

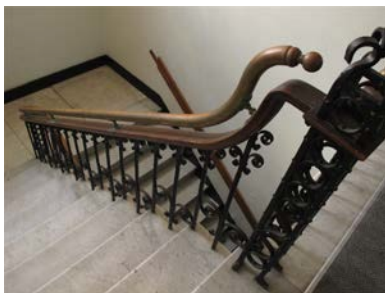
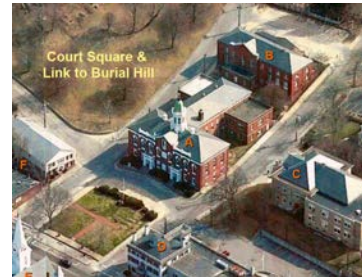


1820

PLYMOUTH, MASSACHUSETTS 1820 COURTHOUSE-CORRIDOR REDEVELOPMENT

URBAN LAND INSTITUTE
TECHNICAL ASSISTANCE PANEL (TAP)

BRIEFING BOOK



Plymouth Redevelopment Authority
Plymouth Board of Selectmen
Plymouth Growth & Development Corporation

Technical Assistance Panel - September 11, 2012

ULI TAP Briefing Book

1820 Courthouse-Corridor
Plymouth Massachusetts

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WELCOME



August 1, 2012

Urban Land Institute, N.E. Chapter
Technical Assistance Panel
1820 Courthouse-Corridor Project
111 Huntington Avenue, 19th Floor
Boston, MA 02199

Dear Technical Panel member:

The Town of Plymouth, through the Plymouth Redevelopment Authority, Board of Selectmen, and Plymouth Growth and Development Corporation, is proud to host the upcoming Technical Assistance Panel on September 11, 2012.

Plymouth is about to have an important anniversary at a very critical moment in its history. It will celebrate its 400th birthday in 2020. This is the same year the 1820 former County Courthouse, the architectural centerpiece of the historic downtown, will be turning 200 years old.

For the Town of Plymouth, this is a confluence of opportunities and challenges that we think deserve special attention, and your interest in coming to Plymouth to help us ponder our options is very encouraging.

This Briefing Book is our attempt to provide you with the background needed to have these discussions. It is a summary of information gathered from different sources, summarized, where possible, for brevity.

Please feel free to refer to the original documents cited in this report, as well as asking us for additional information that might be helpful to you.

We look forward to your visit and insights, and are grateful for your interest and support.

Sincerely,

Robert Wollner
Chairman, Plymouth Redevelopment Authority

Mathew Muratore
Chairman, Board of Selectmen

Leighton Price
President, Plymouth Growth and Development Corporation

**1820 Courthouse-Corridor Project
Plymouth Redevelopment Authority
11 Lincoln Street
Plymouth, MA 02360**



circa 1845 sketch - Court Square and 1820 Courthouse

ULI TAP APPLICATION



**PLYMOUTH, MASSACHUSETTS
1820 COURTHOUSE-CORRIDOR PROJECT
ULI TAP APPLICATION**

Applicant Organizations:

- Plymouth Redevelopment Authority (PRA)
- Town of Plymouth
- Plymouth Growth and Development Corporation (PGDC)

Proposed Date of TAP: Tuesday, September 11, 2012

Contact People:

- Lieza Dagher; Advisor to the PRA
- Larry Rosenblum; Advisor to the PRA
- Melissa Arrighi; Town Manager, Town of Plymouth
- Lee Hartmann; Director of Planning, Town of Plymouth
- Leighton Price; Chair, Plymouth Growth and Development Corporation
- Alan Zanotti; Board Member, Plymouth Growth and Development Corporation

Phone: 617 803 3597 (Lieza's cell)

Problem Background:

The Town of Plymouth has a unique opportunity to revitalize its downtown and strengthen its historic townscape through the preservation of a centrally located historic courthouse and the redevelopment of an adjacent underutilized set of publicly owned properties. Ideally, this preservation and redevelopment project will also be an anchor site for Plymouth's 400th anniversary celebration in 2020.

