CITY OF NAPPANEE

DOWNTOWN PARKING STUDY

MACOG

Michiana Area Council of Governments

ACKNOWLEDGEMENTS

Special thanks to the residents, business owners, and employees that helped guide the Steering Committee through their input on how to improve the parking experience in downtown Nappanee.

PROJECT TEAM

Steering Committee

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1. Introduction

Nappanee is becoming a vibrant and growing place that individuals, families, and businesses are proud to call home. Nappanee offers a unique quality of life and culture that in recent years has attracted an increasing amount of visitors, residents, and businesses to the city. The increased activity in the city is attracting developers to not invest on greenfield sites but reinvest in the downtown.

Several reinvestment initiatives to vacant buildings along Market Street and Main Street is transforming the downtown into a vibrant place that people want to live and work. Recent redevelopment activity has included a new upscale restaurant, Ruhe 152, and modern studio apartment spaces in the Hartman Brothers building.

Although the transformation of Nappanee's downtown is attracting new residents and businesses, this has caused the daily parking experience to emerge as a major issue with many users now having to compete for parking throughout the day. As the City continues to grow and further define its downtown image, it is imperative that a detailed review of parking be done to ensure new development does not detrimentally impact the needs of all users.

Purpose for the Study

The City of Nappanee and the Nappanee Chamber of Commerce initiated the idea that a parking study is needed as new businesses have moved into vacant storefronts, increasing the demand for parking. Additionally, users routinely have expressed to the City on a daily basis the difficulties of not being able to find a parking space in downtown. The City and the Chamber reached out to the Michiana Area Council of Governments (MACOG) to study the downtown parking experience and help formulate strategies the City can initiate to continue to support reinvestments in downtown. This Study examines the land usage and the adequacy of the existing parking facilities to depict a comprehensive view of parking activity and issues in downtown. It also identifies short and long-term parking management strategies to ensure downtown can accommodate for new development.

The Downtown Nappanee Parking Study will aid the City in accomplishing the following goals:

1. **Ensure downtown is conducive for growth;**
2. **Parking supports existing and future businesses;**
3. **Downtown continues to attract new employers and residents; and,**
4. **Mobility is supportive for all users.**

Planning Approach

MACOG kicked off the planning process by organizing a steering committee consisting of the City Mayor, the City's Street Superintendent and Police Chief, and the Chamber of Commerce's Executive Director. This committee served as the lead to oversee the study and ensure it is reflective of the City's needs.

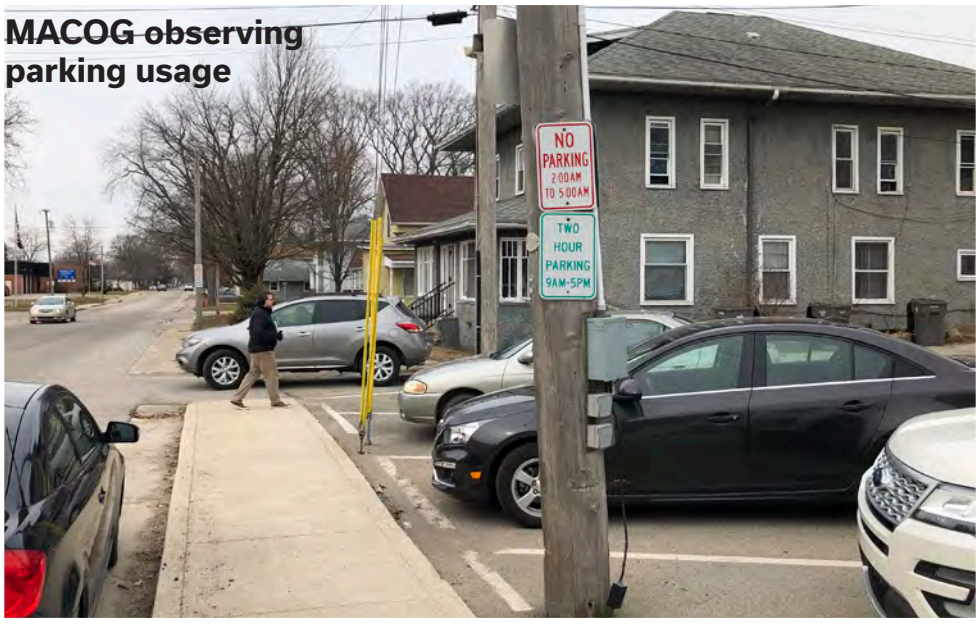
This study supports a data-driven process to spatially show where people are parking and highlight the parking deficiencies to systematically document the key challenges and needs of the users in downtown Nappanee. Additionally, this study provides the City and the Chamber a comprehensive guide to aid the City in making parking management decisions.

New Restaurant, Ruhe 152, under-development

Pavilion Lot

Planning Process

1. Review recent and ongoing plans to establish a broad understanding of the City's vision for downtown, the issues, and opportunities.
2. Create a comprehensive parking database of on-street, off-street, public and private parking facilities through numerous field visits and existing data sets. Data collected included an inventory of total spaces, restrictions, and utilization.
3. Engage the community to solicit feedback on key parking challenges, their needs, and insight on applicable strategies. This was accomplished through stakeholder interviews, an online survey, and a stakeholder workshop.
4. Facilitate regular Steering Committee meetings to review the findings from the three technical reports and strategize how to best engage the public.
5. Conduct a demand analysis based on the existing land use and anticipated growth to systematically project the downtown parking needs. MACOG analyzed the practical use and model the behavior of the parking activity.
6. Lastly, identify parking management strategies to improve the downtown parking system and user experience.



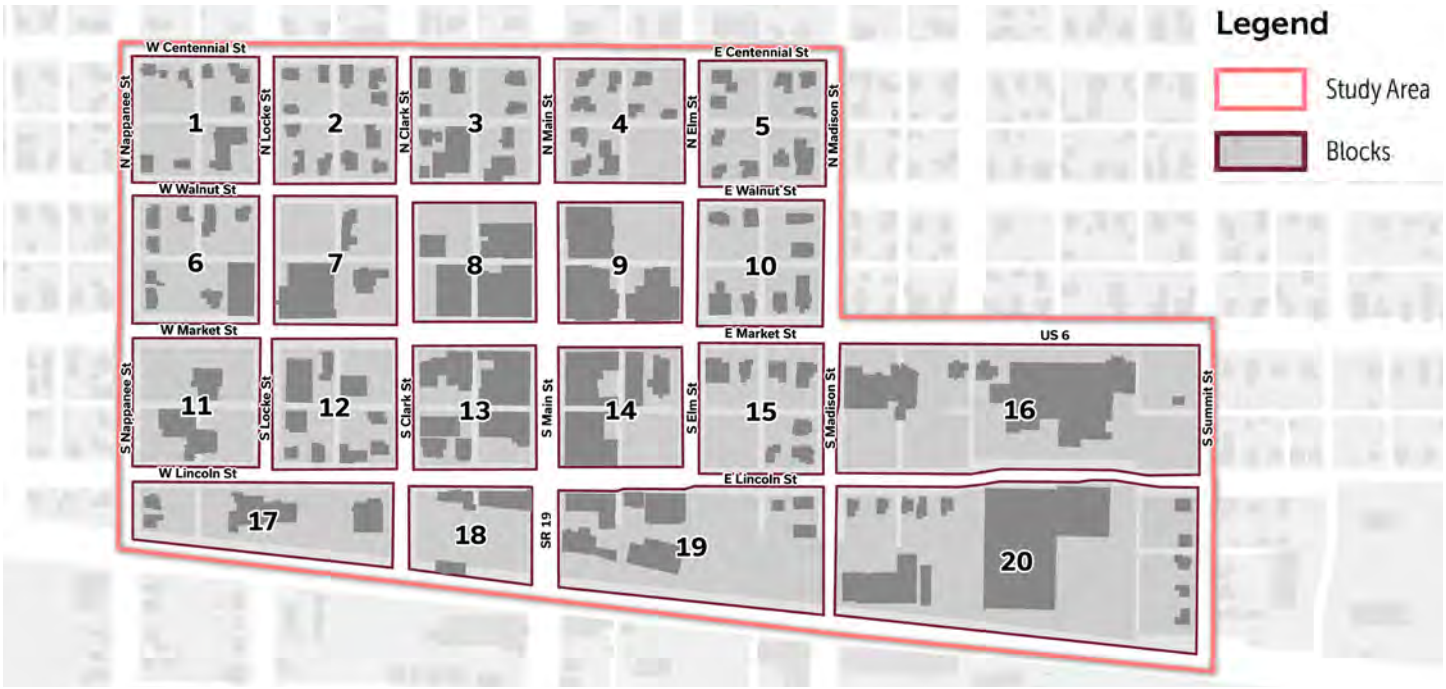
MACOG observing parking usage

Study Area

The study area, determined by the Steering Committee, shown in the red outline in **Figure 1**, is comprised of the central business district. The study area was divided into a 20-block area consisting of a mix of land uses including civic, government, professional offices, retail, restaurant, salons and other service businesses.

A blocks boundaries was defined by using the centerline of the road system to accurately assign on-street parking to its adjoining block. Each block was assigned a number to assist with tracking data, displaying a summation of on-street and off-street parking, identifying areas that experience surpluses or deficits of parkings spaces, and the impact on parking conditions.

Figure 1: Downtown Nappanee Study Area



2. Parking System

The Parking Study took on a comprehensive approach to document the current parking system and the parking behavior to gauge the issues as well as opportunities.

A crucial first step was creating a comprehensive parking database to document the City's parking assets. This involved multiple field surveys to inventory the parking supply for on-street and off-street parking facilities. MACOG also documented the parking activity by observing the utilization of parking during peak business hours in the morning and afternoon across two months.

This section provides an overview of the existing parking system and parking activity characteristics for downtown Nappanee. The information was collected through several field observations by the City and MACOG.

Parking Inventory

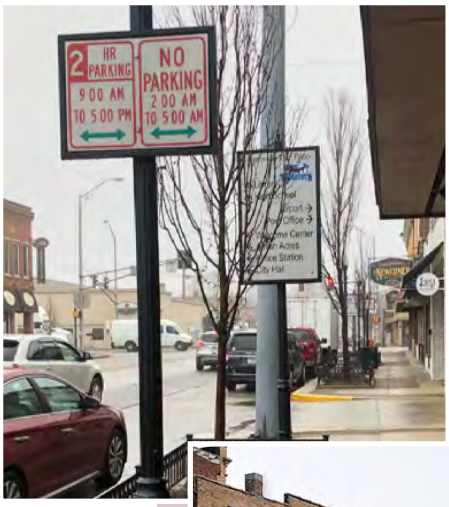
MACOG conducted a detailed inventory of the parking supply in the study area. The supply of parking consists of publicly available lots, privately owned lots restricted to customers and employees, and on-street parking. In general, on-street parking in the central business district are restricted with a 2-hour time limit. A few spaces off Elm Street, adjacent the Post Office are restricted by a 10-minute limit and a few spaces adjacent City Hall have a 30-minute restriction. The initial inventory of spaces used recent aerial photography to map the total number of available spaces, field observations to denote the type of parking facility and their posted restrictions There are a total of 1,411 parking spaces in the study area. The following sections detail the distribution of the supply of parking.

ON-STREET

The existing on-street parking spaces were inventoried and assigned their corresponding block number. On-street parking is available through the entire study area with a range of parking restrictions including 10-minute parking, 30-minute parking, 2-hour parking, and reserved spaces for employees and customers. **Table 1** shows the breakdown of the type of restriction and number of spaces for on-street parking.

