

Transportation and Parking Idea Team

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“Mobility Matters”

EXECUTIVE SUMMARY

All around Annapolis - walking through town, in the grocery store, at the gym and at schools – you hear people talking about transportation. You hear frustrations with finding a parking space; frustrations with getting from here to there; frustrations with uneven sidewalks and buses that break down. It goes on and on.

Transportation inherently impacts the daily lives of Annapolis citizens. Transportation, in all its forms – transit, driving, parking, walking or biking - creates an impression of Annapolis. It affects choices of where to live, where to shop, where to work, and how to relax and play. In reality, urban mobility is essential to the vitality of any city and, clearly, even more so in our historic, pedestrian focused Capital City of Annapolis.

For a service that carries such impact and visibility, the responsibility for its functioning is fragmented across multiple city departments. Under the current structure it is simply not possible to effectively meet the needs of citizens, visitors and business patrons. There is no central responsibility or authority for ensuring that transportation – again, in all its forms – is coordinated, effective and providing the services we need. Therefore, it is this Committee’s primary recommendation that a robust Department of Transportation be created from the fragments existing at the current DOT and in other City Departments.

The new Cohen Administration has a rare opportunity to make a substantial change that would positively impact the lives of citizens in very meaningful ways. Change is never easy, particularly when it involves the reorganization of entrenched offices and work processes. Nonetheless, change is called for, indeed, change is being cried out for around dining room tables, in shops and on ball fields. With senior Department heads leaving, we have a unique opportunity to enact critical change to create a fully functioning Department of Transportation.

Mayor Cohen’s appointed Transportation and Parking Transition Committee was tasked with evaluating and prioritizing transportation and parking services to better serve the mobility needs of Annapolis and its residents. We found that the current Department of Transportation is more of a bus transit service and taxi regulatory agency than a true Department of Transportation that would deal with all aspects of transportation under one roof, since all mobility issues are inter-related and their functionality must be synergistic to be effective. Urban mobility is essential to the vitality of any city and, clearly, even more so in our historic, pedestrian focused Capitol City of Annapolis. The Committee considers as its most important recommendation the incorporation of all aspects of urban mobility into a reorganized Department of Transportation.

The Committee has reviewed transit operations, routes, funding and costs, plus intermodal transfer accommodations and found them sadly lacking. Vehicles are not well maintained, our service delivery system is not up-to-date, and transfer facilities are insultingly inadequate.

Transit is perceived by many as primarily a service for those lacking personal transportation or the inability to drive an automobile. The Committee feels that the transit system should be efficient, attractive, and convenient and should reflect the beauty and significance of our historic Capitol City.

The Committee has reviewed government employee parking space guidelines, use of curb-side parking, parking lot and garage operations and the relationship of parking to other transportation modes with emphasis on transit, pedestrian and bicycle movements. In this report, the Committee provides recommendations on how to accommodate retail customer parking while being sensitive to the needs of residents, other businesses, schools, and visitors.

The Committee enthusiastically submits these recommendations and believes that we can enhance mobility for all who live, work, visit or play in Annapolis. We believe that the time for more studies or blue ribbon reports is past. **It's time for action.**

While the Committee members feel that all of our recommendations are important, we highlight here some that we feel have the most pressing and/or far-reaching implications.

RECOMMENDATION #1: The City should immediately begin a process to reorganize the City government to incorporate the functions of Transportation Planning, Traffic Operations, Transit Operations, and Parking Management and Enforcement into one new Annapolis Department of Transportation (ADOT). The search for the Director of the new DOT should begin immediately, and the Director of the reorganized DOT must have the appropriate professional qualifications and experience and be given the appropriate resources and authority to effectively manage the many serious mobility issues facing all Annapolitans.

RECOMMENDATION #8a: Within 60 days, the Hillman Garage parking permits allocated to City employee monthly parking should be moved to a garage that is not typically full, unless routine daily use of a vehicle is needed for the City employee, allowing additional Hillman Garage space to be available for high-turnover, short-term parking, generating additional revenue of approximately \$200,000 per year.

RECOMMENDATION #4: The City should ask the Community Transportation Association of America to send a team of individual transit experts to evaluate Annapolis' transit operations and provide guidance on changes that would save money while improving service, including the possibility of contracting out aspects of bus operations and maintenance and creating a distinctive identity brand for Annapolis Transit.

RECOMMENDATION #7: The City, with the help of the Annapolis Department of Transportation and its Board of Directors, should lobby State and Federal officials to reestablish Annapolis as its own Metropolitan Planning Organization, thereby making it easier for Annapolis to receive transit operating assistance and other State and Federal grants.

VISION STATEMENT

The Transportation and Parking Transition Team members envision an Annapolis where:

- Transportation, planning, traffic engineering, parking, and public transit and related issues are under one roof with effective leadership that signals real change in how we approach critical transportation issues;
- Traffic flows smoothly, transit is easily accessible, and walking and biking are encouraged through planning and designs that make these practices safe, fun, and environmentally sound;
- Public transit services ensure convenient, efficient, attractive, and well maintained services and equipment, and cater to the needs of all of our residents and visitors;
- Transit service delivery is informed by the latest national “best practices” and brokerage management models;
- Federal, state and local funds are sought after and coordinated in the most cost-effective ways for transit service delivery and equipment needs and to reduce the City’s share;
- Parking and shuttle services are easy and safe and allow for greater use of the Hillman Garage for parking for residents, shoppers and visitors and begin to reduce traffic and parking practices in the downtown area and around the USNA;
- Travel to the Baltimore/Washington areas is convenient and easy, and waterway travel possibilities, both local and long-distance, are explored;
- A gradual reduction of parking in the dock area promotes more green spaces and parks for downtown;
- A bold and real-time signage system makes it easy to find parking and encourages visitors, downtown employees and others to make use of less costly outlying parking areas.