The former 1820 Plymouth County Courthouse (1820 Courthouse) is an important architectural landmark that prominently sits at the geographic center of Plymouth's downtown and waterfront district with direct pedestrian access to some of the nation's most important historic landmarks, including Burial Hill, Plymouth Rock and the Mayflower II. The front portion houses the beautiful Daniel Webster Courtroom, which still contains a witness stand, jury box, judge's bench and other period furniture.

The 1820 Courthouse is adjacent to the former County Commissioners Building, an approximately 12,000 square foot property originally built for use as a jail. By the

beginning of this century, these two buildings had outlived their usefulness to Plymouth County, which opened new facilities outside of the downtown area in 2007. Today, these two buildings sit predominantly empty and the loss of day-to-day business and pedestrian activity at the site has had a detrimental impact on local business owners and the downtown center's general economic viability.

Behind the 1820 Courthouse and Commissioners Building is approximately two acres of Town-owned land, much of it underutilized surface parking lots that are the legacy of 19th century school buildings and other structures now long gone. In total, this area is known as the Courthouse Corridor and is the site that the Town seeks to transform into a dynamic public-private, mixed-use development in the heart of the downtown, capable of subsidizing the preservation and adaptive reuse of the beloved 1820 Courthouse landmark and acting as a centerpiece for Plymouth's 400th anniversary celebration in 2020.

Plymouth Redevelopment Authority

In spring 2009, Plymouth Town Meeting overwhelmingly approved a \$1.4 million grant from the Community Preservation Committee (CPC) for the Town of Plymouth, through the PRA, to acquire the 1820 Courthouse and Commissioners Building and begin the preservation and redevelopment planning process. In October 2009, the PRA negotiated the purchase of the property from the County for \$840,000, at which time the Town gave control of the property to the PRA through a 99-year ground lease.

To date, the PRA and its advisory body, the 1820 Courthouse Consortium, have stabilized the property and commissioned a Historic Structures Report for the 1820 Courthouse and Commissioners Building, completed by CBT Architects in September 2011. The PRA together with the Town of Plymouth are now prepared to issue an RFP for the Courthouse Corridor with the goal of developing a public-private partnership.

The following are the issues we hope the ULI TAP can help us address:

Problem Statement:

Redevelopment Strategy

- Given the location and historical importance of the 1820 Courthouse property, and the availability of a significant amount of underutilized Town- and privately-owned property around and behind it, what is the best way to approach a public-private development partnership?
- What role should the Courthouse play in the upcoming year-long 400th anniversary celebration and beyond - economic, cultural, ceremonial? Given that Plymouth is already an important visitor destination, is there a way to brand this building and surrounding development as a "must see" destination for Plymouth residents and visitors beyond 2020?
- What types of uses should we be looking for in the Courthouse-Corridor redevelopment, considering that one of our major goals is to strengthen the economic viability of the downtown?

Economic Development Strategy

- How could this project be used as a catalyst for further economic and physical development in the downtown, considering the significant amount of other Town-owned properties that exist in the downtown and waterfront area?
- What should we be looking for in a private sector development partner as it relates to maximizing economic development benefits for the Town?
- Should the Town do any market or real estate analysis in advance of issuing an RFP for a development partner? Is this type of information helpful or harmful when seeking an experienced, capable private sector partner? What might be the cost of such an analysis?

Urban Design / Architecture / Landscape Architecture Strategies

- How could the Courthouse and Court Square best be used as a gateway to new development behind it, recognizing the site's topography, narrow width and great depth?
- How could the proximity of Burial Hill and its historic importance add to the value of the Courthouse-Corridor redevelopment?
- How can the Town best preserve the historic character of the downtown, recognizing that new construction may not be economical if it is limited to the maximum 35-foot maximum height as allowed in our current zoning, and that the rear of the site extends into a residential neighborhood? What about the treatment of building masses and use of open space and landscaping within the development itself? What about the treatment of Court Square?
- The views of the downtown and Plymouth Harbor are spectacular from the top of Burial Hill and the upper levels of the Courthouse. As you get further up the hill, the views over the Courthouse become even better. How do you capture these views in buildings that do not overwhelm the site?

