



Franklin Street Corridor Parking Management and Active Transportation Study

Prepared by Alta Planning + Design
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City of Evansville



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1: EXECUTIVE SUMMARY

Purpose of the Study

The revitalization of the Franklin Street Corridor between St. Joseph and Fulton Avenues has brought new life and energy to this historic commercial area. With the continued growth and development have come added pressures on the current parking supply, tensions between businesses and residents as parking pressures from the district spill over onto adjacent residential streets, and the use of variances to address zoning hardships resulting from a combination of suburban-oriented parking requirements and historic development patterns and site characteristics of the area.

Few development proposals in recent years have been able to provide the number of required parking spaces on-site. A number of proposals for development in the area have sought relief from parking-related zoning requirements in the form of variances, while other developments have taken advantage of shared parking opportunities to meet parking requirements. Between July and October 2017, the Area Plan Commission received three proposals to introduce a zoning overlay district to address the requirements for parking for commercial uses along Franklin Street.

Acknowledging these issues, as well as the general need for a coordinated strategy to support responsible redevelopment in this historic corridor, the City of Evansville and the Evansville Metropolitan Planning Organization (MPO) contracted with Alta Planning + Design – national leader in innovative transportation solutions – to conduct a parking and active transportation study of the Franklin Street Corridor. The study process included a thorough review of current conditions in the area, an examination of parking capacity and utilization data, meetings with area stakeholders, and a phased approach to implementing 19 specific recommendations tailored to address the area's parking and transportation needs.

Existing Conditions Report

The Franklin Street Parking Management and Active Transportation Study began with an examination of existing conditions. Background documents, policies, and practices were reviewed to develop an understanding of planning processes that had already taken place and how current policies and procedures were serving the Franklin Street Corridor. These documents stress Franklin Street's importance as a vital link to bicycle and pedestrian connectivity, especially to the Pigeon Creek Greenway, and highlight the area's importance as a hub for mixed-use development. Comparing development requirements in the zoning code to those of communities with similar historic character, it was evident that parking requirements were more stringent in Evansville, particularly when applied to traditional development patterns like those seen in the study area.

Shared parking agreements have been used frequently to address minimum parking requirements. These agreements vary widely in scope and coverage related to lease terms, maintenance agreements, and insurance/indemnification requirements. 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.



On- and off-street parking should serve as an asset the Franklin Street Corridor's continued growth and development.

The granting of variances has reduced the required parking for some individual businesses, resulting in some cases in added pressure to the available on-street parking supply shared with adjacent businesses and neighborhood residents. The frequent issuance of variances to reduce the number of required parking spaces highlights the challenges of the current parking ordinances to meet the needs of businesses occupying these commercial properties along the Franklin Street Corridor.

While a recent amendment to the zoning code was proposed In July 2017 to ease parking requirements along the Franklin Street Corridor, the proposal does not address the resulting impacts to the residential parking supply along the streets adjacent to Franklin Street, where many residents, particularly those without a garage or assigned parking spaces, must park.

The existing conditions section of the study also analyzed the capacity and utilization of existing on-street and off-street parking spaces using count data gathered during several days during July and August of 2017. The supply of parking is adequate to meet demand in the Franklin Street Corridor, 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 data on average daily traffic on Franklin Street indicated low traffic volumes, as well as a low percentage of truck traffic, both of which present ideal conditions for roadway reconfiguration. Typical roadway reconfigurations, also known as a road diets, involve the conversion of one or more motor vehicle travel lanes to bike lanes, widened sidewalks, or other public space elements in order to meet various goals for the corridor. These reconfigurations can support active transportation, contribute to the corridor's continued growth, and provide quality infrastructure that enhances the corridor's character and identity.

Focus Group Meetings

In August 2017, project team conducted a series of focus group meetings over a two-day period with 32 local stakeholders and a city council member to better understand the values, concerns, and aspirations of the community regarding the future of transportation and parking in the study area. The approximately 90-minute meetings consisted of groups of 2-8 people, all of whom were invited to share their experiences parking, living, and doing business on and around the West Side within a 2-3 block radius of Franklin Street from St. Joseph Avenue to Fulton Avenue.

Community residents, business and property owners, and other local stakeholders are leading the charge for revitalizing Franklin Street, but this period of growth has brought about unintended growing pains that the community must face. Antiquated development standards do not apply to the historic land use patterns and building forms along Franklin Street, which has led in many cases to the use of variances to allow new development to move forward. As many stakeholders pointed out, the hurdles faced during the site plan review process are not strictly parking related. There are other development standards that do not align with or support existing sites along the corridor. The growth of restaurants and taverns serving alcohol has led to adverse impacts



Bicycling, walking, and active transportation are integrated into the character of the corridor and surrounding neighborhoods.

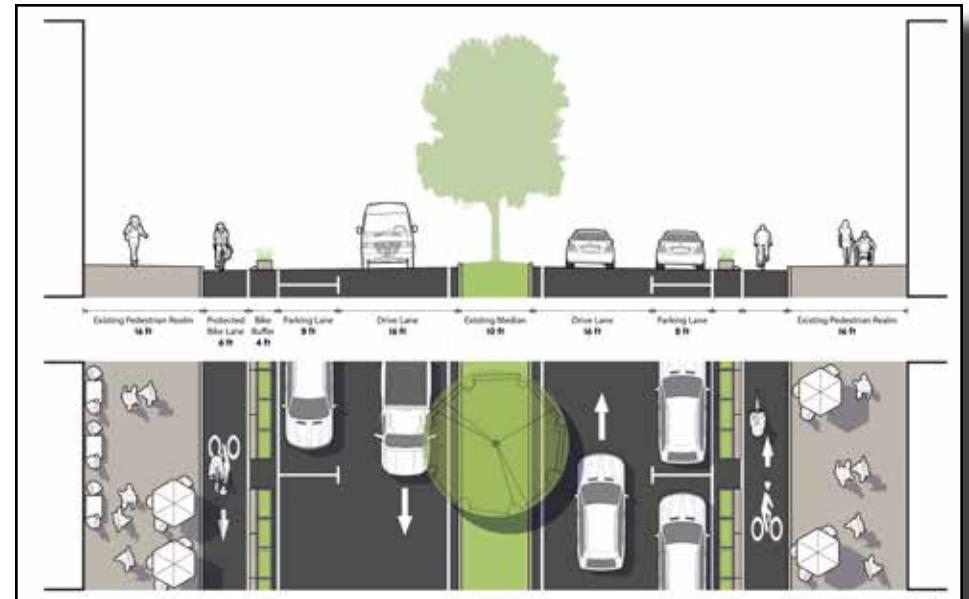
on adjacent residential properties, like parking issues, littering, and public intoxication, and has increased residents' concerns that these businesses and their patrons do not respect their neighbors.

In general, community stakeholders see growth as a good thing, but it must be managed properly and have the interests of and commitment from the area's diverse stakeholders in order to be successful. The themes raised during these stakeholder meetings must be addressed moving forward, and the recommendations section of this study provides practical strategies to resolve many of these issues and concerns.

Recommendations

The following recommendations comprise a comprehensive parking solution that addresses the needs of different users in the Franklin Street Corridor. These recommendations are intended to maximize the value of the existing parking stock and reduce the need to construct new parking lots. Ideally these recommendations are to be implemented together, or phased in over a short amount of time, otherwise a partial implementation may create negative effects on some of the users to the district. For instance, the recommendation for an overlay district should not be implemented before residential parking protections are established. These recommendations will necessitate the Franklin Street Business Association, Franklin Street Events Association, Lamasco Neighborhood Association and departments within the City of Evansville to coordinate policy, enforcement, and processes in tandem for a parking management system in the Franklin Street Corridor to be successful.

- 3 The City of Evansville should adopt a Parking Management Overlay Zoning District to relax minimum off-street parking requirements. This overlay district is an integral element to the overall parking management strategy for the Franklin Street Corridor.
- The Board of Public Works in conjunction with the Board of Public Safety should designate an area to be used as parking for residents one block off of Franklin Street.
- The Board of Public Works in conjunction with the Board of Public Safety should designate an area to be used as 2-hour parking for patrons along Franklin Street and a 12-hour parking area for employees of businesses in the Franklin Street Corridor.
- Franklin Street Business Association, Franklin Street Events Association, Lamasco Neighborhood Association should create a Parking Management Association to administer/facilitate shared parking agreements between developers, businesses and property owners and to establish a funding mechanism for a part-time or overtime public safety officer.
- A reconfiguration and investment in the roadway/sidewalk infrastructure of Franklin Street would increase access from other modes such as walking, biking and transit. This would allow for moving in and around the corridor and to and from areas where parking is encouraged for visitors to the area.



Parking management can benefit from active transportation improvements that make bicycling and walking safer and more accessible for everyone

Implementation

Achieving a balanced transportation system and adequate parking supply will involve a phased approach of individual actions by numerous responsible parties, dictated in part by political will and by availability of funding and resources. The implementation matrix on the page 62 provides a more detailed listing of recommended activities, highlighting responsible agencies, estimated implementation costs, and time frames for each action.

Immediate actions should be completed with the next six months to establish a foundation for progress and result in critical policy and programmatic improvements for parking management within the study area. Two recommendations are proposed to be completed within this time frame: the creation of residential parking zones and a residential parking program, and the adoption of the zoning overlay amendment to the zoning code.

Short-term recommendations consist of low-cost projects, policies and programs designed to have an immediate effect on parking and transportation within the study area. These projects should be scheduled for completion by 2020. These short-term actions include the creation of the parking management association to facilitate shared parking agreements and increase utilization of the existing parking supply. Combined cost estimates for all 11 early action items range from \$361,380 to \$471,380.

The six long-term actions consist primarily of more costly capital improvements that will require greater coordination among local partners and/or additional funding and resources and should be scheduled for completion by 2025. These include major projects like the pedestrian and streetscape improvements on Franklin Street and throughout the study area, the installation (and ongoing operations) of additional bike share stations, and transit and trolley improvements along Franklin Street. These six long-term actions are estimated to cost roughly \$1,217,260.

In total, the 19 recommendations listed in the implementation matrix are priced at an estimated \$1.57M - \$1.68M. These costs should be borne by the City of Evansville and by local associations, as identified in the matrix. External funding sources and cost-sharing opportunities should be explored to leverage local resources.

The Franklin Street Corridor is a successful mixed-use area that requires intentional policies, management, and enforcement to coordinate different parking and transportation needs. It is recommended that this coordinated and prioritized approach be followed for the parking resources to be used efficiently in the corridor.



Additional bike share stations can offer a convenient transportation and recreation choice for residents and visitors (Source: Franklin Street Events Association)

2: 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 in Figure 1.

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.

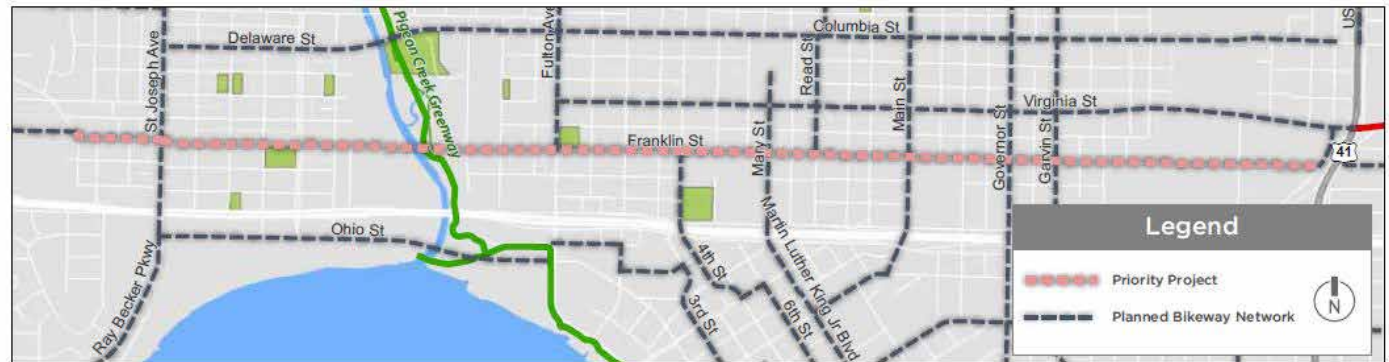


Figure 1: Franklin St. as a Priority Project, 2015 Bicycle and Pedestrian Connectivity Master Plan

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.

69 percent of
respondents
expressed their desire
for more greenways
and connections to
major destinations.



The Westside Library Park is a popular destination in the heart of the study area

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 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. Table 1 on the following page displays the findings from these 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’s code requirements result in more parking spaces required for several land uses...

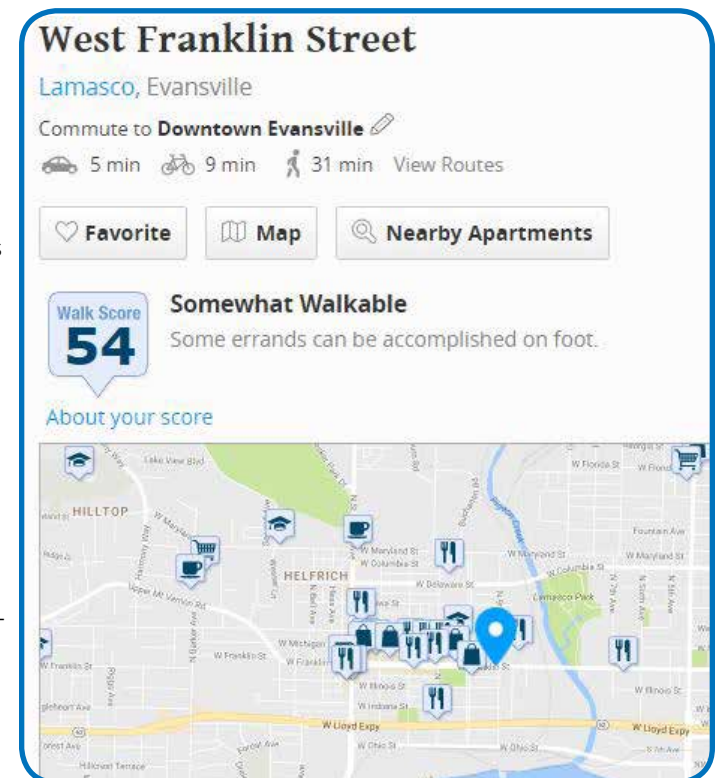



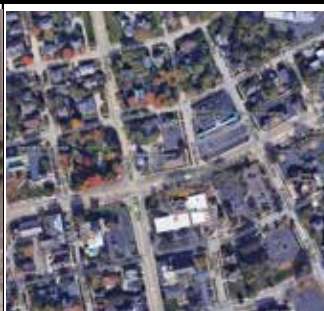



Figure 2: Walk Score for Franklin Street. Source: Walkscore.com

Table 1: Code Comparison Matrix

Evansville, IN		Provo, UT		Burlington, VT		St. Charles, IL		Univeristy City, MO	
									
Population (2010 Census)	117,429	115,264	115,264	42,441	42,441	32,341	32,341	35,371	35,371
Built Environment Density (housing units/sq mi)	1,209 units/sq mile	766 units/ sq mile	766 units/ sq mile	1,090 units/sq mile	1,090 units/sq mile	791 units/ sq mile	791 units/ sq mile	3,054 units/sq mile	3,054 units/sq mile
Poulation Density (people/sq mile)	2,454 people/ sq mile	2,653 people/sq mile	2,653 people/sq mile	4,119 people/ sq mile	4,119 people/ sq mile	1,993.9 people/ sq mile	1,993.9 people/ sq mile	5,995 people/sq mile	5,995 people/sq mile
Distinct Parking Districts Present in Code	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Flexibility or Shared Parking Language in Code	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Bicycle Parking Code Requirements/Incentives	No	No	No	Yes	Yes	No	No	Yes	Yes
Walkscore (0-100, 100 being the most walkable)	54	87	87	95	95	58	58	66	66
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	Four (4) spaces per bay (service bays shall not be considered a parking space).	Two (2) per 1,000 GFA plus one per bay	Two (2) per service bay plus 2 per 1,000 sf of GFA	Four (4) spaces per bay plus one per vehicle customarily used in the operation of the use				
	16	16	14	18	17				
Bank (Example: 2,000 sq ft with two drive in lanes)	One space for each 200 sq ft GFA	One (1) per two hundred fifty (250) square feet of GFA plus three (3) stacking spaces per drive up window	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	One (1) space for each 200 sq ft, 5 stacking spaces per customer service station, parking isles shall not be used				
	10	14		8	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	One (1) per 100 GFA	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	One space for each 75 sq of Floor area, exclusive of kitchen, restrooms, and storage areas				
	28	20		20	14				
Restaurants (Example: 2,000 sq ft restaurant, with 56 seats, and no drive through lane)	One space for each three customer seats	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	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	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				
	28	14 or 20		20					
Retail and Commercial General (Example: 1,000 sq ft)	One space for each 200 sq ft GFA	One (1) space per six hundred (600) square feet of GFA	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	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.				
	5	2		4	4				
Medical Office/Dental Office (Example: 1,000 sq ft)	One space for each 200 sq ft GFA	One (1) space per one hundred fifty (150) square feet of GFA	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	One space for each 250 sq ft of floor area.				
	5	7		4					

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.

