

**BLOOMINGTON DOWNTOWN PARKING
TASK FORCE
REPORT AND RECOMMENDATIONS**

PARKING TASK FORCE REPORT EXECUTIVE SUMMARY

Mayor John Fernandez outlined as goals for the Parking Task Force the retention and expansion of existing businesses, new business investment, retail development, and downtown housing.

Adequate parking is an important and integral part of the community's downtown strategy. To ensure success of the downtown, Bloomington needs convenient, reasonably priced parking. A coordinated parking and transportation policy will enhance the opportunity for success in retention, expansion, and attraction of downtown investment.

There is a long-standing community perception that downtown Bloomington has a serious parking problem. Demand has increased over the past several years as downtown Bloomington has become a center for government, finance, insurance, real estate and professional offices.

Mayor Fernandez convened the Parking Task Force to study the problem and seek a strategy for addressing solutions. The initial meeting was held March 14, 1996, where Mayor Fernandez outlined the purpose of the Task Force and outlined how the group would work toward a final report and recommendations for changes to the downtown parking infrastructure. Since then, Task Force members have volunteered considerable time and effort to this endeavor.

TASK FORCE GOALS

Promote parking as integral to downtown revitalization by:

- 1.) coordinating parking to enhance retention and expansion of businesses and
- 2.) coordinating parking with transit and traffic circulation.

Promote higher turnover of on-street parking by

- 1.) shortening time durations for some street parking spaces,
- 2.) intensifying enforcement.

Encourage greater use of off-street parking lots by

- 1.) making off-street spaces more attractive and easier to locate by signage,
- 2.) encouraging consolidation of small private lots for more efficient utilization.

Highlights of the Current Parking Situation

1. Current configurations of on-street spaces and parking lots are much less effective than they could be. Angle parking, for instance, creates 45-50% more spaces than parallel spaces.
2. Parking turnover is longer than it should be. Long-term parkers fill spots that should be available to short-term parkers such as retail patrons on the Courthouse square.
3. Parking lots are under-utilized. Many are private lots restricted for special purposes (e.g., employees, patrons of specific businesses, etc.), even during off-hours.

4. Current land use policies do not encourage cooperation between private landowners. Zoning policies should encourage shared parking.
5. Shortage of accessible parking for the disabled in the downtown area. (Less than 1% of spaces for 3.2% of eligible vehicles registered in Monroe County.)

RECOMMENDATIONS

A. Existing Inventory/Management Practices

1. Review existing configurations of parking lots.
2. Develop angle parking where appropriate.
3. New uniforms for Parking Enforcement staff to promote customer service image.
4. Improve signage to assist motorists in parking habits.
5. Informational Brochure to inform parkers of parking policies and lot locations.
6. Encourage shared parking policies between private landowners.
7. Decrease meter time to encourage turn-over of spaces.
8. Park and Ride programs to reduce traffic in the downtown area.
9. Downtown Trolley to reduce parking pressure and encourage pedestrian patronage of downtown businesses.
10. Increase fines to further discourage illegal parking.
11. Create intermediate "Purple Sticker" system to make better use of under-utilized reserved parking spaces.
12. Offer free Saturday parking to encourage patronage of downtown businesses.
13. Create "pedestrian-friendly" walking routes to enhance safety and convenience.
14. Increase Showers parking lot utilization by decreasing metered time intervals on N. Morton St.
15. Increase rate of government employee parking permits.
16. Add accessible parking in downtown area.

B. Parking Structures

Many goals could be accomplished by construction of more parking spaces convenient to downtown businesses.

1. **Existing spaces** could be best utilized by a sharing system where private businesses allow parking when their businesses are not open.
2. **Construction of new spaces** would be most economical by building vertically on existing structures. Financial burden could be shared by private and public interests. Structures should be aesthetically pleasing from street level and should include retail space.
3. **Priority Capital Projects** to include parking to serve the Monroe County Library and Monroe County government employees.

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I. Introduction

A. Task Force Purpose

Mayor Fernandez outlined as goals retention and expansion of existing businesses, new business investment, retail development, and more downtown housing.

The Task Force recognizes that adequate parking is an important and integral part of the community's downtown strategy. To ensure the success of the downtown, we need convenient, reasonably priced parking. A coordinated parking and transportation policy will enhance our opportunities for success in retention, expansion and attraction of downtown investment.

Our community has perceived a downtown parking problem for many years. Parking has been a primary concern of decision makers in considering many development proposals. The Mayor created this Task Force to develop a better understanding of our parking needs and to develop a strategy to address those needs to ensure downtown development plans will be successful.

B. Task Force Members

Norm Anderson	Greg Blum	Mike Carmin
Talisha Coppock	Natalie Cristoph	Jack Davis
Peter Dvorak	Dave Ferguson	Mayor John Fernandez
Jim Fielder	Tom Gallagher	Dave Gionet
Laura Haley	Dave Hamilton	Shirley & Russell Jackson
Doug Jones	Randy Lloyd	James McNamara
Jim Murphy	Pat Murphy	Glenda Murray
Jerry Neely	Michael Pollack	Doug Porter
Bob Richards	Tom Risen	Jim Shelton
Jim Sherman	Eric Stolberg	Bob Sullivan, Jr.
Tom Swafford	Brad Wetnight	

C. Task Force Activities

The Mayor's Downtown Parking Task Force convened its initial meeting March 14, 1996. The Mayor briefed the members about the purpose of the Task Force and outlined how the group would work toward a final report and recommendations for changes to the downtown parking infrastructure. During the last eleven months, the Task Force met on numerous occasions to consider policy issues affecting on-street parking, accessible parking, and future parking needs

based on projected development activity. This final report is a product of volunteer efforts by members of the Task Force. The City is grateful to all the Task Force members.

D. Expected Actions

The Task Force representatives will present the final report and recommendations to the Bloomington City Council. The Council will work with City, County and other relevant parties to initiate the recommendations and policy changes included within this report.

