

PARKING STUDY

for the **Fountain Square Commercial Corridor**

Prepared for the **Southeast Neighborhood Development Corporation**

Summer 2010





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Preface

The focus of the Study is to determine the supply and demand of parking within the boundaries of the Fountain Square Commercial Corridor. The scope and funding for this study did not allow for a full-scale, detailed examination of parking usage patterns in Fountain Square. Instead, it is intended to be illustrative of the parking impacts based both on special events, as well as potential future development on the corridor.

SEND conducted the inventory of parking for this study, while DCI used several different sources and analytical techniques to determine parking demand. Sources included *Planning and Urban Design Standards* published by the American Planning Association, and *Shared Parking*, written by Mary S. Smith and published by the Urban Land Institute.

DCI used a shared parking analysis developed to analyze the availability of existing parking and to determine the adequacy, both current and future, of public parking in the Cultural District. Shared Parking is a strategy that allows for individual spaces to function for multiple uses occurring at differing times throughout the day. Analysis of parking based on Shared Parking ratios provides a higher degree of accuracy when compared to the more traditional approach of allocating individual spaces based on a specific parking ratio per property or use. This type of analysis is highly successful in mixed use, urban areas similar to Fountain Square. In order to determine usage patterns that were relevant for analysis, DCI used its own observations, methodology and analysis based on numerous field visits and knowledge of the Fountain Square corridor.



Summary of Findings

Parking Supply (Page 10)

- There are an estimated 2,353 parking spaces in the Fountain Square Corridor:
 - 1,641 Private Parking Spaces (70%)
 - 712 Public Parking Spaces (30%)
 - 133 Off-Street Spaces (19%)
 - 579 On-Street Spaces (81%)

Parking Demand (Pages 11-13)

- Over 640,000 square feet of building space generates parking demand for the corridor.
 - Retail is the largest building use (24%)
 - Office is the second largest use (17%)
 - 14% of available building space was estimated to be vacant at the time of this study.
- The time of day with the highest level of public parking demand is weekday evenings, following by weekday lunch periods.
- The “Square” corridor segment generates between 50-75% of all parking demand in a given day.
- At peak times of public parking demand, it is estimated that there are 189 available spaces throughout the corridor. The Square has an undersupply of 7 spaces during average weekday evenings.

Special Events (Pages 14-15)

- During special events (First Fridays), both the Square and Shelby corridor segments have an undersupply of parking, though the study area on the whole has an adequate parking supply.
- On special event nights, as many as five private lots provide an “informal” supply of 111 spaces near key activity centers.

Development Scenarios (Pages 16-19)

- The occupancy of the 94,000 square feet of vacant space will generate an additional demand for 70 - 90 public parking spaces, given an assumed percentage of new occupancy.
- A 10 year development scenario envisions 225,000 square feet of new development on 10 sites, including 233 residential units and 55,000 square feet of retail / restaurant space. Parking for all residential units were assumed to have their own dedicated spaces and do not contribute to future public parking demand.
- A combination of the demand from new development (and 100% occupancy) and the reduction of public parking areas for development results in a significant undersupply of public parking. The Square and Virginia Avenue segments will experience shortages throughout the day, while the Prospect and Shelby Street segments experience shortages primarily in the evening.
- The removal of the public parking lot at Morris and Shelby creates a net loss of 90 spaces, while new development gen

Event Scenario (Pages 18-19)

- Demand for public parking in the new event scenario (taking into consideration full occupancy and new development) exceed current supply by almost 300 spaces. This includes the extra supply of “informal” spaces provided through private lots.
- Anticipated overflow from future special events will leak 1-2 blocks into adjacent residential neighborhoods on all sides of the corridor.

Other Findings (Pages 20 - 27)

- While there is a sufficient existing supply of public parking spaces, the supply adjacent to most activity centers (near the Square) is dwindling, and could present a problem of “perception” in the near future - that there are not enough parking spaces in the corridor (as opposed to one single area).
- Current parking standards for commercial uses far exceed the observed needs of public parking, especially for retail. Considering virtually all retail in the study area are independently owned and have varying levels of customer attraction, it is possible that the current demand for public parking is overestimated by as much as 10-20% depending on the time of day.
- Current residential parking standards (1.5 spaces per unit) restrict the redevelopment of many small scale parcels throughout the study area.
- Parts of Shelby Street are noticeably absent of on-street parking.
- The Fountain Square intersection limits the provision of on-street spaces due to the need for turning lanes, particularly on Shelby Street.
- On-street parking is not well defined due to existing “hybrid” outer lanes, which switch between parking and drive lanes at any given time.

Recommendations

- Purchase underutilized parcels as future public parking lots to mitigate the anticipated loss of parking in the Morris / Shelby public parking lot due to development.
- Consider “market-based” parking standards, where parking needs for buildings and developments are left to developers subject to approval from SEND and/or the City.
- Consider reducing travel lanes on corridors to two, transforming outer lanes into permanent parking / bicycle lanes.
- Prepare more formal agreements with property owners to create “shared” parking lots, especially in areas close to the Square itself.
- Plan for more and larger signage that guides visitors to public parking.
- Generally, better define available parking areas, including on and off street public parking, and private lots that can be used for parking during the evening and special events.



1.0 Overview

This Study analyzes current and future parking demand within the *Fountain Square Commercial Corridor* in Indianapolis, Indiana. The study was completed by Development Concepts, Inc. (DCI) for the Southeast Neighborhood Development Corporation (SEND).

This study seeks to provide analysis and findings related to the following topics:

- The existing parking *supply* for the study area, including public vs. private spaces.
- A calculation of Existing parking *demand* for the study area.
- A determination of the demand for public parking spaces during special events, such as First Fridays.
- Adjusted parking demand given certain future development scenarios, including future demand for special events.
- Recommendations for management of public parking given supply, demand and future scenario analyses.

1.1 Geographies

The Study Area for this report centers on Fountain Square, which comprises the intersection of Virginia Avenue, Shelby Street, and Prospect Street and includes segments of these three streets radiating for this intersection (see Figure 1.1). For purposes of analysis, the Study Area was divided into four segments: (1) *Virginia Avenue*; (2) *Shelby Street*; (3) *Prospect Street*; and (4) *The Square*. These segments represent distinct areas of activity and land use within the larger study area. These segments are broken down further into individual blocks groups, which are used to inventory land uses and existing parking spaces. *Figure 1.2* illustrates the four segments, while *Figure 1.3* illustrates Block Groups.

The Study Area is contiguous with several other planning related boundaries. These include the Local Initiatives Support Corporation's (LISC) FOCUS Corridor (Fostering Commercial Urban Strategies), a commercial retail improvement program, the Fountain Square Cultural District, a City of Indianapolis sponsored program to develop arts & cultural related uses, and the Fountain Square Main Street Program, a locally implemented version of the National Main Street Program's Four-point approach to improvement and revitalization.

1.2 Methodology

Existing and future parking demands was determined using a shared parking analysis, which is effective for urban areas with a large inventory of public spaces used by different users throughout a given day. This produces a more accurate estimate of parking demands throughout the day, as opposed to assigning a specific parking ratio per property or use. For example, while an office demands parking during weekdays, a bar demands parking primarily in the evening and weekends. These two uses could "share" parking without significant overlap.

Initially, an inventory of existing parking spaces and land / building uses was conducted in the Study Area. Parking standards based on the City of Indianapolis Zoning Ordinance and parking ratios recommended by the American Planning Association were then applied to these land uses. A summary of the square footage of all building uses in the study area is found in Figure 2.1. These ratios were used to determine *Total Demand*, or the total number of spaces required if there were demand for all uses at all times. The Total Parking Demand is then calibrated twice. The first change is *Adjusted Demand*, which takes available private or restriction parking spaces into consideration. The Adjusted Demand is the demand for parking beyond



Figure 1.1: Study Area - Fountain Square Commercial Corridor.