Traffic / Parking Strategies

- How should the Town think about traffic and parking issues generally in the downtown, considering that one of the Town's goals, for this and other potential developments, is to make the downtown substantially more attractive for both residents and visitors?
- How can public and reserved parking best be integrated in the Corridor site, during both build-out and long-term? Is there a simple way to relate the cost of structured parking to the kinds and quantity of development needed to support it?
- The Town is currently studying the possibility of building a transportation center on a waterfront lot about a five-minute walk from the Courthouse. How can the Courthouse redevelopment take best advantage of this?

Planning Strategy

- Should the Town create design and development guidelines for the area and update the zoning in advance of seeking a development partner? What kinds of consultant costs should be anticipated if this approach is taken, assuming limited staff availability to do this work? How long should it take once the team is hired?
- How should the Town think about the future of the rear additions to the Courthouse (1884, 1916, 1962) and the Commissioners Building (1884),

considering the value of the land they sit on, their character and physical condition?

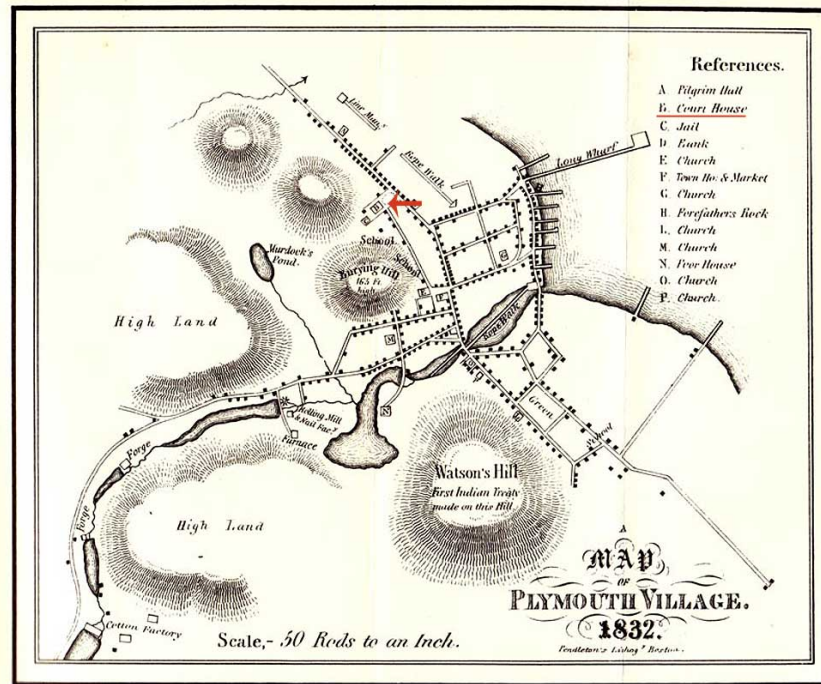
- How will the redevelopment prospects for this project be different with and without the three private house lots that sit at the center of the Corridor site?
- A suggestion has been made to use public funds to open the Courthouse building for a combination of public and private uses as a parallel strategy to seeking a development partner, transferring this project to the developer once they're onboard. This would ensure that the building is available for the 400th anniversary celebration in 2020, even if the partner hadn't been secured in time to upgrade the building. Is this a worthy goal and how should it be approached? Will having tenants with lease agreements in the building aid or hinder our search for a development partner?

Political / Funding Strategies

- What potential strategies can the Town employ to sustain community support for this effort over what could be a long development period?
- What is the best way to reach out to granting agencies to help support this effort? Who should be approached, when, and for what?

RFP / Designer Selection Strategies

- What should be the look and feel of the developer RFP and how should it be structured?
- If a community is not working with explicit design and development guidelines, are there advantages to holding a two-stage selection process – one to qualify developers and development concepts, without a significant design proposal; and a second, with a reduced field, to select the best design and concept execution based on a more elaborate design and development submission?



1832 Map – Village with Court Square and 1820 Courthouse (red arrow)

EXISTING CONDITIONS INTRODUCTION / HISTORY

INTRODUCTION – EXISTING CONDITIONS

The first section of this Briefing Book consists of recent studies and excerpts from studies created by various individuals and Town of Plymouth government groups, including the Plymouth Redevelopment Authority, Plymouth Planning Board and Plymouth Planning and Development Department, Plymouth Department of Public Works, Plymouth Historic District Commission, and Plymouth Growth and Development Corporation.