II. Existing Downtown Parking Inventory and Utilization

A. Downtown Parking Overview

Demand for parking in Bloomington's downtown increased in the past few years from new retail businesses, restaurants, apartment buildings, a new convention center and hotel. The Downtown has become more than a center for government, finance, insurance, real estate and professional offices. As residential opportunities and employment increase, demand for long-term parking increases. Long-term parkers require more space-hours and compete with short-term parkers for convenient low cost parking.

The Parking Task Force reviewed development impact, issues related to downtown parking, and the characteristics of parkers.

- A recent study indicated downtown visitors park on the street an average of 1.5 hours while the average time for off-street (parking lot) parking is 2.5 hours.
- Boundaries for the Parking Task Force Study were Rogers Street east to Indiana Avenue and 2nd Street north to 12th Street.

Task Force Goals:

1. Promote parking as integral to downtown revitalization:
 - a. coordinate parking to enhance retention and expansion of businesses;
 - b. coordinate parking with transit and traffic circulation;
2. Promote higher turnover of on-street parking:
 - a. shorten time durations for some parking spaces
 - b. intensify enforcement.

3. Encourage greater use of off-street parking lots:
 - a. make off-street spaces more attractive and easier to locate by signage;
 - b. encourage consolidation of small private lots for more efficient utilization.

B. Off-Street Parking

Municipal Parking Lots

The City operates 11 off-street parking facilities totaling 1,500 parking spaces. Lots are equipped with modern 12-hour digital meters. The hourly rate is 25 cents with the exception of Lot 1, which is 50 cents per hour. In compliance with the Americans With Disabilities Act, all coin-slots are 48" from the ground.

MUNICIPAL LOTS AND LOCATIONS

Lot 1	4th & Dunn	55 spaces	
Lot 2	7th & Walnut	41	6 reserved
Lot 3	4th & Washington	78	
Lot 4	300 E 4th	32	10 reserved
Lot 5	6th & Lincoln	51	16 reserved
Lot 6	3rd & Washington	19	
Lot 7	7th & College	302	156 reserved
Lot 8	6th & Morton	21	
Lot 9	4th & Walnut	386	85 reserved
Lot 10	300 S College	399	
Lot 11	400 N Morton	<u>116</u>	<u>10</u> reserved
		1500	283

Various parking programs exist in 10 of the Municipal Lots. Red Permits allow parking at metered spaces without feeding the meter. They cost \$85 per quarter or \$305 per year. ~~All~~ Reserved/Leased Permits are \$380 per year. Temporary Hang Tags are available for construction workers working in the downtown area.

In addition to permit parking the City also has a validation program for downtown merchants whose customers park in the 4th Street Parking Garage. This program could be used for employees of downtown businesses and government agencies.

The parking garage at 4th & Walnut is at capacity several days per week. Peak use is between 10:30 a.m. and 2:00 p.m.

Maximum demand for downtown on-street parking is between 10:00 a.m. and 4:00 p.m., Monday through Friday. More than 90% of on-street parking is occupied during these hours. Many of these spaces are used by downtown employees who move their vehicles at 2-hour intervals. When occupancy levels exceed 75%, vacant spaces are not conveniently available. Drivers searching for parking increase downtown traffic congestion.

Private Parking Lots

There are 300 privately operated parking lots offering more than 5,000 spaces. These facilities occupy 10 city blocks, are scattered, difficult to find and use, and are often restricted (for use by employees or patrons of specified businesses.) Indiana University's Poplar's Parking Garage at 6th & Dunn Street is also available for public parking.

On-Street Parking

2,100 on-street parking spaces exist downtown. Of these, 928 have time restrictions, 102 are designated for special uses (such as loading zones, private parking or public employee parking), 301 are unregulated and 16 are accessible. 829 spaces fall into the Residential Zone 4 neighborhood. Most of those 829 spaces require a residential permit.

On-street parking should provide convenient, short-term, high turnover parking for business patrons. We want to reduce the average duration of on-street parkers by consistent enforcement, making off-street parking more desirable for intermediate and long-term parkers. Duration should be shortest around the Courthouse and longest in the fringes of the business district.

III. Accessible Parking

At Mayor Fernandez's suggestion, the Council for Community Accessibility completed a survey and inventory of downtown on-street accessible parking in March of 1996. The Council defined the downtown as Rogers Street east to Indiana Avenue and Second Street north to Tenth Street. The Council prepared a map of existing and proposed accessible parking spaces included in this report as Appendix 5.

The Council's survey revealed several conclusions:

Of 3,500 downtown public parking spaces (2,100 on-street and 1,500 in city-owned parking lots), only 33 are designated accessible parking spaces, constituting less than 1% of public spaces in the downtown.

Several designated accessible parking spaces are not up to code.

The Bureau of Motor Vehicles reports that of 49,122 passenger vehicles registered in Monroe County in 1995, 1,572 have either handicap or Disabled Veteran plates. As a percentage, 3.2% of the vehicles registered in Monroe County are eligible to park in designated parking spaces.

Although the Americans with Disabilities Act does not require a percentage match for City services (such as accessible parking) the survey indicates the needs of those with disabilities may exceed the parking provided.

The goal of the Council for Community Accessibility is to increase on-street, accessible parking downtown. Four new accessible spaces have been designated near the City lot at East 6th and Lincoln Streets. However, as the map shows, there is a need for additional accessible parking on East 4th, 5th, and 6th Streets, on Walnut, Lincoln, and Grant Streets, and on Indiana Avenue.

The Parking Task Force affirms its support for additional accessible parking. We need signage to direct persons to accessible parking in garages and lots in addition to providing more on-street accessible parking.

IV. Public Transit Services

A. Existing Service

Bloomington Transit buses, BT Access vans, Indiana University Buses and Rural Transit vans connect families, commuters, students, seniors, and persons with disabilities to recreational activities, shopping centers, study halls, medical facilities, job sites and much more. Many of these locations are in and around downtown Bloomington.

