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in creative parking solutions

PARKING STUDY

MASS AVE,
MARKET EAST, &
FOUNTAIN SQUARE
INDIANAPOLIS, INDIANA

Prepared for:
DOWNTOWN INDY

NOVEMBER 19, 2015



WALKER
PARKING CONSULTANTS

PARKING STUDY FOR DOWNTOWN INDY

MASS AVE, MARKET EAST, & FOUNTAIN SQUARE



13-3163.00

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EXECUTIVE SUMMARY

Walker Parking Consultants ("Walker") has been engaged by Downtown Indy to conduct a parking study of the Mass Ave, Market East, and Fountain Square areas of downtown Indianapolis as a service to Downtown Indy and the City of Indianapolis, the owners or sponsors of this project.

The objective of the parking study is to survey existing parking conditions and quantify parking space surpluses or deficits on a block-by-block basis, understand how parking demand associated with proposed development projects could be expected to fluctuate by hour of day and day of week, understand parking demand generated by special events (including simultaneous events), and anticipate and project future parking needs. Once needs – both current and future – have been identified, another objective of the study is to provide high-level solutions to address these needs.

Key findings of this parking study are as follows:

Overall

- At most times, even during the typical busy hours, there is adequate parking within the Mass Ave, Market East, and Fountain Square area. This does necessitate the use of parking in locations on blocks adjacent to and down the street from patron destinations, therefore requiring a short, but acceptable walking distance in some cases.
- Parking space adequacy can be expected to erode if and when the assumed development projects contemplated within this plan are built and occupied. More than seven million square feet of proposed development projects are included within this study and the impact of these developments, if built, could increase existing parking demand levels considerably.

Mass Ave Summary

- A parking deficit is not projected within the near-term planning horizon of three years or less. However, longer term, a parking space deficit is projected, unless more parking is built to meet growing levels of demand.
- A total of 9,197 total parking spaces were identified within the Mass Ave Study Area, which includes the geographic area roughly bordered by 10th Street to the north, Davidson Street to the east, Ohio Street to the south, and Delaware Street to the west.
- To allow for an operating cushion of unused spaces for user convenience, snow piles, construction, etc., the total capacity is reduced to an effective supply of 8,472 spaces or 92%.
- Measurements of typical parking space occupancy or demand were taken on Saturday, April 11; Thursday, May 7; and Friday, May 8, 2015. These dates are believed to represent typical busy, non-event parking conditions. During weekday business hours, parking space occupancy is estimated at 49% or 4,691± vacant spaces. On Saturday evening, between 7 to 10 p.m., a 37% occupancy rate was recorded which means that 5,795± spaces were vacant.
- Downtown Indy and Anderson-Bohlander provided lists of proposed developments to be built within the Study Area over the following three planning horizons: a) Near-Term 0-3 Years; b) Mid-Term 3-5 Years; and c) Long-Term 5+ Years. Walker projected parking demand for these proposed development projects and also included known parking supply impacts.

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The following table illustrates that adequate parking is anticipated to be available within the near-term (0-3 years), but a parking shortage is projected in the mid-term (3-5 years) and long-term (5+ years).

Table 1: Current and Projected Parking Space Adequacy for Mass Ave

Typical Weekday Business Hours				
	Existing Conditions	Near-Term 0-3 Years	Mid-Term 3-5 Years	Long-Term 5 + Years
Effective Supply	8,472	8,644	7,766	7,881
Demand	4,591	6,238	8,345	8,659
Surplus (+) / Deficit (-)	3,881	2,405	(579)	(778)

Typical Saturday Evening				
	Existing Conditions	Near-Term 0-3 Years	Mid-Term 3-5 Years	Long-Term 5 + Years
Effective Supply	8,472	8,644	7,766	7,881
Demand	3,528	5,180	7,154	7,474
Surplus (+) / Deficit (-)	4,944	3,464	612	406

