

Existing Conditions

Background Document Review

The background document review for the Franklin Street Parking Management and Active Transportation Plan (“the Plan”) examines master plan documents for their relevance to issues within the Plan “study area”, which is bounded by W. Iowa Street on the north, N Lemcke Avenue on the west, Lloyd Expressway on the south, and Fulton Street on the east. We also will be referring to the “focus area” of the study in this review, which is bounded by Michigan Street on the north, Illinois Street on the south, Wabash Avenue on the east, and St. Joseph Avenue on the west. Multiple plans and studies have been completed pertaining to the transportation system and built environment in the study area. These documents are summarized below, with a focus on base information relevant to the study area and pertinent to city policies, codes and processes, parking, active transportation, parks and land use along Franklin Street and the surrounding neighborhood.

Bicycle and Pedestrian Connectivity Master Plan

The 2015 Bicycle and Pedestrian Connectivity Master Plan completed for the City of Evansville and the Evansville MPO highlighted Franklin Street as a priority project that would provide a connection to the Pigeon Creek Greenway and to future bikeways, as shown below in Figure 1.

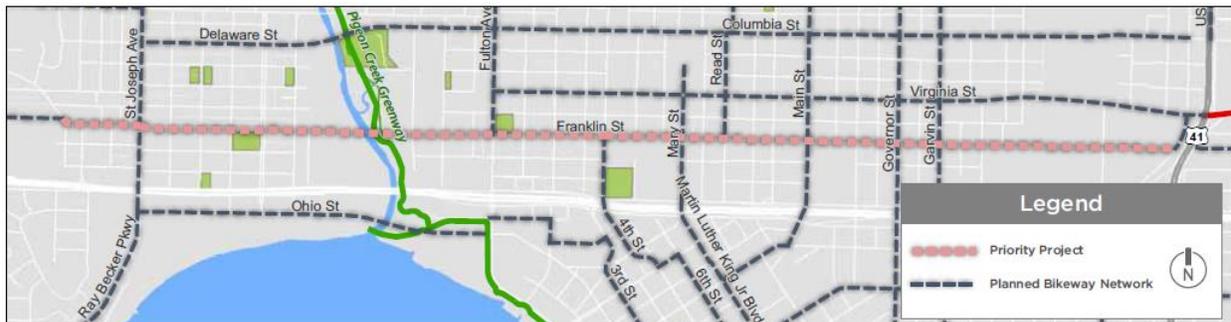


Figure 1: Franklin St. as a Priority Project, 2015 Bicycle and Pedestrian Connectivity Master Plan

The 2015 Bicycle and Pedestrian Connectivity Master Plan acknowledged the varied street characteristics and cross sections along Franklin Street, and the recommended bicycle facility types for the corridor reflect these conditions:

- Between Mt. Vernon Avenue to St. Joseph Avenue, the 2015 plan recommends shared lane markings due to roadway cross section and lack of available space for a dedicated bikeway.

- A cycle track implemented through a road diet from four motor vehicle through lanes (two in each direction) to two motor vehicle lanes (one in each direction) is recommended from St. Joseph Avenue to 9th Avenue.
- From 9th Avenue east to 1st Avenue, the Bicycle and Pedestrian Connectivity Master Plan recommends buffered bike lanes and a narrowing of existing travel lanes.

The proposed configuration provides for transition from a two-lane section west of St. Joseph to a three lane/two lane with a median and on-street parking to a 5 lane with on-street parking for motor vehicles, and bikeways that transition from shared facilities to separated bikeway facilities to the east.

Evansville-Vanderburgh County Comprehensive Plan

The Evansville - Vanderburgh County Comprehensive Plan was completed in June of 2016 by the Evansville Vanderburgh County Area Plan Commission. This comprehensive plan captures the desired vision for the community's growth and allocation of resources for the next 20 years. The General Land Use Action Plan of the comprehensive plan focuses on general themes that include revitalization, preservation of historic resources, and infill development that maximizes existing infrastructure, particularly for areas like the Franklin Street Corridor. The individual policies outlined call for:

- greater density to be encouraged to allow for more efficient use of land, infrastructure, and modes of transportation; and
- the provision of transportation and utility systems that direct development to desired growth areas.

The neighborhoods around the Franklin Street Corridor, in Pigeon township, have experienced a 21 percent population loss and could benefit from investments in the transportation network as the City encourages infill and growth in existing built up areas.

The Commercial Area Action Plan of the comprehensive plan identifies the Franklin Street Commercial Corridor as an appropriate area for convenient and functional future commercial activities and identifies it on the Future Commercial Land Use Map as a future mixed use commercial development area.

Evansville Parks and Recreation Plan

Greenways and connectivity to major destinations was stated to be a need by 69 percent of respondents to the Evansville Parks and Recreation Plan survey. The Parks and Recreation Plan, as with the 2015 City of Evansville Bicycle and Pedestrian Connectivity Master Plan, recommended a study to focus on the feasibility of the planned and existing Pigeon Creek Greenway loop, on-road connections, and connections to each park. The plans state that the network should also look into connections to schools, libraries, community centers, and the downtown. The Franklin Street Corridor is identified as a priority project for bikeway connectivity, in the Bicycle and Pedestrian Connectivity Master Plan, to the Pigeon Creek Greenway.

Policy and Code Language

Parking Code

The Zoning Code establishes development standards that proposals for new businesses in the City must meet. One of these development standards is the number of off-street parking spaces that must be provided for the type of use proposed (e.g. one space required for every three restaurant seats, or one space required for every 200 square feet of retail space). These parking requirements apply to new development. However, it is important to note that since the West Franklin Street Corridor is almost entirely developed, any proposals for new businesses to occupy existing structures are not subject to the parking requirements as long as the use proposed requires parking of an equal or less amount than the use that previously occupied the site. So in other words, parking is, in many cases, “grandfathered in” pursuant to the Zoning Code for existing structures.

Evansville’s current parking code, relative to the Franklin Street Corridor, was reviewed and compared to codes for commercial corridors in other cities of a character similar in density and design and with comparable businesses and populations to that of the Franklin Street Corridor. The built environment, population density, commercial corridor, and overall population are considered. In addition, Walkscore.com was used to provide a general sense of the ease of walking in each community in which these comparative corridors were located. Walkscore measures walkability on a scale from 0 - 100 based on walking routes to destinations such as grocery stores, schools, parks, restaurants, and retail. A score of 100 means that the community is very walkable.

Many of the cities, including Evansville, had zoning code language that included shared or flexible parking provisions to allow uses with separate peak utilization hours to share the same spaces. The off-street parking codes from other cities contained language for the special character and needs of business districts that reduced parking requirements. Case studies are listed with a presence of bicycle parking requirements or incentives for adding bike parking and being granted reduced vehicle parking requirements. The matrix on the following page displays our findings from the case studies.

Evansville’s code requirements result in more parking spaces required for several of the uses on Franklin Street Corridor than the comparison communities, most notably for bars/taverns and restaurants. These uses had the greatest disparity of parking requirements, exceeding some of the comparable communities by 40 percent.

| | Evansville, IN | Provo, UT | Burlington, VT | St. Charles, IL | Univeristy City, MO |
|--|---|---|---|---|----------------------|
|  |  |  |  |  | |
| Population (2010 Census) | 117,429 | 115,264 | 42,441 | 32,341 | 35,371 |
| Built Environment Density (housing units/sq mi) | 1,209 units/sq mile | 766 units/ sq mile | 1,090 units/sq mile | 791 units/ sq mile | 3,054 units/sq mile |
| Poulation Density (people/sq mile) | 2,454 people/ sq mile | 2,653 people/sq mile | 4,119 people/ sq mile | 1,993.9 people/ sq mile | 5,995 people/sq mile |
| Distinct Parking Districts Present in Code | No | Yes | Yes | Yes | Yes |
| Flexibility or Shared Parking Language in Code | Yes | Yes | Yes | Yes | Yes |
| Bicycle Parking Code Requirements/Incentives | No | No | Yes | No | Yes |
| Walkscore (0-100, 100 being the most walkable) | 60 | 87 | 95 | 58 | 66 |

A Comparison of Parking Code Requirements by Use

| Use | Evansville, IN | Provo, UT | Burlington, VT | St. Charles, IL | Univeristy City, MO |
|---|--|---|---|---|---|
| Automobile service station (Example: six employees, four bays, and 5,000 sq ft) | One parking space for each employee of the largest working shift, two spaces for each service stall, plus adequate spaces for visitors 16 | Four (4) spaces per bay (service bays shall not be considered a parking space). 16 | Two (2) per 1,000 GFA plus one per bay 14 | Two (2) per service bay plus 2 per 1,000 sf of GFA 18 | Four (4) spaces per bay plus one per vehicle customarily used in the operation of the use 17 |
| Bank (Example: 2,000 sq ft with two drive in lanes) | One space for each 200 sq ft GFA 10 | One (1) per two hundred fifty (250) square feet of GFA plus three (3) stacking spaces per drive up window 14 | Neighborhood District - 2.5 per 1,000 GFA, Shared Use District - 2 per 1,000 GFA, Downtown District - 1 ND= 5, SU D =4, DD=2 | Four (4) per 1,000 sf of GFA, plus 5 stacking per driving lane or ATM lane when there are 4 or more such lanes 8 | One (1) space for each 200 sq ft, 5 stacking spaces per customer service station, parking isles shall not be used 20 |
| Bar and Tavern (Example: 2,000 sq ft tavern, with 56 seats, assuming only 1,000sq in the seating area) | One space for each two customer seats 28 | One (1) per 100 GFA 20 | Neighborhood District -4 per 1,000 GFA, Shared Use District - 3 per 1,000 GFA, Downtown District - None ND= 8, SU D =6, DD=0 | Ten (10) per 1,000 sq ft of GFA 20 | One space for each 75 sq of Floor area, exclusive of kitchen, restrooms, and storage areas 14 |
| Restaurants (Example: 2,000 sq ft restaurant, with 56 seats, and no drive through lane) | One space for each three customer seats 28 | One (1) space per four (4) seats or one (1) per one hundred (100) square feet of gross floor area including outside seating, plus 3 stacking for drive thru-windows 14 or 20 | Neighborhood District -4 per 1,000 GFA, Shared Use District - 3 per 1,000 GFA, Downtown District - None ND= 8, SU D =6, DD=0 | Ten (10) per 1,000 sq ft of GSA 20 | 1)Restaurant: Once space for each 75 sq of Floor area, exclusive of kitchen, restrooms, and storage areas 2)Drive through only restaurant- 5 stacking spaces for each service window; plus 2 spaces for each customer service window 3)Carry out service only - 1 spacefor each 200 sq ft in floor area 1) 27 spaces 2) N/A 3) N/A |
| Retail and Commercial General (Example: 1,000 sq ft) | One space for each 200 sq ft GFA 5 | One (1) space per six hundred (600) square feet of GFA 2 | Neighborhood District -3 per 1,000 GFA, Shared Use District - 2 per 1,000 GFA, Downtown District - 1 ND= 3, SU D =2, DD=1 | Four (4) per 1,000 sq ft of GFA 4 | One space for each 250 sq ft of floor area; 1 space for each 350 sq ft of floor area for retail or commercial service establishments greater than 10,000 sq ft in floor area. 4 |
| Medical Office/Dental Office (Example: 1,000 sq ft) | One space for each 200 sq ft GFA 5 | One (1) space per one hundred fifty (150) square feet of GFA 7 | Neighborhood District -3 per 1,000 GFA, Shared Use District - 2 per 1,000 GFA, Downtown District - 1 ND= 3, SU D =2, DD=1 | Four (4) per 1,000 sq ft of GFA 4 | One space for each 250 sq ft of floor area. 4 |