Bloomington Transit operates a fixed route system with seven bus routes:

1. Routes Serving the Downtown Area

Route 1 - Willow Manor/Fee Lane BHS North serves Bloomington as a North/South connector of areas such as the Walnut Park Shopping Center, the YMCA, Willow Manor, both of Bloomington's high schools, areas of the IU campus such as the IMU, HPER building and the School of Business. Downtown destinations include Dunkirk Square, the Monroe County Library, and the Fourth and Washington Street BT Terminal. This route services about 1100 passengers on the average weekday.

Route 2 - Countryview/W. 11th serves Broadview, Thomson Consumer Electronics, the Monroe County Mental Health Center, Bloomington Hospital, Seminary Square, Downtown offices such as the Justice Building and Showers City Plaza as well as the Crestmont area. This Route serves an average of 600 passengers per weekday.

Route 3 - Heatherwood/College Mall, the most heavily used route on the system, serves as a main connection between the east and west side of Bloomington. Route 3 serves Walmart, Orchard Glen, Whitehall Plaza, West 3rd Street, and areas of the Indiana University Campus on Atwater and East 3rd Street, the College Mall and many large Apartment complexes. Downtown stops include Kirkwood Avenue, Monroe County Library, Fountain Square Mall, the Justice Building, and the Courthouse. This Route serves about 1400 passengers per weekday.

Route 4 - Bloomfield Road/High Street, serves areas such as Oakdale Square, Bloomfield Road, Bloomington Hospital, the Optometry School, as well as Childs School and the Winslow Sports Complex. Downtown destinations include, Dunkirk Square, the Monroe County Library, the Courthouse, and the Bloomington Hospital. Route 4 serves about 250 passengers per weekday.

2. Crosstown Routes (no direct service to Downtown Area)

Route 5 is a special request route that was constructed to service persons living at Willow Manor. This route runs one round trip, three days a week from Willow Manor directly to Eastland Plaza and the College Mall.

Route 6 was designed to provide service to students on the Indiana University Campus. This route travels primarily on East 10th Street. Route 6 serves Brownstone Apartments, Meadow Park Apartments, Fountain Park Apartments, Eigenmann Hall, the IU Main Library, HPER building, School of Business, Psychology and Geology Buildings. The most productive route in the BT system, this route serves about 1200 riders per weekday.

Route 7 is BT's first Park and Ride Shuttle route. This route helps integrate the City's neighborhood parking restriction program by providing commuters living on the south side of the City a park and ride option to the IU campus. Route 7 operates every 12 minutes during weekdays between the Carlisle and Bryan Park parking lots off Woodlawn Avenue to the 3rd Street side of campus accessing buildings such as the School of Music and Jordan Hall. About 400 riders a day use this route.

Surveys of Bloomington Transit passengers and information from IU Campus Bus and Monroe County Rural Transit indicate that local buses drop off 1,500 people a day downtown.

The parking space implications of these transit passengers are significant when translated to 1,500 single occupancy vehicles.

A recent study of the economic impact of the Bloomington Transit system estimates that citywide, the BT system saves the construction of 820 parking spaces at a cost to build of \$4.1 to \$16.7 million.

B. Immediate Options

The Parking Task Force suggests the following strategies, which require limited capital and operating investment. These suggestions are offered as part of what should be a comprehensive series of measures to relieve parking congestion in Bloomington's downtown.

It would be a mistake to imitate other cities that have simply spent money on surface parking facilities, only to find that their downtowns have been transformed into a sea of empty parking lots. Managing parking demand will make the most of current facilities and save real estate for more productive use.

1. Park and Ride Shuttles

Park and Ride systems are popular because users have the control and freedom of their automobile without the hassle of finding parking in congested areas. Effective optional Park and Ride shuttle services operate within a close (one-mile) radius from the eventual destination (in this case, downtown Bloomington), serve parking lots large enough to recover operating costs from fares, maintain frequent headways between buses or vans, and offer a "safety valve" for people concerned about being separated from their auto during the day if they feel they urgently need it. Park and Rides are more effective with commuters and are not meant for shopping or other quick discretionary trips.

~~Groups that show potential for park and ride services are employees of Monroe County or the Monroe County Library, both large employers with few options for providing employer sponsored parking.~~

The Task Force suggests investigation of surface lots available for this purpose. Areas west of College Avenue have the most potential because the presence of the University causes high property values to the north, east and south of the core downtown.

2. Trolley Service

Rubber-tire theme trolley service is a popular option in some communities. To be an effective parking demand management tool, however, this service needs to have a specific purpose.

- a. Theme Trolleys can be an effective approach to seasonal parking congestion, transporting passengers from prime shopping areas to parking lots on weekend nights, during festivals, conventions and on IU game days.
- b. Lunch Time Trolleys offer easy access to restaurants and shops around downtown, encouraging employees of downtown organizations to go out during lunch without relocating their cars.
- c. Trolley Service can be used with regular park and ride service as a connection to satellite parking areas, helping to market the service by their visibility.

3. Car/Van Pool Options

Car/Van Pool options have been used successfully in other cities. One affordable way to introduce car pooling to employees is for employers who provide parking to offer preferential parking for those participating in carpools. Another method is to offer company sponsored van pools. In company sponsored van pools, companies provide vans to employees who pick up other employees on their way to work. The employer is credited for zoning purposes as having provided the equivalent number of spaces.

4. Promotion of Existing Transit Services

The following suggestions could be put into place almost immediately with a little cooperative marketing.

- a. Flexible Start and End Times Employers allowing flexible start and end times for employees could enable a larger percentage of their employees to use existing fixed route transit to commute to and from work. While fixed route service cannot get everyone to work at the exact same time, the possibilities greatly increase when employees are permitted to begin work at more flexible times.
- b. Shop and Ride Shop and Ride programs offer benefits to shoppers and vendors alike. In shop and ride programs, vendors can offer coupons to shoppers for a free transit ride to return

home after making a purchase. The coupons are provided at a discount to the shops by the transit system. Encouraging commuting by means other than private auto makes good sense for local business. Total annual retail and other sales associated with persons riding Bloomington Transit currently amounts to about \$4.7 million.