Table 1: Downtown Parking Restrictions

Restriction Type	On-Street Parking	Off-Street Parking
No Restriction	261	462
Reserved Restriction	-	445
Timed Restriction	178	65
TOTAL	**439**	**972**



On-Street Parking Signed Restrictions

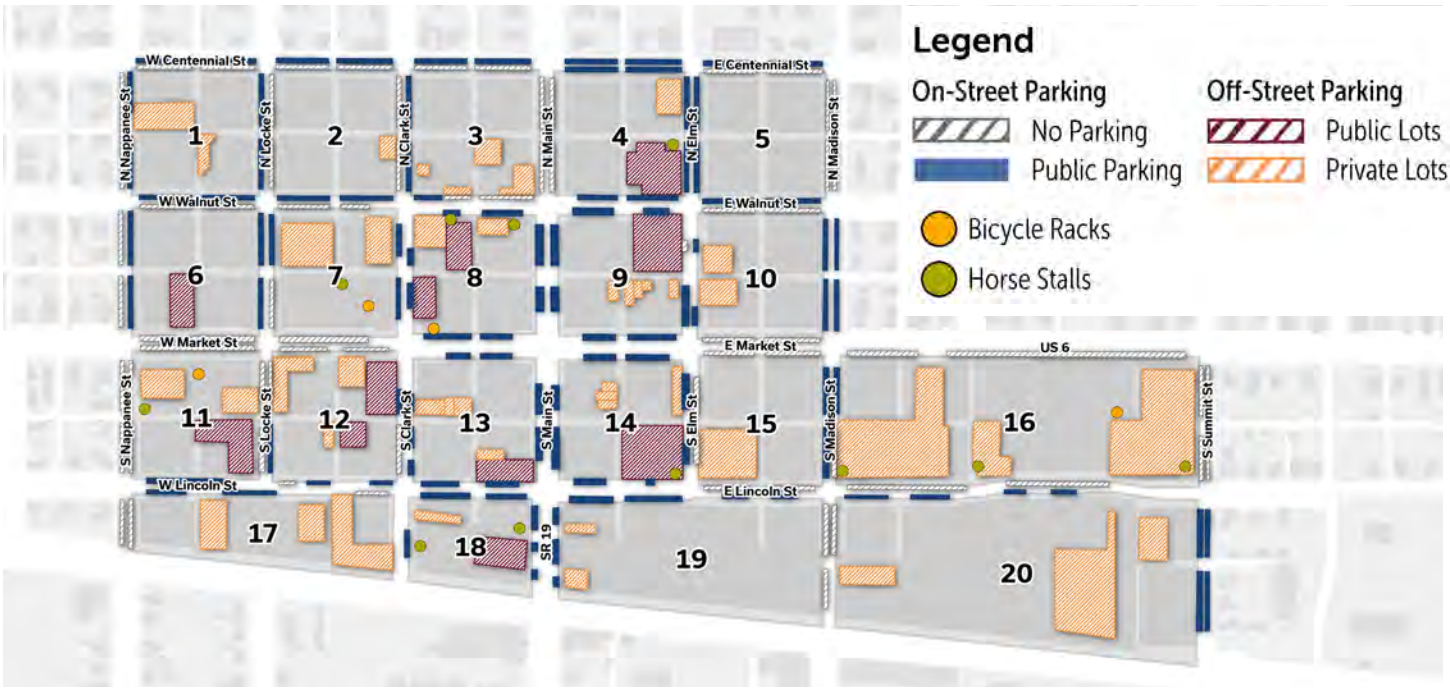
Majority of the on-street spaces in the central business district of the study area are marked. However, several on-street spaces available around City Hall and the outlining residential areas of the study area contain unmarked spaces. To determine the number of spaces in these areas, MACOG used the method from the, "*Parking Management Made Easy: A Guide to Taming the Downtown Parking Beast*." This guide provides an estimate based on the total distance measured along the curb excluding driveways. As shown in **Table 1**, MACOG identified 439 available on-street parking spaces in the study area. Of the available supply, approximately 261 spaces have no restrictions and 178 spaces are restricted with a time limit.

Public lot next to Hepler's Barber Shop

OFF-STREET

The existing off-street parking lots were inventoried and assigned their corresponding block number. MACOG identified 972 off-street parking spaces in the study area, see **Table 1** for breakdown. Of the available off-street parking supply, approximately 297 spaces are publicly accessible and 675 spaces are privately-owned and reserved for employees or customers. Public off-street

Figure 2: Downtown Public & Private Parking Locations



parking is only provided by the City of Nappanee. There are 11 available publicly accessible off-street parking lots in the study area.

PUBLIC & PRIVATE PARKING SUPPLY

Figure 2 above depicts the location of on-street and off-street public and private parking. There are a total of 897 parking spaces in the central business district and currently 555 spaces or 62 percent of the parking supply is available for public parking. A general rule of thumb is public parking should account for at least 50 percent of the total parking supply in the central business district.

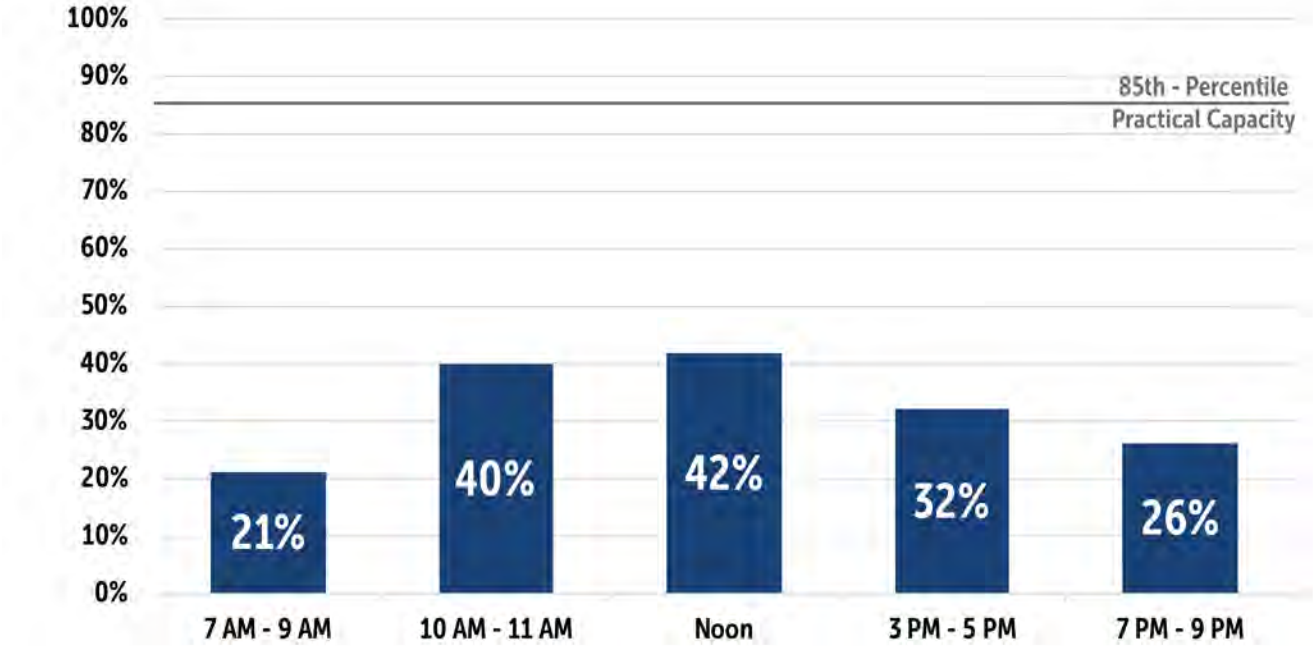
Parking Utilization

An effective plan to manage parking should respond to parking conditions observed during typical, weekday business peak hours of operation. To assess the current peak parking conditions, MACOG and the City of Nappanee conducted parking occupancy surveys to determine how many vehicles are utilizing on-street and off-street parking facilities. Staff conducted the occupancy surveys on three weekdays in March. One survey was during the morning commute, two were during mid-morning, two were during the peak lunch hour, two were during the end of the work day, and two were during the peak dinner hour. Parking occupancy surveys of on-street and off-street parking facilities were conducted during the following days and times:

- **Thursday, March 21, 2019** - 10 AM to 11 AM & Noon to 1 PM
- **Tuesday,March 26, 2019** - 7 AM to 9 AM; 10 AM to 11 AM; Noon to 1 PM; 3 PM to 5 PM; & 7 PM to 9 PM
- **Thursday,March 28, 2019** - 3 PM to 5 PM & 7 PM to 9 PM

Figure 3 on the next page shows the comparisons of the observed parking occupancies during the three surveyed time-periods.

Figure 3: Observed Peak Parking Occupancy



MORNING PEAK OCCUPANCY

The morning survey times between 7 AM and 11 AM are indicative of the peak times for the majority of professional and service type businesses as businesses are open and most employees are at work. As **Figure 3** shows, the morning peak occupancy occurred between 10 AM and 11 AM with 563 parking spaces (on-street and off-street) occupied leaving 848 spaces unoccupied. Whereas there was a less of a demand between 7 AM and 9 AM as only 300 spaces were occupied leaving 1,111 spaces unoccupied in the study area. As previously mentioned, the total available parking supply in the study area is 1,411 on-street and off-street spaces.

MID-DAY PEAK OCCUPANCY

The peak occupancy was found to occur during the mid-day lunch period between Noon and 1 PM. Nearly 50 percent of the on-street and off-street parking supply was occupied.

EVENING PEAK OCCUPANCY

The early evening survey times between 3 PM and 5 PM are indicative that professional and service type businesses are nearing the end of the work day. Whereas the evening survey times between 7 PM and 9 PM depict parking demands for the retail businesses and restaurants. As **Figure 3**

shows, both evening peak occupancies were lower than the morning peak occupancies with 452 spaces occupied by 5 PM and 370 spaces occupied by 9 PM. That leaves 959 unoccupied spaces at 5 PM and 1,041 unoccupied spaces at 9 PM.