Figure 2: Code Comparison Matrix

Shared Parking Agreements

A shared parking agreement is a legal instrument through which adjacent or nearby businesses or property owners with non-conflicting uses (such as a church and a bank), or with parking in excess of their needs, can share parking spaces. These spaces can address the lack of on-site parking necessary to meet code requirements. This process is overseen by the APC staff, which reviews any proposed agreements between the lessor and lessee of said spaces to ensure that they are properly worded and are allowing the use of sufficient spaces to meet code. Once such an agreement is accepted by the APC, diligent tracking of parking spaces to accommodate parking requirements is also carried out by staff. In the past, records of shared parking agreements were not as diligently tracked as today. These agreements between property owners are an option for developers in lieu of on-site parking, and must be submitted prior to issuance of permits by the APC for development.

In the study area, multiple businesses have executed shared parking agreements to meet the requirements set forth in the Zoning Code. For example, the West Side Nut Club, which owns multiple parking lots in the study area, has agreements with four local businesses to use parking spaces in its lot on 10th Avenue between West Franklin and West Michigan Streets. Based on discussions with stakeholders along the Franklin Street Corridor, many of these agreements claim a lease upon the same parking spaces more than once. While shared parking agreements can be valuable tools to address limitations in the provision of required parking spaces in historic commercial districts like the Franklin Street Corridor, this instrument alone cannot solve the variety of parking related issues in the study area.

Parking Variances

Parking variances to reduce code parking requirements for individual developments have been approved by the Board of Zoning Appeals in the past relative to redevelopment in the Franklin Street Corridor. These variances acknowledge the historic built environment, as well as the availability of on-street parking to support businesses along the Franklin Street Corridor. In the last 11 years, at least six businesses along the Franklin Street Corridor have received variances to reduce the number of parking spaces required. These businesses include Lamasco Bar and Grill, the Tin Man, Franklin Street Pizza Factory, Smitty's, Club Royale (now Pistons), and the Gerst Haus. In this same time period, one parking variance request has been denied for the former Bud's Harley Davidson building. While the approved variances have reduced the required parking for some individual businesses, in some cases they have resulted in a reduction of available on-street parking for adjacent businesses and neighborhood residents by adding more competition for these spaces. The frequent issuance of variances to reduce the number of required parking spaces, and the denial of some variances, highlights the challenges of the current parking ordinances to meet the needs of businesses occupying these commercial properties along the Franklin Street Corridor.

Proposed Zoning Overlay

In July 2017, a proposed amendment to the Zoning Code was introduced to ease parking requirements in the Franklin Street Corridor through the creation of a zoning overlay district. The overlay district would allow businesses to use a standard parking requirement ratio of 1 parking space for every 400 square feet of floor area, or use the requirements set forth in the existing parking code. The language does not specify if floor area refers to gross floor area or usable floor

area. The other parking-related requirement proposed in the ordinance requires that all parking spaces be provided in the rear of the property.

The statement of intent for the proposed overlay zone is to offer relaxed parking requirements among other provisions “as incentives for new development” and “to help establish a mixed-use area” with a variety of uses. The overlay, as drafted, creates a one-size-fits-all parking application and creates a preference to certain uses while negatively impacting others.

The proposed overlay district requirement of 1 parking space per 400 square feet of floor area will provide relief for many types of businesses in commercially-zoned districts and only hurt a few others. Specifically, for the Franklin Street Corridor, it would benefit most existing businesses including bars and taverns, beauty and barber shops, department stores, drugstores, laundromats, nightclubs, restaurants, and markets, as well as similar businesses desired that could come into the corridor. Certain other uses may have increased requirements. A detailed listing of business uses permitted relative to the Franklin Street Corridor is not included. The perception of this overlay on the neighborhood surrounding the Franklin Street Corridor will be that the lessened parking requirement for new businesses will exacerbate parking that currently spills into their neighborhood.

The overlay zone also included language requiring outdoor public art such as outdoor sculptures or murals with minimal requirements. These topics are not related to the parking issue at hand, and would require further discussion on how the art must support and maintain the historic characteristics of the district and adjacent buildings. Similarly, the overlay district touched on the topic of noise control requirements which should be further researched for best practices in defining the appropriate limits and parameters of application.

Parking Inventory

The supply of motor vehicle parking in and around the Franklin Street Corridor consists of public on-street parallel parking and private off-street parking in more than 175 lots throughout the study area. In total, there are 6,540 parking spaces present that could support commercial, entertainment, residential, and industrial land uses in common for this cultural district should the owners of the private lots choose to allow shared use. In the focus area, consisting of 22 blocks bounded by West Michigan Street to the north, Wabash Avenue to the East, West Illinois Street to the south, and St. Joseph Avenue to the west, there are 1,178 total parking spaces. Map 1 and Map 2 on the following pages provide an inventory of available parking. On-street parking is shown as thick lines along the edge of adjacent parcel blocks, and off-street parking is identified by the parcel in which the parking is located.

On-Street Parking

In total, there are approximately 1,834 on-street parking spaces in the entire study area, and 419 on-street parking spaces in the focus area. These on-street parking spaces represent the only public parking opportunities in the study area at the present time. However, the West Side Nut Club lots essentially function as public parking at the present time.

Off-Street Parking

Off-street parking in the study area is privately owned and directly serves adjacent or nearby businesses and properties who own the parking lots, or have lease agreements with parking lot owners. There are 4,706 off-street parking spaces on 176 private parking lots. Parking capacity in private lots in the study area range from 4 to roughly 240, the largest of these being the INDOT-owned parking lot located at the northwest corner of Lloyd Expressway and St. Joseph Avenue, which is also not open for public use. Within the focus area, there are 759 parking spaces on 43 private parking lots.

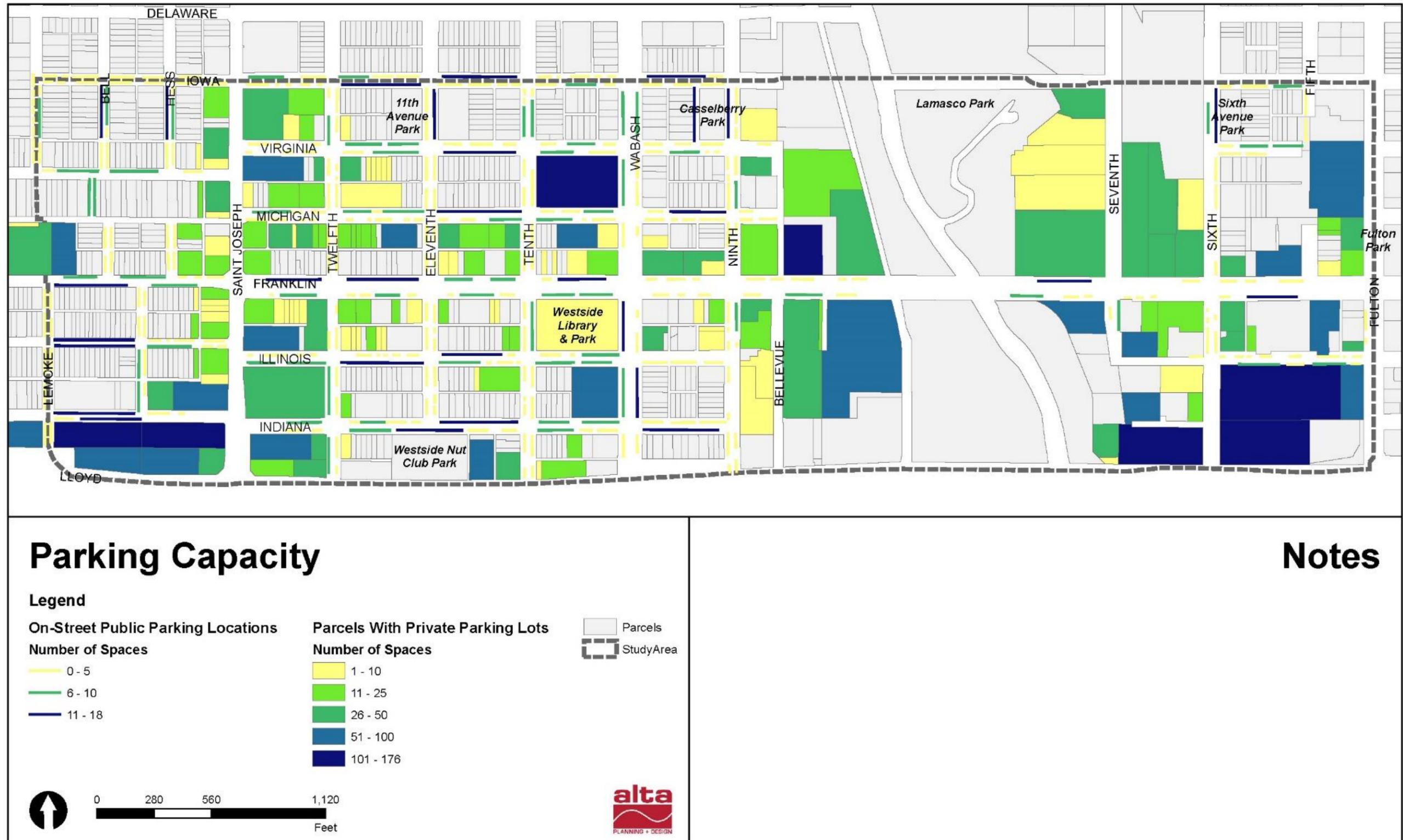
Characteristics & Support Systems

Restrictions

On-street public parking spaces are non-metered. Parking restrictions within the study area are minimal and consist primarily of two-hour and one-hour time limits along the following streets:

- Franklin Street between Pigeon Creek and St. Joseph Avenue,
- Tenth, Eleventh, and Twelfth Avenues close to Franklin Street.

