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October 12, 2020

(sent via Email: joshq@hiltonheadislandsc.gov)

Mr. Joshua Gruber
Assistant Town Manager
Town of Hilton Head Island
One Town Center Court
Town of Hilton Head Island, SC 29928

Re: *Coligny Area and Beach Access Parking Study*
Task 4: Development of a Parking Master Plan
Walker Project No. 19-001205.00

Dear Josh:

The Town of Hilton Head Island has hired Walker Consultants to prepare a unified and coordinated parking policy that will be used to effectively maximize public parking availability and usage within the Town. The information contained herein represents our development of a Parking Master Plan for the Town of Hilton Head Island. Our plan highlights the findings and recommendations developed from the previous three tasks outlined in the Town's scope of services. What follows is a sequential-step action plan to assist the Town with its implementation needs. The plan is defined by immediate, short-term, mid-term, and long-term action items.

We appreciate the opportunity to be of service to you on this project. If you have any questions or comments, please do not hesitate to call.

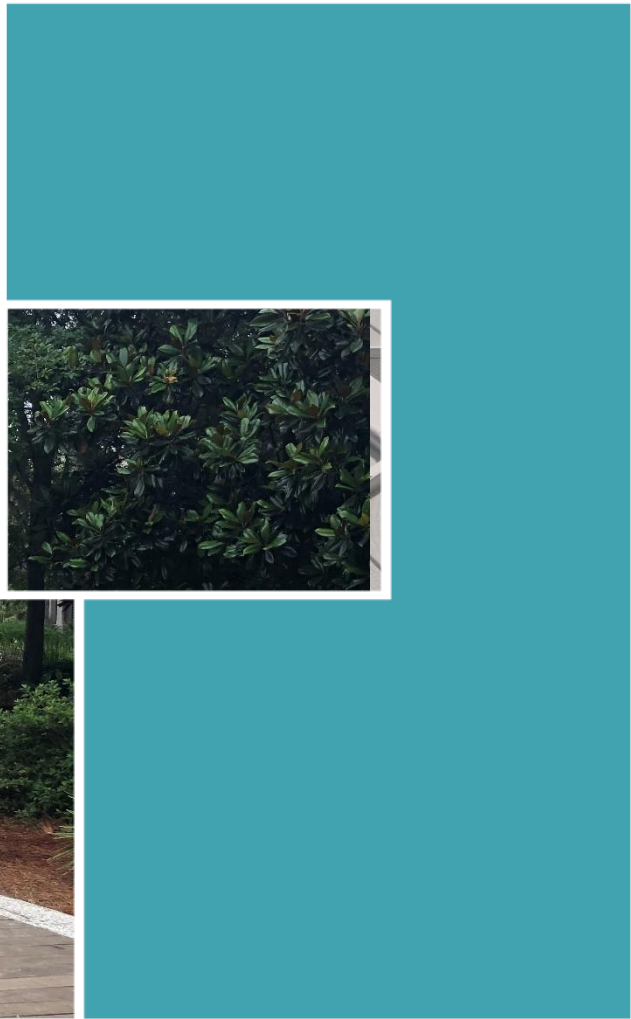
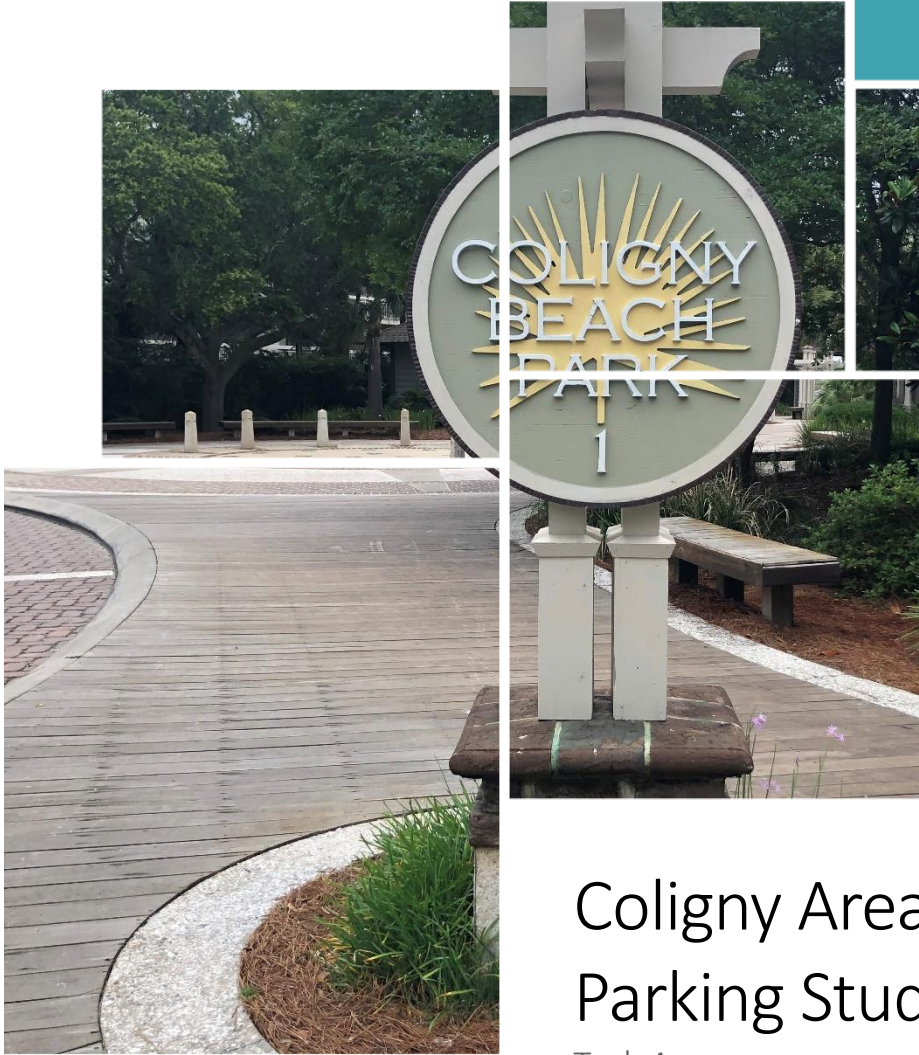
Sincerely,

