

Parking Improvement Plan

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Attn. R. McGrath

Jan. 1958

A PARKING IMPROVEMENT PLAN

FOR

MIDDLETOWN, CONNECTICUT

by

William R. McGrath  
Traffic and Parking Engineer

652 Winthrop Avenue  
New Haven, Connecticut

January 25, 1958

Greater Middletown Chamber of Commerce  
363 Main Street  
Middletown, Connecticut

Gentlemen:

I am pleased to transmit herewith my report on the Middletown parking program as requested by you on October 21, 1957. I have examined all of the existing parking facilities in central Middletown and numerous sites potential for further development and have given consideration to their inclusion in a continuing program.

The consultant's report of 1953 upon which the program to date has been based has been carefully studied. Such new data as is available has been used to update, to such extent as was possible, the statistics and findings of that report. Through the very generous cooperation of the Middletown Parking Authority, it has been possible to study the enabling legislation, the indenture under which existing facilities have been financed, and the financial and operational structure of the Authority.

I want you to know that the Mayor of the City of Middletown, the Chief of Police, all the Parking Authority members, the former chairman, Doctor Knight, and other civic and business leaders have been extremely cooperative and generous of their time in providing me with information. I sincerely hope that you and the official agencies of Middletown will find this report helpful in some measure in the continuation of your program.

Yours very truly,

William R. McGrath,

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INTRODUCTION

The City of Middletown, Connecticut suffers the problem of the automobile age with its sister cities throughout the country. Having grown and prospered through the years as the center of attraction and commercial activity for the people living in what it came to think of as its own "trade area", it now finds the automobile has exploded this concept. The compact business center which the people of the city developed to serve this area now finds itself in competition with other centers of attraction and with new commercial and retail areas which seem to spring up like mushrooms across the countryside. The populace use their vehicles to travel where they will and when they will, with a freedom of movement never before known.

Scrutiny of the problems generated by this new system of transportation and competition immediately reveals that a most crucial aspect is the question of where the vehicles are to be parked as the drivers go about their business. In the new retail areas, it is considered as natural and imperative to provide adequate parking as it is to provide the buildings, the store fronts, and the fixtures themselves. In the old compact centers such as Middletown, which were developed before parking was either needed or thought of, it is an arduous task, but nonetheless just as imperative. While the absolute magnitude of parking space requirements in the center of Middletown, a city of about 30,000 persons, may be only one-tenth the magnitude of spaces needed for a city ten times as large - the problem is just as acute and just as necessary of solution - if the center is to survive its competition.

The purpose of this report is to examine briefly what has been done toward the solution of this problem, and then to suggest ways and means of furthering the program.

Enabling Act - One of the first steps in solution of the parking problem is recognition that it is a community problem. Any question as to whether this is a fact should be quickly allayed by a more examination of the tax rolls of any city. These will show the heavy tax support which the commercial center gives to the city. The effects on the city's tax base, should this center be allowed to fail, are obvious. Fortunately, for Middletown, this recognition was given in 1953 when community leaders and the Chamber of Commerce pressed for and secured passage of the necessary enabling legislation in the General Assembly of the State creating a Parking Authority in the City of Middletown. It must be commented that this enablement is a fine piece of legislation. It was obviously carefully drawn and strongly supported to secure passage in its existing form. It provides the Authority with all the freedom of action and rights that it needs to move forward as a responsible public agency. Of particular value and highly commendable is the joining together of the entire parking program, both on-street and off-street, through this enablement. It is rare that a parking authority be created with as sound a legislative base to build on as that of Middletown's. ✓

Accomplishments - The City of Middletown can and should look with pride to the accomplishments of its Authority to date. Almost immediately after adoption of the enabling legislation, the Authority made one of its wisest decisions in engaging the services of a professional consultant to define its problem and outline its solution for them. The business leaders showed their support in the most practicable manner - they provided \$4,500 in the form of a loan to engage this professional service. From this effort came the facts; in this case, the facts being that there were 2,002 vehicles per day that could not be accommodated in the parking spaces in central Middletown. From these facts, there was developed a program divided prudently to immediate, secondary, and long range stages, so the Authority might have a guide in its actions for many years to come.