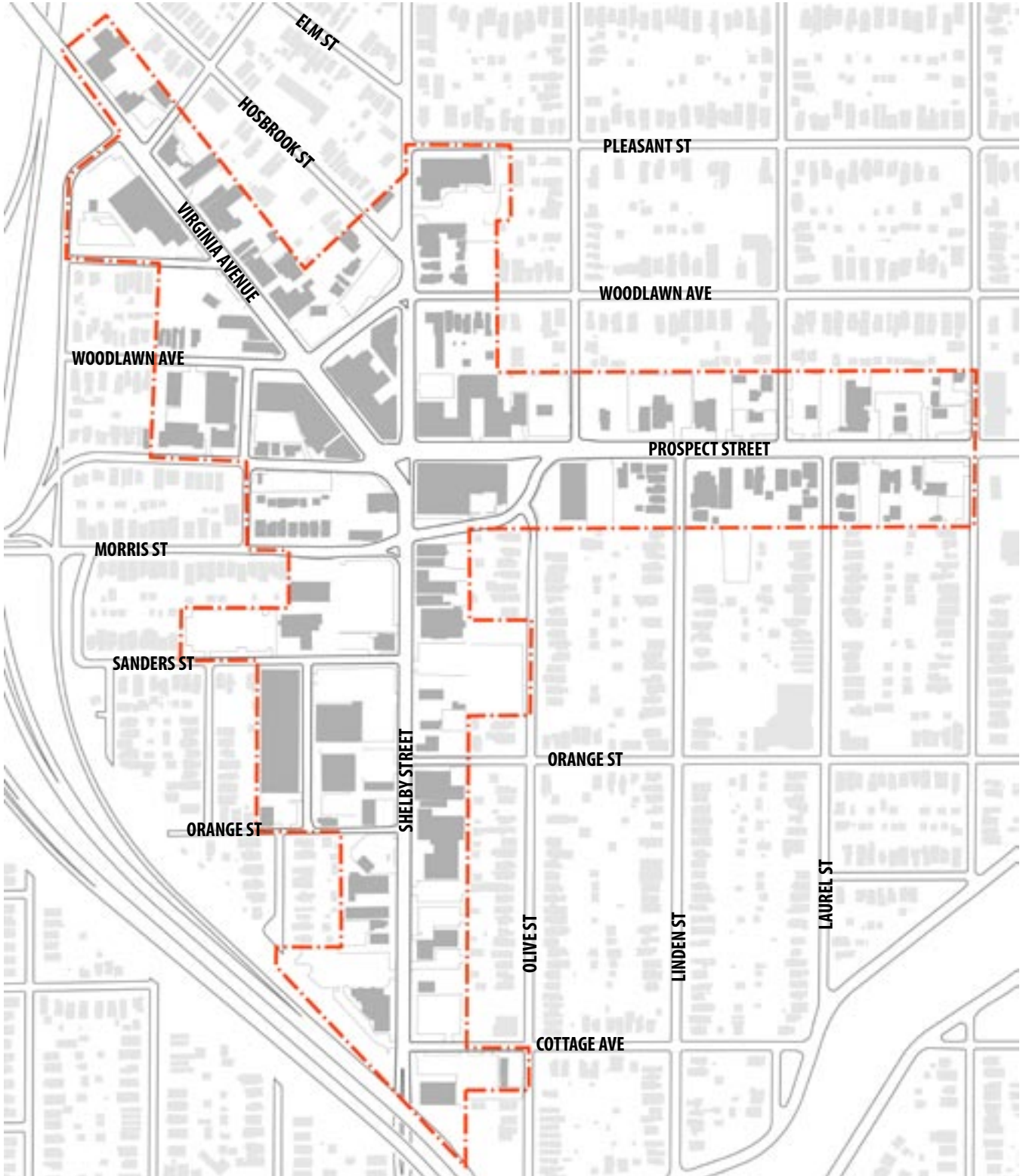


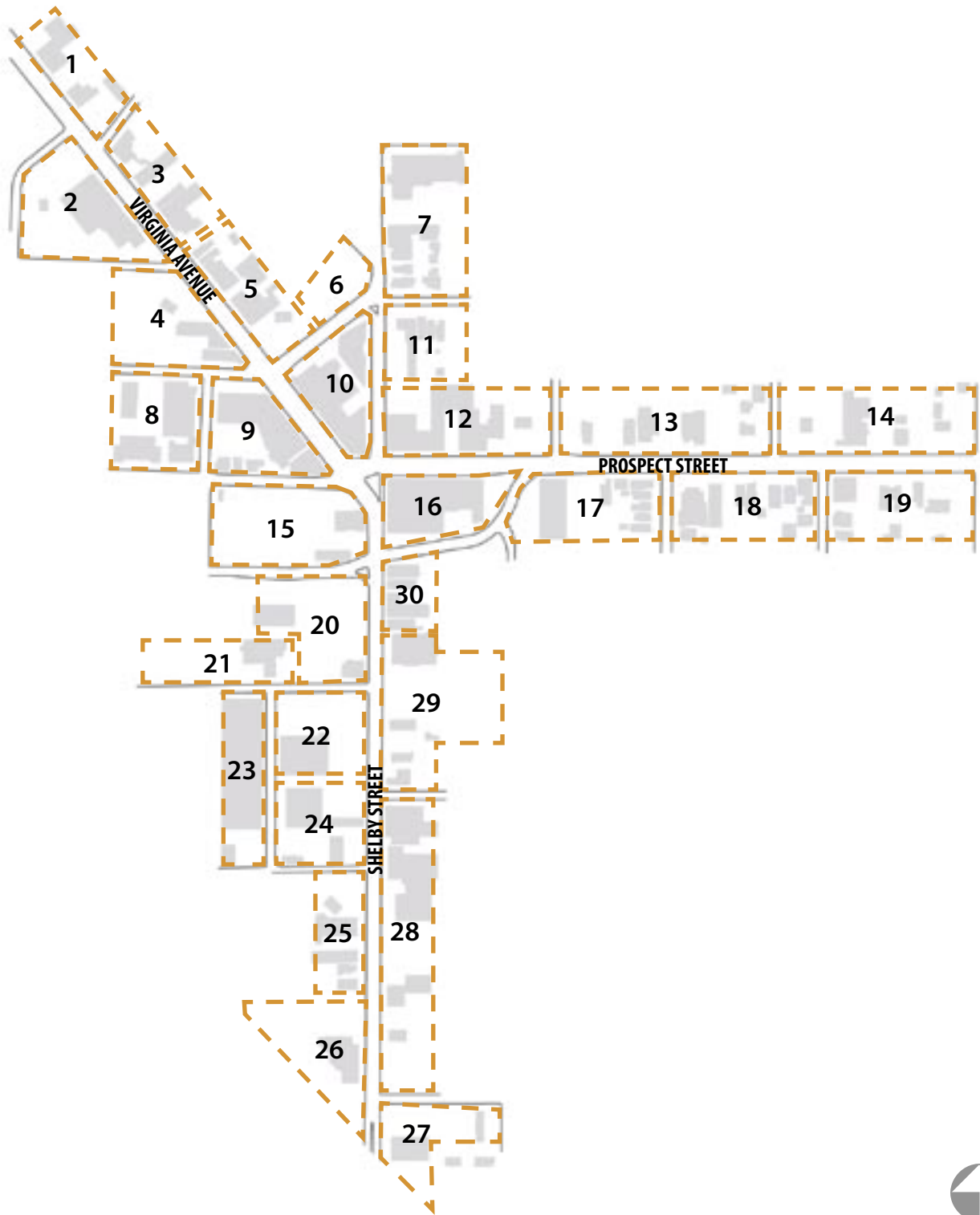


Figure 1.2: Corridor Segments





Figure 1.3: Block Segments





what is supplied by private or dedicated spaces. The second calibration is the *Shared Parking Demand*. The shared parking demand takes the adjusted demand and applies a percentage for each hour of the day, meant to represent the actual demand for a particular use. Percentages were calculated using information from the publication *Shared Parking: Second Edition* (Urban Land Institute, 2005), published business hours for shops, restaurants and other uses along the corridor, and anecdotal research conducted by the consultant.

2.0 Current Conditions

2.1 Parking Supply

It is estimated that there are approximately 2,353 available parking spaces within the Study Area. This includes 1,641 spaces in privately owned parking lots, 133 spaces in public parking lots, and 579 on-street parking spaces. These numbers were provided by SEND through on-the-ground fieldwork and analysis of aerial photography. See *Figure 2.4* for a map of the parking supply.

This estimated parking supply has a margin of error of approximately 5-7%. This margin is due to the fact that most of the on-street spaces were calculated using typical parking space dimensions in the absence of delineated parking spaces on major streets. The “supply” for on-street spaces represents the highest

Figure 2.1 Current Parking Supply

	Private	Public	On-Street
Virginia	189	0	110
Prospect	349	0	154
Shelby	613	0	109
Square	490	133	206
TOTAL	1,641	133	579

level of efficiency for vehicles parking along streets. At any given time, this efficiency may be reduced due to inefficient parking patterns. The loss of efficiency is also true in the calculations for some off-street lots, some of which which did not have specific delineated areas for parking.



On-street spaces in front of the Murphy Arts Building

Figure 2.2 Current Building Use

Use		
Office	106,750	17%
Retail	153,750	24%
Restaurant	38,000	6%
Residential	60,050	9%
Bar / Nightclub	5,850	1%
Art Building	80,750	13%
Other	103,750	16%
Vacant / Unused	92,250	14%
	641,150	

2.2 Parking Demand

Using the methodology outlines in Section 1.2, this study estimated the existing demand for public parking in the study area. It should be noted that the demand estimates in this section do not include special events such as festivals, first Fridays, Sunday mornings, performances, etc. The demand for special events is addressed in Section 2.4.