Other restrictions, such as bus loading and freight loading, are also present within the study area. These restrictions are shown in Map 3. The remainder of the on-street spaces have no restrictions or time limits on parking.



Parking Capacity

Legend

On-Street Public Parking Locations

Number of Spaces

- 0 - 5
- 6 - 10
- 11 - 18

Parcels With Private Parking Lots

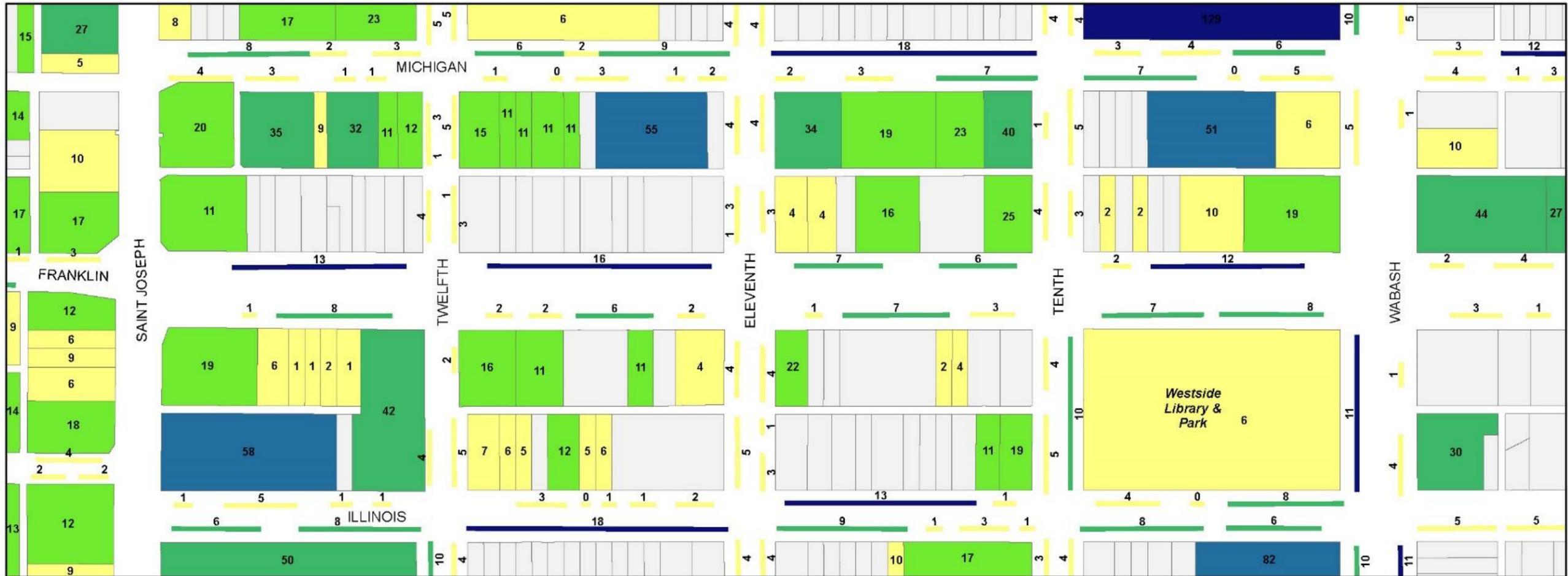
Number of Spaces

- 1 - 10
- 11 - 25
- 26 - 50
- 51 - 100
- 101 - 176

- Parcels
- StudyArea

Notes

Map 1: Inventory of Available Parking in the Full Study Area

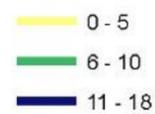


Parking Capacity

Legend

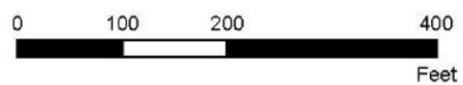
On-Street Public Parking Locations

Number of Spaces



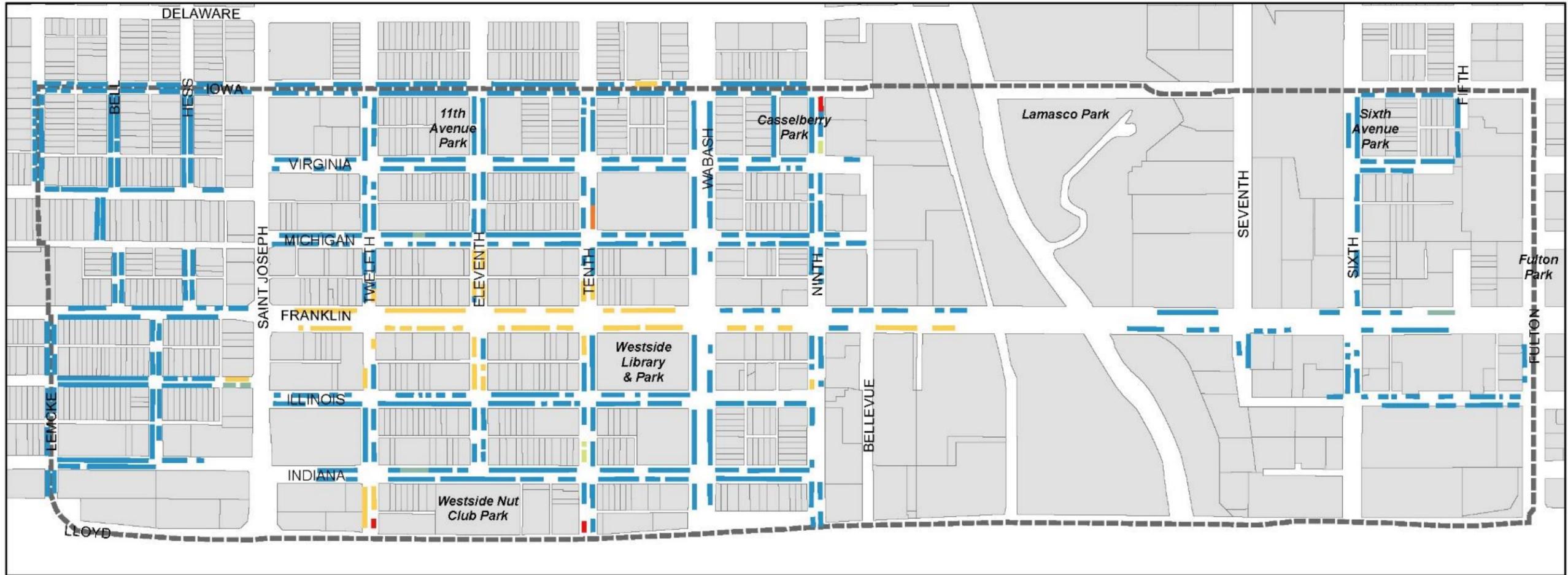
Parcels With Private Parking Lots

Number of Spaces



Notes

Map 2: Inventory of Available Parking along the Franklin Street Corridor



Parking Restrictions

Legend

On-Street Public Parking Restrictions

- None
- 30 minute limit
- 1 hour limit
- 2 hour limit
- bus loading 6AM-5PM
- freight loading

- Parcels
- StudyArea



Notes

Map 3: On-Street Parking Restrictions

Signage

All parking-related signage within the study area can be generally classified into two types: on-street parking locations and restrictions, and private parking lot signage. The signage on the private lots are not consistent and some do not have current business' names in some cases. There is currently no public off-street parking area. Visitors to the Franklin Street Corridor may not know where to park unless a specific business that is a desired destination directs patrons to a specific parking area that is either owned or leased, or there is an available on-street parking space along Franklin Street or a side-street.

Parking Access

On-street parking spaces offer direct, curbside access for residents and visitors by way of a sidewalk network. This sidewalk network serves many of the private parking lots within the study area as well; however, very few, if any, of these private parking lots provide dedicated pedestrian pathways in the form of either separated pathways or surface treatments (striping or marking of pedestrian routes).

ADA Availability

Availability of accessible parking spaces varies considerably. Only 2.2 percent of parking spaces in the study area are signed as accessible spaces. Assessment of specific design for accessibility of the spaces was not assessed. Within the focus area, a slightly higher 2.5 percent of parking spaces are accessible. These figures are shown in Table 1.

Table 1: Accessible Parking Spaces

| | Total Spaces | Accessible Spaces | Percent Accessible |
|--------------------------|--------------|-------------------|--------------------|
| Total Study Area | 6,540 | 147 | 2.2% |
| On-Street | 1,834 | 22 | 1.2% |
| Private Lots | 4,706 | 125 | 2.7% |
| Franklin Street Corridor | 1,178 | 29 | 2.5% |
| On-Street | 419 | 5 | 1.2% |
| Private Lots | 759 | 24 | 3.2% |

Requirements for accessible parking are calculated on a lot-by-lot basis, as described in the Department of Justice's 2010 ADA Standards for Accessible Design, and range from a minimum of one van accessible parking space for smaller lots with up to 25 spaces, to two percent for lots ranging from 500 to 1,000 spaces. At least one of every six accessible parking spaces must be sized to accommodate vans.