C. Future Options: Transit/Pedestrian Oriented Development

Nothing the community does in the next few years will be more important to the continued development of Bloomington's downtown than taking steps to increase the percentage of transit and pedestrian oriented development. Nothing will contribute to the decline of the area more than new buildings with large setbacks and surface parking lots in front of the buildings.

The key to Downtown's success will be coordinating accommodations for automobiles with an aesthetic that puts a premium on pedestrian movement and transit accessibility. Closing streets to automobiles might not work, but providing parking behind and to the side of stores will. Providing shade trees, park benches, cross walks, walk signals (with short wait times for pedestrians), and clearly marked bus stops also works. We also encourage adding street vendors, security measures and installing awnings on storefronts and islands along wide streets. Many of these things are already in place in Bloomington's downtown. More are needed.

Bloomington should welcome Downtown visitors with safe, accessible, aesthetically pleasing pedestrian ways.

V. Parking Enforcement

A. Municipal Parking Enforcement Overview

Enforcement is a difficult aspect of parking operations. Parking is enforced Downtown by City Ordinance. (Title 15, Bloomington Municipal Code) City parking ordinances are enforced by trained personnel who strive to be polite, firm, fair and consistent. Bloomington uses an enforcement program with reasonable parking time limits based on objective survey research.

Bloomington's Parking Enforcement procedures closely follow Main Street USA's recommendations for an efficient enforcement program. The enforcement staff consists of a supervisor and six enforcement officers. The Downtown is divided into various beats patrolled on a 2-hour cycle. Officers record each license plate on the block during the first round. After two hours, the officer again walks the beat and any vehicle remaining from the first round is issued a ticket. Enforcement officers are qualified to administer CPR, and are information sources for visitors to the Downtown.

Fines for parking tickets increase over time. When issued, the fine is \$6 and remains \$6 for three business days. On the 4th day, the fine increases to \$12. If the citation remains unpaid after 30 days, the fine increases to a maximum of \$18. Mailers are sent to the registered owner of the vehicle after 30 days as a reminder of the unpaid ticket. Ticket appeals may be made within 3 business days after receiving a ticket and are heard by the City Clerk.

Hours of enforcement are 8:00 a.m. to 5:00 p.m. Monday through Friday. City lots are enforced 8:00 a.m. to 5:00 p.m. Monday through Saturday per Ordinance. Signs at the entrance to each parking lot display the parking rates and enforcement hours. The hours of enforcement are displayed on each meter. Brochures are also available which explain the Downtown parking restrictions and include a map of the Municipal Parking Lots.

B. Saturday Enforcement

Parking lots (not garages) are enforced on Saturdays, on-street parking time restrictions are not. This discourages people from using the lots, and encourages storage parking on the streets in front of the merchants!

We enforce parking lots from 9 a.m. to 3 p.m. on Saturday. 75-100 tickets are written on an average Saturday. In 1995, Parking Enforcement wrote 3,223 parking tickets in the municipal lots on Saturdays. Due to holidays and bad weather, they worked 41 Saturdays. Revenue translation:

- \$19,338 if paid at \$6
- \$38,676 if paid at \$12
- \$58,014 if paid at \$18.

(Source: 9-30-96 memo from Jack Davis to Mayor Fernandez)

A consistent enforcement policy would improve program clarity, increase visitor goodwill, and encourage Downtown residents to park in off-street facilities during weekends. We could promote this change as Free Weekend Parking Downtown.

C. Parking Fee Schedule

City Permits:

Reserved Spaces

Lots 2,4,5,7,9&11 = \$380 yr

(this works out to .19 per hour for 8 hour workdays!)

Red Permits

Annual \$305 (.15 per hour)

Quarterly \$85 (.16 per hour)

Parking revenue should support maintenance of garages and lots. The City should raise fees but not so much that facilities drop below 95-100% capacity. Our current garage fee is .25 per hour. Indiana University charges up to \$2 per hour at its Atwater garage (in 1997). It appears the market could support an increase.

D. Reserved spaces

Jack Davis noted that reserved spaces often sit empty because persons with reserved stickers do not need the space or a landlord who does not yet need the space has reserved it. Perception drives this under-utilization. CFC reported that some tenants/employers require reserved spaces even though actual usage by the employees is far less than the spaces reserved. The Task Force recommends a system where unused reserved spaces could temporarily be designated as available for hourly parkers, and also where a company with many employees (or a landlord with numerous tenants) could purchase an intermediate (purple) sticker, good only for purple designated spaces, allowing the employer to distribute more permits than spaces. The (flexible) purple sticker system will satisfy employee/tenant demand (and perception) of reserved spaces while increasing usage of reserved spaces.

Reserved spaces should be those spaces perceived as less desirable, along with a 2 sticker system (one on bumper, one on mirror) that prevents a reserved user from utilizing a regular hourly space without paying the regular hourly rate.

Charges at different lots could be modified to adjust usage (for example, the Dunkirk lot is 50 cents per hour, and no permit parking is allowed.)

VI. Comparative Cost Analysis for Parking Facilities Development

A. Surface Parking Cost Per space (per hour of an 8-hour work day)

	Cost of Land (20-year Amortization)	Cost of Paving, Striping, Landscaping (10-year amortization)	Lost Tax Revenue	Total
Low	.35	.06	.18	.59
High	.58	.06	.35	.99

B. Parking Garage Cost Per space (built on existing city lot)

(Compare this to the cost of adding a floor to an existing parking lot:)

	Cost of Land	Cost of Construction	Lost Tax Revenue	Total
Low	None (owned)	.46	None (owned)	.46
High	None (owned)	.60	None (owned)	.60

C. 2-Story Parking Garage

	Cost of Land	Cost of Construction	Lost Tax Revenue	Total
Low	.17	.46	.09	.72
High	.29	.60	.17	1.06

