency of bus service, including providing service to and through downtown on Sundays
- Creating a downtown circulator bus that makes stops at various points of interest throughout downtown, as well as the City’s, County’s and University’s parking facilities

Estimated Cost to Implement: Will vary depending on strategy implemented
Estimated Timeframe: 3 – 4 years
Action Steps: Work with appropriate stakeholders to formulate specific policies/strategies; determine potential demand and financial impacts of each policy/strategy; solicit public input on proposed policies/strategies prior to implementation, in order to improve buy-in from the community

Table 9 Bloomington Parking Study Recommendations Summary

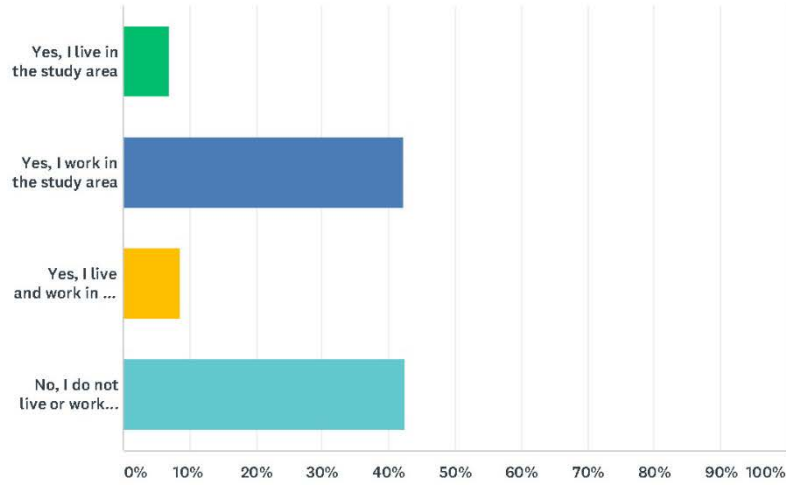
Recommendation	Estimated Cost/ Financial Impact (+/-)	Estimated Timeframe
Phase I		
i. Designate a head of the parking operation and create a Parking Department	\$60,000 - \$90,000	6 - 12 months
Phase II		
ii. Improve wayfinding to off-street parking facilities	\$15,000 - \$20,000	6 months
iii. Change off-street facility operating/enforcement hours to be consistent with demand	Positive impact	6 months
iv. Reduce or eliminate the three-hour free parking policy in surface lots and garages (estimated financial impact assumes 1-hr. of free parking)	\$80,000	6 months
v. Reduce the number of reserved parking spaces in the garages	Nominal cost	9 months
vi. Replace existing single-space meters in surface parking lots with multi-space payment kiosks	\$50,000	9 months
vii. Eliminate the use of Neighborhood Parking Permits for free parking in metered spaces	Positive impact	6 months
viii. Eliminate Neighborhood Parking Zone 8	Positive impact	6 months
ix. Coordinate with Monroe County, Indiana University and other large land owners on parking issues	Impact unknown	Immediate
x. Work with downtown churches to address their parking needs	Nominal cost	12 - 18 months
xi. Replace annual Visitor Permits with books of individual daily Visitor Permits	Nominal cost	6 months
xii. Grant the Parking Administrator authority to adjust parking rates up or down within certain limits	Impact unknown	1 year
xiii. Evaluate the pros and cons of maintaining versus replacing and expanding the 4th Street Garage (estimates shown are the costs of the repair options)	\$1,120,000 - \$3,086,000	1 - 2 years
Phase III		
xiv. Adjust parking garage permit rates to balance demand and cover operating costs	\$118,000+ annually	1 - 2 years
xv. Adjust on-street meter rates to increase turnover	\$350,000+ annually	2 years
xvi. Establish a reserve fund for parking	\$135,000+ annually	6 months
xvii. Acquire software or develop an improved web portal allowing for online purchasing of parking permits	\$20,000 - \$30,000	1 - 2 years
xviii. Institute a policy of regular rate increases to sustain a revenue-neutral parking system	Positive impact	1 - 2 years
xix. Replace existing on-street single-space meters with multi-space payment kiosks	\$1,600,000	3 - 4 years
xx. Acquire license plate recognition software and vehicles to enforce on- and off-street parking	\$150,000	3 - 4 years
xxi. Implement demand management strategies	Impact unknown	3 - 4 years

Source: DESMAN

APPENDIX I: Initial Online Parking Survey Summary

Q1 Do you live or work within the study area?

Answered: 690 Skipped: 0

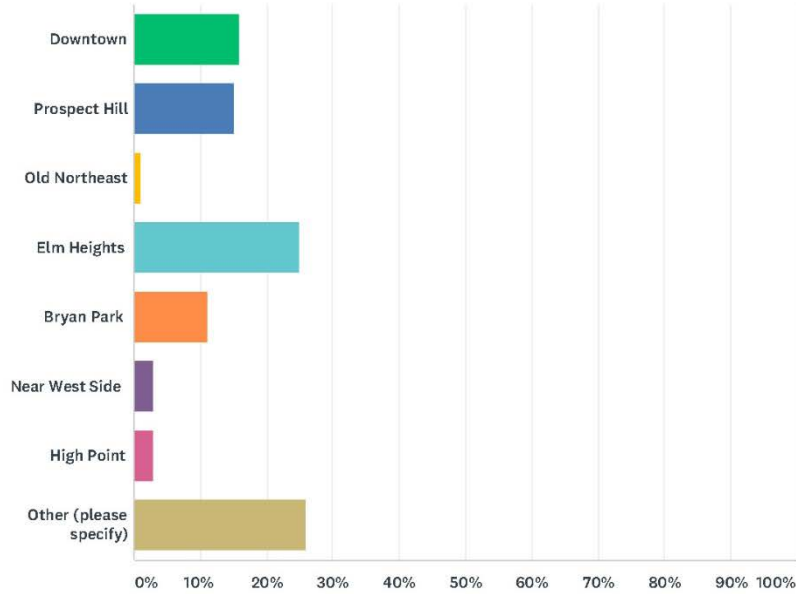


ANSWER CHOICES	RESPONSES	
Yes, I live in the study area	6.81%	47
Yes, I work in the study area	42.17%	291
Yes, I live and work in the study area	8.55%	59
No, I do not live or work in the study area	42.46%	293
TOTAL		690

APPENDIX I: Initial Online Parking Survey Summary (cont.)

Q2 In what neighborhood do you live? (please select one)

Answered: 100 Skipped: 590

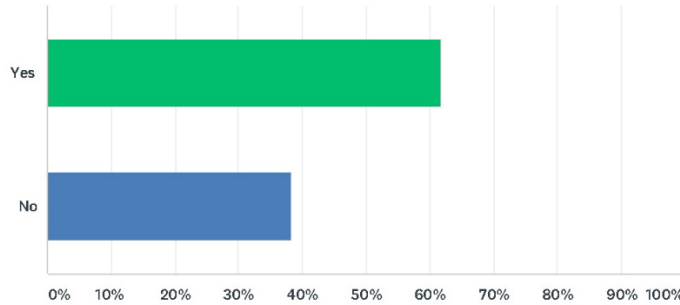


ANSWER CHOICES	RESPONSES	
Downtown	16.00%	16
Prospect Hill	15.00%	15
Old Northeast	1.00%	1
Elm Heights	25.00%	25
Bryan Park	11.00%	11
Near West Side	3.00%	3
High Point	3.00%	3
Other (please specify)	26.00%	26
TOTAL		100

APPENDIX I: Initial Online Parking Survey Summary (cont.)

Q3 Do you have a private driveway, garage or parking lot capable of storing all the vehicles used by your household?

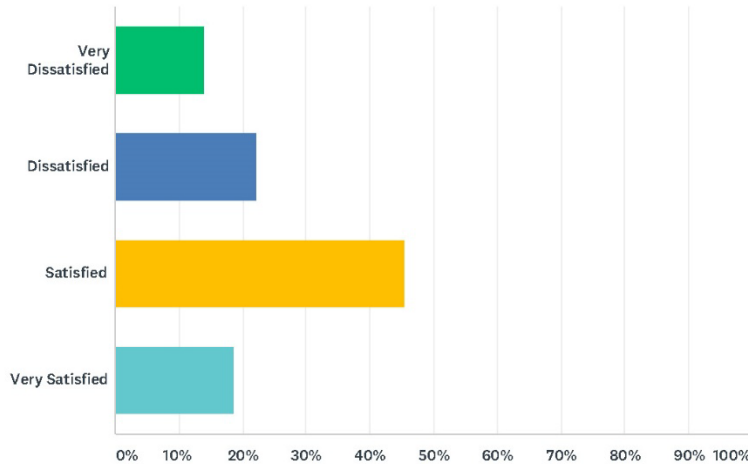
Answered: 99 Skipped: 591



ANSWER CHOICES	RESPONSES	
Yes	61.62%	61
No	38.38%	38
TOTAL		99

Q4 If you regularly use on-street parking in your neighborhood, how satisfied are you with the availability of parking spaces in your neighborhood?

Answered: 86 Skipped: 604

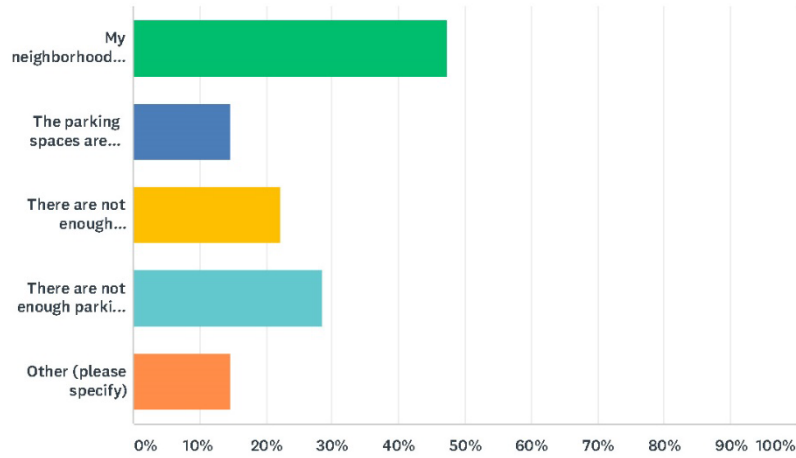


ANSWER CHOICES	RESPONSES	
Very Dissatisfied	13.95%	12
Dissatisfied	22.09%	19
Satisfied	45.35%	39
Very Satisfied	18.60%	16
TOTAL		86

APPENDIX I: Initial Online Parking Survey Summary (cont.)