9 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. While these 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 highlights the challenges of the current parking ordinances to meet the needs of businesses occupying these commercial properties along the Franklin Street Corridor.

The frequent issuance of variances to reduce the number of required parking spaces highlights the challenges of the current parking ordinances to meet the needs of businesses...

Proposed Zoning Overlay

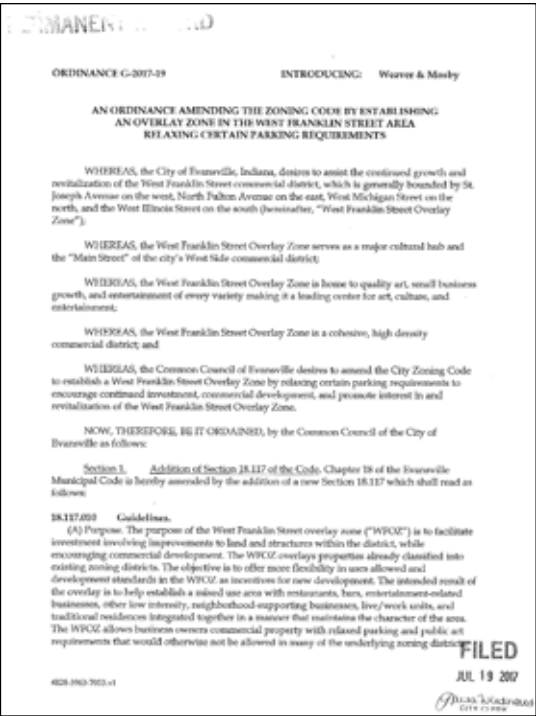
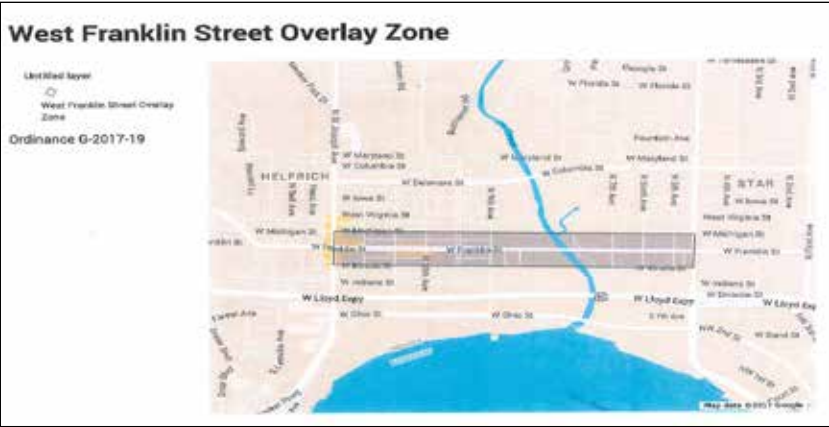
In July 2017, a proposed amendment to the Zoning Code was introduced to ease parking requirements in the Franklin Street Corridor through the creation of a zoning overlay district. The overlay district would allow businesses to use a standard parking requirement ratio of 1 parking space for every 400 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.

Figures 3 & 4: The proposed zoning overlay amendment submitted to City Council in July and area map.



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. Maps 1 and 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

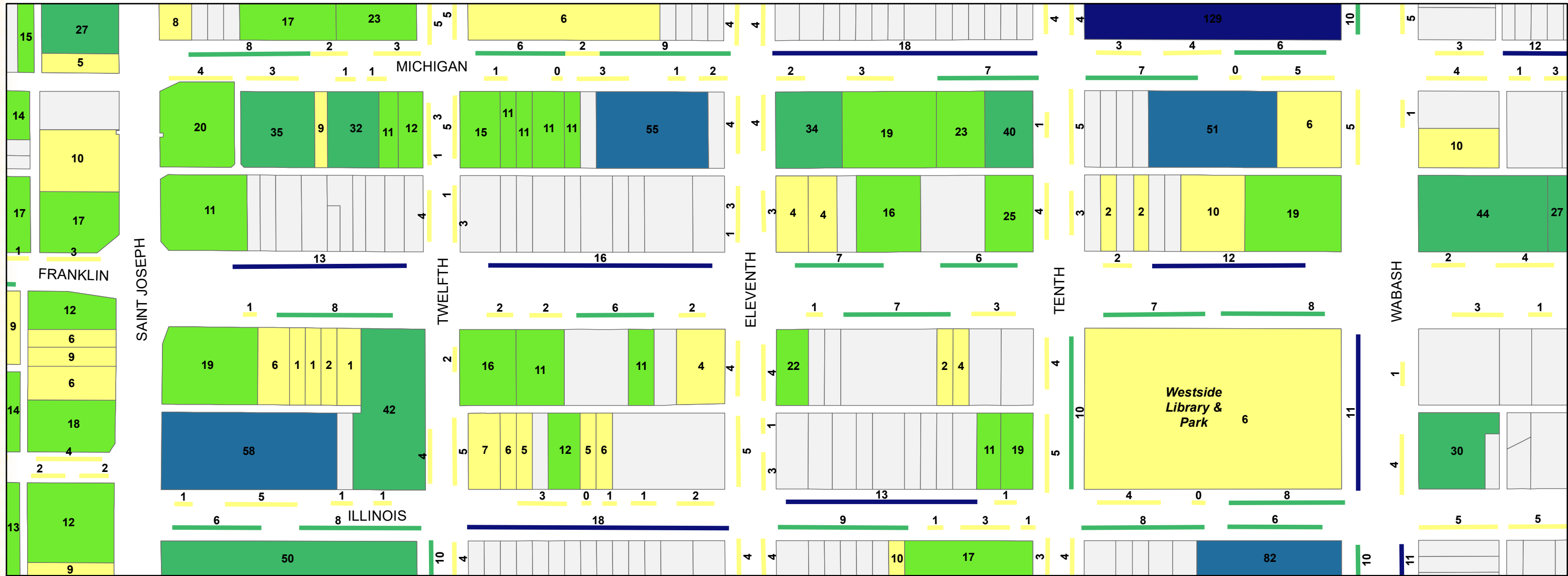
StudyArea

0 280 560 1,120

Feet

Notes

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

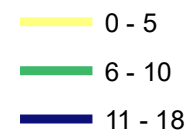


Parking Capacity

Legend

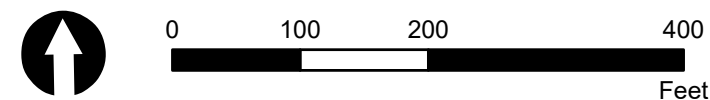
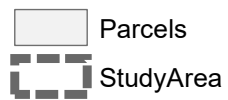
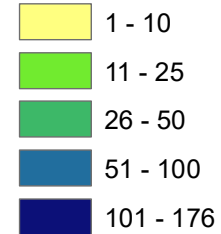
On-Street Public Parking Locations

Number of Spaces

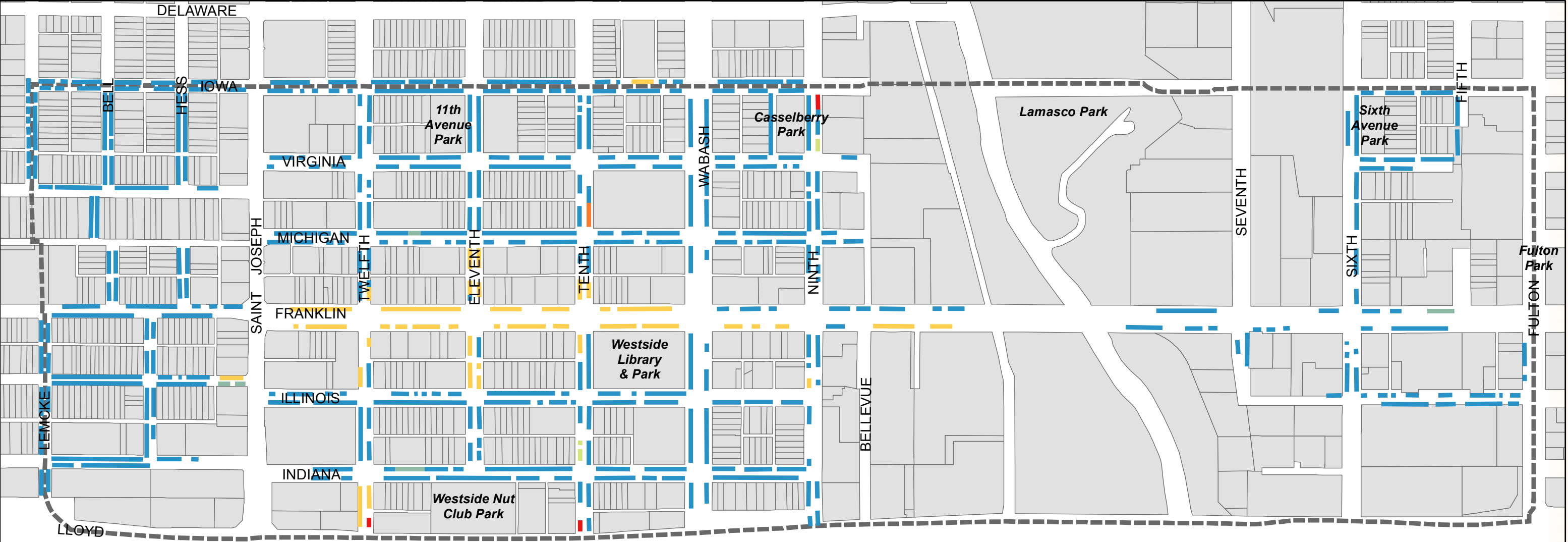


Parcels With Private Parking Lots

Number of Spaces

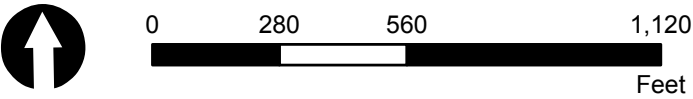


Notes



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 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.

Table 2: 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%



ADA-accessible parking is a valuable yet limited asset along the Franklin Street Corridor

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, 5:30 PM to 7:00 PM, and 9:00 PM to 10:30 PM
- Friday, August 4th, 2017 – 11:30 AM to 1:00 PM, 5:30 PM to 7:00 PM, and 9:00 PM to 10:30 PM
- Saturday, August 5th, 2017 – 9:00 AM to 10:30 AM, 11:30 AM to 1:00 PM, 5:30 PM to 7:00 PM, 9:00 PM to 10:30 PM
- Friday, August 18th, 2017 – 5:30 PM to 6:00 PM and 9:30 PM to 10:00 PM
- Saturday, August 19th, 2017 – 6:00 PM to 6:30 PM and 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

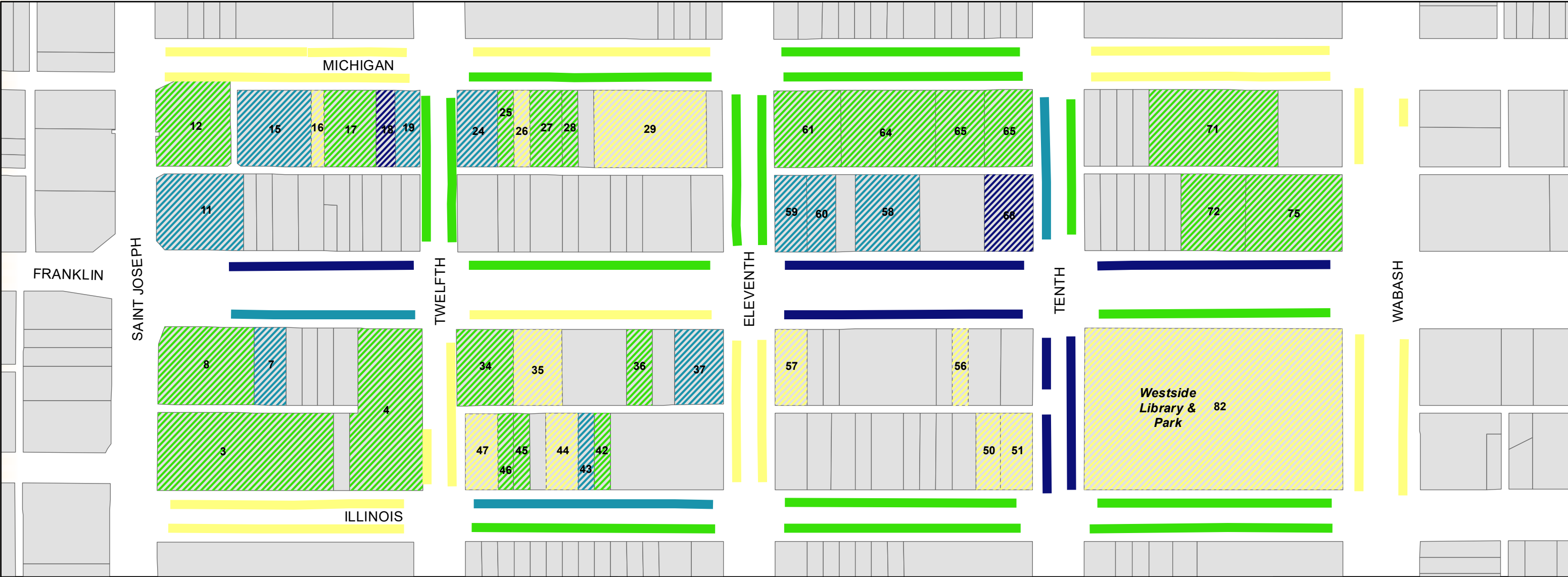
Maps depicting parking utilization during three peak periods studied are shown in the maps on the following pages: Map 4: Weekday Lunch Peak Parking Utilization from August 3rd at 12:30 PM, Map 5: Weekday Evening Peak Parking Utilization from August 3rd, 6:30 PM, and Map 6: Weekend Peak Parking Utilization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

