



# CITY OF NEW BEDFORD

## CITY COUNCIL

November 24, 2015

A BOND ORDER TO PAY COSTS OF REMODELING, RECONSTRUCTING AND MAKING EXTRAORDINARY REPAIRS TO THE ELM STREET PARKING GARAGE INCLUDING STRUCTURAL REPAIRS AND STABILIZATION, FAÇADE AND LOBBY IMPROVEMENTS, LIGHTING AND SECURITY UPGRADES, INSTALLATION OF AUTO PAY UNITS, DOOR AND WINDOW REPLACEMENT, RESURFACING AND INSTALLATION OF A FIRE PROTECTION SYSTEM AND FOR THE PAYMENT OF ALL COSTS INCIDENTAL AND RELATED THERETO.

BE IT ORDERED, BY THE CITY COUNCIL OF THE CITY OF NEW BEDFORD AS FOLLOWS:

That the City appropriates Five Million Thirty Nine Thousand Two Hundred Eighty Dollars (\$5,039,280) to pay costs of remodeling, reconstructing and making extraordinary repairs to the Elm Street Parking Garage, including structural repairs and stabilization, façade and lobby improvements, lighting and security upgrades, installation of auto pay units, door and window replacement, resurfacing and installation of a fire protection system, and for the payment of all costs incidental and related thereto (the "Project"); that to meet this appropriation, the Treasurer, with the approval of the Mayor, is authorized to borrow said sum of money, pursuant to M.G.L. Chapter 44, Section 7 or pursuant to any other enabling authority; provided that the amount of \$3,179,088 may be borrowed and expended for Phase 1 of the Project, but that such amount shall be reduced by the amount of the \$511,254 Federal Land Access Program grant received prior to the issuance of any long term debt for the project; provided further, that the amount of \$1,860,192 may be borrowed and expended for Phase 2 of the Project, but that no amounts for Phase 2 shall be borrowed or expended until the Chief Financial Officer certifies to the Mayor and City Council that the amount of Downtown Parking Enterprise Fund revenues is sufficient to support the additional amount of debt service allocable to Phase 2 of the Project.

FURTHER ORDERED: That the Treasurer is authorized to file an application with the appropriate officials of The Commonwealth of Massachusetts (the "Commonwealth") to qualify under Chapter 44A of the General Laws any and all bonds of the City authorized by this Order, and to provide such information and execute such documents as such officials of the Commonwealth may require in connection therewith.



OFFICE OF THE CFO

ARI J. SKY  
CHIEF FINANCIAL OFFICER

CITY OF NEW BEDFORD

JONATHAN F. MITCHELL, MAYOR

November 20, 2015

**TO:** Mayor Mitchell

**FROM:** Ari J. Sky, Chief Financial Officer

**SUBJECT:** Elm Street Garage Renovation

The establishment of the Downtown Parking Enterprise Fund in FY 2015 provided a dedicated resource to finance improvements to downtown transportation facilities. The renovation of the Elm Street Garage is a high priority, as the structure has not been substantially maintained since its construction in the early 1980s, and the 1,075 parking spaces are an important element in the downtown district's economic activity.

Soon after the enterprise fund's inception, staff from DFFM, the Traffic Commission, my office and the Mayor's Office began working with a design consultant to develop a comprehensive renovation program. During this period, the City also obtained a \$511,254 award from the Federal government through its Federal Land Access Program (FLAP).

The entire project is estimated at \$5,039,280 and would be implemented in two phases. The first phase would provide necessary structural repairs, renovate the façade, install new lighting and security, and remodel the entrance and lobby areas, while the second phase would restore the concrete parking decks and install a fire protection system. The entire project would be funded entirely by a combination of enterprise fund revenue-supported debt and the FLAP grant.

Attached is a comprehensive summary of the renovation project and a five-year financial plan for the enterprise fund, which incorporates the impact of the anticipated debt issues. We have taken the liberty of working with Bond Counsel to develop a draft loan authorization that would encompass the entire project. Implementation of Phase 2 would not occur until such time as the CFO has certified that the enterprise fund has sufficient revenue to support the additional debt service.

The timely submission of this item for the November 24, 2015, City Council meeting was delayed by the need to finalize several project numbers. However, it would be very helpful to the project schedule if this request could be submitted as a Late File for Tuesday's meeting. Thank you for your consideration.

*Attachment*

## **ELM STREET PARKING GARAGE RENOVATION PROJECT**

### **Background**

The Elm Street Municipal Garage is owned and operated by the City of New Bedford. It is the largest public parking facility in the city (about 1,075 spaces among five floors) and is the primary parking location for visitors to the New Bedford Whaling Historical Park and its partner tourist sites.

The parking garage is more than 40 years old and is currently underutilized. According to past studies this is in part due to condition issues which make the garage a less desirable parking location. The only other nearby parking options are on-street parking and the Zeiterion garage.