Q5 Select all of the following statements that explain the cause of the parking problem in your neighborhood.

Answered: 95 Skipped: 595

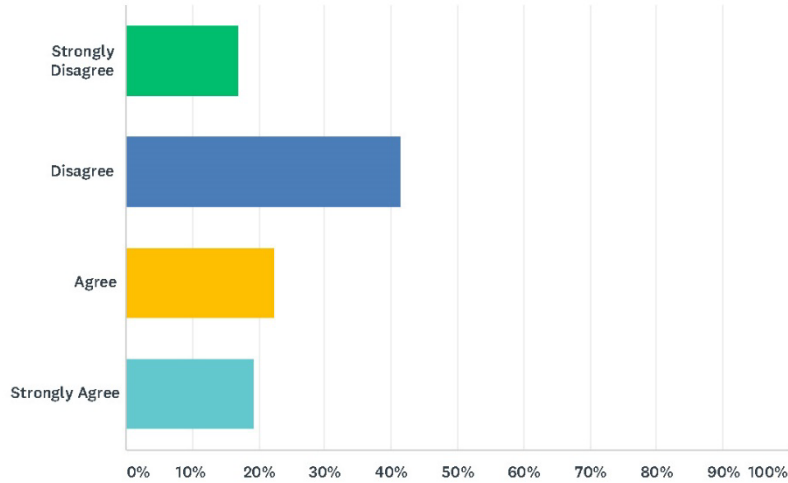


ANSWER CHOICES	RESPONSES
My neighborhood does not have a parking problem.	47.37% 45
The parking spaces are taken by people who commute from outside my neighborhood.	14.74% 14
There are not enough on-street parking spaces to meet the parking needs of my neighborhood.	22.11% 21
There are not enough parking spaces on private property (e.g. driveways and parking lots) to meet the parking needs of my neighborhood.	28.42% 27
Other (please specify)	14.74% 14
Total Respondents: 95	

APPENDIX I: Initial Online Parking Survey Summary (cont.)

Q6 Rate the degree to which you agree/disagree with the following statement: Use of on-street parking my neighborhood should be restricted to only the residents of my neighborhood and their guests.

Answered: 94 Skipped: 596

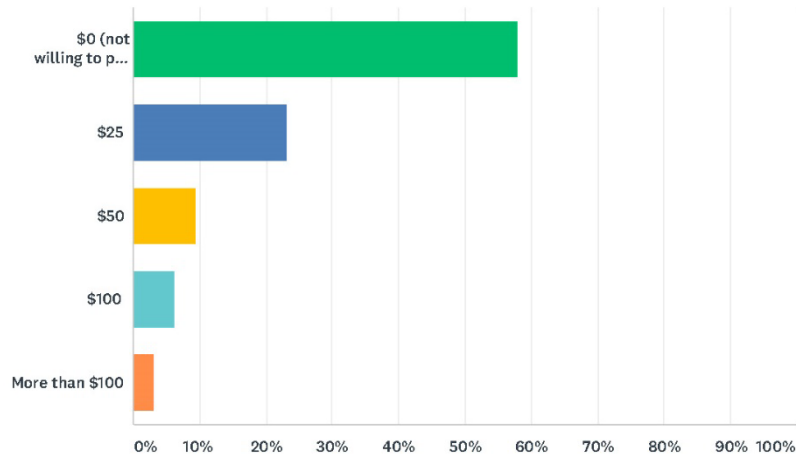


ANSWER CHOICES	RESPONSES	
Strongly Disagree	17.02%	16
Disagree	41.49%	39
Agree	22.34%	21
Strongly Agree	19.15%	18
TOTAL		94

APPENDIX I: Initial Online Parking Survey Summary (cont.)

Q7 How much are you willing to pay annually for a parking permit that allows only the residents of your neighborhood and their guests to use the on-street parking in your neighborhood?

Answered: 95 Skipped: 595

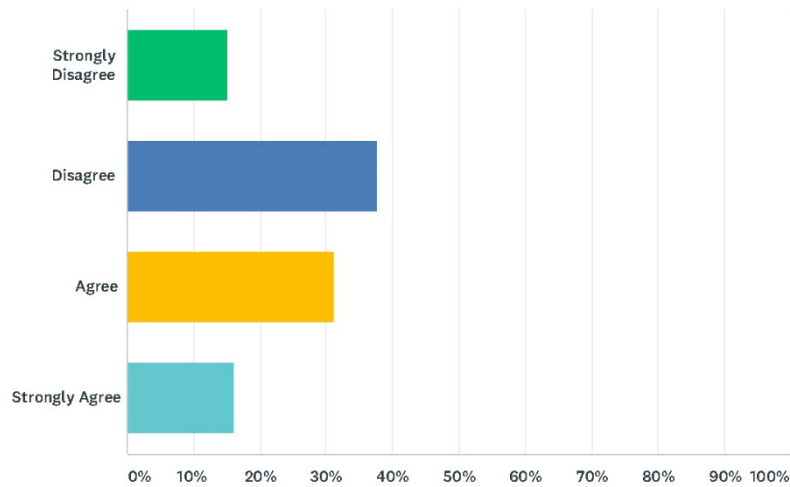


ANSWER CHOICES	RESPONSES	
\$0 (not willing to pay a fee for this service)	57.89%	55
\$25	23.16%	22
\$50	9.47%	9
\$100	6.32%	6
More than \$100	3.16%	3
TOTAL		95

APPENDIX I: Initial Online Parking Survey Summary (cont.)

Q8 Rate the degree to which you agree/disagree with the following statement: The majority of my neighbors agree that only residents and their guests should be permitted to use the on-street parking in my neighborhood.

Answered: 93 Skipped: 597

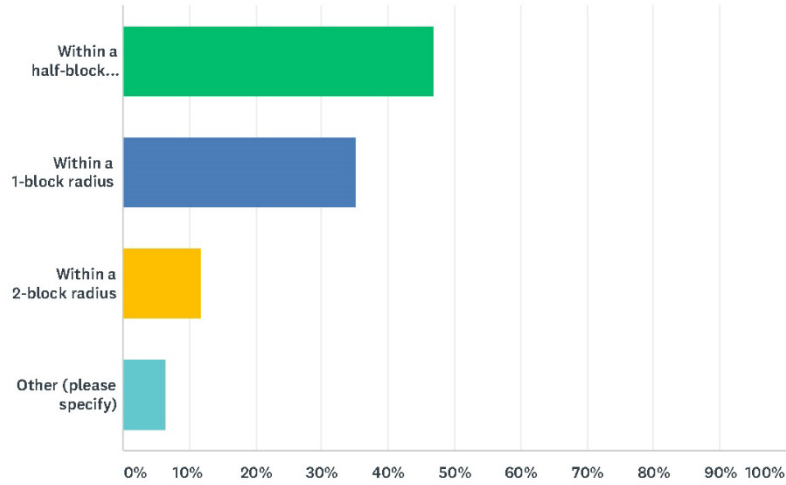


ANSWER CHOICES	RESPONSES	
Strongly Disagree	15.05%	14
Disagree	37.63%	35
Agree	31.18%	29
Strongly Agree	16.13%	15
TOTAL		93

APPENDIX I: Initial Online Parking Survey Summary (cont.)

Q9 How far do you think your neighbors would be willing to park from their homes?

Answered: 94 Skipped: 596

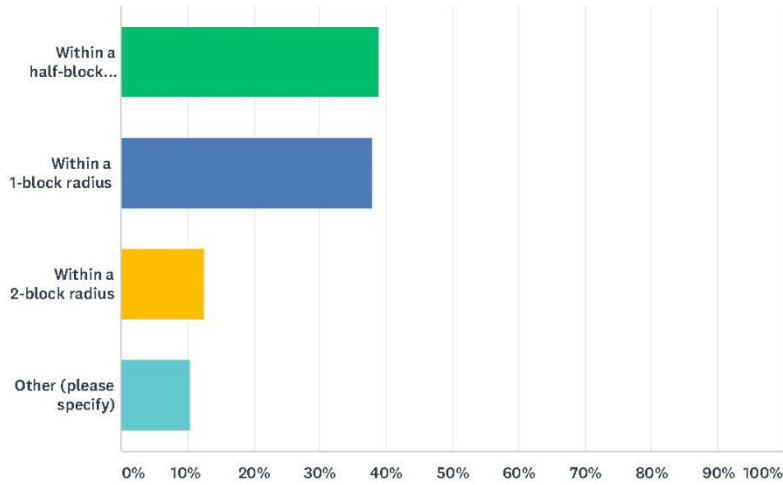


ANSWER CHOICES	RESPONSES	
Within a half-block radius	46.81%	44
Within a 1-block radius	35.11%	33
Within a 2-block radius	11.70%	11
Other (please specify)	6.38%	6
TOTAL		94

APPENDIX I: Initial Online Parking Survey Summary (cont.)

Q10 How far would you be willing to park from your home?

Answered: 95 Skipped: 595

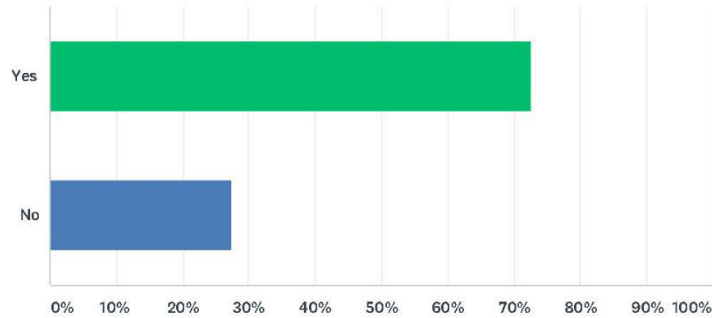


ANSWER CHOICES	RESPONSES	
Within a half-block radius	38.95%	37
Within a 1-block radius	37.89%	36
Within a 2-block radius	12.63%	12
Other (please specify)	10.53%	10
TOTAL		95

APPENDIX I: Initial Online Parking Survey Summary (cont.)