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Peak Parking Utilization

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

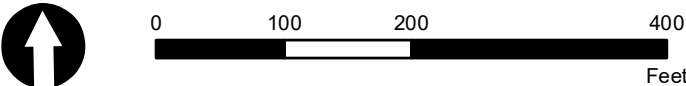
Legend

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%

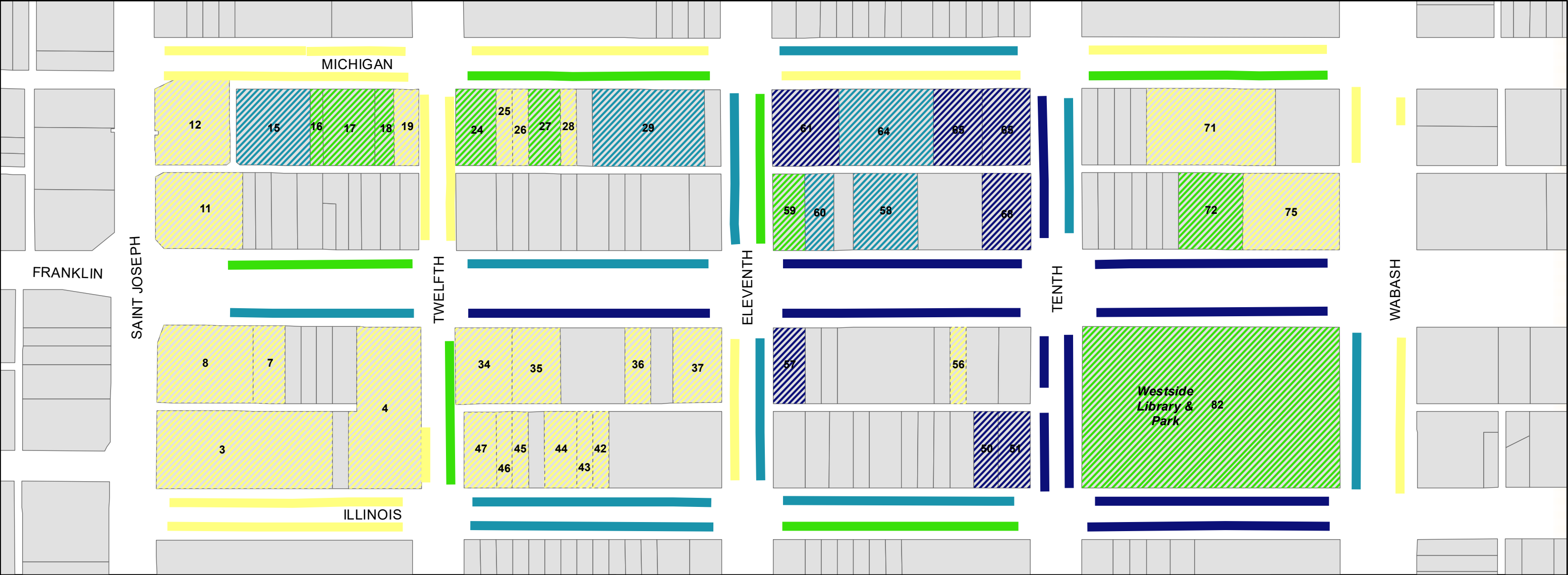


Private Parking Lot Business List

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



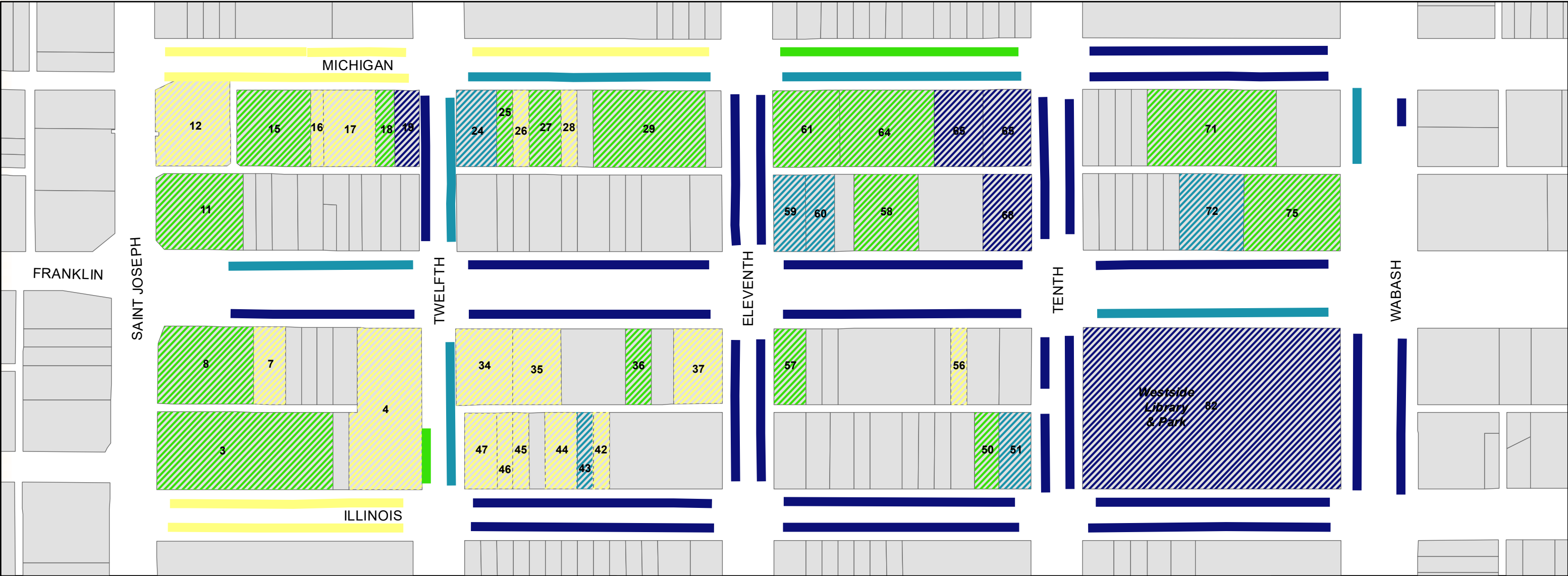
Private Parking Lot Business List

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

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	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

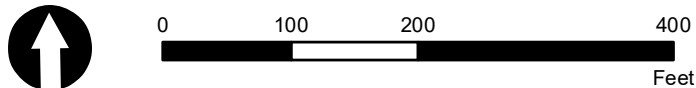
Legend

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%



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Lot Number	Business	Parking Spaces
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18	Helfrich Realtors	11
19	Kite & Key Restaurant	12
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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

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	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 6: Weekend Peak Parking Utilization

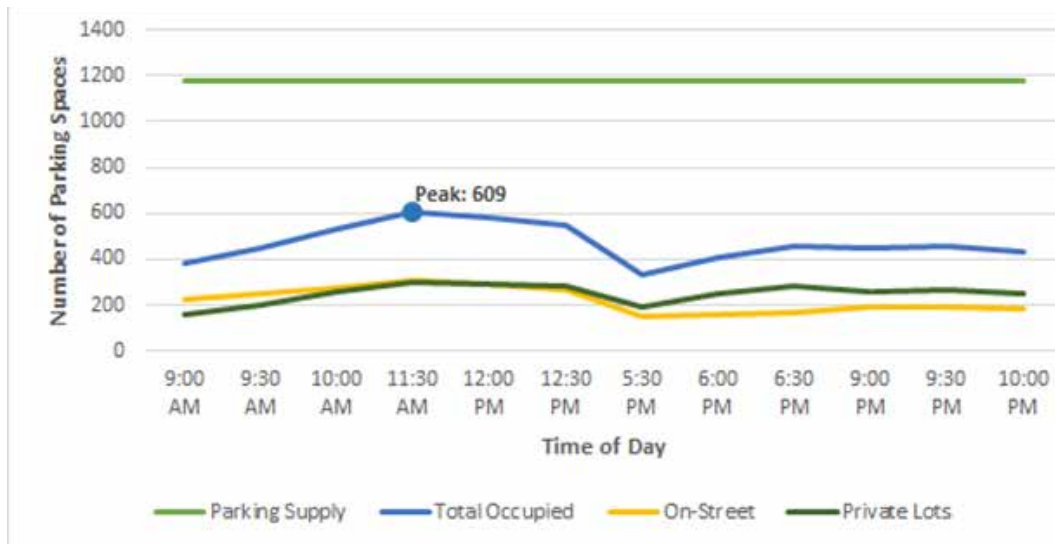


Figure 5: Saturday, August 5th Peak Parking Utilization

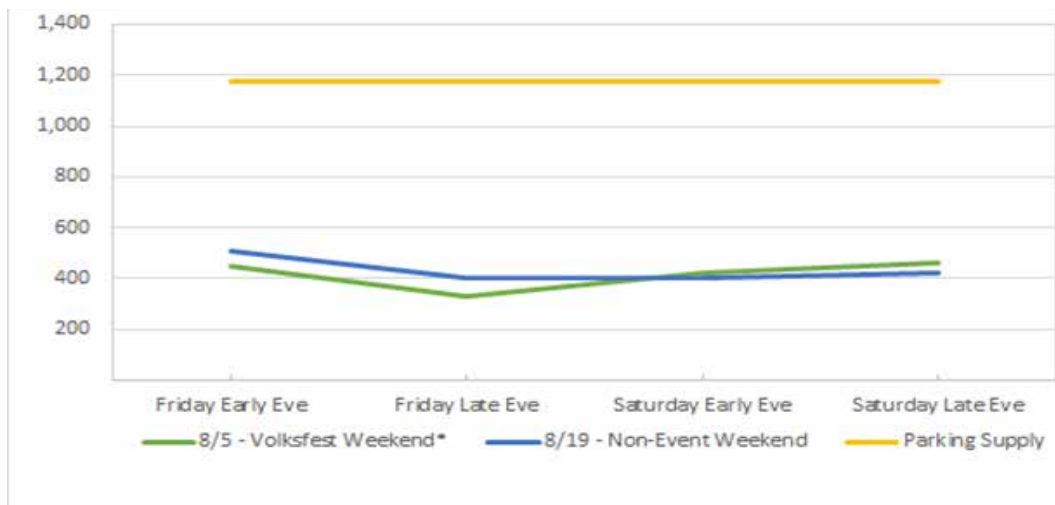


Figure 6: Saturday, August 5th and Saturday, August 19th Parking Utilization Comparison

Figure 5 shows the available parking supply of 1,178 in green, and the parking utilization range for the Saturday observation periods listed above.

As shown in the Figure 5 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 6. Data was not collected for morning or lunch periods on Saturday, August 19th, so no comparison can be made for these time periods.

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.



Photo of the lack of separation between rear parking areas for businesses and private residence



Bollards paced in a parking lot to keep the commercial parking from spilling over onto a residential street.

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 the Pigeon Creek and St. Joseph Avenue are shown in Table 3.

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.

Table 3: Traffic Counts on Franklin between the Pigeon Creek and St. Joseph Ave.

Count Location	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%

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 side-walks 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.



Bicycle parking at the Tin Man Brewing Company



A cyclist using the sidewalk on Franklin Street

Key Findings

1 PARKING SPACES USED DURING PEAK HOURS



52%

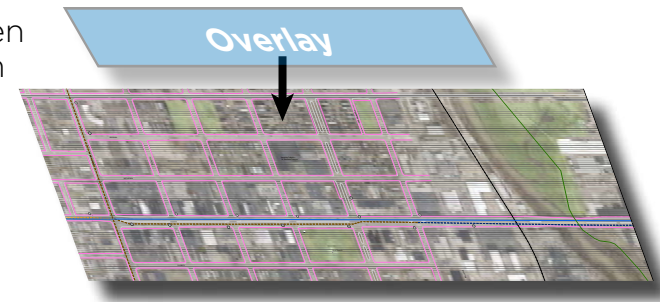
THE PARKING SUPPLY

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.

2 THE OVERLAY PROPOSAL

The overlay district proposal requirement for 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.



3



SHARED PARKING AGREEMENTS BETWEEN BUSINESSES

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.

4 Average Daily Trips on Franklin Street: 8,288

THE CAPACITY ON FRANKLIN STREET

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.

25



The Federal Highway Administration Road Diet Informational Guide states that roadways with less than 10,000 ADT are great candidates for Road Diets in most instances, and that capacity will most likely not be affected.

2: ENGAGEMENT SUMMARY

Introduction

In August 2017, project team conducted a series of focus group meetings over a two-day period with 32 local stakeholders and a city council member to better understand the values, concerns, and aspirations of the community regarding the future of transportation and parking in the study area. The approximately 90-minute meetings consisted of groups of 2-8 people, all of whom were invited to share their experiences parking, living, and doing business on and around the West Side within a 2-3 block radius of Franklin Street from St. Joseph Avenue to Fulton Avenue. The “core” of the study area is on West Franklin Street from St. Joseph Avenue to Wabash Avenue. The following groups and associations took part in the five focus group meetings.

- Franklin Street Business Association
- Westside Business Association
- West Side Nut Club
- Franklin Street Events Association
- Lamasco Neighborhood Association
- Honorable James Brinkmeyer

The approximately 90-minute meetings consisted of groups of 2-8 people, all of whom were invited to share their experiences parking, living, and doing business on and around the West Side within a 2-3 block radius of Franklin Street from St. Joseph Avenue to Fulton Avenue. The “focus area” of the study area is on West Franklin Street from St. Joseph Avenue to Wabash Avenue, and a block north and south of West Franklin Street.

Focus Group Themes

The following themes were raised during these focus group meetings, providing the project team with a better understanding of transportation and parking conditions and community concerns.

Employee Parking

There was a mix of statements ranging from those who spoke on behalf of business associations of having difficulty finding parking for themselves or their employees, to those who have never had an issue. Most customers rarely complained about being unable to find parking. The supply of parking overall was described as being able to handle peak demand (special events notwithstanding).

Residential Parking

Residents of the study area stated that commercial and special events parking adversely affects them. Their need to enter and leave the district occurs at peak times (e.g., when restaurants are in operation) or that frequent weekend events (e.g., Bazaar, Farmer’s Market) result in on-street parking that is at capacity. Many residents stated that the presence of restaurants and bars on Franklin Street, while desirable as part of a vibrant business district, disproportionately and negatively impacts residents who experience late-night noise, fighting, excessive trash, and the negative impacts associated with late night and early morning by customers of establishments.

Homeowners who call to complain of being parked into their driveway are told that the towing would need to be done at the homeowner's expense; not the driver of the illegally parked vehicle. In general, renters are afforded no remedy as often street parking is the only type of parking available to them.

Most attendees felt that residential parking zones would be welcomed in the focus area.

Commercial Parking and Code Requirements

Many mentioned an uneven and inconsistent application of parking requirements, stating that the Board of Zoning Appeals frequently grants variances, and that this leads to stress on the parking supply and that some owners of large parking lots shoulder the majority of the burden of providing parking. Currently, parking is shared on a case-by-case basis, either through formal arrangements (lease agreements with insurance) or informal, where little or no written agreement exists. Those who maintain parking lots also have responsibility for trash pickup, parking enforcement, and dealing with nuisance or noise complaints after hours.

Parking Enforcement

Parking enforcement is rare but several association members cited personal experience at having received parking tickets. Most people were not upset about the lack of enforcement at the present time since some business owners and employees use the on-street spaces for longer term parking over the two-hour period.

Parking Distance

In the focus group meetings, a specific discussion was initiated of what is considered a reasonable walking distance to find parking. Most stated that a two-block walk was a reasonable distance, three is the maximum. This distance, however, becomes shorter when considering the needs of different users at different times of the day. For example, for residents with families and small children, the need for parking close to home was identified as a priority. For teenagers who hold jobs come home at various hours, finding parking late at night when the restaurants and bars are open is challenging, both in supply of available street parking, and due to negative impacts that residents experience with regard to customers of late night uses.

Parking Overlay Zoning District

When discussing the proposed overlay district, both residents and business owners stated that an overlay district could work as a concept, but that there needs to be some type of tiered application for restoring/recompensating business owners who have invested in parking facilities prior to the implementation of an overlay. There also needs to be accommodation for residential parking protection in some capacity, as the proximity of residences to Franklin Street makes finding residential street parking difficult during peak business hours.

Shared Parking

Members of each of the groups stated that utilization of parking is shared, either informally or accidentally by many, and that the concept of shared parking likely would “unlock” supply that is typically restricted to customers of a specific business. However, moving in this direction would need to consider all impacts to residents, employees, and business owners of the study area, as well as those of customers and visitors to the area.