Source: Walker Parking Consultants

Market East Summary

- A parking deficit is not projected within the near-term planning horizon of three years or less. However, longer term, a parking space deficit is projected, unless more parking is built to meet growing levels of demand.
- A total of 10,343 total parking spaces were identified within this project's Study Area, which includes the geographic area roughly bordered by Vermont Street to the north, Park Avenue to the east, the CSX Railroad to the south, and Delaware Street to the west.
- To allow for an operating cushion of unused spaces for user convenience, snow piles, construction, etc., the total capacity is reduced to an effective supply of 9,474 spaces or 92%.
- Two measurements of typical parking space occupancy or demand were taken on Saturday, April 11 and Friday, May 8, 2015. These dates are believed to represent typical busy, non-event parking conditions. During Friday business hours, parking space occupancy was estimated at 60% or 4,139± vacant spaces. On Saturday evening, between 7 to 10 p.m., an 11% occupancy rate was recorded which means that 9,255± spaces were vacant.
- Anderson-Bohlander provided a list of proposed developments to be built within the Study Area over the following three planning horizons: a) Near-Term 0-3 Years; b) Mid-Term 3-5 Years; and c) Long-Term 5-10 Years. Walker projected parking demand for these proposed development projects and also included known parking supply impacts.
- The following table illustrates that within the Near-Term Planning Horizon (0-3 years), adequate parking is anticipated to be available. However, under the Mid-Term (3-5 years), and Long-Term (5-10 years), a 3,389 and a 9,124-space parking deficit are projected, respectfully.

Table 2: Current and Projected Parking Space Adequacy for Market East

Typical Weekday Business Hours				
	Existing Conditions	Near-Term 0-3 Years	Mid-Term 3-5 Years	Long-Term 5-10 Years
Effective Supply	9,474	10,688	9,333	8,903
Demand	6,204	8,824	12,722	18,028
Surplus (+) / Deficit (-)	3,271	1,865	(3,389)	(9,124)

Typical Saturday Evening				
	Existing Conditions	Near-Term 0-3 Years	Mid-Term 3-5 Years	Long-Term 5-10 Years
Effective Supply	9,474	10,688	9,333	8,903
Demand	1,088	3,261	5,905	9,256
Surplus (+) / Deficit (-)	8,386	7,427	3,429	(352)

Source: Walker Parking Consultants

Fountain Square Summary

- The current parking supply is judged to be adequate and a parking deficit is not projected in the future.
- A total of 4,237 total parking spaces were identified within this project's Study Area, which includes the geographic area roughly bordered by English Avenue to the north, S. State Street to the east, E. Pleasant Run Parkway N. Drive to the south, and I-65/70 to the west. (The commercial areas within this neighborhood primarily front Virginia Avenue [between East, South, and Shelby Streets], Shelby Street [between English Avenue and E. Pleasant Run Parkway N. Drive], Prospect Street [between I-65/70 and State Street], and Fletcher Avenue [between I-65/70 and Shelby Street]). The Fountain Square Study Area runs one block deep on both sides of the aforementioned streets that are populated with commercial businesses.
- To allow for an operating cushion of unused spaces for user convenience, snow piles, construction, etc., the total capacity is reduced to an effective supply of 3,874 spaces or 91%.
- Parking space occupancy counts were taken on Friday, May 8; Monday, May 11; and Saturday, April 11, 2015. These dates are believed to represent typical busy, non-event parking conditions. During weekday business hours, parking space occupancy was estimated at 31% or 2,927± vacant spaces. On Saturday evening, between 7 to 10 p.m., a 38% occupancy rate was recorded which means that 2,615± spaces were vacant.
- Downtown Indy provided a list of proposed developments to be built within the Study Area. Walker projected parking demand for these proposed development projects and also included known parking supply impacts.
- The following table illustrates that a parking surplus is projected in the future.

Table 3: Current and Projected Parking Space Adequacy for Fountain Square

Typical Weekday Business Hours		
	Existing Conditions	Future Conditions
Effective Supply	3,874	3,784
Demand	1,308	1,452
Surplus (+) / Deficit (-)	2,566	2,333

Typical Saturday Evening		
	Existing Conditions	Future Conditions
Effective Supply	3,874	3,784
Demand	1,620	1,734
Surplus (+) / Deficit (-)	2,254	2,050

Source: Walker Parking Consultants

RECOMMENDATIONS

To ameliorate the anticipated deficit of parking spaces projected for the Mass Ave and Market East Study Areas, Walker identified and analyzed the following options for the consideration of Downtown Indy and the City of Indianapolis.

