GREATER DOWNTOWN SAVANNAH
PARKING AND MOBILITY STUDY

STRATEGIC PLAN REPORT
and Implementation Plan

Prepared for the
Chatham County-Savannah Metropolitan Planning Commission
and the
City of Savannah Department of Mobility and Parking Services

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Greater Downtown Savannah Parking and Mobility Study
Strategic Plan Report

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Introduction

The City of Savannah and Chatham County-Savannah Metropolitan Planning Commission (MPC) led a study of downtown Savannah's parking and transportation systems in 2015 and 2016. The study was intended primarily to understand current conditions in the parking system, to develop new strategic approaches to address current and forthcoming challenges, and to continue to enhance downtown mobility options for all of central Savannah's constituent groups.

Downtown and its surrounding neighborhoods have undergone remarkable change over the 20 years prior to the study. Long renowned for its colonial street plan, numerous squares, historic architecture and special unity of atmosphere, Savannah's downtown historic district has rightly become a popular destination for visitors drawn to its immediately apparent charm and beauty. However, there are other major groups whose focus is downtown: the district is also one of the primary business and employment districts in the Coastal Georgia region and the seat of government for the City and Chatham County. The Savannah College of Art and Design has expanded steadily since its opening in 1979 and has been a major driver of renovating and reusing downtown buildings and bringing a large student population into and around downtown. Downtown is also home to over 5,000 residents.

All of these constituents share a relatively small area with historic district preservation. Physical space downtown is limited, and for this reason the district relies heavily on its streets and existing parking facilities to meet demand. This has led to growing concerns among downtown stakeholders regarding parking availability, management, and ways to ease tension between the different users of downtown's parking supply.

With all of this in mind, the City and MPC set out to develop a parking and mobility plan that:

- Supports both public and private parking uses

- Promotes the safe and efficient use of all legal parking

- Provides reliable mobility options and strategies for infrastructure enhancement, and

- Balances business development, quality of life and appropriate additions to community character.

These four goals served as the overall basis of the study and its recommendations. This report summarizes the study findings and outlines recommendations in expanded detail. It is a compilation of a series of 12 technical reports developed throughout the study to document analysis, findings, and identify potential directions forward, and these reports are available as a technical appendix to accompany this strategic plan report.

Overview of Study Issues

BACKGROUND OF THE STUDY AREA

Savannah's famous Oglethorpe plan laid the city out along the Savannah River, with East and West Broad Streets (the latter renamed to today's Martin Luther King, Jr. Boulevard) forming its boundaries and today's Liberty Street being the original city edge.

The area of the Parking and Mobility Study extends beyond this, incorporating several other districts with distinct identities. South of Gaston Street, the historic ward layout of the Oglethorpe Plan ends and streets are no longer interrupted by squares, although the pattern of alternating streets and lanes parallel to the river continues and Forsyth Park interrupts the grid for nearly half a mile between Gaston Street and Park Avenue. Neighborhoods in the south of the study area are part of Savannah's streetcar suburbs and feature a continuation of the gridiron street pattern of the Historic and Victorian districts. West of today's Martin Luther King, Jr. Boulevard, the Oglethorpe Plan was not applied and a different type of urban form took shape, driven largely by the shipping and railroad uses that emerged in this area. This was the endpoint of Savannah's first major railroads and as such did not feature the same fine-grained street network as the original city.

Commercial Core

Much of the Downtown Historic District north of Oglethorpe Street and west of Habersham Street features a fine-grained mix of land uses, with commercial retail, office and residential uses often sharing single buildings; churches, government buildings, and facilities of the Savannah College of Art and Design are also primary features of this part of the study area. Four of the five City-owned parking garages are in this primary commercial district, which is one of the Savannah area's primary employment centers and the central focus of its visitor-related uses.

Oglethorpe Plan Neighborhoods

East of the commercial core, residential land uses are predominant throughout the study area. The transition between the mixed use character of the Commercial Core and the more residentially-focused parts of the Historic District does not follow a definitive line, and indeed there are many non-residential uses that continue into this part of the study area. However, since the urban form of this area follows Savannah's original Oglethorpe Plan, lots are smaller and many do not allow off-street parking for these residential land uses. As such, streets are highly important for parking and these neighborhoods are where much of the City's residential parking permits are used to ensure availability.

Victorian and Streetcar Neighborhoods

Although still including part of the Historic Landmark District, the neighborhoods south of Gaston Street do not have the Oglethorpe squares, though they retain many civic and commercial uses, especially churches, mixed into the residential fabric. Commercial uses in this area are focused more in small districts and corridors than in the Historic Core. Large portions of the area continue to rely on streets for their primary parking.

West of Martin Luther King

Martin Luther King, as one of the bounding streets of the Historic District, marks a change in the overall street network and land use character of downtown. This area historically featured industrial land uses located adjacent to the railroads connecting Savannah

The Parking and Mobility Study area, generally extending from the Savannah River on the north to Victory Drive to the south, and from Boundary and Bulloch Streets on the west to East Broad Street on the east. This large study area includes over 32,000 parking spaces, including over 17,000 off-street spaces in garages and lots (shown on the map in gray). The City of Savannah owns and operates five of these garages, shown in dark purple.

Legend:

- Off-Street Surface Lot
- Off-Street Private Garage
- Off-Street City-Owned Garage
- Parks
- Water

to its larger region and the canals that connected these railroad termini to the Savannah River. Today, the district features a mix of service-related uses, public housing complexes (Yamacraw Village and the Kayton and Frazier Homes), and an increasing number of SCAD buildings, including residential facilities.

GREATER DOWNTOWN PARKING INVENTORY

Staff from the City of Savannah Department of Mobility and Parking Services assisted the study team in documenting the location of all on-street and off-street parking in the study area. This included a first-ever comprehensive documentation of different parking meter locations, freight and passenger loading spaces, spaces for the disabled, and a verification of time limits for spaces without payment meters. Staff and the study team coded this information into a comprehensive geographic information systems (GIS) database for the overall study area.

Of the more than 12,600 on-street spaces in the study area, 2,932—approximately one fourth—are regulated with payment meters, consisting of a mix of single-space meters and electronic multi-space meter stations. Metered and time-limited spaces are largely in the downtown historic district and adjacent neighborhoods north of Gaston Park, although some areas—notably the area around Thomas Square in the south of the study area—also feature meters and time limits.

Most of the study area's parking is unregulated, with over 12,600 spaces in the study area allowed through street parking but not subject to time limits or meter-based fees. The only ongoing regulation for these spaces is the weekly street sweeping, in which vehicles must be moved (typically overnight) according to regulations on a given block.

Table 1 provides detail on existing on-street regulations, where a mix of time limits, prices and special regulations make up a complex on-street parking environment. These regulations have evolved

over time, and today represent over 30 different categories.

TABLE 1: Meter Types and Time Limits				
Meter Type/ Time Limit	Single-Space Meters	Multi-Space Metered Spaces	Total Metered	Free Spaces with Limits
0.5 Hours	44	41	85	40
1 Hour	198	89	287	152
1.5 Hours	13	--	13	50
2 Hours	1,277	230	1,507	237
3 Hours	195	113	308	43
5 Hours	372	64	436	12
10 Hours	123	173	296	--
Total	2,222	710	2,932	534*

Table 2 illustrates how enforcement currently operates downtown, with on-street pricing and time-limit enforcement currently in effect only from Monday through Friday from 8 am to 5 pm. Although public safety regulations are enforced on Saturdays, they are not enforced Sundays.

TABLE 2: Parking Enforcement Periods				
	Mon-Thurs	Friday	Saturday	Sunday
Meters and Time-Limits	8am - 5pm	8am - 5pm	None	None
Safety Violations (Blocking free passage, disability parking violations, double parking, etc.)	8am - 5pm	8am - 12am	12pm - 12am	None
Number of Officers	10 (all day)	10 (8am - 5pm); 1 (5pm – 12am)	1 (all day)	None

GREATER DOWNTOWN PARKING UTILIZATION

The project team conducted parking utilization counts on a typical weekday and typical weekend day for the central Savannah study area. The study area was subdivided into different areas for data collection. To closely understand parking impacts north of Gaston Street and the small district surrounding Thomas Square, both areas understood to have a more complex and dynamic demand profile because of their more varied mix of land uses, data collection efforts were conducted every two hours. The other areas south of Gaston Street outside of the Thomas Square area, with a more uniform land use pattern with mostly residential uses, were conducted every four hours to provide a snapshot of parking activity during the morning, afternoon, and evening hours.

Weekday counts were conducted on Thursday, April 23, 2015, a normal business day for businesses and restaurants and occurring during the Savannah College of Art and Design (SCAD) academic year. Data collectors captured weekday parking demand for 16 hours with a first pass beginning at 7 a.m. and the last beginning at 9 p.m. Data collection began in the early morning to identify the impacts of resident and employee parking. In the evening, data was collected through 11 p.m. to fully assess parking demand associated with downtown Savannah's restaurants and nightlife. A weekend count, originally scheduled for the following Saturday, April 25th, was postponed due to inclement weather. The weekend counts were conducted on Saturday, May 9th, a typical weekend during the SCAD academic year that did not have festivals or other special events.

On-street spaces account for nearly 40 percent of the inventory in the study area. Overall, this parking is utilized at rates of 40 to 60 percent, with the greatest utilization typically during the traditional business day.

Key findings from the utilization analysis that pertain to the entire study area boundary are as follows:

- In general, the busiest periods are in the middle of the day (from 11 a.m. to 3 p.m. on weekdays and weekends).

- On weekdays and weekends, some prominent locations, including Bay, Broughton, and East Congress, will rapidly fill up before 11 a.m. and remain relatively full past 9 p.m.

- The utilization of metered spaces increases after enforcement hours end at 5 p.m. on weekdays-- and utilization of those spaces are even higher on the weekends.

- Spaces specifically served by multi-space meters have a consistently greater utilization than those served by single-space meters.

- Instances of illegally parked vehicles were more than three times higher on Saturday than on any given time on Thursday.

- The Saturday peak utilization of 11 a.m. coincides with the peak utilization time for freight and loading spaces.

- The distance between a high level of utilization and low level of utilization can be relatively short. Some examples include the west side (high) and east side (low) of Orleans Square on Thursday at 11 a.m.; Reynolds Square (high) and Johnson Square (low) at on Thursday at 7 p.m.; Broughton Street west of Lincoln (high) and east of Lincoln (low) on Saturday at 1 p.m.; and West Harris Street (high) and West Liberty Street (low) on Saturday at 7 p.m.

Comparison of Times of the Week, On-Street Parking and Off-Street Parking

The difference in pricing and enforcement between on-street and off-street parking is apparent when considering how different subsets of the overall parking supply are used. The graphs on the following pages illustrate key trends throughout greater downtown and point to an understanding that

constraints on parking supply are highly localized, especially in the core of the downtown historic district and other areas of high demand. On-street parking is more heavily used than off-street parking, which reflects a common user preference (and not just in Savannah), but the difference between the two is especially pronounced on Saturdays when parking pricing and enforcement are not in effect. Even with this difference in mind, parking use is varied throughout the study area and most concentrated in downtown. When considered along with the rest of the study area, parking occupancy rates seldom increase above 60 percent for the entire area. This implies that parking management needs are not widespread over a large area of Central Savannah.

Considering just the spaces downtown controlled today by multi-space meters, which generally

All On-Street Spaces: Comparison of Utilization Rates

Thursday   *12,304 spaces*
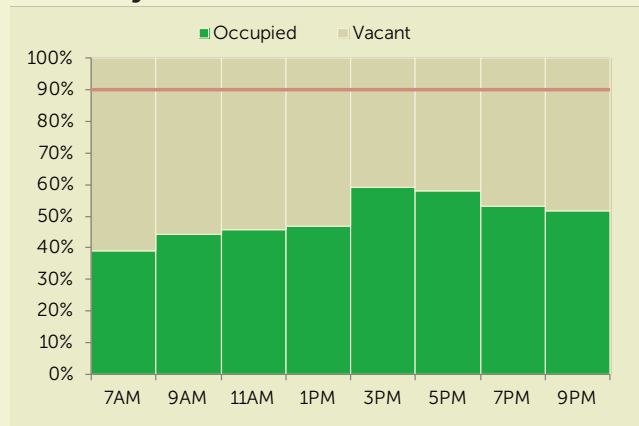
Saturday   *12,304 spaces*
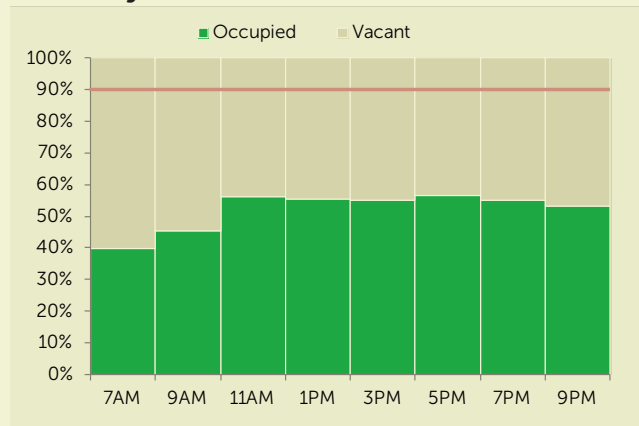
All Off-Street Spaces: Comparison of Utilization Rates

Thursday   *15,409 spaces*
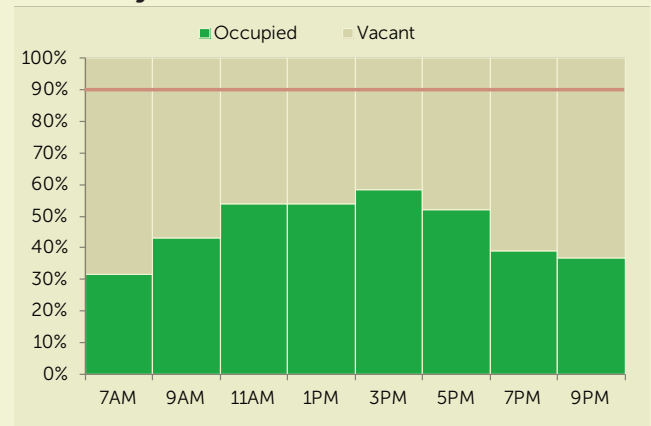
Saturday   *15,409 spaces*
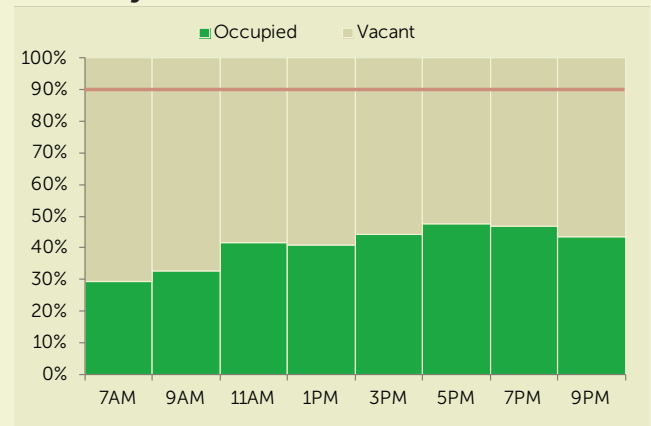
Although facilities in areas south of Gaston Street were counted every four hours, all graphs and charts will display utilization in two-hour increments.