Angle Parking

Angle parking was discussed as a potential solution to provide additional parking on Franklin Street. However, many cited that this was a potential solution to a problem that does not exist; there is enough parking in the study area overall, but that its distribution and use restrictions (e.g. customers only) was what creates the perceived shortage. Also, some meeting participants stated that on-street angle parking was less desirable than on-street parallel parking due to concerns over visibility, parking enforcement,

Traffic Concerns

Speeding and lack of respect for pedestrians crossing the road were two concerns expressed during the focus group meetings. These issues could be addressed through enforcement of speed limits, pavement markings, signs, and signals. Slowing down traffic would help to give the sense that the Franklin Street Corridor is a destination and that you should expect to slow down. Many stakeholders feel the area has a walkable development pattern and character, but the traffic takes away from that character.

Many commented that the shared lane bike markings do not encourage bike use in the corridor. There was a clear preference for lower stress bikeways to encourage a range of skill levels and ages. There were others who stated they did not see many people biking and lower stress bikeways are not needed. During the two days of meetings, numerous people biking were observed along the corridor, many of whom were riding on sidewalks as opposed to using the current shared lanes on streets.

Summary

Community residents, business and property owners, and other local stakeholders are leading the charge for revitalizing the Franklin Street Corridor, but this period of growth has brought about unintended growing pains that the community must face. Antiquated development standards do not apply to the historic land use patterns and building forms along West Franklin Street, which has led in many cases to the use of variances to allow new development to move forward. As many stakeholders pointed out, the hurdles faced during the site plan review process are not strictly parking related. There are other development standards that do not align with or support existing sites along the corridor. The growth of restaurants and taverns serving alcohol has led to adverse impacts on adjacent residential properties, like parking issues, littering, and public intoxication, and has increased residents' concerns that these businesses and their patrons do not respect their neighbors. In general, community stakeholders see growth as a good thing, but it must be managed properly and have the interests of and commitment from the area's diverse stakeholders in order to be successful. The themes raised during these stakeholder meetings must be addressed moving forward, and the recommendations section of this study provides practical strategies to resolve many of these issues and concerns.

3: RECOMMENDATIONS

Introduction

The Franklin Street Corridor is a vibrant commercial district with shops, restaurants, bars, offices, services, a park, and library. The Corridor also hosts several events throughout the year. This activity has created a place that businesses want to locate, but also a need for residents in adjacent neighborhoods to have their parking preserved. For successful business and resident interaction in the Franklin Street Corridor, all visitors and employees must have a clear understanding of where to park. Alta Planning and Design conducted an initial Existing Conditions Report for this Franklin Street Parking Management and Active Transportation Plan. This report included a parking demand and supply analysis as well as a review of the policies and regulations that are currently in place in the Franklin Street Corridor. The key findings from the Existing Conditions Report are:

- 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.

The following pages outline recommendations for a comprehensive parking solution that address the needs of different users in the Franklin Street Corridor. These recommendations are intended to maximize the value of the existing parking stock and reduce the need to construct new parking lots. Ideally these recommendations are to be implemented together, or phased in over a short amount of time, otherwise a partial implementation may create negative effects on some of the users to the district. For instance, the recommendation for an overlay district should not be implemented before residential parking protections are established. These recommendations will necessitate the Franklin Street Business Association, Franklin Street Events Association, Lamasco Neighborhood Association and departments within the City of Evansville to coordinate policy, enforcement, and processes in tandem for a parking management system in the Franklin Street Corridor to be successful.

“Parking is generally the first and last interaction that visitors have with a destination, and so has a major impact on their experience.”

- Todd Litman, Parking Management Best Practices

Zoning Recommendations

Adopt a Parking Management Overlay Zoning District

The City of Evansville should adopt a Parking Management Overlay Zoning District to relax minimum off-street parking requirements. This overlay district is an integral element to the overall parking management strategy for the Franklin Street Corridor. The overlay district acknowledges the challenges inherent in application of current off-street parking and loading requirements to the historic, traditional structures, lots, and development patterns that characterize the Franklin Street Corridor. The overlay district addresses off-street parking requirements by affording businesses relaxed parking requirements that would not otherwise be allowed in many of the underlying zoning districts. Relaxations may include minimum number of parking spaces, location and distance of alternate lots, and provision of bicycle parking to further reduce the required number of motor vehicle parking spaces. The intent of the Parking Management Overlay Zoning District is multifold:

1. To encourage development by creating multiple avenues through which business and property owners can pursue parking arrangements to adequately serve their businesses;
2. To minimize adverse impacts to adjacent residential and commercial properties;
3. To support the full use of the available off-street parking supply to meet the needs of both current and future development; and
4. To reduce the need for new private parking lots.

In developing the recommended Parking Management Overlay Zoning District, two of the three recently proposed overlay zoning districts were carefully analyzed and considered, particularly with regard to parking-related requirements. The recommended overlay and the proposed overlays all share the same boundary, which extends to St. Joseph Avenue to the west, Michigan Street to the north, Fulton Avenue to the east, and Illinois Street to the south. The first of these, the Franklin Street Overlay as Proposed by Evansville City Council, was proposed in July 2017. This overlay afforded property owners the option to calculate parking requirements at a flat rate of 1 space for every 400 square feet of floor area. While this rate was favorable compared to the development standards in the underlying zoning districts for most uses along the corridor, some land uses would find this rate stricter than current requirements. In addition, this proposal also requires all off-street parking to be located in the rear of the property.

The second overlay proposal, referred to as the Amended Franklin Street Overlay as Proposed by Lamasco Neighborhood Association, was submitted in October 2017. This proposal afforded property owners an alternative method for calculating parking requirements based on a sliding scale in which the number of parking spaces per square foot or per seat increased with the total square footage or number of seats in the development. As such, developments with more seats or larger gross floor area are required to provide more parking spaces per square foot or per seat. This proposal does not require all off-street parking to be in the rear of the property.

A third overlay proposal, referred to as the Amended Franklin Street Overlay as Proposed by APC Member Cheryl Musgrave, was not reviewed at the time of this proposed recommendation.

Implementation Responsibilities

- **Evansville City Council – adoption of legislation**
- **Area Plan Commission – administration of overlay zoning district**

The recommended Parking Management Overlay Zoning District differs from recent proposals in a number of ways. First, and most importantly, the manner in which off-street parking requirements for commercial businesses is relaxed has direct correlation to the current off-street parking requirements for the underlying zoning districts. All commercial uses permitted in the underlying zoning districts are afforded a 25 percent reduction of the minimum number of required off-street parking spaces as specified in EMC 18.135.080 - Amount of Off-Street Parking. As such, this recommended overlay district is sensitive to the relationship between use type and required parking, whereas both of the recent overlay proposals are purely a function of square footage and/or number of seats.

A second important difference between the recommended overlay zone and recent overlay proposals is that the recommended overlay zone applies equally to all commercial uses, regardless of use type, building size, or other variables impacting minimum parking requirements. The July overlay proposal relaxes parking requirements for some use types, most notably restaurants and bars, but increases minimum parking requirements for others (in which case those developments would use the off-street parking standards as currently exist per the underlying zoning district). The October overlay proposal, on the other hand, relaxes parking requirements for smaller developments, regardless of use type, while tightening requirements for larger developments using a sliding scale.

A third noticeable difference between the recommended overlay zone and the July overlay proposal is the restrictions on location of off-street parking. The July overlay zone requires off-street parking to be located “in the rear of the property”, which eliminates the opportunity for developments to take advantage of the parking requirement relaxations in conjunction with off-site parking opportunities within 300 feet of the property as outlined in EMC 18.135.020. The recommended overlay, on the other hand, encourages off-site parking and shared parking lots with nearby property owners to utilize all existing off-street parking spaces as a means to meet minimum parking requirements. The recommended overlay increases the allowable distance of off-site parking to 750 feet, roughly the equivalent of two blocks in the Franklin Street Corridor, to encourage shared parking opportunities as a more cost-effective means of meeting minimum parking requirements than site modification and/or property acquisition.

Sample Overlay District Code Language

The following code language is based on best practices and has been tailored to conform to language in the City of Evansville’s current Off-Street Parking and Loading Requirements. This sample can be further tailored to address constituents’ needs and aspirations for the Franklin Street Corridor and surrounding area.

Guidelines

Purpose. The purpose of the Franklin Street Corridor Parking Management Overlay Zone (“FSCPMOZ”) is to facilitate investment involving improvements to land and structures within the district by offering relaxed parking standards that are consistent with the character of the Franklin Street Corridor. The FSCPMOZ overlays properties already classified into existing zoning districts. The intended result of the overlay is to establish a mixed-use area with adequate parking that supports the desired diversity of uses, minimizes adverse impacts to adjoining residential parking, discourages the building of new private parking lots, and encourages shared parking on publicly accessible lots.

LOCATION

The FSCPMOZ is established in the Franklin Street Corridor business district as shown on the FSCPMOZ map included at the end of this chapter, and on the official City of Evansville zoning map.

DEFINITIONS

Relax. To make a rule or regulation less strict.

Shared Parking. An off-street parking lot that provides parking spaces for two or more businesses to satisfy those businesses' minimum parking requirements per City code.

Off-Site Parking. A parking area located on a separate lot than the principal use it serves.

APPROVAL CRITERIA

All new development and additions, expansions, modifications, or changes of use of existing structures within the FSCPMOZ must meet the following criteria in order to be approved:

1. Zoning. The underlying zoning classification of the district is unchanged. All zoning code requirements not mentioned herein as part of the FSCPMOZ are subject to the requirements of the underlying zoning classification (including the development standards in Table A in EMC 18.130.010).
2. Parking.
 - a. In residential zoning districts, parking lots or parking spaces are subject to approval by Site Review Committee, and must comply with development standards of the underlying zoning classification.
 - b. In commercial zoning districts, the off-street parking requirements shall be reduced by 25% of the number of minimum parking spaces required in the development standards in EMC 18.135.080 - Amount of Off-Street Parking. If the minimum number of parking spaces required in the development standards is less than five, there shall be no reduction.
 - c. Off-Site Parking. In commercial zoning districts, off-street parking shall be located on the same lot as the principal use or, if the size or shape of the lot or the existence of a nonconforming building or use prevents providing the parking facilities on the lot, the owner may provide the facilities on an alternate lot within 750 feet if a copy of the deed or lease agreement is filed for the alternate location of parking spaces with the Area Plan Commission.
 - d. Shared Parking. A parking lot within the FSCPMOZ may serve more than one property or development, provided that the total number of parking spaces used by all properties or developments to meet their parking requirements does not exceed the number of parking spaces on the parking lot.
 - e. Off-site parking agreements and shared parking agreements will be recorded on the standard shared parking agreement form provided by the Area Plan Commission.
 - f. In no case shall on-street parking spaces within the public right-of-way be considered in the requirements for parking for a development use.
 - g. Bicycle Parking. New or existing automobile required parking spaces for all non-residential uses may be replaced by bicycle parking at a ratio of one automobile parking space for every four bicycle parking spaces provided. Notwithstanding the foregoing, no more than 20 percent of the required automobile parking spaces for nonresidential uses shall be replaced at a site. For buildings with less than 20 required automobile parking spaces, up to 4 parking spaces may be replaced with bike parking.

Parking Recommendations in the Corridor

The Franklin Street Corridor hosts a variety of businesses, customers, residents and events. These activities and uses create several categories of parking needs that should be accommodated in both on-street spaces and off-street parking lots. Generally - if an employee, shopper, or event attendee is anticipating his/her stay in the Franklin Street Corridor to last for many hours - a long-term or off-street space is likely the best choice for parking. The prime spaces along Franklin Street are intended for customers with a need for shorter term parking, and are prime parking that should be used as such. The residents that live one block off of Franklin Street also require special attention and accommodations for their parking needs to prevent parking for businesses from encroaching on residential uses. The following outlines recommendations for using available spaces and locations efficiently to meet the various parking needs in the corridor.

On-Street Parking Protections

On-street parallel parking in the corridor is a resource that should be clearly marked and regularly enforced to ensure efficient use of the parking spaces. The term “parking protections” reminds residents, employees, and visitors to the area that these spaces have an intended user in mind; residents, people who are parking for less than two-hours, and people who are parking for more than two-hours. Map 1 displays the proposed on-street parking protections within the FSCPMOZ. The Evansville Municipal Code, Chapter 10:15 details parking regulations. Specifically, allowing for on-street parking regulations in Section 10.15.050 (C). When signs are erected on each block giving notice thereof, no person shall stop, stand, or park a vehicle between the hours specified on the signs.

Residential Parking Protections - Permit Zones

The Board of Public Works in conjunction with the Board of Public Safety should designate by signs, painted markings, or other means as they determine proper the area to be used as parking areas for residents. Map 7 proposes streets to be designated within two blocks north or south of the Franklin Street Corridor, between St. Joseph Avenue and Ninth Street, as a Residential Permit Zone. This Residential Parking Permit Zone would restrict parking to no more than two hours in the areas defined and create preferred residential on-street parking for residents and their guests. Permit holders would display a tag in the car and be able to give the tags to visitors to display. The permits would be free to residents and additional free permits would be made available for visitor parking. The parking zone would be clearly signed in the areas shown on the map. The permitting process, including registration, provision of permits to residents, and annual permit renewal, should be further refined and managed by the Board of Public Works or applicable department as determined by the City.

Implementation Responsibilities

- **City Council** – adoption of ordinance creating residential parking zones
- **Board of Public Works/ Transportation & Services** – administration of residential parking program and erection of parking restriction signs
- **Board of Public Safety/City Clerk's Office** – enforcement of parking restrictions



On-street parking is a valuable asset for area residents.

The following is a sample ordinance to implement this recommendation.

A. DEFINITIONS.

As used in this Section, the following terms shall have the meanings ascribed thereto:

Resident. Any person who lives in property abutting a street designated as a residential parking zone.

Residential Parking Zone. Any street or part thereof in one (1) of the hereinafter defined residential zones which is designated as such with a specified parking time limit of two (2) hours.

Residential Zone. The residential areas of the City shall be divided into such number and such locations as are shown on the official map kept on file in the office of the City Clerk.

Visitor. Any person who is a household guest, a visitor, a workman performing services for, or domestic help for, a resident.

B. RESIDENTIAL PARKING PERMIT.

On any street which is designated a residential parking zone, parking in excess of the prescribed parking time limit will be permitted by a resident or a visitor with a valid resident or visitor parking permit.

C. PARKING PERMIT.

A resident or visitor parking permit issued in any of the numbered residential zones of the City shall not be valid in any other numbered residential zone.

D. ISSUANCE OF PARKING PERMIT.

The City Clerk shall issue resident parking permits and visitor parking permits for the numbered residential zones to a resident of any street designated a residential parking zone.



Protecting residential parking through a parking permit program will be an integral component to a coordinated parking management strategy



2-Hour Parking

The parallel parking spaces along Franklin Street, the side streets intersecting Franklin one block north and south, and around the perimeter of the Westside Library and Park are the prime locations where turnover is encouraged. The signs for two-hour parking should read: “Two Hour Parking between 8am and 8pm Daily.” These spaces are intended for customers who will be spending two hours or less during the peak period of parking demand in The Corridor. To achieve a higher turnover rate, a two-hour time limit for these spaces should be posted and enforced.

Accessible Parking Spaces

There are currently five on-street parking spaces within the Franklin Street Corridor Study Area that meet the requirements for accessible parking. The Access Board, an independent federal agency that promotes equality for people with disabilities, recommends that a venue with 400 parking spaces to have 9 accessible parking spaces. There are 419 on-street parking spaces in the focus area for the Franklin Street Corridor, and it is recommended that four accessible spaces should be added to the five current spaces.