- There are significant numbers of privately-owned and available parking spaces and the city and Downtown Indy are encouraged to negotiate agreements with the owners of these parking spaces, to make them regularly available to the general public. This is likely to be a much more cost effective solution than building a parking structure, assuming negotiations are successful.
- The City of Indianapolis and/or Downtown Indy are advised to engage in an extensive and continuous marketing and public relations campaign to educate users on the availability of parking.
- Automated parking guidance systems and cell phone apps could be employed to help patrons find vacant spaces more easily. The City of Indianapolis and/or Downtown Indy are advised to fund and develop these programs.
- Downtown Indy is advised to engage a qualified firm to perform a parking management study that details how parking can best be managed and marketed to address stakeholder concerns.
- Large development projects should not be constructed without parking. For example, Walker recommends that a parking structure be built on the block that is planned to house the proposed 21c Museum Hotel. Moreover, the block located east of the Virginia Avenue Parking Garage is now the site of an existing surface parking lot and we suggest that this site be considered for a multi-level parking structure that could accommodate more than 1,000 cars.
- The city or Downtown Indy should update this parking study on an annual basis or engage a qualified professional services firm to perform the update.
- The city should make its process for creating a residential parking permit program more transparent. (An appendix to this report includes materials that document the city's existing process. These documents and process should be made readily available on line.)
- The city should decide and act on whether it wants to enter the public off-street parking business in a formal and official manner through the creation of a city parking department and for the

purposes of creating an auxiliary enterprise to finance and manage new parking structures that are projected to be needed. An alternative to this approach is to require the development community to shoulder the burden of providing parking and building parking facilities in conjunction with development projects or help local business groups organize and generate parking facility funding through the creation of a Business Improvement District or BID, or a parking tax district.

- As stated previously, large proposed development projects should not be built without parking. Specifically, we recommend that the following developments include significant parking facilities: Block 307, office tower; Block 322 residential development; Block 330 mixed-use development; Block 318 20-story office tower; and Block 327 mixed-used development. Collectively, we would expect developers to provide for on-site parking needs.
- The city may want to build one or more intercept parking facilities that would capture incoming car traffic shortly after these vehicles exit I-65 and I-70 westbound, onto E. Washington Street. A number of intercept sites have been identified for further consideration and study. In most cases, these sites could each supply 1,000 to 2,000 parking spaces. These sites are as follows: a) Marion County Jail II site; b) 600 E. Washington Street site; c) 603 E. Washington Street site; d) Harrison College site; e) LaQuinta Inn site; and f) 101 S. Alabama Street site. With the exception of the jail site, each of the sites would require property acquisition. Some sites would require the demolition of an existing structure.
- Although this study concludes that parking capacity is meeting demand, the city or Downtown Indy may want to consider a study that addresses stakeholder wants, needs, and the market and financial feasibility of building a public parking structure in the Mass Ave Study Area. Several sites for such a facility have been identified and preliminarily studied for future consideration.
- This analysis assumes that the city and the development community will work together to provide the requisite parking capacity. In some cases, the city may step up and offer to build parking as an economic incentive. In other cases, the developer may choose to build on-site parking. A hybrid approach may also be used where the developer(s) might build a minimum number of parking spaces, while the city steps in and supplements the parking built by developer(s).