It should be noted that an estimated total of 738 parking spaces in 30 private lots do not have designated pavement markings for the parking spaces. Some of these lots are gravel and cannot be marked, while others have been recently resurfaced and may be striped in the near future. The lack of striped pavement markings for parking also means there are no striped accessible parking spaces as well.

Facility Conditions

Conditions of private parking lots within the study area vary, from well-maintained and recently resurfaced and restriped, to eight (8) gravel lots with no markings at all.

Current Parking Demand

Parking demand and utilization varies considerably based on a variety of temporal and other factors, including time of day, day of week, and special events throughout the year. As part of this study, parking utilization field surveys were conducted for both public on-street parking spaces and private off-street parking lots during the following 15 time periods:

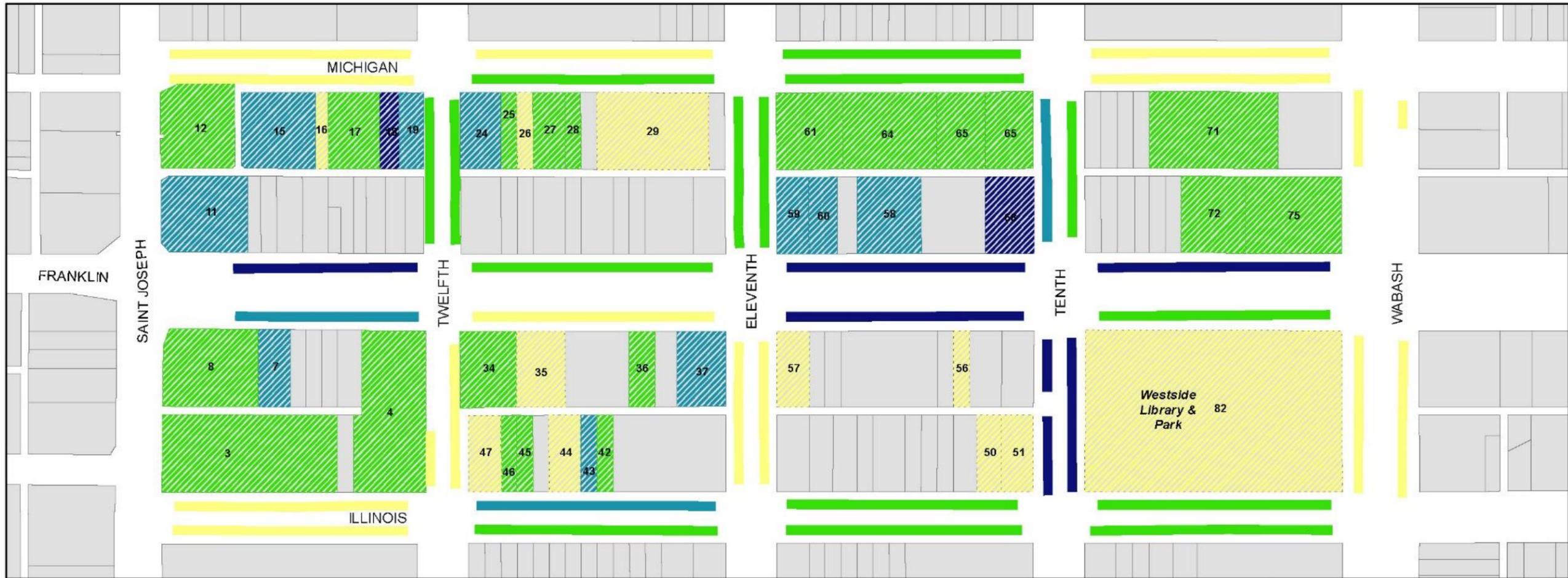
- Wednesday, July 27th, 2017 – 11:30 AM to 12:30 PM
- Thursday, August 3rd, 2017 – 11:30 AM to 1:00 PM
- Thursday, August 3rd, 2017 – 5:30 PM to 7:00 PM
- Thursday, August 3rd, 2017 – 9:00 PM to 10:30 PM
- Friday, August 4th, 2017 – 11:30 AM to 1:00 PM
- Friday, August 4th, 2017 – 5:30 PM to 7:00 PM
- Friday, August 4th, 2017 – 9:00 PM to 10:30 PM
- Saturday, August 5th, 2017 – 9:00 AM to 10:30 AM
- Saturday, August 5th, 2017 – 11:30 AM to 1:00 PM
- Saturday, August 5th, 2017 – 5:30 PM to 7:00 PM
- Saturday, August 5th, 2017 – 9:00 PM to 10:30 PM
- Friday, August 18th, 2017 - 5:30 PM to 6:00 PM
- Friday, August 18th, 2017 - 9:30 PM to 10:00 PM
- Saturday, August 19th, 2017 - 6:00 PM to 6:30 PM
- Saturday, August 19th, 2017 - 9:15 PM to 9:45 PM

These time periods were selected to capture data during times of the day and days of the week with high activity, including lunch, early evening, and late evening periods. Data was also collected during a Saturday morning period to capture data during the Franklin Street Bazaar, one of the district's most popular regularly-scheduled events that occurs weekly through the summer. Other annual events are not included, such as the Fall Festival, which are an accepted part of the Franklin Street Corridor.

Peak Parking Utilization

Maps depicting parking utilization during three peak periods studied are shown in the maps on the following pages: Map 4: Weekday Lunch Peak Parking Utilization from August 3rd at 12:30 PM, Map 5: Weekday Evening Peak Parking Utilization from August 3rd, 6:30 PM, and Map 6: Weekend Peak Parking Utilization from Saturday, August 5th, 11:30 AM.

The highest peak parking utilization for combined public and private parking occurred at 11:30 AM on Saturday, August 5th, during which time the Franklin Street Bazaar activity overlapped with the lunch hour and the opening of other businesses within the district. The annual Germania Volksfest, near the Franklin Street Corridor, occurred during this weekend and may have attracted visitors away from the district.