Q11 Do you live within the city limits of Bloomington?

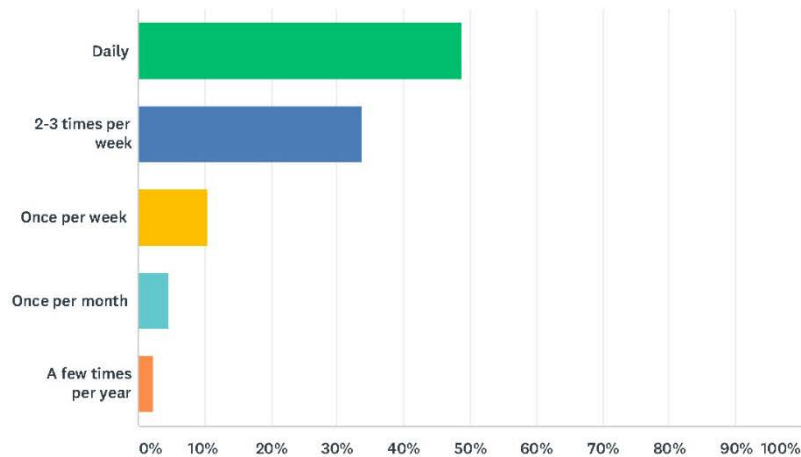
Answered: 629 Skipped: 61



ANSWER CHOICES	RESPONSES	
Yes	72.66%	457
No	27.34%	172
TOTAL		629

Q12 How often do you visit Downtown Bloomington?

Answered: 629 Skipped: 61

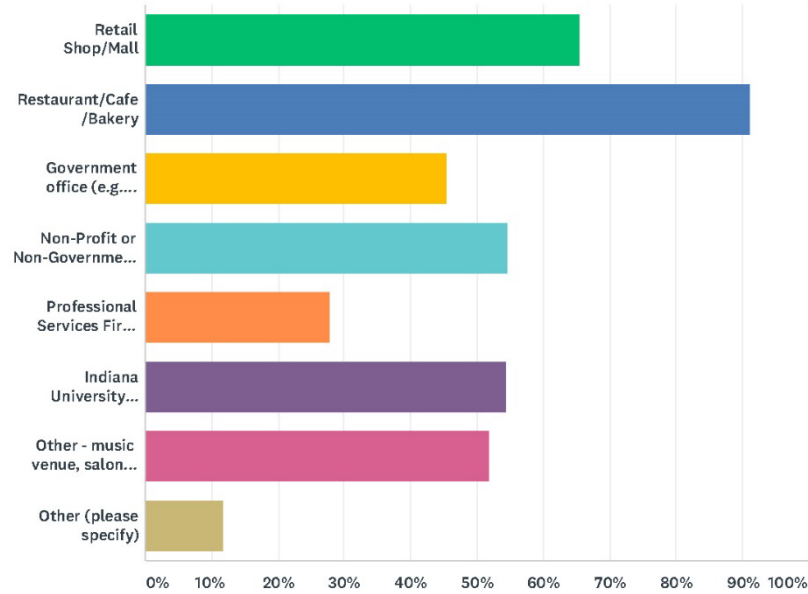


ANSWER CHOICES	RESPONSES	
Daily	48.81%	307
2-3 times per week	33.70%	212
Once per week	10.49%	66
Once per month	4.61%	29
A few times per year	2.38%	15
TOTAL		629

APPENDIX I: Initial Online Parking Survey Summary (cont.)

Q13 What types of businesses do you visit when making a trip Downtown? (Please select all that apply)

Answered: 629 Skipped: 61

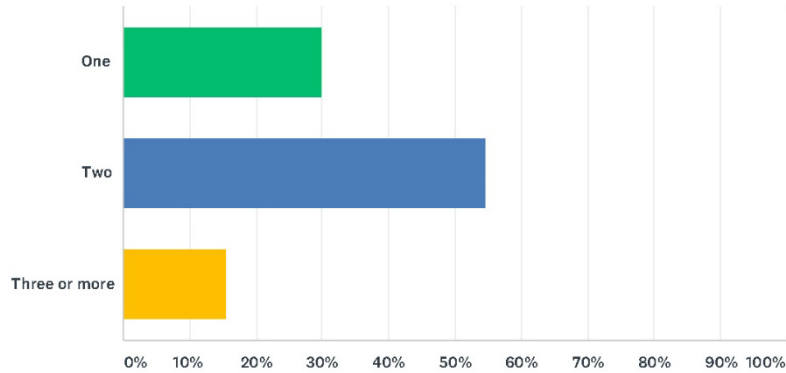


ANSWER CHOICES	RESPONSES	
Retail Shop/Mall	65.50%	412
Restaurant/Cafe/Bakery	91.26%	574
Government office (e.g. City office, County office, etc.)	45.47%	286
Non-Profit or Non-Governmental Organization (e.g. museum, library, church, etc.)	54.53%	343
Professional Services Firm (e.g. law, architecture/engineering, accounting, realty, marketing, medical, etc.)	27.82%	175
Indiana University Campus	54.37%	342
Other - music venue, salon, spa, barber shop, etc.	51.99%	327
Other (please specify)	11.76%	74
Total Respondents: 629		

APPENDIX I: Initial Online Parking Survey Summary (cont.)

Q14 How many businesses or destinations do you typically visit/patronize when making a single trip to Downtown Bloomington?

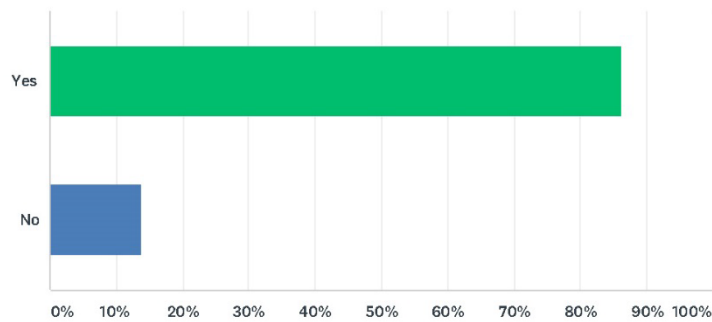
Answered: 627 Skipped: 63



ANSWER CHOICES	RESPONSES	
One	29.98%	188
Two	54.55%	342
Three or more	15.47%	97
TOTAL		627

Q15 When visiting Downtown Bloomington, do you typically drive or ride within a personal vehicle?

Answered: 629 Skipped: 61

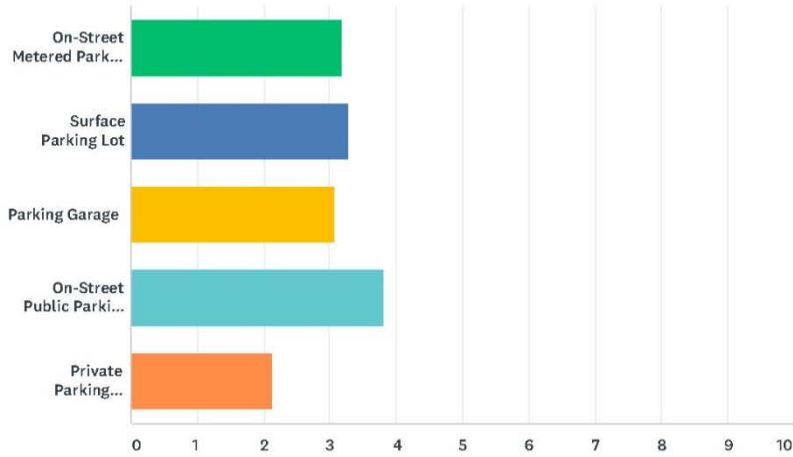


ANSWER CHOICES	RESPONSES	
Yes	86.17%	542
No	13.83%	87
TOTAL		629

APPENDIX I: Initial Online Parking Survey Summary (cont.)

Q16 Where do you typically prefer to park when you visit? (Rank each option by preference)

Answered: 528 Skipped: 162

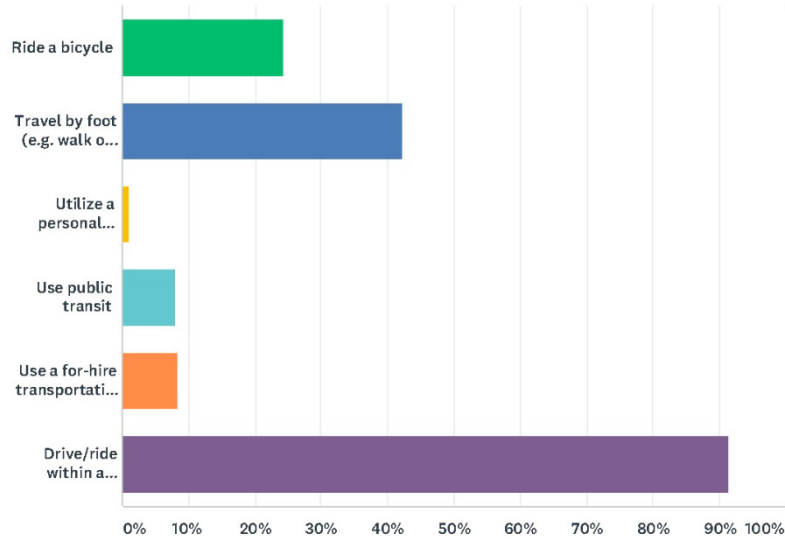


	1	2	3	4	5	TOTAL	SCORE
On-Street Metered Parking Space	19.59% 95	25.77% 125	19.18% 93	22.89% 111	12.58% 61	485	3.17
Surface Parking Lot	16.05% 74	26.03% 120	33.41% 154	19.52% 90	4.99% 23	461	3.29
Parking Garage	18.74% 89	20.63% 98	24.42% 116	21.47% 102	14.74% 70	475	3.07
On-Street Public Parking Space (no meter)	41.25% 191	23.33% 108	14.47% 67	15.77% 73	5.18% 24	463	3.80
Private Parking Facility	15.65% 69	7.94% 35	8.16% 36	11.56% 51	56.69% 250	441	2.14

APPENDIX I: Initial Online Parking Survey Summary (cont.)