WALKER CONSULTANTS

A handwritten signature in blue ink, appearing to read "Jim Corbett", is positioned above the typed name.

Jim Corbett, CAPP
Director of Planning Studies

Cc: Joey Rowland, P.E., Walker Consultants
Geoff Posluszny, CPP, Walker Consultants
Tom Szubka, CAPP, CPP, Walker Consultants



Coligny Area & Beach Access Parking Study

Task 4:
Parking Master Plan

October 12, 2020

Prepared for:
Town of Hilton Head Island, SC



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CONSULTANTS

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Introduction

The scope of services for the Coligny Area and Beach Access Parking Study requires the consultant to provide a report to the Town that establishes a unified and coordinated parking policy, to include management, parking fee structure(s), resident pass issuance, regulatory scheme, and collections and enforcement mechanisms which will be utilized to effectively manage public parking availability and usage within the Town.

To satisfy the Town's scope of service requirements, Walker has prepared this final action plan for the Town to consider when implementing a recommended Parking Master Plan. As we have reached this final project milestone, we have strategically identified the actionable items from our initial task deliverables:

Task 1: Initial Stakeholder Intake/Public Parking Inventory and Market Conditions

Task 2: Evaluation of Financial, Current Assets, and Programs

Task 3: Impact of Lowcountry Celebration Park and Future Needs

The following items have been prioritized by immediate, short-term, mid-term, and long-term action items for the Town to consider.

Immediate Action Items (3 to 6 months)



Establish a Parking Enterprise Fund

Similar to a general fund model, an enterprise fund model operates as a Town department with a division manager or director and support staff. A parking division should be a self-supporting government fund solely for the purpose of operating and managing parking. Therefore, revenues generated by the parking division are deposited into the enterprise fund for the sole purpose of operating parking.