Since mid 1953 when the report was delivered, its facts and its suggestions have underlain the program of the Authority. Its facts and suggestions will continue to be the back-bone of the program of the Authority, even though deviations from its specifics have and will occur as time goes on. It matters little whether each specific site with its particular location and dimensions and in the order named by the consultant is constructed. It is no criticism of the report nor the program when the hard work of site selection, financing and, finally, creation of the parking facilities requires deviations, so long as it is recognized that the findings of the report are the foundation upon which the program is laid.

Following receipt of the program report, the Authority moved into that long and tedious period which any authority meets while it works its way through all the legal and financial details of its obligations and finally comes up with a site to develop and the means to do so. During that same period the Authority had to prepare itself and the other agencies of the city government for the work it was to do and for assumption of its obligation to take control of the on-street parking facilities. To say that this was an easy period and went smoothly at all times would be to belie the facts. When strong men, with will and determination to do the right as they see it, must work out the details of such undertakings and changes as were required, inevitable frictions, disagreements, and hard negotiations must be carried through. All of these have occurred and are past. Through it all, there persisted an atmosphere of support by community leaders, support by the press, and evident interest of all participants in creating the best possible program.

Eventually, on December 13, 1954, the Authority opened its first off-street facility, which was the facility marked for first development in the consultant's report. This was followed by assumption of its obligations in regard to on-street parking on January 10, 1955. On August 1, 1955 came the date of the revenue bond issue used by the Authority to finance its first parking project. Subsequent to that date, the Authority placed two more off-street facilities in operation, so that today, the Parking Authority of Middletown is an agency in being, shouldering its full operational responsibilities. It has 181 off-street spaces and 661 on-street spaces in its program and under its administration. It appears that this is the propitious time to take stock of its situation, to examine its present operations, to see where they might be improved, and to ask the question "where do we go from here?"

Growing Needs - The consultant's report was completed in June, 1953. At that time, as mentioned previously, it was found that there were 2,002 parkers daily that could not be accommodated in the parking spaces available in central Middletown. Since that date, this problem has not stood still. The population of Middletown and its trade area has continued to grow. If the population has increased as it did the last census decade, it may well have reached 32,000 at this time, an increase of over 6%. During the period from 1953 to 1956, the registration of passenger vehicles in Middletown increased from 8,351 to 9,617, an increase of 15%. From these figures, it is estimated that the demand for bringing additional vehicles to the central area requiring additional parking space may easily have increased by 10% during that period. If the increase has not actually materialized, it can be that the potential has been lost to other competitive areas with superior parking facilities. In any event, it is a potential which, if provided for, could be generated to the central area. That this might very well be the situation is evidenced in an estimate prepared by the research section of the Connecticut Development Commission concerning estimated gross retail sales in the vicinity of Middletown. Several cities and towns were examined for comparison of retail sales in the years 1955 and 1956. It was found that three towns had increased sales in that one year of over 10%, one as high as 24%. Three others had moderate increases of 3% to 7%. Three others, one of which was Middletown, had losses varying from one-tenth of one percent to nearly two percent. The town suffering the greatest loss was Middletown.

It is evident from the above that the need for additional parking in the center of Middletown is growing, perhaps at a rate as great as fifty daily vehicles per year. Thus, while the Parking Authority has provided 181 spaces which might accommodate as many as 700 parkers per day, the total need grew from 2,002 to 2,200, so that there still remains a deficit of 1,502 parkers not accommodated.

These figures point out the necessity for a continuing and expanding parking program.

CONTINUING PROGRAM

The continuing program of the Middletown Parking Authority must be recognized as a total program. It is not simply the task of acquiring another site, equipping it and putting it into operation. There are matters of organizational detail which affect the smoothness and efficiency of the entire operation, regulatory details which affect the relationship of the on-street facilities to the total program, the extent and kind of business support which affect the acceptance, the effectiveness and even the financing of the program. The relationship between the Authority and other city agencies is of utmost importance because they contain many ramifications affecting the total program.