Peak Parking Utilization

Weekday Lunch Peak - August 3rd, 12:30 PM

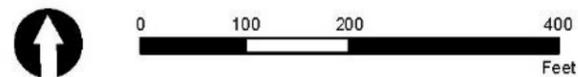
Legend

On-Street Public Parking Utilization

- 0% to 25%
- 26% to 50%
- 51% to 75%
- 76% to 100%

Parcels With Off-Street Private Parking Lots Utilization

- 0% to 25%
- 26% to 50%
- 51% to 75%
- 76% to 100%

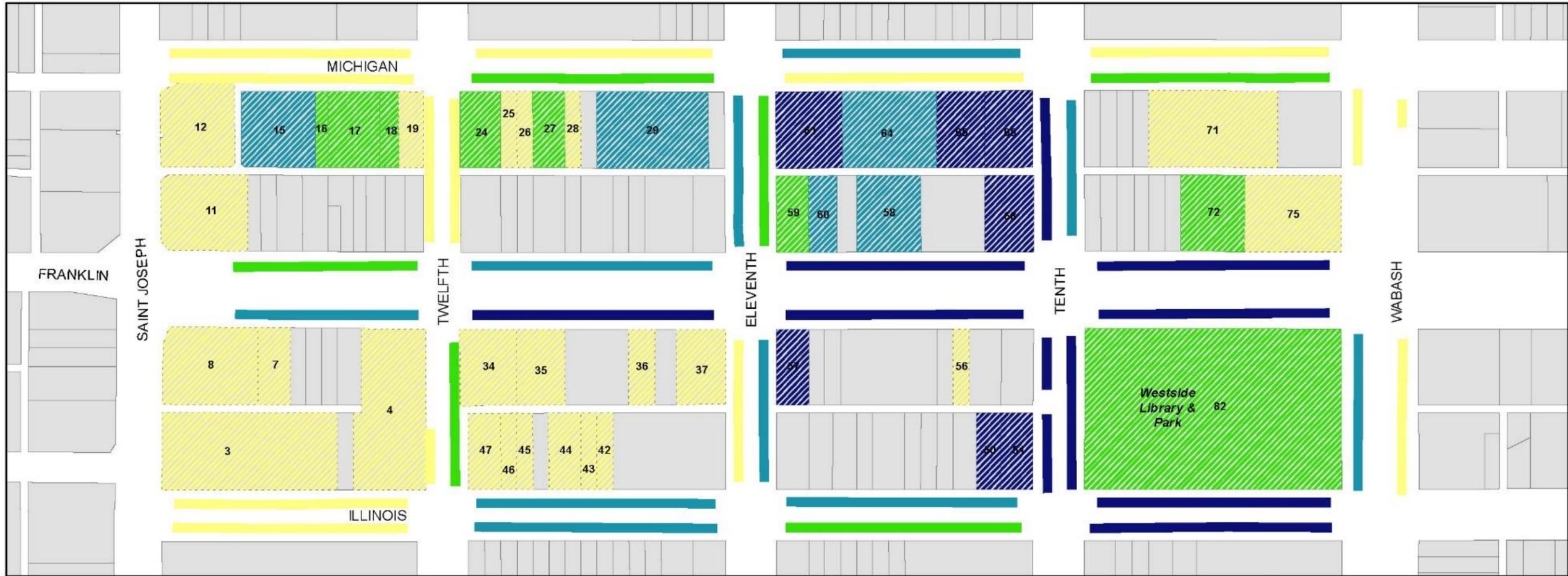


Private Parking Lot Business List

| Lot Number | Business | Parking Spaces |
|------------|--|----------------|
| 3 | Hardee's | 58 |
| 4 | Franklin Street Dentistry | 42 |
| 7 | for sale | 6 |
| 8 | Pet Food Center | 19 |
| 11 | West Franklin Professional Building (medical) | 11 |
| 12 | United Bank | 20 |
| 15 | West Franklin Professional Building (medical) | 35 |
| 16 | Sportman's Bar & Grill | 9 |
| 17 | Professional Eyecare Associates | 32 |
| 18 | Helfrich Realtors | 11 |
| 19 | Kite & Key Restaurant | 12 |
| 24 | St. Paul's United Church of Christ | 15 |
| 25 | Thomas's Shoes | 11 |
| 26 | Paul's Menswear | 11 |
| 27 | Paul's Menswear | 11 |
| 28 | ERA | 11 |
| 29 | River Bend | 55 |
| 34 | Johnson, Carroll, Norton, Kent, Goedde Attorneys | 16 |
| 35 | West Side Chiropractic Center | 11 |
| 36 | First Federal Bank | 11 |
| 37 | First Federal Bank | 4 |
| 42 | Simpson United Methodist Church | 6 |
| 43 | Simpson United Methodist Church | 5 |
| 44 | unknown | 12 |
| 45 | unknown | 5 |
| 46 | unknown | 6 |
| 47 | Twilight Apartments | 7 |
| 50 | Alexander Funeral Home | 11 |
| 51 | Alexander Funeral Home | 19 |
| 56 | Rajo's Guns | 4 |
| 57 | West Side Nut Club | 22 |
| 58 | Old National Bank | 16 |
| 59 | Piston's | 4 |
| 60 | Piston's | 4 |
| 61 | Piston's | 34 |
| 64 | Old National Bank | 19 |
| 65 | West Side Nut Club | 40 |
| 65 | West Side Nut Club | 23 |
| 68 | West Side Nut Club | 25 |
| 71 | Primary Care West, State Farm, other retail | 51 |
| 72 | multiple retail/services businesses | 10 |
| 75 | Primary Care West, State Farm, other retail | 19 |
| 82 | West Branch - Public Library | 6 |

Notes

Map 4: Weekday Lunch Peak Parking Utilization



Peak Parking Utilization

Weekday Evening Peak - August 3rd, 6:30 PM

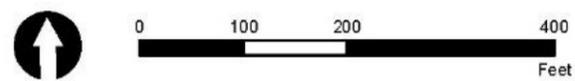
Legend

On-Street Public Parking Utilization

- 0% to 25%
- 26% to 50%
- 51% to 75%
- 75% to 100%

Parcels With Off-Street Private Parking Lots Utilization

- 0% to 25%
- 26% to 50%
- 51% to 75%
- 75% to 100%

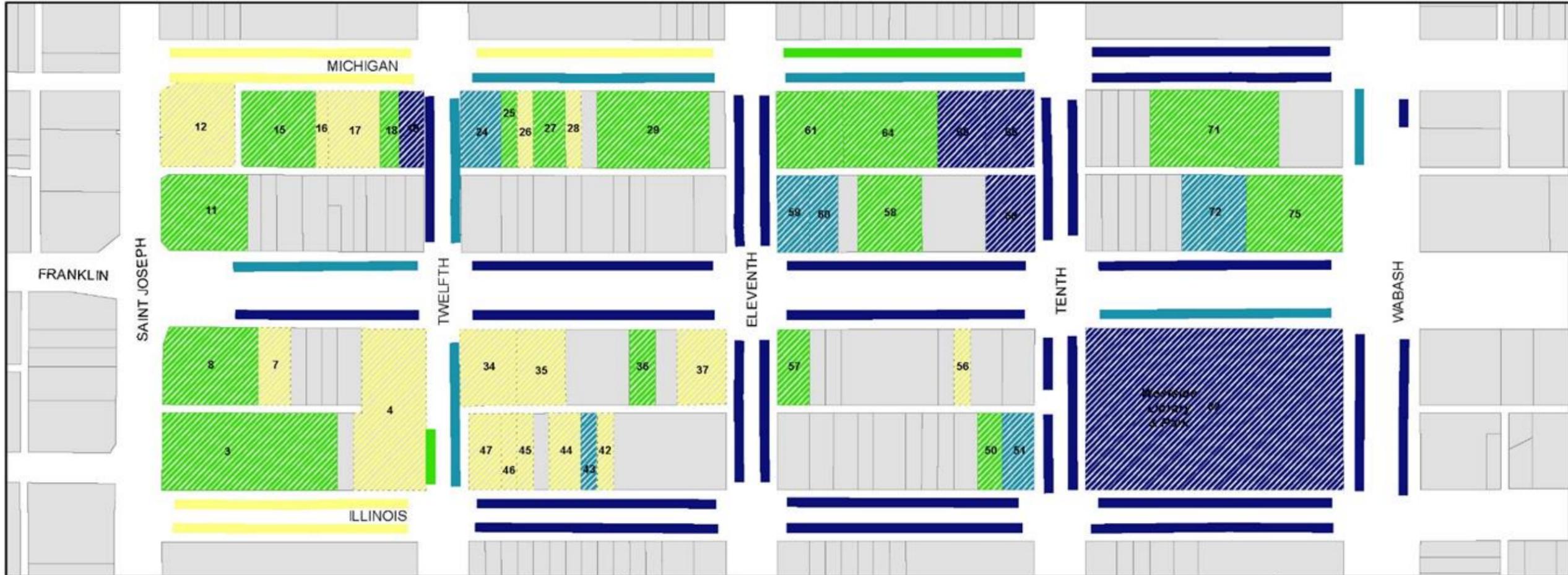


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|------------|--|----------------|
| 3 | Hardee's | 58 |
| 4 | Franklin Street Dentistry | 42 |
| 7 | for sale | 6 |
| 8 | Pet Food Center | 19 |
| 11 | West Franklin Professional Building (medical) | 11 |
| 12 | United Bank | 20 |
| 15 | West Franklin Professional Building (medical) | 35 |
| 16 | Sportman's Bar & Grill | 9 |
| 17 | Professional Eyecare Associates | 32 |
| 18 | Helfrich Realtors | 11 |
| 19 | Kite & Key Restaurant | 12 |
| 24 | St. Paul's United Church of Christ | 15 |
| 25 | Thomas's Shoes | 11 |
| 26 | Paul's Menswear | 11 |
| 27 | Paul's Menswear | 11 |
| 28 | ERA | 11 |
| 29 | River Bend | 55 |
| 34 | Johnson, Carroll, Norton, Kent, Goedde Attorneys | 16 |
| 35 | West Side Chiropractic Center | 11 |
| 36 | First Federal Bank | 11 |
| 37 | First Federal Bank | 4 |
| 42 | Simpson United Methodist Church | 6 |
| 43 | Simpson United Methodist Church | 5 |
| 44 | unknown | 12 |
| 45 | unknown | 5 |
| 46 | unknown | 6 |
| 47 | Twilight Apartments | 7 |
| 50 | Alexander Funeral Home | 11 |
| 51 | Alexander Funeral Home | 19 |
| 56 | Rajo's Guns | 4 |
| 57 | West Side Nut Club | 22 |
| 58 | Old National Bank | 16 |
| 59 | Piston's | 4 |
| 60 | Piston's | 4 |
| 61 | Piston's | 34 |
| 64 | Old National Bank | 19 |
| 65 | West Side Nut Club | 40 |
| 65 | West Side Nut Club | 23 |
| 68 | West Side Nut Club | 25 |
| 71 | Primary Care West, State Farm, other retail | 51 |
| 72 | multiple retail/services businesses | 10 |
| 75 | Primary Care West, State Farm, other retail | 19 |
| 82 | West Branch - Public Library | 6 |

Notes

Map 5: Weekday Evening Peak Parking Utilization



Peak Parking Utilization

Weekend Peak - August 5th, 11:30 AM

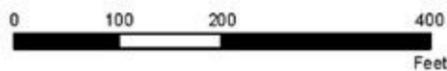
Legend

On-Street Public Parking Utilization

- 0% to 25%
- 26% to 50%
- 51% to 75%
- 76% to 100%

Parcels With Off-Street Private Parking Lots Utilization

- 0% to 25%
- 26% to 50%
- 51% to 75%
- 76% to 100%



Private Parking Lot Business List

| Lot Number | Business | Parking Spaces |
|------------|--|----------------|
| 3 | Hardee's | 58 |
| 4 | Franklin Street Dentistry | 42 |
| 7 | for sale | 6 |
| 8 | Pet Food Center | 19 |
| 11 | West Franklin Professional Building (medical) | 11 |
| 12 | United Bank | 20 |
| 15 | West Franklin Professional Building (medical) | 35 |
| 16 | Sportman's Bar & Grill | 9 |
| 17 | Professional Eyecare Associates | 32 |
| 18 | Hellrich Realtors | 11 |
| 19 | Kite & Key Restaurant | 12 |
| 24 | St. Paul's United Church of Christ | 15 |
| 25 | Thomas's Shoes | 11 |
| 26 | Paul's Menswear | 11 |
| 27 | Paul's Menswear | 11 |
| 28 | ERA | 11 |
| 29 | River Bend | 55 |
| 34 | Johnson, Carroll, Norton, Kent, Goodie Attorneys | 16 |
| 35 | West Side Chiropractic Center | 11 |
| 36 | First Federal Bank | 11 |
| 37 | First Federal Bank | 4 |

| Lot Number | Business | Parking Spaces |
|------------|---|----------------|
| 42 | Simpson United Methodist Church | 6 |
| 43 | Simpson United Methodist Church | 5 |
| 44 | unknown | 12 |
| 45 | unknown | 5 |
| 46 | unknown | 6 |
| 47 | Twilight Apartments | 7 |
| 50 | Alexander Funeral Home | 11 |
| 51 | Alexander Funeral Home | 19 |
| 56 | Raja's Guns | 4 |
| 57 | West Side Nut Club | 22 |
| 58 | Old National Bank | 16 |
| 59 | Pistone's | 4 |
| 60 | Pistone's | 4 |
| 61 | Pistone's | 34 |
| 64 | Old National Bank | 19 |
| 65 | West Side Nut Club | 40 |
| 65 | West Side Nut Club | 23 |
| 68 | West Side Nut Club | 25 |
| 71 | Primary Care West, State Farm, other retail | 51 |
| 72 | multiple retail/services businesses | 10 |
| 75 | Primary Care West, State Farm, other retail | 19 |
| 82 | West Branch - Public library | 6 |

Notes

Map 6: Weekend Peak Parking Utilization

Figure 3 shows the available parking supply of 1,178 in green, and the parking utilization range for the Saturday observation periods listed above.