INTRODUCTION

In a memorandum dated November 24, 2009 to the Transportation and Parking Transition Committee, the Chair of the Committee outlined the purpose of the Committee, as described by Mayer-Elect Cohen. The Committee was tasked to evaluate and prioritize transportation and mobility options and services, to review government employee parking space guidelines and provide suggestions on how to accommodate retail customer parking, and to determine how the City can work more effectively with residents and businesses to meet the challenges of residential parking between business, schools, and visitors. To accomplish these tasks the Committee held a series of 10 meetings, from November 18 to January 7, participated in the public input forum on December 12, 2009 at Bates Middle School, gathered multiple previous transition committee reports, reviewed the City Charter, reviewed various parking reports, rode

the public transit buses (individually and in groups), and gathered information from the current Director of the Annapolis Department of Transportation. The Committee members had expertise in a large variety of urban mobility issues, including transportation planning, traffic engineering, parking, public transit, intelligent transportation systems, and accident investigation. This report was reviewed during compilation by all members of the Committee.

The Committee's early meetings were devoted to determining the scope of issues to address, and to identify specific problems that might be the subject of recommendations. The Committee interpreted its tasks in the broadest manner. For example, while this report contains recommendations related specifically to parking, the Committee firmly believes that parking is only one aspect of urban mobility¹, and that all aspect of urban mobility should be addressed together to maximize the social benefit at minimum cost to the citizens. The Committee believes that creating and managing the diverse mobility needs of a busy and popular state capital, which was originally built for travel on foot and horseback takes bold and innovative leadership and wisdom to know that not all will be equally satisfied, but that an array of efficient and convenient choices for all is the best approach to satisfy as many needs as is possible.

The Committee believes that the City of Annapolis has the ability and means to make substantial improvements in meeting the mobility needs of residents, visitors, shoppers, and businesses, and our team's report contains recommendations to further this goal. However, the Committee notes that many of these recommendations are not new, having been presented in substantially similar forms in previous documents. For example:

- In 1998, incoming Mayor Dean Johnson's transition team singled out the Department of Parking and Transportation from among all departments and called for its "overhaul". That "overhaul" never happened and the same issues persisted.
- Mayor Ellen Moyer's 2002 Parking and Transportation Problem Solving Action Team Report focused on downtown parking and shuttle operations, and made a number of well conceived and reasonable recommendations. As far as our team (one of whom chaired that committee) could ascertain, they were not implemented.
- The City recently adopted a Comprehensive Plan with many valuable elements and recommendations that echo much of what our team proposes.
- The ongoing Annapolis Parking Advisory Commission, itself the latest entity in a long line of groups formulating proposals and plans to address parking problems, has come up with a solid list of goals and recommendations, but again, few if any of the recommendations generated appear to have been adopted by the City.
- A few years ago, a multi-governmental study known as The Annapolis Regional Transportation Vision and Master Plan laid out many good recommendations and proposals. Few if any of the recommendations arising from this study were adopted by the City.

¹ Urban Mobility, as defined by the Committee, incorporates Transportation Planning, Traffic Engineering, Transit Operations, and Parking Management.

The reasons for the failure to implement prior recommendations are most likely varied and complex. However, our team believes that substantial improvements can and should be made and urges Mayor Cohen to aggressively pursue improvements to urban mobility in Annapolis, regardless of the hurdles encountered. The Committee believes that the City does not need more studies to determine either long term or short term action, but believes that political will coupled with public support, an efficient government structure, and competent workforce are needed to address a large majority of the recommendations put forth by this and previous committees and teams. We recommend an action agenda and effective leadership!

ISSUES AND RECOMMENDATIONS

The issues and recommendations developed by this Committee were grouped into three categories, Management and Structure, Transit Related Issues, and Parking Related Issues.

MANAGEMENT AND STRUCTURE

ISSUE #1: As available data has been reviewed by the Committee, it has become increasingly clear that there is no single point of contact for urban mobility issues or even for transportation or parking issues in the City of Annapolis, and that this fragmentation of responsibility causes significant governmental inefficiencies. Moreover, this fragmentation means that there is no champion for transportation or parking issues. The Committee believes that this lack of an effective leader is the reason that the findings of many studies and the recommendations of previous committees have been largely ignored. The aspects and consequences of government inefficiencies and ineffective leadership are addressed below.

A. Governmental Inefficiencies: The Committee notes that the four elements of urban mobility: Transportation Planning, Traffic Operations, Transit Operations, and Parking Management are spread over a variety of City departments. This problem of fragmented transportation responsibilities was noted in the January 15, 2002 “Parking and Transportation Problem Solving Action Team Report”, stating “*In the City’s current structure, transportation issues are fragmented between numerous departments...*”. Examples of this fragmentation include:

- The Central Services Department has the responsibility for management of City garages and lots, but does not have the transportation management expertise to ensure that these City resources are utilized to maximize income, take advantage of current technology (such as real-time signage), and to integrate with other urban mobility needs.
- The Department of Public Works is responsible for traffic signals, signage, pavement markings, bike lane designation, and other traffic control devices but does little to coordinate these activities with the requirements of other Departments or any transportation mode other than automobile movements. Little or no role is played in

recommending intersection geometrics or alignments. Intelligent Transportation Systems (ITS) technologies have not been utilized in street operations or intermodal operations.

- The Department of Planning and Code Enforcement is responsible for evaluating traffic and transportation plans, reports, and all land-use, but the Committee found little evidence that attention is given to mobility related issues such as new development trip generation, capacity analysis, required street lane widths, and needed street intersection alignments.
- The Transportation Department (transit operations) is far removed from other City Department activities. Little has been done to integrate transit with street signage, land use planning, optimized shuttle services, or parking garage and lot operations. No effective attempt to recognize intermodal operations of parking, pedestrian, or bicycle activities has been undertaken. Transit-focused ITS technologies to optimize transit route performance or inform riders of real-time schedules have not been deployed.
- The Finance Department is responsible for issuing permits and passes associated with parking facilities. Additionally, the Finance Department handles much of the financial transactions associated with transit operations, collection of parking meter and garage revenues, and budget allotments for transit employee overtime and fuel allocations. A substantial overhead charge is levied upon the transit operations by the Finance Department for its services that form a major cost of running the bus system in Annapolis. The Committee's repeated attempts to gain more insight into this relationship between the Department of Finance and parking and transit operations were unsuccessful.
- The Police Department has the Parking Enforcement function, but has other obvious priorities, and quite often can give only very low priority to parking enforcement at important times, such as during high traffic events like Naval Academy home football games.