Figure 4: Maximum Peak Parking Occupancy

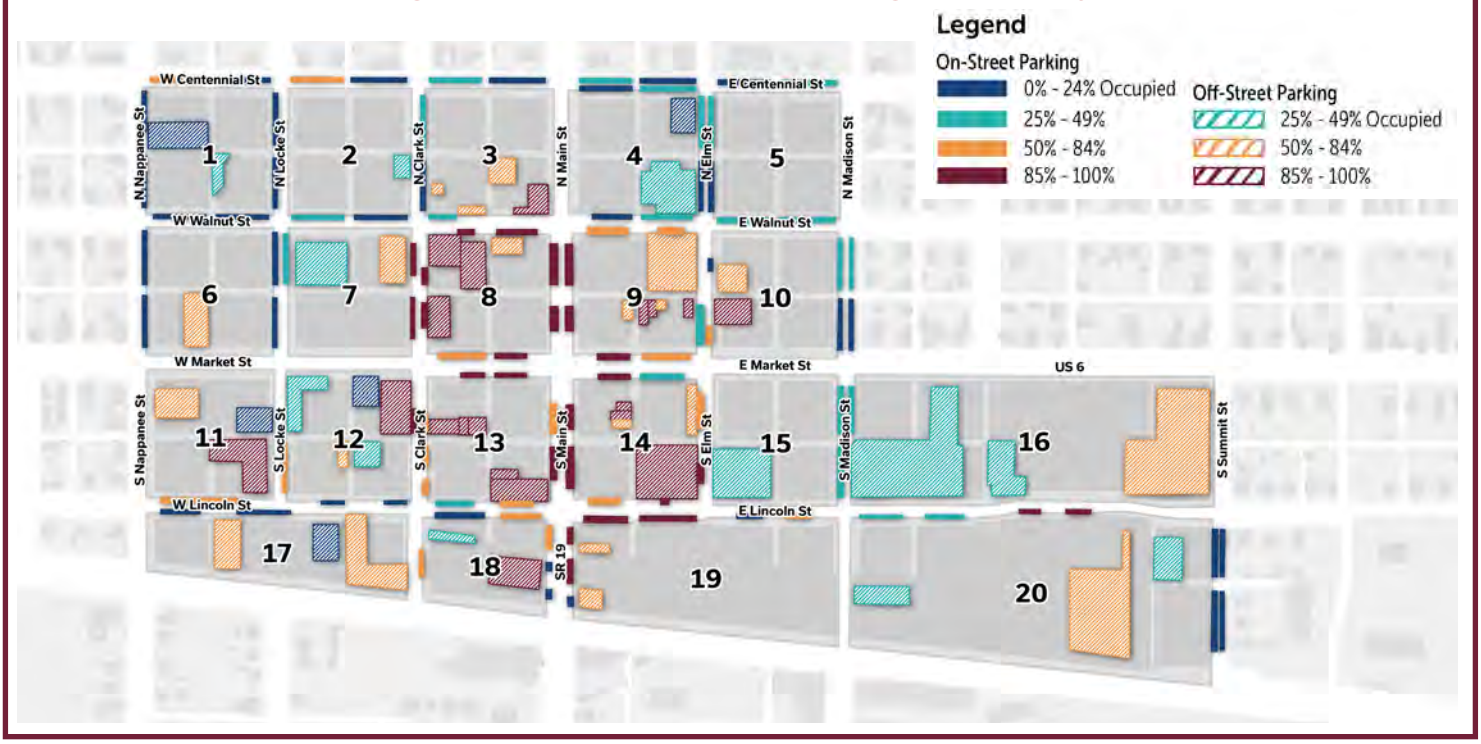
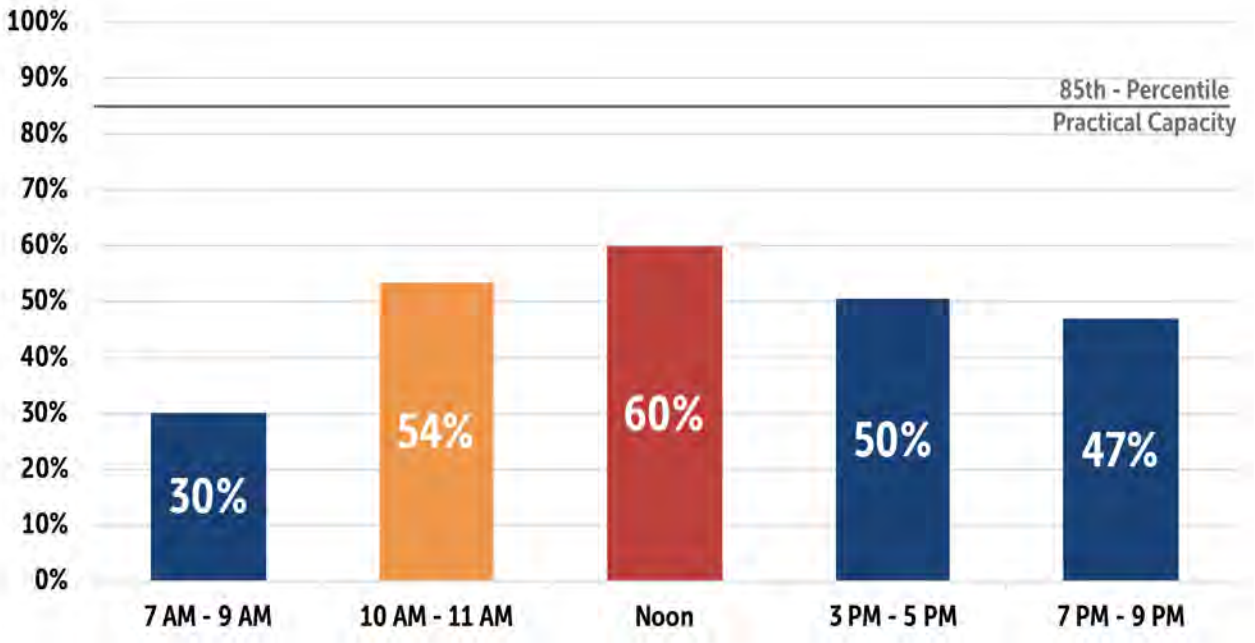


Figure 4 above graphically shows the overall parking occupancy for each block in the study area during the maximum peak observances.

PUBLIC PARKING PEAK OCCUPANCY

While the analysis does show an abundance of parking spaces available in the study area at any given time even during the peak demand times of the day, that is factoring the supply of

Figure 5: Observed Peak Occupancy - Public Parking

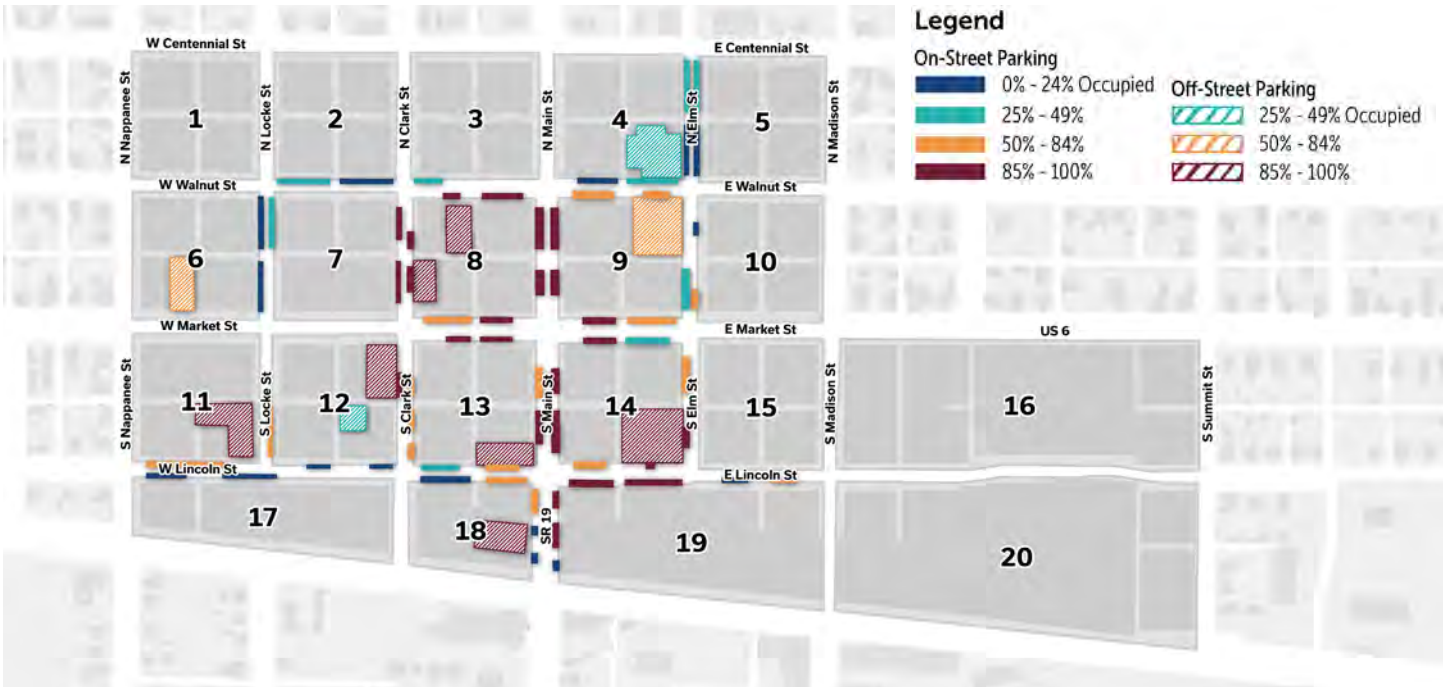


public and private parking facilities in the study area. As previously indicated the peak overall parking demand occurs during the mid-day lunch period between Noon and 1 PM. It is around this timeframe that parking available to the general public becomes difficult to find. **Figure 5** below displays the breakdown of the observed peak occupancy for the public on-street and off-street parking supply.

Figure 6 below displays the spatial breakdown of the observed peak occupancy for the public on-street and off-street parking supply in the central business district. The challenge of finding a parking spot during this time is evident in blocks 8, 11, 12, 13, 14, and 18. Within these six blocks it is particularly a challenge at:

- The Leadership Park and the Northwest City lots of block 8 where the Leadership Park lot had 86 percent occupancy and the Northwest City lot had 88 percent occupancy.
- The City Hall lot in block 11 had 86 percent occupancy.
- The Pavilion lot in block 12 had 87 percent occupancy.
- The lot next to Hepler's Barber Shop in block 13 had the highest demand with 100 percent of the spaces occupied.
- The lot behind Hunter's Hideaway had the second highest demand with 96 percent of the spaces occupied.
- The lot adjacent the old train depot had 90 percent occupancy.

Figure 6: Observed Peak Occupancy - Public Parking



3. Stakeholder Input

In addition to interacting with the built environment to observe parking behavior, MACOG also engaged key stakeholders to understand their issues and needs. The Steering Committee crafted an input survey to gauge the different needs and perspectives from the Nappanee community about parking in downtown. MACOG was able to compare the survey results with the collected data to systematically see similarities of the challenges and needs.

Surveys were collected from April 16, 2019, through May 3, 2019, and were available online as well as hard copies. Hard copies were available at City Hall and the Public Library. Notices about the survey were posted at downtown businesses and advertised on the City of Nappanee's and the Chamber of Commerce's Facebook pages. Additionally, promotional cards were provided to downtown businesses to share with their employees and customers to encourage greater participation in the survey. This section of the study summarizes the results from the input survey and what they thought about parking in downtown.

Additional engagement was done through a Stakeholder Workshop to allow downtown businesses and residents have the opportunity to hear potential strategies and provide new ideas. A summary of that meeting concludes this section.

Coming Downtown

There were 124 participants who completed the Downtown Nappanee Parking Survey. The results helped MACOG to draw comparisons between participants purpose for coming to downtown and their decisions in selecting where to park. A summary of the categorized group responses, the top factors residents value in selecting a place to park, and residents level of satisfaction with parking in downtown is provided on the subsequent pages. Concluding the survey, residents were asked to provide what they thought were the greatest parking issues and the single improvement that would increase their frequency of visits to downtown.

Thirty-six percent of respondents were 25-39 years of age, while 32 percent were between 40-54 (see **Figure 7**). Ninety-eight percent of respondents drive themselves to downtown Nappanee, while only 2 percent walk. Twenty-three percent of people stay in downtown between 30 minutes to an hour, 33 percent stay from 1 hour to 2 hours, and there was 29 percent of respondents who said they stay downtown for over 4 hours (**Figure 8**). As shown in **Figure 9** below, the most common times for respondents to come downtown were between 7 AM and 9 AM (20 percent), and 5 PM and 7 PM (29 percent). Twenty-nine percent of respondents preferred to come downtown on the weekends, 6 percent replied weekdays, and 65 percent said that any day was fine. Thirty-nine percent of respondents came into downtown 2-3 times a week, and 29 percent of respondents came to downtown 4-6 times a week (**Figure 10**).

Figure 7: Age of Respondents

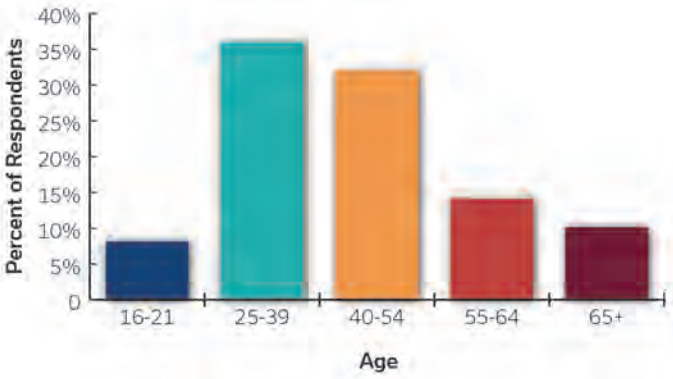


Figure 8: How Long Respondents Stay Downtown

Figure 9: What Times Respondents Visit Downtown

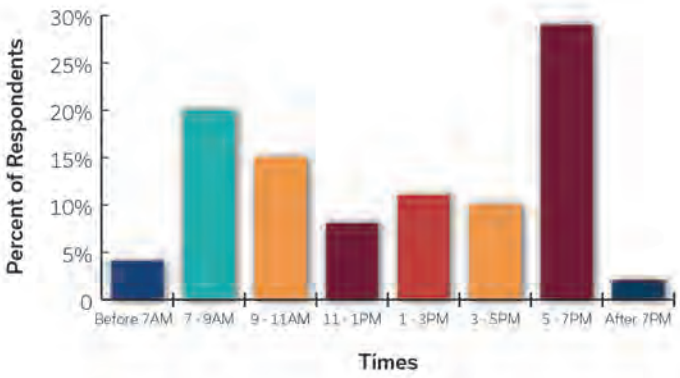
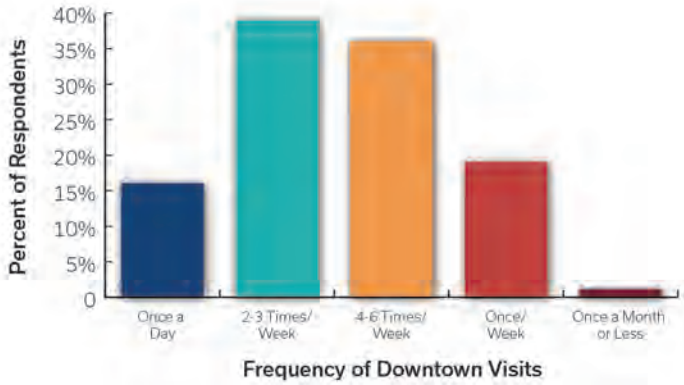


Figure 10: How Many Times Respondents Visit Downtown



Where Downtown

Shown in **Figure 11** below, 67 percent of respondents stated that they usually use on-street parking, 68 percent of respondents said they use public off-street lots, and 19 percent said they use private off-street lots. This is most likely due to patrons' desire to park as close as possible to their destination; on-street parking may be most valued but due to the traffic volumes and speed of travel on US 6 and SR 19, on-street parking may not be the most convenient option, nor the safest.