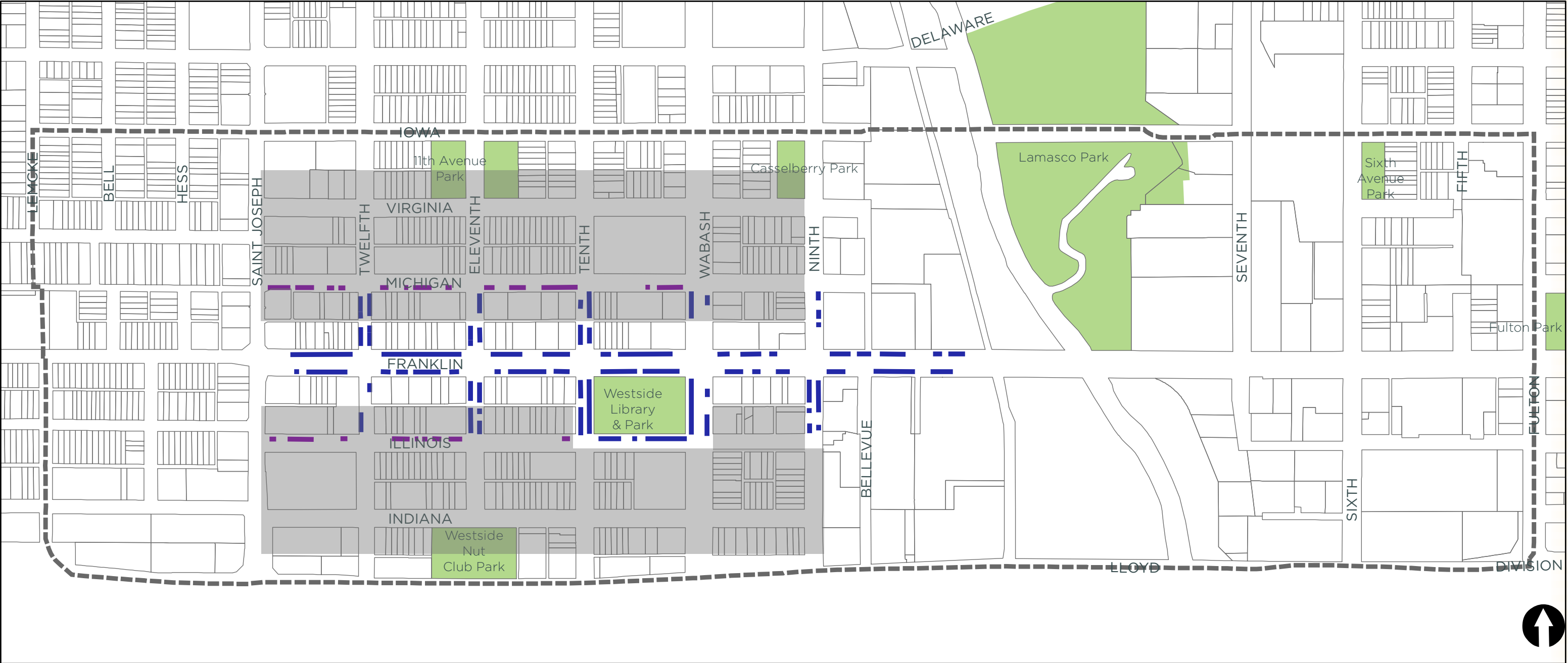
Requirements for accessible parking from the Department of Justice’s 2010 ADA Standards for Accessible Design, call for at least one of every six accessible parking spaces must be sized to accommodate vans. These accessible spaces should be placed throughout the Study Area. The design of these spaces should be a minimum of 24 feet long (parallel to the curb) and 13 feet deep (perpendicular to the curb). The 13 feet is the combination of the standard 8-ft wide parking space and the standard 5-ft wide adjacent access aisle for handicap parking. A box of that dimension should be painted and appropriate signage installed. The placement of these spaces should be at the end of a block to make use of the intersection curb ramp to access the sidewalk. With the addition of a protected bikeway on Franklin Street, ideally the ADA spaced would fit into the proposed cross section of the street.

12-Hour Parking

The on-street spaces on the south side of Michigan and the north side of Illinois are marked as parking with a 12-hour time limit. The 12 Hour signs should read: “12 Hour Parking 8am to 8pm Daily.” These spaces are intended for shoppers, employees, or resident parking.

Enforcing Parking Protections

Enforcing parking protections outlined above will be critical to the effective management of the focus area’s parking supply. It is important that the creation of new parking regulation zones, the installment of new parking regulation signs, and the enforcement thereof does not come as a surprise to the area’s residents, employees, and visitors. It is recommended that the City Clerk’s Office create a press release and post a notice on the City’s website prior to the installation of new parking regulation signs stating that the new On-Street Parking Signs will be enforced on X Date. It is recommended that the enforcement for the signs is targeted at adjusting times twice a day to adequately enforce these regulations during periods of turnover. Additional detail is provided for parking enforcement operations in the below Parking Management Recommendations section.



LEGEND

RECOMMENDED 2 HOUR PARKING*

RECOMMENDED 12 HOUR PARKING*

PARCELS

STUDYAREA

RESIDENTIAL PARKING PERMIT ZONE

0

280

560

1,120

Feet

alta

PLANNING + DESIGN

*Parking spaces defined the existing conditions document

Map 7: Proposed Parking Protections

Parking Management Recommendations

Create a West Side Shared Parking Management Association

What it is:

It is recommended that business and residential stakeholders within the Study Area form a shared parking management association (hereafter referred to as the “association”) to manage off-street parking facilities for the area. Shared parking is defined as off-street parking facilities that are available for legal parking during business hours for customers, employees, and visitors for more than one business establishment for whom off-street parking is required per City code.

This association would be responsible for the day-to-day management of parking facilities located on private property for spaces that are leased to one or more individuals or businesses seeking to provide parking in the area. The limits of the area should be agreed upon at the formation of the association but should include, at minimum, commercial land uses within the area bounded by Illinois Street, St. Joseph Avenue, Michigan Street, and 9th Avenue.

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Revenue generated based on maintenance agreements paid to the association would provide for regular maintenance of parking lots, trash collection, and any enforcement activities (e.g. towing) that would be needed to clear vehicles in violation of the shared parking requirements from the managed lots. The cost of paying for a tow would be included in the services offered by the association in exchange for shared parking fees per the lease agreement.

This arrangement establishes an arrangement for the shared management based on leased spaces only. Any sale or subdivision of property would still be subject to land use, zoning, and subdivision regulations in effect within the City of Evansville.

What it does:

It is recommended that the association in coordination with the Area Plan Commission should be responsible for maintaining an inventory and database of off-street parking facilities. The database would list the number of spaces per parking lot, and the association and Area Plan Commission would keep a record of lease agreements that are in effect for each lot, the number of spaces included in each lease, and the amount of lease subscriptions for each lot (e.g. identify the percent under or over capacity that a lot is leased).

At the discretion of the association, a parking lot may be leased above capacity provided the following conditions are met:

- The lessee can identify the peak period for which the business is open;
- The lessee is not permitted to lease more than 25% of parking spaces that share a peak period with another business who shares a similar service or use (e.g. two retail establishments with similar hours, two restaurants with similar hours, or two bars with similar hours may only share 25% of leased spaces).

Implementation Responsibilities

- **Franklin Street Business Association, Franklin Street Events Association, Lamasco Neighborhood Association** – creation of Franklin Street Parking Management Association; administration/facilitation of shared parking agreements between developers, businesses and property owners; establish funding mechanism for part-time or overtime public safety officer

The association should review lease agreements between lessees and lessors wishing to participate in the shared parking agreement within the district to confirm that:

- The lease terms include adequate fees that cover the cost of sweeping, trash removal, and maintenance of the parking space (pavement markings and resurfacing) for the duration of the lease term;
- The lease terms include adequate insurance requirements and protections that indemnify the owner of the parking lot against claims for damages by any user of the parking lot;
- The lease terms include adequate fees to provide for part-time or overtime pay for city staff for dedicated enforcement of parking, public safety, and nuisance enforcement in the district. This would provide resources for the City to respond to calls by anyone in the district including customers, business owners, visitors, and residents;
- That lessees are provided with contact information for the enforcement activities described above;
- Lease terms should be finite and clearly defined, and the cost of shared parking should reflect the cost of the terms set forth in the lease agreement.

The association may also consider the coordination of maintenance and provide for joint purchasing agreements for contractors for resurfacing, pavement markings, signs, security, lighting, and off-street parking enforcement towing to help negotiate lower costs for participants of the shared parking program.

Enforcement of parking on public rights-of-way (city streets) would remain under the jurisdiction of the City. This includes on-street parking reserved for commercial uses (e.g. two-hour parking restrictions observed on Franklin Street and various cross-streets), as well as on-street and off-street parking set aside for residential parking (see the residential parking recommendation).



Off-street parking is an asset that can be maximized through shared parking agreements to accommodate growth and revitalization along the corridor

As part of the shared parking arrangement, shared parking agreement fees should provide a budget to pay for the cost of part-time or overtime enforcement by public safety officers employed by the City. The budget and its expenses should be made available for viewing by any lessee or lessor of shared parking agreements within the district. This would provide a dedicated funding source to apply City resources for enforcement in the district.

How it is formed:

The association should consist of a board of representatives from each business association and should be structured so as to balance the needs of residents with that of business owners who represent the interests of shoppers and customers to the area. Association membership should consider the following structure:

- One (1) representative appointed by the Franklin Street Business Association*
- One (1) representative appointed by the Franklin Street Events Association*
- One (1) representative appointed by the Lamasco Neighborhood Association*
- One (1) resident at-large (need not be a property owner) (rotating term every four years)
- One (1) at-large resident or business owner (rotating term every four years)

**New appointments every four (4) years*

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The number of members is set at five (5) to provide an odd number in order to break a tie voting on actions of the association. Parking Management Association bylaws should be developed that guide rules for determining a quorum, conducting business, duration of representative appointment, voting requirements, etc.

Opt-Out:

Business and property owners may opt-out of participating in the shared parking management within the district. However, the City shall not recognize the validity of shared parking arrangements proposed outside of the association.

Property owners choosing to opt-out would continue to be responsible for the cost of continued maintenance and enforcement on their property including, but not limited to: pavement markings, resurfacing, trash removal, security, lighting, and regulatory signage. For more information on best practices for shared parking and/or parking management associations, visit: <http://www.vtpi.org/tdm/tdm89.htm>

Recommendations for Active Transportation

The Franklin Street Corridor is a shopping, dining, and event destination. The Franklin Street Bazaar and the Fall Festival bring thousands of people to the corridor. Eliminating the dependence on an automobile requires added attention of access from other modes such as walking, biking and transit for moving in and around the corridor and to and from areas where parking is encouraged for visitors to the area.

Recommendations for walking and biking address much of what was represented in the focus group meetings in September. Comments centered on the fact that walking and biking along and around the corridor are not appealing and pose safety and security concerns. Concerns involved lighting, safe street crossings, maintenance, width of sidewalks, and lack of protected bikeways that would appeal to range of people who live in the corridor as well as wish to visit the corridor. Currently there is one bike share station at the Westside Library Park, and a few bike racks directly in front of the Tin Man Brewing Company.

In discussions with corridor stakeholders, information was provided regarding a soon-to-be-running rubber tire trolley called Trolley of the Evansville Districts, or TED. The trolley effort is being spearheaded by Growth Alliance for Greater Evansville (GAGE). The trolley, which could begin operations as soon as November, will run Thursday, Friday, and Saturday nights, as well as Saturday during the day, and will connect Haynie's Corner to downtown/casino as well as Franklin Street. This trolley will provide another alternative mode of travel that will impact how people move about the Franklin Street Corridor, and connect to other key destinations in Evansville. Funding is envisioned to be funded through several organizations, matching grant programs, and corporate donors. The trolley ideally would utilize METS' DoubleMap bus tracking system. Costs for the trolley at this point are expected to be \$20,000 annually for operations. A goal for operations and maintenance will be for the city to assist with maintenance through the METS (housing the trolley after hours, vehicle maintenance). The previous description of the trolley operations was documented at that point in time, and exact details of trolley operations are subject to further verification.



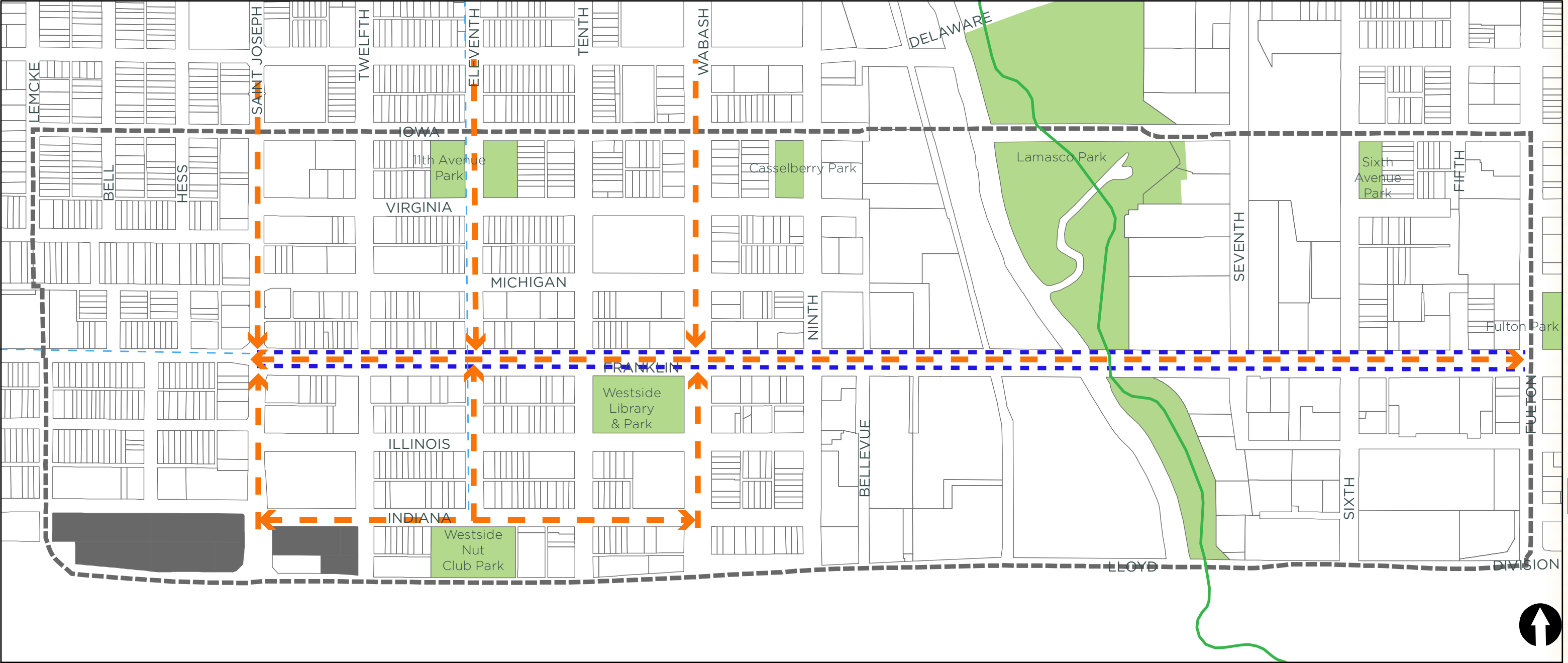
Franklin Street's historic character, wide sidewalks, and ample street widths provide the foundations for transformative streetscape improvements

Pedestrian and Bicycle Improvements

Map 8 is a network planning map that defines the proposed priority routes for biking and walking to and from the Franklin Street Corridor. This priority route map defines the primary connections to the focus area from the rest of the study area. Based on the priority route map, recommendations were developed for biking and walking improvements that are focused on these routes within the focus area that pedestrians would use to access on-street and off-street parking lots along Franklin Street, as well as getting to the focus area by walking biking or transit. These pedestrian areas are critical linkages and provide an opportunity for the Franklin Street Corridor for people to travel to and/or experience the Franklin Street Corridor. The pedestrian network will also serve to connect destinations to transit and future Trolley stop locations. The Franklin Street Corridor has the potential to serve as a critical bicycle network connection to the Pigeon Creek Greenway, as well as destinations such as Main Street and downtown to the east.