Q17 What mode(s) of transportation do you typically utilize when traveling to Downtown Bloomington? (Select all that apply)

Answered: 597 Skipped: 93

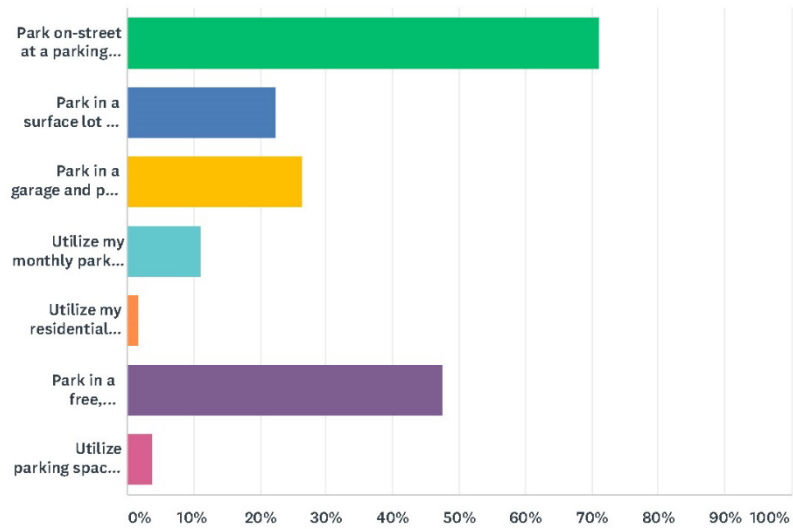


ANSWER CHOICES	RESPONSES	
Ride a bicycle	24.29%	145
Travel by foot (e.g. walk or run)	42.21%	252
Utilize a personal mobility device (e.g. mobility scooter or wheelchair)	1.01%	6
Use public transit	8.04%	48
Use a for-hire transportation service (e.g. taxi, Lyft, Uber, etc.)	8.38%	50
Drive/ride within a personal vehicle	91.46%	546
Total Respondents: 597		

APPENDIX I: Initial Online Parking Survey Summary (cont.)

Q18 Please select each of the following statements that describes you:
When using public parking Downtown, I typically...

Answered: 598 Skipped: 92

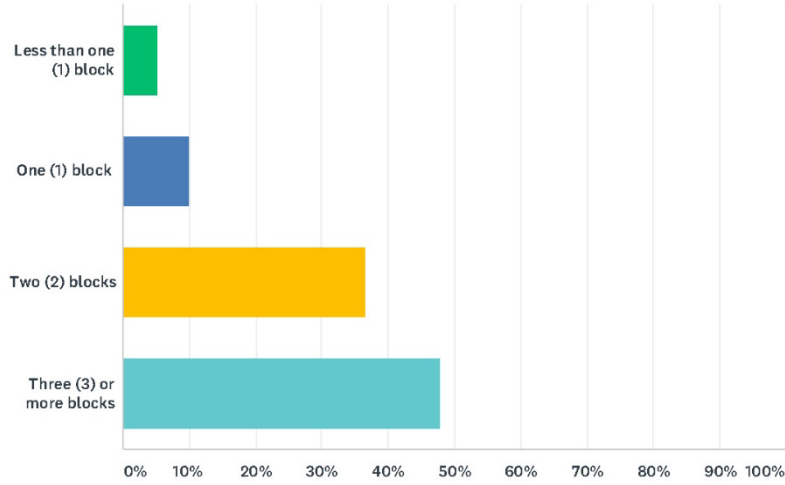


ANSWER CHOICES	RESPONSES
Park on-street at a parking meter	71.07% 425
Park in a surface lot at a parking meter	22.41% 134
Park in a garage and pay by the hour	26.42% 158
Utilize my monthly parking permit	11.04% 66
Utilize my residential zone parking permit	1.67% 10
Park in a free, time-limited space	47.49% 284
Utilize parking spaces designated handicapped/ADA	3.85% 23
Total Respondents: 598	

APPENDIX I: Initial Online Parking Survey Summary (cont.)

Q19 What is the maximum distance you are willing to walk from public parking to your destination(s) in Downtown Bloomington?

Answered: 602 Skipped: 88

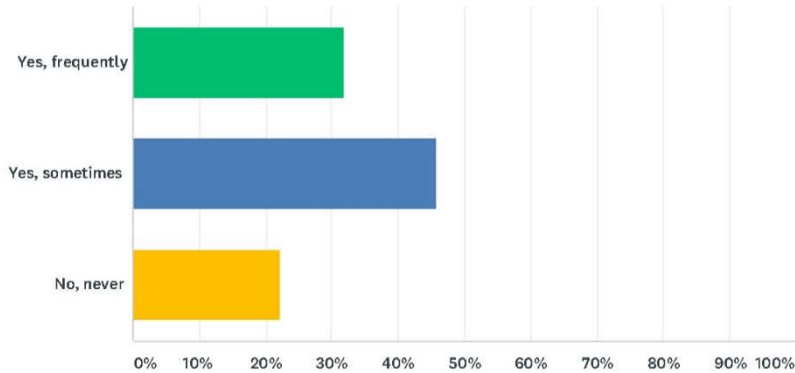


ANSWER CHOICES	RESPONSES	
Less than one (1) block	5.32%	32
One (1) block	10.13%	61
Two (2) blocks	36.71%	221
Three (3) or more blocks	47.84%	288
TOTAL		602

APPENDIX I: Initial Online Parking Survey Summary (cont.)

Q20 When using public parking Downtown, do you have difficulty finding an available parking space within an acceptable distance from your destination?

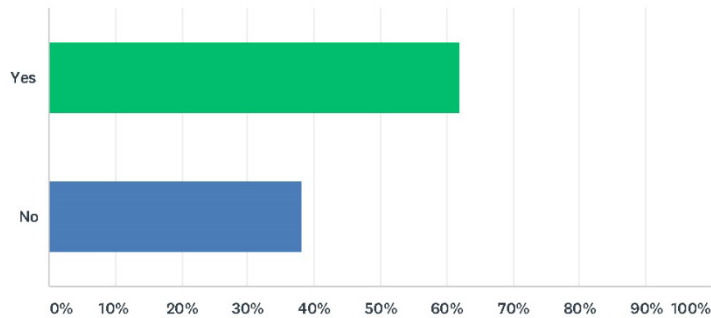
Answered: 599 Skipped: 91



ANSWER CHOICES	RESPONSES	
Yes, frequently	31.89%	191
Yes, sometimes	45.91%	275
No, never	22.20%	133
TOTAL		599

Q21 If you have difficulty finding available public parking within an acceptable distance from your destination, does this discourage you from visiting Downtown?

Answered: 597 Skipped: 93

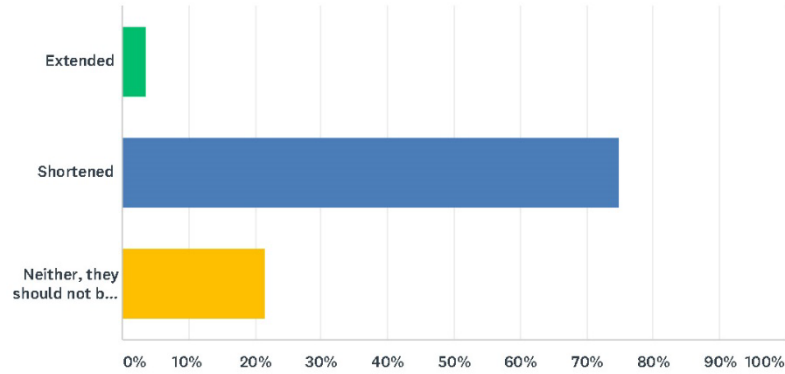


ANSWER CHOICES	RESPONSES	
Yes	61.98%	370
No	38.02%	227
TOTAL		597

APPENDIX I: Initial Online Parking Survey Summary (cont.)

Q22 Do you believe Downtown public parking enforcement time limits (9AM-9PM, Monday-Saturday) should be extended or shortened?

Answered: 598 Skipped: 92

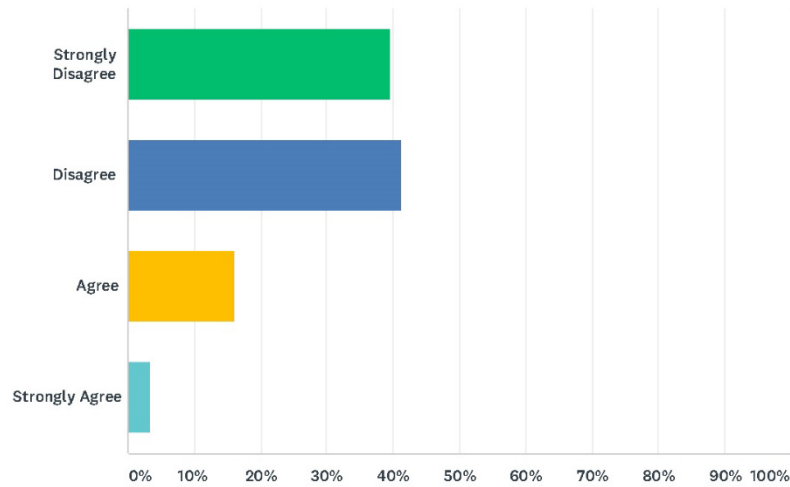


ANSWER CHOICES	RESPONSES	
Extended	3.51%	21
Shortened	74.92%	448
Neither, they should not be changed	21.57%	129
TOTAL		598

APPENDIX I: Initial Online Parking Survey Summary (cont.)