Most respondents were willing to park on the same block as their destination at 49 percent (**Figure 12**), followed by one block away at 23 percent, and two blocks away at 15 percent. Perhaps patrons would be willing to park further away from their destination given the right conditions such as clear wayfinding signage to parking lots and the ability to park on under-utilized restricted lots.

Twenty-three percent of respondents said that parking in downtown was the "least convenient," 31 percent said it was "somewhat inconvenient," another 23 percent said they felt "neutral," 19 percent said it was "somewhat convenient," and only 3 percent said it was "most convenient" (**Figure 13**).

Figure 11: Preferred Parking Facility

Figure 12: How Far Respondents are Willing to Park

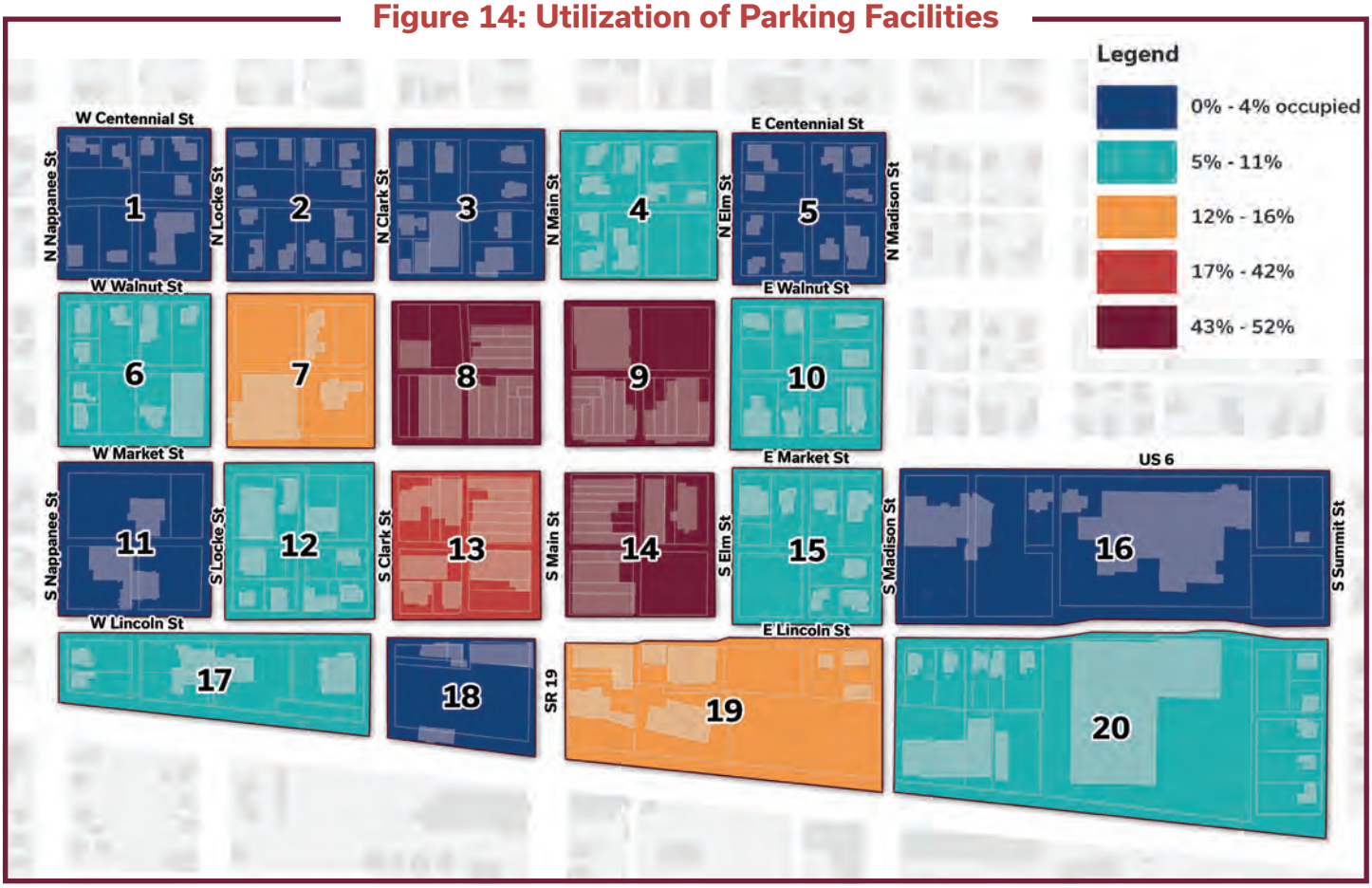
Figure 13: How Convenient it is to Park in Downtown

Where Downtown

Figure 14 below depicts the preferred location, by block, respondents like to first find a parking space when visiting downtown. Respondents typically like to find a parking space in the blocks that serve as the central business area (blocks 8, 9, 13, and 14). One of the questions on the survey asked participants what most often brings them to downtown. Approximately 36 percent of respondents said they come to downtown to eat a restaurant. Twenty-three percent identified they are an employee of a downtown business and 20 percent said they shop in downtown. Approximately 6 percent said they visit a professional office and another 6 percent indicated they live in downtown. Additionally, 8 percent indicated they are a business owner.

Given the breakdown of what most often brings individuals to downtown and within the four blocks, the majority of the parking activity in these blocks is from patrons visiting a professional office. The next highest activities are shopping and eating in downtown.

Figure 14: Utilization of Parking Facilities



Parking Preferences

The top three factors respondents indicated they value the most in choosing a place to park were the availability of free parking, being able to park as long as they need to, and parking in a well-lit area in the evening (**Figure 15**). The next question asked participants to rate how satisfied they were with the parking experience in downtown, see **Figure 16**. The overwhelming majority of respondents indicated they are satisfied with the maintenance of parking facilities, the ease of walking between where they parked and their destination, and lastly, the ease of walking or biking into downtown. However, respondents were unsatisfied with the availability of parking near their destination, having time-restricted spaces, and the availability of bicycle parking racks.

Figure 15: Factors Residents Value in Choosing a Place to Park

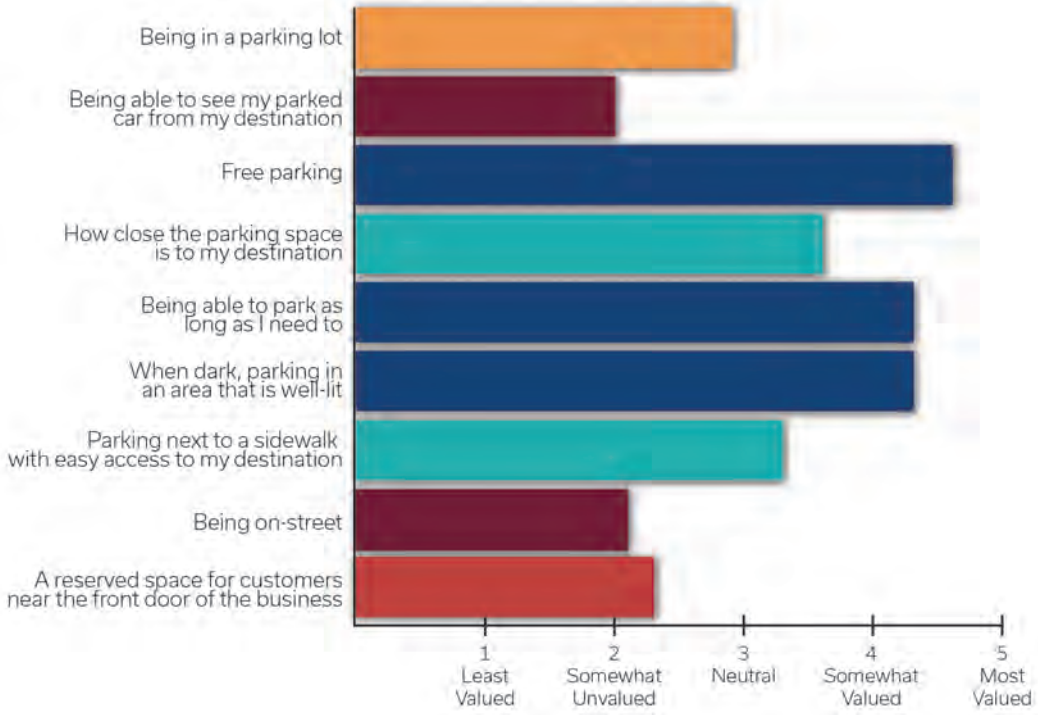
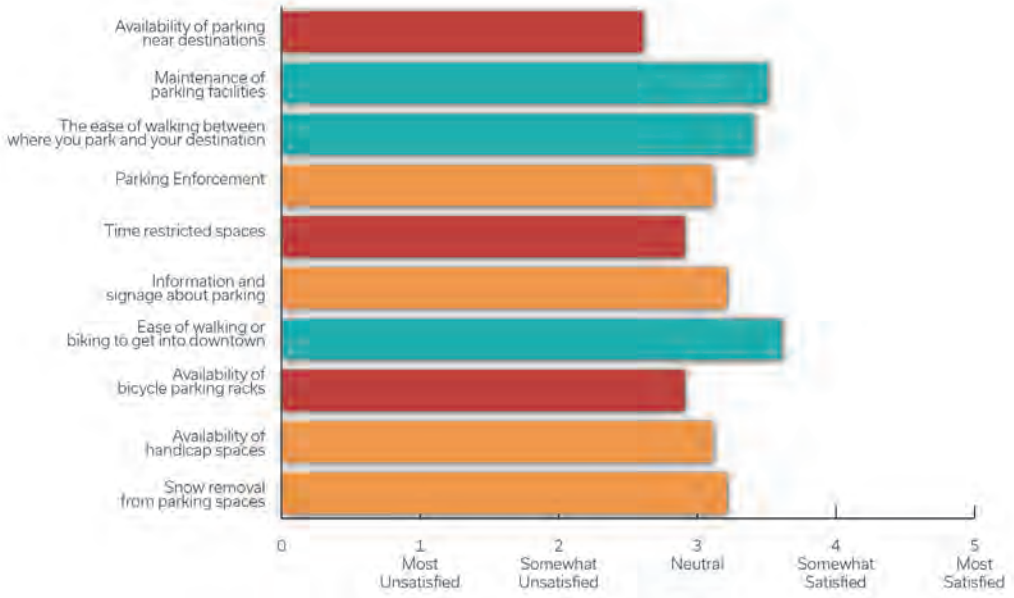