Bicycle and pedestrian improvements have changed the character of North Main Street (northeast of the study area) and will make bicycling and walking safer, easier, and more accessible transportation choices for area residents and visitors



LEGEND

INDOT LOTS FOR EVENT PARKING

PRIORITY PEDESTRIAN ROUTES

PRIORITY BIKE ROUTE

PIGEON CREEK GREENWAY

PARCELS

STUDYAREA

SHARED LANE MARKINGS

02805601,120

Feet

Map 8: Bicycle and Pedestrian Priority Routes

Bicycle Improvements

INTRODUCTION

One demand management strategy to address both the number of motor vehicles in the corridor, as well as the number of motor vehicles that need to find parking in the corridor, is to make bicycling more appealing. In order to make bicycling more appealing to people who work, live or visit the Franklin Street Corridor, the bikeways offered need to match the age range and skill levels of those people who would or could use bicycle as a form of transportation. The existing cross section of Franklin Street includes two lanes of travel in each direction with parking and shared lane markings in the wide outside lanes. The street varies from a 76' wide street section between Wabash and Fulton, to two 34' wide sections separated by a median between St. Joseph and Wabash. Traffic volumes in this segment range from 7,979 and 8,288 ADT with no more than 5.5% of truck traffic. The road diet concept was noted in the Evansville Bicycle and Pedestrian Connectivity Master Plan and will allow the reallocation of space to provide parking protected bike lanes from St. Joseph to Fulton through the application of a road diet. The bikeways recommended can be divided into two key segments noted below, as well as to available funding for the improvements, or executed as tactical urbanism projects that can get the district involved in their demonstration. Recommendations also involve addition of bike parking and expansion of the bike share system currently in operation in the City of Evansville. Map 9 shows recommended bicycle (and pedestrian) improvements.

ST. JOSEPH TO WABASH

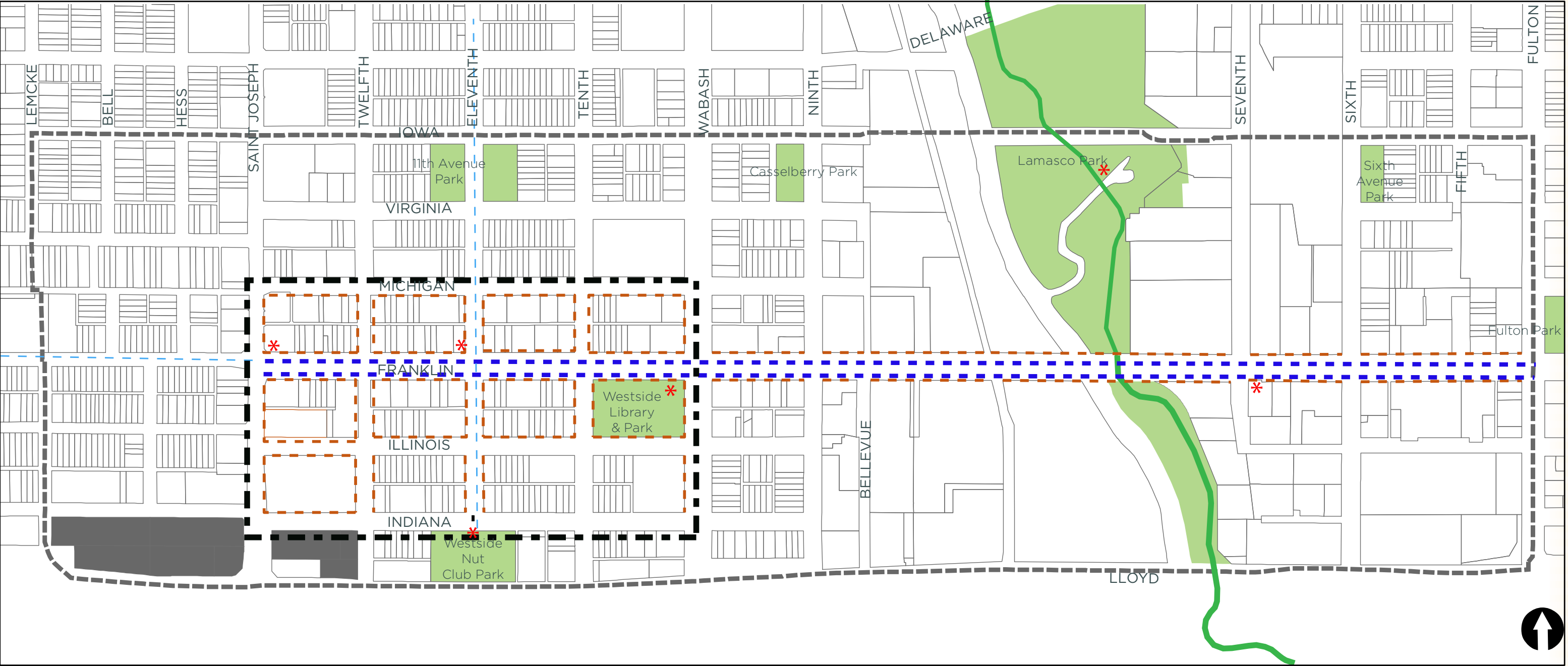
This segment of West Franklin Street is essentially the historic portion of the Franklin Street Corridor. The existing street configuration from curb to curb includes a parking lane in each direction, two travel lanes, and a center median. There are traffic signals that allow yielding left turns at each block. There are no dedicated left turn lanes. Based on desires related to Alta in focus group meetings, the addition of a protected bikeway that would appeal to all ages and skill levels of bicyclists is recommended to allow for a low stress bikeway to support mode shift to biking in and to the corridor. This will also allow increased use and appeal of bike share.

The attached cross section in Figure 7 shows the existing cross section of Franklin Street between St. Joseph and Wabash. The proposed road diet concept is shown in Figure 8, and will include a bike lane along the curb, a buffer space between parking and the bike lane, retain on-street parallel parking that will be moved out from the curb, a wide travel lane, and the median in each direction. The wide travel lane will allow the development of space at each signalized intersection to allow cars to stay left to make left turns, and through traffic to move past a car waiting to make a left turn. No changes to the traffic signal operation is recommended. The bike lane will remain along the curb line in the entire segment with specific design details necessary at each intersection. "Yield to Bikes" signs would be located at each intersection. The road diet can be implemented through striping, signing and removable flex posts in the buffer space. The addition of planters in the buffer space is certainly an application that can be added to beautify the corridor by the Business Association or Events Association.

Estimated Project Cost – \$60,130

Implementation Responsibilities

- **Transportation & Services – on-street bikeways and roadway improvements**
- **Area Plan Commission – bike parking amendment to zoning ordinance**
- **Franklin Street Business Association, Franklin Street Events Association – provision of bike parking along corridor**
- **Franklin Street Business Association, Franklin Street Events Association – Funding and provision of new bike share stations**



LEGEND

INDOT LOTS FOR EVENT PARKING

ENHANCED PEDESTRIAN ROUTES
(6-8 FT WIDE SIDEWALKS, CROSS WALKS,
PEDESTRIAN SCALE LIGHTING, SIGNAGE,
AND BIKE RACKS ON EACH BLOCK)

PARCELS

STUDY AREA

FOCUS AREA

BIKE SHARE STATIONS

PROTECTED BIKE FACILITY

PIGEON CREEK GREENWAY

SHARED LANE MARKINGS

Map 9: Proposed Bicycle and Pedestrian Improvements

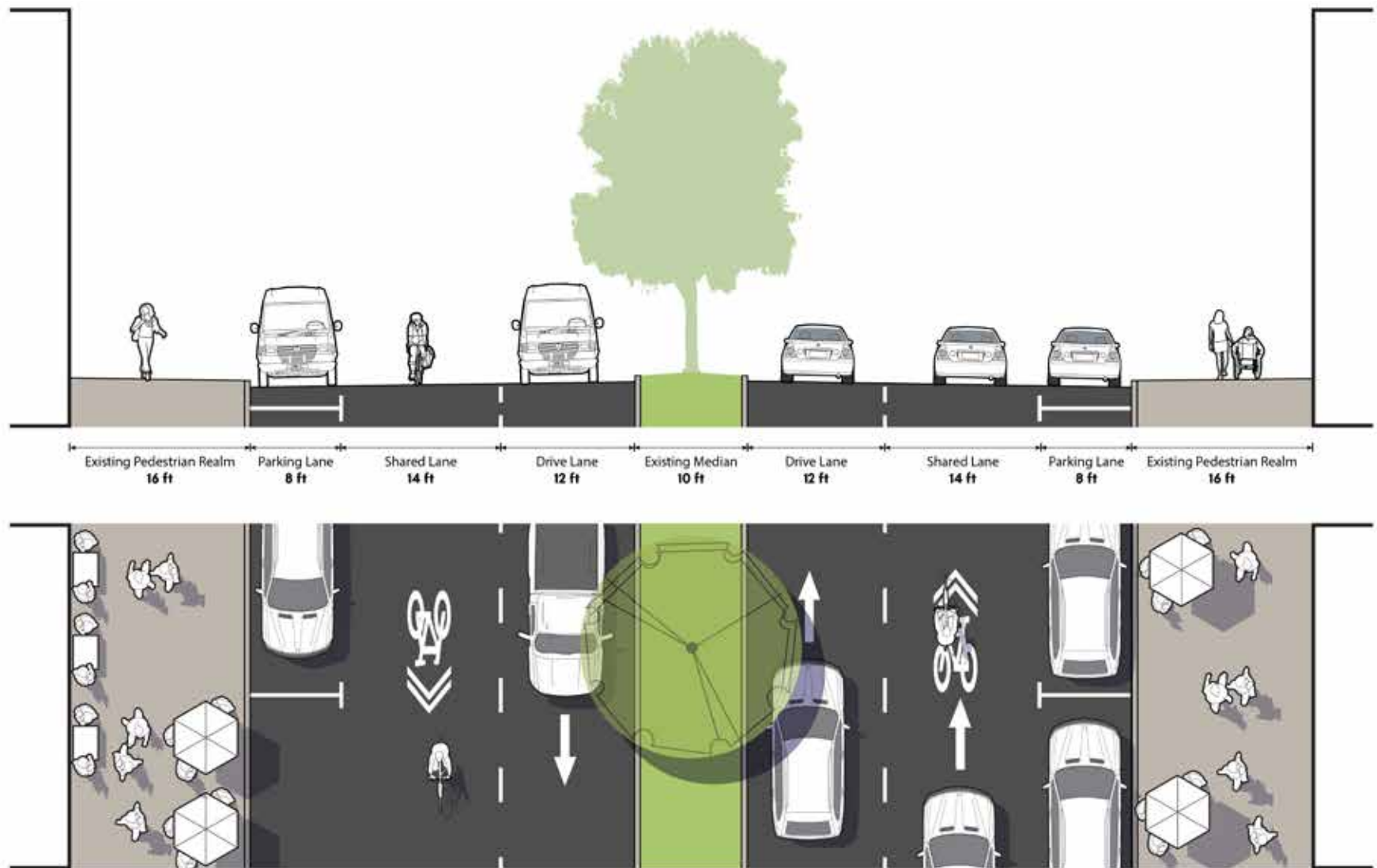


Figure 7: Existing Franklin Street Cross Section between St. Joseph Avenue and Wabash Avenue

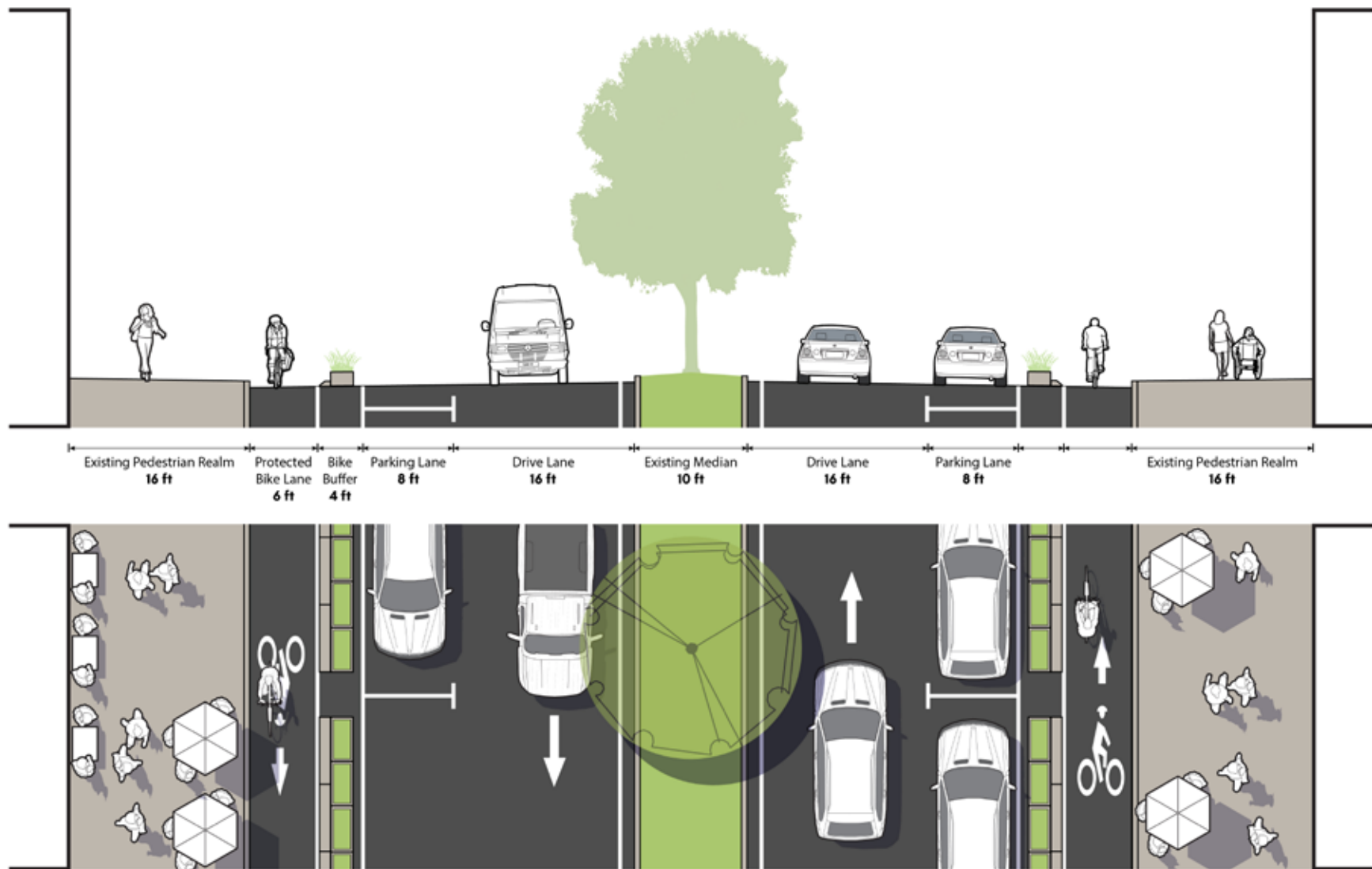


Figure 8: Proposed Franklin Street Cross Section between St. Joseph Avenue and Wabash Avenue

WABASH TO FULTON

The segment of street from Fulton to Wabash is of a different character than that to the west, but the protected bikeway concept can still be applied. This segment also includes an undercrossing for the Pigeon Creek Greenway, and connection of the undercrossing to Franklin Street on both the north and south side of the roadway. During our observation in the corridor there were several people biking, but most were riding in the wrong direction on the road, or were riding on the sidewalk. Sidewalk riding is a safety issue both for the bicyclists and the pedestrians using the sidewalk. One consistent bikeway type along the curb line for the entire street from St. Joseph to Fulton is desirable from an understanding and an operations point of view, both for motorists and people biking.