Excerpts, where necessary, are prefaced with a brief introduction to establish their relevance to the Courthouse and Corridor project.

The full titles, authors, and dates of publication are as follows:

Plymouth Public Space Action Plan: Downtown/Harbor District Study, Town of Plymouth, Massachusetts, June 2007, prepared by Carlone & Associates, Architecture Town Design Implementation, assisted by CDM/Camp Dresser & McKee, Inc., Bluestone Planning Group, GLC Development Resources, LLP, and Stantec Consulting Services.

A Brief History of the 1820 Courthouse and Corridor, prepared by James Baker for the Plymouth Redevelopment Authority, 2009 (included in its entirety in the Briefing Book)

Historic Structure Report, 1820 Courthouse-Corridor Project – Phase 1 Study, September 2011, prepared by CBT Architects, assisted by Building Conservation Associates, Inc., Existing Conditions, Inc., WBA Associates, Wozney/Barber & Associates, Inc., Engineers Design Group, A.M. Fogerty & Associates, Inc., and Bryne McKinney & Associates, Inc.

Plymouth Parking Management Plan, Final Report, January 2012, prepared by John M. Burke, P.E., CAPP for Plymouth Growth and Development Corporation (PGDC)/Park Plymouth

Courthouse Corridor, Zoning & Land Use Analysis, August 15, 2011, prepared by Lee Hartmann, Director of Planning & Development, Town of Plymouth (included in its entirety in the Briefing Book)

Plymouth Historic District Commission Handbook, prepared for the Plymouth Historic District Commission by Eric. E. Dray, January 2008

For a broader perspective on Plymouth’s vision for its future, with valuable information about growth patterns and land use throughout the 104 sq. mile town, consult the following Master Plan documents:

Growing Smarter in Plymouth’s Fifth Century, Town of Plymouth Master Plan. 2004-2024 prepared by Plymouth Planning Board and Master Plan Committee, with Goody Clancy & Associates.

Growing Smarter in Plymouth's Fifth Century, A Strategic Action Plan for the Town of Plymouth, MA, also prepared in 2004 by Plymouth Planning Board and Master Plan Committee, with Goody Clancy & Associates.

These titles are available as downloads in PDF format from:

<http://www.urbanimage.com/PublicSpaceActionPlan.pdf>

<http://www.urbanimage.com/HistoricStructureReport.pdf>

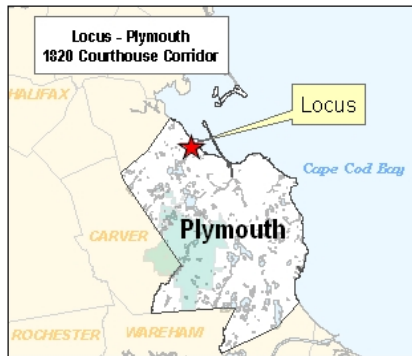
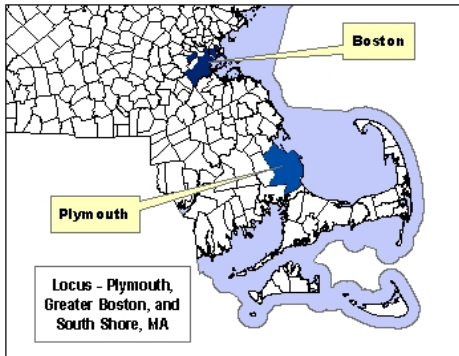
<http://www.urbanimage.com/PlymouthParkingManagementPlan.pdf>