For all four corridor segments, the parking demand for public spaces ranged from 289 spaces to 523 spaces at any given time of day. Weekend mornings represented the low point, and Weekday Evenings represented the high point.

The “Square” corridor segment generates between 50-75% of all parking demand within a given day or week. This makes sense as it is the most active and densely built part of the study area. This segment has 195,000 gross square feet of occupied building space, which is the largest of all four corridor segments.

The three “spur” segments off of the Square - Virginia Avenue, Prospect Street and Shelby Street - all have roughly the same demand for public parking at a given time, around 40-70 spaces. The Shelby Street corridor segment has the second most building square footage, just under the Square at 194,000 sq. ft. of occupied space

(one fifth of this is the Wheeler Arts Building). Demand for public parking, however, pales in comparison to The Square, with a high point of 59 spaces during Weekday afternoons. Much of this demand is from artists and other users of the Wheeler Building, with very little demand from the existing retail or services businesses who have limited private parking.

Restaurants like Siam Square, Naisa Cafe and the Luxor generate most of the public parking demand for Virginia Avenue, thus the peak time of day for this segment is during lunch and dinner. Demand along the Prospect Street segment is varied, including occasional overflow parking from the Santorini Restaurant lot, and the lack of private parking available to some of the apartments located on or near the street.

Demand is estimated to be highest during weekday evenings, especially from the 5-7 hours. This is a combination of dining / entertainment options opening up, service and activity centers like the Salvation Army and the Fountain Square Library hosting people just out of work or out of school, as well as local businesses catering to after-work customers. Apart from “night” hours (midnight to 7 a.m.), the times with the lowest demand are weekday and weekend mornings - 8am - 11am.

Figure 2.3 Parking Adequacy - Current Conditions
(Available Spaces in Each Corridor Segment on Typical Day)

	Weekday					Weekend				
	Morning	Lunch	Afternoon	Evening	Night	Morning	Lunch	Afternoon	Evening	Night
Virginia	63	37	38	39	55	67	48	58	48	53
Prospect	91	86	87	104	145	109	108	128	140	145
Shelby	60	51	50	53	83	55	49	67	91	95
Square	194	84	93	-7	87	192	109	133	56	91
TOTAL	408	258	268	189	370	423	314	386	335	384



Figure 2.4 Current Parking Supply



Figure 2.5 Existing Parking Supply

Segment	Private	Public Lot	On-Street	Total
Virginia Avenue				
Block 1	38	0	8	46
Block 2	63	0	34	97
Block 3	46	0	23	69
Block 4	23	0	22	45
Block 5	19	0	23	42
	189	0	110	299
Shelby Street				
Block 22	92	0	14	106
Block 23	13	0	6	19
Block 24	58	0	19	77
Block 25	39	0	0	39
Block 26	78	0	0	78
Block 27	52	0	20	72
Block 28	126	0	50	176
Block 29	155	0	0	155
	613	0	109	722
Prospect Street				
Block 13	106	0	37	143
Block 14	91	0	33	124
Block 17	60	0	16	76
Block 18	52	0	34	86
Block 19	50	0	34	84
	359	0	154	513
The Square				
Block 6	0	37	6	43
Block 7	88	0	32	120
Block 8	33	0	22	55
Block 9	35	0	14	49
Block 10	10	0	42	52
Block 11	21	0	31	52
Block 12	60	0	25	85
Block 15	84	0	14	98
Block 16	14	0	20	34
Block 20	27	96	0	123
Block 21	85	0	0	85
Block 30	33	0	0	33
	490	133	206	829
TOTAL	1,651	133	579	2,363



2.3 Parking Adequacy

Broadly, the Study Area’s current public parking supply easily meets parking demand (see Figure 2.3). At peak usage times, it is estimated that there are 189 parking spaces that remain unused throughout the study area. Only the Square corridor segment experiences an undersupply at any time. During weekday evenings, demand is estimated to exceed supply by 7 spaces. However, this demand is easily met in adjacent corridor segment due to excessive supply.

2.4 Event Demand

This Study examined parking demands within the Study Area for special events, such as the popular First Friday, a monthly event featuring special showings and exhibits at downtown art galleries and studios. Visitors often attend multiple galleries and dine at nearby restaurants throughout the evening. With the Murphy Arts Building, the Wheeler Arts Center, and a diverse selection of restaurants and bars, Fountain Square is a popular First Friday destination.

The Study Area’s current parking supply meets event parking demands. Much of the extra demand during events is absorbed by the utilization of empty private parking lots which serve as public parking lots in evenings

and weekends when they are not normally used. For the purpose of this study, this shall be referred to as “Private Lot Spillover.” Private spillover lots are located near The Square and include Saint Patrick’s Catholic Church, Value World, and PNC Bank parking lots (See Figure 2.7), and total approximately 111 spaces. Additional parking demand in The Square is then easily absorbed by available on-street parking along Virginia Avenue and Prospect Street. Shelby Street cannot absorb any of this demand as it lacks on-street parking near The Square and its own businesses absorb all on-street parking in the Segment.

2.5 Conclusions - Current Conditions

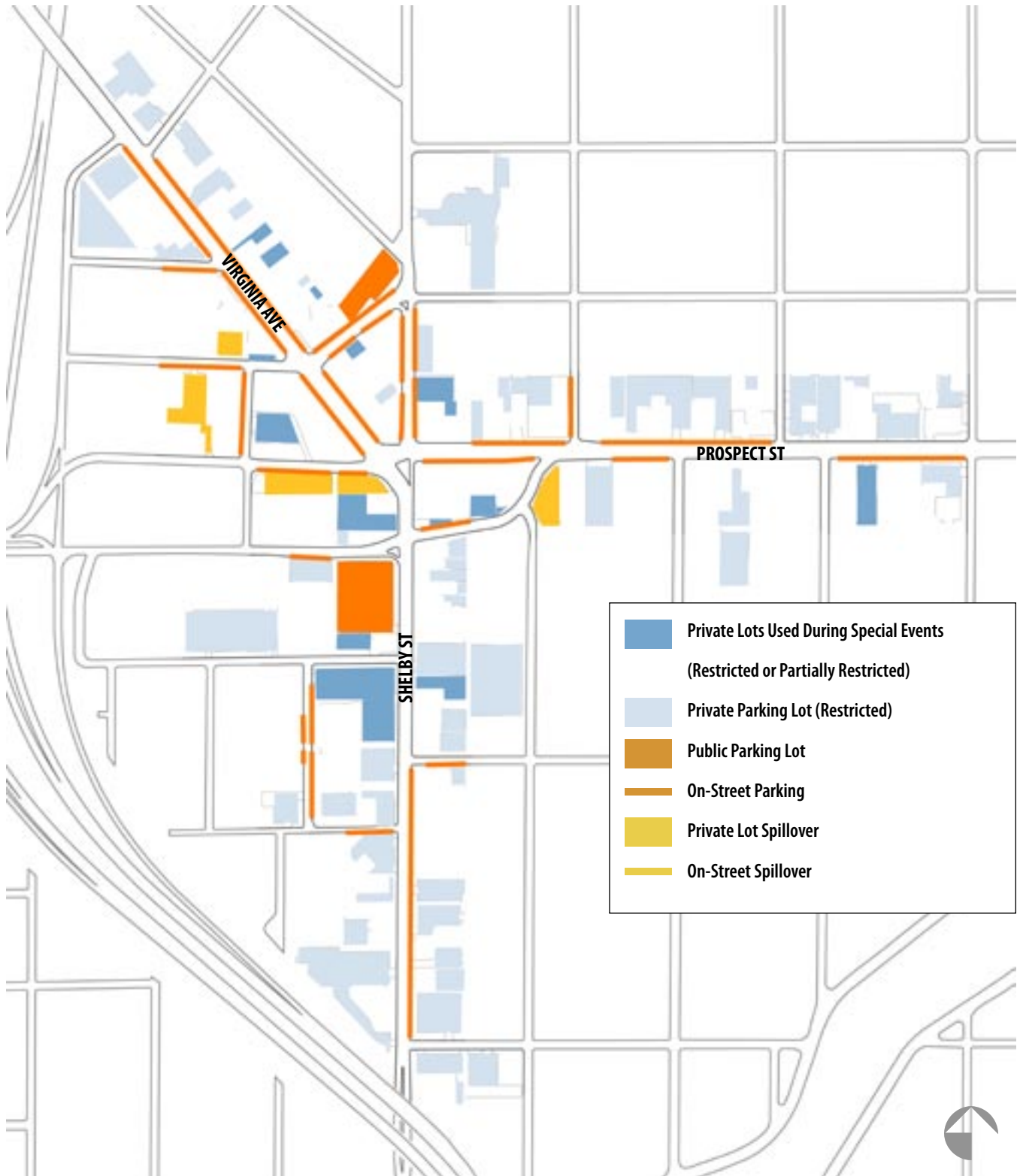
Based on the estimated for public parking demand in the study area, there is more than enough parking available to serve the Fountain Square Commercial Corridor. During busy times, such as lunch or dinner hours, there may be a perception that parking is tight given the occupancy of on-street parking, particularly within the Square segment. In reality, the worst scenario on any given day is that a customer / patron may have to park 1-2 blocks away from their destination. The same exists for Event parking. The ability to use private parking lots for public parking creates a fairly large supply adjacent to the busiest destinations in the study area that mitigates some of the additional demand. Unless several events occur in Fountain Square at the same time, the farthest one would have to walk to their destination is 2-3 blocks.