Figure 9 shows the existing 76' cross section from curb line to curb line, and Figure 10 shows the proposed section. In this segment of street, the character is significantly different than west of Wabash. While parking on street is present, there are also large off-street parking areas for each business, and on-street parking is used sparingly. Businesses like the Tin Man Brewing Company and Lamasco Bar and Grill certainly benefit from having available parking. The proposed cross section east of Wabash includes the bike lane next to the curb, a buffer space, a parking/travel lane, a through lane, and a center turn lane. In this scenario the median treatment would need to be removed to allow for the addition of the left turn lane. The parking/travel lane can be a parking lane full time, or limit parking during the day in preference to the travel lane for businesses, and a parking lane at night to provide significant street parking availability for the Franklin Street Corridor. The use of the outside lane does not have impact on the bike lane that will be along the curb line permanently, which is buffered either by a hatched buffer and vertical treatment like flex posts or raised barrier, and/or parking. This segment of the bike facility will offer connectivity for all businesses in the study area along the Franklin Street Corridor.

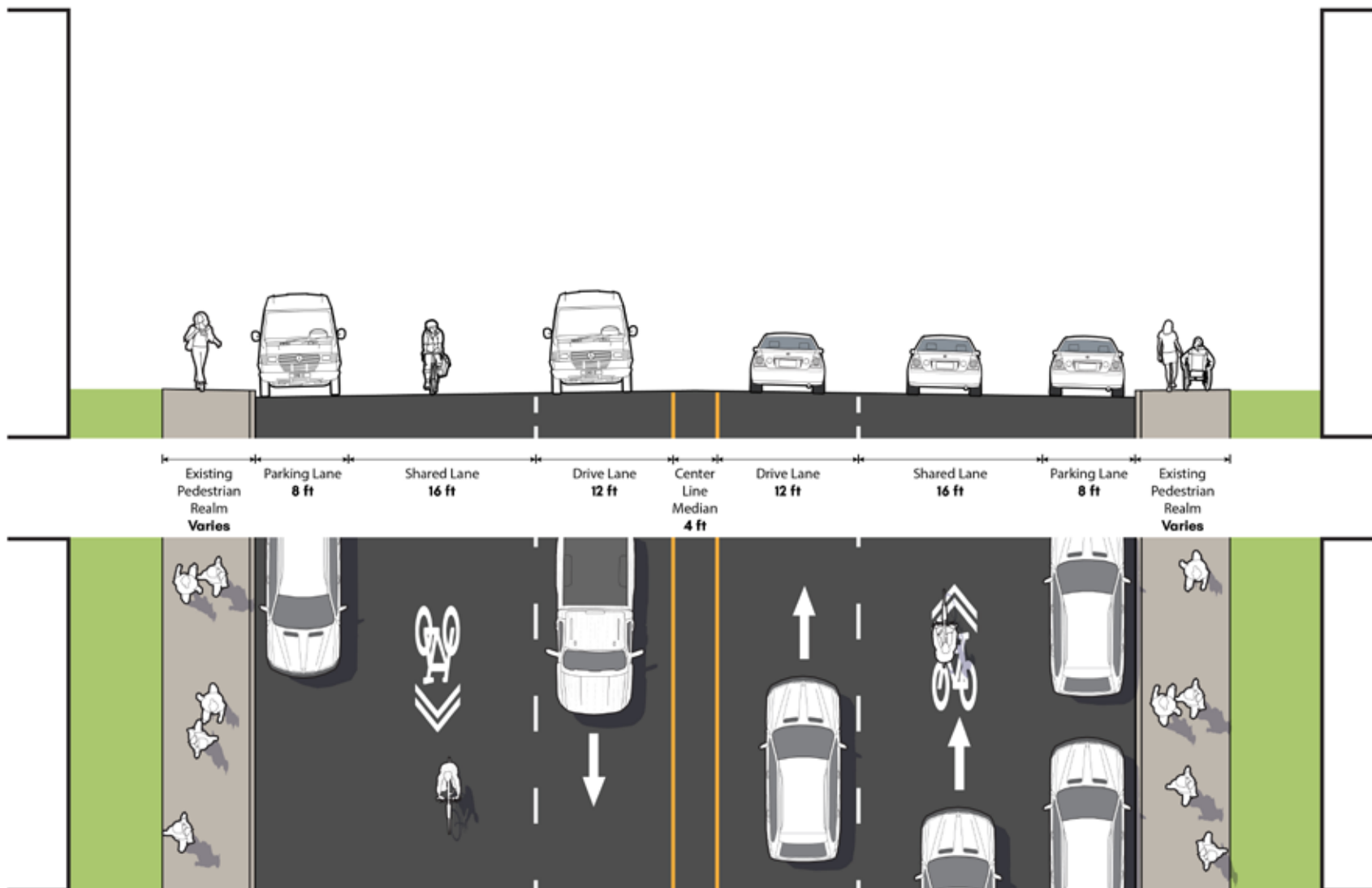


Figure 9: Existing Franklin Street Cross Section Between Wabash Avenue and Fulton Avenue

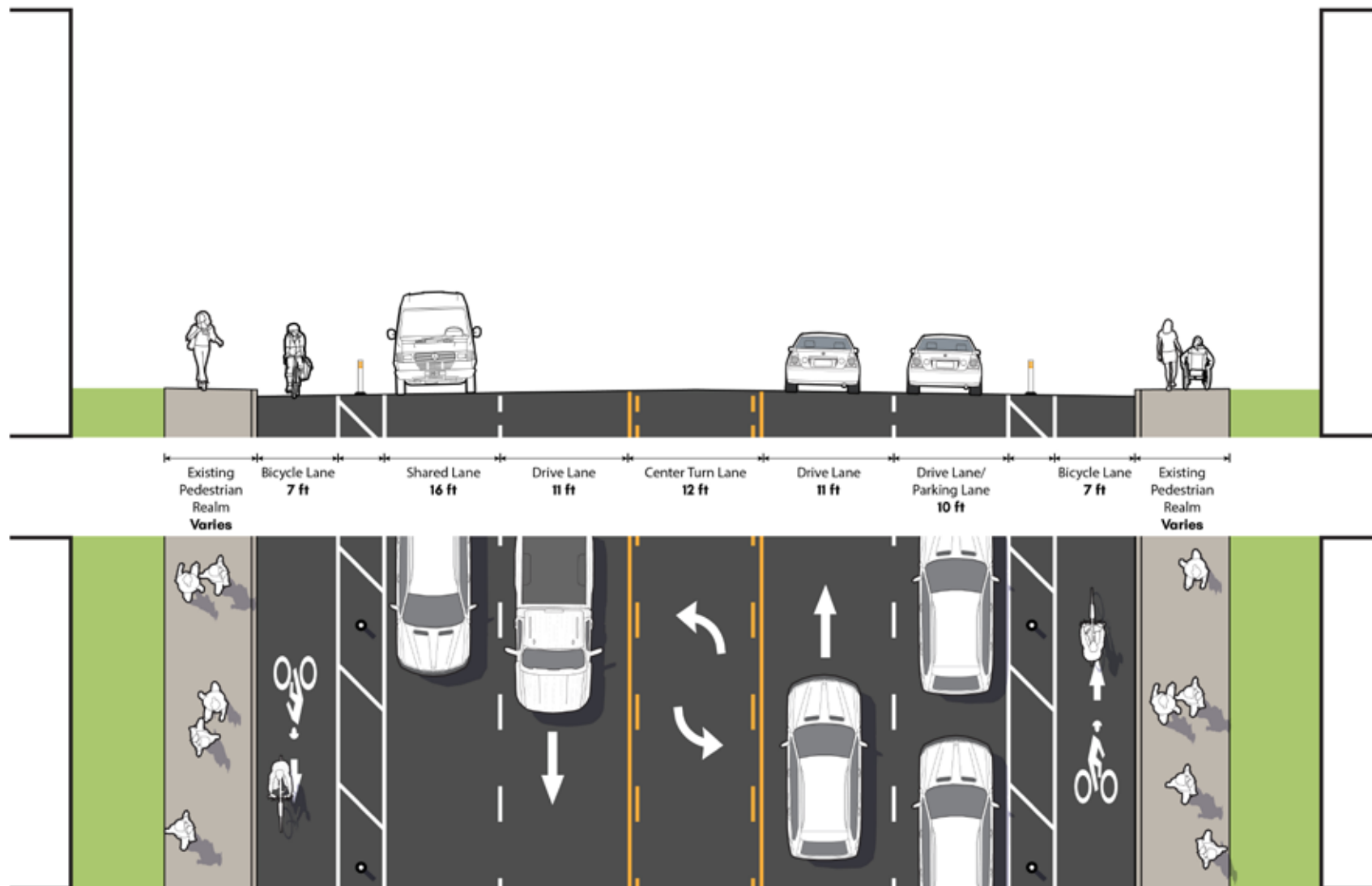


Figure 10: Proposed Franklin Street Cross Section Between Wabash Avenue and Fulton Avenue

BIKE PARKING

Along with bicycle connectivity and enhanced bikeways, bike parking is critical for bike travel to destinations in the focus area. Bike parking is also included in recommendations for reducing vehicular parking in lieu of providing bike parking. A bike parking amendment to the zoning ordinance across the city for new development would also be a recommendation to enhance the growing bike network and support the mode shift sought for implementation of bike facilities. The effect this can have in the Franklin Street Corridor will be to the parking needs for visitors and for employees of businesses in the corridor. Alta provided detailed recommendations for bike parking including bike corrals in the Bicycle and Pedestrian Connectivity Master Plan. The recommendation for bike racks along the focus area of the Franklin Street Corridor are for the City to provide a bike rack on each block, and have the Business Association and/or Events Association provide additional bike racks on each block or bike corrals if usage dictates a need.

Cost - \$16,000

BIKE SHARE

Currently the City of Evansville has an operating bike share system using the Zagster provider of stations, bikes, and operations. There is currently a bike share station located in the northeast corner of Westside Library Park, along the Franklin Street Corridor. This isolated station either provides an out-and-back recreation trip or a connection to the next closest stations, which are at Downtown YMCA at NW 6th and Court Streets and the Convention and Visitors Center on the Riverfront. The addition of bike share Stations along the Franklin Street Corridor in the Study area will allow enhanced use of the bike share system and connectivity of the system within the study area to support an alternative mode of travel to and within the corridor, eliminating the need for either parking or moving from parking space to parking space. It will also provide a personal transit option for many of the events held throughout the year. It is recommended that additional bike share stations be located at 11th Avenue, St. Joseph, 7th Avenue, Lamasco Park and West Side Nut Club Park.

Cost - \$18,000 per year per station, \$90,000 for additional 5 stations

Pedestrian Improvements

INTRODUCTION

In focus group meetings those who attended stated that lack of pedestrian lighting, narrow sidewalks and street crossings were a concern for people parking and walking any distance in the focus area. Even if parking was secured in the Indiana DOT lot adjacent to the Lloyd Expressway and St. Joseph, or any one of the lots adjacent, there would be a concern for visitors or employees to walk to and from parking and their destination. In addition, residents stated that lighting and conditions of sidewalks are a concern for safe routes to the Corridor, and within the neighborhood for that matter.

PEDESTRIAN IMPROVEMENTS

Pedestrian improvements are shown along in Map 3 along with bicycle improvements. The intent of the pedestrian recommendations is to offer safe, secure, and enjoyable spaces to walk that will enhance the appeal of parking where we want people visiting the corridor to park, as well as to remote parking areas, and encouraging a park once philosophy.

Recommendations for improvements are able to be mixed and matched as funding allows and desired for the focus area. A key recommendation is for the addition of pedestrian-scale lighting along streets that are the paths of travel from on-street parking, parking lots in the corridor, or remote lots that are possible to serve the corridor. The goal of the street pedestrian-scale lighting will serve both visitors, residents and employees who work in the corridor. Lighting along Franklin Street itself includes roadway style lighting along the sidewalks, and pedestrian-scale lighting in the median. The recommendation along Franklin Street is to enhance the current lighting with pedestrian-scale lighting along the pedestrian and outdoor dining space to add safety and security for business operations, as well as visitors and residents of the area. Detailed lighting study should be undertaken to define the exact number of lights and lighting details for a refined cost figure for lighting. A typical section for side streets is shown in Figure 11.

Sidewalks along typical side streets are 6' as they exist. This is a minimum width for a pedestrian space but not an appealing place to walk. The side street widths are 40' in width and accommodate on street parking and two lanes of travel. These streets can be narrowed to allocate 2' on each side to provide 8' sidewalks and in those 2' areas, space for lighting and associated conduit. The remaining roadway width would be 36' that will allow for 8' parking lanes and 10' drive lanes. The proposed cross section is shown in Figure 12. General maintenance of sidewalks is also needed to provide a travel surface that is acceptable for all ages and abilities, including wheelchairs.

Cost - \$914,860

INTERSECTION IMPROVEMENTS

In coordination with sidewalk improvements mentioned previously, the addition of bump outs at intersections can minimize street crossings of pedestrians along Michigan and Illinois, as well as along and across Franklin Street. At the intersections along Franklin Street pedestrian signals should be upgraded to countdown pedestrian heads with audible tones and crosswalks enhanced with high visibility crossings. Phased implementation of this recommendation can allow for improvements as funding becomes available.

Cost - \$210,000

Implementation Responsibilities

- **Transportation & Services – roadway and intersection improvements for pedestrians**

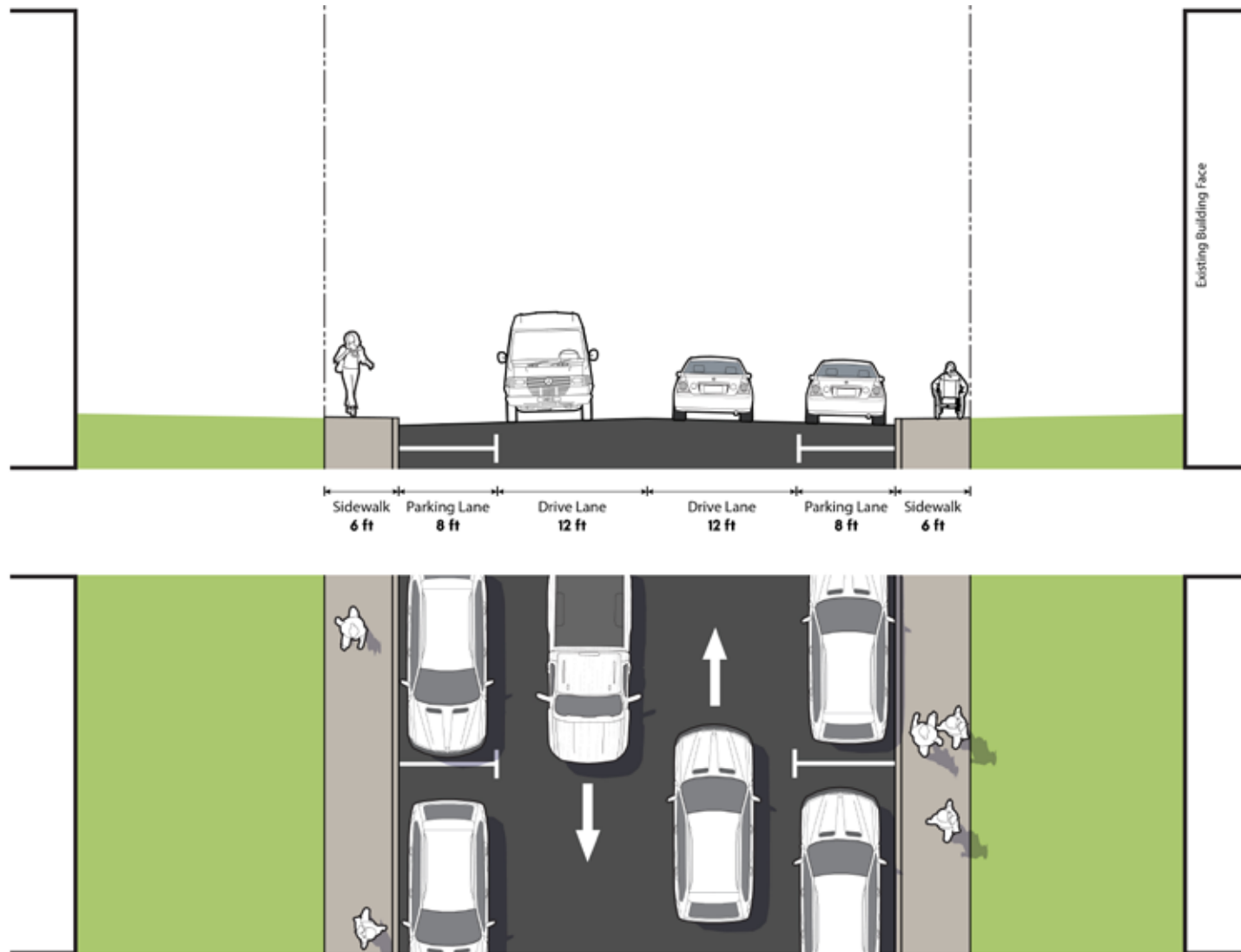


Figure 11: Proposed Franklin Street Cross Section Between Wabash Avenue and Fulton Avenue