Q23 Rate the degree to which you agree/disagree with the following statement: Compared to the current Downtown parking rates, I am willing to pay more in order to improve my experience by making available parking easier to find, use and pay for.

Answered: 598 Skipped: 92

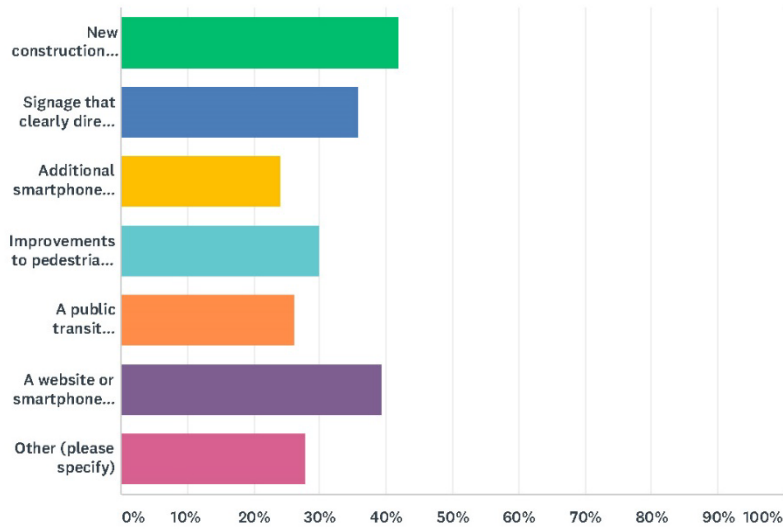


ANSWER CHOICES	RESPONSES	
Strongly Disagree	39.46%	236
Disagree	41.14%	246
Agree	16.05%	96
Strongly Agree	3.34%	20
TOTAL		598

APPENDIX I: Initial Online Parking Survey Summary (cont.)

Q24 What improvements to the Downtown public parking system would be the most meaningful to you? (Select all that apply)

Answered: 587 Skipped: 103

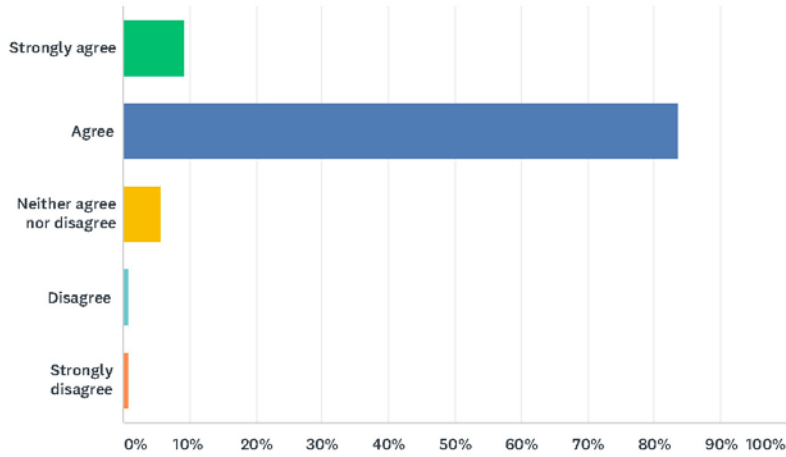


ANSWER CHOICES	RESPONSES	
New construction of additional parking spaces and/or parking facilities	41.74%	245
Signage that clearly directs visitors to parking facilities such as garages and surface lots	35.78%	210
Additional smartphone applications that enable drivers to find and pay for parking	24.02%	141
Improvements to pedestrian and bicycle facilities in Downtown Bloomington	29.98%	176
A public transit circulator bus route that serves Downtown	26.06%	153
A website or smartphone application that reports real-time availability of parking spaces	39.35%	231
Other (please specify)	27.77%	163
Total Respondents: 587		

APPENDIX II: Online Survey of Recommendations

Q1 Designate a head of the parking operation to act as the central point of responsibility for all parking-related functions in the City.

Answered: 756 Skipped: 3

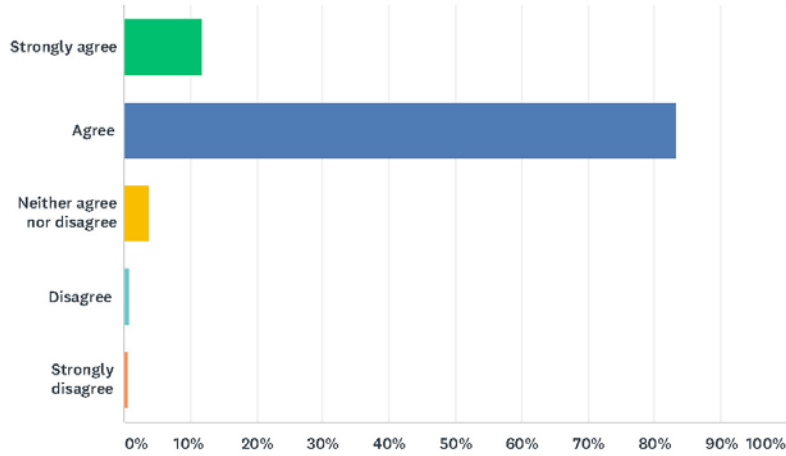


ANSWER CHOICES	RESPONSES	
Strongly agree	9.13%	69
Agree	83.60%	632
Neither agree nor disagree	5.56%	42
Disagree	0.79%	6
Strongly disagree	0.93%	7
Total Respondents: 756		

APPENDIX II: Online Survey of Recommendations (cont.)

Q2 Improve wayfinding signage directing drivers to and within the off-street parking facilities.

Answered: 756 Skipped: 3

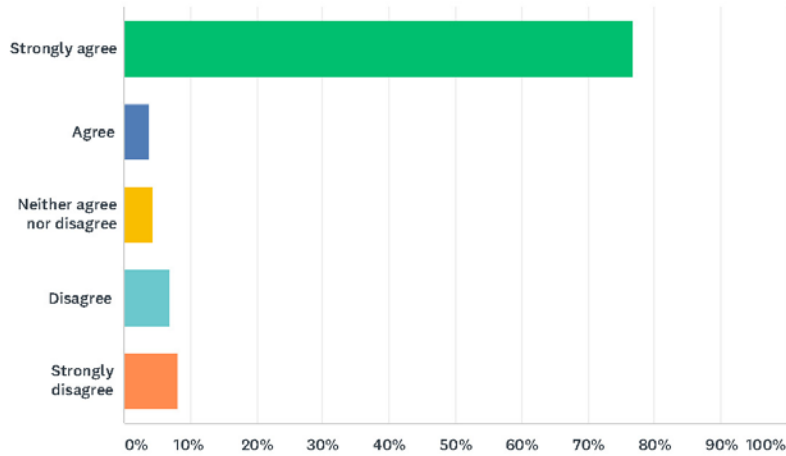


ANSWER CHOICES	RESPONSES	
Strongly agree	11.64%	88
Agree	83.33%	630
Neither agree nor disagree	3.84%	29
Disagree	0.79%	6
Strongly disagree	0.66%	5
Total Respondents: 756		

APPENDIX II: Online Survey of Recommendations (cont.)

Q3 Extend the hours of enforcement in the surface parking lots to 9PM in order to increase space turnover and the availability of spaces.

Answered: 758 Skipped: 1

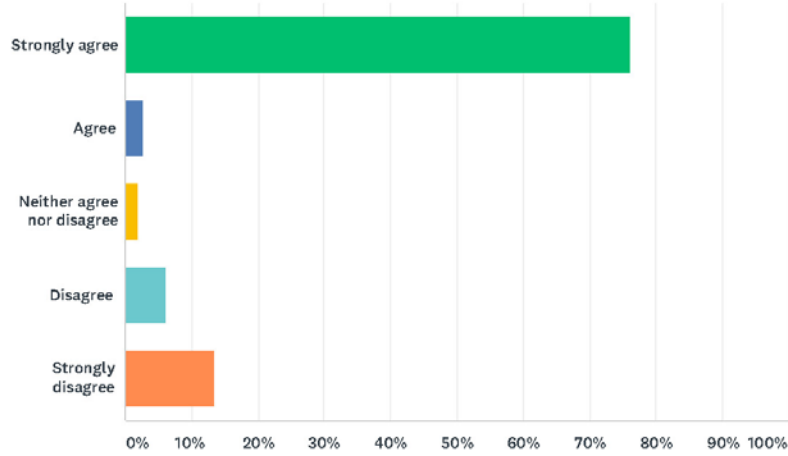


ANSWER CHOICES	RESPONSES	
Strongly agree	76.78%	582
Agree	3.83%	29
Neither agree nor disagree	4.49%	34
Disagree	6.86%	52
Strongly disagree	8.18%	62
Total Respondents: 758		

APPENDIX II: Online Survey of Recommendations (cont.)

Q4 Eliminate free parking in the 4th Street Garage after 6PM.

Answered: 758 Skipped: 1

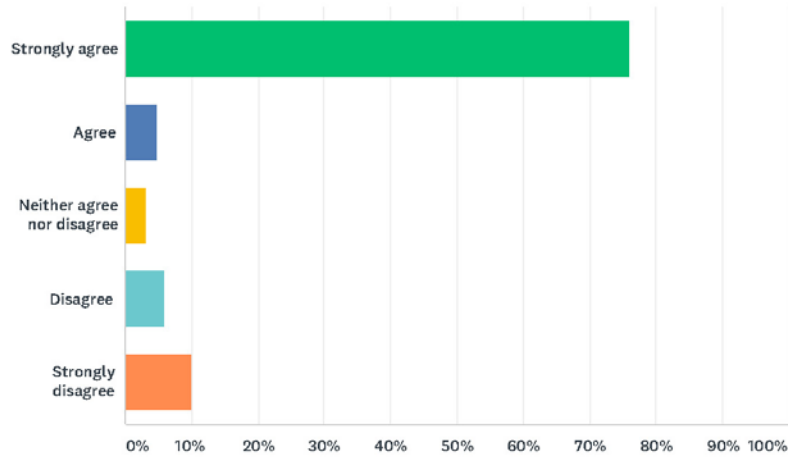


ANSWER CHOICES	RESPONSES	
Strongly agree	76.12%	577
Agree	2.64%	20
Neither agree nor disagree	1.98%	15
Disagree	6.07%	46
Strongly disagree	13.32%	101
Total Respondents: 758		

APPENDIX II: Online Survey of Recommendations (cont.)