Although the Committee cannot provide specific figures for the amount of money wasted by these inefficiencies, we believe that the City can realize substantial short-term and long-term savings through the elimination of overlapping positions and responsibilities and better coordination of City services and departments.

B. Ineffective Leadership: As discussed above, the Committee found numerous examples of previous study findings and committee recommendations that have gone unheeded. The Committee believes that implementation of many of these findings and previous recommendations has the potential to positively address mobility issues facing Annapolis, and that a major reason that many of these findings and recommendations have not been implemented is that there is no single person with expertise in all areas of transportation responsible for transportation issues.

To address the problems of governmental inefficiencies and ineffective leadership for urban mobility issues, the Committee believes that the City government needs to be reorganized to incorporate all aspects of urban mobility in one department of transportation. Furthermore, the Committee believes that this new department should be led by a director who is a champion of

mobility issues with experience in all transportation modes and disciplines, including being conversant with new and emerging Intelligent Transportation System technologies applicable to parking and all modes of transportation. We note that this functional arrangement, headed by a qualified director, can be found in cities of all sizes throughout the country.

The Committee believes this recommendation to be an absolute necessity because the establishment of an integrated department of transportation will set the stage for appropriate action and accountability for all other recommendations on transportation and related issues. Just as importantly, with an integrated department, future mobility issues will have a much better chance of being properly addressed and acted upon responsibly as they arise. For these reasons, the Committee's first and most important recommendation is as follows:

RECOMMENDATION #1: The City should immediately begin a process to reorganize the City government to incorporate the functions of Transportation Planning, Traffic Operations, Transit Operations, and Parking Management and Enforcement into one new Annapolis Department of Transportation (ADOT). The search for the Director of the new DOT should begin immediately, and the Director of the reorganized DOT must have the appropriate professional qualifications and experience and be given the appropriate resources and authority to effectively manage the many serious mobility issues facing all Annapolitans.

To provide additional insight into how the new Department of Transportation should be configured, the Committee provides the following guidance:

ANNAPOLIS DEPARTMENT OF TRANSPORTATION STRUCTURE

The City of Annapolis can optimize all modes of urban mobility by ensuring that four essential municipal functions actually exist and are organized in one Department to promote professional synergy and best engineering and planning practices. Those essential municipal functions are:

- Transportation Planning
- Transit Operations
- Traffic Operations
- Parking Management

Semblances of these functions exist but they are disbursed among several departments and agencies affording neither professional synergy nor cost-effective management. Achieving a competent organizational structure that embraces the four functions described above need not be another example of expanding bureaucracy. Reorganization and simplification of the City's bureaucracy by combining all transportation activities under the umbrella of a single department will yield an efficient and effective response to all aspects of mobility in Annapolis. Such a local government transportation entity would be able to: effectively deal with existing traffic concerns;

provide adequate bikeways and pedestrian access; insure proper transit routes and services; and plan for future transport needs with little overlap.

The following paragraphs describe each of the four specific functions that would constitute the new Annapolis Department of Transportation (ADOT). Additionally the existing departments and agencies currently responsible for portions of the four functional areas are identified. We would ask that these “donor” departments would relinquish such responsibility, associated staff, equipment, and budget to the new ADOT.

Bureau of Transportation Planning

Definition: Transportation planning involves the evaluation, assessment, design and location of transportation facilities (generally streets and highways), sidewalks (footways), bike lanes and public transport lines.

Operational Responsibilities

- Bicycle routes
- Pedestrian access
- Traffic impact review
- Transportation long range planning
- Maintain traffic maps defining parking, traffic volumes, accident locations
- Safety review of all related accident data for facilities improvement where appropriate
- Planned events coordination
- Homeland security emergency evacuation and emergency facilities access

Donor Agencies:

Department of Planning and Zoning – Impact analysis, long rang transport planning, bicycle & pedestrian routes (likely staff transfer, one professional)

Department of Emergency Management - Planning and evacuation functions (likely staff transfer, one professional)

Bureau of Traffic Operations

Definition: *Traffic Engineering* is a branch of civil engineering that uses engineering techniques to achieve the safe and efficient movement of people and goods. It focuses mainly on research and construction of the immobile infrastructure necessary for this movement, such as roads, railway tracks, bridges, traffic control signs, devices, pavement markings, traffic signals and interconnected signal systems.

Operational Responsibilities

- Traffic line painting, traffic signs
- Bike lane delineation
- Traffic signals and signal control systems
- Intelligent Transportation Systems (ITS) applications, for flow monitoring, signal coordination & surveillance
- Traffic data maintenance and collection
- Speed limits and other control devices
- Traffic calming techniques
- Street closures and detours
- Planned events implementation
- Homeland security evacuation route implementation

Donor Agency:

Department of Public Works - Existing Traffic Control and Maintenance subdivision to be moved to ADOT including operations staff & responsibilities e.g.: pavement markings, signage, traffic control devices, etc. (likely minimum staff transfer: one professional, one 3-person crew and associated vehicle(s) stores and equipment)

Division of Transit Operations

Definition: *Transit Operations* refers to the regular supervision and field operations management associated with planning, marketing, organization, supervision, and coordination of the mass transport system components to insure safe reliable transit services in accord with the needs of the community. In essence this constitutes the primary activities of the existing Transportation Department.

Operational Responsibilities

- Transit route management
- ITS applications to route monitoring, bus stop dynamic, real-time signing and surveillance
- Fleet and facilities maintenance
- Scheduling
- Transit route planning

- Transit services marketing and outreach
- Taxi Regulation & Inspection
- Budget management
- Homeland security evacuation transit routes locations and maps

Donor Agency:

Entire Transportation Department absorbed as major component of ADOT

Division of Parking Management

Definition: *Parking management* refers to various policies and programs that result in more efficient use of parking resources in accord with the specific needs of an overarching transportation strategy.