It appears necessary and desirable to present a series of recommendations which are in effect addressed to different persons or different agencies. Individually, any one of them might seem to be a mere detail, but when viewed in the over-all, they present a means of getting the best of the time, personnel, resources, and funds available for a parking program. They are the things which pave the way for further expansion of the physical program and give it real meaning as it is expanded.

Business Community Participation: One of the strongest competitive attractions which the new outlying retail areas have over central Middletown and one which the Parking Authority cannot, as it is constituted solve, or even attempt to solve, is the fact that the outlying centers offer free parking. The central area cannot, and indeed should not, attempt to meet this competition head-on, space for space, with a complete free parking system downtown. The central area has its other advantages of more variety and more attractions. The parking charges which exist actually serve as a means of equitably distributing the use of parking spaces. However, to meet this competition, the businessmen should combine in a plan which provides partial subsidation of parking for their customers. A plan has been devised and is hereby recommended that would not necessarily increase Parking Authority revenue, except insofar as it increased visitation to the central area, but which would show the solid backing of the business community and would offer a real added inducement to attract shoppers to the central area.

The plan simply stated is that the Chamber of Commerce should organize a group of participating merchants, preferably all retailers in the central area to pay shoppers parking fees. These merchants would issue tokens to their customers with every purchase of \$2.00 or more. These tokens would buy one hour of free parking each, simply by insertion in the parking meters in the Authority's off-street facilities.

The purposes of this plan are as follows:

1. To attract more persons to central Middletown, thereby increasing retail business and parking income.
2. To encourage use of off-street parking spaces in preference to curb spaces, thereby freeing the curbs for rapid turnover parkers.

3. To provide strong advertising and public relations material to the central area. The central district could meet competition by honestly stating that it has a plan which provides free parking to shoppers.

The mechanics of the operation would be simple and as follows:

a. The Chamber of Commerce would be the central distribution agency, enlisting participants and keeping records. The Chamber would distribute tokens to the participating merchants upon order in \$5.00 lots. It would charge \$5.50 for each lot to provide itself with an operating fund for the continuation of the plan.

b. The tokens which had been issued and deposited in Parking Authority meters would be collected by the Authority and deposited with their other receipts at full face value as though they were cash.

c. The Authority's depository would draw from a special account provided by the Chamber of Commerce the funds equal to the redeemed tokens and hold the tokens for return to the Chamber for recycling.

A number of details would necessarily arise to be worked out. Some of the more evident and important are as follows:

1. Certain expenses would be incurred in converting parking meters to receive the tokens. This expense should be borne by the Authority as its contribution to the plan.

2. For public information purposes, a distinctive emblem should be adopted for the plan. This emblem should appear on the token, literature, and advertising concerning the plan, and on identifying posters to be displayed by the participants.

3. The participants should show the official emblem in all or most of their advertising in order to continually inform the public of the plan.

4. For the protection of the funds of the Authority and the depository, the Chamber of Commerce would take the responsibility of having an amount on deposit at all times equal to the value of the outstanding tokens. The Authority undoubtedly would require certification of this fact at regular intervals. There would be adjustments required from time-to-time to account for lost tokens.

5. The slight override on actual token value would accrue to the Chamber of Commerce for its expenditure in operating the plan. There would be special advertising, frequent enough to keep the public aware, and there would be maintenance and promotional efforts in keeping the plan alive.

6. The initiation of the plan would require extensive public preparation, billboard advertising showing off-street locations, and other means for getting quick understanding and acceptance.

7. Every effort should be made to eventually sign up all businessmen of the central area in the plan if possible.

8. An initial fund raised by subscription of the participants will be necessary to provide an initial supply of tokens, emblems, and signs for public information.

It is to be noted that this plan is one of great simplicity. It provides maximum flexibility to the individual participants. Each businessman becomes his own enforcement agent in the proper issuance and use of the tokens. There can be no serious abuses except those which each participant inflicts upon himself. All members of the plan stand to gain together - by cooperating together.