On-Street Spaces by Meter Type

Thursday: Single-Space
2,222 spaces
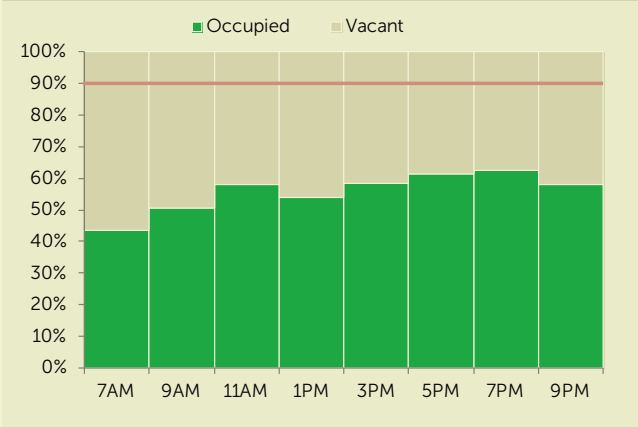
Saturday: Single-Space
2,222 spaces
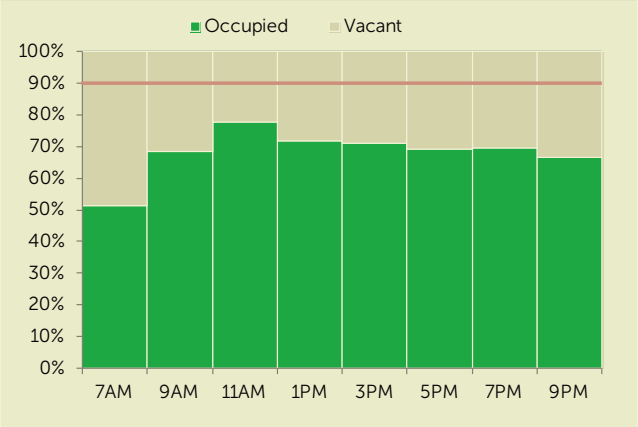
Thursday: Multi-Space
710 spaces
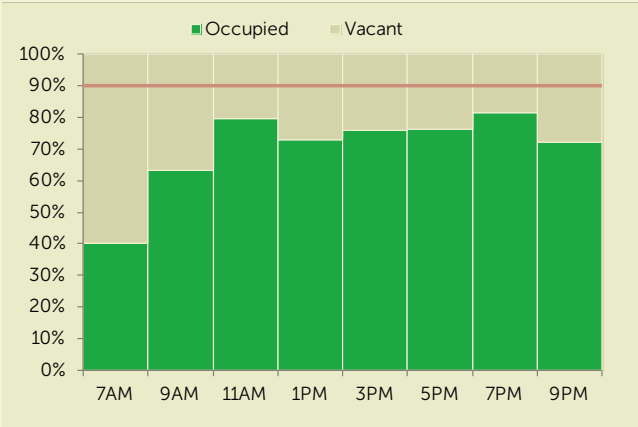
Saturday: Multi-Space
710 spaces
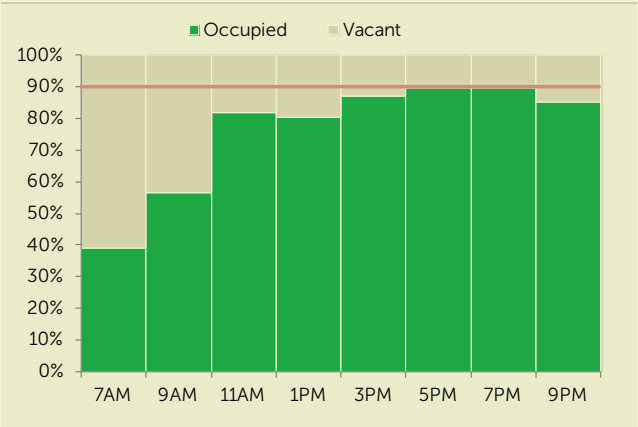
Thursday: Free, Time-Limited
563 spaces
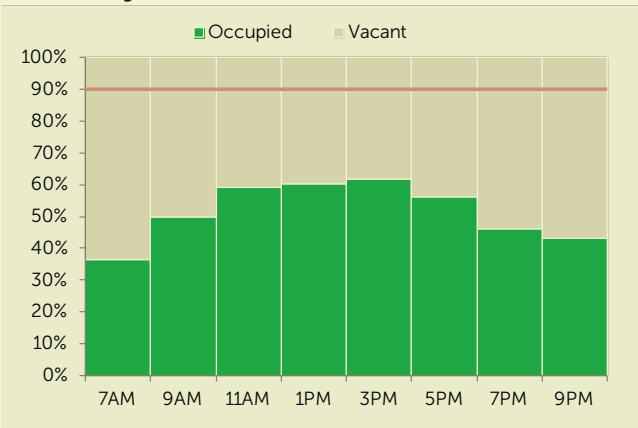
Saturday: Free, Time-Limited
563 spaces
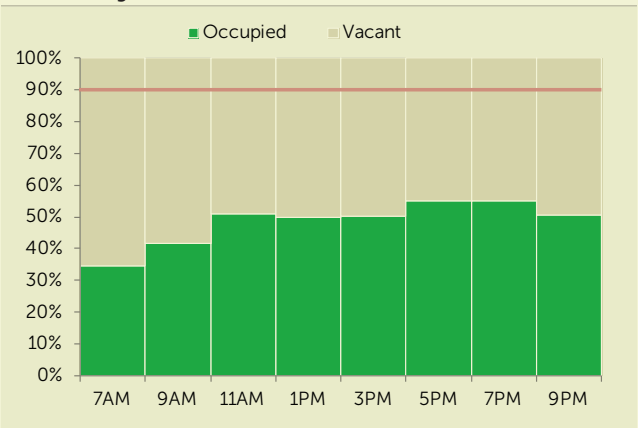
Off-Street Garages

This trend is reflected in use of garages as well, when Saturday on-street spaces (currently free of charge and with no enforcement of time limits) see much higher levels of use and downtown visitors have considerably less incentive to park in garages, where payment is always required. Although during the week garages show higher levels of utilization during the day, when downtown workers who commute by vehicle use them, they show their highest levels of use on Saturdays in the late afternoon and evening, when dining and entertainment uses draw the greatest number of visitors to downtown.

Thursday: All Garages — *5,541 spaces*
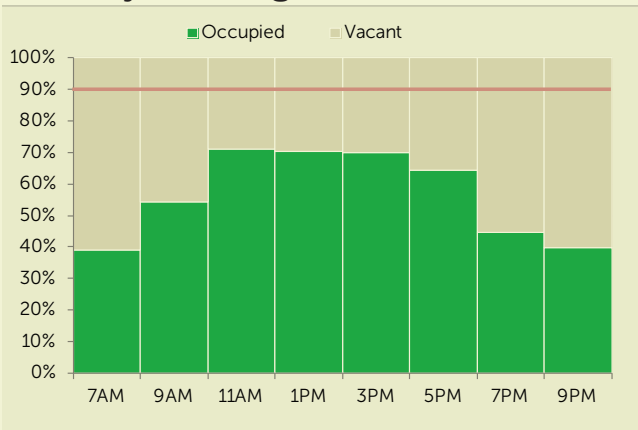
Saturday: All Garages — *5,541 spaces*
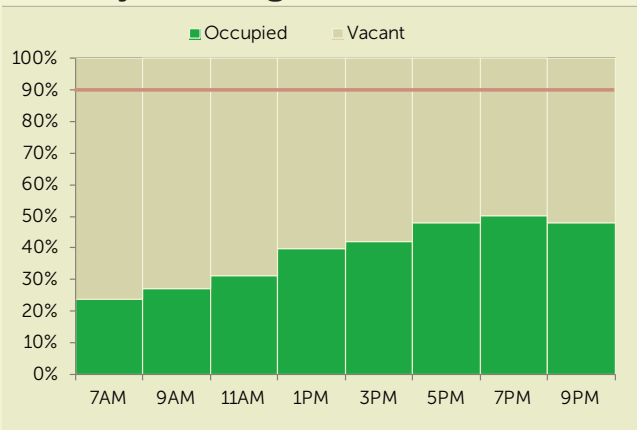
Broughton Street

Downtown's main retail street currently features a unique system of regulations, with no pricing or meters, but a time limit that varies by portions of the street. The time limits are in effect during regular enforcement hours. Community and stakeholder feedback has indicated that it is difficult to find parking on this street, and utilization patterns suggest this may be the case: Thursday rates are at or near 85 percent full almost all day, and Saturdays have times that reach or exceed 90 percent full, leaving very few spaces available.

Thursday — *143 spaces*
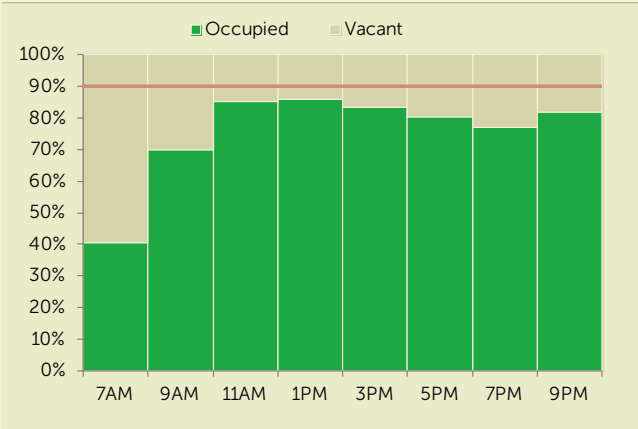
Saturday — *143 spaces*
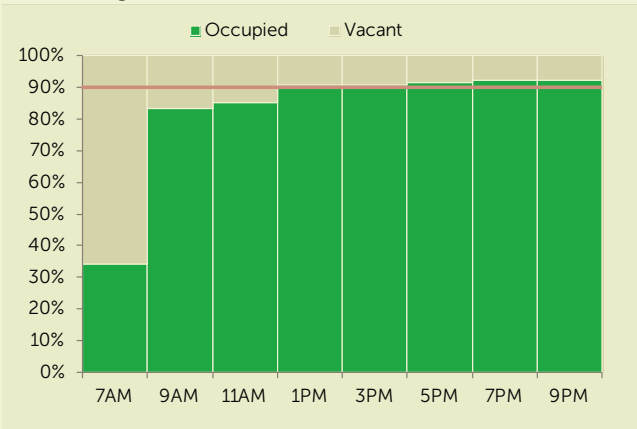
correspond to those spaces in the heart of the downtown business district closest to tourist, entertainment and retail uses, these spaces currently experience levels of utilization above 80 percent for large portions of Saturdays, approaching 90 percent during Saturday evening periods. Even during weekdays these spaces are used more heavily than the single-space meters and free but time-limited spaces in other parts of downtown.

Parking Demand from Land Use Compared to Actual Utilization

In most of greater downtown, demand from current land uses and forthcoming development fits within the available parking in the district. This is not to say that some parts of the area do not experience spot shortages or challenges with availability—observations from the study's review of utilization multiple locations where parking use frequently exceeds 90 percent. However, comparing land use profiles and modeled demand to supply does point to potential to better utilize parking supply with low levels of use today. This is particularly true outside of the core historic district, and these parts of the study area are the locations of most new development activity in central Savannah.

The study also developed a series of models, based on land development industry research and best practices, to estimate actual parking demand in the area based on current land uses. The findings of these models not only affirm the utilization study's observation that there is generally available parking supply in the overall district, but also suggest that parking requirements in much of the study area may be higher than actual parking use patterns would seem to need. In many areas, there is sufficient parking supply to meet the modeled demand, although much of it is in public parking spaces (garages and on-street locations) that, under current zoning, could not be counted toward parking requirements for development projects. Development projects on constrained sites may be able to take advantage of this supply if future modifications to the City's zoning ordinance allow greater flexibility in how parking requirements can be met.
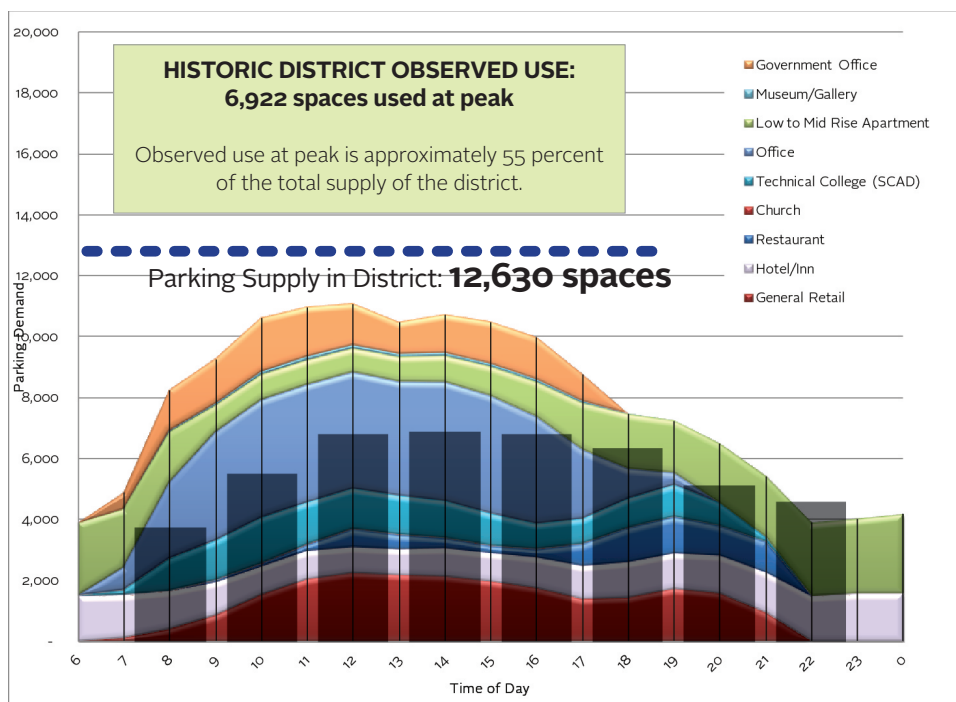
By estimating demand for parking based on current and future land uses, the study could compare current parking supply to demand and both of these to actual levels of use. In spite of certain locations experiencing high levels of use, there is still availability in the overall parking system.

USER PERCEPTION

As a study with a large geographic focus area and several different constituencies, the Greater Downtown Parking and Mobility Study relied on ongoing dialogue with stakeholders and the public to gather information, ensure that technical analysis and understanding had a logical relationship to community understanding, and to hear feedback on early recommendations. This included regular engagement of a Technical Committee composed of public agency staff and a Project Advisory Committee composed of downtown stakeholders and representatives of downtown trade organizations, civic associations and neighborhood groups.

The study's general public involvement was based on two public open-house workshops intended to facilitate community dialogue, share study findings, and gather public feedback. It was complemented by an online survey and a project website through which members of the public could share thoughts, priorities and questions with the team.

The discussions resulting from this public involvement underscored certain findings from the data-driven analysis of the study, primarily that parking availability is difficult to ensure in areas of high demand, especially near downtown's retail and business concentrations. Common themes emerging from public feedback are as follows:

- When looking for a parking space, respondents most heavily valued location and the ability to not move their car until leaving downtown.

- Shoppers and visitors were more likely than any other group to park over 3 blocks away from their destination, and perceived the longest average time spent looking for a parking space.

- Over 70% of all employees, employers, shoppers, and visitors wish to see extended time limits on meters. Residents, on the other hand, are split between extending time limits and keeping them the same.

Public Feedback

Community members met with the study team at two public meetings and over 1,600 respondents participated in a survey designed to gather public opinion. This showed that convenience matters in parking, but so does availability and safety. Convenience is not only being located close to a destination, either. Nearly 50 percent of the survey respondents stated that being able to park once and not move a car until time to leave downtown (or when a respondent's visit is finished) was

their highest priority, more than those who said that a location convenient to their destination was.

In addition, the public meetings allowed direct conversations with and feedback to the study team. This offered valuable insight into the dynamics of

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- A majority of residents express a concern about too many non-residents parking on-street, and agree that changes to the on-street permit system are necessary.

- Two-thirds of all respondents have reported giving up on finding parking in downtown Savannah.

- If given the choice between free remote parking and paid proximate parking, slightly more respondents preferred the former, though 45% of shoppers and visitors expressed interest in paid parking.

- Over half of all respondents who primarily walk and bike downtown do so because it is quicker than driving. Those who ride transit, on the other hand, mostly do so because it costs less than driving.

Right: a map summarizing the comments received from participants at the study's first public workshop in April 2015. Refer to Technical Appendix 4 of the report for more detail on this feedback.

downtown parking that might not have been immediately apparent in the team's analysis of data. Most importantly, these one-on-one discussions helped to shape the team's first-draft recommendations in a way that responded more closely to downtown stakeholder concerns.