Figure 2.6 Parking Adequacy - Current Conditions

Virginia	29
Prospect	25
Shelby	-2
Square	-11
TOTAL	41



Figure 2.7 Public Parking Demand - Special Event





3.0 Development Scenarios

To project potential future parking demand for the study area, an analysis of three future development scenarios was created. The first scenario addresses demand if all of the vacant buildings and storefronts became occupied. The second scenario adds projected residential and commercial development throughout the corridor. The third scenario estimated event parking demand given the addition of building uses in the previous two scenarios.

3.1 Scenario #1 - Full Occupancy

The Land / Building use inventory done for this study found approximately 94,000 square feet of unused ground and upper floor space within the study area. This inventory was done in June of 2010. This *Full Occupancy* scenario filled this space with the following building use assumptions that were based on probable use of vacant building, as well as location: 39% Retail, 12% Residential, 12% Restaurant, 17% Office, 20% Industrial.

While the occupancy of this vacant space will increase the demand for parking, the current supply of parking within the Study Area is still sufficient to meet demand. This study estimates there would be between 93 and 374 public parking spaces available at any one time within the Study Area given full building occupancy. Similar to existing conditions, the Square is the only

corridor segment that would experiences a parking shortage at any time during the day, though clearly a growing deficit at peak times shows a trend towards a corridor -wide parking problem. The demand would be easily absorbed by available on-street parking in the adjacent segments.

3.1 Scenario #2 - New Development

The second development scenario estimates future parking demands given the (re)development of key parcels within the study area. This scenario includes all current buildings at full occupancy along with 10 new development projects within the Study Area. The sites and conceptual development programs are illustrated in Figure 3.3. This development scenario is not meant as specific development plan for the Study Area, but simply a conceptual development outcome over a 5-10 year period.

Figure 3.2 Summary of New Development

Use	SF / Units
Retail	29,700 SF
Residential	233 Units
Office	20,150 SF
Restaurant	25,900 SF
Bar	10,000 SF

Figure 3.1 Parking Adequacy - Development Scenario #1 (Full Occupancy)

	Weekday					Weekend				
	Morning	Lunch	Afternoon	Evening	Night	Morning	Lunch	Afternoon	Evening	Night
Virginia	56	16	21	17	46	58	29	36	39	50
Prospect	89	83	84	102	145	107	106	128	141	145
Shelby	56	49	45	47	77	51	43	62	85	89
Square	166	15	37	-73	39	158	49	70	19	62
TOTAL	367	163	187	93	307	374	227	296	284	346



Figure 3.3 New Development

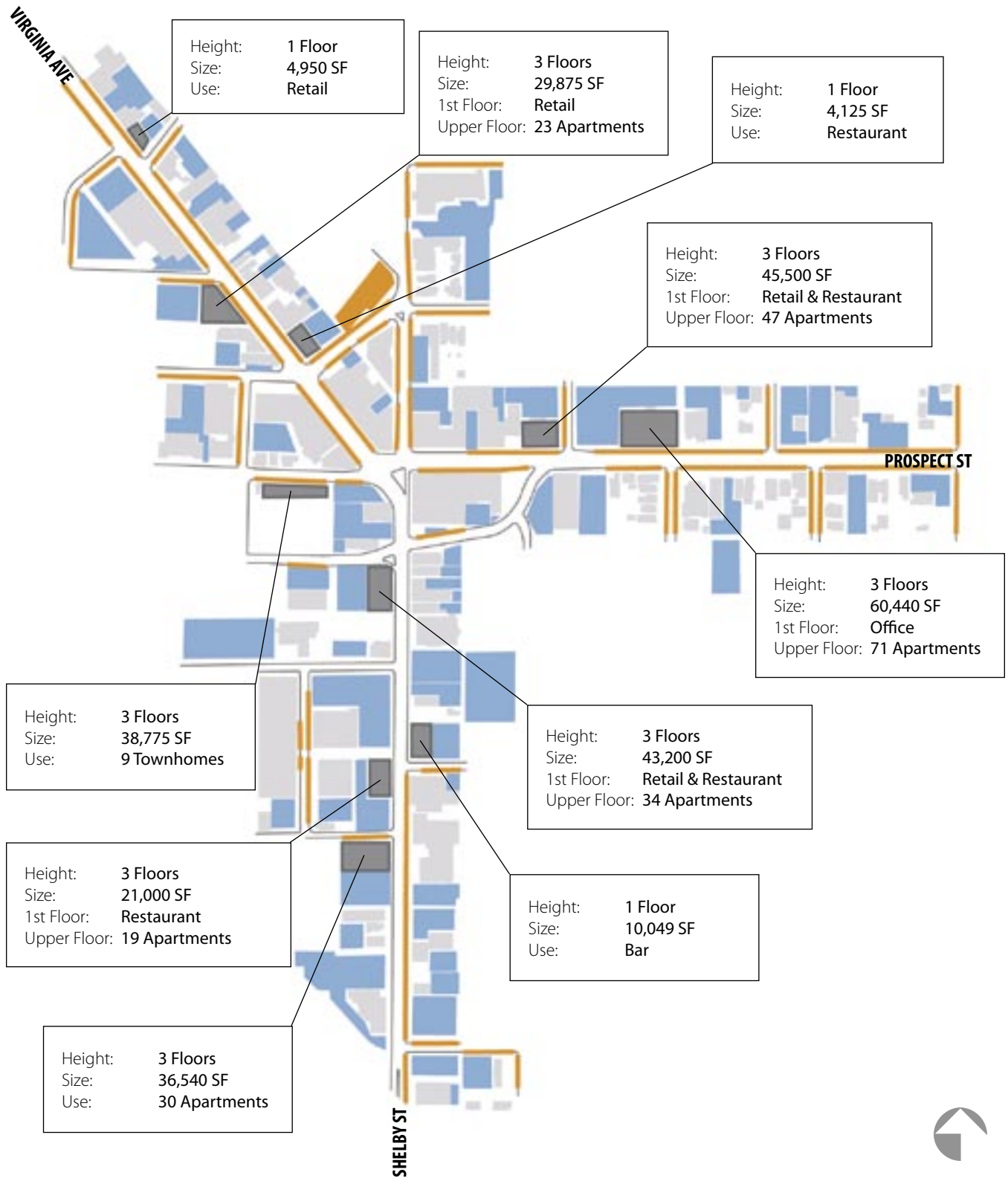




Figure 3.4 Parking Adequacy - New Development

	Weekday					Weekend				
	Morning	Lunch	Afternoon	Evening	Night	Morning	Lunch	Afternoon	Evening	Night
Virginia	38	-31	-21	-34	8	49	-7	10	-11	4
Prospect	54	49	50	85	145	72	64	114	139	145
Shelby	46	13	6	-71	-41	46	20	35	-43	-37
Square	31	-188	-158	-307	-165	28	-141	-83	-191	-138
TOTAL	169	-157	-123	-327	-53	195	-64	76	-106	-26

Given the urban nature of the study area, this conceptual program was designed under the assumption that new multi-story development would integrate a mixture of uses, and that all residentially based parking would be accommodated in non-structured, on-site parking areas, leaving demand for public parking for retail and office uses. It also assumed that all commercial development would require parking based on existing zoning standards.

As many of the conceptual development projects were built on existing parking lots, the combination of a reduction in supply and increase in demand equates to an inadequate supply of public parking. The most significant change in supply comes in the development of the public parking lot at Morris and Shelby Street, which removes approximately 96 spaces - 72% of off-street public parking available for the study area.

Virginia Avenue - Virginia Avenue will experience parking shortages throughout the day, especially during lunch and dinner. This is due to the Segment's numerous restaurants lacking private parking lots of their own.

Prospect Street - Prospect is the only Segment whose parking supply will meet future parking demands, due primarily to a lack of development opportunities and a large supply of unused on-street parking.

Shelby Street - Shelby Street will experience parking demands during the evening and nighttime. This demand is due to the Segment's lack of on-street parking and the late-night parking demands of two bars.