Q5 Charge for parking in the surface lots and 4th Street Garage on Saturdays to improve parking space turnover.

Answered: 755 Skipped: 4

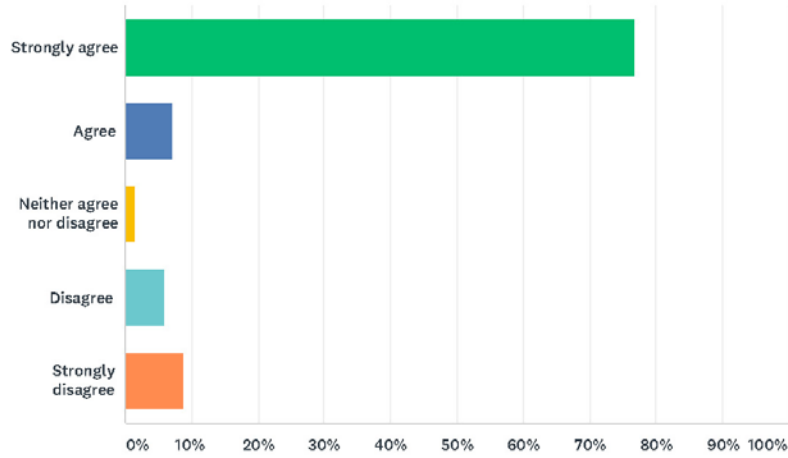


ANSWER CHOICES	RESPONSES	
Strongly agree	76.03%	574
Agree	4.90%	37
Neither agree nor disagree	3.05%	23
Disagree	5.96%	45
Strongly disagree	10.07%	76
Total Respondents: 755		

APPENDIX II: Online Survey of Recommendations (cont.)

Q6 Reduce the 3-hour free parking policy in the surface lots and garages to free-up parking inventory for short-term parkers.

Answered: 756 Skipped: 3

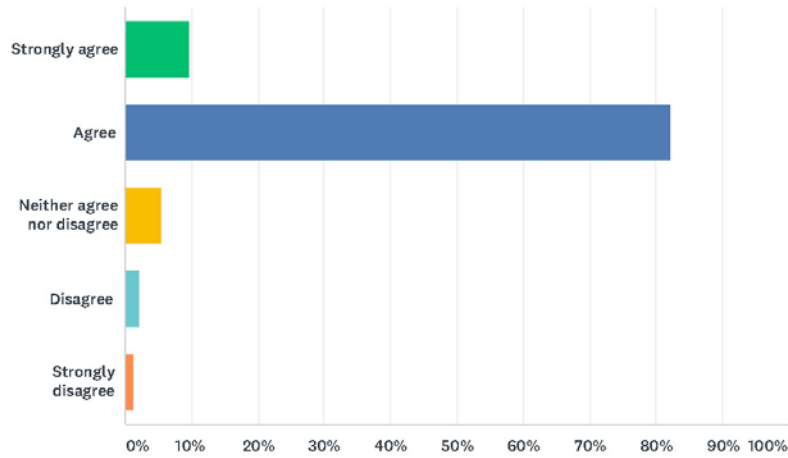


ANSWER CHOICES	RESPONSES	
Strongly agree	76.85%	581
Agree	7.01%	53
Neither agree nor disagree	1.46%	11
Disagree	5.82%	44
Strongly disagree	8.86%	67
Total Respondents: 756		

APPENDIX II: Online Survey of Recommendations (cont.)

Q7 Reduce the number of Reserved parking spaces in the garages to free-up capacity for more of the parking system's users.

Answered: 755 Skipped: 4

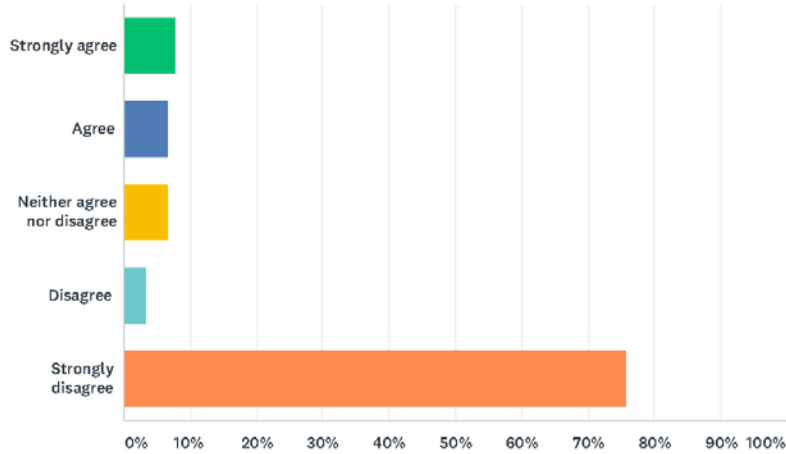


ANSWER CHOICES	RESPONSES	
Strongly agree	9.54%	72
Agree	82.25%	621
Neither agree nor disagree	5.43%	41
Disagree	2.12%	16
Strongly disagree	1.19%	9
Total Respondents: 755		

APPENDIX II: Online Survey of Recommendations (cont.)

Q8 Replace existing single-space meters in surface parking lots with multi-space payment kiosks that allow for multiple forms of payment, including credit and debit cards.

Answered: 758 Skipped: 1

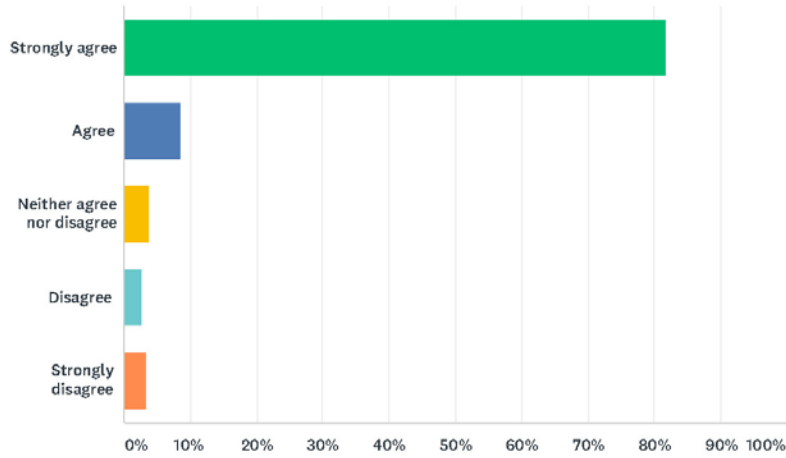


ANSWER CHOICES	RESPONSES	
Strongly agree	7.78%	59
Agree	6.60%	50
Neither agree nor disagree	6.73%	51
Disagree	3.30%	25
Strongly disagree	75.73%	574
Total Respondents: 758		

APPENDIX II: Online Survey of Recommendations (cont.)

Q9 Eliminate the use of Neighborhood Parking Permits for free parking in metered spaces to prevent long-term storage of vehicles on-street and to free-up the meters for use by short-term retail, restaurant, church, and other business patrons.

Answered: 750 Skipped: 9

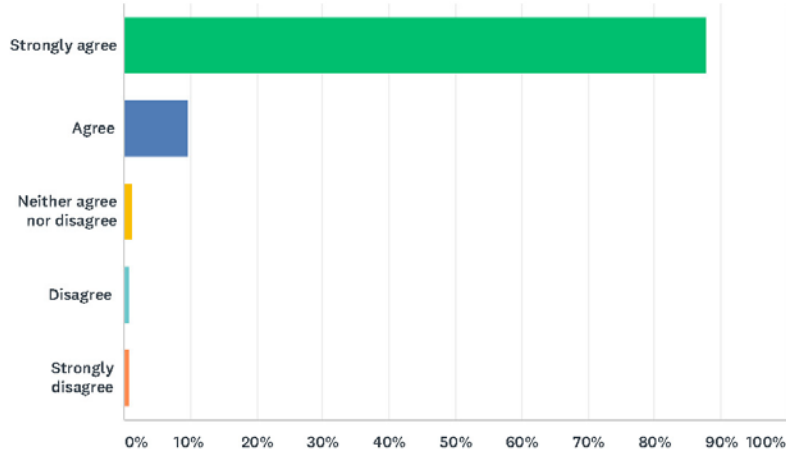


ANSWER CHOICES	RESPONSES
Strongly agree	81.73% 613
Agree	8.67% 65
Neither agree nor disagree	3.87% 29
Disagree	2.80% 21
Strongly disagree	3.33% 25
Total Respondents: 750	

APPENDIX II: Online Survey of Recommendations (cont.)

Q10 Coordinate with Monroe County, Indiana University and other large land owners on parking issues, including promoting shared parking arrangements between entities.

Answered: 756 Skipped: 3

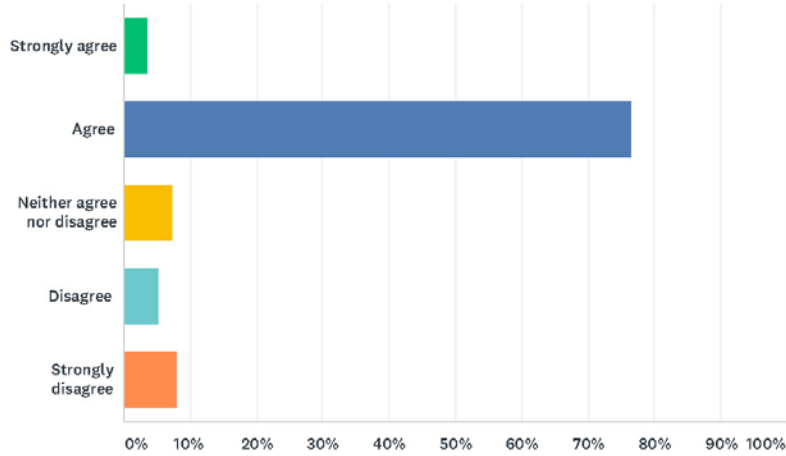


ANSWER CHOICES	RESPONSES	
Strongly agree	87.83%	664
Agree	9.52%	72
Neither agree nor disagree	1.19%	9
Disagree	0.79%	6
Strongly disagree	0.79%	6
Total Respondents: 756		

APPENDIX II: Online Survey of Recommendations (cont.)