3-Story Parking Garage

	Cost of Land	Cost of Construction	Lost Tax Revenue	Total
Low	.12	.46	.06	.64
High	.19	.60	.12	.81

4-Story Parking Garage

	Cost of Land	Cost of Construction	Lost Tax Revenue	Total
Low	.09	.46	.05	.59
High	.15	.60	.09	.84

5-Story Parking Garage (built on newly purchased land per space)

	Cost of Land (Divided by 5 floors)	Cost of Construction	Lost Tax Revenue	Total
Low	.07	.46	.036	.57
High	.116	.60	.07	.79

6-Story Parking Garage

	Cost of Land	Cost of Construction	Lost Tax Revenue	Total
Low	.06	.46	.03	.54
High	.10	.60	.06	.76

7-Story Parking Garage

	Cost of Land	Cost of Construction	Lost Tax Revenue	Total
Low	.05	.46	.03	.54
High	.09	.60	.15	.74

VII. Future Development: Anticipated Demand for Downtown Parking

Downtown development which will increase the demand for parking downtown:

- ◆ Monroe Co. Library
- ◆ Carmichael Hall - IU (Kirkwood/Indiana)
- ◆ Showers Complex
- ◆ Morton between 4th and 6th
- ◆ Indiana Theatre
- ◆ Pinnacle Properties, North Walnut
- ◆ North Washington St. (Register, Cantolwax, Berman apts, Monroe County Historical Society Museum expansion)

VIII. Task Force Recommendations

A. Management Practices: Existing Inventory

1. Configurations

The City should review existing configurations of current lots and garages to determine if more efficient configurations exist (6th and Lincoln, for example, has wide driveway area between cars.)

2. Angle Parking

Angle parking provides 45-50% more spaces than parallel parking. Angle parking already exists on all sides of the Courthouse square (on the inside), and on the north and south sides of the square (on the outside.) Additional angle parking downtown would serve the dual purpose of adding more parking and slowing down traffic downtown which would make the streets more pedestrian-friendly. Kirkwood is an excellent candidate for angle parking.

3. Image

Parking staff uniforms look like police uniforms. Instead we could use a green/khaki color scheme (Tree City).

4. Signage

Our signs should direct visitors to public parking.

On-street parking signs should say "Customer Parking, Only." Public parking lots and garages should prominently display signs listing the name and locations of vendors that validate parking slips.

5. Tickets/Educational Literature

Parking Enforcement Officers could distribute brochures to educate the violators. Downtown shoppers might qualify for credits against their citations with proof of purchase above a certain dollar amount.

6. Shared parking

The Pflum, Klausmeier report of 1973 indicated we needed to reduce private ownership of parking. This recommendation remains valid. Policies and zoning should be revised to encourage shared parking by private sector landowners. For example, revise zoning in near-downtown so the private sector can lease space to other parties.

7. 1 hour vs. 2 hour vs. 30 minute

The City needs to review further the existing two-hour parking zones. The Task Force believes that some of the spaces could be limited to thirty-minutes to increase turnover.

8. Park & Ride

The Bryan Park and the IU Football Stadium programs are good examples of the benefits of Park and Ride Program. The driver of the car knows where he or she will park and there is less traffic congestion on campus making it is safer for pedestrians. On Tuesday, November 5th at 11:00 am there were 634 cars in the west lot of the football stadium and 562 cars south of Assembly Hall (1,200 total!) The Task Force encourages more Park and Ride.

Under utilized parking lots have Park and Ride potential. The Convention Center overflow parking lot is needed for large functions approximately 20 times per year. The Task Force suggests that Monroe County Courthouse employees park in the County owned overflow lot and car pool or walk to the Courthouse. Ride areas need to be near the end destination because people will not use the lot if it is from a remote destination.

9. Trolley

A Downtown Trolley provides another possible means of increasing the number of Downtown commercial patrons, encouraging pedestrian traffic, and reducing parking congestion. A Downtown Trolley would make frequent stops on a short route including Kirkwood, the Courthouse Square, and off street parking facilities. A trolley also enhances the charm of a downtown center.

The cost of purchasing a trolley is approximately \$100,000. The operating cost including labor, insurance, promotion, maintenance, fuel, signage, and storage, is between \$35 and \$40 an hour minimum. 20 hours per week at \$40 per hour multiplied by 52

weeks is \$41,600 per year. Bloomington Transit could operate the trolley. According to Dave Gionet from Bloomington Transit, buying and operating the equipment is the easy part. Designing a service that people will use and finding a way to pay for it is the hard part.

Advertising on the trolley and at trolley stops, fares, and privately chartered parties are revenue sources. Bloomington Transit charges \$100 per month per exterior sign.

10. Fines

Parking violation fines currently begin at \$6. This is too low for near-campus locations (for example: across from the Law School.) One ticket every 2 hours means the cost of parking on the street is only \$3 per hour. Some IU garages are \$2 per hour. In near-campus locations, this differential is too low to discourage illegal parking.

11. Purple Stickers

The Task Force recommends an intermediate sticker program as a sub-set of the Reserved Parking Program. While many parking patrons demand reserved spaces (some tenants require this as a condition of occupancy), the actual usage leaves our Reserved Spaces under utilized (4th Street Garage and Regester.) The Task Force recommends that some Reserved Spaces be designated Purple Permit spaces for a "hunt" system. Landlords and other purchasers of numerous Reserved Spaces could then judiciously oversell the spaces. During periods of tenant vacancies, the extra Reserved Spaces could temporarily be designated purple to allow others to use those spaces until the landlord has a new tenant. Purple Permit spaces will be first-come first-serve.

12. Saturday Enforcement

The Task Force recommends eliminating the current practice of enforcing parking fees in the surface lots on Saturday to create a Free Downtown Parking Policy on weekends. The Task Force recommends promoting the free parking to encourage more downtown visitors on weekends.