Figure 16: Respondents Level of Satisfaction with Parking in Downtown

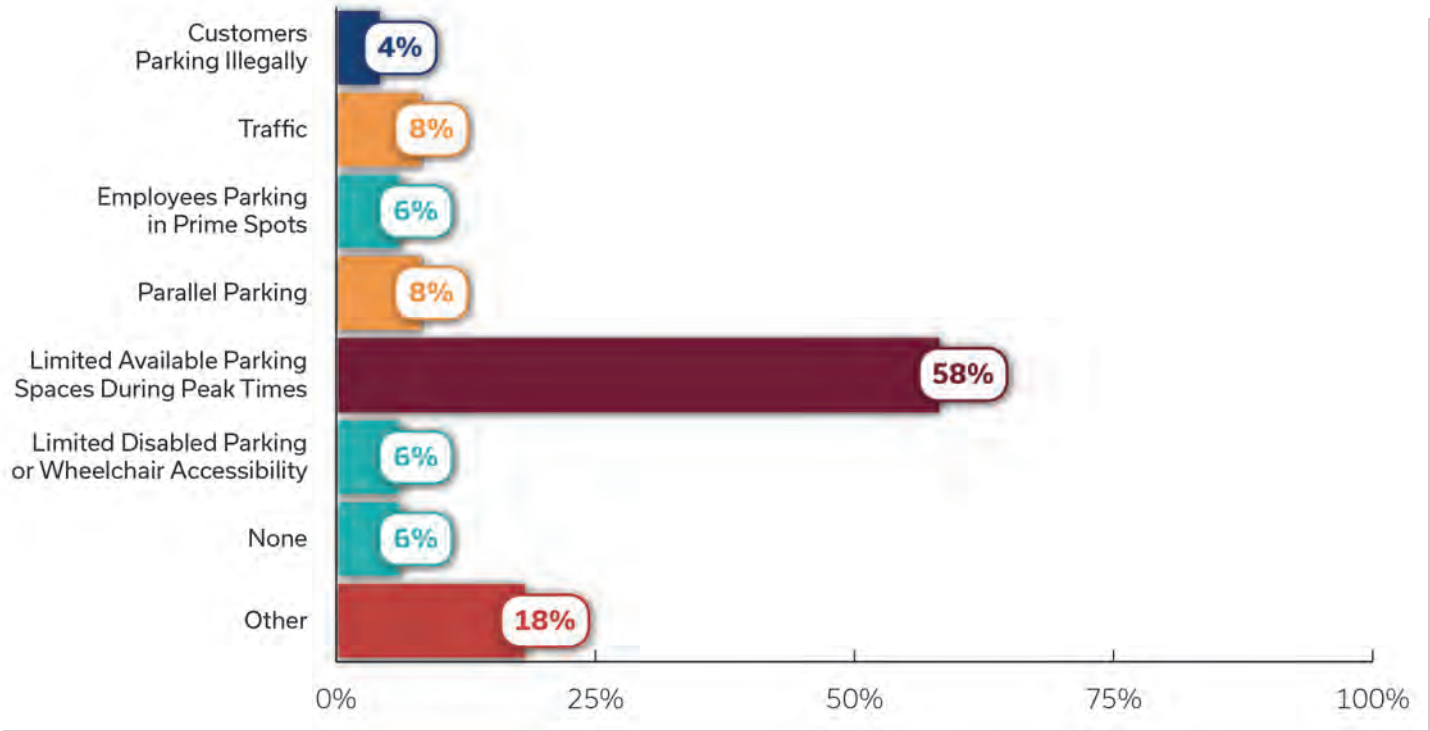


Parking Issues

The last two questions were open-ended and asked participants what they thought were the major parking issues in downtown and what they thought would be the single parking improvement to better the parking experience in downtown.

Figure 17 below summarizes the common issues respondents provided. The overwhelming majority of respondents (58 percent) said the greatest issue was the limited amount of parking spaces available during peak times. The next category indicated (18 percent) was "other," which ranged from issues such as the wayfinding system and lack thereof, limited drive entrances, and seasonal events induce a high demand for parking with a limited supply.

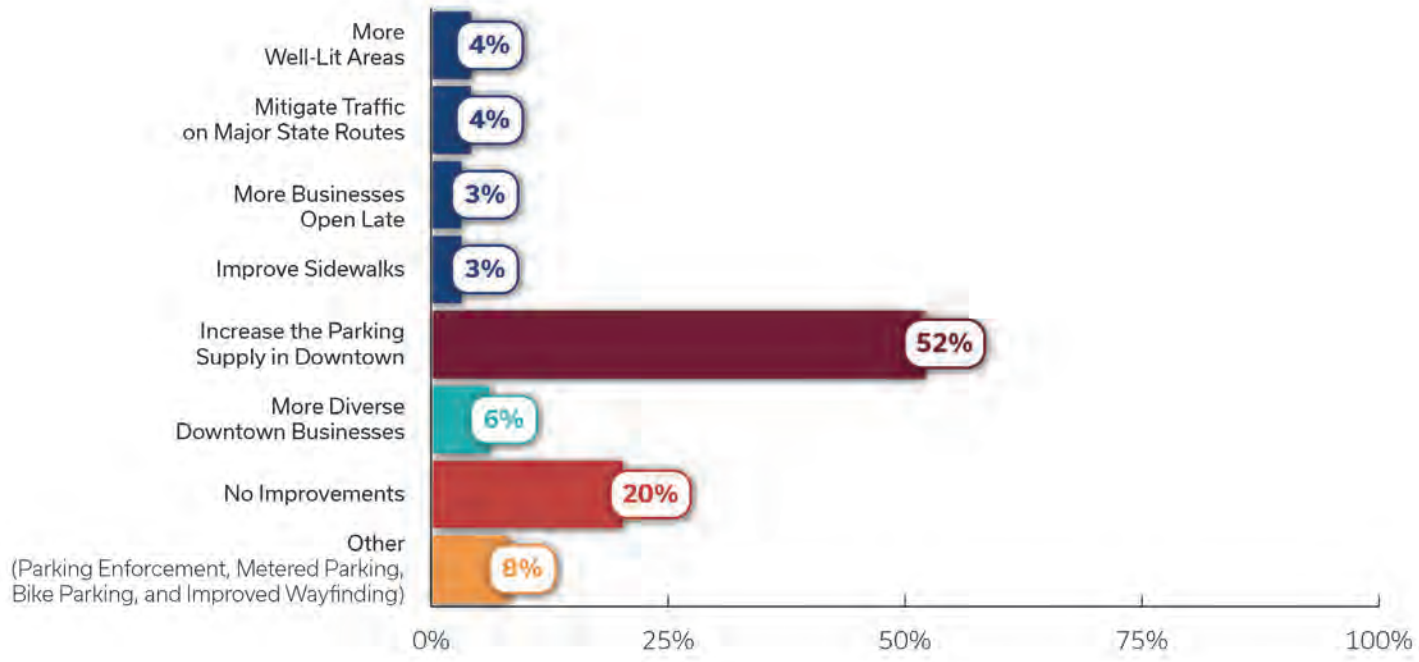
Figure 17: Major Parking Issues



Parking Improvements

Figure 18 below summarizes the common improvements respondents stated they would like to see happen to improve the parking experience in downtown. The overwhelming majority of respondents (52 percent) said the single improvement they would like to see occur was to increase the parking supply in downtown. Approximately 20 percent of respondents indicated nothing needs to be improved. However, the last highest category indicated (8 percent) was "other." These improvements include increasing the parking enforcement, add meter parking, add more bicycle parking racks, and lastly, improve the wayfinding system.

Figure 18: Single Improvements



Stakeholder Workshop

Interaction with the community was central through the study to understand the stakeholders' challenges and needs with parking. The Steering Committee held a Stakeholder Workshop on August 13, 2019 that had over 40 stakeholders (business owners, employees, and residents) in attendance.

Prior to the workshop, MACOG held a Steering Committee meeting a month in advance to go over the three technical reports - current parking activity, results of the survey, and future parking demands - to brainstorm potential strategies they thought could better manage their parking system and the user's experience.

The Steering Committee made sure to identify strategies that focused on achieving their goals of ensuring downtown continues to grow, downtown continues to be an attractive place for new employers and residents, and mobility supports all users. The Steering Committee identified potential strategies organized by four (4) parking management themes:

- **"Creating a Journey" – Activating Alleys**
- **Shared Parking**
- **Improved Signage & Promotional Materials**
- **Policy Changes**

At the Workshop, MACOG gave a brief presentation on the key findings and went into depth on the four (4) potential strategy themes. MACOG framed the discussion by going over each of the strategy themes on what it is, local examples, and how it could be implemented. Then shared what Nappanee's current parking situation looks like related to each theme.

Overall, stakeholders agreed with the potential strategies the Steering Committee identified but in particular would like to see policy changes that encourages long-term users (such as employees) to use public parking lots located on the peripheral. Another policy change would be to create a shared parking agreement between the City and private lot owners to help offset the demand for parking during peak periods. Other strategies stakeholders would like to see is the use of clear and consistent wayfinding signs, and educational materials on the restrictions and location of public parking lots.

4. Parking Demand

Downtown Nappanee has a mix of land uses, offers a walkable street grid, and has the ability to encourage people to park once and not drive to each destination.

In order to model future growth impacts on parking in downtown, MACOG further defined the study area into walk zones. This allowed MACOG to conduct a detailed parking demand analysis to closely portray where people are parking and the likely businesses they are visiting. This approach is based on national standards and practices while using observed behaviors and local data to better account for downtown Nappanee's parking patterns. This analysis provides the City and the Nappanee Chamber of Commerce the current and future parking demands that helped guide the Steering Committee to identify the potential strategies.

Assessment of Parking Conditions

TRADITIONAL DEMAND MODELS

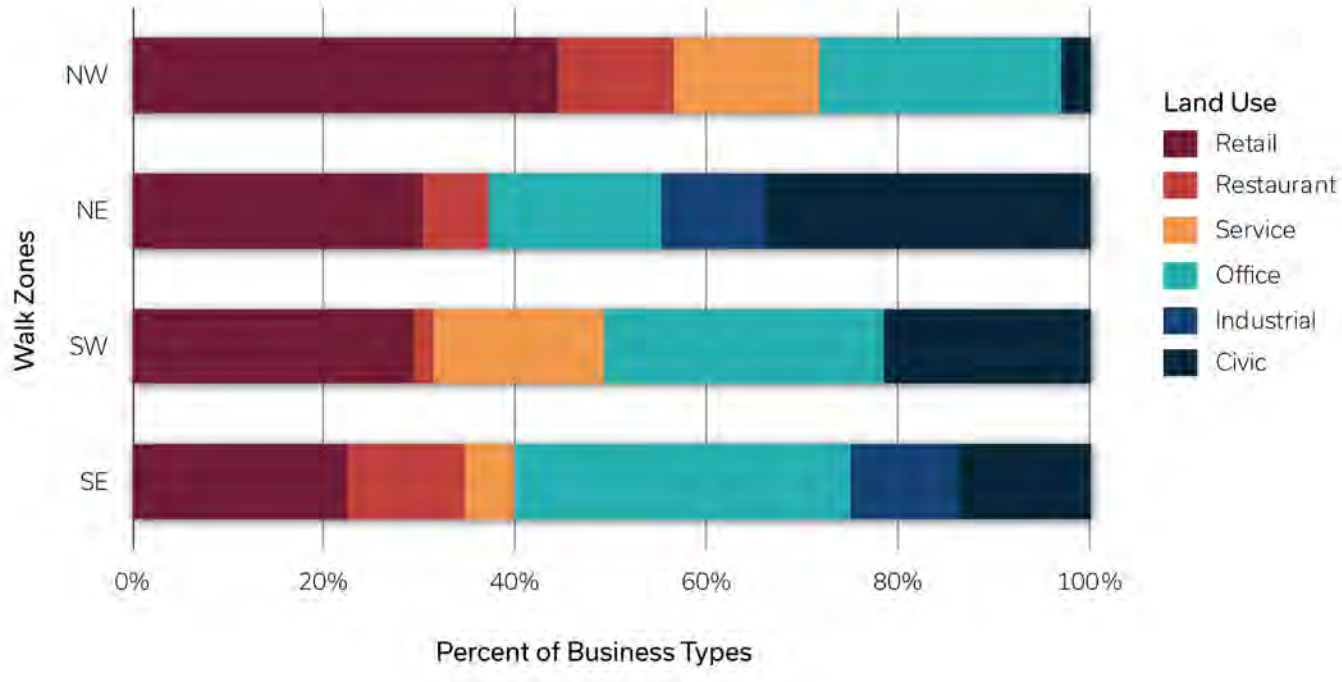
Traditionally, land use planners and civil engineers have utilized the Institute of Transportation Engineers (ITE) Parking Generation Manual peak parking demand rates to determine a development's demand on parking. ITE rates are derived from several case studies around the nation and provide an analysis based on the size of development in an urban and suburban context and multiples it with a standard peak parking rate to generate the maximum number of spaces each use or building needs.