The city established the downtown Parking Enterprise Fund in FY 2015 as a mechanism to finance improvements and renovations to downtown transportation facilities. As a first step, the City purchased replacements for its aging parking meters. At the same time, an initiative was undertaken to develop a plan for renovation of the Elm Street Garage.

Preliminary engineering for the project was completed in Spring 2015. The City also obtained a \$511,254 award from the federal government's Federal Land Access Program (FLAP), which will partially defray the cost of the renovation. Following is a summary of measures that describe the scope of the renovation project.

### **Lighting**

Proper lighting levels in a parking garage are important for the physical safety of pedestrians and drivers moving inside the garage. Lighting levels also contribute greatly to parkers' perception of a secure environment.

The lighting of the Elm Street Garage is hampered by the low ceiling height and the precast tee construction. The marked clearance height for the garage is only 6'3" whereas new garages would typically be a minimum of 7'6" and often over 8'. The coffer between the stems of the precast tees restricts the illumination from the light fixtures and any water leaks through the joints between the tees can damage the light fixtures.

### **Security**

Visitors' perceptions of security in the garage are a critical consideration for achieving higher usage. The single most significant factor is ensuring that there is adequate, uniform, lighting without dark areas. Other factors include the level of activity in the garage, the general upkeep of the facility, and visibility of security activity. Lighting and maintenance are covered by recommendations elsewhere in this memorandum. The issue of security activity, such as patrols, cameras and call boxes, is a broader issue.

Security is focused towards deterring, detecting, and responding to criminal activities. The particular strategies for a garage will depend on a myriad of factors, including trends in property crimes (if any) at the garage, the physical layout of the garage, and the resources available to respond to activities.

Camera systems can be effective if properly designed and continually monitored. The quality of camera images, however, is impacted by the quality of lighting and any upgrades to lighting the garage need to be determined before camera placement and camera equipment specifications can be designed.

### **Parking Deck Structure**

The overall condition of the parking structure is good. There are some locations requiring surface repair, but the structural condition is sound. There are several items associated with the short and long term maintenance that are required to improve the performance of the structure, maximize the life span and prevent costly repairs.

Joint leakage is unsightly and can be harmful to the structure. There are several locations where water leaks through the joints to surfaces below, especially at the entrances to stair lobbies. It is recommended that all joints be cleaned and resealed.

The expansion joints between the garage bays have failed at several locations, and cause an unsettling pounding noise when vehicles drive over them. It is recommended in the short term that damaged joints be repaired or replaced. Over the longer term, all joints should be replaced with a different system that will not cause the pounding noise.

Several expansion bearings for the T-beams bearing on the column appear to be rusted and are “frozen”. This condition, in one instance, has caused the concrete to spall from the face of the beam seat, leaving the reinforcing structure exposed. It is recommended that all beam expansion bearings be cleaned and lubricated. Additionally the concrete beam seats should be repaired.

There is ponding water in several areas where runoff does not reach the drains. There could be several reasons for poor runoff including worn concrete surfaces, misaligned drains or sagging structure below. It is recommended that further evaluation of the drainage be completed. Including a deck survey and evaluation of the supporting structure below areas where ponding is evident.

There are several concrete areas that exhibit surface spalling. The damage is minor, however unsightly, but could lead to a worsening condition. Spalled areas of concrete should be repaired to improve appearance and prevent further deterioration.

Cracks occurring in the concrete deck overlay are unsightly and a maintenance issue. If left untreated, further leakage could occur between the supporting tee beams and cause damage to concrete surfaces. Cracks in the deck overlay should be routed and filled to improve appearance and protect the supporting concrete structure from damage. Once the cracks are repaired, the entire deck surface should be treated with a penetrating surface sealer to prevent moisture intrusion in to the deck surfaces.

### **Elevator, Stairs & Lobbies**

The condition of elevators, stairs and lobbies can greatly affect perceptions about the overall parking experience. The elevators, stairs and lobbies at the Elm Street Garage are functionally adequate, but have some condition issues.

On the roof level, exterior glass panels are missing from the northerly stair tower and from the westerly elevator/stair tower. They should be replaced.

The elevator cabs do not need complete modernization, but they could benefit from cosmetic upgrades to the walls, ceiling and floor.

On every level, the lobbies of the elevator/stair towers are in general need of upgrades to make them more inviting to visitors. All need painting, some require repairs of holes in the ceilings (water damage) and walls (remnants of utility work), and all should have the flooring replaced.

Upgrades to the ground floor Elm Street lobby should focus on increasing the identity between the parking garage area and the historic area. At present the signage at the lobby focuses solely on the office of the City of New Bedford Traffic Commission. It is recommended that visitors be oriented to the lobby door opposite the elevators.