13. Walking Routes

If we are to encourage persons to walk from remote parking facilities, the routes from those facilities to pedestrian destinations must be pedestrian-friendly and safe. The sidewalks must be in good repair, the streets narrow enough to safely cross in the time allotted by the stop-light, and the speed of on-coming traffic appropriately reduced to a speed consistent with the presence of

pedestrian traffic. The Task Force notes the major downtown streets (Walnut and College) have traffic lights timed to the benefit of motor traffic, not pedestrians. People will not walk to work if they feel it is unsafe (inadequate time to cross three lanes of high-speed traffic) or involves unnecessary delay (waiting more than one minute at an intersection for a "walk" light.)

Talisha Coppock of the Commission for Bloomington Downtown reports that 50-100 people are walking from the Marriott Hotel to restaurants in the vicinity of the Courthouse Square each weekend. The Task Force noted that crossing 3rd Street north of the hotel/convention center is not as comfortable for a pedestrian as desired. These major pedestrian routes need to be accessible, safe (well-lit) and user-friendly. The Task Force feels the streetscape also plays a role in encouraging pedestrian traffic. Without trees, awnings or building overhangs, our hot summer days can intimidate pedestrians.

Bicycle lanes and bicycle parking (racks/lockers) would encourage bicycle traffic, as well as slow motor traffic (bike lanes narrow the lane available for motor traffic, causing motorists to slow).

14. Parking on North Morton Street

The parking on North Morton Street near the Showers complex should be changed to two-hour parking (currently it is uncontrolled.) City employees are parking on the street, even though parking is available to them in the Green Showers lot for \$2 per year. We need to obtain full utilization of this lot.

15. Yearly Permits

The yearly permit prices for City employees parking (Green Permits) and County employees (Blue Permits) must be raised. The current price of \$2 is less than the cost of providing the program. At that price, it probably costs more to keep track of the money than is generated by the program. The annual price of the employees' parking permits should be at least \$50 per year (\$1 per week), and probably \$100 (\$2 per week.) The Blue Permits are more limited in number, their proximity to the Justice Building makes them attractive. Blue permit prices could be higher than \$100 per year.

16. Accessible Parking

Add accessible parking to the areas designated. See the Council for Community Accessibility map, Appendix 5.

B. New Parking Structures

1. Public/Private Partnerships; Multi-Institutional Partnerships

We have 5,000 individually-owned parking spaces in the Downtown. Most private lots are not available for use by other people even when they are not being used by the owner. Many owners restrict access by towing unauthorized vehicles. Creating shared parking and eliminating individually owned parking lots should be a City goal. Our vision is that one parking space might be used during the day by business employees/customers, during the early evening by restaurant patrons, and late at night by night-club patrons or downtown residents.

The Task Force recommends eliminating the zoning requirement that businesses provide their own parking in the near-downtown and replacing it with a provision eliminating private parking lots as a legal use. This change can only be implemented if there is a commitment by the City to provide adequate parking downtown. Parking facilities should be open to the public when not being used for the owner's business. We would like to see all current private surface lots open to the public when the owner's use is not open. We would like to stop private businesses towing cars from their lots when the business is not open. The practice of towing cars from businesses that aren't open (on evenings/weekends) does not promote Bloomington's image as a friendly city.

The Task Force sees two goals for new parking structures: that the public investment be leveraged to inspire more private development (thus more tax revenue, especially in the downtown TIF district) and that it not take valuable taxable real estate out of private hands. This latter concern is a weakness with the County proposal to purchase and develop the ST Semicon property for only governmental use.

2. Suggested Locations and Potential Partnerships for New Structures

Location	Potential Partners
6th and Lincoln:	Monroe County Library, Historical Museum, City, County, Monroe Co. Bank, Workingmen's, Washington Street Apartments,
7th and Walnut:	AT&T/Indiana Bell building employees, County, City, downtown merchants, Washington St. Apts, future development on N. Walnut, Town Cinema lot (7th and Walnut.)

4th and Washington: Indiana Theatre, Washington St. Apts, downtown/Kirkwood merchants, Mon. Co. Library, Historical Museum, City, County (Courthouse), Workingmen's, Bltn. Transit station, Methodist church.

4th and Dunn: IU, Carmichael Hall, Dunn Kirk merchants

Gentry/Morton St. between 4th and 5th: City (Showers bldg), County (Justice Bldg, Courthouse), downtown merchants, future development.

Regester (additional floors): County (Justice bldg, Health bldg, Courthouse), City (Showers), downtown merchants and Graham Plaza tenants/CFC.

Citizen's Bank property: Citizen's Bank, Indiana Theatre, downtown merchants, future development on S. Washington, Post Office lot or old City building.

7th St., between Washington and Lincoln: (Church, Workingmens and Campus Cleaner's lot: Church, Workingmen's, Cleaners, AT&T, Washington St. apts, downtown merchants, Mon. Co. Library, Historical Museum.

3. Design Issues

The Task Force reviewed designs from other cities and believes that parking structures can provide positive aesthetic effects downtown, if designed with that in mind. Attached as an exhibit are several of the designs reviewed by the Task Force (Appendix 6). We envision a design competition for any new structure.

The Task Force believes any new structure should be considerate of the streetscape from the pedestrian's view. Therefore, designs should incorporate multi-use factors such as retail and pedestrian-friendly street front. The attached design examples exhibit these qualities.

4. Priority Projects

- A. Monroe County Public Library Parking Expansion
- B. Monroe County Employee Parking (Additional floors to Register Garage would provide most accessible spaces for all County buildings.)

Appendix 1: Notes from Monroe County Library Parking Study

Library parking:

Demand (from Walker Study done by Library):

9am	10	11	12	1pm	2	3	4	5	6	7	8	9
74	169	167	240	288	291	295	277	272	279	330	287	48

The numbers include patrons, employees, volunteers and meeting room users.

Suggested locations for additional parking structure::

4th and Washington lot (Re-sign card utilize alley or go over Lincoln Street.)

Monroe Co. Bank lot

6th and Lincoln (with bigger footprint than currently exists)
currently 51 spaces, of those, 15 reserved.