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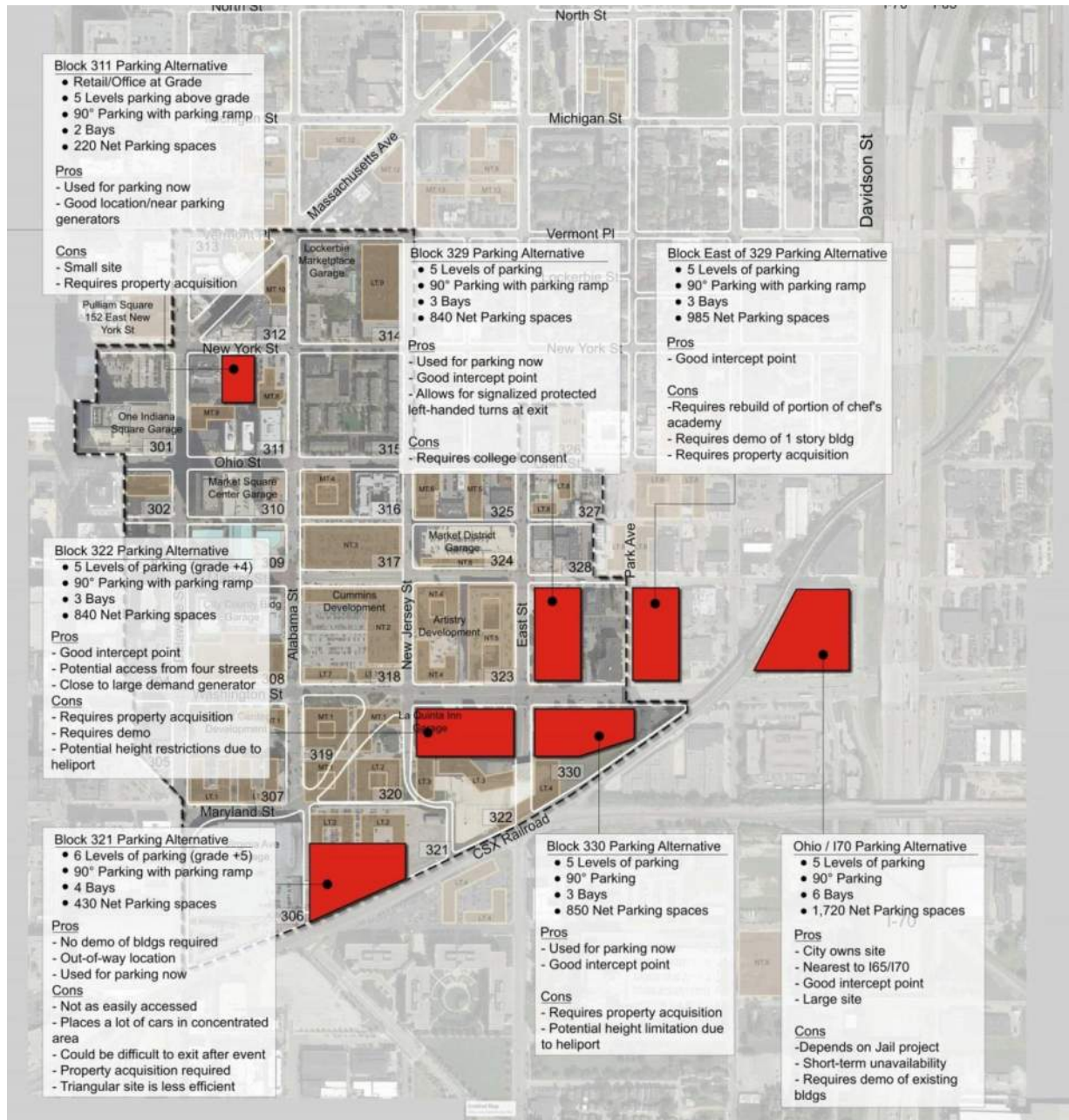
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The following figure illustrates several potential sites that may be candidates for parking facilities, a number of which could be owned and developed by the City of Indianapolis.