## **PROJECT OVERVIEW**

### **Phase 1 Scope & Budget**

The estimated cost of Phase 1 is \$3,179,088. The proposed first phase of the rehabilitation and stabilization process will address the following:

- A. Structural repairs and stabilization.
- B. Enhance the appearance and curb appeal of the façade.
- C. Redesign and install new lighting and security for all interior spaces.
- D. Redesign and remodel entrance lobby with more focus toward the National Park and less focus on the Traffic Commission Office.
- E. Replace stairway windows and doors while making cosmetic improvements and safety upgrades.
- F. Install auto-pay units in both the Elm Street and Zeiterion garages for self-serve convenience.

This initial work will include the need to increase operational components of the structure. This effort will also increase the overall usability of the facility, and address the desire to create a more inviting space for parking. This will be achieved through the improved and increased amount of lighting, redesigned façade and lobby. The overall safety of the facility will be greatly improved through the use of systems designed to limit unauthorized access and the installation of a comprehensive camera monitoring system.

### **Phase 2 Scope & Budget**

The projected cost for Phase 2 is \$1,860,192, and will address the remaining divisions of improvement:

- A. Scarify and resurface the concrete deck in its entirety.
- B. Replace the deteriorating parking stops.
- C. Install a fire protection system.

## **PROJECT FINANCING**

The entire project (Phase 1 and 2) is projected to cost \$5,039,280. The project will be financed through a combination of City bonds and the \$511,254 FLAP grant. Debt service for the project will be fully supported by the Downtown Parking Enterprise Fund. Phase 1 is anticipated to begin in 2016, and will be completed by the end of 2017. Phase 2 will be initiated once Phase 1 has been completed, and after the Chief Financial Officer has certified that the annual fund revenue is sufficient to support the additional debt service.

### **PROJECT MAINTENANCE PROGRAM**

In addition to the renovation project, the long-range plan for the Downtown Parking Enterprise Fund provides ongoing funding for the implementation of a preventative maintenance program. This program will allow for routine and periodic maintenance at the Elm Street and Zeiterion garages, and will include the following elements:

- Annual inspection of components
- Structural system maintenance
- Protective system maintenance
- Equipment maintenance
- Period maintenance
- Scheduled component inspections
- Winter maintenance program review and training

**DOWNTOWN PARKING ENTERPRISE FUND**  
*Long-Range Financial Plan*

Description	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021
<b>Beginning Fund Balance</b>	<b>\$0</b>	<b>\$16,740</b>	<b>\$28,511</b>	<b>\$26,663</b>	<b>\$189,274</b>	<b>\$160,606</b>	<b>\$255,519</b>
<b>Revenue</b>							
Parking Meters	\$410,522	\$460,000	\$460,000	\$460,000	\$460,000	\$611,800	\$611,800
Elm Street Garage	322,999	324,450	390,000	390,000	390,000	430,000	430,000
Zeiterion Garage	71,771	34,286	40,000	40,000	40,000	44,000	44,000
<u>Other (Permits, Interest)</u>	<u>5,963</u>	<u>7,000</u>	<u>7,000</u>	<u>7,000</u>	<u>7,000</u>	<u>7,000</u>	<u>7,000</u>
<b>Total Revenue</b>	<b>\$811,255</b>	<b>\$825,736</b>	<b>\$897,000</b>	<b>\$897,000</b>	<b>\$897,000</b>	<b>\$1,092,800</b>	<b>\$1,092,800</b>
<b>Expenditures</b>							
Personnel Services	\$280,686	\$282,000	\$290,460	\$227,208	\$234,024	\$241,045	\$248,276
Purchase of Services/Contracts	109,728	143,500	143,500	125,970	128,489	131,059	133,680
Supplies	7,725	25,000	25,000	25,500	26,000	26,500	27,000
Capital Outlay	180,798	135,000	135,000	100,000	100,000	150,000	150,000
Short-Term Debt	0	0	65,000	65,000	40,000	40,000	0
Long-Term Debt	0	0	0	0	195,000	195,000	310,000
<u>Indirect Expenses (Fringes, IO Support)</u>	<u>215,578</u>	<u>228,465</u>	<u>239,888</u>	<u>190,711</u>	<u>202,154</u>	<u>214,283</u>	<u>227,140</u>
<b>Total Expenditures</b>	<b>\$794,515</b>	<b>\$813,965</b>	<b>\$898,848</b>	<b>\$734,389</b>	<b>\$925,667</b>	<b>\$997,887</b>	<b>\$1,096,097</b>
<b>Ending Fund Balance</b>	<b>\$16,740</b>	<b>\$28,511</b>	<b>\$26,663</b>	<b>\$189,274</b>	<b>\$160,606</b>	<b>\$255,519</b>	<b>\$252,223</b>