Because the parking division must be self-sufficient, an enterprise fund shows a true accounting of parking finances. This promotes budget transparency, allowing the public to see the actual cost to provide and manage parking, and understand the rationale behind parking rates and rate increases. Enterprise funds can retain revenue surplus and use these funds to issue bonds to invest back in the system. A self-funding capital program means parking does not have to compete with other Town programs for capital funds or investment. This allows parking to invest in important infrastructure upgrades to the system that it may not otherwise be able to accomplish under a general fund model. Parking should still be a department of the Town, which can lead to better integration of parking with land use and mobility plans than a parking authority, which is an independent entity.

Under a scenario with the Town of Hilton Head Island, we recommend the Parking Enterprise Fund be the responsibility of the Assistant Town Manager and his or her departmental oversight to include, Legal, Finance, Information Technology, Cultural Affairs and Communications.



Town Code – Title 12 Motor Vehicles and Traffic Control

Under the Municipal Code of the Town of Hilton Head Island, Town Council will need to establish by resolution, additional zones to be known as paid parking zones. The additional paid parking zones should include the beach access areas previously identified in the Task 2 deliverable. The proposed hourly rates are shown below by location and month.

Location	January	February	March	April	May	June	July	August	September	October	November	December
Alder Lane Beach Access	\$2.00	\$2.00	\$2.00	\$2.00	\$2.00	\$4.00	\$4.00	\$4.00	\$4.00	\$2.00	\$2.00	\$2.00
Burkes Beach	\$1.50	\$1.50	\$1.50	\$1.50	\$1.50	\$3.00	\$3.00	\$3.00	\$3.00	\$1.50	\$1.50	\$1.50
Chaplin Community Park	\$1.50	\$1.50	\$1.50	\$1.50	\$1.50	\$3.00	\$3.00	\$3.00	\$3.00	\$1.50	\$1.50	\$1.50
Coligny Beach Park	\$2.00	\$2.00	\$2.00	\$2.00	\$2.00	\$4.00	\$4.00	\$4.00	\$4.00	\$2.00	\$2.00	\$2.00
Coligny Beach Park Access Lot	\$2.00	\$2.00	\$2.00	\$2.00	\$2.00	\$4.00	\$4.00	\$4.00	\$4.00	\$2.00	\$2.00	\$2.00
Driessen Beach Park	\$1.50	\$1.50	\$1.50	\$1.50	\$1.50	\$3.00	\$3.00	\$3.00	\$3.00	\$1.50	\$1.50	\$1.50
Fish Haul Beach/Barker Field Expansion	\$1.00	\$1.00	\$1.00	\$1.00	\$1.00	\$2.00	\$2.00	\$2.00	\$2.00	\$1.00	\$1.00	\$1.00
Folly Field Beach Park	\$1.50	\$1.50	\$1.50	\$1.50	\$1.50	\$3.00	\$3.00	\$3.00	\$3.00	\$1.50	\$1.50	\$1.50
Islanders Beach Park	\$1.50	\$1.50	\$1.50	\$1.50	\$1.50	\$3.00	\$3.00	\$3.00	\$3.00	\$1.50	\$1.50	\$1.50
Lowcountry Celebration Park	\$2.00	\$2.00	\$2.00	\$2.00	\$2.00	\$4.00	\$4.00	\$4.00	\$4.00	\$2.00	\$2.00	\$2.00
Coligny Area On-Street	\$2.00	\$2.00	\$2.00	\$2.00	\$2.00	\$4.00	\$4.00	\$4.00	\$4.00	\$2.00	\$2.00	\$2.00

To accommodate the pay-by-cell phone solution, the Town shall modify Section 12-3-112, Section 12-3-113, and section 12-3-114 to allow for electronic means of payment in the absence of a parking meter requiring a deposit of coin. A written emphasis should be placed on paid parking zone and not parking meter.



Parking Fine Ordinance

The South Carolina State Code (Section 56-7-80 County of Municipal Uniform Ordinance Summons) has the provisions that will allow the Town to create and manage a municipal citation program similar to other South Carolina municipalities such as Greenville, Beaufort, Folly Beach, and Charleston. The parking fine structure should adhere to municipal ordinance language which allows a parking fine to fall under an administrative infraction versus a criminal infraction.