Regulatory Changes: When a city has adopted the concept of a total parking program which includes both on-street and off-street facilities, the relationship between these two different kinds of facilities must be understood and properly coordinated. It is a recognized principle that parking at the curb is a privilege rather than a right because the parked vehicle is occupying space which has been created and set aside for general public use. It is also evident that these parking spaces are the most valuable and in greatest demand because if the space that is desired can be obtained, it will be immediately in front of the destination of the driver. Accordingly, the demand for such space inevitably greatly exceeds the supply in the central area and it is necessary to impose time limits and metered parking to fairly distribute the use of this space among all drivers. A paradox in this situation is the fact that generally these most desirable spaces are priced the lowest and thus the demand is unnaturally accentuated. Under these conditions, what appears to be an insufficiency of curb space may actually be an unwarranted excessive demand.

The 1953 consultant's report found that of 5,084 curb parkers, 2,788 parked twenty minutes or less, and 4,319 or 84.9% of all parkers stayed one hour or less. Thus, it is seen that only 15.1% of the parkers stayed over one hour, and it would appear that the present regulations provide effective distribution of curb space usage. However, it must be remembered that each of the long term parkers occupied space that could have been used by several vehicles. For example, one vehicle parked six hours utilizes six space hours that could have been available to six vehicles each parking one hour. Computations from the consultant's report show that the seemingly small 15.1% who parked over one hour at the curb consumed 46.5% of the space hours utilized at the curb during the business day. Thus, by their presence, they virtually cut the supply of curb space in half. It would be far better if these persons utilized the less convenient off-street spaces and left the curb space to the short-term user. The following recommended

changes will be a major step toward accomplishing this aim:

✓ 1. Convert all Main Street parking meters from College Street to Liberty Street to a one hour limit split into two parts of a half-hour each at the rate of 5¢ for each half-hour. By this means, the majority of parkers who wish to park only twenty minutes or less, may do so for the 5¢ rate. The other large group who need to park for nearly one hour may do so by paying the premium of an extra 5¢. The longer term parkers, who may be inclined to stay several hours by illegally inserting additional coins, will find that this system raises the cost beyond reason and will find it more desirable to shift to other parking space.

It is estimated that this change will increase the revenue of the Parking Authority by approximately \$20,000 per year. This real increase will go a long way toward solving financing problems for additional off-street facilities.

2. The survey of the area revealed that there remain some locations on side streets, particularly east of Main Street, which have posted time regulations but no meters. These areas should be metered at the rate of 5¢ per hour for a distance at least the length of the business properties facing on Main Street and, in cases where business continues along the side street, along those frontages also. This will serve to further distribute curb space equitably and will avoid the problem of long term parkers who have been forced off Main Street from using spaces at the expense of parking turnover for the adjacent commercial establishments.

3. The off-street parking facilities, insofar as possible, should be made available to all users. It must be recognized that the all day parker has a place in the central area parking pattern. The all day parker is in the central area for business purposes also; he may be working, he may be calling on numerous clients, or he may be carrying out other duties. He should be provided with a place to park that is not in competition with the short-term parkers.

It is recommended that each off-street facility allow ten hour or unlimited parking at the rate of 5¢ per hour. The number of meters so posted in each lot should be related to the usage of that lot in accord with the following procedure. At monthly intervals the maximum accumulation should be determined. This is the percentage of spaces in the facility occupied at the peak moment of the day on an average day of the week. In addition to this, the income of the facility should be examined to estimate the space hour usage ratio to space hour availability. Space hour availability is the product of the number of spaces, times the number of hours of operation per day, times the number of days included in the study period. Space hour usage may be estimated by allowing one hour of usage for each 5¢ collected during the same study period. This usage will, obviously, be something less than the availability and may be expressed as a percentage of it. Whenever the periodic checks reveal as a trend that the average day maximum accumulation is 85% or less, and the space hour usage is 50% or less, it is an indication that there are an excessive number of short-term spaces available and an

unsufficiency of long term spaces. When these conditions prevail, something less than 10% of the short-term spaces should be converted to long term use and then re-checks made after stabilization.

Examination of recent income data from the three lots now operated indicate the following percentage of space hour usage:

Lot A	-	46%
Main St. Lot	-	22%
YMCA Lot	-	9%

It is recommended that no changes be made in these lots on the basis of these figures, but that several continuing studies be obtained first to see whether these are the trend or whether higher figures will later prevail.