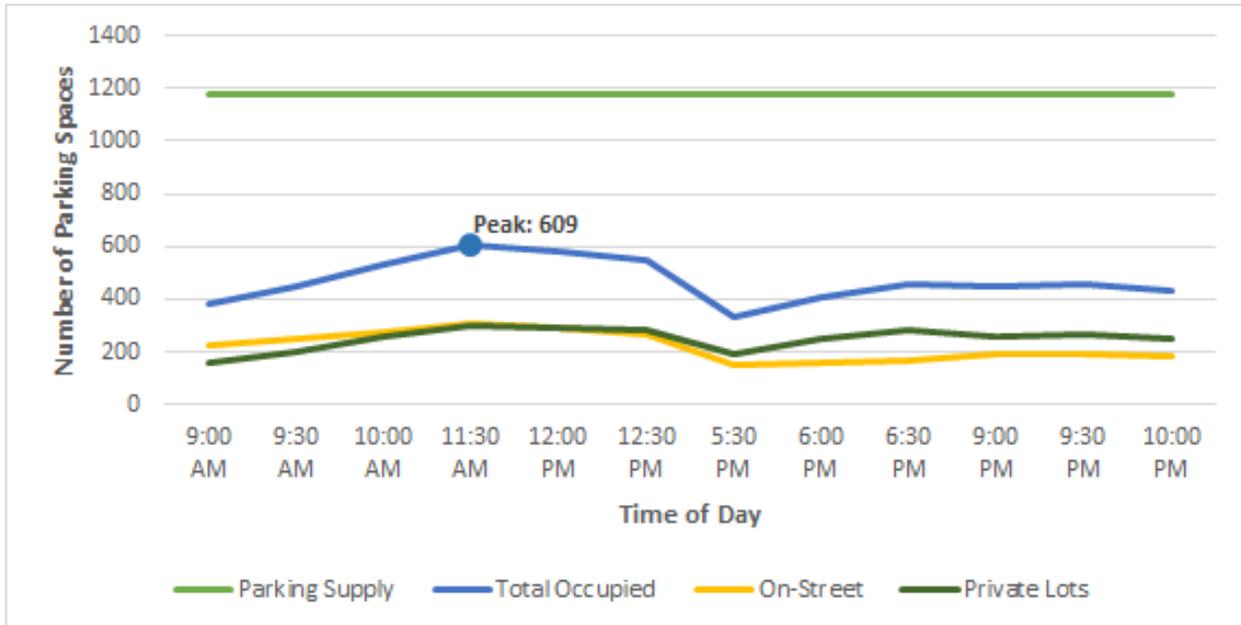


Figure 3: Saturday, August 5th Peak Parking Utilization

As shown in the Figure 3 graph, peak parking utilization on this Saturday occurred at 11:30 AM, during which time 609 of the 1,178 parking spaces within the focus area were occupied. Of those 609 occupied spaces, just over half were public on-street parking spaces (307), and just under half were off-street spaces within private parking lots (302). The 307 occupied on-street parking spaces represent 78 percent of all on-street parking spaces within the focus area. This time period represents the highest utilization rate for on-street parking spaces. In contrast, the 302 occupied parking spaces in private parking lots represents just 39 percent of all private parking spaces available in the focus area.

During the course of the day, parking utilization generally mirrors the nature of activities driving demand for parking. During the early and late morning data collection periods (9:00 AM to 12:00 PM), occupied public on-street parking spaces outnumbered occupied off-street parking spaces in private lots, reflecting in large part attendance at public events like the Franklin Street Bazaar, which included a number of morning activities. During the afternoon data collection periods, parking in private lots outnumbered on-street public parking as more people visited or worked in the shops, restaurants, and other businesses in the area, and parked at those locations.

Map 5 shows the Peak utilization for private parking lots occurred on Thursday, August 3rd at 6:30 PM. During this time, 318 of 784 parking spaces in private parking lots were occupied. Even at peak utilization, only 41 percent of private parking spaces were occupied.

When comparing the August 4th-5th weekend to the August 18th-19th weekend, evidence suggests that the Germania Volksfest had a minor impact on parking utilization during the early and late evening time periods, as shown in Figure 4. Data was not collected for morning or lunch periods on Saturday, August 19th, so no comparison can be made for these time periods.

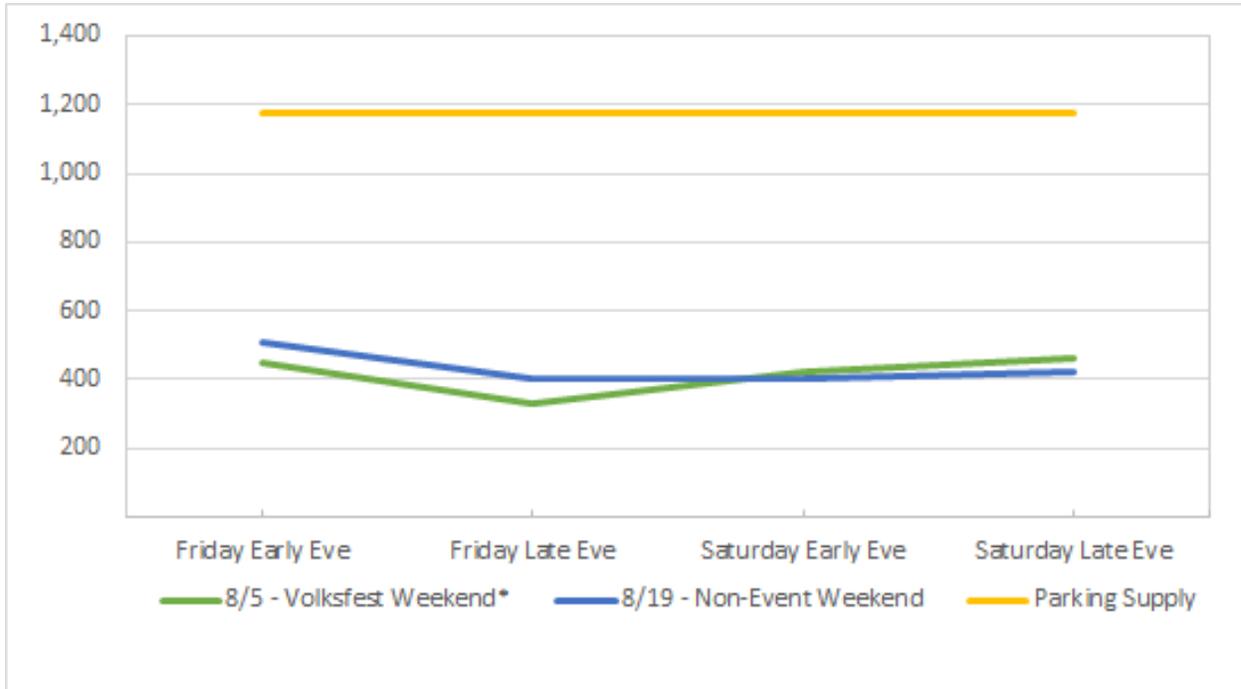


Figure 4: Saturday, August 5th and Saturday, August 19th Parking Utilization Comparison

Existing and Historic Parking Concerns

A number of parking-related concerns and worries have been raised and communicated in focus groups convened for this Plan. The focus groups included residents, business and property owners, and local neighborhood associations. Concerns raised in these focus groups include:

- lack of separation between rear parking areas that support the Franklin Street Corridor businesses and private residences on the same or opposite side of the street;
- occupation of residential on-street parking spaces by patrons of the Franklin Street Corridor businesses;
- occupation of private parking spaces by patrons of nearby businesses;
- increased activity by patrons of the Franklin Street Corridor businesses traveling through residential areas to access parking, particularly during late night hours;
- lack of transition between rear parking lots for the Franklin Street Corridor businesses and residential properties, including landscaping, fencing, and other elements; and
- lack of adequate parking supply to meet current zoning requirements as a result of approved variances and shared parking agreements.

While not parking specific, associated issues have been raised by members of the community regarding changes in the character of the Franklin Street Corridor, an increase in late night activities

associated with more bars and nightclubs, increases in unwanted activity and noise disturbances, and other nuisances that impact the surrounding residential neighborhood.

The Franklin Street Corridor Traffic Conditions

An examination of average daily traffic along Franklin Street points to the opportunities to reallocate roadway space to better serve the needs of all transportation users, as well as adjacent properties. Average daily weekday traffic counts performed at two locations along Franklin Street between Pigeon Creek and St. Joseph Avenue are shown in Table 2.

Table 2: Average Weekday Traffic Counts on Franklin Street

| | Total Traffic Volume | Cars | Cars % | Trucks | Trucks % |
|---------------------------------------|----------------------|-------|--------|--------|----------|
| Franklin Street between 11th - 12th | 8,288 | 8,003 | 96.6% | 285 | 3.4% |
| Eastbound | 3,834 | 3,626 | 94.6% | 208 | 5.4% |
| Westbound | 4,454 | 4,377 | 98.3% | 77 | 1.7% |
| Franklin Street between Bellevue - RR | 7,979 | 7,650 | 95.9% | 329 | 4.1% |
| Eastbound | 3,780 | 3,620 | 95.8% | 160 | 4.2% |
| Westbound | 4,199 | 4,030 | 96.0% | 169 | 4.0% |

The data indicates that average daily traffic volumes reach a peak of 8,288 motor vehicles in the block between 11th and 12th Avenues. The traffic counts also indicate that truck traffic along the corridor represents less than five percent of the total volume.

Walking and Bicycling Environment

Conditions for walking and bicycling can have a significant impact on transportation patterns to, from, and within the study area. Interconnected sidewalks and safe street crossings can encourage pedestrian trips to destinations and to parking. Bicycle wayfinding signage and dedicated bikeways like bike lanes and cycle tracks are called out in the Bicycle and Pedestrian Connectivity Master Plan can encourage residents and visitors to travel by bicycle or use the bike share system present in Evansville.