*"[Walking] is a little risky... people haven't learned to **respect pedestrians**."*
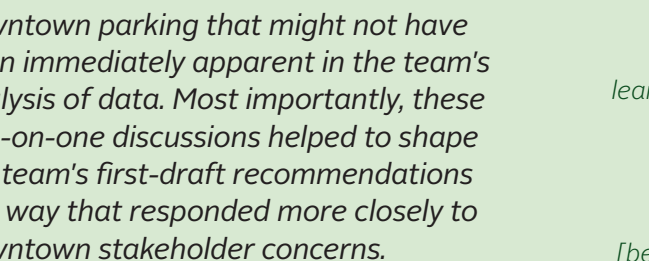
"You have to peek out to see if there's traffic [before crossing]... especially on Drayton and Whitaker."

*"I'm a **downtown business owner**."*

*"People always seem to want to park **right outside** where they want to be."*

*"I think there's not enough **parking for bikes**."*

TRANSIT AND MOBILITY SERVICES

Parking is not the only transportation concern in downtown Savannah, and the district is enhanced by a series of mobility services and infrastructure that provide travel options downtown. However, these services are provided by multiple organizations, and not all are the responsibility of conventional public agencies such as city government departments or transit service providers.

The City of Savannah Department of Mobility and Parking Services oversees parking management and enforcement for all of the City's on-street parking as well as five off-street garages and one off-street lot. However, the department is also responsible for regulation of numerous mobility-related services, especially taxis. The department has also coordinated other services such as installing bicycle racks and conducting travel surveys and counts for cyclists. It partners with the Metropolitan Planning Commission/Coastal Region MPO on implementation of bicycle plans and projects. This organization, as the federally-designated MPO for the Savannah metropolitan area and as such is responsible for programming and allocation of federal transportation funding.

The MPC provides staff for the organization and has led numerous transportation planning initiatives for Savannah and is currently working with the City on implementation of a bicycle plan.

Bicycles

The bicycle route network in downtown Savannah currently consists of a limited number of on-street facilities, although the City and Coastal Region MPO have worked jointly toward implementing a more comprehensive system. Savannah's squares offer a unique opportunity for reducing vehicle speeds, leading to a potentially safe street environment for cycling, and the city's flat terrain greatly reduces barriers to cyclist comfort—even if climate and weather are not always ideal for cycling. However, because of the unique nature of the street system and built environment, current plans call for a bicycle network to be achieved through a combination of off-street paths, on-street bike lanes, shared streets and marked shoulders.

In addition, the City, MPC/CORE MPO and the Savannah College of Art and Design have installed bicycle parking racks and other facilities throughout the study area, with ongoing additions continuing to happen during the course of the study.

The CAT Bike program is a pilot bicycle sharing program with two locations in the study area. At the time of this report, five additional locations were being considered for expansion of the system.

Chatham Area Transit has launched CAT Bike, a pilot bicycle share program in downtown Savannah, operated by the B-Cycle company and currently featuring two locations in the northwestern part of downtown near Ellis Square and the CAT Transit Center on Oglethorpe Street (shown in the map on the previous page). At the time of writing this report, the City and CAT have reached tentative agreement on the installation of five additional stations throughout the historic district, though these are not yet open to the public.

Transit

Chatham Area Transit (CAT) currently operates 14 fixed routes into greater downtown, all terminating at its central transfer facility, the Joe Murray Rivers Intermodal Transit Center, on Oglethorpe Street toward the western study area boundary. CAT operates most service between the hours of 5:00 AM and 10:00 PM on weekdays, with some routes providing later service and others providing service for much shorter spans of the day. Frequencies vary, though most routes operate on 30 or 60-minute headways, in peak and mid-day periods. CAT is a relatively small system, with approximately 3.6 million unlinked trips per year on the overall system and 2.6 million on only the local fixed routes. This equates to roughly 3,500 riders on an average weekday, CAT does not collect ridership information by specific transit stops, although it has estimated levels of its ridership that originate or terminate within the Parking and Mobility Study area (around 1,500 daily riders).

In addition, two fare-free shuttle routes open to any users:

- The Dot, designed to link the streetcar and ferry services to hotels, the Civic Center, and parking facilities. The service currently features two vehicles in operation, with generally 20 minute intervals between service.

- Liberty Street shuttle, which provides connecting service between the Liberty Street garage and other downtown destinations during weekday peak hours only.

SaMMI Services

Savannah has also created a unique agency, Savannah Mobility Management, Inc. (SaMMI), a 501(c)6 non-profit organization jointly governed by the City of Savannah and the Savannah Chamber of Commerce. SaMMI collects fees from member organizations and a surcharge on occupied hotel room-nights and combines these with public funding sources, primarily from the City of Savannah. The organization in turn offers a series of transportation services.

SaMMI was created with the development and adoption of the Savannah Visitor Mobility Plan in 2005, itself born out of a recognized need for improving mobility options for downtown visitors and better unifying the downtown built environment. The plan identified several transportation services intended to enhance overall mobility and reinforce the 'Savannah Experience' for visitors.

- Savannah Belles Ferry (discussed later in the section on modal options): a ferry crossing the Savannah River between two landings in the Historic District and one on Hutchinson Island

- River Street Streetcar: a small single-track streetcar line on the Historic District waterfront

- Dot circulator shuttle: one of two fare-free downtown shuttles connecting various locations around the Historic District

- Wayfinding: a unified wayfinding system using a design template adopted by the City of Savannah

- Distribution of passenger Information through printed media

Wayfinding

Downtown Savannah has a comprehensive wayfinding program, originally called for in the Visitor Mobility Management Plan. The City adopted the design template for the system in 2007 and implementation began in 2008. To date, the program has added signage to all of the City's parking garages and four visitor information centers. However, funding has

not remained consistent for implementation of this program and as of 2013 it is not fully implemented, with outstanding items including vehicular directional signage, pedestrian kiosks, maps and other directional signage.

STRATEGIC DIRECTIONS MOVING FORWARD

These findings point to several different opportunities for rethinking parking and mobility management downtown, drawing largely off of resources that the City already has. First and foremost, the study does not recommend that a new garage needs to be constructed downtown at present. There are different strategic approaches that Savannah can take to maximize the life of current structures and better balance use of current parking resources. These are summarized as follows:

- **Take short-term action to streamline the user experience.** For downtown's parking to work effectively, it must be intuitive and user-friendly. The City can begin taking action now to improve the downtown visitor's parking and transportation experience, building largely on programs and endeavors already underway: replacing coin-only parking meters with 'smart' meters that accept credit cards and work with mobile payment systems; continuing to expand downtown's wayfinding system, and providing real-time information on availability of space in garages.

- **Adjust the balance of pricing and regulation between on-street and off-street spaces.** Currently all of downtown's on-street parking supply is free for over 120 hours each week, though downtown's garages always carry a cost. In addition, more remote off-street parking facilities such as the Liberty Street Garage do not see consistently high levels of use, even if more centrally located garages (such as Bryan Street and State Street) are functionally full at certain times of the day and do not allow occasional-use customers to access garages when this is the case. To allow parking users to make choices that

better reflect the purpose of their trip downtown, garages should be better utilized as a place for longer-term stays, allowing valuable on-street parking to serve shorter stays and offer more frequent availability.

- **Treat the most valuable spaces as just that, and price them accordingly.** Most downtown on-street spaces that have high levels of use become free after 5 pm and are free throughout the weekends. These are spaces where availability is key to business success and to parking customer satisfaction, and they should feature prices that reflect their demand. This

- **Integrate parking into an overall mobility system**, so that the concepts of parking once, parking farther away from destinations, or not driving at all to get downtown not only appeal to users, but also have an easily-understood system of options for those who make this choice.

- In a similar manner, **think of parking as a public resource that supports downtown's ongoing development.** Although there is not a present need for Savannah to construct new parking downtown, ongoing growth and development around the historic district's periphery will undoubtedly increase parking demand. This points to an important dynamic that will be key in how the City of Savannah addresses future development: the historic core of downtown has virtually no space left for a major facility to be constructed, but it is also not the location of major new development—this is occurring on the edges of the historic district, especially west of Martin Luther King, Jr. Boulevard and east of East Broad Street

Strategic Plan Recommendations

This technical report presents the recommendations of the Greater Downtown Parking and Mobility Study along with a strategic plan for implementation. Recommendations are drawn from the findings of earlier technical reports in the study, summarized as follows and included in the Technical Appendices of this plan report.

- **Appendix A: Public Involvement and Stakeholder Outreach.** Public input and feedback suggested a general level of desire among the general parking for Savannah's parking system to be easier to use and understand, for payment options to be streamlined, and for management to focus on availability and better options for downtown access.

- **Appendix B: Parking Use.** This provides detail on the large portions of the study area that generally have ample unused parking throughout the day but specific portions, especially in the core Historic District, that are functionally full at key times.

- **Appendix C: Mobility.** This provides a survey of current multimodal transportation infrastructure and systems in the Greater Downtown Parking and Mobility Study area as well as an identification of needs and opportunities.

- **Appendix D: Land Use and Parking Demand.** This provides background on the different subarea definitions of the study area, and detail on the study's shared parking models developed to estimate current and future demand and showed that actual parking use levels were lower than what would be required under current zoning.

- **Appendix E: Costs and Finances.** This provides a summary of current City of Savannah Department of Mobility and Parking Services (MPS) revenues and costs and notes the sound financial position of the department. It also provides detail on the recommendations of this Strategic Plan and associated costs.

- **Appendix F: Best Practices.** This provides additional detail on similar applications of recommended approaches in peer communities.

Overview of Strategic Approaches

Based on current and understood forthcoming parking demand in and adjacent to the study area, **there is not presently a need for major investment in new parking facilities,** although future land development, especially on the study area's eastern and western edges near the Savannah River, may occur at intensities where a large-scale facility would be needed.

- The current financial stability of MPS should allow the Department to make short-term strategic investments, especially in purchasing new capital equipment and infrastructure, that would in turn enable it to implement management approaches focused on more efficient use of current parking supply.

- Although overall parking utilization throughout a typical weekday and Saturday suggests that there is available parking throughout central Savannah, there are peak times and peak locations where

parking is functionally full, and these extend beyond the times when parking is currently enforced downtown.

- Savannah's parking problem is not purely due to supply, but rather in how that supply is managed and made available. This has led to public frustrations over user-related challenges such as not being able to find on-street parking or nearby off-street parking at certain times of day. Revising current management approaches can create availability and help to alleviate many of the issues heard from the public.

- In spite of many central locations having relatively low levels of utilization, even when near parking spaces with higher levels of utilization, downtown residents and stakeholders continually expressed a limited willingness to walk to destinations from remote parking, suggesting that other mobility options are needed to fill the gap beyond a comfortable walking distance.

Based on these major directions, the study has recommended that the City reposition **MPS to serve as a broader mobility authority.** This agency would use revenue from parking, expected to increase based on Parking and Mobility Study recommendations, and distribute this funding to an expanded suite of transportation and parking-based services that include expanded downtown circulator transit; enhanced signage, wayfinding and real-time availability displays for parking facilities; assuming operation and management responsibility for the current CAT Bike bicycle sharing program; and contributing to funds for street enhancement projects intended to expand walking, bicycling and transit use throughout Central Savannah. The study's recommendations also include expansion of parking enforcement, through a combination of extended enforcement span on weekdays, new enforcement on Saturdays, and expansion of the enforced area to parts of the study area not currently enforced. This will also mean additional enforcement costs and potentially additions to MPS staff.

Recommendation Themes

The recommendations presented in this report are organized into five major themes representing major strategies for parking and mobility management. These were shared with the general public, downtown stakeholders, the City Manager and Mayor and Council at a series of meetings in March 2016, and are described as follows:

Theme 1: Integrate Parking as Part of a Larger System.

Parking is a means to reaching a destination, not the destination itself. With multiple transportation options and assets already available in downtown Savannah, parking should be thought of as one item in a palette of transportation options for circulation, access and overall mobility. However, for many downtown visitors and residents, it is not: driving is by far the most practical option, necessitating parking and driving parking demand in desirable areas. Savannah should strive to bring these other transportation options to a level of desirability, at least for some of downtown's constituents, and reduce the need for driving and parking for every trip. Allowing MPS to take a central leadership and oversight role can greatly improve efficiency of services and better tie transportation options and programs together.

Theme 2: Increase Access for All Users.

While the study has found that there is general availability throughout downtown's parking system, even in times of high demand, it is uneven—parking is not available where users want to have it and may be unused in nearby locations. Revised management strategies to increase availability in high-demand locations and more clearly define trade-offs will make downtown parking easier and more intuitive.

Theme 3: Plan and for Long-Term Parking Needs.

Today's downtown parking facilities are generally sufficient to serve demand, even if there are opportunities to manage them differently, and at present Savannah does not face a critical need for major investment in new parking facilities. However, the City should be prepared for when parking demand

does warrant a new facility and take a proactive approach to planning for it rather than simply responding to greater need.

With no practical land availability remaining in the core of downtown for constructing a new parking facility, this points to locations on the edge of downtown for potential new parking locations, but these are also the parts of central Savannah currently undergoing the greatest amount of redevelopment activity. The City should recognize these opportunities and plan cooperatively with developers and the Metropolitan Planning Commission (MPC) for potential parking locations as major developments continue to be proposed. Parking facilities that the City chooses to construct in these areas should provide enough supply to meet public parking need—linked with the rest of downtown through expanded transportation options—and to support private development.

Theme 4: Expand Mobility Options.

Although downtown already features a variety of mobility options, such as transit, bicycle sharing, and the services of private tour operators, these services do not currently coalesce in a single system that is easy to use and provides convenience to encourage downtown visitors to consider other locations for parking than those that are most convenient—or forgo parking altogether. Making these facilities more desirable means expanding transit options by increasing frequency of service, taking advantage of Savannah's street network and incipient bicycle sharing system to increase cycling use, and offering incentives and alternatives to those willing to commute without driving alone. MPS will work with partner agencies such as CAT and SaMMI to augment and integrate existing services.

Theme 5: Make the System More User-Friendly.

Simple changes to increase convenience and user-friendliness of the parking and mobility systems can greatly support public confidence in downtown parking options and make some of the trade-offs explored in these recommendations easier to accept.

SPECIFIC RECOMMENDATIONS

Recommendations presented in the following sections are organized around these five themes, but this is not necessarily the order in which they should be implemented. The Implementation Plan at the end of this report provides additional detail on timing and sequencing of action steps, although each of the recommendation descriptions provides an overview of major implementation factors, described as follows:

Priority Time-frame: When the recommendation should be substantially implemented, fitting primarily into short-term, medium-term or long-term time-frames.

Target Time-frame: An estimated amount of time needed for major actions of the recommendation. These are described in the amount of time after adoption of Parking and Mobility Study recommendations.

Costs: Both up-front and recurring annual costs are estimated based on planning assumptions from the Parking and Mobility Study.

Partner Agencies: Although MPS is the primary agency overseeing implementation of the study recommendations, some may involve coordination with partner agencies. The most common of these are MPC, CAT, and SaMMI.

Strategies to be implemented prior to beginning: This identifies any essential prerequisite strategies to be implemented or in effect prior to a given strategy being pursued. These are also detailed in the implementation plan at the end of this Technical Report.

Related recommendations: Provided primarily for reference purposes, these are strategies closely linked either in intent or in specific implementation actions.

Additional Actions: Any ongoing roles or responsibilities after implementation is complete.

Integrated Parking as Part of a Larger System

Recommendations

1.1 Give Mobility and Parking Services the administrative ability to manage parking and streamline current approaches, including pricing

1.2 Use parking revenue to fund overall mobility improvements

The Greater Downtown Parking and Mobility Study has identified the critical importance of increasing parking availability and improving downtown's connectivity and options for access. This is a theme apparent not only from public and stakeholder feedback, but also from technical analysis. Parking is in high demand in key locations, affecting availability and user satisfaction with the overall parking system, in part because parking customers do not feel they have options—lower-priced parking further away, ways to get from more remote parking to destinations, or ways to reach downtown destinations that eliminate the need for parking altogether.

To provide better options and manage parking in a way that increases availability, the City must be able to change current enforcement and pricing and respond to market demand. The overall objective of this is to find the balance of price, regulation and parking demand such that downtown visitors have available parking near their destinations and options—at different prices and levels of commitment to using other modes of transportation—for other parking or access. This rests on two key policy directions for the city, which are the recommendations of this section:

Administrative authority. On-street parking rates are currently set in City ordinance and any change to them involves Council legislation. MPS should have administrative ability to set rates within a maximum amount defined by Council so that the right balance between demand and price tolerance can be found. This also means that MPS can expand regulated areas and any related programs, such as residential permits to exempt residents from meter prices or regulations, within the study area.