The Square - The majority of the Study Area's future parking demands will be generated by The Square. Except for mornings, parking from The Square will overflow to the adjacent Segments. This demand will be too high for the adjacent Segments to completely absorb, and Study Area parking will spill out onto surrounding neighborhood streets.

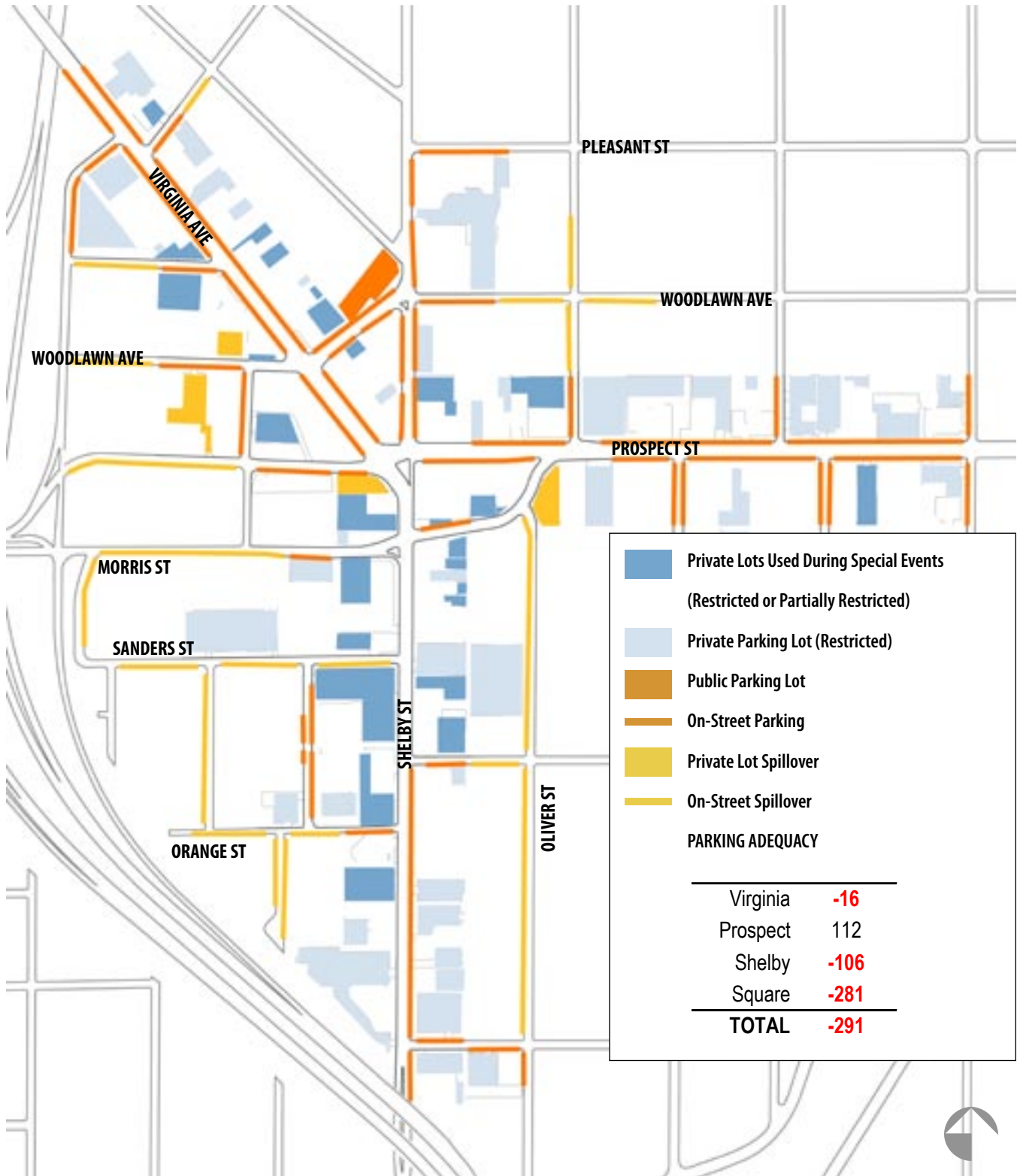
3.3 Event Scenario

The undersupply of parking created through the first two development scenarios increases with a new event scenario. Taking First Friday as an example again, there will be an estimate undersupply of 291 spaces. Given this additional demand, parking would be expected to overflow far into surrounding neighborhood streets, even with the addition of the "Private Lot Spillover" spaces identified in section 2.4. Figure 3.5 illustrates the extent of on-street space that will likely be impacted by a future event scenario.

Study Area parking will then leak onto surrounding neighborhood streets (see Figure 11) (up to 291 cars). Additional parking demand during events is however lower than that of normal weekday nights due to Private Lot Spillover.



Figure 3.5 New Development Event Parking and Parking Adequacy





4.0 Parking Strategies

Given the analysis and findings of Sections 2 and 3, it is clear that the future revitalization of the Fountain Square Commercial Corridor is likely to come with potentially significant parking problems. Despite an oversupply of available public parking at present, new development is likely to both increase demand and decrease supply. This is especially true during special events, where parking may overflow far into the residential neighborhoods, potentially causing a rift between the businesses and residents of the neighborhood. A similar situation in the Broad Ripple neighborhood has caused tension between homeowners and businesses. Fountain Square, similarly oriented to dining and entertainment, is on the path to

experiencing similar issues, especially as homeownership increases throughout adjacent residential areas.

The following is a discussion of various parking management strategies that SEND should consider for the Fountain Square Commercial Corridor. These are not intended to be tangible solutions, but instead a list of best practices that should be compared and considered as Fountain Square moves forward with a more comprehensive approach to parking. After conducting more detailed research, not all of these practices may make sense for Fountain Square for technical, political or financial reasons.

Figure 4.1 Old and New Urban Parking Paradigms - Compared
From Parking Management Strategies by the Victoria Transport Policy Institute

Old Parking Paradigm	New Parking Paradigm
"Parking problem" means inadequate parking supply.	There can be many types of parking problems, including inadequate or excessive supply, too low or high prices, inadequate user information, and inefficient management.
Abundant parking supply is always desirable.	Too much supply is as harmful as too little.
Parking should generally be provided free, funded indirectly, through rents and taxes.	As much as possible, users should pay directly for parking facilities.
Parking should be available on a first-come basis.	Parking should be regulated to favor higher priority uses and encourage efficiency.
Parking requirements should be applied rigidly, without exception or variation.	Parking requirements should reflect each particular situation, and should be applied flexibly.
Innovation faces a high burden of proof and should only be applied if proven and widely accepted.	Innovations should be encouraged, since even unsuccessful experiments often provide useful information.
Parking management is a last resort, to be applied only if increasing supply is infeasible.	Parking management programs should be widely applied to prevent parking problems.
"Transportation" means driving. Land use dispersion (sprawl) is acceptable or even desirable.	Driving is just one type of transport. Dispersed, automobile dependent land use patterns can be undesirable.



In beginning a discussion on parking management, it is important to emphasize the paradigm shift that has occurred in parking management strategies. This shift, which is encapsulated in Figure 4.1, is useful to understand and apply in most urban environments, but particularly so when considering urban commercial districts in auto-oriented metropolitan areas like Indianapolis. The difference between the old and the new has many different layers, but is centered around the concept that an oversupply of parking can be just as big a problem as an undersupply, innovation in managing parking is welcome, and fee parking is one of the most efficient ways to manage public parking. The key take-away from the new paradigm of urban parking is that the application of parking requirements designed for auto-centric commercial development can be actually be harmful to urban environments that have higher mode splits between walking, bicycling, and transit.

4.1 On-Street Parking

On-Street parking represents 81% of all publicly available spaces in Fountain Square, not counting the private lot spillover spaces available during special events. Therefore, it is reasonable to make the efficiency of this parking a priority.

The current supply of on-street parking has two primary issues. The first is one of *proximity*. The supply of on-street spaces is sufficient to meet existing demand, but when one examines the spatial distribution of on-street spaces, they find that as many as 50% of those spaces (and 40% of all public spaces) are located at the fringes of the commercial corridor, and not near the highest activity centers in the study area, specifically the destinations within the Square corridor segment and adjacent blocks to the east, south and northwest. Thus, a divide is created between “active” parking near destinations, and “passive” parking, which exists, but is rarely used. This gap creates a perception of lack of



Defining on-street parking spaces with striping can help reduce inefficient use of space, as well as confusion.

parking, since a significant amount of customers in the district are visitors, and those used to driving in an auto-centric area are not accustomed to walk more than 2-3 blocks to their destination.