In coordination with Title 12, Article 2 – Parking Restrictions, the Town should establish a new ordinance to amend the parking fine structures. The recommended ordinance will increase the parking violation fine amounts from \$20 to \$50 for parking in violation of Town signs, to include no parking areas and metered parking areas. Under Section 12-3-121, Penalties for delinquent parking fines, the delinquent penalties shall remain unchanged at \$10.00 after 10-days and \$10 after every 30-days. A maximum penalty should be set at \$70.



Parking Enforcement Ordinance

Similar to ordinance language found in the municipal codes of the City of Myrtle Beach and the City of Beaufort, the Town should draft an ordinance subject to Town Council approval by resolution that allows the Town Manager to create administrative public parking policies, reviews, appeals, exceptions and procedures, establish fees, contract with a parking authority or authorize and contract for parking management and enforcement of any provision of Title 12; Chapter 3 – Parking.



Vehicle Immobilization Policy

In addition to the Town's towing ordinance, the Town should revisit a draft ordinance allowing for vehicle immobilization. Under this ordinance, a code enforcement officer or any parking management person certified and designated as under contract by Town Council ordinance shall have the ability to immobilize by the use of vehicle immobilization equipment, any vehicle which is parked in the public right of way, and for which there are three (3) or more outstanding, unpaid, overdue parking citations, the latest of which has been unpaid for a period sufficient of minimum adjudication protocols. An added benefit to the vehicle immobilization policy will allow the Town to address off-island parking scofflaws and repeat parking violation offenders.

Adherence to the Town's towing ordinance shall be executed upon instances where a vehicle is parked in a manner which creates a health and safety concern. Health and safety concerns may be related to no parking areas, overnight parking, or utility easement areas. All other parking violation matters should be handled with the use of the civil citation program.



Residential Parking District Policy

Under the Town's Code of Ordinances, Chapter 3 – Parking; Article 3 – Parking Districts, the Town should propose a policy recommendation to define the steps required to establish a residential parking district (RPD) within the Town. As shared in the Task 2 deliverable, Walker suggests the establishment of an RPD should originate from the neighborhood residents, requiring Town officials to address the formal request by hosting a publicly advertised meeting with the neighborhood representatives.

Similar to the resident beach access parking permit, Walker encourages the use of the vehicle license plate to serve as the virtual permit parking credential within these defined parking districts. Use of an on-line application solution will enable the residents to effectively manage their account, making changes as needed and adding residential visitor parking permits. To help defer the cost of the program (sign maintenance and software subscription fees) we suggest the annual fee for a residential permit be increased from \$5.00 to \$10.00 (Section 12-3-312 – Issuance of permits) and the cost of the resident visitor permit be increased from \$2.00 per vehicle for every two weeks to \$5.00 per vehicle. (Section 12-3-313 – Visitor permits)

Under the scenario whereby a resident wishes to rent their residence under a short-term rental agreement (Interval Occupancy), a policy should be designed to limit the number of interval occupancy permits to one permit per residence per week. We suggest the resident homeowner be responsible for managing this transaction through their on-line account. Similar to the proposed amended language in Section 12-3-312, the fee for an interval occupancy permit should be \$10.00 per year.

It is understood that some non-gated neighborhoods located near beach access areas may have a network of private roadways, limiting the Town's ability to regulate or manage rights of way activity. In these instances, it may be suitable to establish a "no parking" district, whereby no parking signs are simply enforced by the parking management operator.

Short-Term Action Items (6 to 12 months)



Pay-by-Cell Phone Payment Platform

Town officials should consult with the Beaufort County Aviation Authority on their procurement agreement with their pay-by-cell phone provider, ParkMobile USA. Taking advantage of a “piggyback” procurement opportunity may help expedite the process and allow for continuity of customer service between the two government agencies. Should the County’s agreement not meet the desired needs of the Town, we recommend drafting a mobile payment platform RFP and distributing the request for proposal to each of the mobile payment vendors. Once the new mobile payment solution sign package has been designed, the Town should proceed with a marketing and communications campaign and finalize a schedule to remove all remaining pay station kiosks and single-space parking meters upon activation of the new paid parking solution.

As suggested in Task 2, we encourage the Town to explore a best practice environment in which multiple solutions coexist, where customers can continue to use their favorite mobile app from prior experience. Technology is now being developed that will allow municipalities to manage multiple vendor solutions through one aggregator-type solution that will aid in rate manipulation and reporting tools.