However, ITE rates and methodologies often fail to capture the actual parking behavior or demand and assumes that spaces are utilized at a constant rate throughout the day and calculates a peak demand rate for the worst-case scenario. The City of Nappanee engaged downtown business owners to gauge their different needs, peak operation times, and the parking location of their employees and customers. The survey indicated that downtown businesses have different peak demands throughout the day. Therefore, analyzing Nappanee's parking system using only ITE rates and methodologies at the block level for the entire study area is not an efficient way to understand the actual parking behavior. If done so, the demand calculations would show Nappanee would need to build an "oversupply" of parking spaces. This would likely cause available land for prime real estate development to be sacrificed for a surface lot or a structured parking garage to meet the calculated demand on parking.

WALK ZONE ANALYSIS

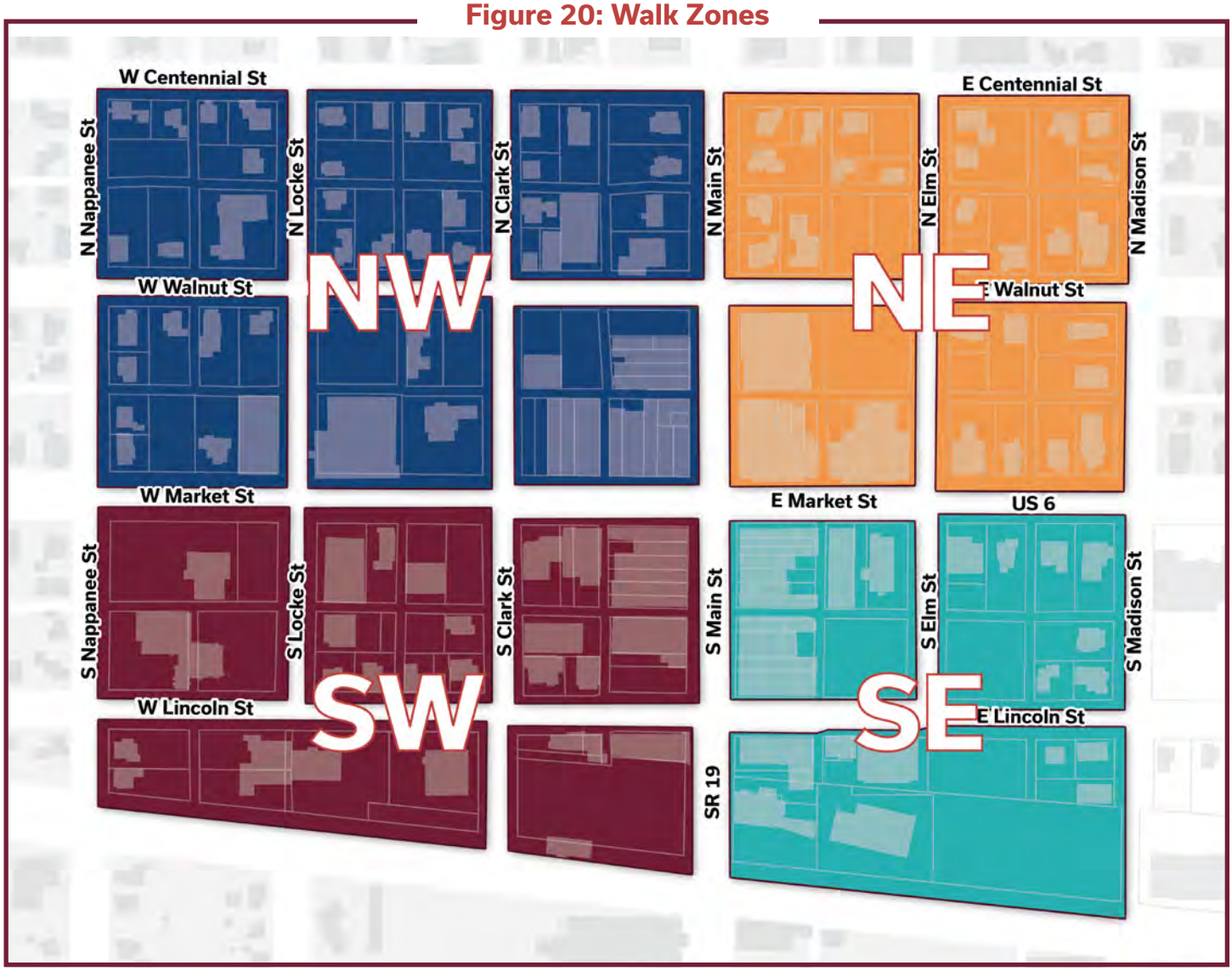
To efficiently analyze the practical use and model the behavior of parking activity in downtown Nappanee, MACOG divided the study area into four Walk Zones. Walk zones are comprised of downtown blocks and are based on the major activity that is likely generating the parking demand, as well as the main axis of US 6 and SR 19. **Figure 19** below summarizes the existing land use mix generating the demand for parking in each walk zone.

Figure 19: Existing Land Use Mix



These four Walk Zones provide a more accurate portrayal of where people are parking and the likely businesses or services within each zone they are walking to. Contrary to the ITE methodology of generating a peak demand rate by the individual use, MACOG generated demand rates by the walk zones to provide an observed peak rate. This allowed MACOG to understand the current and future parking needs identified in the next section of this report, and will later be used to provide strategic recommendations per zone rather than general strategies for the entire study area. **Figure 20** below displays the four walk zones.

Figure 20: Walk Zones



Although private parking is located within the walk zones, restricted parking for specific users will not satisfy the greater need for general public parking, unless shared-use parking agreements are established to allow public parking during periods when businesses are not in operation. Therefore, MACOG analyzed only public parking as it better reflects the general public needs, where parking currently is shareable and will help the City of Nappanee understand when and where the parking supply in a given zone is occupied. This, in turn, will aid in identifying targeted parking management strategies for these zones.

Figure 21 below summarizes the observed parking demand by walk zone. For this analysis, MACOG adjusted the existing parking supply by 85 percent for each zone to reflect its "practical capacity." Industry standards acknowledge parking facilities are efficiently utilized when 85 percent of spaces are full. Beyond this threshold, motorists have difficulty finding a space; causing the inconveniences of having to circulate and search longer and farther to find an available space. It may also lead to an increase in congestion, travel times, and may lead to potential safety concerns.

The observed demand was based on the maximum occupancy data contained in the ***Existing Conditions Report***.

Figure 21: Observed Parking Demand by Walk Zones

As shown in **Figure 21**, Zones NW, NE, and SE experience the highest demand and are reaching its practical capacity. Additionally, shown in **Figure 21**, the public off-street parking supply is in higher demand than the on-street supply. While each zone does have a number of spaces available it is often in the areas that are furthest away to the destination than customers are going to. Based on the ***Public Input Survey***, participants expressed that downtown employees are likely arriving early and consuming the spaces closest to their employment (on-street or off-street) rather than utilizing an off-street lot that is underutilized but further away. This leaves customers searching longer and farther for the most convenient spaces, thus leading to the perception of a parking shortage and a negative viewpoint of the downtown experience.

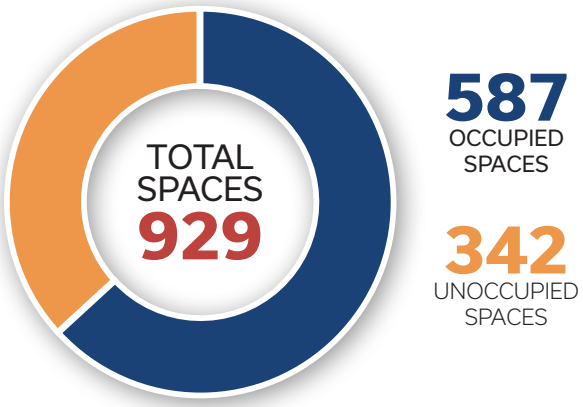
Parking Demand Analysis

MACOG then incorporated the observed demands from each walk zone, as provided in **Figure 21**, to generate an observed parking demand rate. This will give the City of Nappanee a better representation of the existing parking demands based on the land use for each walk zone and will aid in determining if the observed surplus from **Figure 21** will be sufficient to accommodate future development demands.

Using the summarized building area by walk zone, MACOG was able to calculate a zone's parking

supply rate, the observed demand rate, as well as the number of spaces needed to support peak demand. Overall, there are approximately 1.76 public parking spaces provided per 1,000 square feet of occupied downtown businesses with an observed peak demand rate of 1.15 public spaces per 1,000 square feet. MACOG compared the adjusted parking needs by walk zone with the available parking supply to determine a zone's calculated parking deficiencies. The available parking supply in the four walk zones, shown in **Figure 22**, is 929 spaces and the calculated spaces needed to support the current parking demands is 587 spaces. The analysis shows there is a surplus of 342 spaces; however, several zones are reaching its practical capacity and may not be adequate to serve future demands.

Figure 22: Total Observed Demand



FUTURE PARKING DEMAND

As mentioned in the Introduction, downtown is transforming into an attractive place that people want to live and work in an urban setting. Several vacant buildings were redeveloped; most notably was Ruhe 152-an upscale restaurant-and the renovation of the historic Hartman Brothers building to upscale studio apartments. These redevelopment activities have added to the demand in parking with more users having to compete for parking during peak periods of the day. Creative strategies are needed to offset the current demand and support future development.

Although the aforementioned projects are foreseen to have a small impact on the parking demand in downtown, MACOG did estimate future redevelopment scenarios by walk zones to aid the City in making future planning decisions to accommodate parking impacts from future developments. MACOG identified a low, medium, and high redevelopment scenarios and modeled the impacts of redevelopment using a calibrated peak demand rate per walk zone. MACOG also analyzed the impacts of a "full business occupancy" in downtown by walk zones to determine its demand and added parking deficiencies to the current parking walk.

MACOG determined that given the current downtown conditions and limited land for new development, the future schemes would likely take on the form of redeveloping existing buildings, similar to the activity that is recently occurring for the Ruhe 152 restaurant and what has occurred with the restoration of the historic Hartman Brothers building. MACOG used these activities and projected a likely percent of new walk in a low, medium, and high scenarios. This would likely take on the form for the activity levels identified below.

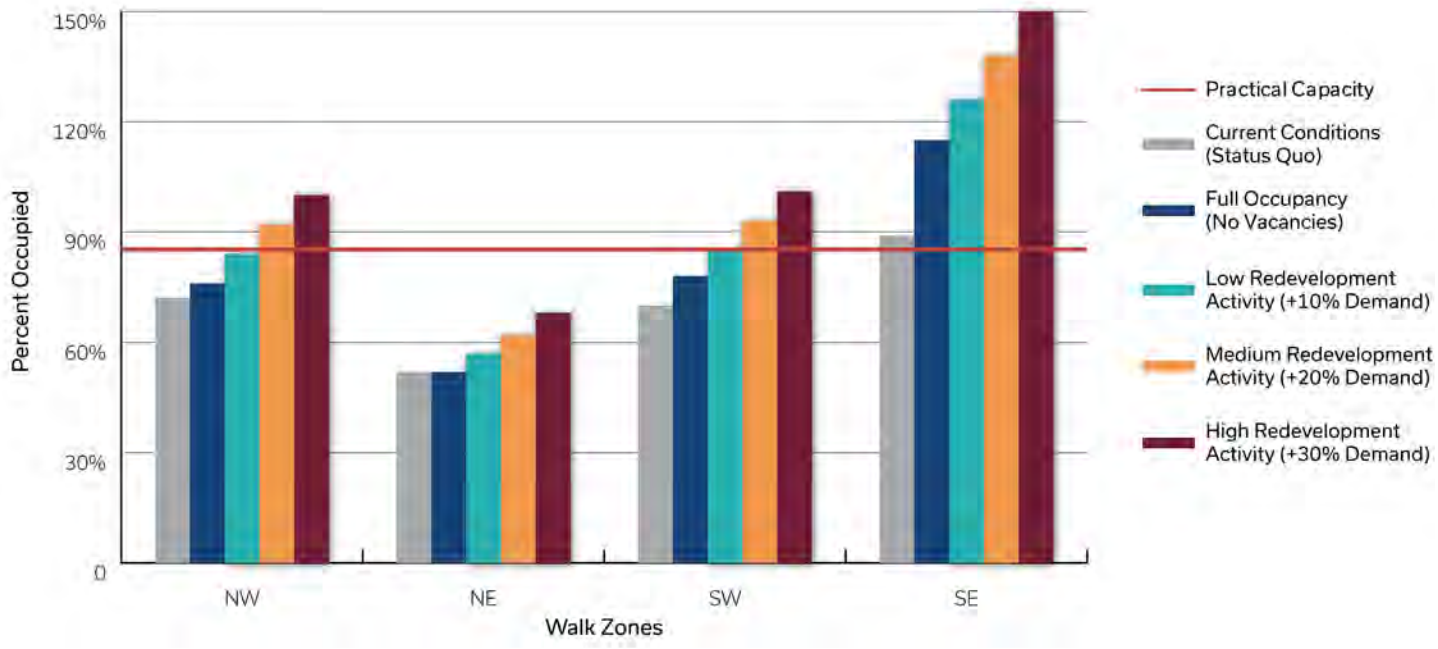
Low Redevelopment Activity: A low activity level would likely add a 10 percent increase to the parking demand.