4. Another improvement which is not strictly related to the operation of the parking facilities but which must be borne in mind on a long term basis, is the eventual abolition of angle parking at the curb on Main Street. It is evident that such a change would not be feasible today, when curb spaces are the greater part of the total parking program. However, even though the width of Main Street, Middletown is far greater than that found in many New England cities and even though present traffic flows are adequately handled during most periods with angle parking permitted, it must be realized that angle parking presents a hazard and deprives the public of maximum efficiency of road usage. Eventually, parallel parking must be the rule.

Strengthened Organization: The membership of the Middletown Parking Authority is composed, as it should be, of public spirited citizens giving of their time and talent without compensation in the service of their city. This board of citizens has the dual responsibility of setting the policies by which the day-to-day operations of the Authority will be carried out and of studying ways and means of furthering the Authority's program. As any member presently on the board or who has served and left can attest, these duties consume long and arduous hours on their part. While each member recognizes and willingly accepts his responsibility to give all the time and effort necessary, it is not fitting that members of an unpaid policy setting board should find it necessary to pursue the many details of Parking Authority programming and operation.

In the course of setting up the Middletown Parking Authority, some real steps have been taken in relieving the members of detailed duties. It appears that the salaried meter clerk adequately performs, with the aid of an assistant, all of the duties of daily office routine and tag collection. The parking meter collection and maintenance crew of two men discharge their duties with adequacy. An attempt to provide assistance to the members in their programming efforts has been made in the appointment of an Executive Secretary on a part time basis. Unfortunately, this organization results in separation into three divisions of effort. This fact is borne out by the physical organization which finds the Parking Authority holding an office in City Hall, another in the Police Station, and still another location for meter maintenance. The situation is further complicated by the fact that enforcement of the

Authority's facilities must be assigned by an entirely separate department - that of the Police Service.

For the benefit of coherency and relief to the members, it is recommended that the organization be pulled together into one unit through appointment of a full time Executive Director. It is suggested that a salary of approximately \$5,000 annually would be sufficient to obtain a young man with adequate administrative or management training or experience to carry out this function. It would not be necessary that he interfere with or disrupt the operations adequately carried on at the present. It would instead be his duty to take over the responsibility of furthering the program of the Authority and overseeing the daily operations to the extent that all would be coordinated into a single unit. Technical knowledge need not be the basic requirement of the Executive Director. Such engineering, legal, and financial advice as was required from time-to-time in the furtherance of the program could be obtained through the professions offering these services. The Director would put real meaning into each Parking Authority meeting, by having ready for the members' consideration, all details of matters which they were studying to forward the program. It must be remembered that the Parking Authority is today an agency involving income and expenditure of the magnitude of \$100,000 annually. A directing head is essential to keep control of an operation of that magnitude.

Enforcement: It is recognized that one of the less pleasant but very essential duties of the Authority is to have its regulations enforced. This service can be provided only through that agency which is trained and qualified for enforcement duties - the Department of Police Service. Regardless of any complications of coordination which arise when two agencies must work together, it is not feasible that enforcement be handled by Parking Authority personnel. However, it is not necessary that fully trained policemen, whose experience and duties encompass the wide range of police activity and who necessarily command higher salaries, be employed for the Parking Authority's enforcement effort. Experiments throughout the country have indicated that women specifically engaged and trained for this task can prove quite satisfactory and economical.

It is recommended that the Parking Authority request the Department of Police Service to place two female enforcement officers in the parking meter enforcement program and release the men presently used for that purpose to other duties. The activities of these women would be coordinated by the Executive Director although under the direct supervision of the Chief of Police. It could be expected that their presence as enforcement agents on a full time basis, with no exposure to calls for other vital police activities and duties, would improve enforcement accomplishments. Savings in operation would accrue to the Authority, freeing more of its income for furthering its program.

Budgetary Matters: To ascertain the effects of the proposed changes in the strengthened organization, and to provide some measure of the financial stability of the Authority, the 1957-58 budget has been examined and compared with the budget which might exist if the previous recommendations were in effect. The side-by-side tabulation of these two budgets is shown on the following page.