6th & Lincoln Lot:

Average Occupancy (8 hr day)

$35 \text{ meter} = 95\% (x .25 \text{ per hour} =) .96 x .24 x 8 \text{ hrs} = \1.92

$16 \text{ leased} = 54\% (x .17 \text{ per hour} =) 100\% x .17 x 8 = 1.36$

At the current disparity in pricing (.25 per hour for daily vs. .17 per hour for lease), when space could be used 68% of 8 hour day by daily parker, more profit to be daily.

Appendix 2: Notes from 8/21/96 Downtown Merchants Meeting

Educate to all downtown employers and employees about the value of on-street parking to retailers.

Use the validation program not just for customers, but also employees (it is especially cheap for part-time employees! .25 per hour!')

A coordinated sign system is needed to show people where the parking is located and tie in to traffic flows.

A sign at the parking garage indicating which merchants validate parking tickets is needed.

A friendly map of parking facilities and rules is needed. Preferably a business card size map available on business counters.

Promote positive side of downtown parking. Coupons for free parking. Free car washes or services at parking facilities. Reward people for parking in lots. Promotion with gas station for 5 gallons of free gas. Attendant trained as customer service representative loaner umbrellas, ice scrapers with logo, package handling. Create new attitude about parking through wide variety of convenient services offered at reasonable prices.

Construction parking needs to be reviewed. A construction permit for all day parking on the street is only \$1. Perhaps the construction parking could be on side streets as opposed to around the Square and Kirkwood which are heavy retail areas.

A shuttle service from off the square parking lots would be a way to minimize parking constraints.

Appendix 3: Council for Community Accessibility Handicapped Parking Survey, Summer 1996

Appendix 4: County Employee Survey and Downtown Delivery Businesses

County Employee Survey:

21 Red City permits

62 Blue City permits (allows parking on Morton, 8th St. @ \$2.00 per year.)
(Includes 5 St. Semicon parkers)

20 Big Red Liquors parking lot (County program) (\$20 per month.)

5 behind health building (County-owned spaces)

1 4th St. garage

86 On-street (2 are St. Semicon parkers)
(6 from Assessor's office admit to parking on Square/Courthouse.)
(14 others admit to parking on or near Square/Courthouse.)

1 doesn't drive

1 car-pooler

1 BPD lot

1 Airport Administration Bldg.

199 total responses out of 430 employees.

Appendix 5: Primary Factors Impacting Cost of Downtown Parking

A. Capital Expenses

Cost per space for a surface lot without land acquisition is \$1,234 per space (paved, striped, and landscaped.)

Example: Convention Center West Parking Lot, 1995.

Parking spaces:	209
Construction cost:	\$258,000
Cost per space:	\$1,234/hour (say \$1300 in 1997 for inflation, etc.)

Note: This was done under previous zoning ordinance. Landscaping requirements have since doubled, increasing cost.

Land Acquisition Costs:

Between \$600,000 - \$1,000,000 per acre downtown.

Each parking space requires 400 square feet if landscaping requirements of City are included, 300 sq. ft. if not (bare minimum.) 100 cars potential per acre, or 43 cars per quarter-block. 6th and Lincoln has a few more than that at 51, but doesn't meet current landscape standards. Parking space acquisition cost ranges from \$6,000 to \$10,000 per space.

Elevated Parking

Example: Fourth and Walnut Parking Garage, 1986:

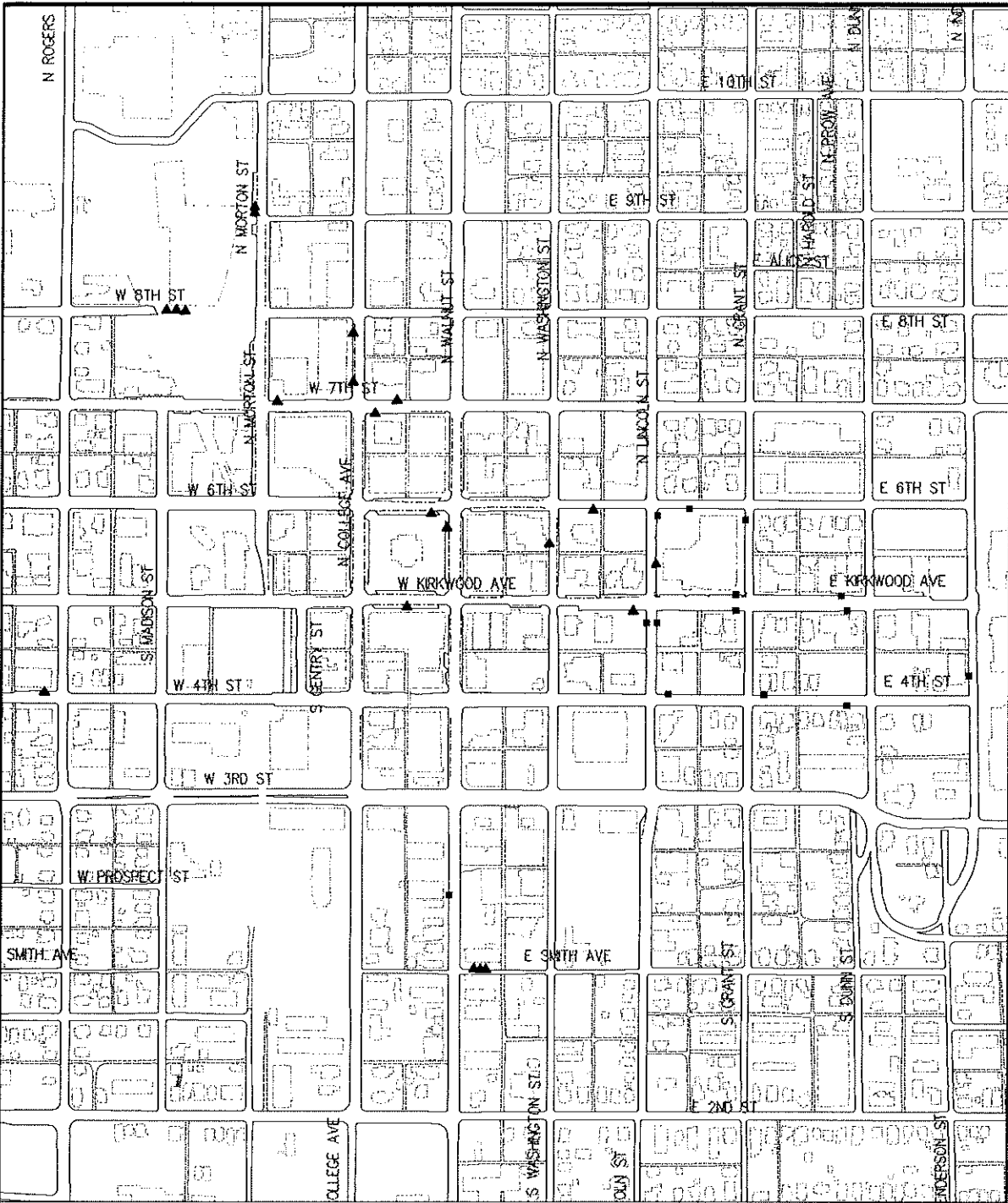
Construction cost:	\$2,100,000 (construction cost only; total bond issue was \$3.1 million which includes acquisition and demolition)
Parking spaces:	386
Cost per space:	\$5,440