<http://www.urbanimage.com/HistoricDistCommHandbook.pdf>

<http://www.urbanimage.com/PlymouthMasterPlan.pdf>

<http://www.urbanimage.com/PlymouthStrategicActionPlan.pdf>

REGIONAL AND LOCAL CONTEXT



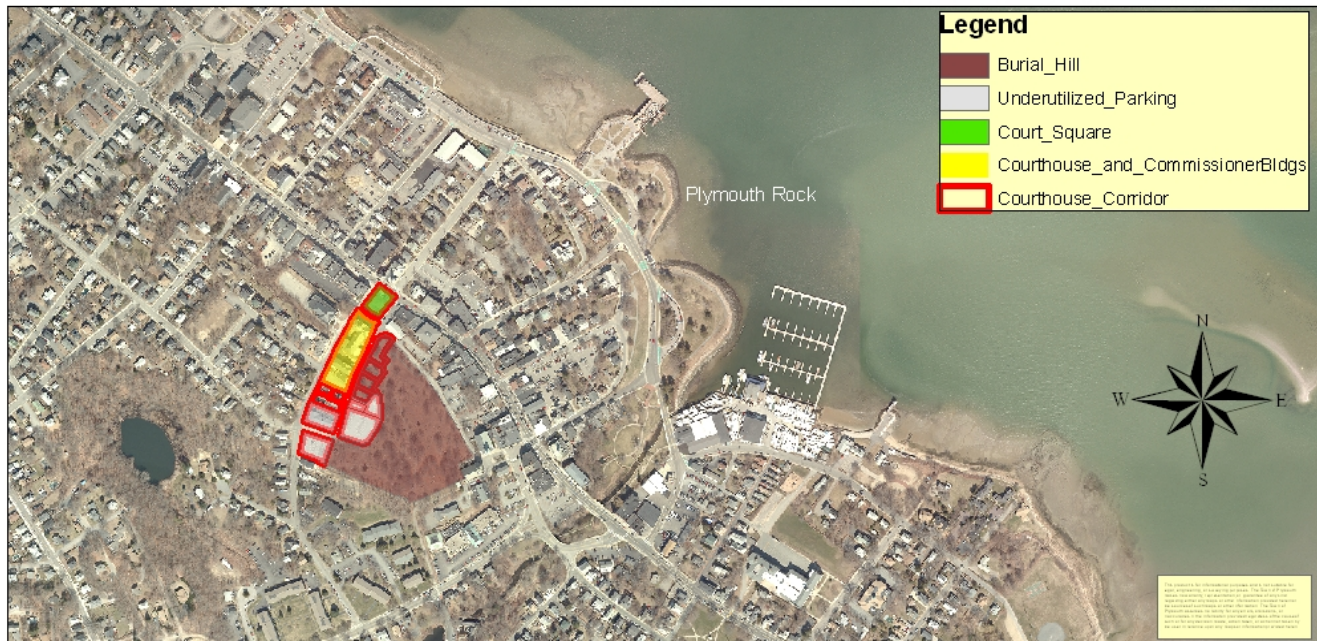
Town of Plymouth Population: 56,845
 Central District (Downtown) Population: 7,658

Town Owner-Occupied Housing Units: 16,139
 Town Renter-Occupied Housing Units: 3,524

43% of Plymouth Residents are Low-Moderate Income



Department of Planning and Development



Plymouth Historic District
Boundary Map



BRIEF HISTORY OF THE 1820 COURTHOUSE AND CORRIDOR

The following is a brief history of the 1820 Courthouse property and Corridor, created for the Plymouth Redevelopment Authority by local historian James Baker. This document was selected for the briefing book because of its relative brevity, compared to the history section of the Historic Structure Report, which goes into much greater detail about the evolution and condition of both the Courthouse and Commissioners Building, and recommendation for historic treatment. For those looking for this additional information, please refer to the Historic Structure Report.



Test

Plymouth 1820 Court House - A History Part One

1773 – Plymouth County Acquires a New Jail

On December 13, 1773, the Standing Committee of the First Precinct of Plymouth sold a lot of about three-quarters of an acre to Plymouth County (Plymouth Deeds, Book 57, Page 230) for the sum of £70, to “be used to buy other land for the Precinct”. The “First Precinct” was the First Parish district, whose population was responsible for the support of the church through taxes (before 1833). The Precinct was a separate body from the church congregation, whose members formed a minority among the town’s residents. First Parish minister Chandler Robbins was Precinct Clerk, and the committee consisted of George Watson, Thomas Mayhew, John Torrey, William Crombie, and Thomas Jackson. The land in question, described as the “easterly part of the Parsonage lot adjoining to Capt. Nicholson’s”, was part of a larger parcel originally granted to Ephraim Little in 1689 on the southwesterly side of what is now Court Street. In 1709 Mr. Little, in exchange for eight acres of land in Middleboro, conveyed the property to the town for the use of the ministry of the town. In the deed of conveyance, Mr. Little, who was at the time the minister in Plymouth, called the lot his “valley lot, nigh the pound, at the head of the great gutter”. The pound was the pen managed by the Town where lost or strayed livestock were “impounded” so that owners, on paying a fine (two shillings for cow, four shillings for a horse in 1679), could come and retrieves them. It was presumably on part of what is Court Square today, and was not included in the county purchase. The original lot before additions was approximately 148 feet long. Captain Nicholson’s property was about where the 1904 Registry Building is today.