The Franklin Street Corridor Walkability

Walking conditions along West Franklin Street and the surrounding area reflect the area’s history as a walkable, multimodal commercial district. The wide sidewalks along West Franklin Street have supported a variety of commercial and retail activity for well over a hundred years. The generous street widths have supported nearly every means of urban surface transportation, including horse-drawn and electric streetcars, horse-drawn carriages, motor vehicles, buses, bicycles, and of course pedestrians.

The foundations of a walkable environment are present along West Franklin Street and the surrounding neighborhoods. These include wide sidewalks along the Franklin Street commercial

corridor, particularly between Wabash Avenue and St. Joseph Avenue, interconnected sidewalks along residential streets, marked crosswalks at most arterial and collector intersections, and some ADA-accessible crosswalk ramps. Additional enhancements to the pedestrian realm along West Franklin Street could create a more dynamic and attractive experience for visitors.

The Franklin Street Corridor Bikeability

Bicycle transportation in the study area is supported by a designated bicycle route and shared lane markings on Franklin Street, as well as the signature Pigeon Creek Greenway, one of Evansville’s greatest recreation and active transportation amenities. There are no on-street bikeways in the study area that provide an exclusive space for bicycling, like the bike lanes on Oak Hill Road or the new two-way cycle track being constructed on North Main Street. Facilities like these offer greater separation from motor vehicle traffic and a higher level of comfort for bicycling, and as a result can support bicycling activity by a wider variety of people, including those less experienced bicycling in traffic.

Bicycle parking is limited in the study area. There are only two notable locations of bicycle parking on Franklin Street including the Tin Man Brewing Company at 1430 W. Franklin Street, and the West Branch Library at 2000 W. Franklin Street.



Figure 5: The Tin Man Brewing Company provides eight decorative bicycle parking racks to encourage bicycle trips.

Key Findings

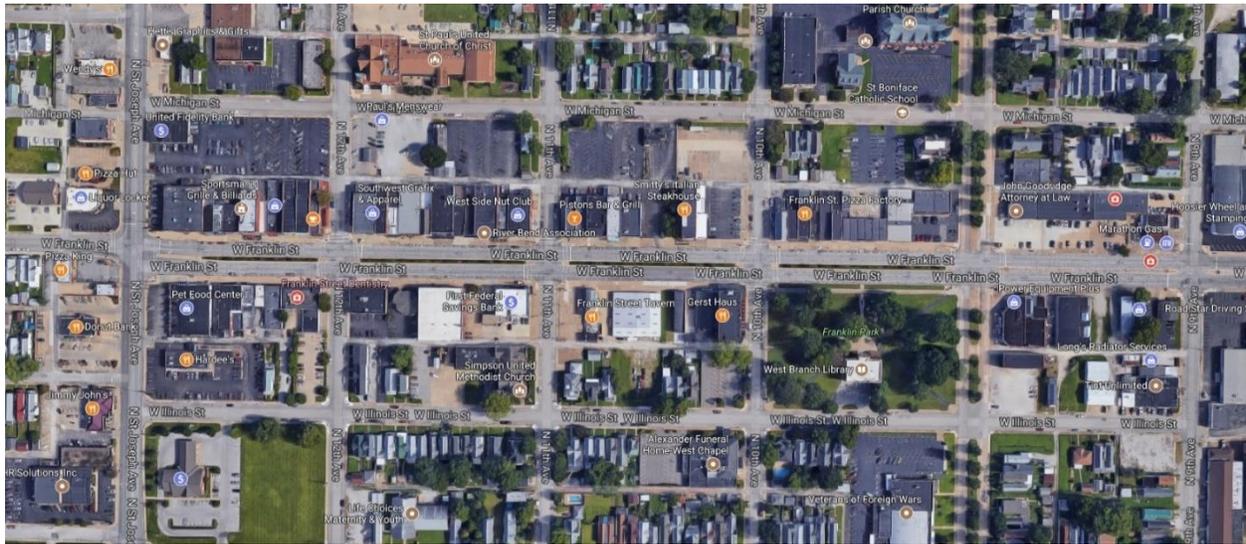
Key findings from this analysis of existing conditions are highlighted below:

- The supply of parking is adequate to meet demand in the focus area, with a total of 1,178 available on- and off-street parking spaces, of which 52% were occupied in the peak time counted; however, its proximity to some establishments may discourage use, and private use restrictions (e.g., private parking, for customers only, etc.) may prevent the parking supply from being used by many visitors and residents to the study area.
- The overlay district proposal to require parking as a function of area (square feet) for businesses does not take into account the variation between occupied space of a structure, which favors establishments with larger open areas to assemble patrons (i.e.) bars, than

retail establishments or smaller establishments with a higher ratio of non-customer spaces such as store rooms, kitchens, back offices, etc.

- There is nothing in the overlay district proposal that would provide for residential parking along the streets one block off of Franklin Street, where many residents, particularly those without a garage or assigned parking spaces, must park.
- Shared parking agreements, which are sometimes used to meet the parking requirements in the zoning code, vary widely in scope and coverage related to lease terms, maintenance agreements, and insurance/indemnification requirements.
- Low traffic volumes on Franklin Street, as well as a low percentage of truck traffic, present ideal conditions for roadway reconfiguration, also known as a road diet, in which one or more motor vehicle travel lanes are converted to bike lanes, widened sidewalks, or other public space elements in order to meet various goals for the corridor. These goals may include better bicycle and pedestrian transportation, roadway safety for residents and road users, motor vehicle crash reduction, enhancements to the historic character of the district, or even diagonal parking to increase the on-street parking supply.

Evansville, Indiana



- Population of 117,429
 - 1,209 units per sq. mile
 - 2,454 people per sq. mile
- Lamasco Neighborhood Walkscore: 60

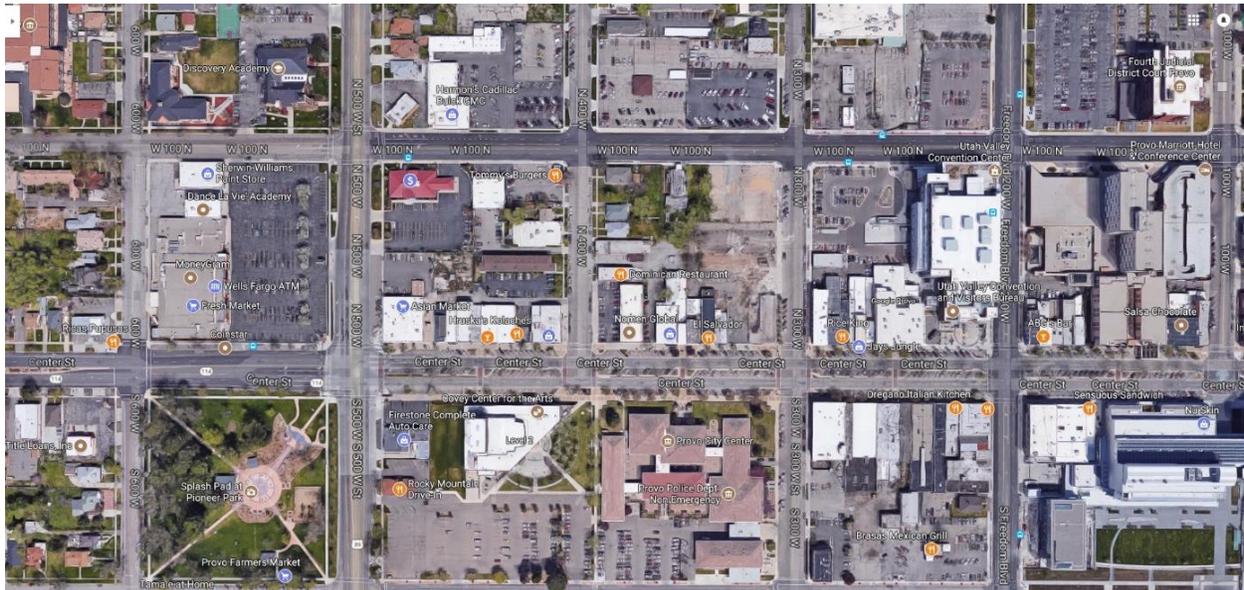
Parking Code

- ✗ Distinct Parking Districts Present in Code
- ✓ Flexibility or Shared Parking Language in Code
- ✗ Bicycle Parking Code Requirements/Incentives

A Comparison of Parking Code Requirements by Use

| | |
|---|--|
| Automobile service station (Example: six employees, four bays, and 5,000 sq ft) | One parking space for each employee of the largest working shift, two spaces for each service stall, plus adequate spaces for visitors 16 |
| Bank (Example: 2,000 sq ft with two drive in lanes) | One space for each 200 sq ft GFA 10 |
| Bar and Tavern (Example: 2,000 sq ft tavern, with 56 seats, assuming only 1,000 sq ft in the seating area) | One space for each two customer seats 28 |
| Restaurants (Example: 2,000 sq ft restaurant, with 56 seats, and no drive through lane) | One space for each three customer seats 28 |
| Retail and Commercial General (Example: 1,000 sq ft) | One space for each 200 sq ft GFA 5 |
| Medical Office/Dental Office (Example: 1,000 sq ft) | One space for each 200 sq ft GFA 5 |

Case Study: Provo, Utah



- Population of 115,264
- 766 units per sq. mile
- 2,653 people per sq. mile

Downtown Provo Walkscore: 87

Parking Code

- ✓ Distinct Parking Districts Present in Code
- ✓ Flexibility or Shared Parking Language in Code
- ✗ Bicycle Parking Code Requirements/Incentives