Medium Redevelopment Activity: A medium activity level would likely add a 20 percent increase to the parking demand.

High Redevelopment Activity: A high activity level would likely add a 30 percent increase to the parking demand.

The anticipated impacts from the three activity levels can be seen in **Figure 23**. **Table 2** summarizes the adjusted peak demands and surpluses or deficiencies for the established redevelopment scenarios.

Figure 23: Public Parking Demand Based on Redevelopment Activity



Only the NE zone in downtown generates a lower demand for parking as there are only a few land uses in this zone and are ones that encourages high-turnover in parking spaces. The other three zones generate higher parking demands as these areas have a mixture of uses that employees and customers need accommodations for longer-term parking, which encourages lower turnover.

Table 2: Future Growth Scenarios

Scenario	Total Building Area (Sq. Ft.)	Parking Supply	Adjusted Peak Demand	Added Demand	Percent Occupied	Surplus/ Deficit
Current (Status Quo)	333,748	555	385	0	69%	170
Full Occupancy (No Vacancies)	374,614	555	432	47	78%	123
Low Redevelopment (+10% Demand)	374,614	555	475	43	86%	80
Medium Redevelopment (+20% Demand)	374,614	555	519	44	94%	36
High Redevelopment (+30% Demand)	374,614	555	562	43	101%	-7

5. Parking Strategies

The Downtown Nappanee Parking Study is intended to aid the City in accomplishing the following goals to improve the parking experience and management.

1. **Ensure downtown is conducive for growth;**
2. **Parking supports existing and future businesses;**
3. **Downtown continues to attract new employers and residents; and,**
4. **Mobility is supportive for all users.**

In order for the parking experience and parking system to be better, the City and downtown stakeholders-businesses and residents-will need to establish a partnership as many of the strategies will require programmatic and policy changes.

Community engagement was central through the process and held as the foundation to understand the stakeholders' challenges and needs with parking. This was initially done early in the process through an online survey. Participants gave their suggested ideas on

the major issues and how to improve the parking experience when coming to downtown. The Steering Committee used the suggested ideas and the key findings from MACOG as the basis to guide their decisions in identifying the potential strategies they felt would be applicable to their community. These strategies were organized into four (4) parking management themes:

- **"Creating a Journey" – Activating Alleys**
- **Shared Parking**
- **Improved Signage & Promotional Materials**
- **Policy Changes**

An overview of the parking management themes, what does it look like, and how it could apply to the City of Nappanee are provided below and on the subsequent pages.

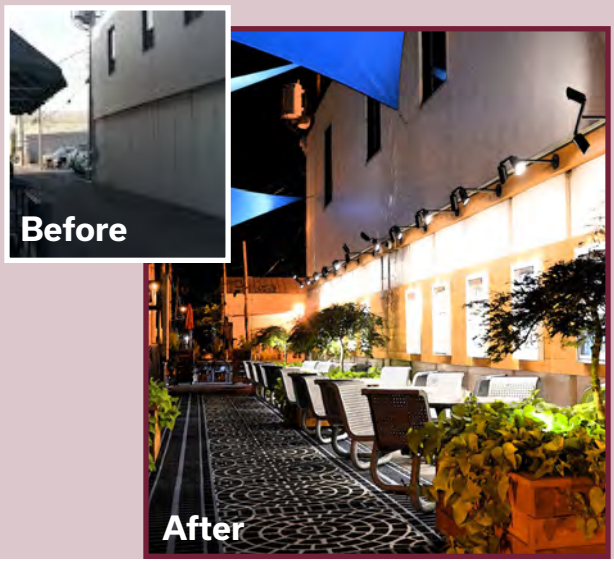
"Creating a Journey"

The significance of "creating a journey" was mentioned by members of the Steering Committee that if we want to encourage those who have longer-term parking needs to park in underutilized public lots on the peripheral then we should consider beautifying our alleyways. This will help create a more appealing walking experience from the parking lot and to their destination. Transforming the alleyways would also help create a safer and inviting environment.

ALLEY ACTIVATIONS - REGIONAL EXAMPLES

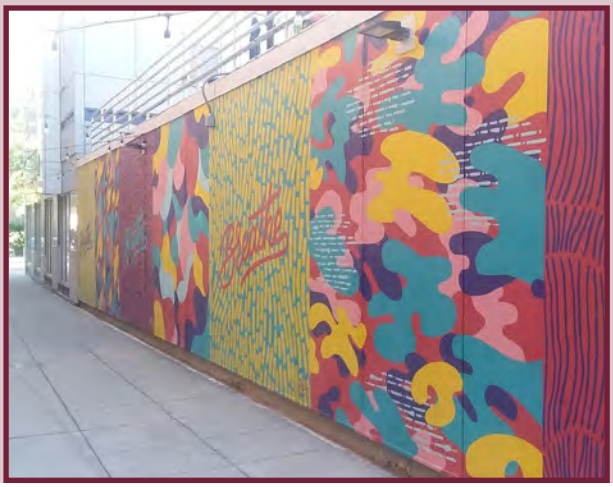
Warsaw, IN

- Used Patronicity Crowdfunding by Indiana Housing & Community Development Authority (IHCDA), September 2017
- Pedestrian alleyway with artwork, bike racks, tables/chairs, decorative paving, sun shades, greenery, & wifi



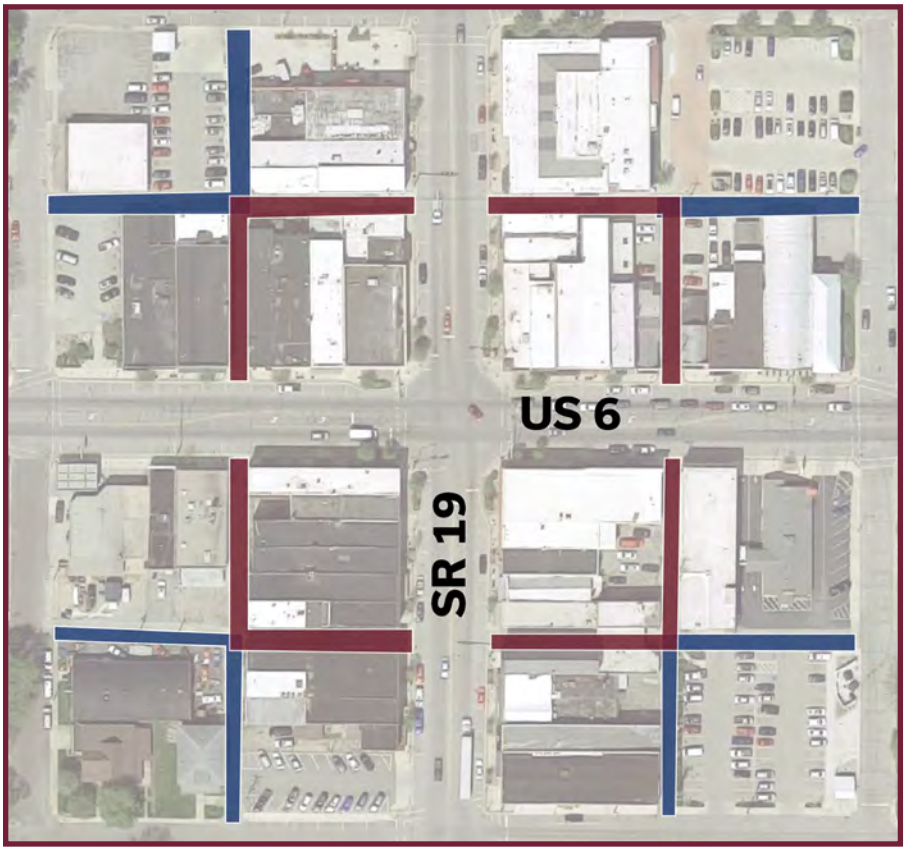
Ft. Wayne, IN

- Used public art to transform unappealing alleyways to create a journey experience as an art walking tour
- Reclaimed underutilized spaces and turned them into vibrant activity centers that aids in the downtown's quality of life and identity

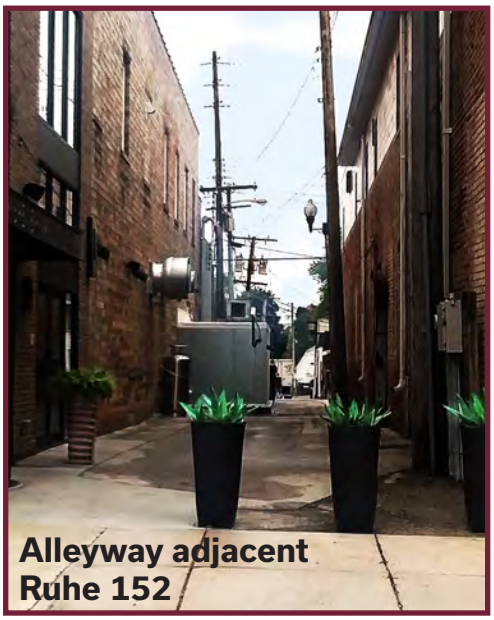


POTENTIAL ALLEY ACTIVATIONS - NAPPANEE

The alleys in red have the highest activation potential due to high levels of vehicular and pedestrian travel on SR 19 and US 6.




Alleyway adjacent the Public Library

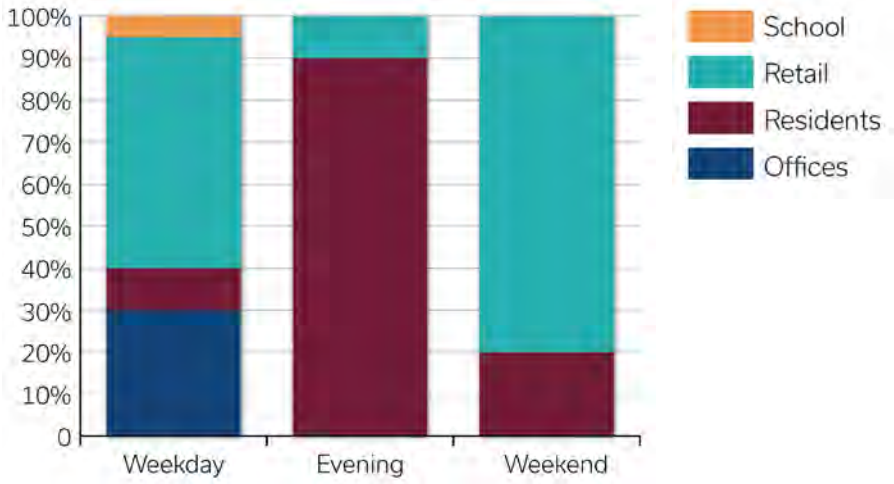

Alleyway adjacent Ruhe 152

Shared Parking

During the data collection process, the majority of the parking lots in the four blocks of downtown were observed to be utilized over their practical capacity threshold during the peak times of the day, causing users to struggle to find an available parking space. This was expressed by many stakeholders who attended the Workshop stating this is a good problem we have because that means people are coming to downtown. Whereas over five years ago, hardly anyone came to downtown to shop or dine.