Figure 1 - Potential Sites for Intercept Parking Facilities



Market Area Parking Alternatives

- 000 Block Numbers
- Study Area
- Future Developments
- Parking Alternatives



Source: Walker Parking Consultants

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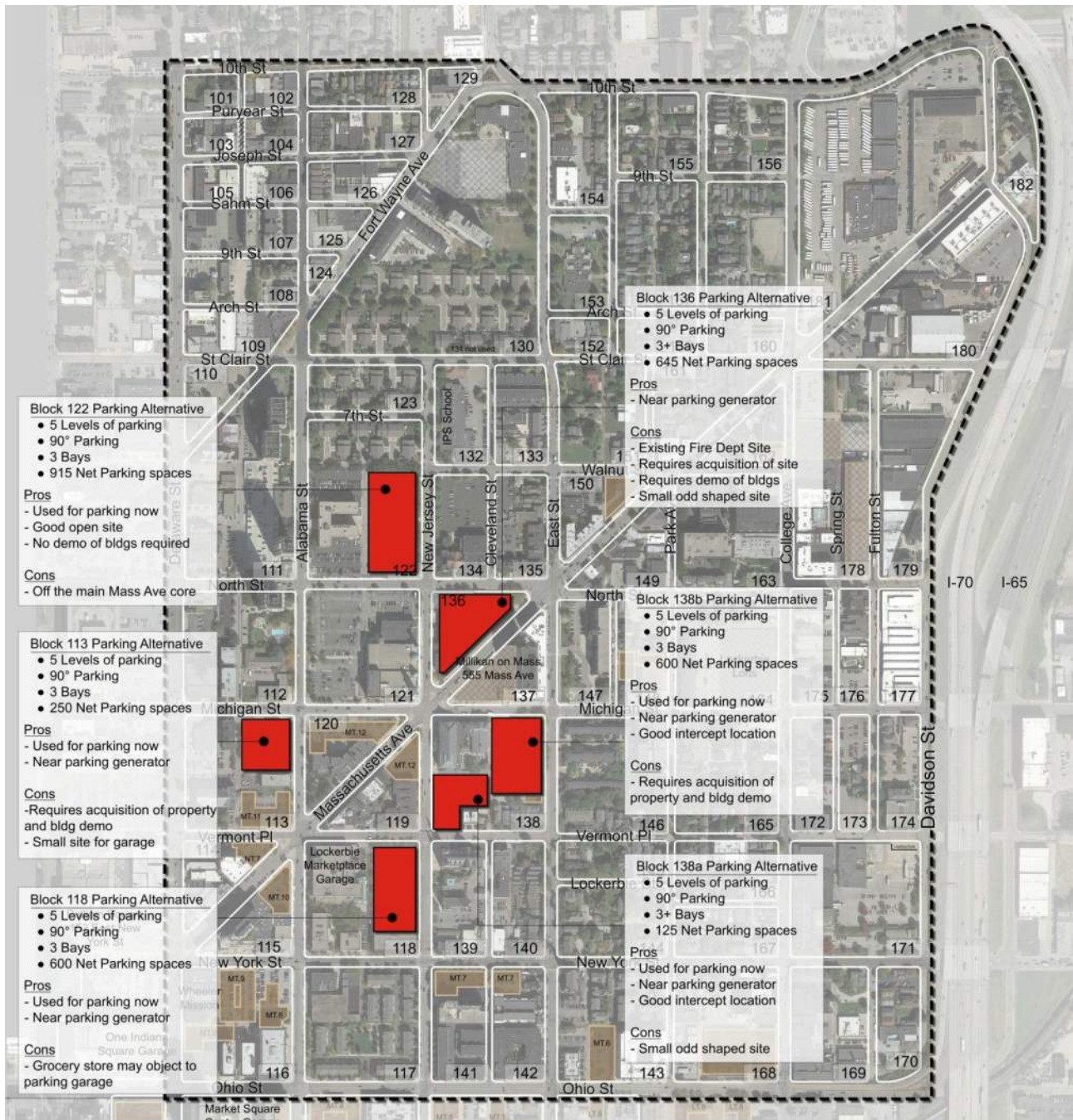
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Potential parking facility sites were also identified for the Mass Ave Study Area and are included within the following figure.

Figure 2 – Potential Parking Facility Sites in Mass Ave Study Area



Mass Ave Area Parking Alternatives

- 000 Block Numbers
- Study Area
- Future Developments
- Parking Alternatives



Source: Walker Parking Consultants

Development and operating costs of parking facilities vary widely. Land acquisition costs, construction costs, soft costs, and operating expenses are types of costs that should be considered during the planning phase of a multi-level parking structure.

The most significant variable impacting construction or “hard” costs is the type of parking improvement. Surface parking lots can be constructed for as little as \$2,500 per space or less for a basic paving and striping project, and as much as \$4,000 or more per space for a grander project featuring an elaborate drainage systems, premium light fixtures, signage and graphics, and landscaping.