Operational Responsibilities:

- Parking garage operations, maintenance, management
- ITS applications for parking management and real-time parking signage availability
- Parking lot management
- On-street metered parking management
- Budget and parking fee structure management
- Parking district boundaries

Donor Agencies:

Central Services Department - Management of Garages and Lots (staff transfer unknown)

Possibly Finance Department - Permits & Passes plus Accounting (staff transfer unknown)

Stand Alone Offices

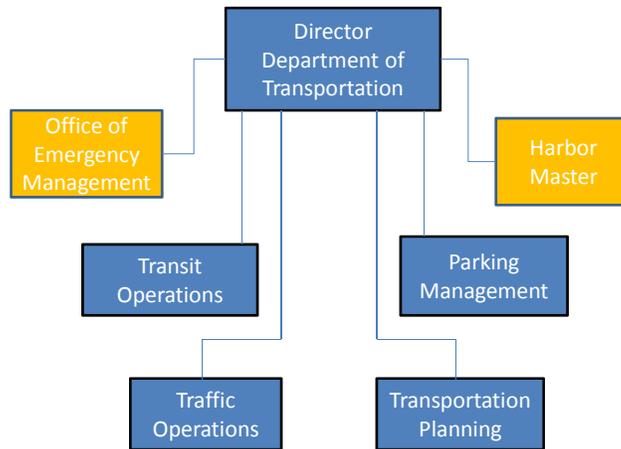
In addition to the four functioning units within the proposed ADOT, there are two small existing entities that should retain their individuality yet be incorporated within the ADOT. Each would benefit from the synergies afforded by association with and administrative support of the ADOT.

The Office of Emergency Management (Homeland Security): Homeland Security issues are closely related to the need for mobility in the context of a crisis. Annapolis is a potential terrorism target, and emergency evacuation plans and emergency vehicle priority routing are Homeland Security/Transportation concerns. In fact Annapolis's transportation infrastructure is itself a potential target and protection concern. Many of

the ITS technologies, such as digital image recognition systems, utilized for advanced transportation monitoring are applicable to Homeland Security surveillance applications.

The Harbor Master’s Office: The Office of Harbor Master is an important and revenue-producing part of the City, and would be an integral part of the multi-modal transport future of Annapolis. This Office can be best served administratively and functionally as a part of the ADOT. Annapolis is a potential port of call for future high-speed ferry services that have been referenced in several planning studies.

ADOT Organization



The Committee also discussed the recommendation for a reorganized Annapolis Department of Transportation with the Government Structure Transition Committee, and that Committee also lends its support to the recommendation.

The Committee recognizes that the Director of the reorganized Department of Transportation would be a senior level position within the City government, and that this specific position could be perceived as added expense. However, the Committee notes that the reorganization of the ADOT will allow the elimination of other positions and lower personnel cost. Even if a reduction in personnel cost cannot be immediately demonstrated, the Committee is unanimous in agreeing that this position is needed so that a qualified individual is in place to lead the ADOT, to initiate changes, and to evaluate options. Furthermore, the Committee’s next several recommendations are expected to result in substantial increased revenue for the City, and an experienced Director of the ADOT is needed to ensure that the maximum benefit is derived from the proposed changes.

ISSUE #2: As part of its data gathering, the Committee heard numerous complaints regarding specific aspects of on-street and off-street parking, the performance of the transit system, the maintenance and operation of traffic lights, and street markings for bicycle lanes, for example. In addition, the majority of individuals voicing these complaints reported that they found no effective method of resolving their concerns, or that when they attempted to work through existing City Departments, their complaints were largely ignored. While specific complaints such as these are outside the scope of the Committee, we did find that there is no effective avenue through which these types of complaints can be addressed. The Committee believes that there is a need for an effective Citizens Advisory Council to act as a liaison between the public and the Department of Transportation. The Committee is aware of the existing Transportation Advisory Board, but finds that this Board exists in name only and is ineffective in providing oversight, accountability, and consumer advocacy for transportation issues. Much more active is the Annapolis Parking Advisory Commission, which is used by the City as a resource for information regarding parking issues. However this Commission is not designed to address citizen complaints, and is limited to issues related to parking only. Because of the need for an effective citizen advocate for all transportation modes the Committee recommends that:

RECOMMENDATION #2: The revised Department of Transportation should create a Citizen Advisory Council for the purpose of receiving citizen input and complaints regarding mobility and parking issues. The Citizens Advisory Council should include members representing transit users, bicycles riders, businesses, and the Department of Transportation. The Council should have some method of tracking and accounting for citizen suggestions and complaints and be required to make a yearly report of actions taken in response to their input to the Department of Transportation.

ISSUE #3: The Committee is aware of multiple sources of grant and economic stimulus money for projects related to transportation, and believes more effective selection of grants and improved drafting of grant requests will result in a significant increase in the grant money provided to Annapolis for capital improvements. The Committee is aware of the current programs utilized by the existing Department of Transportation for grant assistance from State, County, and Federal sources such as Large Urban, S5307, S5311, RCB, and ADA. In addition to these traditional transit grant program sources, the Committee is aware of Homeland Security, FTA, and FHWA grants for ITS technology deployment, Federal Stimulus pass through funding via State grants, and, most notably, Federal DOT Livability Initiative Program grants (S5309). Because there is a potential for a significant influx of outside money for transportation projects, such as creating a centrally located bus transfer facility, the Committee recommends that:

RECOMMENDATION #3: The City should broaden efforts to secure grants related to transportation infrastructure from all available sources.

TRANSIT RELATED ISSUES

Public Transit is a public service and should be available and accessible to all the people who live in our community. The transit system in our State Capital should be attractive, efficient, easy to use and affordable. Certainly, in this day and age, no one should be prevented from getting a job, going to school, seeking medical care or taking care of every-day needs just because they don't own or cannot afford a car or do not drive because of age or disability. In a 2008 report entitled Poverty Amidst Plenty, the Community Foundation of Anne Arundel County cited lack of transportation as an important factor contributing to poverty in this County. It also raised the issue of an 80 percent increased growth in people aged 75-84 in our County, compared to 19 percent in the overall population. These issues, along with the growth we in Annapolis are currently experiencing, certainly point to an even greater need for an effective local public transit system in the future. In addition, our needs to connect to other parts of the Baltimore-Washington metropolitan areas will increase as our travel patterns change and expand.