Q11 In order to address the parking needs of the churches in downtown, make it illegal for vehicles to park in on-street spaces on certain blocks from 1AM-5AM on Sunday mornings.

Answered: 752 Skipped: 7

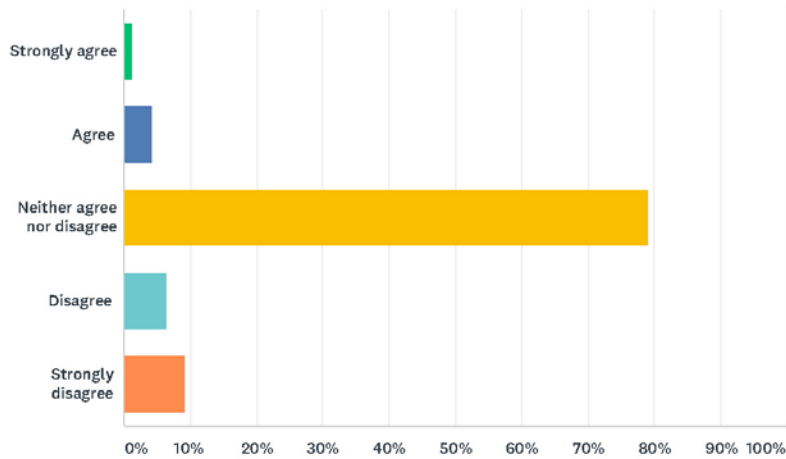


ANSWER CHOICES	RESPONSES	
Strongly agree	3.46%	26
Agree	76.60%	576
Neither agree nor disagree	7.31%	55
Disagree	5.19%	39
Strongly disagree	7.98%	60
Total Respondents: 752		

APPENDIX II: Online Survey of Recommendations (cont.)

Q12 In order to address the parking needs of the churches in downtown, make it illegal for vehicles to park in Lot 1 (Dunn St. and E. 4th Street - Restaurant Row area), Lot 3 (E. 4th St. and Washington St. - behind Buskirk-Chumley Theater), or Lot 5 (E. 6th St. and Lincoln St. - across from the Monroe County Public Library) from 1AM-5AM on Sunday mornings.

Answered: 751 Skipped: 8

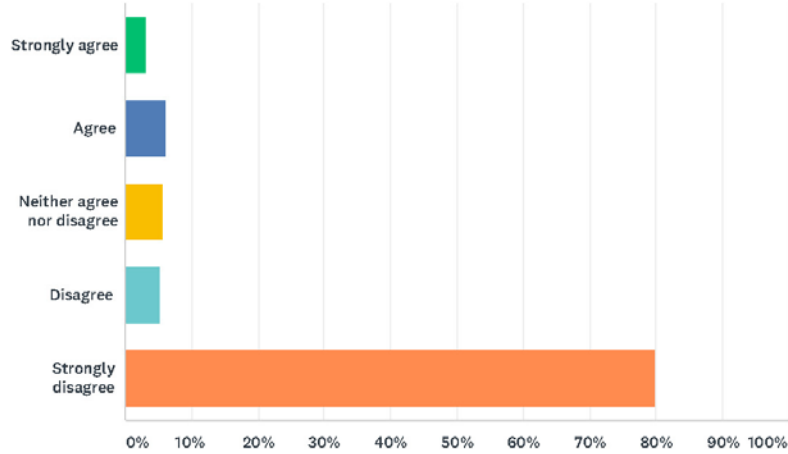


ANSWER CHOICES	RESPONSES
Strongly agree	1.20% 9
Agree	4.13% 31
Neither agree nor disagree	79.09% 594
Disagree	6.52% 49
Strongly disagree	9.19% 69
Total Respondents: 751	

APPENDIX II: Online Survey of Recommendations (cont.)

Q13 In order to address the parking needs of the churches in downtown, provide free or reduced-rate parking to church patrons and volunteers in the Walnut Street Garage and 4th Street Garage, based on availability.

Answered: 754 Skipped: 5

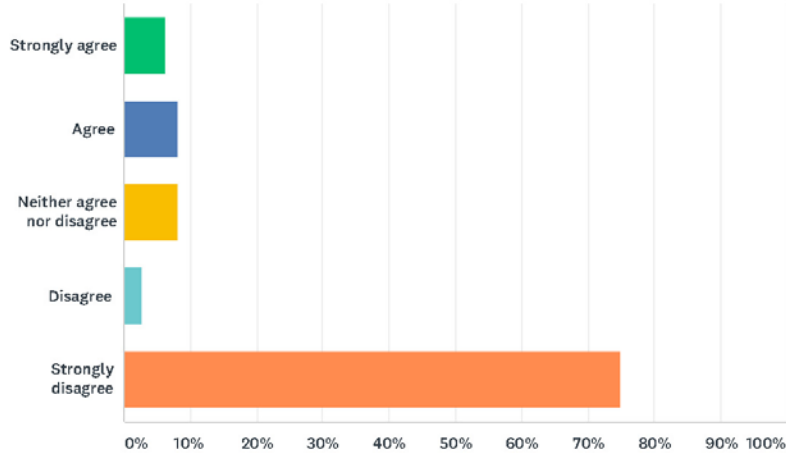


ANSWER CHOICES	RESPONSES	
Strongly agree	3.18%	24
Agree	6.10%	46
Neither agree nor disagree	5.70%	43
Disagree	5.17%	39
Strongly disagree	79.97%	603
Total Respondents: 754		

APPENDIX II: Online Survey of Recommendations (cont.)

Q14 Replace annual Visitor Permits with books of individual daily Visitor Permits to limit permit abuse in the Neighborhood Parking Zones.

Answered: 754 Skipped: 5

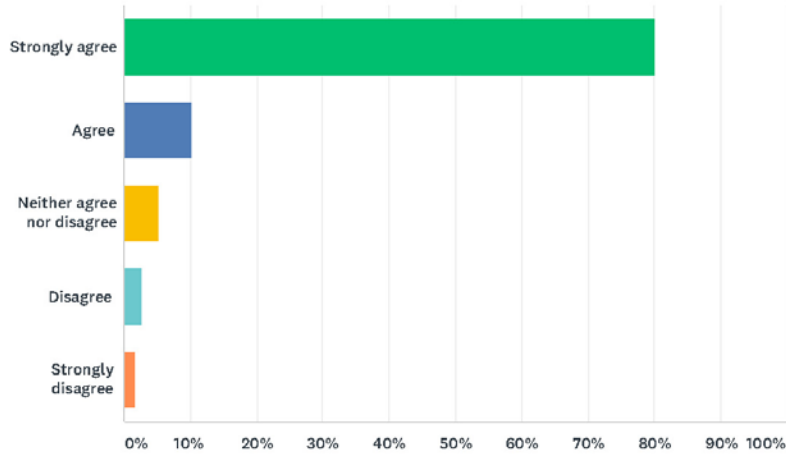


ANSWER CHOICES	RESPONSES	
Strongly agree	6.23%	47
Agree	8.22%	62
Neither agree nor disagree	8.09%	61
Disagree	2.79%	21
Strongly disagree	74.80%	564
Total Respondents: 754		

APPENDIX II: Online Survey of Recommendations (cont.)

Q15 Adjust parking garage permit rates to balance demand and cover operating costs.

Answered: 757 Skipped: 2

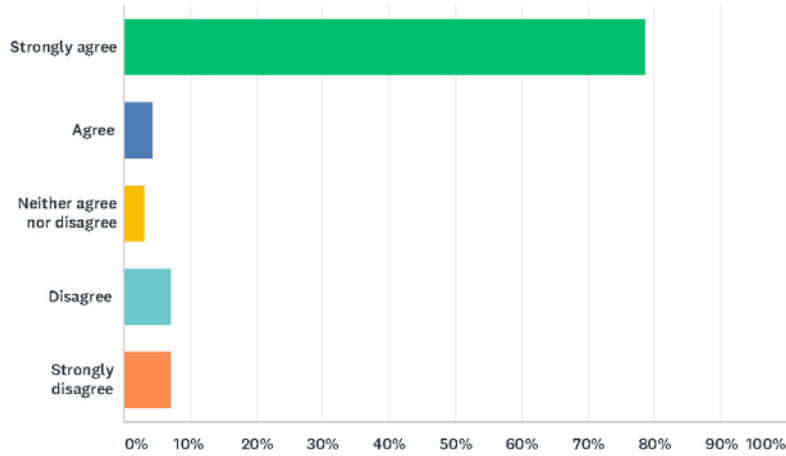


ANSWER CHOICES	RESPONSES	
Strongly agree	80.18%	607
Agree	10.30%	78
Neither agree nor disagree	5.28%	40
Disagree	2.64%	20
Strongly disagree	1.72%	13
Total Respondents: 757		

APPENDIX II: Online Survey of Recommendations (cont.)

Q16 Adjust on-street meter rates in the highest-demand areas (e.g. around Courthouse Square, near the IU campus, etc.) to increase turnover and space availability.