Parking Operator Request for Proposal

Town officials should draft a request for proposal for a professional parking management firm to oversee the management of the Town’s public parking program. Professional parking management firms are familiar with the management of municipal citation programs and are adept with the technology solutions that should be employed. The parking operator will hire and manage ambassadorial staff, enforcement staff, administrative staff, and management staff as well as interface with the Town’s special magistrate to hear disputes through the adjudication process. Additionally, the operator will contract with a collection agency to facilitate payment of outstanding violations.

The ability to bring the leadership of the new parking management firm on board during the initial planning and preparation stages will relieve the Town resources from week to week implementation activity as the rollout of the new program approaches. Additionally, the new parking management operator will be able to recruit, hire, and train employees to be familiar with the program requirements before going live. In addition to their personnel services, the parking management operator will be in a position to incorporate their parking enforcement technology solutions, to include the use of electronic handheld devices and license plate recognition vehicles to optimize enforcement capabilities and efficiencies.



Communications Plan

Upgrading the parking program requires a significant investment of municipal resources. A clear and effective communications plan is imperative to the successful implementation and consumer adoption. It would be beneficial to the Town to discuss strategies of successful implementation with the parking system vendors during the interview portion of a request for proposal process.

Based on our experience with other cities and towns electing to upgrade their parking programs, the following list provides a number of key recommendations for communication activities prior to, during, and after implementation:

- Three (3) months prior to implementing the parking program changes, issue a regional and local news release announcing the planned changes for the new parking system.
- Conduct community outreach meetings with local stakeholders in advance of the planned changes.
- Deploy a website landing page with project updates and how-to instructions.
- Develop and provide informational and instructional handouts (card and/or fliers) throughout the commercial establishments and on the Town's website, illustrating the requirements of the new parking system.
- Develop an instructional video for the Town's website (YouTube).
- Issue a progress news release a few weeks prior to the new rollout.
- Install new signs with covers featuring the words "Coming Soon" so that consumers and residents can understand the locations of the new parking program.
- Position trained ambassadors throughout the parking system to assist patrons with using the new public parking solution.
- Provide citation warnings, rather than fines, for a short period of time following the new program deployment. Typically sixty to ninety days should suffice for warnings. The warnings should provide instructional "how-to" and "why" language for future parking sessions.



License Plate Permit Credential Program

Elimination of the adhesive bumper decals with the use of the vehicle license plate as the standardized parking credential will enhance the overall resident customer service experience. Providing an on-line application solution for residents to secure a residential beach access parking permit will most likely expedite the application process and reduce the wait times to receive a physical permit by mail.

Residents without the means toward self-managing their account through an online software solution will be afforded an opportunity to visit the parking management office during business hours to obtain their parking credential permissions. Similar to the current application process, the parking management operator will need to manually manage the process for this exception. Additionally, the elimination of the physical parking decal will reduce annual operating costs for permit purchase, inventory, and distribution efforts.

Once the parking management operator assumes the day to day management responsibilities of the parking system, we recommend the operator be responsible for implementing a permit management software solution that interfaces with their license plate enforcement technology. Pursuit of this software solution should remain an initial focus of the parking management operator's responsibilities during the initial period of their management contract with the Town.

Mid-Term Action Items (12 to 24 months)



Dynamic Wayfinding Solution

To develop the framework for a parking wayfinding solution, the Town should draft an RFP for a dynamic wayfinding solution that is paired with real-time mobile payment transactions and a vehicle counting solution. Use of counting solution (camera or LIDAR) at parking facility entrance and exit lanes will enable the Town to monitor the use of specific location inventory throughout the course of the day. Communicating this information to motorists in advance of their destination arrival will help inform off-island travel decisions and reduce on-island traffic congestion.

In conjunction with the mobile payment solution, the Town should draft an RFP for a vehicle counting system (camera or LIDAR) to record vehicle counts at parking facility entrance and exit lanes. The framework established during this effort will be used to populate a long-term action item for roadway wayfinding signs and the Town's website for parking availability.