To see Court House with Jail behind it, click on the map.

Plymouth historian W. T. Davis describes the property:

The open space now known as Court Square was for many years after the settlement of Plymouth the outlet of a valley which took the waters of the hills on both sides, and in ancient deeds of lands in its vicinity was called the ‘great gutter.’ When land on either side of it on Court Street was sold by the town to individuals it is probably that its reservation was due rather to its ragged condition than to any

intent to lay out a square. In the earliest deeds of lots on its margin it is simply called land belonging to the town of Plymouth. After a time it seems to have been graded, with a view of making a suitable place for framing houses, and its true name was 'framing Green' until the present court-house was built in 1820, when it assumed the name it has since borne of 'Court Square.' [1](#)

The County needed the land for a jail to replace the older "gaol" on Summer Street, which was located about where the Market Street entrance to the John Carver Inn is today, and a wooden jail and a jail-keeper's house were built on the newly-acquired property. The County Courts continued to be held in the 1749 Court House, which it shared with Plymouth's town offices and a public market on the basement level. The 1773 jail was later replaced with a new granite jail in 1819 that cost of \$11,500, and a [new jail-keeper's house](#) built at the cost of about \$2,000. The jail can be seen to the left of the Court House in the ca. 1845 drawing (below).



Ca. 1845 Sketch of Court Square (click for larger image)

Curiously, the old 1773 jail-keeper's house was then moved to Market Street. It was relocated just around the corner from where the old colonial jail had been, about where the boundary lies between the John Carver Inn and the public parking lot on the west side of Market Street. Older Plymoutheans still remember a brick building on the corner of Market Street and Summer Street as "the old jail", but in actuality, that 19th century building was on the site of the colonial jail, while the [1773 jail-keeper's house](#) next door ended its career as a commercial property (perhaps a laundromat). Both were torn down by the Plymouth Redevelopment Authority in the 1960s.

[next](#)

1. William T. Davis. *Ancient Landmarks of Plymouth*. Boston: Damrell & Upham, 1899, p. 284/85.



Test

Plymouth 1820 Court House - A History Part Two

1785 – Court Square Delineated

In January, 1785 the town sold the county an additional small 15x54 foot piece of land in front of the “Prison lot” for £4, 10 shillings. This small parcel, which did not fully extend the width of the County property (it ran roughly from Russell Street across the top of the green), was about 36 feet east of the 1820 Court House building, according to a plan in Plymouth Deeds, Book 150, page 109. There was a house referred to, which cannot be identified, that determined the breadth. “The land conveyed was described in the deed as extending two feet easterly of the platform of the old well. A fracture in the water-pipe a few years since over the sunken filling of this well fixed its location under the sidewalk of Russell Street, abreast of the fourth post from the easterly entrance to the square. Two feet east of the well-platform carries the county about as far east as the curbing across the inclosure, and the knowledge of this boundary may at some future time become important in view of the conditional grant of the square to the county by the town.”¹ The posts in question were part of the 1857 iron fence that can be seen in 19th-century views of the Court House. The County therefore appears to have acquired land as far as about 50 feet east from the front wall of the future courthouse, which may take in up to half the green area.