Broader use of parking revenue. MPS will use parking revenue for an expanded set of transportation options, including subsidies to transit service for increased frequency (or establishing its own services), support of bicycle infrastructure projects and the downtown bicycle sharing program, and commute incentive options or programs for those not able to or not wanting to drive.

1.1 Give Mobility and Parking Services the administrative authority to manage parking and streamline current approaches, including pricing

Although many functions of Savannah's parking management are currently carried out through administrative staff responsibility, key recommendations of the study involve parking regulations currently defined in the city parking ordinance. For purposes of creating clear and defensible public policy, it is recommended to define these management parameters in the City code. However, this requires any changes to be made through Council legislation, which affects the City's ability to make quick changes and respond to changing conditions.

With this understood, the first key recommendation of the Study is for **further administrative control to be given to MPS.** The Department will assume the authority to set parking rates and regulations as needed to manage demand and ensure parking availability. This involves revising the zones and hourly pricing rates currently defined in the City's Parking Ordinance to allow MPS staff greater maximum parking levels. MPS may set these prices where it wishes, but will not set them in excess of rates allowed by revised ordinance.

Under this authority, MPS will also be able to adjust enforcement hours. The study has found that high levels of demand extend beyond hours that are currently regulated, and extending these hours of pricing and enforcement into periods where demand remains high will help the City to ensure availability of on-street parking for these locations.

Refer to Recommendation 2.1 for additional detail on rates and hours that are recommended for downtown Savannah.

RECOMMENDATION HIGHLIGHTS

- **MPS ability to adjust within allowed maximum rates and duration spans**
- **Increased parking rates and enforcement times (refer to Recommendation 2.1)**
- **Ongoing adjustment of rates/regulations to reach target 85% occupancy/15% availability goal**

IMPLEMENTATION GUIDANCE

Priority Time-frame	**Short-Term (First Year)**
Target Time-frame	**Draft legislation: 0-2 months Adopt legislation: 2-4 months**
Up-Front Cost	**None**
Annual Costs	**None**
Partner Agencies	**City Attorney for drafting of ordinance; SCMPD for updated enforcement coordination**
Strategies to be implemented prior to beginning	**None**
Related recommendations	**2.1** *(Set pricing with demand)* **2.2** *(streamlined price zones)* **2.3** *(expanded permit areas)* **2.4** *(integrated on-street/ off-street pricing)*
Additional Actions	**Quarterly MPS reporting to Council**

Key Action Steps

- Formal changes to definition of parking enterprise fund and its allowed uses, in effect expanding MPS's functional role

- Council legislation recognizing and enabling these changes

MPS Reporting Responsibilities

A part of this establishment of administrative control is a reporting schedule by which MPS will provide quarterly update briefings to Council on the following:

- Data and findings based on ongoing utilization surveys associated with regular enforcement. MPS will need to present reasons why any proposed rate changes are being undertaken. Recommended changes to rates, if any, in the upcoming quarter

- Outreach strategy for communicating rate changes to affected community members and stakeholders

- Needs for updated signage, supporting informational print materials or other items expected to incur costs

- Proposed expansions to the residential parking permit program

- Updated financial reporting on expected changes in revenue and adjustments to overall MPS programs and budget

Council approval is not required for any of these actions once the Department has been given this authority, but Council guidance and questions are intended to help MPS better understand the community concerns related to any rates or regulations in effect.

1.2 Use parking revenue to fund overall mobility improvements

The Parking and Mobility Study has included not only parking management but also mobility strategies for a better-connected downtown Savannah. It is essential for these services to be incorporated into overall implementation of recommendations, and most efficient for service delivery if a single agency such as MPS oversees them. The projected expansions in revenue for MPS from recommended changes to enforcement hours and pricing for central Savannah's on-street parking should be applied to an expanded palette of mobility options for downtown residents, employees and visitors.

As Savannah's parking system is already managed by a City department that oversees the City's parking enterprise fund, it is not necessary to establish a separate governing body. However, formal changes to the legal definition of the parking enterprise fund, as discussed in Recommendation 1.1, may be necessary to allow use of funds for purposes beyond what MPS provides today.

It is important to keep in mind that funding mobility investments like reliable transit service, bicycle sharing, and other infrastructure and programs is a parking management strategy: it reduces overall parking demand, encourages "park-once" visits downtown, and provides options for access to the district.

Key Action Steps

- Formal changes to definition of existing local government authority and use of enterprise fund

- Council legislation recognizing and enabling these changes

RECOMMENDATION HIGHLIGHTS
• Expanded use of MPS revenue for mobility options, including transit service, bicycle sharing and infrastructure enhancements • Adjustments (as needed) to authority mandate to allow this expanded use of revenue

IMPLEMENTATION GUIDANCE	
Priority Time-frame	**Short-Term (First Year)**
Target Time-frame	**Draft legislation: 0-2 months Adopt legislation: 2-4 months**
Up-Front Cost	**None**
Annual Costs	**None**
Partner Agencies	**City Attorney for drafting of ordinance; SCMPD for updated enforcement coordination**
Strategies to be implemented prior to beginning	**None**
Related recommendations	**2.1** *(Set pricing with demand)* **2.2** *(streamlined price zones)* **2.3** *(expanded permit areas)* **2.4** *(integrated on-street/ off-street pricing)*
Additional Actions	**Quarterly MPS reporting to Council**

Theme 2

Access for All Users

Recommendations

2.1 Align parking regulations to demonstrated demand

2.2 Streamline parking pricing into a series of tiers with geographic zones

2.3 Expand use of the residential permit program to protect important street parking for residents

2.4 Coordinate pricing between on-street and off-street supply

2.5 Reconfigure how garages are managed, internally organized and how different subscription-based access is provided

2.6 Extend public safety enforcement to Sundays

Downtown's parking system works for many of its users, but there are localized challenges and a general sense of public desire to see downtown parking made easier to use. The Parking and Mobility Study identified these challenges through a comprehensive inventory of available parking and field surveys tracking its utilization throughout a typical weekday and Saturday. While many locations are heavily used—even functionally full—at multiple times of the day, large portions of the study area appear to have capacity for supporting users. The study's public outreach efforts confirmed many of these findings, with residents, employees, tourists and business owners alike acknowledging that parking is practically always available, only not in the immediate locations where many people would like it to be.

This points to an opportunity to rethink management so that there is availability in the places with highest demand for access, though this means establishing a system of trade-offs and balances. Price is the most effective of these, and treating downtown's most valuable spaces as the assets they are means setting prices and regulations such that long-term stays in valuable spaces are less likely. Essential to this is providing alternatives for higher-priced parking: making nearby garages a more attractive option for longer-term stays and ensuring that occasional users have access to them, setting lower prices for on-street parking (or no prices at all) in lower demand areas, and, through recommendations presented in Section 4, enhancing transportation options so that more remote parking at a lower cost does not create undue inconvenience for users exercising these options.

To this end, Recommendations 2.1, 2.2, 2.3 and 2.4 presented in this section are closely related and in many ways all components of the same basic strategic approach: demand for parking spaces should be reflected in price to help create availability, and hours of the day with high levels of use should be treated as times where the same system of trade-offs should be applied, not only in the hours in which metering is in effect today.

2.1 Align parking regulations to demonstrated demand

Parking regulations should be set to actively manage parking, which means matching regulations to demand. Regulations should also be easy for the user to understand and for the City to manage. Closely related to other recommendations in this section, this is the basic recommendation for increased price and duration of enforcement in parts of downtown.

Key Action Steps

- **Matching parking rates to demand, including use of rates beyond levels currently identified in the City Parking Ordinance.** Recommended maximum rates are $2 per hour in sections of the downtown core and $1 per hour in other central neighborhoods with lesser demand. This includes elimination of any special free zones in areas that are otherwise priced, such as Broughton Street.

- **Expanding hours of regulation and enforcement** to conclude at 8 pm on weekdays (these hours currently conclude at 5 pm on weekdays) and from 8 am to 8 pm on Saturdays (there are currently no regulation or enforcement hours on Saturdays). No pricing or regulation related to pricing or length of stay will be in effect on Sundays or City-observed holidays.

- **Eliminating time limits for any on-street parking spaces that are priced.** The Parking and Mobility Study recommends that prices be used as the primary lever of controlling lengths of stay and enabling greater availability. This means an increase in prices and regulation beyond current levels.

IMPLEMENTATION GUIDANCE	
Priority Time-frame	**Short-Term (First Year)**
Target Time-frame	**Advertise changes: 6 months Rollout of rates: 9-15 months Install signage: 9-15 months Evaluation: 15-18 months**
Up-Front Cost	**$50,000 - $100,000**
Annual Costs	**Refer to implementation plan**
Partner Agencies	**None**
Strategies to be implemented prior to beginning	**1.1** *(administrative abilities to set price and regulation)* **5.1** *(replace meters)* **5.2** *(ambassador program)*
Related recommendations	**2.2** *(streamlined price zones)* **2.3** *(expanded permit areas)* **2.4** *(coordinated on-street/ off-street pricing)*
Additional Actions	**Quarterly MPS reporting to Council**

- **Establishing time limits or other forms of regulation** for additional spaces that are not currently regulated or priced.

2.2 Streamline parking pricing into a series of tiers with geographic zones

The current system of price and time-limit combinations is highly complex and not intuitive to users. The Parking and Mobility Study recommends replacing this system with a more streamlined system of zones corresponding to a different price level.

Based on current demand profiles, the study recommends two primary zones with priced on-street parking and a third zone with no price but with time limits set to generate appropriate turnover and create availability. Key to this recommendation is that **time limits would be eliminated for any spaces with an hourly price rate (Zones 1 and 2)**, and that price alone would be used to control demand.

This is closely tied to the ability of MPS to be able to set and adjust rates within overall maximum levels determined by Council in an update to the City's Parking Ordinance. Recommended rates are a maximum price of $2 for a central zone (Zone 1) and a maximum price of $1 for a secondary zone (Zone 2). Zone 3 would set time limit regulations only. Any areas outside of these three zones would remain unpriced and unregulated, though parking would be subject to the provisions of the City Code of Ordinances for parking and use of streets.

Key Action Steps

- **Evaluate zones.** MPS should refine definitions of the regulation zones based on ongoing community discussion and outreach.

- **Develop maps and information, and advertise changes.** Once zones are determined, these should be advertised prior to pricing changes taking effect.

IMPLEMENTATION GUIDANCE	
Priority Time-frame	**Short- to Medium-Term (First Two Years)**
Target Time-frame	**Evaluate zones: 1-3 months Develop maps and information: 3-6 months Advertise upcoming changes: 6-9 months Rollout: 9-15 months**
Up-Front Cost	**$100,000 - 150,000**
Annual Costs	**Refer to implementation plan**
Partner Agencies	**None**
Strategies to be implemented prior to beginning	**5.1** *(replace meters)* **5.2** *(ambassador program)* **1.1** *(administrative abilities to set price and regulation)*
Related recommendations	**2.1** *(Set pricing with demand)* **2.3** *(expanded permit areas)* **2.4** *(coordinated on-street/ off-street pricing)*
Additional Actions	**Quarterly MPS reporting to Council as part of 1.1**

- **Rollout of revised rates** will include updates to signage, meter programming and internal revenue accounting. The study recommends that implementation begin with Zone 3 and conclude with Zone 1, with each zone implemented in approximately two months.

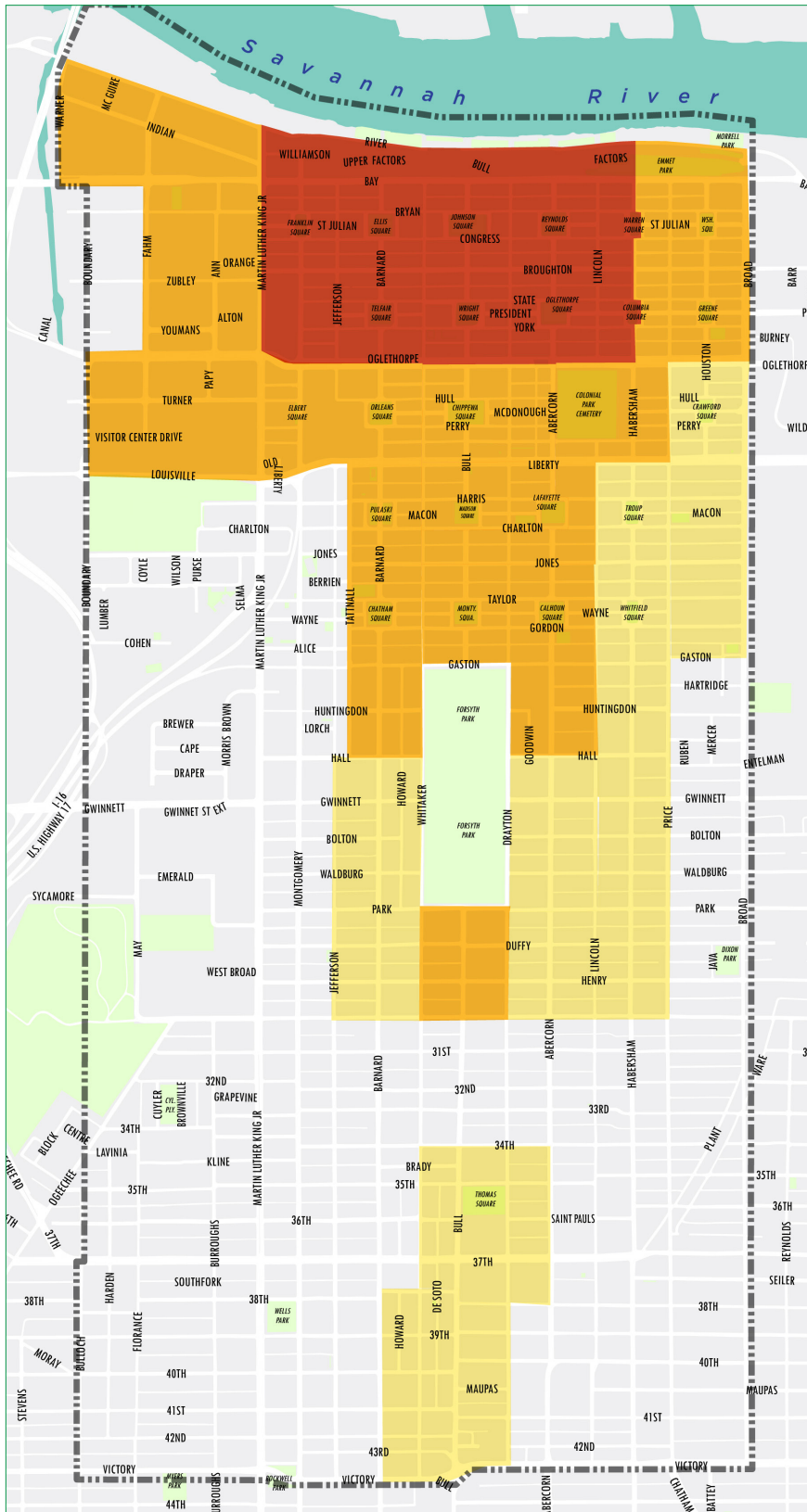Figure 2.2 Recommended pricing zones for on-street parking

Zone 1
Maximum Price: $2/hour
Time Limits: None

Zone 2
Maximum Price: $1/hour
Time Limits: None

Zone 3
No price on parking spaces
Time Limits: From 2 to 4 hours

2.3 Expand use of the residential permit program to protect important street parking for residents

The Parking and Mobility Study recommends expansions to the areas of downtown where on-street parking is priced or regulated for time limits. In these areas, residential permits will be made available allowing residents exemption from regulations. Any permits beyond two for a single household (and any subsequent permits) should be priced on an escalating scale to better recover costs of street maintenance and public safety enforcement.

Key Action Steps

- **Advertising changes to residents.** Begin information campaigns immediately after identified expansions to regulated parking to advise residents of a permit program and their eligibility.