BUDGET

1957-58

Suggested

Personnel Costs

Salaries	\$15,207	\$18,707
Group Insurance	150	150
Pension Fund	1,410	1,410
Police Services	9,500	6,200
Non-Personnel Costs	6,810	6,810
Maintenance Fund	<u>3,500</u>	<u>3,500</u>
TOTAL COSTS	\$36,577	\$36,777

Estimated Gross Revenue	\$75,000	\$100,000
Annual Costs	<u>36,577</u>	<u>36,777</u>
Net Revenue	\$38,423	63,223
Annual Debt Service	<u>32,410</u>	<u>32,410</u>
Annual Reserve	\$6,013	\$30,813

Coverage =  $\frac{\text{Net Revenue}}{\text{Debt. Service}}$  = 119% = 195%

It is seen that the added expense of the recommended Executive Director would be largely absorbed by the elimination of the Executive Secretary and the reduction in costs through the use of female enforcement officers. The actual increase in costs would be only \$200 annually. There is also shown a revised estimate of gross revenues of \$100,000 as compared with the original estimate of \$75,000. This new estimate is based upon the recommended changes in the Main Street meters and the income level as it appears in the latest monthly revenue reports.

Consideration of the debt service, set this year at \$32,410, and the monies available to the Capital Fund, estimated under these recommendations at \$30,813, provides the basis for evaluating the financial stability of the Authority's operation. The terms of the Indenture require that the debt service be covered by available funds to the extent of 150%. It is seen here that under the proposed changes, this coverage would be 195%, which attests to the real stability of the Authority's operation.

On Page 8 of the Indenture there are set forth requirements in reference to issuance of additional bonds. It states that no added bonds may be issued unless the net revenues of the Authority for any consecutive twelve months of the immediately preceding fifteen months equal 150% of the annual debt service plus the additional debt service for the new bond issue. This type of requirement is common in parking revenue bond issues but is somewhat more stringent than usual in that it does not allow for an estimate of net revenues from the new facilities to be created with the funds derived from the added bond issue.

This restriction places an undue burden on the earning capacity of existing facilities. For example, if all the prior recommendations are put into effect and costs and income are as estimated it will be necessary to wait at least a year for the improved earnings history to develop. Even then applying the formula to those revenues would allow issuance of only about \$145,000 of twenty-five year bonds at 4½% interest.

It is recommended that relief from this restriction be sought by amendment of the Indenture to the extent that revenue estimates for new facilities may be utilized in computing the required 150% coverage factor. The maximum allowable estimate of additional net revenues may be limited to 50% of the total debt service, thus assuring full 100% coverage by existing facilities in any event. If this recommendation is carried out, the Authority could undertake the prior recommendations immediately and then during the time which would elapse in preliminary work on further projects an improved income history would develop making it possible to proceed with new financing under the revised formula.

In the event that the amendment cannot be arranged it would appear advisable that the city adopt a policy of providing temporary financing for Authority projects through short term indebtedness in order that such projects might be undertaken and become part of the income history prior to issuance of additional bonds.

An important aspect of the creation of additional off-street facilities is one which was stated before. All of the facilities should be looked upon as a total program. It is neither necessary nor desirable to consider the exact productivity of any specific site in relation to its developmental costs, so long as costs have been kept within reason and have been the lowest obtainable without stopping the proposed development. As long as total income from all facilities properly

covers total cost, the productivity of any one facility is immaterial in a Parking Authority operation. The obligation to furnish adequate parking is far greater than the need to make any one facility self-sustaining. Obviously, each facility should have sufficient usage to justify its existence, but subsidation by more profitable facilities is proper when required.

The bond indenture makes recognition of the total program concept by providing for issuance of additional bonds. The original issue was in the amount of \$365,000 but the indenture states that a total amount of \$1,000,000 may be issued. The Authority still holds some \$90,000 from the original issue and is authorized to issue another \$635,000. The indenture clearly anticipates repayment of these amounts from the revenues of all the facilities, including curb meters, without reference to the specific income of any one facility.