H. F. Walling & Co. *Map of Plymouth County* (1857) - Detail

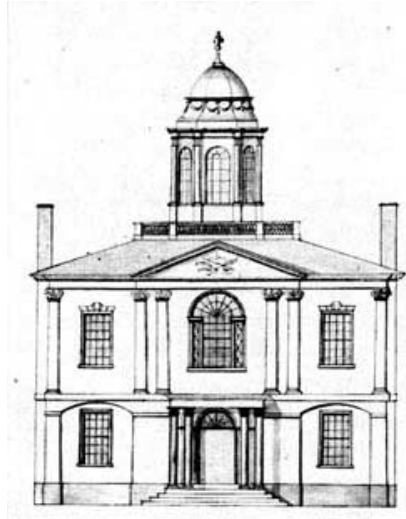
1820 – The New Court House

By the early 19th century, Plymouth County business had outgrown the “1749 Court House”, and preparations were made to move all county operations to a new

courthouse to be built on the jail house property. This was part of a larger movement by the Massachusetts court system to upgrade its professional image by building new dedicated courthouses, relieving the need to hold trials in shared “town houses” or even taverns, as had been the custom. The designs of these new civic buildings employed fashionable architectural designs and features from contemporary English Georgian models, rather than continuing in the local vernacular traditions in building. In Salem in 1785, a new courthouse was designed and built by local builder Samuel McIntire.



Salem Courthouse - 1785



Worcester Courthouse - 1803

It was intended to prevent the shifting of the Essex county seat to rival Ipswich. “Stylish and expensive, McIntire’s building constituted the most ambitious design for a courthouse yet to be built outside of Boston ... In fact, McIntire’s design influenced town houses and courthouses built across a wide area ...”², including perhaps Plymouth, as can be seen from contemporary images. Professional architect Samuel Bulfinch’s design (ca. 1803) for the Worcester County courthouse also shows the influence of McIntire’s seminal plan.

The 1820 Court House was Plymouth’s first *modern* public building, intended as a showplace for both the legal profession and to cement Plymouth’s status as county seat or “shire town”. “There was considerable agitation in 1819 before building the courthouse, in favor of moving the shire of the county to some town nearer the centre of Plymouth County population ... other towns put up rival arguments and it was finally left to vote of the towns. Every town voted for itself and Plymouth, being the town with the largest voting strength, saved for itself the honor and advantages of remaining the shire town.”³

After the 1773 jail had been taken down and the former keeper’s house moved to Market Street, the new brick Court House was built in 1820 on the county land east (or more specifically, northeast) of the new jail at a cost of \$12,000, and occupied in the spring of 1821. “The contract, between Joshua Thomas, Elisha Ruggles, and John Thomas, Justices of the Court of Sessions of the County of Plymouth, on the one part, and John Bates of Plymouth, with Barnabas Hedge and Josiah Robbins as his sureties, appears in the records of the County Commissioners for their August Term, 1820. The new building was sixty-three feet by forty-six feet ‘on the ground,’ of faced brick, thirty feet high from the top of the foundation to the coving. The roof was to be slate, and there was to be a bell and belfry. A notable feature of the building was the provision that the offices of the Clerk of the Courts and of the Registrar of Deeds and Probate were to be fireproof...”⁴ The original fireproof vault still exists beneath the main courtroom.

The 1820 Court House was built and designed by John Blaney Bates (1783-1831), a Plymouth builder. He was also the host for the 1820 December 22nd Forefathers’ Dinner, which was held in the unfinished courthouse, following Daniel Webster’s

famous oration in the First Parish church. Mr. Bates acquired special commemorative plates for the occasion from the Davis company on Main Street, which had ordered them in preparation for the 1820 Pilgrim Bicentennial from Enoch Wood & Co. of Burslem, Staffordshire, and they became the first Pilgrim souvenir (after pieces of Plymouth Rock itself). “Beside each plate were laid five grains of parched corn, traditional ration of the Pilgrims during the difficult early days of the settlement.” [5](#)

The Courthouse was a primary attraction for visitors years ago. James Thacher extolled the Court House in 1832:

The County Court House on our Court Square was erected in 1820. It is allowed to be an elegant edifice of brick, and is in point of symmetry and just proportion, is in perfect keeping with the best models of modern architecture. On the lower floor is an apartment for each of the officers of the clerk of the courts, the register of deeds and of probate, and also a jury room. Above, there is an elegant court-chamber, a jury-room, a law library apartment, and two jury-rooms behind the gallery. The Jail was also erected in 1820 [sic.]. It is of unwrought stone, except for the front which is wrought, and is in all respects adapted to the purpose for which it was designed. The house for the jail-keeper is of wood, and is a handsome and commodious building. The old court house standing in the town square was purchased by the town and converted into a town house... [6](#)

