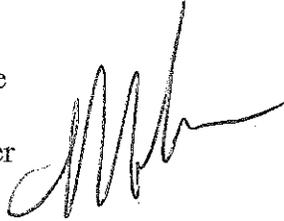


TOWN OF PLYMOUTH
11 Lincoln Street
Plymouth, MA 02360
(508) 747-1620

OFFICE OF TOWN MANAGER
MEMORANDUM

To: Board of Selectmen
Advisory and Finance Committee
Lynne Barrett, Director of Finance
Chris Badot, Selectmen's Office
From: Melissa G. Arrighi, Town Manager
Date: August 18, 2016
Re: Fall Town Meeting, Article 4C



ARTICLE 4C: *(condensed article language) To see if the Town will vote toborrow a sum of money for the construction of a parking deck:*

When 26 Court Street was considered as a site for the new Town Hall, the adequacy of parking spaces was reviewed. We had parking data from a variety of sources including a visitor's survey that Park Plymouth conducted, parking supply from the Town Hall Feasibility Study Report, and a parking utilization survey conducted by VHB. Although those studies found that "the number of parking lot spaces is sufficient to accommodate the Town Hall's total projected demand", there were many that remained quite skeptical. We committed at that time to establishing "Park 1820", a Town Hall Parking Committee, to discuss management and regulation of the on-and-off street parking around 26 Court Street.

Today, over two years later, while the construction of the new Town Hall is progressing, parking still remains a valid concern for many, particularly by those who truly know the area and how it is utilized.

Rather than setup this "Park 1820" committee to look at the existing parking, we have been approached by the Plymouth Growth and Development Corporation (PGDC) to consider a parking deck on South Russell Street.

History of PGDC— At the Fall 2001 Town Meeting, Town Meeting representatives authorized the Selectmen to petition the general court to enact legislation establishing the Plymouth Development Corporation (now Plymouth Growth and Development Corporation (PGDC)). Among other purposes, this non-profit public corporation, made up of Plymouth citizens, was needed to manage, operate, and develop off street and structured parking facilities in the Plymouth Downtown-Waterfront area.

Now, in 2016, the PGDC would like to move forward with establishing a two level parking deck at the new Town Hall. If approved at Town Meeting, the Town would bond for the project, the Building Committee would oversee the construction, the PGDC would pay the costs of building the parking deck, and they would also oversee its management. The architectural firm, the contractor, and the project manager for the new town hall would also be the individuals involved in building the parking deck.

We believe this will provide for a continuity in design, construction, and scheduling.

The current parking lot has 63 parking spaces. If a parking deck is built at that exact location, the preliminary design provides for 152+/- parking spots.

We believe this project is feasible and that the PGDC's financial model can support the 25 year expenditure. In addition, we believe this results in a parking model that will accomplish two very important goals: (1) substantial parking for the new town hall, and (2) visitor parking, downtown workers parking, and local resident parking through a structured process (such as after normal business hours).

Based on the above, I would ask that you support Article 4C.

Enclosures:
PGDC Letter
Financial Model

PLYMOUTH GROWTH & DEVELOPMENT CORPORATION
40 Court Street, Floor 1, Unit 1
Plymouth, MA02738

September 1, 2016

Melissa Arrighi
Town Manager
Town of Plymouth
11 Lincoln Street
Plymouth, MA02360

SUBJECT: Proposed South Russell Street Parking Deck

Dear Melissa,

The PGDC Board of Directors approved funding for the South Russell Street Parking Deck Feasibility Study completed for the Town and PGDC by DBVW Architects in July, and it has authorized funding the design and construction of a new 2-level, 152-space parking deck in coordination with the Town Hall construction project. Although the PGDC will be paying for the entire project, we are requesting that the Town bond the construction for a 30-year term to take advantage of competitive interest rates and borrowing terms that will lower overall project costs.

Purpose and Need

PGDC believes the new parking deck will provide ample parking to accommodate parking needs of Town Hall while providing additional parking supply to the growing Town Center, which has a documented shortage of on- and off-street parking. The new parking deck will increase the number of spaces in the South Russell Street lot from 63 to 152, providing parking for both Town Hall employees and visitors, but also for other downtown employees, visitors and residents.

The proposed operating plan would provide reserved parking for Town employees on the top floor of the deck during the work week (M-F) while allowing general public parking on the first floor at the downtown parking rate of \$1/hour. On nights, weekends and holidays, both floors of the deck would be available to visitors and the general public and would be managed to ensure sufficient availability in the facility when Town Hall night meetings are scheduled. It is proposed that the first floor of the parking deck be access/gate controlled and available for parking 24 hours/day, 7 days/week. Monthly permits for deck parking would also be sold.

Construction Cost Comparison and Facade

The feasibility study concluded that a simple two-level, 152-space parking deck could be constructed on the existing Town Hall parking lot at an estimated construction cost of \$3,178,000. The construction cost

per structured parking space is \$20,908, which is lower than the average cost for constructing structured parking in the Boston Metropolitan area (\$25,000/space)¹. It is also lower than the estimated construction cost per space of structured parking on the Town's Main Street Extension parking lot (\$30,000/space) or Middle Street parking lot (\$40,000/space) based on previous PGDC parking studies. It is significantly lower than the estimated construction cost per space of the proposed 204-space downtown parking garage approved by the City of Newburyport, MA earlier this year (\$34,310/space) as well as the proposed 600-space downtown parking garage approved by the City of Portsmouth, NH in 2015 (\$30,000/space).