By comparison, free-standing parking structures built at and above grade, using long-span construction, can be developed today in the Indianapolis area for \$12,000 to \$15,000 per space in construction costs. This cost range is likely to buy a practical concrete parking structure with some, but limited, aesthetic appeal. A more ornate parking structure could cost \$20,000 or more per space.

Parking structures exhibiting extensive architectural treatments, short-span construction, an inefficient facility on a difficult site, and/or below-grade construction, can result in facilities that cost significantly more than \$15,000 per space in construction costs and upwards to \$100,000 or more per space in extreme examples.

To derive a total project cost, other costs must be added to the construction and land costs. These additional costs are referred to as “soft” costs, and may include items such as a construction contingency, architectural/engineering fees, soils and materials testing, debt service reserve funds, legal fees, and financing costs. Soft costs can vary significantly but typically fall within 15 to 35 percent of construction costs.

INTRODUCTION

The objective of this parking study is to survey existing parking conditions and quantify parking space surpluses or deficits on a block-by-block basis, understand how parking demand associated with proposed development projects could be expected to fluctuate by hour of day and day of week, understand parking demand generated by special events (including simultaneous events), and anticipate and project future parking needs. The end work product includes this written report documenting the study findings and conclusions.

This report is organized as follows:

- The executive summary provides a synopsis of key findings and recommendations.
- This introduction section frames the objectives of the study and discusses the methodology used.
- Three subsequent sections – one each for Mass Ave, Market East, and Fountain Square – include a block-by-block breakdown of parking inventory, usage, and adequacy, in tabular and map format.
- An appendix that includes the following information:
 - Appendices A-C provide detailed block-by-block maps that illustrate the location and capacity of parking facilities for the Mass Ave, Market East, and Fountain Square areas.
 - Appendix D provides a copy of the City of Indianapolis’ Residential Permit Parking Policies and Procedures and a Residential Permit Parking Application
 - Appendix E provides a discussion of automated parking guidance systems, including Seattle’s e-Park program.

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The following is the scope of services for this effort:

- a. Confirm and/or collect the following field data collection for on- and off-street parking spaces located within the Study Area which is roughly bounded by the Fountain Square areas previously described, plus the area bordered by Tenth Street to the north, Davidson Street to the east, the CSX Railroad to the south, and Delaware Street to the west. (Maps for each block comprising the Study Area are included within Appendix A-C.)
 - i. Parking inventory including name and location of parking facility, capacity, rate, private vs. public availability, and user restrictions.
 - ii. Parking space occupancy counts to be performed on one typical weekday during core business hours and one typical weekend evening.
- b. Analyze field data collected and organize information into tabular form.
- c. Obtain and analyze attendance information from event venues located within the Study Area.
- d. Analyze field data and quantify observed parking surpluses and deficits by city block.
- e. Map parking inventory, usage, and parking surplus/deficit data on a block-by-block basis.
- f. Future Conditions
 - i. Contact City of Indianapolis Metropolitan Planning Department, The Athenaeum Foundation, Inc. and IDI for purposes of identifying and quantifying proposed development projects for the Study Area, including name of development, timing, type and quantity of land use(s), displacement of parking spaces, and addition of parking spaces and also identifying and quantifying anticipated parking space losses and gains.
 - ii. Survey management of event venues located within the Study Area to obtain projections of future events and future event attendance. Modify design day parking demand for current conditions if appropriate.
 - iii. Project future parking demand to be generated by proposed development projects using shared parking methodology and accounting for variations in parking demand by time of day, day of week, and month of year.
 - iv. Overlay demand from proposed developments on estimates of existing demand to project future parking demand on a block-by-block basis.
 - v. Project future parking space surpluses and deficits on a block-by-block basis for the Study Area.
- g. Alternatives Analysis
 - i. Review existing and proposed (incorporate IndyGo Transit changes to the best of known ability) vehicular and pedestrian access and circulation patterns for their relationship to existing and proposed parking facilities.
 - ii. Develop options for expanding parking capacity with surface and/or structured parking.
 - iii. Identify pros and cons of each option.
 - iv. Determine conceptual construction and project costs for any alternatives including estimated operational expenses for comparison and evaluation purposes.