While the commonly thought solution would be to construct new surface lots, this development pattern would not support an inviting and appealing place to visit. Nor would this be to the City's benefit to have prime downtown land be used for a parking lot.

Figure 24: Typical Parking Usage by Use



A strategic solution would be to create a shared parking agreement between two or more entities whose peak demand times are at different times of the day. **Figure 24** shows the typical breakdown of usage by land uses and is reflective to the experience in downtown Nappanee. The needs from the different users varies based on the day of the week and the activity. For example, the demand for parking for an office business is higher during the weekdays than in the evening or weekend. While the demand for parking for residents is higher in the evenings than during the day.

A shared parking agreement would allow a private lot owned by a business whose peak operation times are during the day be accessible for patrons to park visiting a business whose peak operation times are during the evening and/or weekends. This would help increase the capacity for lots in higher demand during the differing peak operation times.

UNDERUTILIZED PARKING LOTS

Although the majority of the parking lots in the main four blocks of downtown were practically full, there are several public and private lots one block away that were observed to be underutilized during the peak times of the day. The private lots in particular, shown in Figure 25 below, could be the pilot locations to have shared parking agreements as these were observed to be underutilized and given their proximity to restaurants who have a higher demand for parking.

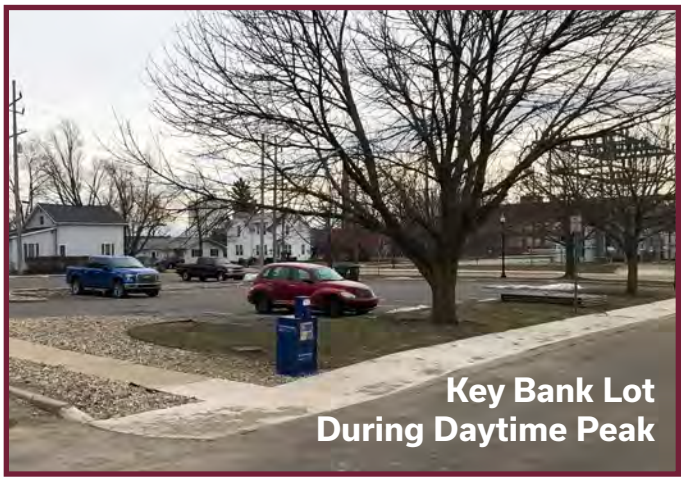
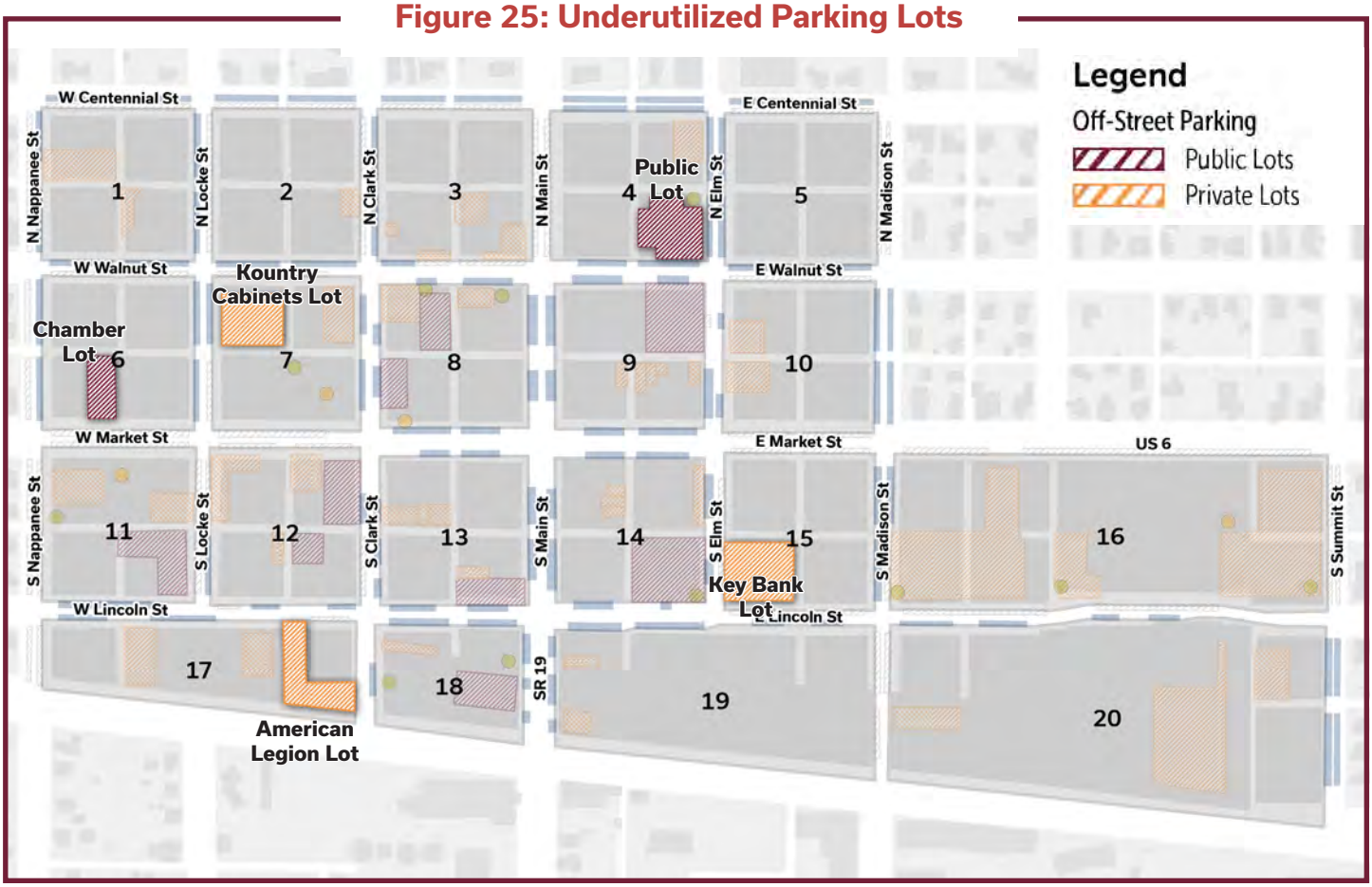

Key Bank Lot
During Daytime Peak

Figure 25: Underutilized Parking Lots



Signage & Promotional Material

One key component of an efficient parking system should include clear and consistent parking wayfinding and signage denoting public and private usage. Wayfinding should provide a clear direction guiding users to the appropriate parking locations. The City of Nappanee does have directional-wayfinding signs highlighting destinations, shown below, but they could be more consistent in uniformity and design.

NAPPANEE DIRECTIONAL SIGNS

The City also has signage noting the location of public parking lots; however, it was expressed by stakeholders from the survey and the workshop that the quilt designs used on signs signifying public parking lots is confusing and too complex for the driver to have to try to associate the design with the appropriate lot. The City Police Department also expressed difficulties when they have to write parking violations as they said they like to let offenders know where public parking is available but it is difficult to do so with having to explain the quilt designs.

NAPPANEE PUBLIC PARKING SIGNS

It is recommended that the City install parking signs using the universal "P" symbol for users to easily and clearly signify public lots. It was also expressed by stakeholders that there should be informational signs at each of the lots to let users know of the rules and restrictions as well as more promotional materials to especially help visitors who may be unfamiliar with the area to know the location, restrictions, and usage for parking.

Promotional materials should also be improved to better communicate the parking system and enhance the user's parking experience. This may include a brochure, website, parking map, display of real-time availability either by signage or mobile phone application, and use of social media.

SIGNAGE & PROMOTIONAL MATERIALS - EXAMPLES

"Walk Your City" Signs

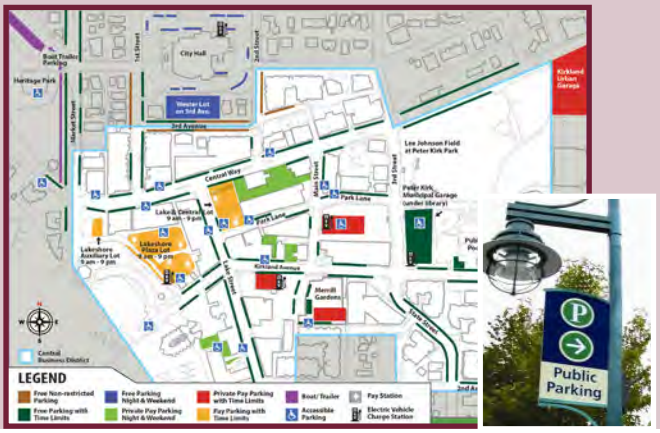
- Affordable, easy to read, and includes an interactive app
- Pedestrian scale signs navigating from parking location to destination

Scottsdale, AZ

- Similar "Parking" Symbols used
- Multiple scales – Pedestrians and Motorists

Kirkland, WA

- Clear and readable map
- Light post signage directs motorists to parking locations
- Mobile application to pay for parking



Lebanon, PA

- Parking lots are marketed by having a name
- The rules and lot restrictions are posted on a sign

Policy Changes

ENFORCEMENT & FINES

Another key component of an efficient parking system is enforcement of the parking regulations. The City's Police Department are in charge of enforcing parking regulations and issuing fines. Those found in violation have to pay a parking fine of $2 and the Police Department stated that having a $2 fine appears to be a "no big deal" because they are issuing fines to repeating violators as to them it is a low-cost to have a parking space. It is recommended that a progressive fine be instituted, not with the intent to be seen as a revenue source but to help discourage frequent offenders from taking advantage of the parking limits. This means, the initial fine may remain at $2 but thereafter, the fines progressively increases for frequent offenders to a limit that encourages proper use of parking facilities.

To help streamline monitoring the parking system and ensure it is consistent and customer focus (minimize user complaints), it is recommended the City to consider investing in modern parking management technology. This may include using an "electronic chalking" system that documents or scans license plate information by capturing an image and digital time-stamp. When the time expires from a particular image, the police officer can return to that parked vehicle to efficiently monitor its status.

TIMED-RESTRICTIONS

While on-street parking in the four main blocks of downtown was observed to be in high demand, the majority of the public lots were also seen as a high demand. Each parking facility observes the same dynamic-high competition between customers, business owners and employees. Each group wants the convenience of parking either in front of the business or in the immediate adjacent public lot. In terms of the public parking lots, while they are indeed available for public use, any of the public lots do not have time restrictions. The challenge is downtown employees have longer term needs and occupy their space the entire duration, which does not induce turnover to make spaces for incoming customers. It is suggested then to consider turning the high demand public lots into timed-restricted lots such as 2 hours to encourage higher turnover, especially during peak periods. This will discourage long-term users to leave these prime spaces available for customers. To better accommodate employees, it is recommended to advertise the public parking lots on the peripheral, that are underutilized, for long-term employee parking. These peripheral lots could then remain with no time restriction to allow employees to remain there during work hours.

PERMIT SYSTEM

In addition to designating certain lots as employee parking, the City could also establish a "Downtown Employee Parking" permit system. The permit system would be managed by the City but administered by downtown employers. Participation would be voluntarily and free for employees to park in the designated areas. However, employees would need to register their vehicle to reduce inappropriate use from unauthorized vehicles. Employers could also offer incentives for employees to choose to bike or walk to walk.

Another alternative, if the City did not want to designate the peripheral public lots as employee parking, the City could pursue coupling the proposed employee permitting system with the proposed shared parking agreement with private businesses. That way the peripheral public lots could remain as public use for visitors and customers, and the use of certain private lots on the peripheral could be maximized by being a designated area for employees to park who participate in the permit system.

CITY OF NAPPANEE

DOWNTOWN PARKING STUDY

Michiana Area Council of Governments
227 W. Jefferson Blvd.
County-City Building, Room 1120
South Bend, IN 46601