- **Develop maps and information.** Any expansions to regulated and/or priced areas will require maps to be created for residents to understand in which permit zones they belong.

- **Updating enforcement protocols, especially for partner agencies.** MPS enforcement will be made aware of new permit permissions and where they may apply. Partner agencies with enforcement power, such as SCMPD, may also need to be made aware. MPS will exempt any citations given for permit holders in the correct zones.

- **Outreach programs** will be undertaken, especially in partnership with neighborhood associations, to share information on upcoming regulations and permit programs. MPS should target a period of three to six months prior to new on-street regulations taking effect to reach out to affected neighborhoods and

IMPLEMENTATION GUIDANCE	
Priority Time-frame	**Short- to Medium-Term (First Two Years)**
Target Time-frame	**Advertise: 1-3 months Develop maps and increase outreach: 3-6 months Prepare permit media and process advance applications: 6-9 months Rollout: 9-15 months**
Up-Front Cost	**$20,000 - 25,000 for printing and advertisement**
Annual Costs	**Reduced on-street revenue assumed in financial pro forma**
Partner Agencies	**None**
Strategies to be implemented prior to beginning	**5.1** *(replace meters)* **5.2** *(ambassador program)* **1.1** *(administrative abilities to set price and regulation)*
Related recommendations	**2.1** *(Set pricing with demand)* **2.2** *(streamlined price zones)* **2.4** *(coordinated on-street/ off-street pricing)*
Additional Actions	**Quarterly MPS reporting to Council as part of 1.1**

allow residents to begin applying for permits in advance. MPS may consider waiving any permit fees for the first year for a given residence.

2.4 Coordinate pricing between on-street and off-street supply

In many locations today, on-street pricing is either the same rate as nearby garage pricing (at $1 per hour) or less. Even when prices are the same, street pricing is currently in effect for only 45 hours per week, while garage pricing remains in effect the entire week. The table below illustrates current rates and pricing, reflecting a variety of parking scenarios and illustrating the advantage that on-street parking has in attracting users, sometimes for long-term stays.

Garage prices should be harmonized with the prices of nearby on-street parking so that choice of garages for longer-term stays is intuitive and cost-effective for users, thus ensuring availability for valuable on-street spaces. Under the proposed pricing tier system of Recommendation 2.2, each of the City's five garages except the Liberty Street Garage would be located in Zone 1, and today each of these four garages except the Whitaker Street garage is priced at $1 per hour (Whitaker Street is $2 per hour). Surrounding on-street parking would be priced higher than garage parking, increasing a user's incentive to use garages for longer-term stays. If spaces available to transient users in garages are full, street parking is available, or nearby Zone 1 street parking may be available for users willing to park farther away.

	ON-STREET ($1/hour)	OFF-STREET GARAGE
First two hours	$2	$2
First four hours	$4	$4
8 am – midnight	$9	$12-26
5 pm – midnight	$0	$2-10
Saturday, 10a-11a	$0	$2
Saturday, 10a-midnight	$0	$2

IMPLEMENTATION GUIDANCE	
Priority Time-frame	**Short- to Medium-Term (First Two Years)**
Target Time-frame	**Evaluate zones: 1-3 months Develop maps and information: 3-6 months Advertise upcoming changes: 6-9 months Rollout: 9-15 months**
Up-Front Cost	**None**
Annual Costs	**Refer to implementation plan**
Partner Agencies	**None**
Strategies to be implemented prior to beginning	**5.1** *(replace meters)* **5.2** *(ambassador program)* **1.1** *(administrative abilities to set price and regulation)*
Related recommendations	**2.1** *(Set pricing with demand)* **2.2** *(streamlined price zones)* **2.3** *(expanded permit areas)* **2.5** *(reconfigure garage access)*
Additional Actions	**Quarterly MPS reporting to Council as part of 1.1**

2.5 Reconfigure how garages are managed, internally organized and how different subscription-based access is provided

One of the findings drawn from the Parking and Mobility Study public outreach process was a perception of limited availability in the City's downtown garages, with many willing would-be users expressing routine difficulty with accessing spaces due to restricted entry. The current gate access system in the garages will not let users enter the garages once the system reads the garage as full. This does occur in certain garages at certain times—notably Bryan Street during weekday afternoons—although in some cases, gate arm systems are being manually activated once garages reach a certain level and staff determines that a number of spaces must be maintained for monthly permit holders.

In spite of this, **most garages have ample capacity during most times of the day**, especially in the evenings when on-street parking is currently free of charge or time enforcement. This points to opportunity for a different program of management to ensure that these spaces are more broadly available to downtown users.

The study recommends a three-step approach to garage management, detailed as follows:

1. Make garages available throughout the day with separate sections for transient parking customers and subscription (monthly pass) customers.

2. Reorganize garages so that transient customers have access to the first available spaces on lower levels, and install access systems on upper levels allowing only monthly pass holders to access these spots.

IMPLEMENTATION GUIDANCE	
Priority Time-frame	**Medium-Term (Second Year)**
Target Time-frame	**Determine needs and begin procurement: 0-9 months Advertise access changes to current product subscribers: 3-9 months Install technology: 6-9 months Rollout: 9-18 months**
Up-Front Cost	**$50,000 - $100,000**
Annual Costs	**Loss in revenue from reduced permit sales included in financial pro forma; no significant ongoing costs once equipment installed**
Partner Agencies	**None**
Strategies to be implemented prior to beginning	**None**
Related recommendations	**2.1** *(Set pricing with demand)* **2.2** *(streamlined price zones)* **2.3** *(expanded permit areas)* **2.4** *(coordinated on-street/ off-street pricing)*
Additional Actions	**None**

3. Reduce the rate of permit sales to align more closely with observed patterns of permit use in order to maximize the number of spaces made available to transient customers.

In addition, MPS may wish to consider pilot programs to further incentivize garage use over on-street parking, especially in high-demand periods. This may include reduced or eliminated garage pricing in certain hours, such as Monday through Thursday from 6 PM to 6 AM.

Key Action Steps

- **Select vendor and equipment for new access systems and begin procurement process.** Identify a number of spaces to be used in each of the garages for transient use and install gate access equipment in each. The determination of space needed should be made based on current levels of monthly pass use in each garage and target rates of pass product sales.

- **Advertise changes to current subscribers.** Advise current subscribers that the City is changing its parking pass program for garages. Adjust prices on monthly passes to reduce sales of the most oversold garage (Bryan) and increase sales of passes at other garages.

- **Install permit zone access technology.** Determine a number of needed spaces and set access control locations at the level of each garage that preserves ample space for monthly permit holders and other participants in special programs (such as valets).

Figure 2.5 Recommended approaches to con-figuring off-street garages

CURRENT APPROACH

Upper Floor
Typically Transient Parkers Searching For Spaces

Lower Floor
Typically Filled Earlier By Permit Parking

RECOMMENDED APPROACH

Upper Floor "Permit Zone"
Permit Parking allowed

Permit Parking Beyond This Point

Lower Floor "Public Zone"
Restricted to Transient Parking
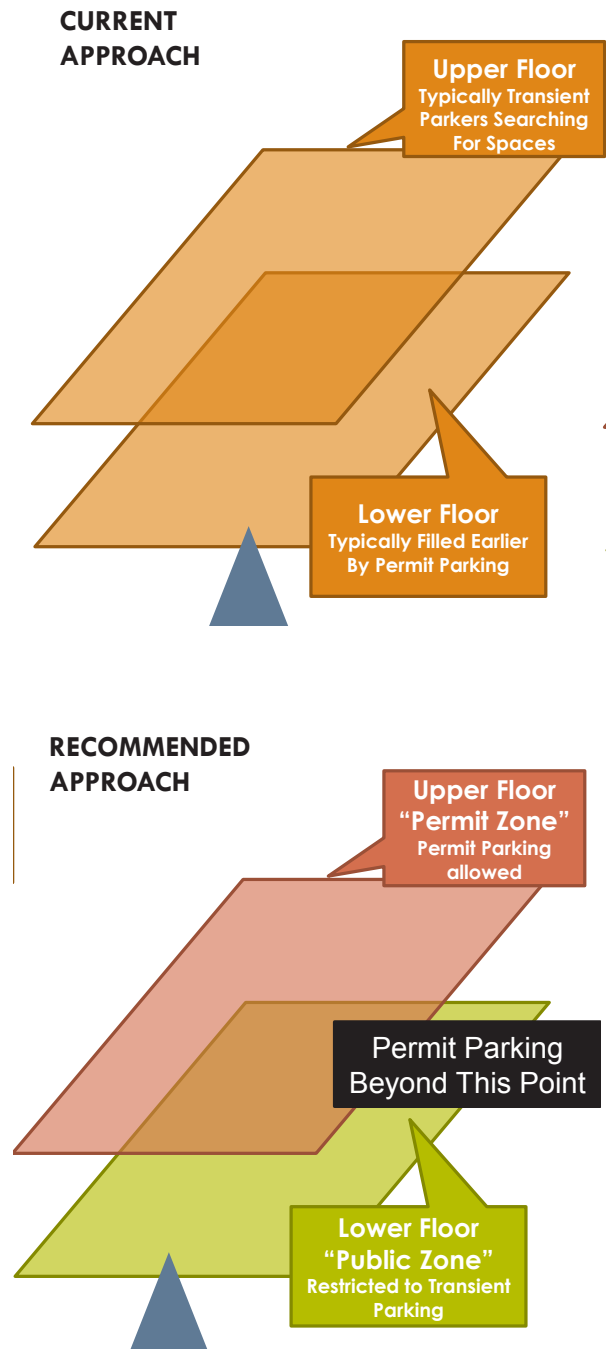
2.6 Extend public safety enforcement to Sundays

Downtown Savannah's many churches are a pillar of its community, and as congregations have expanded in their geographic footprint to other parts of the city and region, automobile access and parking have become essential to these institutions. The City of Savannah has historically allowed many churches special permission in parking, such as parking on otherwise restricted sides of streets and along squares where parking is not currently allowed, and the study has not recommended any changes to these arrangements. However, it is well known that parking violations sometimes occur on Sundays and MPS does not currently assign enforcement officers on that day. As a result, some violations have caused disruptions to general traffic, movement of buses and tour vehicles, and other potential public safety hazards.

The study recommends extending MPS enforcement of public safety violations to Sundays, complementing enforcement already authorized to SCMPD and focused exclusively on safety violations such as parking too close to corners, parking alongside squares in places that would restrict large vehicles from turning, blocking fire hydrants, or blocking lanes and driveways. This Sunday enforcement applies to public safety issues only, not to conventional meter pricing or time regulations. Under the recommendations presented here, meters and time limits would not be in effect on Sundays, just as they are not currently.

With regard to churches, the study recommends that the City develop a systematic plan with any churches who currently use street parking and have special permissions from the City to determine where and how parking is allowed. This is not intended to remove any parking privileges for these institutions,

IMPLEMENTATION GUIDANCE	
Priority Time-frame	**Short- to Medium-Term (First Two Years)**
Target Time-frame	**Outreach program: 0-4 months** **Planning program with stakeholders: 4-12 months** **Enforcement plan: 13-15 months** **Begin enforcement: 15 months**
Up-Front Cost	**None**
Annual Costs	**$20,000 for increased enforcement staff**
Partner Agencies	**SCMPD for updated enforcement coordination**
Strategies to be implemented prior to beginning	**None**
Related recommendations	**2.1** *(Set pricing with demand)* **2.3** *(expanded permit areas)*
Additional Actions	**Ongoing evaluation with affected stakeholders and organizations**

but it is intended to identify locations where violations may occur and establish an understanding between the City and the organization on what is acceptable parking.

This may also involve a re-evaluation of traffic engineering standards used for urban environments, where long-time standard industry resources such as the AASHTO Policy on the Geometric Design of Highways and Streets (the 'Green Book') may impose limitations special parking given Savannah's established street dimensions. More modern references such as the NACTO Urban Street Design Guide should be considered to understand practical dimensions for turning vehicles and other operational needs of the street; the City should consider such guidance in developing its street parking and circulation plans with religious institutions.

This may also identify roles and responsibilities for the religious institution, such as placing safety cones at key locations, bagging parking meters, or distributing information to congregants.

Key Action Steps

- **Schedule discussions with any churches or other institutions with special City permissions for street parking on Sundays.** This should begin immediately after adoption of the study recommendations to reiterate the City's support for churches to have parking and its intent to maintain previous commitments.

- **Develop specific parking plans.** Work with members of these organizations to update current arrangements and identify potential locations for safety violations, along with appropriate actions each party takes to reduce risk of these violations.

- **Begin enforcement after plan completion,** generally in the second year of implementation.

T h e m e 3

Long-Term Planning and Strategies

Recommendations

3.1 Plan for future parking garages and expansions to supply through coordination with development and land use planning

3.2 Revise zoning to better equip the City and MPC to address parking needs in a way that does not create community impact

3.3 Reduce base requirements in zoning where appropriate

3.4 Establish bicycle parking requirements for downtown districts

3.5 Establish a system of payment in lieu of providing parking per zoning requirements

The Parking and Mobility Study has determined that although downtown Savannah faces challenges and occasional, location-specific shortages in parking supply, it generally has sufficient parking for current and expected future land uses downtown and does not presently need major investments in additional parking facilities. Improved management of the current supply will bring new availability of existing spaces and help to address perceptions of insufficient supply.

Nonetheless, downtown Savannah is currently active with redevelopment and the continued growth in the visitor and tourism industry over the last two decades appears set to continue. It is conceivable that there will be a need for additional parking within the next ten years, and the study has identified potential locations for where this parking could be located.

What is critical to consider with this, however, is not just the location and cost of parking, but the way parking can and should be used as a means of guiding development in a way that preserves downtown's community character.

3.1 Plan for future parking garages and expansions to supply through coordination with development and land use planning

Key Action Steps

- **Identify areas of development potential.** The Parking and Mobility Study study explored two of these, the Indian Street-West River Street district and an area east of East Broad Street and south of Liberty Street. Other potential redevelopment areas should be identified with a general assessment of development potential and likely parking demand

- **Develop small area plans.** The City and MPC should develop master plans for potential redevelopment areas to better understand appropriate development scale and potential, sites for large facilities such as parking structures, and opportunity for connecting these areas to other parts of downtown and its transportation system.

- **Determine financial feasibility of structures.** MPS should perform due diligence studies on potential sites to determine overall feasibility and efficiency of structures, and should plan for these structures to be larger than what immediate development potential might suggest. The intent of this is to allow any new investments in parking to support private development, especially through changes to zoning and development regulations defined further in this section, but also to continue to increase public parking supply for the greater downtown area. These spaces might be remotely located relative to high-demand locations, though when connected to downtown with a larger system of mobility options they are natural candidates for lower-

IMPLEMENTATION GUIDANCE	
Priority Time-frame	**Long Term (3-5 Years)**
Target Time-frame	**Determined as needed or based on opportunity**
Up-Front Cost	**No cost to adoption of policy; structure costs based on garage location and determined need**
Annual Costs	**Based on garage location and determined need**
Partner Agencies	**MPC**
Strategies to be implemented prior to beginning	**None**
Related recommendations	**3.2, 3.3** *(Zoning changes)* **3.5** *(In-lieu payment option)*
Additional Actions	**Ongoing evaluation with affected stakeholders and organizations**

priced parking to absorb demand and preserve availability in higher-demand, higher-priced locations.

3.2 Revise zoning to better equip the City and MPC to address parking needs in a way that does not create community impact

Key Action Steps

- **Expand current parking allowances.** Instead of simple base off-street parking requirements, the City and MPC should revise the City's zoning ordinance to allow expanded use of remote parking, shared parking between uses, and on-street credit for off-street requirements in appropriate areas.

- **Consider parking maximums in key areas.**

- **Use on-street credit more extensively, but with a plan to transition to off-street resources as these become available.** Current zoning in certain locations allows on-street spaces to be credited toward off-street requirements. This is a useful practice that helps to bridge the gap between a short-term scenario of limited parking supply and a long-term shared supply sufficient to meet the needs of land uses. In areas where this supply is being planned in concert with development master planning, on-street permissions may be extended beyond current levels, but with a time period in which those permissions will sunset.