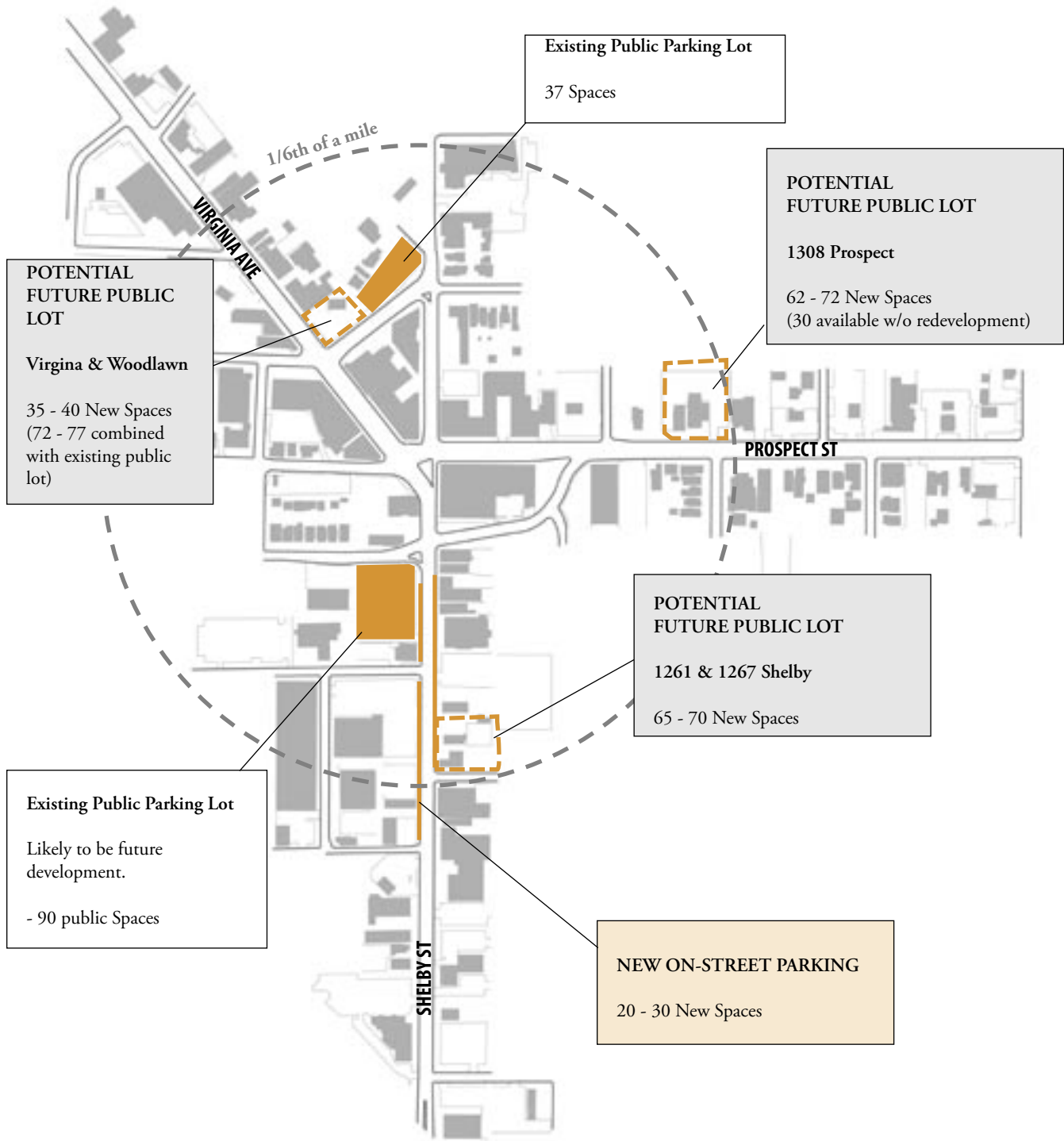
A second issue is *definition*. The four-lane streets within the study area each have outer lanes that are “hybrids” in that sometimes they are used for driving, sometimes for parking. Because of this, there are no officially defined on-street spaces. This can cause confusion to visitors to the district, and it also creates inefficiencies in the number of spaces available due to the various spaces taken up by cars during the day. As discussed previously, the efficiencies in on-street parking could be reduced up to 15% at any given time because there are no official space markings.

STRATEGY 1: Add On-Street Parking

There may be opportunities to add spaces in key areas within the study area to enhance the “active” supply on on-street parking. The first opportunity is on the eastern and western side of Shelby Street, between Morris and Orange Street, where there is currently no on-street parking (see Figure ?).



Figure 4.2 Future Parking Areas - Fountain Square Commercial Corridor





The intersection with Morris street and the need for turn lanes, as well as bus stops create some difficulty for the addition of lanes, but these are two of the most crucial blocks in the study area. First, because of their proximity to the Square itself, but also because this area includes one of the best development opportunities in the entire corridor - the public parking lot between Morris and Sanders street. The addition of on-street parking spaces should help leverage a productive mixed-use project on this site.

STRATEGY 2: Road Diet: Better Define Parking

As discussed in the Redevelopment Work Plan for the Fountain Square Commercial Corridor, the streets within the corridor have moderate to good traffic counts. The level of pass-through traffic in the district is unlikely to significantly increase in the future due to the fact that none of these streets represent major cross-city routes (similar to College Avenue or Washington Street). Increased traffic will be due primarily to visiting traffic. Based on existing traffic counts, Virginia, Shelby and Prospect streets should be able to be reduced to two travel lanes each. This would remove the ambiguous “hybrid lanes” and turn them into permanent parking areas. Not only would this provide the ability to strip and define on-street parking spaces, but it should also create an opportunity for multiple modes such as the addition of bike lanes.

4.2 Public Parking Lots & Facilities

While there are opportunities to better manage the supply of on-street spaces, the largest swings in supply and demand in the study area will be based on off-street parking. Public parking lots are ideal development sites, but the reduction of off-street spaces and the addition of new development will eventual catch up with the



A “road diet” should be considered for the Fountain Square commercial corridor. This would reduce the four travel lanes on each corridor segment to two travel lanes, taking the outer “hybrid” lanes that are currently used for both traffic and parking and turning them into dedicated on-street parking areas. This will not only serve to provide additional on-street parking, but will also make the commercial corridor more pedestrian friendly. The introduction of curb bulbs or “bump-outs” will reduce the distance pedestrians need to walk at intersections.



district, as discussed in Section 3.?

STRATEGY 3: Identify and Plan Around Future Public Parking Sites

SEND must plan for new public parking lots that will serve the displacement of existing public parking, particularly the lot between Morris and



Sanders street. Fortunately, there are several existing opportunities to do this. Sites 1, 2 and 3, identified on Figure 4.2 to the left, show underutilized sites that could be purchased and turned into public parking. These sites have several advantages. They are close to the activity center of the district, meaning that customers won't have to walk more than 1 or 1.5 blocks to reach the Fountain. Also, these sites are somewhat small and inefficient to build on without providing structured parking, a component that is not yet financially feasible for many residential projects outside of the Downtown area. Third, some of these sites are brownfields, and the cost of remediating the environmental contamination may in of and itself prevent short-term development.

A general estimate of the parking capacity of these three sites together is between 150 and 175 spaces. The actually number could be lower. Just two of these sites should replace the parking potentially displaced by development on the public parking site.

STRATEGY 4: Plan For The Eventual Construction of a Parking Garage

Parking structures can be extremely costly, but they are also one of the most efficient ways to provide a supply of public parking in burgeoning and vibrant urban neighborhoods. While a public parking structure may not be on the immediate horizon for Fountain Square, it would behoove the neighborhood to consider where such a facility might exist if the economics in the area changed sufficiently to warrant structure parking. There are many options, including the new lots built for public parking (Strategy #3), other large lots like the Teamster's lots, parking areas adjacent to existing buildings (behind the former Deano's Vino building) and other future redevelopment opportunities.



Parking garages are one of the best ways to provide public parking while not taking up too much potentially developable land. While it is unlikely that a public parking garage could be financed for the Fountain Square corridor at the moment, it may be feasible in the near future, and therefore the neighborhood should plan for the potential integrate of one or more garages to provide future public parking.

4.3 Shared Parking

Shared parking for users of the study area will always be a necessary strategy. This will allow the commercial corridor to balance the needs of users during the day and the evening, which are two entirely separate groups of users.