DEVELOPMENT OF SITES

As stated earlier in this report, the need for additional parking continues to exist in Middletown. The basic program as outlined in the original consulting report remains sound. While this study has not been detailed and lengthy enough to go into site examinations in respect to all the costs and other complicating factors which might arise, some observations helpful in the continuation of the program can be made.

In general the continuing program should follow the schedule as established by the original study with such variation as is necessitated by changed conditions since that time. In keeping with this approach, the originally recommended sites have been examined in respect to present status and possible development.

Site A -- Washington and Broad Streets - substantially developed and in operation as planned.

Site B -- College-Broad-Court Streets

This site lies in the block of second greatest deficiency and, therefore, was originally recommended as the second project to be undertaken. Conditions have changed to the extent that variation from the original layout appears desirable, but it is still the most critical area. It is recommended that it be considered for immediate development.

There is shown in the attached sketch a plan which appears to best suit present physical conditions. As planned, this site would provide 112 parking spaces immediately, and whenever the Police Station is relocated at any future date it could be expanded by an additional 50 spaces. The plan takes advantage of the existence of Armory Lane by relocating it for aisle space at College and Court Streets. To avoid disturbing Broad Street frontage it calls for right-of-way across the existing parking lot on Broad Street. This layout achieves a maximum capacity with minimum disturbance to structures and street frontage.

This study has not been made in sufficient detail to ascertain all cost factors related to this site. However, from assessed valuations and some suggested sales prices for the property and general development cost data for the improvements a preliminary estimate for this site has been prepared as shown below:

SITE B  
Preliminary Cost Estimate

Acquisition	\$ 95,000'
Site Preparation	10,000
Paving	2,000
Meters	8,000
Incidentals	2,000
	<hr/>
	\$117,000
Contingency	13,000
	<hr/>
	\$130,000

The operation of this area should be in accord with the remainder of the program. A \$.05 per hour rate with a two hour limit on 100 spaces and ten hour limit on 12 spaces is recommended. In accord with the turnover characteristics developed in the original study an annual gross of \$6,974 may be expected. Operating expenses of \$1,400 may be charged against this resulting in an annual operating income of \$5,574.

Site C -- Washington-Court-DeKoven Streets

The original plans for this site have necessarily been set aside in deference to the Court Place Redevelopment Project now taking place. A new city hall and county building are now being constructed in this area. At one time the Authority held title to some land in this area which was relinquished for the project. It is understood that some area will be returned to the Authority adequate for 116 metered spaces plus 36 others which must be reserved for city use during city hall business hours, but will be available evenings and weekends for public use. On this basis it may be considered that the original plan for this area will have been adequately fulfilled for the present.

Costs to the Authority will be low and shall be covered by not more than \$10,000 of Capital Funds now in hand. It is suggested that the meters be purchased on the one-half of gross income plan offered by most meter companies. The gross income from the site, based on the characteristics developed in the original study, should be \$3,550 while the meters are being amortized. Charging \$700. operating cost to this facility would leave a net income of \$2,850 to be added to the revenue of the entire project.

Riverfront Area: It was observed that a parking area has been provided east of Acheson Drive on the riverfront with pedestrian underpass connection to the Court Place area. It was also observed that this area derives little or no parking use at this time. Examination of the area makes it quite understandable that it is not presently desirable as a place to park. The pedestrian tunnel, unfortunately, is somewhat in a state of disrepair. The lot itself is not as adequately graded as it could be. Further, it is of such distance from the shopping area that it could never be hoped that shoppers would utilize it to any extent.

It is recommended that all employees of the new city hall and county building be assigned free parking space in this facility. In keeping with this assignment, the Public Works Departments of the city and county should improve the lot to an acceptable degree. Employees assigned to this lot should not be permitted to park in any of the unregulated space in the vicinity of the governmental buildings. Adequate lighting and protection to users of the pedestrian tunnel should be provided. By this means, long-term workers, who can be expected to walk somewhat longer distances, will have a place to park away from the more critical areas, thus freeing those spaces for the short-term parkers

In conjunction with this development it was noted that on the east side of Acheson Drive at the foot of Washington Street there exists a snow dumping ramp. It was further learned that consideration is being given to the possibility of signaling the intersection of Washington Street and Acheson Drive. If this signaling project takes place, it appears that it would be quite feasible and proper to request permission from the State Highway Department to create an entrance ramp to the parking area accessible only from Washington Street by vehicles crossing when the signals indicated Washington Street movement. This ramp would greatly increase the desirability of the parking area by easing access to it.