The members of the Transportation and Parking Transition Team visited the transit operations at the Transportation Department on Chinguapin Round Road for a tour of the facility. Others rode buses and visited the transfer area located on Spa Road. Several of us met with the Transportation director and Department staff. We were provided with reports on current services, capital equipment, personnel and individual responsibilities, and financial information on operations and equipment.

In addition, we looked at recent documents, including the City of Annapolis Comprehensive Plan 2009, the Transit Development Plan from the Citizens Advisory Committee Meeting December 15, 2009, the West Street Transit Study, Annapolis, Maryland completed by Kettelson & Associates, Inc. in July 2009 and, as part of the Mayor Cohen's transition team, we also participated in a Public Forum for all transition team members and invited the public to come and talk with us informally. We heard some individual complaints about the transit system, particularly with regard to the poorly maintained vehicles, the lack of heat or air conditioning, and the need for more information on services and accommodations for riders with disabilities. We also learned from one participant that a Citizens Advisory Council was formed last August to deal with consumer issues and felt that the formation of this council was welcome and way overdue.

Our Committee found that the current public transit system style of operating is outmoded and costly; many of the vehicles are unattractive, uninviting, and sometimes inappropriately sized for the type of service it provides and for the smaller streets of Annapolis. We also learned that public transit is not sufficiently serving the diverse needs of residents of Annapolis and surrounding areas. For example, in addition to service deficits, we found the existing transfer area on Spa Road to be inadequate, lacking a proper facility and amenities such as a building under roof and adequate restrooms.

A November 2009 Department of Transportation report stated that the 10 year-old "pulse system" of service delivery is not meeting its goal of on-time delivery. In addition, a 2008 audit by the Maryland Transit Administration (MTA) concluded that the Annapolis' transit buses were not being properly maintained. The MTA's latest audit found the maintenance supervisor was "not capable of properly running a maintenance operation on a daily basis" and "that maintenance planning (as well as execution) seems to be non-existent."

ISSUE #4: Our current transit system is outdated in terms of its planning and service delivery methods. It has practically no contracts for service with other entities or organizations, and the system is a drain on the city budget. It appears that most of our match money for equipment, for example, generally comes from local funds (off-street parking funds). In addition, the current system of service delivery and maintenance is too costly, with overtime well exceeding budgeted costs. The Committee is aware that the Community Transportation Association of America can evaluate Annapolis' public transit operations and provide guidance on

- which portions of the operations should be provided by the city or should be contracted out,
- how the services should be delivered,
- if public-private partnerships might be established,
- how Annapolis might tap into some other Federal resources (such as those from the U.S. Department of Health and Human Services) to offset some of our current costs, and
- generally give up-to-date information on "Best Practices."

Because this service is provided at no cost to Annapolis, consulting with the Community Transportation Association of America has the potential to significantly reduce the operating costs of the transit system while improving service; and the Committee therefore recommends:

RECOMMENDATION #4: The City should ask the Community Transportation Association of America to send a team of individual transit experts to evaluate Annapolis' transit operations and provide guidance on changes that would save money while improving service, including the possibility of contracting out aspects of bus operations and maintenance and creating a distinctive identity brand for Annapolis Transit.

ISSUE #5: It seems that at one time an Oversight Committee, or Board of Directors, did exist for Public Transit, but it appears that it no longer functions in this role. In fact, it seems that there is no current Board of Directors responsible for oversight of Public Transit in Annapolis. The Committee feels that a Board of Directors, composed of transit and financial professionals, as well as a representative appointed by the Mayor, can assess the services and finances of the public transit system, help with recommendations on funding and contractual, technical, and other issues, and assist with maintaining important contacts with local, county, state and Federal representatives. Because the Committee believes that an effective Board of Directors will compliment the Department of Transportation over the long term by providing guidance on emerging issues and the changing transportation environment, the Committee recommends that:

RECOMMENDATION #5: The City should re-form an effective Board of Directors to provide oversight and guidance to the Department of Transportation.

ISSUE #6: The City is in need of a centrally located and improved intermodal transfer facility that features not only transit vehicles but is attractive to transit patrons and offers some conveniences such as covered waiting areas, restrooms, vending or concessions, and secure bicycle storage. The Committee envisions this facility as an important symbol of Annapolis'

role as the State Capitol and a showcase for progressive transportation infrastructure. The City is also in need of a better information distribution system to afford real-time scheduling and modal transfer. A real-time bus arrival system that is also available on the Internet would be most helpful. A real-time bus arrival information system has the potential to increase ridership by affording reliable and predictable bus arrival times. The current bus passenger shelters are designed to accommodate that type of system. It was to be procured long ago but the funds were not available. Although creation of a transfer facility is a longer term project, the Committee felt that this is a step that has potential to enhance the ridership of the transit system and thereby increase revenue. Therefore, the Committee recommends that:

RECOMMENDATION #6(a): The new Department of Transportation should investigate locations, costs, and benefits associated with a centrally located bus transfer facility with conveniences to passengers such as covered waiting areas, restrooms, concessions, and secure bicycle storage. This investigation should be completed within the first 6 months of the Cohen Administration.

RECOMMENDATION #6(b): A real-time bus arrival and patron information system should be evaluated and implemented if economically justified.