A Comparison of Parking Code Requirements by Use

| | |
|---|---|
| Automobile service station | Four (4) spaces per bay (service bays shall not be considered a parking space). |
| (Example: six employees, four bays, and 5,000 sq ft) | 16 |
| Bank | One (1) per two hundred fifty (250) square feet of GFA plus three (3) stacking spaces per drive up window |
| (Example: 2,000 sq ft with two drive in lanes) | 14 |
| Bar and Tavern | One (1) per 100 GFA |
| (Example: 2,000 sf tavern, with 56 seats, assuming only 1,000 sq in the seating area) | 20 |
| Restaurants | One (1) space per four (4) seats or one (1) per one hundred (100) square feet of gross floor area including outside seating, plus 3 stacking for drive thru-windows |
| (Example: 2,000 sf restaurant, with 56 seats, and no drive through lane) | 14 or 20 |
| Retail and Commercial General | One (1) space per six hundred (600) square feet of GFA |
| (Example: 1,000 sq ft) | 2 |

Medical Office/Dental Office

One (1) space per one hundred fifty (150) square feet of GFA

(Example: 1,000 sq ft)

7

Case Study: Burlington, Vermont



- Population of 42,441
- 1,090 units per sq. mile
- 4,119 people per sq. mile

Downtown Burlington Walkscore: 95

Parking Code

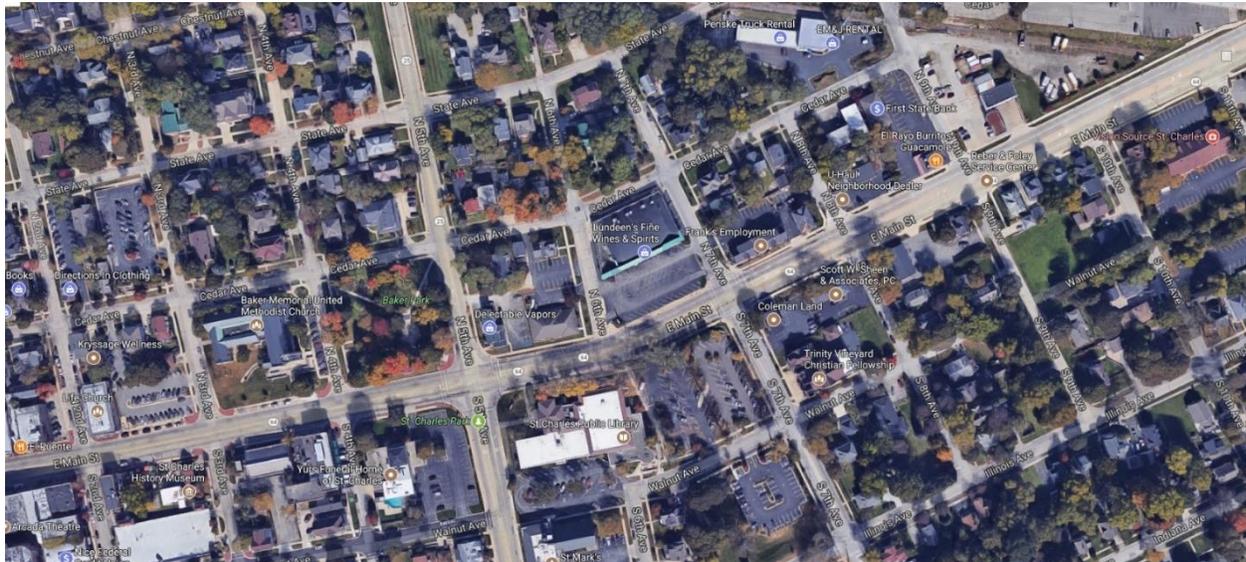
- ✓ Distinct Parking Districts Present in Code
- ✓ Flexibility or Shared Parking Language in Code
- ✓ Bicycle Parking Code Requirements/Incentives

A Comparison of Parking Code Requirements by Use

| | |
|--|---|
| Automobile service station (Example: six employees, four bays, and 5,000 sq ft) | Two (2) per 1,000 GFA plus one per bay 14 |
| Bank (Example: 2,000 sq ft with two drive in lanes) | Neighborhood District -2.5 per 1,000 GFA, Shared Use District - 2 per 1,000 GFA, Downtown District - 1 ND= 5, SU D =4, DD=2 |
| Bar and Tavern (Example: 2,000 sq ft tavern, with 56 seats, assuming only 1,000 sq in the seating area) | Neighborhood District -4 per 1,000 GFA, Shared Use District - 3 per 1,000 GFA, Downtown District - None ND= 8, SU D =6, DD=0 |
| Restaurants (Example: 2,000 sq ft restaurant, with 56 seats, and no drive through lane) | Neighborhood District -4 per 1,000 GFA, Shared Use District - 3 per 1,000 GFA, Downtown District - None ND= 8, SU D =6, DD=0 |

| | |
|---|--|
| Retail and Commercial General (Example: 1,000 sq ft) | Neighborhood District -3 per 1,000 GFA, Shared Use District - 2 per 1,000 GFA, Downtown District - 1 ND= 3, SU D =2, DD=1 |
| Medical Office/Dental Office (Example: 1,000 sq ft) | Neighborhood District -3 per 1,000 GFA, Shared Use District - 2 per 1,000 GFA, Downtown District - 1 ND= 3, SU D =2, DD=1 |

Case Study: St. Charles, Illinois



- Population of 32,341
- 791 units per sq. mile
- 1,994 people per sq. mile

Downtown St. Charles Walkscore: 58

Parking Code

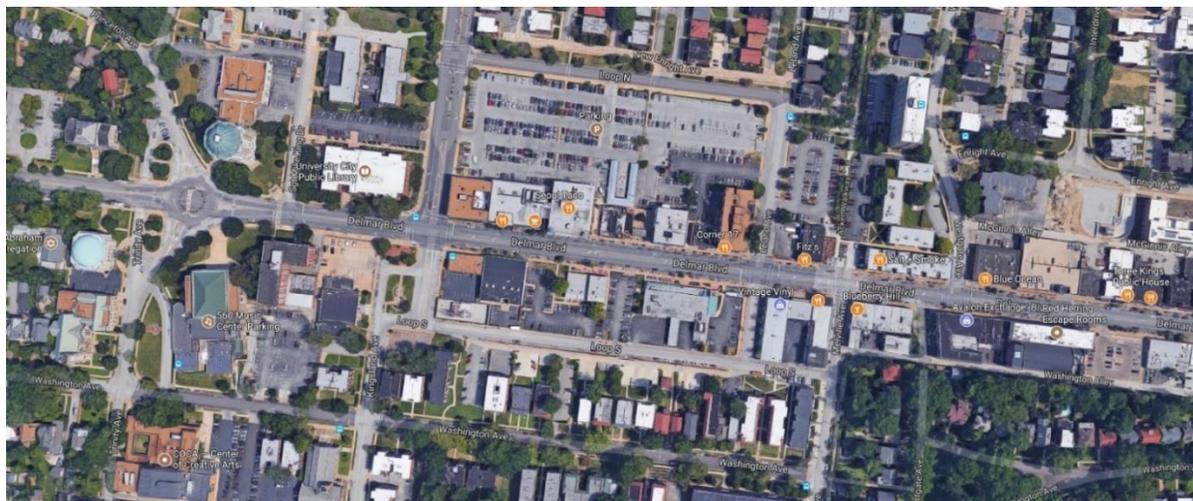
- ✓ Distinct Parking Districts Present in Code
- ✓ Flexibility or Shared Parking Language in Code
- ✗ Bicycle Parking Code Requirements/Incentives

A Comparison of Parking Code Requirements by Use

| | |
|---|---|
| Automobile service station (Example: six employees, four bays, and 5,000 sq ft) | Two (2) per service bay plus 2 per 1,000 sf of GFA 18 |
| Bank (Example: 2,000 sq ft with two drive in lanes) | Four (4) per 1,000 sf of GFA, plus 5 stacking per driving lane or ATM lane when there are 4 or more such lanes 8 |
| Bar and Tavern (Example: 2,000 sq ft tavern, with 56 seats, assuming only 1,000 sq ft in the seating area) | Ten (10) per 1,000 sq ft of GFA 20 |

| | |
|---|---------------------------------|
| Restaurants | Ten (10) per 1,000 sq ft of GSA |
| (Example: 2,000 sq ft restaurant, with 56 seats, and no drive through lane) | 20 |
| Retail and Commercial General | Four (4) per 1,000 sq ft of GFA |
| (Example: 1,000 sq ft) | 4 |
| Medical Office/Dental Office | Four (4) per 1,000 sq ft of GFA |
| (Example: 1,000 sq ft) | 4 |

Case Study: University City, MO



- Population of 35,371
 - 3,054 units per sq. mile
 - 5,995 people per sq. mile
- Walkscore: 66

Parking Code

- ✓ Distinct Parking Districts Present in Code
- ✓ Flexibility or Shared Parking Language in Code
- ✓ Bicycle Parking Code Requirements/Incentives

A Comparison of Parking Code Requirements by Use

| | |
|--|---|
| Automobile service station | Four (4) spaces per bay plus one per vehicle customarily used in the operation of the use |
| (Example: six employees, four bays, and 5,000 sq ft) | 17 |
| Bank | One (1) space for each 200 sq ft, 5 stacking spaces per customer service station, parking isles shall not be used |
| (Example: 2,000 sq ft with two drive in lanes) | 20 |
| Bar and Tavern | One space for each 75 sq ft of floor area, exclusive of kitchen, restrooms, and storage areas |

(Example: 2,000 sq ft tavern, with 56 seats, assuming only 1,000 sq ft in the seating area)

14

Restaurants

1) Restaurant: Once space for each 75 sq ft of Floor area, exclusive of kitchen, restrooms, and storage areas. 2) Drive through only restaurant- 5 stacking spaces for each service window; plus 2 spaces for each customer service window. 3) Carry out service only - 1 space for each 200 sq ft in floor area

(Example: 2,000 sq ft restaurant, with 56 seats, and no drive through lane)

1) 27 spaces 2) N/A 3) N/A

Retail and Commercial General

One space for each 250 sq ft of floor area; 1 space for each 350 sq ft of floor area for retail or commercial service establishments greater than 10,000 sq ft in floor area.

(Example: 1,000 sq ft)

4

Medical Office/Dental Office

One space for each 250 sq ft of floor area.

(Example: 1,000 sq ft)

4