Sites D and E -- These sites were planned for locations north of Washington Street. For the immediate program it may be considered that the Main Street site previously developed is adequate substitution.

Sites F and G -- These sites must give way to the major redevelopment project currently under study in the vicinity of Center Street between Main Street and Dekoven Drive. Here, it must be recognized, the redevelopment agency necessarily has primary concern in the area which they have outlined for redevelopment study. That agency, by its nature, has a broader scope of obligation to the residential and commercial area than the Parking Authority whose obligations center only on parking matters. It becomes the duty of the Parking Authority, therefore, to offer itself to the redevelopment agency, so that it might cooperate in the project in the fullest extent possible. This effort should be one of the most important functions of the recommended Executive Director. He should be fully acquainted to the redevelopment agency's plans and should acquaint them with the cooperation the Authority can provide. There is no doubt that when the planning for the area has been completed, it will include parking areas. It is feasible and proper for the Parking Authority to immediately develop all or part of the proposed parking area, even prior to the remainder of the redevelopment undertaking. This approach can be worked out so that at a later date, if the parking facility gains recognition as a project improvement under the regulations of the Federal Redevelopment Program, the City and the Authority would get such credit as is due. In this connection, it should be noted that it would undoubtedly be necessary to issue general obligation bonds for the parking portion of this project. This cooperative effort and close coordination could result in early creation of some parking facilities in this area for the relief of present deficiencies and, finally, expansion into a full parking project for the redevelopment area itself and, to some extent, relief of surrounding deficient areas.

Site H -- College-William-Dekoven Streets

The site originally chosen by the consultant and designated as Site "H", appears desirable for immediate development. It is known that other properties in the same block have been examined and have been considered for possible parking development. In effect, these other properties constitute an expansion of Site "H". In view of the sweeping changes which will occur in this area when the redevelopment project immediately north is finally achieved, it would not seem desirable to expand this site too greatly; however, it is entirely feasible to develop Site "H" at this time. The original consultant estimated the total cost of this site would be \$60,700, with \$24,970 being set as the purchase price for the land. The basis for this land price is not known; however,

in view of rising costs which have occurred since the date of the survey, it would not be surprising if actual costs were higher. However, the Authority presently has sufficient capital available to cover the cost even with a moderate increase in land price. If the land price is even double that suggested by the original consultant, this site still remains desirable and a necessary part of the parking facilities.

It is recommended that the Authority announce its intention to develop this site, conduct independent appraisals, have a period of negotiation based on those appraisals and then, if these are unsuccessful, proceed directly to eminent domain proceedings so that the site may be acquired and developed at whatever costs the courts may establish. The Authority should recognize the similarity of its position to that of the State Highway Department, other public agencies and public utilities, who must take land where it is required for their operation.

Until final costs can be determined it may be assumed that \$80,000 of the Capital Fund presently in hand will be utilized to develop this site. Based on that study an annual operating cost of \$661. and net operating income of \$2,643 may be expected.

Financial Summary -- A summary of the financial conditions to result from all recommendations in this report are shown below. A total of 300 spaces will have been added to the program and financial stability will have been maintained.

	<u>Gross Income</u>	<u>Operating Costs</u>	<u>Operating Income</u>
Budget	\$100,000	\$36,777	\$63,223
Site B	6,974	1,400	5,574
Site C	3,500	700	2,850
Site H	3,304	661	2,643
	<u>\$113,778</u>	<u>\$39,538</u>	<u>\$74,290</u>

	<u>Method of Financing</u>	<u>Annual Debt Service</u>
Budget	Previous bond issue	\$32,410
Site B	\$130,000 additional	8,762
Site C	\$ 10,000 in hand	-
Site H	\$ 80,000 in hand	-

$$\text{Coverage} = \frac{\text{Net Revenue}}{\text{Debt Service}} = 180\%$$

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