STRATEGY 5: Define Shared Parking Relationships

Many informal shared parking relationships exist throughout the study area. The most obvious are the private lots in the center of the corridor that are used as event overflow lots during special events. It is unclear whether the owners of these lots tacitly allows this parking, or simply turns a blind eye to it. It may be helpful to work out a more formal shared parking arrangement for some of these sites so that these private lots can continue to provide crucial "active" parking, reducing the need to add supply elsewhere. A good example is the arrangement

Figure 4.3 Comparison of Parking Standards

Land Use	City Commercial Zoning Standards	Fountain Square Parking Observations (this report)
Dwelling Unit	1.5 spaces per unit	1 space per unit
Professional Office	1 space per 200 sq. ft. of GFA	0.9 space per 1,000 sq. ft. of GFA
Office	3.5 spaces for each 1,000 sq. ft. of GFA	3.5 space per 1,000 sq. ft. of GFA
Restaurant	1 space per 3-4 seats	1 space per 4 seats
Taverns & Nightclubs	1 space per 75 sq. ft. of GFA	1 space per 75 sq. ft. of GFA
Retail	3.5 spaces per 1,000 sq. ft. of GLA	2.0 spaces per 1,000 sq. ft. of GLA

between the Fountain Square Theatre and the Teamster’s parking lots. During performances, the Theatre gains permission to use the 112 spaces in the Teamster’s lot for patrons. This significant reduces the impact on public parking spaces, both on-street and in lots. It is important to note that just because owners allow this informal parking to occur, that does not mean that arrangement is permanent. The short-term turn-over of building and property owners in the district can change that paradigm very quickly.

parking standards for Indianapolis were much too high for the typical business in Fountain Square. Figure ? illustrates the existing standards compared to the parking ratios used by this study based on both quantitative and qualitative data and observations. It is estimated that the parking ratios used for this study still overestimated the actual demand for businesses within the study area. A subsequent step from this report would be to conduct a detailed study of parking usage along the corridor, and work with the city to address more realistic parking requirements for the study area.

4.4 Parking Management

A comprehensive parking management strategy is crucial for an urban commercial / entertainment district like Fountain Square. The complexity of public vs. private spaces, plus shared parking during the day and for special events requires constant attention to ensure that parking needs are being met.

One of the key issues that needs to be addressed are existing Parking Standards. It is common knowledge that most zoning ordinances carry parking minimums which are often significantly higher than are needed. This is particularly true for urban districts like Fountain Square, where businesses vary widely in terms of their need for parking. Some of very auto / parking oriented, others see most of their customers walk or bike. This study found that large portions of the existing commercial

STRATEGY 6: Market Based Parking Requirements

Another approach is, through an overlay district, abolish all parking requirements in the neighborhood. This leaves it up to developers to suggest appropriate parking amounts. There is an advantage to this system because developers have a financial interest in meeting tenants’ needs while not oversupplying parking. If a developer can lease-up an apartment building for 1 space per unit as opposed to a required 1.5 / per unit, they should be allowed to. Under the assumption that the future goal of urban neighborhoods like Fountain Square is to increase density and integrate multiple modes of transport, this should not limit the future viability of that development. A special committee



comprising the community and the city will be responsible for reviewing the developer's proposal and negotiating an approval.

STRATEGY 7: *Maximum Limits*

Just as minimum limits occur for parking, so can *maximum* limits. These are particularly useful for retail or office development where a developer requests an unusually high amount of parking in order to meet perceived parking demand.

STRATEGY 8: *Parking Signage*

Fountain Square could benefit from additional public parking signage with more visibility. This will be especially useful in guiding customers to future public parking lots. This will be particularly useful during special events when on-street spaces are at a premium and drivers need to be guided to easy parking. This is important for return trips to the study area - potential customers may neglect to return if there is a perception that parking is difficult. This will make expanding the corridor's market appeal difficult. It is important to emphasize that parking signage is appropriate both for permanent public parking as well as overflow lots - shared private lots identified in Strategy ? for special events. Confirmation of permission to park in normally reserved lots will reduce confusion and fear of penalty.

STRATEGY 9: *Parking District*

The implementation of an efficient parking management strategy demands significant time and resources. An organization (most likely SEND) should take on parking policy throughout the study area. This creates a pro-active approach for implementation of some or all of these strategies



Clear, legible parking signage is an important component of a parking management strategy.



instead of a re-active one that only intervenes when there are problems - often too late in the process. A proactive approach to parking will ensure future commercial viability for study area businesses.

STRATEGY 10: *In-Lieu Parking Fees*

In-lieu parking fees are one way to finance centralized public parking lots or garages. If high minimum parking requirements are in place, In-lieu fees allows developers to avoid constructing unnecessary parking on-site by paying a fee. In return, the city (or SEND) would provide off-site parking that is available of ruse by the development's tenants and visitors. These fees could then be used to fund and operate public lots throughout the commercial corridor. These fees allow developers to reduce overall construction costs, avoid construction of unnecessary parking areas, open certain development sites to more feasible development with the removal of on-site requirements, and encourage better urban design with streetscape uninterrupted by parking lots and driveways.

This approach will likely work best for retail and commercial uses, as opposed to residential development, since the removal of on-site parking most directly impacts the viability of housing.





Appendix



Tables A1-A4: Current Parking Demand

(by corridor segment)

Virginia

Demand Block	Total Demand		Shared Parking Demand												Supply	
	Peak Demand	Adjusted Demand	Weekday						Weekend						Public Lot	On-Street
			Morning	Lunch	Afternoon	Evening	Night	Morning	Lunch	Afternoon	Evening	Night				
1	28	14	6	6	7	10	10	6	6	4	10	10	8	8		
2	47	0	0	0	0	0	0	0	0	0	0	0	34	34		
3	78	37	18	30	29	26	18	16	24	18	21	19	23	23		
4	18	17	6	13	12	14	11	4	10	8	14	13	22	22		
5	42	28	17	24	24	21	16	17	22	22	17	15	23	23		
	213	96	47	73	72	71	55	43	62	52	62	57	0	110		
		Adequacy	63	37	38	39	55	67	48	58	48	53				

Prospect

Demand Block	Total Demand		Shared Parking Demand												Supply	
	Peak Demand	Adjusted Demand	Weekday						Weekend						Public Lot	On-Street
			Morning	Lunch	Afternoon	Evening	Night	Morning	Lunch	Afternoon	Evening	Night				
13	92	27	27	27	27	14	0	27	24	11	1	0	37	37		
14	65	10	10	10	10	5	0	10	9	4	1	0	33	33		
17	27	1	0	1	0	1	1	0	1	1	1	0	16	16		
18	381	338	25	25	25	23	3	8	8	7	4	3	34	34		
19	49	7	1	5	5	7	5	0	4	3	7	6	34	34		
	614	383	63	68	67	50	9	45	46	26	14	9	0	154		
		Adequacy	91	86	87	104	145	109	108	128	140	145				



Shelby

Block	Total Demand		Shared Parking Demand												Supply	
	Peak Demand	Adjusted Demand	Weekday				Weekend				Public Lot	On-Street				
			Morning	Lunch	Afternoon	Evening	Night	Morning	Lunch	Afternoon			Evening	Night		
22	92	0	0	0	0	0	0	0	0	0	0	0	0	0	14	
23	56	43	43	43	22	0	0	0	0	0	0	0	0	0	6	
24	0	0	0	0	0	0	0	0	0	0	0	0	0	0	19	
25	29	11	0	6	5	9	6	3	8	9	1	0	0	0		
26	111	0	0	0	0	0	0	0	0	0	0	0	0	0	20	
27	51	0	0	0	0	0	0	0	0	0	0	0	0	0	50	
28	80	20	5	8	8	11	6	7	12	13	1	0	0			
29	111	14	1	1	3	14	14	1	1	3	14	14	14			
	530	88	49	58	59	56	26	54	60	42	18	14	14	0	109	
		<i>Adequacy</i>	60	51	50	53	83	55	49	67	91	95				

Square

Block	Total Demand		Shared Parking Demand												Supply	
	Peak Demand	Adjusted Demand	Weekday				Weekend				Public Lot	On-Street				
			Morning	Lunch	Afternoon	Evening	Night	Morning	Lunch	Afternoon			Evening	Night		
6	0	0	0	0	0	0	0	0	0	0	0	0	0	0	37	6
7	111	24	13	10	12	12	2	12	14	12	3	0	0	0	32	32
8	0	0	0	0	0	0	0	0	0	0	0	0	0	0	22	22
9	144	88	24	67	61	74	55	16	50	41	69	62	21	14	42	14
10	93	85	48	68	66	65	33	65	72	68	42	21	0	42	42	42
11	19	0	0	0	0	0	0	0	0	0	0	0	0	31	31	31
12	89	66	14	21	24	58	53	13	17	17	57	54	0	25	25	25
15	11	7	7	7	7	4	0	7	6	3	0	0	0	14	14	14
16	309	279	27	69	63	126	109	22	59	59	110	110	110	20	20	20
20	26	1	0	1	1	1	0	0	1	1	1	1	1	0	0	0
21	0	0	0	0	0	0	0	0	0	0	0	0	0	96	96	96
30	20	12	12	12	12	6	0	12	11	5	1	0	0	0	0	0
	822	562	145	255	246	346	252	147	230	206	283	248	248	133	206	206
		<i>Adequacy</i>	194	84	93	(7)	87	192	109	133	56	91				