This number would be higher today due to inflation. Let's use \$9,000.

\$9,000 financed at 9.5% over 20 years, monthly pmt. = \$83.89

$83.89/4.3=19.51/5=3.90/8=.49$

Capital costs per space per hour = .49 per hour.





City of Bloomington



Geographic
Information System



On-Street Handicapped
Parking Spaces

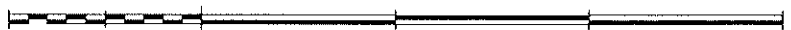
-  Existing Space
-  Designated Space Needed

Council for Community Accessibility

Handicapped Parking Survey, Summer 1996

Craig Brenner, Human Resources Department

Scale: 1" = 600'



August 20, 1996

ThparkLP

B. Maintenance and Operating Expenses

Example 1: Register (Lot 7) 1995

156 reserved spaces, 146 open (302 total)

Expenses:		Income:	
PSI	7,300	Meter	23,800
Maintenance	8,500		
Equip - Striper	340	Leased	56,177
	<hr/>		<hr/>
Total	\$16,140	Total	\$79,977

Operating expense per space per hour (for 8 hour day):
 (16,140/302=53.44 yr/12=4.45 mon/4.3=1.04 wk/5=.21 day/8=.026 hr)

Capital cost (for 8 hour day) (Per space per hour):
 Capital cost (annual bond payment) = \$180,530. \$180,530/302 = \$597.781 year/12 = \$49.81 month/4.3 = \$11.58 weeks/5 = \$2.31 day/8 = \$0.2896 hour.

Total expense per space per hour = \$0.5496
 Less Revenue: .13
 .42 per hour per space subsidy.

Example 2: 4th & Walnut (Lot 9) 1995

85 reserved spaces, 301 open (386 total)

Expenses:		Income:	
Staffing (1FT,2PT)	34,500	Parking Revenue	32,342
PSI	16,300	Leased	30,030
Water	200		
Maintenance	18,500		
Otis Elevator	4,600		
Telephone	600		
Mech Laundry	600		
Equip - Striper	340		
Security Fence	4,000		
Inspections/Fire	125		
Misc/Supplies	500		
Total	\$80,265	Total	\$ 62,372

(Staffing is high in this example: 1 employee does all lots but entire salary shown on lot 9)

Operating expense per space per hour (for 8 hour day)

$$\$80,265/386=207.94 \text{ yr}/12=17.33 \text{ mon}/4.3=4.03 \text{ wk}/5=.81 \text{ day}/8= .10 \text{ hr}$$

Capital cost (annual bond payment) is \$368,000 per year

Capital cost per space per hour:

$$\$368,000/386=953.37 \text{ yr}/12=79.45 \text{ month}/4.3=18.48 \text{ wk}/5=3.70 \text{ day}/8= .46 \text{ hr}$$

Total Cost (capital and operating) = \$0.56 space per hour.

4th & Walnut Garage Meters vs. Personnel at Booth

The argument for personnel at booth is security, but we only staff during day, not at night, and person in booth does not patrol garage, but stays in booth. If we had meters, we would have a person patrolling every hour ticketing expired meters.

Meter cost: \$550 for 2 double meters (2 headed)
\$275 for 1 single meters (1 head)

IU has 1 hour meters. A user can't put in more than 1 hour's fee but has to return to keep feeding, which promotes turnover of spaces!

The cost of maintaining meters should be reviewed.

C. Opportunity Cost

What is cost to City of loss of potential tax revenues from private land used for surface parking that could be developed to a greater density?

Taxes generated by higher density development:

Example 1

Building on square: gross annual tax revenue \$12,370. size of lot: 6,850 sf. potential of 17 spaces, lost revenue is approx. \$727 per space, per year.

Example 2

Proposed 3 story building on Morton St., anticipated annual tax revenue \$15,000, size of lot 8,712 square feet, potential of 22 spaces, lost revenue is \$680 per space, per year.

Example 3

2 story building on square: gross annual tax revenue \$ 9,285, size of lot: 8,976 square feet, potential of 22 spaces, lost revenue is \$422 per space, per year.

Example 4

2 story building on east side of square: gross annual tax revenue: \$2,653, size of lot: 2904 square feet, potential of 7.26 spaces, lost revenue is \$365 per space, per year.

Range of potential lost tax revenue: \$365 - \$727 annually per space.

$\$365/12=30.42$ month/ $4.3=7.07$ week/ $5=1.41$ day/ $8= .18$ per hour

$\$727/12=60.58$ month/ $4.3=14.09$ week/ $5=2.82$ day/ $8 = .35$ per hour

Appendix 6: Parking Garage Designs