ISSUE #7: One of the impediments to efficient operation of the transit fleet and one of the difficulties encountered in generating transportation infrastructure grants for Annapolis is that the City, once a stand-alone Annapolis Metropolitan Planning Organization (MPO), is part of the Baltimore Metropolitan Planning Organization. Perception is reality when it relates to regional influence and expertise. The City of Annapolis is not viewed as a regional leader on transportation related matters for a number of reasons. Recommendation #1 specifically addresses the need for professional multi-modal transportation leadership and an organizational structure designed to exploit the synergistic relationships of the several transportation functions. The Committee further believes that Annapolis would be in a position to much more actively pursue grant money and to operate the transit system and all other aspects of its transport infrastructure in a manner that befits the unique geography and issues associated with Annapolis, if the City was again designated as an MPO separate and uniquely distinct from the Baltimore MPO. The Committee believes that this change is necessary because of Annapolis' unique and historical significance, its State Capitol status, its strategic location between Baltimore and Washington, and the presence of the Naval Academy within the City. Therefore, the Committee recommends that:

RECOMMENDATION #7: The City, with the help of the Annapolis Department of Transportation and its Board of Directors, should lobby State and Federal officials to reestablish Annapolis as its own Metropolitan Planning Organization, thereby making it easier for Annapolis to receive transit operating assistance and other State and Federal grants.

PARKING RELATED ISSUES

Our Committee was specifically asked to review government employee parking space guidelines and provide suggestions on how to improve parking. The Committee is sensitive to the difficult parking situation for residents of the older sections of the City which generally are in close proximity to business and commercial activities and the USNA. We have found that close-in parking is currently overly focused on monthly parking and vehicle storage during daily working hours. Close-in garage parking should focus on quick turnover and facilitate downtown commerce, dining, and shopping not the storage of unproductive cars. Although the unavailability of parking at Hillman Garage is not infrequent, and other garages are full on occasion, the Committee has found that generally there are sufficient parking spaces in the City garages and elsewhere. For this reason, the Committee believes that the Annapolis “parking problem” is more of a parking management problem. It is our hope and expectation that many of the parking management problems will be addressed more efficiently by a reorganized Department of Transportation, as previously recommended in this report. Changes that would improve parking have been suggested on multiple previous occasions, but, for a variety of reasons, were not adopted. This Committee iterates several of these recommendations, as discussed below. The Committee strongly believes that improved parking management will mean increased revenue and less of a tendency for visitors to park on close-in residential streets.

ISSUE #8: Annapolis’s “parking problem” is that there are insufficient short term parking spaces available at a reasonable price close to downtown shopping. To a large degree, downtown businesses rely on the availability of close-in, short-term parking for their customer base, and the dominant resource for this type of parking is Hillman Garage. However, during the day, the garage is typically nearly filled with monthly parking² including substantial City employee monthly parking, leaving few spaces for short term parking for business patrons. The Committee believes that Hillman Garage would provide much more benefit to the City and its businesses if most of the City employee monthly parking permits in Hillman Garage were relocated to other parking facilities. Knighton Garage and Park Place Garage are both underutilized and would be appropriate locations for the City employee monthly parking. It is recognized that some of the employee monthly permits holders have legitimate need to park at Hillman Garage. For example, employees whose job requires them to make frequent daily trips away from their office should not be required to relocate.

The Committee estimates that removing 100 monthly permits from Hillman Garage could generate approximately \$200,000 per year in additional income for the City. For example, if 80 of these 100 spaces were utilized 5 hours per day at \$2 per hour by short term parkers 5 days per week, they would generate additional revenue of \$208,000 per year.

² Approximately 85% of the spaces in Hillman Garage are allocated to monthly pass holders.

To provide additional close-in parking for business patrons and to provide additional revenue to the City, the Committee recommends that:

RECOMMENDATION #8a: Within 60 days, the Hillman Garage parking permits allocated to City employee monthly parking should be moved to a garage that is not typically full, unless routine daily use of a vehicle is needed for the City employee, allowing additional Hillman Garage space to be available for high-turnover, short-term parking, generating additional revenue of approximately \$200,000 per year.

Similarly, it has been reported that State employees utilize up to 180 spaces as monthly pass holders in Gotts Garage without paying any fee or a reduced fee even though the State has its own Bladen Street Garage. Although the Committee has not been able to confirm this report, if it is true the situation would be very similar to the large number of monthly permits at Hillman Garage and should be expeditiously corrected. The Committee therefore recommends that:

RECOMMENDATION #8b: The City should confirm whether or not State employees hold monthly passes to spaces in Gotts Garage, and if so, ask the State to give up those spaces so they could be filled by short-term customers, thereby increasing the revenue to the City.

ISSUE #9: The Committee also recognizes that requiring a substantial number of City employees to park at more remote locations instead of the much closer Hillman Garage places a burden on these employees. In order to minimize this burden, the Committee also recommends that:

RECOMMENDATION #9: The City should provide frequent and secure shuttle transportation between remote parking locations and the downtown area, especially during peak demand times for City employees.

Providing a shuttle for City employees would be an additional expense for the City that would reduce the additional revenue generated at Hillman Garage. The Committee envisions this shuttle eventually becoming a revenue generator and thus self-supporting as more business employees elect to park in City garages³.

Moving the majority of City employee parking out of Hillman to allow for more short term parking in the large-volume parking facility closest to the downtown shopping area seems to our Committee to be an obvious change that would increase City revenue and benefit downtown merchants.

³ It is expected that Annapolis at some point will purchase and use license plate recognition technology, and that business employees will find it increasingly difficult to park in 2-hour residential areas without getting parking tickets. Increased business employee utilization of the parking garages should greatly reduce the parking pressure on residential streets, afford more on-street parking opportunities for customers and patrons of businesses, and provide a potential revenue source for the shuttle system.

ISSUE #10: The Committee also learned that there are typically large numbers of unused parking spaces in Park Place Garage and that this garage charges a flat rate of \$10 to park. It seems obvious that the under-utilization of this garage is tied directly to the inflexible and relatively high parking fee at this location. The Committee had insufficient time to investigate the rationale for the rate structure at Park Place Garage, but it is clear that allowing rate flexibility and/or a reduction in the flat rate fee has the potential to substantially increase revenue by attracting more parking patrons. More use of this garage would have the added benefit of moving parking away from residential streets. The Committee therefore recommends that:

RECOMMENDATION #10: The City should identify the constraints on Park Place Garage rates and provide flexibility to adjust the rates to increase use of this facility and to generate additional revenue.