IMPLEMENTATION GUIDANCE	
Priority Time-frame	**Long Term (3-5 Years)**
Target Time-frame	**As determined by ongoing zoning update (NEWZO) discussions**
Up-Front Cost	**None**
Annual Costs	**None**
Partner Agencies	**MPC, SDRA**
Strategies to be implemented prior to beginning	**None**
Related recommendations	**3.1** *(Long-term planning)* **3.3** *(Zoning changes)*
Additional Actions	**Ongoing evaluation with affected stakeholders and organizations**

3.3 Reduce base requirements in zoning where appropriate

The findings of the study's land use analysis detailed in Technical Appendix D suggest that many current minimum requirements in Savannah's zoning ordinance are higher in the greater downtown area than they need to be. With this in mind, updates to zoning should consider reducing these requirements within designated areas (such as greater downtown's historic districts) or for specific zoning districts. The current downtown districts, B-C-1 and B-B, both allow development applicants the option of providing no off-street parking. Instead of this approach, reduced minimum parking requirements along with options for satisfying them, as defined in Recommendations 3.2 and 3.5, can help the City and MPC to better understand overall parking supply and help to manage need in locations of redevelopment activity.

Key Action Steps

- **Changes to current zoning.** Text amendments to current ordinance to reduce requirements specific to certain districts and eliminate option for no parking to be provided.

- **Changes to NEWZO drafts.** Ensure that NEWZO reflects new directions from current zoning if City and MPC are not yet prepared to adopt NEWZO requirements.

IMPLEMENTATION GUIDANCE	
Priority Time-frame	**Long Term (3-5 Years)**
Target Time-frame	**As determined by ongoing zoning update (NEWZO) discussions**
Up-Front Cost	**None**
Annual Costs	**None**
Partner Agencies	**MPC**
Strategies to be implemented prior to beginning	**None**
Related recommendations	**3.1** *(Long-term planning)* **3.2** *(Zoning changes)*
Additional Actions	**Ongoing evaluation with affected stakeholders and organizations**

3.4 Establish bicycle parking requirements for downtown districts

Zoning does not currently include requirements for bicycle parking, although bicycle use is common in central Savannah and some downtown locations, especially SCAD facilities, feature extensive bicycle parking that is heavily used. As expanded mobility options for downtown become a greater part of the overall transportation system and support parking, basic requirements for bicycle parking should be included as a part of development review.

Key Parameters/Action Steps
Action Steps

- **Set parking requirements based on uses and intensities, not simply as a percentage of required auto parking.** This can allow relatively inexpensive bicycle parking to be provided at rates consistent with expected use, even when automobile parking is provided at lower levels than today per Recommendations 3.2 and 3.3.

- **Incorporate bicycle sharing into requirements,** allowing applicants the option of paying into a bicycle sharing station or the City's overall program in lieu of meeting their bicycle parking requirements if this would be difficult based on other site development requirements. Large-scale developments such as hotels, especially any that may be developed in the Historic District, may be more constrained than typical buildings in providing large amounts of bicycle parking that is safe and comfortable for users, and a bicycle sharing station may better meet the overall nature of the requirement—to encourage bicycle use for short trips downtown.

IMPLEMENTATION GUIDANCE	
Priority Time-frame	**Short Term (First Year)**
Target Time-frame	**Determined as needed or based on opportunity**
Up-Front Cost	**Based on garage location and determined need**
Annual Costs	**Based on garage location and determined need**
Partner Agencies	**MPC**
Strategies to be implemented prior to beginning	**None**
Related recommendations	**4.4 and 4.5** *(Bicycle system enhancements)*
Additional Actions	**Ongoing evaluation with affected stakeholders and organizations**

3.5 Establish a system of payment in lieu of providing parking per zoning requirements

Another parking management option is allowing development applicants to pay into a parking fund rather than provide their own. This is an approach used in environments where small sites, historic fabric or character, or other unique constraints make it difficult to meet zoning requirements for off-street parking, but where there is still parking demand that may not be met solely from street spaces.

This recommendation is the companion to Recommendation 3.1 in that it creates a formal mechanism for private development to use public parking investment to meet requirements or satisfy market demand for parking.

Key Parameters/Action Steps

- **Define an in-lieu payment amount or series of options.** Typical practice for in-lieu payment options sets a one-time price of less than the cost of construction of a new space in order to encourage use of the program, or sets a monthly fee that must be paid over a given period (typically the life of any bonds or public debt used to construct a garage facility).

- **Coordinate development of ordinance language with master planning process of Recommendation 3.1,** allowing for a more specific understanding of a number of spaces expected for an overall district.

IMPLEMENTATION GUIDANCE	
Priority Time-frame	**Long Term (3-5 Years)**
Target Time-frame	**Ordinance drafting: 3-4 months** **Hearings and adoption: 6-8 months**
Up-Front Cost	**None**
Annual Costs	**None**
Partner Agencies	**MPC**
Strategies to be implemented prior to beginning	**None**
Related recommendations	**3.1** *(Long-term planning)* **3.2** *(Zoning changes for more flexible treatment of parking requirements)*
Additional Actions	**Ongoing evaluation with affected stakeholders and organizations**

Mobility Strategies

Recommendations

4.1 Engage non-automobile transportation modes and options more directly as part of downtown's transportation system

4.2 Designate a mobility coordinator staff position within MPS

4.3 Revise transit service options and use MPS funding to support operations

4.4 Complete bicycle network gaps with low-stress, on-street routes and protected lanes

4.5 Expand current lanes with buffer protection

Downtown Savannah is the hub of the region's multimodal passenger transportation system, with CAT's Rivers Intermodal Facility serving as the nexus of its fixed-route system, two free passenger circulator shuttles, and numerous private tour services. With a large concentration of Savannah College of Art and Design (SCAD) facilities throughout the Parking and Mobility Study area, SCAD transit service and bicycle use are also major parts of downtown mobility. In addition, there is room for these mobility options to flourish even further: the city is renowned for its street plan, and its complete grid of blocks and squares is a natural facilitator for walking, bicycling, and other low-impact travel options.

All of these factors, combined with the recent growth in the tourism industry in Savannah, have led to a recognition of need for enhanced mobility options, many of which are currently provided through partnerships of public and private organizations.

Understanding these travel options will be key to developing a strategic plan for overall mobility in downtown Savannah, especially as limited opportunities exist for adding vehicle parking in the Historic District. Increasing demand for travel to destinations in the greater downtown area suggests that addressing parking alone cannot be the only solution to downtown's transportation needs. However, downtown's multimodal travel options do not currently work seamlessly as a system, leading many would-be users unsure of how to take advantage of these services as a viable alternative to driving and parking.

4.1 Engage non-automobile transportation modes and options more directly as part of downtown's transportation system

The recommended expansion of mobility services is intended to provide options for getting to and around downtown, to reduce the need for driving and parking to satisfy short trips, and to take advantage of downtown's extensive street grid and balance of public and private spaces in allowing low-impact transportation options.

This includes the following specific parameters:

- **Explore feasibility of a formal transportation management association (TMA).** This can allow relatively inexpensive bicycle parking to be provided at rates consistent with expected use, even when automobile parking is provided at lower levels than today per Recommendations 3.2 and 3.3.

- **Assume control of the CAT Bike bicycle sharing program,** with operations and maintenance funded from combined parking and mobility revenue. MPS should also expand partnership options from private sponsors and partners.

- **Integrate branding of parking and other downtown wayfinding into mobility options,** extending the brand materials of the downtown Wayfinding Plan to cover all elements of downtown mobility.

IMPLEMENTATION GUIDANCE	
Priority Time-frame	**Begins in Short Term (First Year), but continues as an ongoing effort**
Target Time-frame	**TMA Feasibility: 0-8 months Bikeshare expansion: two stations per year**
Up-Front Cost	**$75,000 for TMA feasibility study/SaMMI plan update**
Annual Costs	**To be determined based on feasible options, estimated ranges as follows: TDM: $150K - 500K/yr Bikeshare: $600K - 800K/yr**
Partner Agencies	**MPC, SaMMI, Downtown Stakeholder Organizations**
Strategies to be implemented prior to beginning	**1.2** *(use of parking revenue to fund other transportation)* **2.1** *(Set pricing with demand; necessary for funding to provide expanded mobility services)*
Related recommendations	**1.2** *(use of parking revenue to fund other transportation)* **2.1** *(Set pricing with demand)* **4.2** *(mobility coordinator in MPS)* **4.3** *(Enhanced transit options)*
Additional Actions	**Optional TMA establishment**

4.2 Designate a mobility coordinator staff position within MPS

Regardless of the outcome of planning and feasibility of Recommendation 4.1, MPS should assume a broader set of mobility functions and services than it provides today and act as a mobility authority for downtown Savannah. The department will need a dedicated staff position to coordinate these roles and responsibilities and, most importantly, act as a liaison between MPS and key partner agencies such as CAT, MPC and the Georgia Department of Transportation.

Basic Responsibilities for the Position

- **Oversees commuter-based incentive programs.** This position is a de facto TDM coordinator that administers any incentive-based programs the City deems feasible for funding.

- **Manages bicycle sharing program, including program development and partner outreach.** In addition to management of the current bikeshare program once transferred to the City, the mobility coordinator is also responsible for outreach and development of the program through partner-based sponsorships.

IMPLEMENTATION GUIDANCE	
Priority Time-frame	**Medium-term (Second Year)**
Target Time-frame	**12-18 months**
Up-Front Cost	**None**
Annual Costs	**$100,000/year (salary and benefits)**
Partner Agencies	**MPC, SaMMI, Downtown Stakeholder Organizations**
Strategies to be implemented prior to beginning	**1.2** *(use of parking revenue to fund other transportation: any formal changes needed to authority/enterprise fund definition to allow use of parking revenue)* **4.1** *(determine basic feasibility of expanded options)*
Related recommendations	**1.2** *(use of parking revenue to fund other transportation)* **4.3** *(Enhanced transit options)*
Additional Actions	**None**

4.3 Revise transit service options and use MPS funding to support operations

This recommendation is defined separately from 4.1, even though it is similar in overall intent, because of the likely partnership between the City and CAT. CAT's current use of and expertise in managing federal funding makes it a valuable partner for the City, and any transit services the City wishes to fund as its own might likely still be operated by CAT under contract as they are today.

The recommendation is focused on current circulator bus shuttle service and does not include CAT fixed routes, the Savannah Belles ferry service, or the River Streetcar. It envisions combining current shuttle services and adapting current service design from lengthy one-way loops to shorter corridor-based runs. Because of one-way streets in downtown, these are all proposed as loop operations, though substitute routes, such as operating simply back and forth on Broughton Street, are other options the City may wish to explore.

Key Action Steps

- **Collect updated costs and operating information, including ridership, and review current contracts.**

- **Service planning and cost forecasting,** starting from a base of cost-neutral operating scenarios intended to increase ridership and user satisfaction.

- **Draft new contracts and operating guidelines.**

- **Advertise changes to service.**

- **Transition to new operations plan with new shuttle operations.**

IMPLEMENTATION GUIDANCE	
Priority Time-frame	**Medium- to Long-Term (2-5 years)**
Target Time-frame	**Convene operators and review current contracts: 6-12 months Service planning and operations cost forecasting: 9-15 months Advertise changes: 15-18 months Pilot new shuttle service and transitional implementation of operations: 18-24 months**
Up-Front Cost	**$100,000 (operations analysis)**
Annual Costs	**Expected $1.5-2M/year (based on current operating costs)**
Partner Agencies	**CAT, SaMMI, FTA, CORE MPO, Downtown Stakeholder Organizations**
Strategies to be implemented prior to beginning	**1.2** *(use of parking revenue to fund other transportation: any formal changes needed to authority/enterprise fund definition to allow use of parking revenue)*
Related recommendations	**1.2** *(use of parking revenue to fund other transportation)* **4.3** *(Enhanced transit options)*
Additional Actions	**None**

Figure 4.3.A Current downtown circulator service
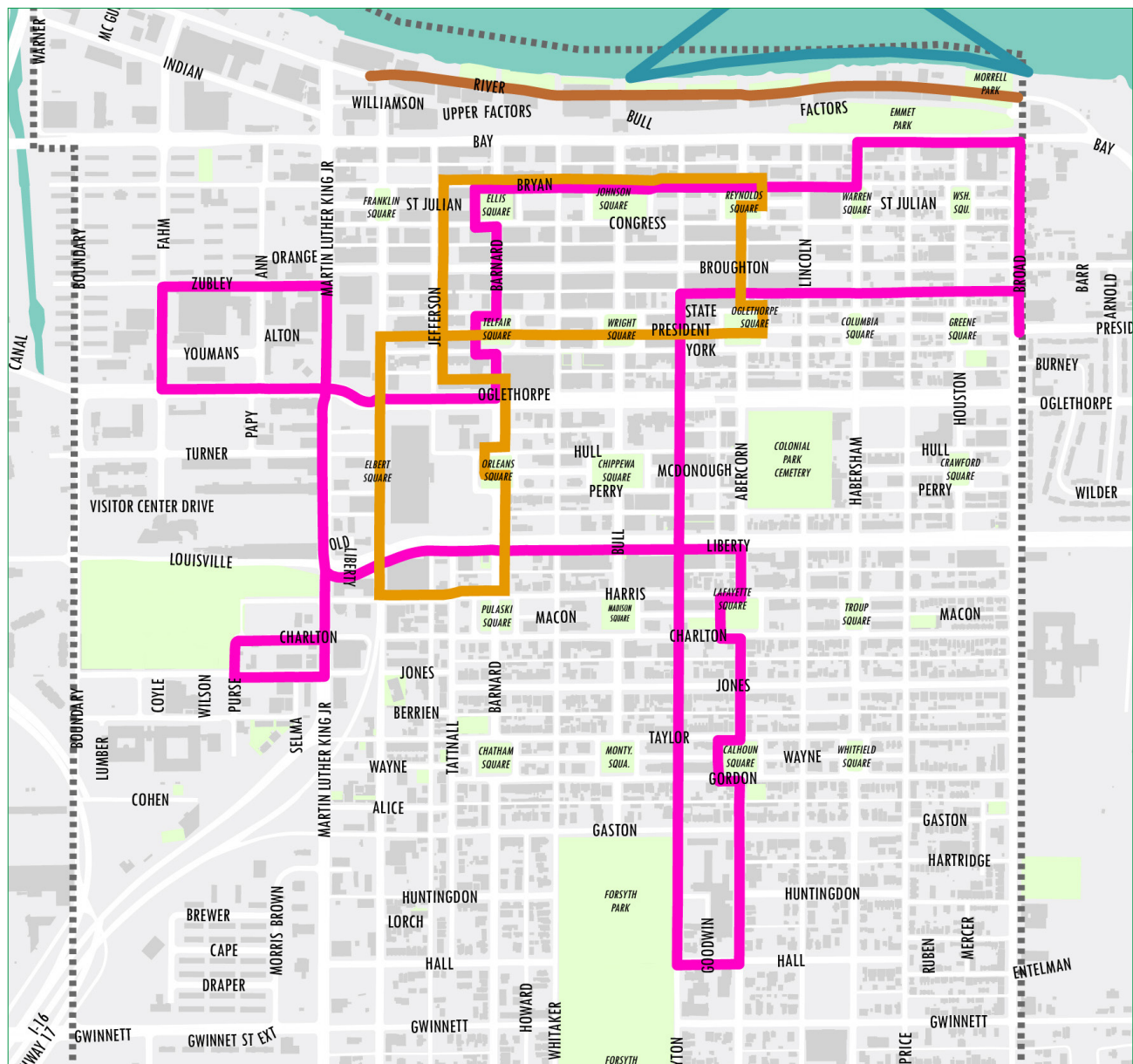
The Dot, operated by CAT under contract from SaMMI, is designed to link the streetcar and ferry services to hotels, the Civic Center, and parking facilities. The service currently features two vehicles in operation, with generally 20 minute intervals between service.

Liberty Street shuttle, which provides connecting service between the Liberty Street garage and other downtown destinations during weekday peak hours.