Answered: 756 Skipped: 3

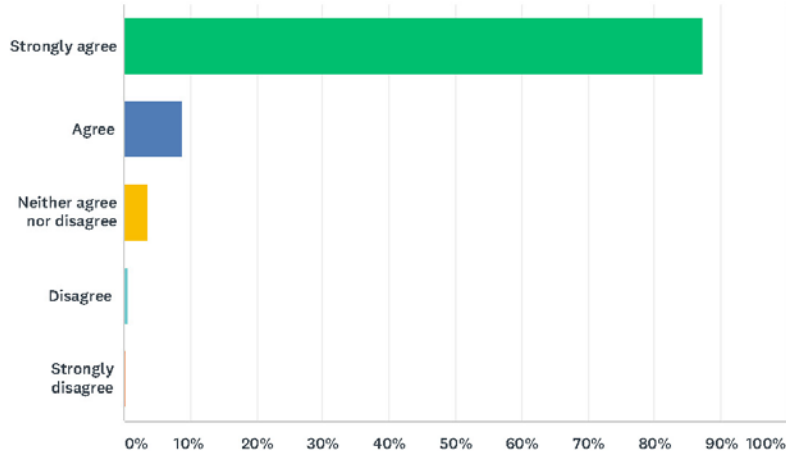


ANSWER CHOICES	RESPONSES	
Strongly agree	78.70%	595
Agree	4.50%	34
Neither agree nor disagree	3.04%	23
Disagree	7.01%	53
Strongly disagree	7.14%	54
Total Respondents: 756		

APPENDIX II: Online Survey of Recommendations (cont.)

Q17 Make it possible for parking permits to be purchased online.

Answered: 758 Skipped: 1

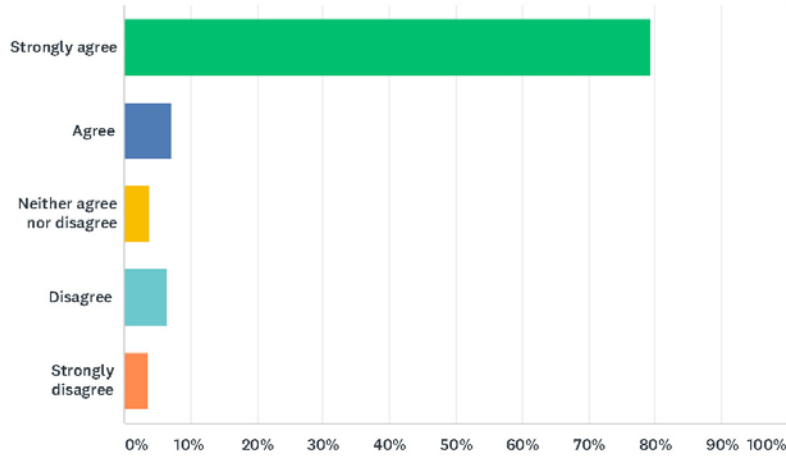


ANSWER CHOICES	RESPONSES	
Strongly agree	87.34%	662
Agree	8.71%	66
Neither agree nor disagree	3.56%	27
Disagree	0.53%	4
Strongly disagree	0.13%	1
Total Respondents: 758		

APPENDIX II: Online Survey of Recommendations (cont.)

Q18 Institute a policy of regular rate increases every few years to help the parking system remain self-sufficient as operating costs rise over time.

Answered: 752 Skipped: 7

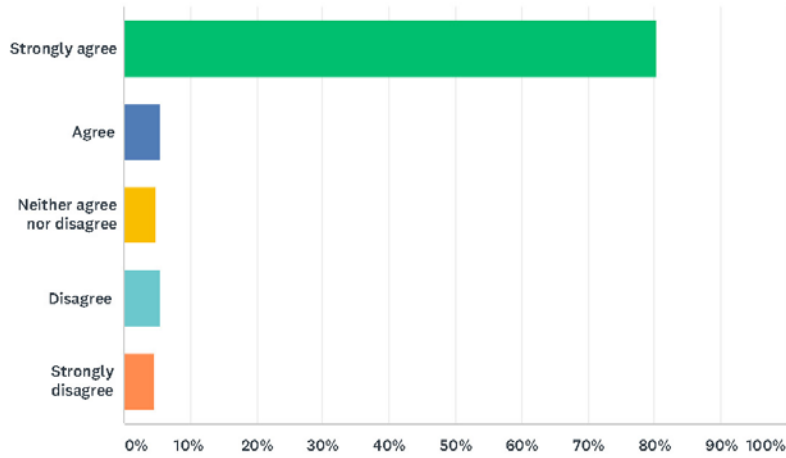


ANSWER CHOICES	RESPONSES	
Strongly agree	79.39%	597
Agree	7.18%	54
Neither agree nor disagree	3.86%	29
Disagree	6.38%	48
Strongly disagree	3.46%	26
Total Respondents: 752		

APPENDIX II: Online Survey of Recommendations (cont.)

Q19 Provide more bicycle parking and other infrastructure and amenities, such as showers and lockers, in the City's parking garages.

Answered: 755 Skipped: 4

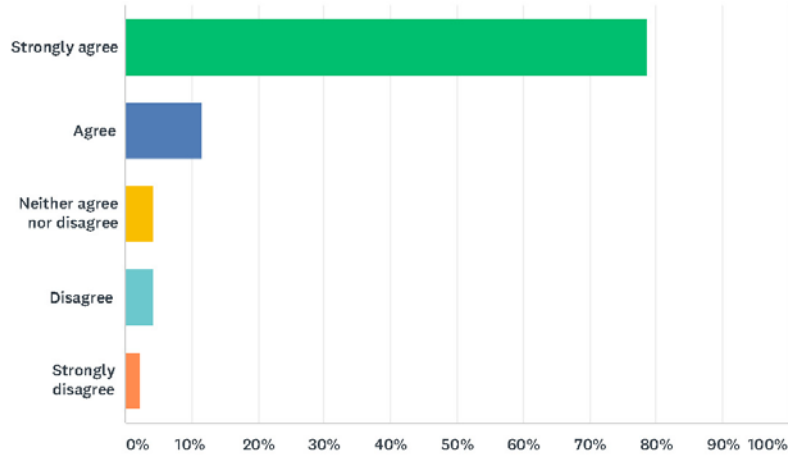


ANSWER CHOICES	RESPONSES	
Strongly agree	80.26%	606
Agree	5.43%	41
Neither agree nor disagree	4.77%	36
Disagree	5.43%	41
Strongly disagree	4.50%	34
Total Respondents: 755		

APPENDIX II: Online Survey of Recommendations (cont.)

Q20 Encourage carpooling by reserving the best, most convenient parking in off-street facilities for carpoolers.

Answered: 754 Skipped: 5

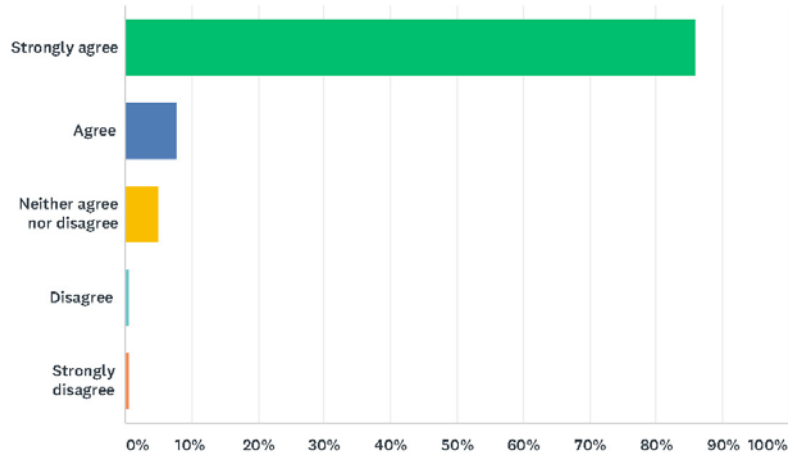


ANSWER CHOICES	RESPONSES	
Strongly agree	78.65%	593
Agree	11.54%	87
Neither agree nor disagree	4.11%	31
Disagree	4.11%	31
Strongly disagree	2.25%	17
Total Respondents: 754		

APPENDIX II: Online Survey of Recommendations (cont.)

Q21 Work with Bloomington Transit to increase the frequency of bus service, including providing service to and throughout downtown on Sundays.

Answered: 756 Skipped: 3

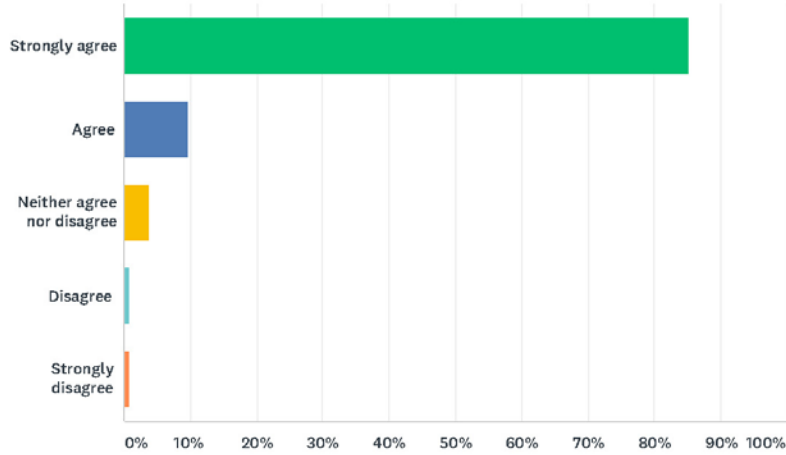


ANSWER CHOICES	RESPONSES	
Strongly agree	85.98%	650
Agree	7.67%	58
Neither agree nor disagree	5.03%	38
Disagree	0.66%	5
Strongly disagree	0.66%	5
Total Respondents: 756		

APPENDIX II: Online Survey of Recommendations (cont.)

Q22 Offer a downtown circulator bus that makes stops at various points of interest, as well as at City, County and University parking facilities.

Answered: 757 Skipped: 2



ANSWER CHOICES	RESPONSES	
Strongly agree	85.20%	645
Agree	9.64%	73
Neither agree nor disagree	3.70%	28
Disagree	0.79%	6
Strongly disagree	0.79%	6
Total Respondents: 757		