ISSUE #11: The reconstruction of Hillman Garage is planned within the next 3-5 years. It should be designed so that the garage could accommodate valet parking. Valet parking has the potential to significantly increase the parking density in the valet parking area by allowing cars to be stacked more efficiently. This generates additional income by providing more parking spaces for the garage and by the higher value valet parking. Valet parking was considered for the current garage structure in the 2002 transition team report for Mayor Moyer. However, when the City investigated this option they discovered that the current garage was not structurally adequate to accommodate the added load from more densely parked cars. Even though the City may not choose to operate Hillman for valet parking in the near term, the marginal costs to design a portion of the replacement garage for the extra load imposed by valet parking would be small compared to the flexibility this option would provide to the City in the future.

RECOMMENDATION #11: The Director of the new Department of Transportation should, within the first year of the Cohen Administration, complete an evaluation of the merits and costs associated with including provisions for valet parking in the design of the new Hillman Garage.

ISSUE #12: The Committee is also aware of other changes that should be incorporated into the management of the City's parking resources. Large numbers of cities across the United States have moved to a much more modern system to allow access to parking, to securely collect revenue, and to provide a wealth of data on parking so that parking resources can be managed appropriately. These systems are known as Parking Access and Revenue Control Systems (PARCS). Utilizing such a system, the City's labor costs would be reduced by as much as \$200,000 per year⁴. In addition, because garage attendants would no longer be required or allowed to receive payments, attendants would be freed to provide information to parkers and security for the facility. Also, the PARCS system would record the license plate number, length of stay, and amount paid by each parker, and this data can be used to further refine the parking rate structure to increase revenue and better serve the public and business concerns. The

⁴ The Committee estimated that the City could eliminate 16 man-hours per day from Hillman, Gotts, and Knighton Garages, for a total of 48 man-hours per day. Using a labor rate of \$12 per hour (including the City's labor burden of 32%) this equates to over \$200,000 per year.

Committee is aware of revenue studies that have been done for other cities that have converted to a PARCS system from a manual system such as is currently being used by Annapolis. These studies show that the change to a PARCS system, by itself, always generates a substantial increase in revenue, in one case 27%. Based on transient revenue of \$650,000 at Gotts and Hillman Garages, the City could expect an increase in revenue of at least \$78,000 per year (assuming a very conservative 12% increase) and perhaps as high as \$175,000 (assuming a 27% increase).

The Committee recognizes that the City does not have the expertise to independently purchase, install, and operate a PARCS system for the City garages and that there would be a substantial initial capital equipment outlay to convert to a PARCS system. However, the Committee firmly believes that the City could develop a public/private partnership, utilizing a private contractor who would fund the initial capital expense (card readers, access modifications, electronics, and electronic signage), operate the system, and be reimbursed for their capital and operating expenses out of additional revenue generated by the garages and by labor cost savings. The Committee also envisions that, as part of the selection process for the contractor for this system, the contractor could be required to suggest additional ways to minimize expenses and maximize revenue at the garages.

Because a PARCS system would generate net income for the City, provide data needed for better management of parking resources, and reduce labor costs, the Committee recommends that:

RECOMMENDATION #12(a): The City should immediately begin the process of issuing a Request For Proposals (RFP) for a contractor to manage City parking garages with a plan for the contractor to invest up to \$750,000 to purchase and install a modern Parking Access and Revenue Control System (PARCS) for the Gotts, Hillman, and Knighton Garages. The contractor should be selected based on the contractor's proposal to increase revenue under the City-established parking rates and reduce expenses at these garages.

The Committee also strongly believes that the information and signage for parking facilities in Annapolis is wholly inadequate to aid Annapolitans, visitors and shoppers in their search for parking as they access services downtown, patronize businesses, and enjoy an Annapolis-style quality of life. Finding a parking space should not be a deterrent to these activities, but, today, it is. The frustration with downtown parking is one of the most, if not THE most frequent complaint from citizens and business owners. There is a perception that the parking is limited or unavailable downtown. In many cases, however, parking is available but people do not know when or where. The solution, real-time information on parking availability, is readily available, low cost (compared to other options) and well received by residents and visitors of cities where it has been implemented.

The concept is simple and the technology is common. In a nutshell, for any given garage, the number of available parking spaces is known by electronically tracking the number of vehicles entering and exiting the garage. This means that the number of available spaces is known in "real-time". That information is useful for those managing the garage and optimizing its use.

The information is also a powerful enabler for anyone seeking a place to park. They only need to have access to the data.

Using this system, real-time parking data would be provided through electronic signs on major entry roadways such as Rowe Boulevard and West Street. The signs would list the names of the garages (Hillman, Gotts, Knighton, etc.) and show the number of available parking spaces, with continual updates. These systems have been implemented in cities throughout Europe and are increasingly prevalent in US cities. In all cases, they have been very well received by citizens and visitors. Use of real-time parking data provides multiple benefits. It increases revenue by increasing parking usage. It provides a service to visitors, employees, and residents by generating and disseminating immediate and timely information on parking availability. It eases the burden on on-street residential parking by increasing the use of City parking facilities.

Increasingly, the data is also provided on the Internet such as the City's web page and made available in a standard format so that consumer electronics device manufacturers (iPhones, etc.) can capture the data and include it in their services.

Therefore, the Committee recommends that the City procure a real-time parking system either separately or together with a larger procurement for operation of City parking garages.

RECOMMENDATION #12(b): The City should issue a Request For Proposals (RFP) for the implementation of a real-time parking system for the City garages to include the installation of parking space availability signs on the two main corridors into the downtown area. The RFP should require that the data be the property of the City and be captured in a standard format to make it easily available through websites at a future time.

ISSUE #13: Downtown Annapolis' commercial and cultural vitality is served well by promoting late afternoon and evening parking access. Low cost evening flat parking rates attract after-work hours dining and retail activities which encourage patrons to linger and enjoy the ambience of Annapolis without concern for time limits imposed for hourly parking fees. The Committee therefore recommends that:

RECOMMENDATION #13: Begin immediately to restore low cost evening parking rates commencing at 3:00 PM in all City garages. This will also accommodate the shift workers in the restaurant industry and decrease the desire to seek on-street parking in residential neighborhoods.