The lower cost of the proposed parking deck is due in large part to it being a simple structure devoid of internal ramps, elevators, ventilation/sprinkler requirements, and because it is screened on three sides by Burial Hill. An attractive façade, sympathetic to the Town Hall design, is provided on the front-facing portion of the structure while keeping the muted views from Burial Hill consistent with its current state as a surface parking lot. Architectural renderings and elevations have been prepared by DBVW Architects.

Project Delivery and Schedule

It is assumed that the parking deck will be designed and constructed by the Town's current contractors on the active Town Hall project through a negotiated change order. This will save on bidding costs, contractor mobilization costs (contractor is already mobilized), and schedule and price escalation costs. The construction project would continue to be overseen by the Town's Building Committee. The estimated design and construction schedule for the parking deck is 12 to 16 months.

PGDC Funding and Town Bonding

With regard to funding the project, PGDC would pay for all "soft costs" including the design and engineering oversight of the parking garage out of PGDC cash reserves. The PGDC already provided funding for the feasibility study that was completed earlier. We estimate the soft costs to be \$590,000 or 15% of the total project cost. The PGDC would also make a 10% down payment on deck construction and on installation of \$150,000 worth of security cameras and revenue control equipment which amounts to an additional \$332,800. In other words, the PGDC would fund \$922,800 in "up-front" costs from cash reserves. The remaining \$2,995,200 in construction costs would be bonded by the Town and paid for by the PGDC over the 30-year bond term. The debt service costs of the bond and the operating costs of the deck would be paid from PGDC parking revenues.

Financial Model

A draft financial model for the garage has been prepared showing the total project costs, revenues, and operating assumptions/expenses for the opening year condition. Given the current cash reserves and net positive cash flow of the PGDC from operating the entire parking program (meters, pay-by-phone, permits and enforcement), we are confident that paying the debt service and operating expenses associated with this project will have minimal negative impact on the parking program.

¹ Access Magazine, Donald Shoup, UCLA, 2016.

We are happy to meet with you to discuss the proposal further and look forward to working with the Town on this important downtown project.

Sincerely,

A handwritten signature in cursive script, appearing to read "Leighton Price".

Leighton Price, President
Plymouth Growth & Development Corporation

Cc: PGDC Board of Directors

South Russell Street Parking Deck - Financial Model

Estimated Project Costs

Soft Costs (design/engineering, OPM, legal, bidding, const. admin., testing, etc.)	\$ 590,000	15% of total project cost
Hard Costs		
Construction of 152-spaces, 2-Floor Parking Deck including contingency and escalation	\$ 3,178,000	SDI Engineering Cost Estimate
Revenue Control Equipment and Security Camera System	\$ 150,000	Budgeted
Subtotal Hard Costs (total construction)	\$ 3,328,000	
Total Project Cost	\$ 3,918,000	

Operating Revenues & Expenses

Key Assumptions:

- Design in 2016/2017 and construction in 2017/2018 through contract change order with Town Hall designer, OPM and contractor.
- PGDC funds estimated soft costs (\$590,000) from cash reserves in 2017 and 2018.
- PGDC funds 10% down payment (\$332,800) on construction in 2017 from cash reserves with the other 90% (\$2,995,200) bonded over 30 years @ 5.0% (Town GO Bond).
- PGDC funds monthly payments on debt service (Town GO Bond).
- Upper floor (76 spaces) reserved for town employees weekdays until 5 pm and open to the general public nights, weekends and holidays @ \$1/hr until 7 pm, year-round
- Lower floor (76 spaces) w/gated access open to the general public (parking passes and transients) - \$1/hr., 24/7, year-round
- On-street time limits in the immediate vicinity of Town Hall are set at 1-hour or less.
- Parking deck is automated (no cashiers). Regular monitoring and on-call services by current Park Plymouth staff.

Revenues & Operating Expense Assumptions - Opening Year

REVENUE	spaces	rate	% avg use	Assumptions
Transient Revenue (Lower Floor)	76	\$ 1.00	0.50	\$1/hr. gated access 24/7
Transient Revenue (Upper Floor)	76	\$ 1.00	0.40	\$1/hr. nights, weekends & holidays until 7 pm
Parking Pass Revenue (Lower Floor)				\$15,000 24/7 Pass, Weekday Pass, etc.
Town reimbursement for emp. parking oper. exp.				\$26,057 28.6% of deck annual operating cost*
Russell/St. metered parking (nights/weekends)				\$22,100 34 spaces @ \$650/yr./space
Citation Fine/Fees				\$55,950 Associated with metered parking & upper deck
Gross Revenue				\$773,407

OPERATING EXPENSE

Parking Deck Operating Exp.	\$50 /space/mo.	152 spaces	utilities, maint, plowing, supplies, ins, etc.
Major Repair & Replacement Fund	\$100 /space/yr.	152 spaces	No expected repairs until at least 2020
Pay Station/Permit Fees - credit card, gateway, etc			7.5% for pay stations, meter & permit rev.
Citation Fees - ticket/cc processing, hearings, etc.			\$4,314 12% of citation fee and fine revenue
Gross Operating Expenses			\$126,569

NET OPERATING INCOME

Gross Revenue minus Gross Operating Expenses	\$146,838
DEBT SERVICE	\$194,842
NET CASH FLOW	-\$48,004

BALANCING CASH FROM PARK PLYMOUTH SYSTEM

Net operating income minus debt service	\$0
From annual systemwide meter, fines & fees	\$48,004
Permanent Debt Service Assumptions	\$0
General Obligation Bonds	Loan Amount \$ 2,995,200
Interest	5.00%
Amortization	30 \$ 194,842
Payment	

Notes:

*Total reimbursement for Town employee parking equates to 28.6% of total deck operational cost since employees use 50% of the deck for 40 out of 70 paid parking hours: 0.5 x 40/70 = 28.6