DEFINITION OF TERMS

Several terms or jargon are used in this report that have unique meanings when used in the parking industry. To help clarify these terms and enhance understanding by the reader, the following definitions are presented.

- Adequacy - The difference between the effective parking supply and parking space demand.
- Design Day - The day that represents the level of parking demand that the parking system is designed to accommodate. In most of the thousands of parking studies that we have conducted, this level of activity is typically equal to the 85th to 95th percentile of absolute peak activity. Although we will occasionally design to a higher-than-typical design standard, such as one exceeded less than one day per month or even the absolute peak level of demand, we do not typically design to these extreme conditions because the result is an abundance of spaces that remain unused most of the time.
- Effective Supply - The total supply of parking spaces, adjusted to reflect the cushion needed to provide for vehicles moving in and out of spaces, spaces unavailable due to maintenance, and to reduce the time necessary for parking patrons to find the last few available spaces. The effective supply varies as to the user group and type of parking, but typically the effective supply is 85 percent to 95 percent of the total number of spaces. The adjustment factor is known as the Effective Supply Factor.
- Inventory - The total number of marked parking spaces within the Study Area.
- Parking Generation - The peak accumulation of parked vehicles generated by the land uses present under any given set of conditions.
- Patron or User - Any individual parking in a study area.
- Peak Hour - The peak hour represents the typical busiest hour of the day for parking demand and is not intended to be the absolute peak.
- Survey Day - The day that occupancy counts within a study area are recorded. This day should represent a typical busy day or days.

PARKING SUPPLY

The foundation of a parking supply and demand study is an inventory of the existing parking supply. Parking in the Study Area is available in several forms. Depending on the block, on-street parking is either offered at no charge or metered. Off-street parking is available to the public in lots and structures, which are both publicly- and privately-owned facilities. Private parking is available for specific user groups in lots and structures and is often restricted for use by the individual businesses.

The inventory is compared to the observed parking occupancy to quantify the existence of a parking surplus or deficit. A surplus exists when the supply exceeds the demand; a deficit exists when the supply is inadequate to meet the demand. We conducted this analysis on a block-by-block basis within the Study Area, segmenting the demand by block. This approach is appropriate given that the Indianapolis parking market is not characterized as having pent-up parking demand.

Downtown Indy provided an inventory of parking spaces and Walker independently verified the existence of these spaces by sending a crew of field data collectors into the Study Area. The data collectors identified existing spaces and verified space counts. In a few cases, off-street parking facilities were secured with restricted access and could not be entered. In these cases, Walker relied exclusively on the information provided by Downtown Indy. The method used herein is a typical approach for these types of studies and provides a reasonable estimate of existing parking capacity within the Study Area.

EFFECTIVE PARKING SUPPLY

The total supply is not an accurate representation of parking spaces available for use at one moment in time. To provide an operating cushion, an adjustment is made to the existing supply and a portion of the existing supply is compared to parking demand to gauge whether there is a surplus or deficit of spaces. This effective supply adjustment accounts for vehicles moving in or out of parking spaces, misparked vehicles, snow piles, construction, or the perception that a parking lot or street is full, the total supply is multiplied by an effective supply factor. For metered on-street parking spaces, the supply of spaces is decreased to 85% of capacity. For non-metered or off-street spaces, the supply of spaces is decreased to 90% of the total supply for public parking and 95% for private parking.

PARKING ADEQUACY

Parking adequacy is the ability of the parking supply to accommodate the parking demand. In the case of the Study Area, the demand was estimated based on the observed weekday and Saturday parking occupancy counts recorded. The observed occupancy is subtracted from the effective supply to determine the adequacy for the Study Area. A positive number is indicative of a parking-space surplus and a negative number is indicative of a parking-space deficit.

PARKING ADEQUACY DURING SPECIAL EVENTS

As part of this study, Walker considered parking adequacy during special events. There are more than 8,000 vacant public parking spaces within the Market East Study Area alone, during non-event evenings. Additionally, there are thousands of other vacant parking spaces located in other parts of the downtown and within reasonable walking distance to Bankers Life Fieldhouse. In conclusion, there is adequate event parking.