ISSUE #14: In addition to the above recommendations addressing the pressing need for additional short term parking in a close-in location and the conversion to a PARCS system for the garages, the Committee considered a multiple suggestions to improve the overall management of parking operations and to enhance parking revenue. Many of these suggestions were previously issued as recommendations of the Annapolis Parking Advisory Commission, including the purchase of license plate recognition technology, enhancements to security monitoring systems, and the replacement of parking meters with parking payment kiosks (see Appendix 1). Although these programs require an initial expenditure of funds, the Commission estimated that payback on the cost would be less than 1 year. The Commission had numerous

other suggestions for improving parking operations. This Committee has not had sufficient time to review all of the Commission's recommendations in a depth sufficient to iterate all of the specific recommendations made by this group. Nevertheless, we believe that there is significant merit in most of their recommendations and therefore recommend that:

RECOMMENDATION #14: The City should expeditiously review the reports and recommendations of the Annapolis Parking Advisory Commission, and implement any and all suggestions that improve parking management and increase revenues to the City.

APPENDIX

Recommendations of the current Annapolis Parking Advisory Commission and related recommendations.

There are an adequate number of parking spaces in Annapolis except during special events. The perception of limited parking spaces is due to the division of responsibilities across several departments and ineffective management of the parking resources available to the City and due to the demand for parking spaces during special events.

Short Term Recommendations

- City Code put in place following an APAC recommendation: Enforce compliance with the declaration of principles set forth in Section 12.04.040 of the City Code;
 - Long term parking should be outside the city center at satellite lots and shorter term parking should be accommodated in or near the city center.
 - The city should provide timely, frequent and comfortable transportation from satellite lots to the city center.
 - Municipal garages and lots in the city center are primarily for customers, patrons and clients whose stay may exceed two hours. The remaining spaces may be made available to persons seeking monthly permits ... such permits to not exceed 60% of capacity of any individual garage or lot.
 - Commercial streets are primarily for parking by customers for two hours or less.
 - Residential streets are primarily for parking by residents.
 - Parking should be priced according to demand, i.e., provide incentive for customers' use of underutilized parking facilities.
- City Code put in place following an APAC recommendation: Enforce compliance with the establishment and use of a Parking Fund as set forth in Section 12.04.070 of the City Code.
 - All revenues which accrue from fines, fees or other charges related to parking and which is not otherwise pledged to debit service or dedicated to the operation of the city's parking garages or lots shall be deposited in the Parking Fund. In the annual operating and capital budgets, as submitted to the Council by the Mayor, money in the Parking Fund may only be appropriated for parking-related expenses, including transportation to and from satellite lots and enforcement.
- APAC Oral Recommendation to Mayor Moyer, Danielle Matland and Rob Schuetz since implementation would only require administrative action: Relocate all non-essential city and city employee vehicles from Hillman Garage to other locations such as Knighton Garage, Park Place Garage or the USNA Parking Lot, and reduce monthly pass holder to 60% of the spaces or less thereby freeing those spaces for visitors and customers of nearby businesses and increasing revenue for the city.

- APAC written recommendations to Mayor Moyer and City Council since legislative or budget action would be required to implement: Implement the recommendations of the Annapolis Parking Advisory Commission.

- Expedite the purchase of License Plate Recognition Technology which is currently under review, and purchase enhancements to existing Security Monitoring Systems. Payout is estimated to be less than one year.
- Expedite the replacement of parking meters with parking payment kiosks; and extend the parking payment kiosks into residential areas in such a way that residents are essentially unaffected – only non-residents. Payout is estimated to be less than one year.
- Increase Residential Parking Fees for all Vehicles in a household beyond two – Estimated Annual Benefit of \$12,000.
- Make Maryland Avenue between King George Street and USNA Gate 3 one-way toward Gate 3 thereby allowing 10 additional parking spaces on a block where 52 Residential Parking Permits have been issued as well as parking for Maryland Avenue business customers.
- Relocate media vehicles other than satellite vehicles from their usual location on State Circle during the legislative session to the State’s Bladen Street Garage thereby freeing those spaces for visitors and customers of nearby businesses.
- APAC recommendation adopted at its last meeting but not yet forwarded to the Mayor and City Council: Restore low cost evening parking rates commencing at 4:00 PM until enhanced security can be provided at the satellite lots and garages.
- Favorably discussed during recent APAC meetings and during our Transition Team meetings: Provide more effective signage to parking garages and lots, and to bus stops. Specifically provide directional signage to garages such as Park Place, Knighton, Bladen Street, Gotts and perhaps the Whitmore Garages.
- 2002 Transition Report: Revise the contract for parking services to provide incentives for the service provider to be creative in staffing and investments that would increase parking in the managed facilities.
- APAC recommendation adopted at its last meeting but not yet forwarded to the Mayor and City Council: Publicize the changes as they occur and periodically repeat the publication. Research has shown that the changes are not fully understood until they have been explained seven times.

Longer Term Recommendations

- 2002 Transition Report and APAC’s review and modifications to the City’s proposed RFP for Garage Management Services: Revise the contract for parking services to provide incentives for the service provider to be creative in staffing and investments that would increase parking in the managed facilities.
- Favorably discussed during recent APAC meetings but not yet voted upon: Consider replacing the garage management contracts with parking payment kiosks.
- Favorably discussed during our Transition Team meetings: Negotiate with the County to relocate their employees from the Whitmore Garage to satellite parking lots (USNA Stadium Lot, Park Place Garage or Knighton Garage) thereby increasing the County’s revenue, bolstering the effectiveness of shuttle services and making the Whitmore Garage parking available to business customers and evening shift employees.
- Favorably discussed during recent APAC meetings but not yet voted upon: Contract for the replacement of Hillman Garage in such a way that during the construction period the

contractor provides equivalent alternative parking spaces with effective shuttle service to minimize the affect of businesses and treats the costs of alternative parking space and shuttle service as a capital cost spread over the life of the new facility.