Table A5: Current Conditions - Event

Virginia

Block	Total Demand		Shared Parking Demand											
	Peak Demand	Adjusted Demand	Weekday					Weekend						
			Morning	Lunch	Afternoon	Evening	Night	Morning	Lunch	Afternoon	Evening	Night		
1	38	14				10								
2	47	0				0								
3	83	39				23								
4	20	19				15								
5	67	52				21								
	255	124				69								
		<i>Adequacy</i>				29								

Supply	
Public Lot	On-Street
	0
	19
	17
17	22
	23
17	81

Prospect

Block	Total Demand		Shared Parking Demand											
	Peak Demand	Adjusted Demand	Weekday					Weekend						
			Morning	Lunch	Afternoon	Evening	Night	Morning	Lunch	Afternoon	Evening	Night		
13	95	29				14								
14	67	10				5								
17	27	1				1								
18	384	341				23								
19	49	7				7								
	622	388				50								
		<i>Adequacy</i>				25								

Supply	
Public Lot	On-Street
	28
	0
21	8
	0
	18
21	54

Shelby

Block	Total Demand		Shared Parking Demand											
	Peak Demand	Adjusted Demand	Weekday					Weekend						
			Morning	Lunch	Afternoon	Evening	Night	Morning	Lunch	Afternoon	Evening	Night		
22	92	0				0								
23	56	43				52								
24	0	0				0								
25	32	11				9								
26	111	0				0								
27	51	0				0								
28	98	37				9								
29	111	14				14								
	551	105				84								
		<i>Adequacy</i>				(2)								

Supply	
Public Lot	On-Street
	14
	6
	19
	0
	43
0	82

Square

Block	Total Demand		Shared Parking Demand											
	Peak Demand	Adjusted Demand	Weekday					Weekend						
			Morning	Lunch	Afternoon	Evening	Night	Morning	Lunch	Afternoon	Evening	Night		
6	0	0				0								
7	111	24				3								
8	0	0				0								
9	144	88				127								
10	114	106				54								
11	19	0				0								
12	89	66				57								
15	51	25				0								
16	309	279				126								
20	26	1				1								
21	0	0				0								
30	20	12				1								
	883	601				369								
		<i>Adequacy</i>				(11)								

Supply	
Public Lot	On-Street
37	6
	0
33	22
	14
	9
	25
40	14
	20
96	0
	0
	0
206	152
244	369

* On Street Parking adjusted, removing on street areas not typically used/far away from event activity



Table A6: Development Scenario (Full Occupancy)

Virginia

Block	Total Demand		Shared Parking Demand										Supply	
	Peak Demand	Adjusted Demand	Weekday					Weekend					Public Lot	On-Street
			Morning	Lunch	Afternoon	Evening	Night	Morning	Lunch	Afternoon	Evening	Night		
1	30	16	6	8	8	12	11	7	7	6	10	10		8
2	47	0	0	0	0	0	0	0	0	0	0	0		34
3	81	41	17	32	30	28	18	16	26	21	20	17		23
4	29	24	12	21	20	21	11	10	18	18	17	12		22
5	54	40	19	33	31	32	24	19	30	29	24	21		23
	241	121	54	94	89	93	64	52	81	74	71	60	0	110
		<i>Adequacy</i>	56	16	21	17	46	58	29	36	39	50		

Prospect

Block	Total Demand		Shared Parking Demand										Supply	
	Peak Demand	Adjusted Demand	Weekday					Weekend					Public Lot	On-Street
			Morning	Lunch	Afternoon	Evening	Night	Morning	Lunch	Afternoon	Evening	Night		
13	131	29	29	29	29	15	0	29	26	11	1	0		37
14	65	10	10	10	10	5	0	10	9	4	1	0		33
17	27	1	0	1	0	1	1	0	1	1	0	0		16
18	386	348	25	26	26	24	3	8	8	7	4	3		34
19	49	7	1	5	5	7	5	0	4	3	7	6		34
	658	395	65	71	70	52	9	47	48	26	13	9	0	154
		<i>Adequacy</i>	89	83	84	102	145	107	106	128	141	145		

Shelby

Block	Total Demand		Shared Parking Demand										Supply	
	Peak Demand	Adjusted Demand	Weekday					Weekend					Public Lot	On-Street
			Morning	Lunch	Afternoon	Evening	Night	Morning	Lunch	Afternoon	Evening	Night		
22	92	0	0	0	0	0	0	0	0	0	0	0		14
23	56	43	43	39	43	22	0	43	39	17	2	0		6
24	29	0	0	0	0	0	0	0	0	0	0	0		19
25	32	15	4	10	9	13	10	7	12	13	5	4		
26	111	0	0	0	0	0	0	0	0	0	0	0		
27	51	0	0	0	0	0	0	0	0	0	0	0		20
28	80	20	5	8	8	11	6	7	12	13	1	0		50
29	136	16	1	3	4	16	16	1	3	4	16	16		
	587	94	53	60	64	62	32	58	66	47	24	20	0	109
		<i>Adequacy</i>	56	49	45	47	77	51	43	62	85	89		

Square

Block	Total Demand		Shared Parking Demand										Supply	
	Peak Demand	Adjusted Demand	Weekday					Weekend					Public Lot	On-Street
			Morning	Lunch	Afternoon	Evening	Night	Morning	Lunch	Afternoon	Evening	Night		
6	0	0	0	0	0	0	0	0	0	0	0	0	37	6
7	111	24	13	10	12	12	2	12	14	12	0	0		32
8	0	0	0	0	0	0	0	0	0	0	0	0		22
9	170	114	30	84	76	90	66	28	67	59	69	62		14
10	127	120	67	98	95	90	47	83	97	92	59	34		42
11	19	0	0	0	0	0	0	0	0	0	0	0		31
12	97	67	14	22	24	58	53	13	18	18	57	54		25
15	46	25	10	20	19	19	14	7	15	11	18	16		14
16	317	285	27	73	59	131	113	23	63	64	115	110		20
20	26	1	0	1	1	1	0	0	1	1	1	1	96	0
21	0	0	0	0	0	0	0	0	0	0	0	0		0
30	46	21	12	16	16	11	5	15	15	12	1	0		0
	959	657	173	324	302	412	300	181	290	269	320	277	133	206
		<i>Adequacy</i>	166	15	37	(73)	39	158	49	70	19	62	133	579



Table A2: New Development - Event

Virginia

Demand		Shared Parking Demand										
Block	Total Demand		Weekday					Weekend				
	Peak Demand	Adjusted Demand	Morning	Lunch	Afternoon	Evening	Night	Morning	Lunch	Afternoon	Evening	Night
	1	48	33				12					
2	47	0				0						
3	81	41				27						
4	124	75				72						
5	79	41				32						
	379	190				143						
		<i>Adequacy</i>				(16)						

Supply	
Public Lot	On-Street
	8
	34
	23
17	22
	23
17	110

Prospect

Demand		Shared Parking Demand										
Block	Total Demand		Weekday					Weekend				
	Peak Demand	Adjusted Demand	Morning	Lunch	Afternoon	Evening	Night	Morning	Lunch	Afternoon	Evening	Night
	13	220	64				3					
14	65	10				5						
17	27	1				1						
18	386	341				26						
19	49	7				7						
	747	423				42						
		<i>Adequacy</i>				112						

Supply	
Public Lot	On-Street
	37
	33
	16
	34
	34
0	154

Shelby

Demand		Shared Parking Demand										
Block	Total Demand		Weekday					Weekend				
	Peak Demand	Adjusted Demand	Morning	Lunch	Afternoon	Evening	Night	Morning	Lunch	Afternoon	Evening	Night
	22	122	0				0					
23	92	55				52						
24	93	39				35						
25	59	5				4						
26	111	0				0						
27	51	0				0						
28	80	20				9						
29	245	115				115						
	853	234				215						
		<i>Adequacy</i>				(106)						

Supply	
Public Lot	On-Street
	14
	6
	19
	20
	50
0	109

Square

Demand		Shared Parking Demand										
Block	Total Demand		Weekday					Weekend				
	Peak Demand	Adjusted Demand	Morning	Lunch	Afternoon	Evening	Night	Morning	Lunch	Afternoon	Evening	Night
	6	0	0				0					
7	111	24				3						
8	0	0				0						
9	224	118				143						
10	127	120				78						
11	19	0				0						
12	228	138				126						
15	60	39				32						
16	317	285				131						
20	135	59				56						
21	0	0				0						
30	46	21				7						
	1267	804				576						
		<i>Adequacy</i>				(281)						

Supply	
Public Lot	On-Street
37	6
	32
33	22
	14
	42
	31
	25
19	14
	20
	0
	0
	0
89	206
106	579