Figure 4.3.B   Recommended model for downtown circulator service

Broughton Line
Circulates through downtown business and retail district

Liberty Line
Circulates on Oglethorpe and Liberty Streets

Park Line
Circulates on Drayton and Whitaker Streets

Park Line
Potential extension to south end of Forsyth Park
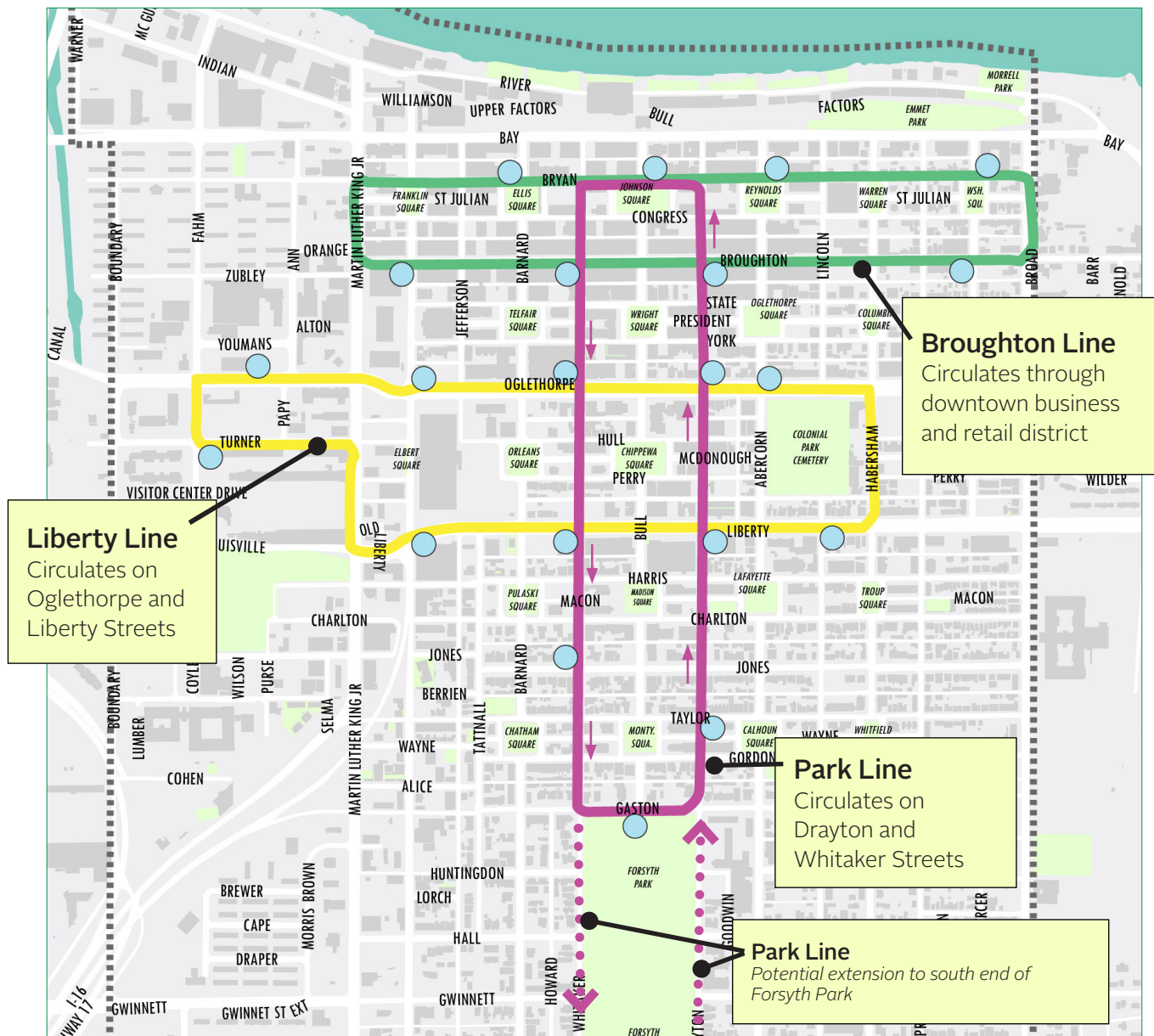
Recommended service uses the same number of revenue service hours and assigns them to a network of corridor-based routes, with suggested names identified in the diagram above. These feature evenly-spaced stops allowing visitors to reach a stop in either direction of a route's loop alignment with a walk of no more than five minutes, and current route alignments should allow 12 to 15-minute frequencies for the same operating cost as current shuttle service, leading to an overall zero-net addition of passenger wait time. Riders use transfer stops between corridors. More detailed route planning will be necessary to identify particular alignments, turn restrictions and other operating factors.

4.4 Complete bicycle network gaps with low-stress, on-street routes and protected lanes

Parking-based revenue from MPS should also be applied to installation of high-quality bicycle facilities to take advantage of Savannah's excellent street network and its year-round cycling conditions—while summer heat and humidity may deter some occasional cyclists, the city is free of snow, ice and other winter conditions that limit cycling's effectiveness as a mobility strategy. The high degree of bicycle use within the SCAD community demonstrates this potential, and expanding cycling to the tourist and visitor population of downtown, who are already likely to be less dependent on driving and parking, helps to connect downtown's many destinations.

Key Action Steps

- **Update City/MPC Bicycle Plan to include candidate locations for new facilities.**

- **Facility design,** starting from a base of cost-neutral operating scenarios intended to increase ridership and user satisfaction.

- **Construction and implementation of new facility,** with ongoing facility additions in subsequent years.

IMPLEMENTATION GUIDANCE	
Priority Time-frame	**Long-Term (3-5 years)**
Target Time-frame	**Install first facility within 3 years of implementation; target an average of 2 miles per year**
Up-Front Cost	**$250,000 - 500,000 (facility installation)**
Annual Costs	**$100,000/year (ongoing installation and regular street maintenance)**
Partner Agencies	**MPC/CORE MPO**
Strategies to be implemented prior to beginning	**1.2** *(use of parking revenue to fund other transportation)*
Related recommendations	**1.2** *(use of parking revenue to fund other transportation)* **3.4** *(zoning bicycle parking requirements)*
Additional Actions	**None**

4.5 Enhance current bicycle lanes with buffer protection

Some facilities already implemented in central Savannah have opportunity to be enhanced to provide the truly high-quality facilities that would confirm the City's commitment to cycling as a form of transportation.

Key Action Steps

- Add buffers to Price Street bicycle lane.

- Add buffers to Lincoln Street bicycle lane.

- Explore Montgomery Street, especially south of Gaston Street, for a protected two-way cycle track.

IMPLEMENTATION GUIDANCE	
Priority Time-frame	**Long-Term (3-5 years)**
Target Time-frame	**Planning and facility design, including public outreach: 24-36 months** **Construction: 36-48 months**
Up-Front Cost	**$300,000/mile (facility installation)**
Annual Costs	**None (regular street maintenance)**
Partner Agencies	**MPC/CORE MPO**
Strategies to be implemented prior to beginning	**1.2** *(use of parking revenue to fund other transportation)*
Related recommendations	**1.2** *(use of parking revenue to fund other transportation)* **3.4** *(zoning bicycle parking requirements)*
Additional Actions	**None**

User Friendliness

Recommendations

5.1 Replace all coin-only parking meters with credit card-ready equipment

5.2 Expand enforcement officers' roles and responsibilities to include 'ambassador' functions

5.3 Establish a warning policy for first-time citations in lieu of issuing tickets with fees

5.4 Expand Wayfinding Plan to integrate downtown branding into more parking and mobility facilities and services

5.5 Invest in real-time information displays for off-street garages

5.6 Simplify loading/unloading zone designations and purposes

5.7 Revise street sweeping schedule

Although many of the core challenges of Savannah's parking system pertain to managing supply and demand, ensuring availability, and expanding the comfort and appeal of transportation options, a more user-friendly parking system might have the greatest impact on improving the image of parking downtown, and some at little or no cost. Parking customers, after all, are people with typical concerns—busy workers pressed for time, Savannahians visiting downtown on special occasions, and visitors wishing for a seamless holiday experience in a memorable place. The parking and transportation system can and should support their experiences, and the study has recommended key changes to enhance the parking system's public appeal.

Some of these are already in place, such as the City's ongoing efforts to replace coin-fed meters with electronic payment technology (which includes adding services allowing payment by mobile devices). Others constitute relatively low-effort actions that take advantage of current City programs, such as the downtown ambassador program.

Others, however, involve a more extensive policy commitment and involve real costs—either up-front costs like such as installation of real-time information displays in parking garages to allow users to make alternative selections, or changes in the overall revenue of MPS, such as adoption of a 'first ticket free' policy that issues warnings for a first citation each year rather than levies a fine.

5.1 Replace all coin-only parking meters with credit card-ready equipment

Already underway, the City should continue its replacement of single-head, coin-only parking meters with electronic technology allowing use of credit and debit cards for payment. When coupled with Recommendation 2.1, this would allow cashless payment for an indefinite period of time, and meter interface should allow options for advance payment to a certain amount coupled with an option to extend payment.

The City of Savannah has begun the procurement process for a mobile payment vendor that would allow customers to use smartphones and other mobile devices to make parking payments. The services of this vendor should be defined, to the extent possible, to allow customers initially paying with cards to use mobile alerts to extend payment—and thus their parking stay—to increase convenience and avoid the need for physical replenishment of payment ('feeding meters').

Although current electronic payment for on-street parking is allowed at multi-space pay station meters, the City should consider concerns of neighborhoods, especially those within the historic district, and allow a mix of multi-space kiosks and single-space meters that are card-equipped in order to minimize aesthetic impact on historic neighborhoods. Doing this can help to build community support for expansions to metered areas as outlined in Recommendation 2.2.

IMPLEMENTATION GUIDANCE	
Priority Time-frame	**Short-term (first year)**
Target Time-frame	**Continue and expand procurement process: 0-3 months** **Installation: 3-12 months**
Up-Front Cost	**$1.5-2M, based on current product costs**
Annual Costs	**Service costs related to mobile payment contract; other vendor maintenance costs**
Partner Agencies	**None**
Strategies to be implemented prior to beginning	**None (implementation was in progress prior to Parking and Mobility Study)**
Related recommendations	**2.1** *(Set pricing with demand)*
Additional Actions	**None**

5.2 Expand enforcement officers' roles and responsibilities to include 'ambassador' functions

In a downtown like Savannah's that has a large visitor population, it is essential for parking not only to be easy and intuitive, but also reflect the spirit of hospitality central to a strong tourism industry. This is nowhere more important than in Savannah, well known as 'The Hostess City of the South,' where manners and gentility are a source of local pride and historic identity. There is every reason for parking—a source of uncertainty and frustration in many places—not only to be different in Savannah but also to enrich the visitor experience and sustain repeat business and long-term viability of the tourism industry.

MPS should expand the roles and job duties of its parking enforcement officers to include downtown 'ambassador' functions that are increasingly used in other downtown settings. The City's Department of Tourism and Ambassadorship Services already provides many related functions and it is not the intent of these recommendations to replicate or compete with that department's services. The role of parking ambassadors will be primarily related to providing information on parking facilities and options, but more broadly will include information on mobility options, guidance on routes to destinations, and general local knowledge.

Key Action Steps

- **Expand job descriptions and duties for current employees and begin training programs.**

- **Update standard operating procedure manuals and other position-specific information,** training new hires on expanded roles.

- **Print maps and other informational materials**

IMPLEMENTATION GUIDANCE	
Priority Time-frame	**Short-term (first year)**
Target Time-frame	**Begin training programs: 0-3 months** **Update SOPs for new hire training: 3-6 months**
Up-Front Cost	**None**
Annual Costs	**$25,000 for promotional materials**
Partner Agencies	**Tourism and Ambassadorship Services**
Strategies to be implemented prior to beginning	**None**
Related recommendations	**None**
Additional Actions	**None**

for field distribution.

5.3 Establish a warning policy for first-time citations in lieu of issuing tickets with fees

Throughout the Parking and Mobility Study study's public involvement efforts, numerous community members, stakeholders, and even out-of-town visitors expressed complaint or frustration with receiving parking citations while believing not to have violated rules. While it is not possible to verify every claim, this is a common experience familiar to virtually anyone who has regularly parked in a downtown environment. With the complexity of regulations on on-street parking in downtown Savannah and the large number of visitors to its downtown, it is reasonable to expect a large number of citations to users not familiar with the system.

In response, the City should implement a warning policy for the first citation of the calendar year, allowing a first violation to be waived without a fine but with a warning that outlines key regulation requirements and directs customers to other sources of information.

Key Action Steps

- **Advertisement of the program.**

- **Creation of a database used to track citations by vehicle license plate number,** and allowing enforcement officers to confirm prior to a citation whether the vehicle has received a warning for that calendar year or not. This will involve an upgrade to electronic hand-held technology capable of communicating with the database, both of which are likely to be the largest cost of the program.

- **Creation of a database used to track citations by vehicle license plate number,** and allowing

IMPLEMENTATION GUIDANCE	
Priority Time-frame	**Short-term (first year)**
Target Time-frame	**Begin advertisements and print warning media: 3-6 months** **Database development: 6-9 months** **Rollout: 9-12 months**
Up-Front Cost	**$50,000 for database development and ticket technology**
Annual Costs	**$20,000 for print materials; changes to citation revenue**
Partner Agencies	**SCMPD for updated enforcement protocol; IT Services (if needed) for database administration**
Strategies to be implemented prior to beginning	**None**
Related recommendations	**None**
Additional Actions	**None**

enforcement officers to confirm prior to a citation when a user would be exempt or not.

5.4 Expand Wayfinding Plan to integrate downtown branding into more parking and mobility facilities and services

The Parking and Mobility Study study identified a need to better integrate parking facilities and options with overall downtown mobility. As parking has been a key component of the City's downtown branding and wayfinding plan and system, there is no need for developing a new system. However, the current plan may be expanded to take on additional elements, such as the bicycle sharing system, circulator shuttles, bicycle parking and downtown's system of bike lanes.

Key Action Steps

- Identify potential expansions of the downtown wayfinding plan and update the study accordingly.

- Allocate funding for signs and send fabrication orders, including signs that incorporate branding but that are used for more roadway-compliant transportation purposes like bus stops or directions to parking. Signs should be compliant with the Manual on Uniform Traffic Control Devices as appropriate.

IMPLEMENTATION GUIDANCE	
Priority Time-frame	**Medium-term (second year)**
Target Time-frame	**Identify needed updates to Downtown Wayfinding Plan: 12-15 months**
Up-Front Cost	**$20,000 - $25,000 for study update**
Annual Costs	**$20,000 - $30,000 for ongoing implementation**
Partner Agencies	**Tourism and Ambassadorship Services**
Strategies to be implemented prior to beginning	**None, though recommendation envisions expanded revenue from changes to pricing parking (2.1) and broader use of parking revenue (1.2)**
Related recommendations	**None**
Additional Actions	**None**

5.5 Invest in real-time information displays for off-street garages

Increasing user-friendliness also extends to off-street facilities, where many users have expressed frustration with inadequate (and at times inaccurate) information, especially related to the 'garage full' indicators being in effect, not allowing customers to enter garages. Real-time information on availability would greatly add to user convenience, allowing parking customers to choose other garages if one garage is at or near capacity.

Key Action Steps

- **Perform due diligence on products and research available options from vendors.**

- **Procure equipment for garage locations.**

- **Install equipment,** beginning with garages currently experiencing the highest rates of overall utilization (Bryan and State). Installation of this display technology should be coordinated with Recommendation 2.5 and any addition of permit zone access equipment.

IMPLEMENTATION GUIDANCE	
Priority Time-frame	**Medium-term (second year)**
Target Time-frame	**Product research and procurement: 6-12 months Installation: 12-18 months**
Up-Front Cost	**$400,000 for five City garages (garage-specific displays only); $800,000 for integrated system**
Annual Costs	**$10,000 - $20,000 for maintenance and vendor contract costs**
Partner Agencies	**None**
Strategies to be implemented prior to beginning	**None, though recommendation envisions expanded revenue from changes to pricing parking (2.1) and broader use of parking revenue (1.2)**
Related recommendations	**2.5** *(reconfigured garage access and needed equipment)*
Additional Actions	**None**

5.6 Simplify loading/unloading zone designations and purposes

Downtown's curbside currently features a complex array of uses and functions, with vehicle parking sharing space with passenger loading zones catering to numerous vehicle types, freight loading, and special permit spaces. While specific users are aware of the spaces serving them, many of these spaces may go unused for large portions of the day, especially in high-demand parking locations.