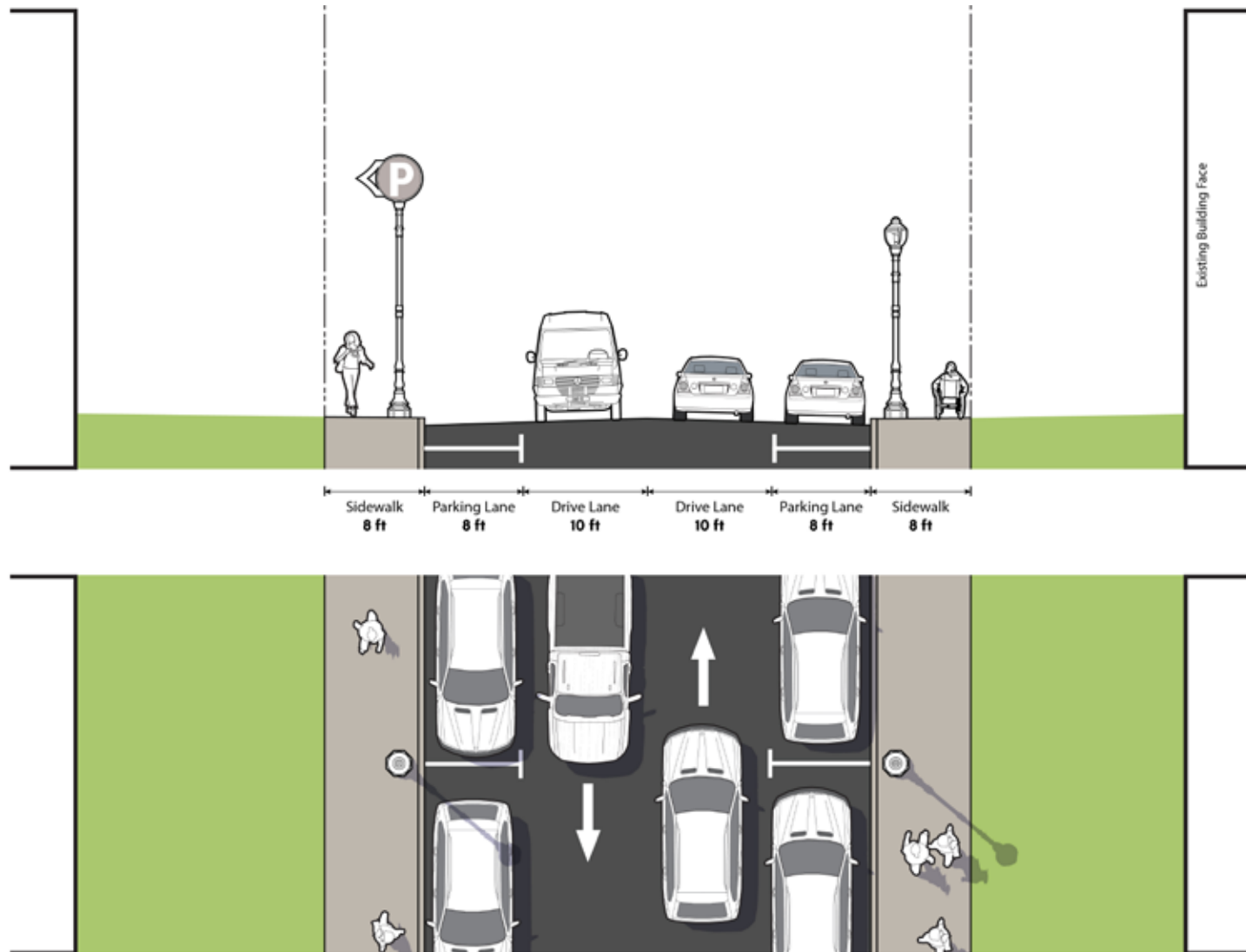


Figure 12: Proposed Typical Side Street Cross Section

Transit Connections

Another method of decreasing the demand for parking is to provide connections by transit to the focus area. Addition of defined bus or trolley stops will make transit a choice that is appealing and divert trips and parkers from the need to accommodate parking for visitors or employees. Amenities and signage for bus stops that are integrated with bikeways and pedestrian improvements will provide a viable alternative to driving to the corridor, and the addition of the trolley and stops will allow for moving along the corridor by a mode other than a car.

Franklin Street Corridor Transit Improvements

Improvements to offer for bus connections and trolley connections include amenities and clearly identifiable stop locations. Addition of benches and trash receptacles are a clear indication of a transit stop and clearly defining what the stop is for is also important for the ease of people using these services. Coordination between trolley stops and bus stops should be clearly defined and amenities offered for both or each. The bikeways recommended for the Franklin Street Corridor should facilitate the safe integration of pedestrians, bicycles, cars, parking, and transit vehicles moving to pick up passengers.

Cost - \$2,400

Implementation Responsibilities

- **Transportation & Services/METS**
– transit-oriented streetscape improvements

Wayfinding and Parking Signage

All visitors to the Franklin Street Corridor regardless of their mode of travel would benefit from bicycle or pedestrian scale wayfinding signs. Combined with parking signage wayfinding can guide visitors by directing them to appropriate parking areas for visiting businesses in the corridor. Wayfinding for bicycle and/or pedestrians provide destination-based routing. A graphic wayfinding package for the Franklin Street Corridor that includes consistent public and private parking signage, pedestrian signage, and bicycle wayfinding for the bike network and connections to and from trails such as the Pigeon Creek Greenway will make travel by any mode a comfortable and identifiable experience. The variety of parking options proposed should have distinctive and consistent signage overseen by the Franklin Street Business Association and/or Franklin Street Events Association. The overall wayfinding and parking signage package can also be coordinated with transit and trolley signage so those using these modes know where and when they can use these services. Elements of a sign should include the following:

Franklin Street Corridor Signing Package 1

- Sign all lots available for shared parking as “Public Parking” (Managed by the Franklin Street Business Association and/or Franklin Events Associate).
- Clearly sign private lots
- Sign bike parking areas and bike share stations
- Sign accessible spaces on street and in shared areas.
- Pedestrian Wayfinding
- Bicycle Wayfinding

Cost - \$80,000 - \$150,000

Franklin Street Corridor Signing Package 2

- Maintain on-street parking signage including residential parking signage.
- Sign ADA accessible spaces on-street

Cost - \$50,000 - \$80,000

Franklin Street Corridor Signing Package 3

- Provide coordinated bus stop signing and trolley stop signage

Cost - \$10,000 - \$20,000

Implementation Responsibilities

- **Sign Package 1: Transportation & Services, Franklin Street Business Association, Franklin Street Events Association – design, fabrication, installation and maintenance of signs**
- **Sign Package 2: Transportation & Services – design, fabrication, installation and maintenance of signs**
- **Sign Package 3: Transportation & Services, Franklin Street Events Association, Franklin Street Business Association, METS – design, fabrication, installation and maintenance of signs**

Shared Parking Lot Design

In order to enhance the experience of visitors using shared parking lots in the Franklin Street Corridor, it is critical that when you leave your car you feel safe and secure walking from your car to a destination. Lighting, marked pedestrian ways, signing and parking lot design are all ways that the visitor experience can be enhanced.

Lighting

Adequate lighting of parking lots can provide safety and security to parking areas after dark. Well-lit parking areas can deter unwanted activity and theft, where dark areas can encourage such activity. The recommendation for pedestrian-scale lighting along streets in the focus area should be implemented in coordination with well-lit parking lots to offer a safe and secure experience. As changes occur in management of parking lighting, it can be included in the parking management association activities, or improvements can be tied to development requests. Lighting design should incorporate best practices to minimize light spillover to residential areas and be consistent with pedestrian-scale lighting along streets in the focus area.

Marked Pedestrian Ways

Marked pedestrian ways and signing go hand in hand for people walking from their cars to destinations. Designating travel routes using signing and/or pavement markings will provide that feeling of confidence in a path of travel that leads to enhanced security in parking lots. Adding parking lot wayfinding on light poles and posts that exist are best and can direct people parking to businesses. Pavement markings in the form of wayfinding arrows and crosswalks can also enhance an understanding of where to walk that promotes safety in interaction with vehicles making deliveries in the rear of businesses or with people looking for a parking space.

Parking Lot Design

As parking lots are resurfaced or reconstructed, attention should be paid to parking lot design for inclusion of pedestrian paths through parking areas. Additionally, parking lot design should consider landscaping and impervious areas while optimizing the number of spaces with pedestrian and landscaping features.

Implementation Responsibilities

- **Parking Management Association** – development of standards for shared parking lot design; maintenance of shared parking facilities
- **Area Plan Commission** – oversight of site design in accordance with development standards in the zoning code

5: IMPLEMENTATION

Introduction

No single recommendation will fully address the parking- and transportation-related issues facing community residents, businesses, organizations, and property owners. The City of Evansville, the Franklin Street Business Association, the Franklin Street Events Association, the Lamasco Neighborhood Association, and relevant community partners and stakeholders must employ a holistic, coordinated approach that involves policy change, parking enforcement, and parking management programs in order to yield successful results.

These four overarching parking management strategies summarize this coordinated approach:

- The first recommendation to implement is preservation of residential parking. The residential permit zones and enforcement of on-street parking restrictions in these zones will protect parking as a resource for residents and define where visitors to the district should park.
- It is recommended that business and residential stakeholders within the Study Area form a shared parking management association to manage off-street parking facilities for the area.
- The City of Evansville should adopt a Parking Management Overlay Zoning District to relax minimum off-street parking requirements for businesses in the Study Area.
- The active transportation recommendations for pedestrian and bicycles improvements will reduce the demand for parking spaces through a shift in transportation modes used by visitors in the Franklin Street Corridor. The recommended improvements align with the Evansville Bicycle and Pedestrian Connectivity Master Plan. These improvements can be implemented as opportunities present themselves for partnerships and funding.

This section of the plan outlines a phasing approach to implement the recommendations described in the previous section. The phasing plan categorizes recommendations from the previous section into immediate, short-term, and long-term actions. These categories are listed on the following page and shown in Table 4 at the end of this section.

Implementation Phasing

Achieving a balanced transportation system and adequate parking supply will involve a phased approach of individual actions by numerous responsible parties, dictated in part by political will and by availability of funding and resources. Table 4 on the following page provides a more detailed listing of recommended activities, highlighting responsible agencies, estimated implementation costs, and time frames for each action.

Immediate actions should be completed with the next six months to establish a foundation for progress and result in critical policy and programmatic improvements for parking management within the study area. Two recommendations are proposed to be completed within this time frame: the creation of residential parking zones and a residential parking program, and the adoption of the zoning overlay amendment to the zoning code.

Short-term recommendations consist of low-cost projects, policies and programs designed to have an immediate effect on parking and transportation within the study area. These projects should be scheduled for completion by 2020. These short-term actions include the creation of the parking management association to facilitate shared parking agreements and increase utilization of the existing parking supply. Combined cost estimates for all 11 early action items range from \$361,380 to \$471,380.

The six long-term actions consist primarily of more costly capital improvements that will require greater coordination among local partners and/or additional funding and resources and should be scheduled for completion by 2025. These include major projects like the pedestrian and streetscape improvements on Franklin Street and throughout the study area, the installation (and ongoing operations) of additional bike share stations, and transit and trolley improvements along Franklin Street. These six long-term actions are estimated to cost roughly \$1,217,260.

In total, the 19 recommendations listed in the implementation matrix are priced at an estimated \$1.57M - \$1.68M. These costs should be borne by the City of Evansville and by local associations, as identified in the matrix. External funding sources and cost-sharing opportunities should be explored to leverage local resources.

The Franklin Street Corridor is a successful mixed-use area that requires intentional policies, management, and enforcement to coordinate different parking and transportation needs. It is recommended that this coordinated and prioritized approach be followed for the parking resources to be used efficiently in the corridor.

Table 4: Plan Implementation and Phasing

Phasing		Recommendation	Implementation Responsibility	Cost Estimates
Immediate Actions (0 to 6 months)	1	Create Residential Parking Permit Zones	City Council, Board of Public Works/ Transportation & Services, Board of Public Safety/City Clerk's Office	N/A
	2	Parking Management Overlay Zoning District	Evansville City Council, Area Plan Commission	N/A
	Immediate Actions Cost Range:			N/A
Short-Term Actions (2018 to 2020)	1	Road diet and bicycle improvements on Franklin Street from St. Joseph to Wabash	Transportation & Services	\$60,130
	2	Bicycle Improvements from Wabash to Fulton	Transportation & Services	\$115,250
	3	Change on-street parking signs in the Franklin Street Corridor to be 2-hour parking	Board of Public Works, Board of Public Safety	See Rec 6
	4	Create Signs for 12-hour parking on Illinois and Michigan Streets between St. Joseph and Wabash	Board of Public Works, Board of Public Safety	See Rec 6
	5	Add four ADA on-street parking spaces, with two of them accommodating accessible vans	Board of Public Works, Board of Public Safety	See Rec 6
	6	Franklin Street Corridor Signing Package 2: - Maintain on-street parking signage including residential parking signage. - Sign ADA accessible spaces on-street	Transportation & Services	\$50,000 - \$80,000
	7	North South Bikeway Connectivity	Transportation & Services	\$30,000
	8	Bicycle Parking	City of Evansville, Franklin Street Business Association, Franklin Street Events Association	\$16,000
	9	Franklin Street Corridor Signing Package 1: - Sign all lots available for shared parking as "Public Parking" (Managed by the Franklin Street Business Association and/or Franklin Street Events Association. - Clearly sign private lots - Sign bike parking areas and bike share stations - Sign accessible spaces on street and in shared areas. - Pedestrian Wayfinding - Bicycle Wayfinding	Transportation & Services, Franklin Street Business Association, Franklin Street Events Association	\$80,000 - \$150,000
	10	Franklin Street Corridor Signing Package 3 - Provide coordinated bus stop signing and trolley stop signage	Transportation & Services, Franklin Street Business Association, Franklin Street Events Association, METS	\$10,000 - \$20,000
	11	Create a West Side Shared Parking Management Association	Franklin Street Business Association, Franklin Street Events Association, Lamasco Neighborhood Association	N/A
	Short-Term Actions Cost Range:			\$361,380 - \$471,380

Table 4: Plan Implementation and Phasing, Continued

Phasing		Recommendation	Implementation Responsibility	Cost Estimates
Long-Term Actions (2021-2025)	1	Establish a funding mechanism for part-time or overtime public safety officer employed by the City	Franklin Street Business Association, Franklin Street Events Association, Lamasco Neighborhood Association	TBD
	2	Bike Share	Franklin Street Business Association and Franklin Street Events Association	\$18,000 per year per station, \$90,000 for additional 5 stations
	3	Pedestrian Improvements (lighting, sidewalks, street furniture)	Transportation & Services	\$914,860
	4	Intersection Improvements (bump outs, pedestrian signals countdown heads)	Transportation & Services	\$210,000
	5	Bus and Trolley Improvements (Signs for stop locations, benches and trash receptacles)	Transportation & Services and METS	\$2,400
	6	Shared Parking Lot Design	Parking Management Association	TBD
	Long-Term Actions Cost Estimate:			\$1,217,260
Total Cost Range for All Recommended Actions:			\$1,578,640 - \$1,688,640	