Bicycle Facility Infrastructure

Within the initial operating year of the new paid parking program, the Town should proceed with upgrades to the bicycle facility infrastructure. As shared in the Task 1 deliverable, the opportunity to provide additional bike parking capacity at each beach access parking location will allow on-island residents and vacationers to take advantage of the 64 miles of paved pathways instead of relying upon the use of their vehicle.

We recommend a beach access location review be completed to determine where bike parking capacity and bicycle-supportive amenities may be enhanced. We recognize that in some locations, it may be appropriate to temporarily replace paved parking inventory with bicycle corrals and bicycle valet services during peak activity seasons.



Community Partnerships

As discussed in the Task 3 deliverable, once the paid parking program is up and running, the Town should offer the opportunity for the community partners to participate in the Parking Management Plan. Encouraging the local churches along Pope Avenue to offer their inventory in exchange for public parking fees during peak activity

periods will not only help resolve capacity issues but will also provide alternative options toward employee parking solutions and overflow needs.

Under this system, the Town's contracted parking operator could also serve as the parking operator for the community partners, relieving these organizations from any daily operating obligations. Individual management agreements would be required of all partners, allowing for labor and operational cost savings between individual and collective operations. Location revenues generated for parking at the individual locations would be collected and deposited in separate owner bank accounts, keeping the Town's parking revenues separate from the community partner revenues. The parking operator would report to a public/private advisory board, consisting of equal members from the Town and the community partners. Designated parking operation personnel would be assigned to each organization and managed by a district manager with leadership responsibilities for the oversight of all public and private parking facilities.

Long-Term Action Items (2 to 3 years)

Action items under the long-term category have been developed under the vision of using the net operating surplus revenues from the Parking Management Plan. As the components of the Parking Management Plan begin to have an impact on the surrounding neighborhoods and beach access communities, we suggest the following items be evaluated and considered.



Parking Enforcement Expanded Community Roles

Implementing a new paid parking solution in public access areas, may have a supply and demand affect in adjacent commercial areas where paid parking does not exist. Several of these commercial areas already have short-term limits of preferred customer parking initiatives enacted within their properties. Management and regulation of this activity requires the commercial property owner to hire a contract security firm to enforce these regulations during peak season activity periods.

To assist the commercial property owners impacted by the paid parking system changes, we encourage the Town to employ a portion of the net operating surplus revenues from the Parking Master Plan to expand the parking enforcement roles to the oversight of these time-limited commercial parking areas. Allowing the same parking management firm to oversee the neighborhood enforcement responsibilities will create a uniform level of service with a well-branded look and feel.



Wayfinding Infrastructure Solutions

Improving upon the current static wayfinding signs installed in the Highway 278 rights of way would include communication of dynamic data (space availability) concerning beach access destinations. Upgrading these efforts will present a higher-level amenity to motorists as they will have a better idea of what to expect prior to their arrival.

To improve upon the existing wayfinding program, we encourage the Town to work with South Carolina DOT toward the design and development of a series of appropriate digital display signs as visitors approach the Island and proceed to navigate the roadway system toward their beach access destinations. Consideration should be given to the ability for a motorist to safely read a sign while driving, process the information, and decide prior to the decision-making point. Additional availability signs should complement existing wayfinding signs that communicate the location of the various northern and mid-island beaches along William Hilton Parkway. A simple “OPEN / FULL” sign next to the beach name will allow the motorist the confidence that they will find parking available when arriving.

We encourage the Town to seek available DOT grant opportunities supporting this transportation demand management initiative and employ a portion of the net operating surplus revenues from the Parking Master Plan to upgrade the wayfinding infrastructure program.



Additional Parking Inventory Evaluation

A series of parking structure design options have been provided to the Town under the Task 3 deliverable. The options provide a stand-alone parking structure, stand-alone parking structure with adjacent retail, and stand-alone parking structure with adjacent retail and residential above. Each of the three options provide a net gain parking inventory of 264 to 320 spaces on the existing 400-space Coligny Beach surface parking lot.

Should parking demand continue to be an impact concern, we encourage the Town to seek available use of the Island’s Hospitality Tax funding option and employ a portion of the net operating surplus revenues from the Parking Master Plan when considering the design and construction costs for building additional structured parking inventory. Each of these identified income sources would support a best practice, pay-per-use funding option.