The Parking and Mobility Study recommends simplifying these zones, using a three-tier system of specialty curbside uses: passenger, freight and special loading to remain reserved for motorcoaches and permit-based vehicles. CAT local bus stops and reserved parking spaces would be maintained.

Key Action Steps

- **Identify spaces that can be consolidated.** Spaces that can share between daytime freight and evening/nighttime passenger combinations should be prioritized to allow nearby spaces to be converted to other curbside use.

- **Evaluate current curbside leases and arrangements.** Do not renew existing leases that will be consolidated into other spaces.

- **Install signs and paint curbs.**

IMPLEMENTATION GUIDANCE	
Priority Time-frame	**Medium-term (second year)**
Target Time-frame	**Identify locations: 6-12 months Notify lease holders: 6-12 months Signage production and installation: 12-18 months Rollout: 18-24 months**
Up-Front Cost	**$25,000 (signs)**
Annual Costs	**None**
Partner Agencies	**Tourism Management and Ambassadorship Services**
Strategies to be implemented prior to beginning	**None**
Related recommendations	**None**
Additional Actions	**None**

5.7　Revise street sweeping schedule

In many locations in the Parking and Mobility Study area, street sweeping occurs at times of high demand, especially in residential areas. Weekends, overnight periods and other hours when parking tends to be more heavily utilized create inconvenience for parking users but also constrain parking supply by limiting when certain blocks may be available for on-street parking.

Based on findings of the study, specifically utilization data presented in Technical Report 3.1, the City has opportunity to restructure its street sweeping schedule to take advantage of periods of lower demand, causing less disruption to the system overall.

Key Action Steps

- **Coordinate with Streets Maintenance Department and propose times for revised sweeping.**

- **Advertise changes to residents,** allowing at least three months prior to changes taking effect. Enforcement officer distribution of flyers or informational notices directly on parked vehicles may be a more effective means of advertisement than direct mailing, especially for rental properties and locations where an owner is not a full-time occupant.

IMPLEMENTATION GUIDANCE	
Priority Time-frame	**Short-term (first year)**
Target Time-frame	**Identify locations: 0-3 months Signage production and installation: 3-9 months Rollout: 6-9 months**
Up-Front Cost	**$100,000 (signs)**
Annual Costs	**None**
Partner Agencies	**Streets Maintenance Department**
Strategies to be implemented prior to beginning	**None**
Related recommendations	**None**
Additional Actions	**None**

Implementation Plan

This plan provides organization of the Parking and Mobility Study recommendations, presenting guidance for implementation based on a series of priority timeframes (short term, medium term and long term). Detailed information from previous sections on each of the recommendations is organized into this implementation system in a way that allows the City to achieve several key recommendations within the first year of implementation.

Major changes to parking policy and management, especially the changes to pricing and regulation to meet demand, begin early steps in the first year of implementation but fully take effect in the second year.

The preceding recommendations each defined a set of implementation factors to consider and identified linkages between key recommendations. This section provides a diagrammatic summary of implementation, organized into the three major time-frames defined in the introduction of this report.

This implementation framework does not provide specific dates for implementation actions, but for each of the recommendations identifies major components that fit into each of the three time-frames. These are color-coded to indicate whether actions may proceed independently (or on an opportunity basis), or whether other actions from related recommendations must first be completed.

Perhaps the most notable example of these connections between plan recommendations is that of recommended changes to parking pricing and regulation. In order for the parking system to ask users to absorb higher rates, it must first streamline and simplify payment systems and options to be more user-friendly. Under this example, the rate increases of Recommendations 2.1 and 2.2 would not be implemented until the replacement of coin-fed meters with electronic technology (Recommendation 5.1) is fully implemented. In turn, several recommendations related to mobility strategies rely on revenue derived from additional parking. It must be reiterated that while the point of recommendations based on parking pricing is not to generate revenue but rather to ensure availability, the Parking and Mobility Study recommends use of additional revenue to increase mobility services so that customers have transportation options—including choosing to use less-expensive parking in lower-demand areas and using multimodal connections to reach their destinations.

This set of examples underscores how the Parking and Mobility Study recommendations are closely related, and that many will depend on reaching milestone steps in the overall implementation process.

TIMEFRAMES FOR IMPLEMENTATION
(When to Implement)

As stated previously, the implementation plan does not provide specific timelines for recommendations, although earlier sections discussing the recommendations themselves provide guidance on a target time-frame for each (both overall time period to be given for the recommendation as well as its starting time relative to implementation of the study).

RESPONSIBLE PARTIES
(Who Implements)

The primary organization to implement the Parking and Mobility Study recommendations will be the City of Savannah Department of Mobility and Parking Services. However, many recommendations involve coordination—if not a formal partnership—with partner agencies to achieve implementation. These are noted throughout the recommendations earlier in this technical report, but have also been included in the implementation schedule diagram.

PRO FORMA STATEMENT AND POTENTIAL RESOURCES
(How to Implement)

This implementation plan also includes a financial forecast and pro forma statement reflecting a typical year's costs and revenues assuming all recommendations are to be implemented. This does not track finances over small periods of time to estimate available balance at a given moment, but it does assume the linkage between different recommendations and the need for some to be implemented prior to others beginning. Refer to the time-frame diagram for additional information on how different recommendations are connected.

TIMEFRAME FOR IMPLEMENTATION

Recommended actions are organized in this table according to priority, with short-term items first and long-term items last. Items already in progress are listed first, as are items already presented to City staff and that received favorable reactions.

Rec. Num	Time-frame	Recommendation	Cost	COS-MPS Agency Partners
5.1	S	Replace all coin-only parking meters with credit card-ready equipment	$1.5M - $2M	None
5.2	S	Expand enforcement officers' roles and responsibilities to include 'ambassador' functions	$25,000	Tourism Management and Ambassadorship Services
5.3	S	Establish a warning policy for first-time citations in lieu of issuing tickets with fees	$50,000 up-front	SCMPD (updated enforcement); IT Services (if needed) for database administration
5.7	S	Revise street sweeping schedule	$100,000	Streets Maintenance Department
1.1	S	Give MPS the administrative authority to manage parking and streamline current approaches, including pricing	$50,000	City Attorney's office for Ordinance Drafting
1.2	S	Use parking revenue to fund overall mobility improvements		City Attorney's office for consultation on EF updates; CAT, SaMMI for long-term implementation and funding partnership
2.1	S	Align parking regulations to demonstrated demand	$50,000 - $100,000	SCMPD (updated enforcement)
4.1	S-L	Engage non-automobile transportation modes and options more directly as part of downtown's transportation system	$75,000 up-front; $750K - 1.3M annual	MPC/CORE MPO; CAT; SaMMI; Downtown Stakeholder Organizations
2.2	S-M	Streamline parking pricing into a series of tiers with geographic zones	$100,000 - $150,000	None
2.3	S-M	Expand use of the residential permit program to protect important street parking for residents	$20,000 - $25,000	SCMPD (updated enforcement); Religious Institutions and other special-permit organizations
4.2	M	Designate a mobility coordinator staff position within MPS	$100,000/ year	MPC/CORE MPO; CAT; SaMMI; Downtown Stakeholder Organizations

| | Action is independent of others and may be carried out separately; recommended time-frames recommend an overall balance of priorities |
| | Action is dependent on other actions, noted with leader bars or with reference to prerequisite recommendations (in parentheses) |

Rec. Num	Short-Term (Year 1 of Implementation)	Medium-Term (Year 2 of Implementation)	Long-Term (Years 3-5 of Implementation)
5.1	Continue/expand procurement process; install new meters		
5.2	Begin training program; update SOPs for new hires		
5.3	Advertise policy; develop database; print warning handouts	Ongoing implementation	
	Develop new schedules with SMD		
1.1	Draft and adopt ordinance giving MPS administrative authority		
1.2	Draft any necessary Council legislation for updating Authority or Enterprise Fund definitions		
2.1	Advertise changes and begin price increase rollout (1.1, 5.1)		
		Evaluate effectiveness and adjust pricing-regulation	Ongoing adjustment
4.1	TMA Feasibility		
		Transfer bikeshare program to MPS (4.2)	
2.2	Evaluate zones, develop maps and begin advertisement (1.1, 5.1)		
		Rollout of price and regulation adjustments (5.1)	Ongoing adjustment
2.3	Evaluate zones, develop maps and begin advertisement (1.1, 5.1)		
		Rollout of zones/price adjustments (5.1)	Ongoing adjustment
4.2	Approval for and advertisement of position	Fill staff position	

Rec. Num	Time-frame	Recommendation	Cost	COS-MPS Agency Partners
2.4	M	Integrate pricing between on-street and off-street supply	None	None
2.5	M	Reconfigure how garages are managed, internally organized and how different subscription-based access is provided	$50,000 - $100,000	None
2.6	M	Extend public safety enforcement to Sundays	$20,000/year	None
5.4	M	Expand Wayfinding Plan to integrate downtown branding into more parking and mobility facilities and services	$25,000 up front; $20,000/yr	Tourism Management and Ambassadorship Services
5.5	M	Invest in real-time information displays for off-street garages	$400K - 800K up front	None
5.6	M	Simplify loading/unloading zone designations and purposes	$25,000 up-front	Tourism Management and Ambassadorship Services
4.3	M-L	Revise transit service options and use MPS funding to support operations	$100K up-front; $1.5-2M annual	CAT and SaMMI for coordination of service delivery; CORE MPO and FTA for potential funding partnerships; Downtown Stakeholder Organizations
3.1	L	Plan for future parking garages and expansions to supply through coordination with development and land use planning	None	MPC for development review and forecasting
3.2	L	Revise zoning to better equip the City and MPC to address parking needs in a way that does not create community impact	None	MPC for zoning ordinance revisions
3.3	L	Reduce base requirements in zoning where appropriate	None	MPC for zoning ordinance revisions
3.4	S	Establish bicycle parking requirements for downtown districts	None	MPC for zoning ordinance revisions
3.5	L	Establish a system of payment in lieu of providing parking per zoning requirements	None	MPC for zoning ordinance revisions
4.4	L	Complete bicycle network gaps with low-stress, on-street routes and protected lanes	$250K - 500K up-front; $100K/annual	MPC and CORE MPO
4.5	L	Expand current lanes with buffer protection	$300K/mile up-front	MPC and CORE MPO

Action is independent of others and may be carried out separately; recommended time-frames recommend an overall balance of priorities

Action is dependent on other actions, noted with leader bars or with reference to prerequisite recommendations (in parentheses)

Rec. Num	Short-Term (Year 1 of Implementation)	Medium-Term (Year 2 of Implementation)	Long-Term (Years 3-5 of Implementation)
2.4		Rollout signage and rate changes for time span, time limits, Saturdays, free areas; extend enforcement (5.1)	Ongoing adjustment
2.5	Determine technology needs; begin/expand procurement process	Install technology; begin changes to subscription product sales	
2.6	Begin outreach and planning programs	Begin enforcement	
5.4		Identify needed changes to Wayfinding Plan	
5.5	Determine technology needs; begin/expand procurement process	Install technology	
5.6	Plan for consolidation/identify locations; contact lease holders	Install signage for consolidated locations	
4.3	Convene operators; review contracts	Develop Operations Plan; pilot service	
3.1			
3.2	Ordinance updates in progress; coordinate changes with NEWZO development		
3.3	Ordinance updates in progress; coordinate changes with NEWZO development		
3.4	Add text to ordinance		
3.5			Institute payment in-lieu system once parking supply has been identified (3.1)
4.4		Planning and Facility Design	Project construction
4.5		Planning and Facility Design	Project construction

PRO FORMA STATEMENT

The table on the following page, adapted from Technical Report 10.1, provides planning-level revenue and cost estimates for a typical year's operations for MPS, assuming adoption of the Parking and Mobility Study recommendations. This table reflects expected costs and revenues beginning in Year 2 of implementation, once changes to meter pricing have had a significant impact on revenue.

As discussed in Technical Report 10.1, these scenarios are generally revenue-neutral, and though losses in revenue due to a reduction in citations and monthly subscription sales have been assumed under recommendations forecasts, increases in other factors, especially on-street meter revenue, make up for this.

Revenues

- On-street meter revenue under Parking and Mobility Study recommendations is given as both a low estimate, which assumes moderately increased pricing of $1.50 per hour in Zone 1 and $0.75 per hour in Zone 2 with an efficiency factor of 0.65, and a high estimate, which assumes more aggressively increased pricing of $2.00 per hour in Zone 1 and $1.00 per hour in Zone 2 and an efficiency factor of 0.85. In either case, on-street revenue is estimated to increase substantially due to a longer enforcement span, the addition of Saturday enforcement, increased pricing and generally higher efficiency factors than those currently observed.

- Citation Revenue is generated from parking and red light tickets, and based on Parking and Mobility Study recommendations of adopting a first-time-free warning policy (Recommendation 5.3) and the elimination of time limits in Zone 1 and 2 priced parking (Recommendation 2.1), citation revenue is expected to decrease substantially from current levels. It is worth reiterating that this has been an emphasized benefit of the recommendations, especially the removal of time limits on on-street parking downtown.

Costs

- Enforcement labor costs are expected to increase with Parking and Mobility Study recommendations, although not proportionally with the increase in the number of regulated/enforced spaces. This is due in part to an increased staff efficiency from writing fewer citations and a resulting ability to cover greater distances in the enforcement area in a given period of time.

- Program costs, such as transportation management services, transit operations and the bicycle sharing program, greatly increase the cost ledger of this pro forma statement, although this is to be offset by increases in parking revenue from metered on-street spaces.

FINANCIAL PRO FORMA FOR Parking and Mobility Study RECOMMENDATIONS: ANNUAL REVENUES AND EXPENSES

		CURRENT PROGRAM		Parking and Mobility Study RECOMMENDATIONS	
		Low	High	Low	High
REVENUES	Parking Revenue	$ 8,350,000	$ 9,080,000	$ 11,330,000	$ 15,400,000
	On-Street Meter Payments	$ 1,600,000	$ 2,000,000	$ 5,000,000	$ 8,740,000
	Pass Products (Day Passes)	$ 150,000	$ 180,000	$ 130,000	$ 160,000
	Off-Street Facilities	$ 6,600,000	$ 6,900,000	$ 6,200,000	$ 6,500,000
	Citation Revenue	$ 2,680,000	$ 2,900,000	$ 800,000	$ 1,550,000
	Fees, Leases and Rents	$ 160,000	$ 190,000	$ 160,000	$ 190,000
	Miscellaneous Revenue	$ 100,000	$ 120,000	$ 100,000	$ 120,000
	TOTAL REVENUES	**$ 11,290,000**	**12,290,000**	**$ 12,390,000**	**$ 17,260,000**
EXPENSES	Enforcement Labor Costs	$ 1,500,000	$ 1,600,000	$ 2,000,000	$ 2,200,000
	Staff Costs	$ 1,750,000	$ 1,950,000	$ 2,050,000	$ 2,450,000
	Contract Services	$ 1,300,000	$ 1,500,000	$ 1,300,000	$ 1,500,000
	Debt Service	$ 2,400,000	$ 2,600,000	$ 2,400,000	$ 2,600,000
	Other Services	$ 2,100,000	$ 2,300,000	$ 2,300,000	$ 2,500,000
	Transportation Management Services	N/A	N/A	$ 100,000	$ 500,000
	Transit System Operations & Maintenance	N/A	N/A	$ 1,000,000	$ 2,000,000
	Bicycle Sharing Program	N/A	N/A	$ 250,000	$ 750,000
	Capital Investments	N/A	N/A	$ 430,000	$ 610,000
	Parking Kiosks	N/A	N/A	$ 230,000	$ 340,000
	Garage Payment Technology	N/A	N/A	$ 80,000	$ 120,000
	Real-Time Information	N/A	N/A	$ 120,000	$ 150,000
	TOTAL EXPENSES	**$ 9,050,000**	**$ 9,950,000**	**$ 11,830,000**	**$ 15,110,000**
	ANNUAL NET BALANCE	**$ 2,240,000**	**$ 2,340,000**	**$ 560,000**	**$ 2,150,000**