The two most significant event venues within or within near proximity of this project's Study Area include Bankers Life Fieldhouse and the Old National Centre. Bankers Life Fieldhouse abuts the southwest side of the Study Area and is located outside of the Study Area. This venue seats approximately 18,500 for basketball, 20,000 for center stage concerts, and 6,600 for a theatre setup. Based on a sell-out for a center stage concert and assuming 2.5 persons per vehicle, Bankers Life Fieldhouse is estimated to generate parking demand for 8,000± cars. This occurs on a weekend or during a weekday evening.

Old National Centre, originally known as the Murat Centre or Murat Temple, is located within the Mass Ave Study Area at 502 N. New Jersey Street. The venue features a 2,600-seat performing arts theatre, an 1,800-seat concert hall with a banquet room, and a 600-seat multi-functional room. There are about 300 events held annually at the facility. Assuming a sell-out in the 2,600-seat performing arts theatre and 2.5 persons per vehicle, parking demand for up to 1,040 cars can be expected.

There were no scheduled events on Saturday, April 11, 2015, the date that Walker performed its Saturday night parking occupancy study, at the Bankers Life Fieldhouse or Old National Centre.

There are large downtown Indianapolis special events that generate atypical and unusually high traffic and parking conditions. For example, this includes the city's fireworks show on Independence Day, the Monument Circle tree lighting ceremony, and the Indianapolis 500 Parade, to name a few. For these events, people have expectations that are different from those during ordinary occasions. During these large, infrequent events, people park greater distances from their destinations and walk further. The conclusions within this study are not intended to address these particular situations.

FUTURE CONDITIONS

To project future parking adequacy, parking supply and demand impacts related to proposed future development projects are overlaid on existing parking adequacy figures. Parking demand for the proposed future development projects is based on type and quantity of land use. Any existing parking supply to be displaced by future developments is removed from the available supply.

FUTURE DEMAND ASSUMPTIONS

For purposes of this analysis, future parking demand is projected for each proposed development project based on the following assumptions:

- Downtown Indy and Anderson + Bohlander, LLC provided proposed development projects, including location, type of land use and timing of development. Some information was obtained from the City of Indianapolis Department of Metropolitan Development.
- The “retail” land use category could mean either retail shops, restaurants/bars, or a combination thereof. Restaurants and bars can generate 4-5 times the parking demand that a retail shop generates. In cases where Anderson + Bohlander is projecting retail development, Walker assumed 50% of the retail development is retail shops and the remaining 50% is restaurants and bars.
- In certain cases, Anderson + Bohlander identified that “commercial” development is projected for a location. This could mean office, retail shops, and/or restaurants and/or bars. Walker assumed that the street level of the commercial space would be split 50/50 between retail shops and restaurants/bars. Floors above street level are assumed to be office space.
- Walker applied industry-standard parking demand ratios to these land uses to project parking demand. The following are the ratios used:
 - Hotel – 1.25 spaces per room during weekend and 1.08 spaces per room during weekend.
 - Office – A range of 2.8 to 3.8 spaces/ksf during weekdays and 0.28 to 0.38 spaces/ksf during weekends, with larger offices generating demand at a lower rate.
 - Residential – 1.65 spaces/unit for both weekday and weekend.
 - Restaurant – 18 spaces/ksf, weekday; 20 spaces/ksf, weekend.
 - Retail – 3.6 spaces/ksf, weekday; 4.0 spaces/ksf, weekend.
- A 20% reduction in the base parking demand ratios was taken to reflect captive market effects, recognizing that residents who are already located within or near the Study Area, will be occupants of the offices, retail shops, and restaurants/bars and so the intent of this reduction is to avoid double counting.
- Base parking demand for office space was further reduced by taking a 12% reduction to reflect the transportation modal split characteristics of weekday commuters, and specifically the estimated percentage of commuters who do not drive a car to work, as documented within the Indianapolis Metropolitan Planning Organization’s 2014 Annual Report.

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FUTURE ADEQUACY

Future parking adequacy is presented within the three different planning horizons included in the previous section. With the exception of the 5-10-year long-term horizon, the parking supply is expected to be adequate. To address future parking space deficits, we recommend that this study be updated annually to reflect actual development projects and before additional parking not included herein is constructed.