[Next](#)

-
1. W. T. Davis, *Ancient Landmarks*, p. 285.
 2. Martha J. McNamara. *From Tavern to Courthouse: Architecture & Ritual in American Law, 1658-1860*. Baltimore: Johns Hopkins University Press, 2004, p. 66.
 3. Elroy S. Thompson. *History of Plymouth, Norfolk and Barnstable Counties Massachusetts*. New York: Lewis Historical Publishing Company, 1928, Vol. I, p. 388.
 4. Rose T. Briggs. “The Court Houses of Plymouth”, *Pilgrim Society Notes*, Series One, Number 17, May 1966, p. 3
 5. *Ibid.*
 6. James Thacher. *History of the Town of Plymouth*. Boston: Marsh, Capon & Lyon, 1832, p. 309.



Test

Plymouth 1820 Court House - A History Part Three

Property Adjustments

In March, 1822, the County purchased another lot, about 40x100 feet, on the southwest end of their property from the Town of Plymouth for a nominal ten dollars (Book 144, Page 274). This lot, which ran between what is now Russell Street and South Russell Street, had been bought from the First Precinct by the town on November, 30, 1819.



H. F. Walling & Co. *Map of Plymouth County* (1857) - Detail

In October, 1842, the width of the “County Way” (later the westerly part of South Russell Street) between the county property and that of three landowners (as can be seen on the 1857 H. F. Walling Co. map of Plymouth County, above) on the north side of Burial Hill—Bartlett Ellis, Nathaniel C. Lanman and William Thomas—was officially established as fifteen feet.

1852 – The House of Correction

A new brick “House of Correction” was built at the rear of the Court House property in 1852/3, (the old granite jail being described as a “nuisance”), at the cost of \$16,500.[1](#)

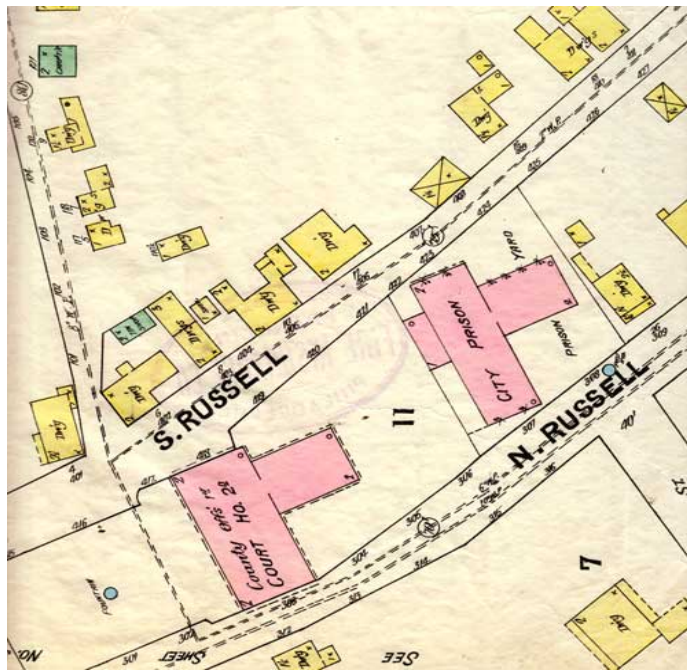


Plymouth House of Correction, ca. 1890

The House of Correction was built, in the year 1853, from the plan furnished by, and under the supervision of, Jonathan Preston, Esq., of Boston, architect. Until 1853, a part of the jail was used as a House of Correction. The Building is of brick, of fifty feet by thirty-eight, with stone foundation and rustic corners of granite. It is built in the most thorough manner, at a cost of about fifteen thousand dollars. Its cells and interior arrangements are constructed after the most approved model. It has thirty-two cells, intended to accommodate one person only in each. The building is so constructed that they may be shut off about one-third part, or less, as is specified, for the female inmates, by means of heavy iron doors, and so separate them entirely from the males. It has two work-rooms, covering the entire size of the building in the upper story, one for the male and one for the female inmates. The manufacture of shoes has been successfully introduced as a means of employment for the inmates, who number usually from twenty to thirty persons.²

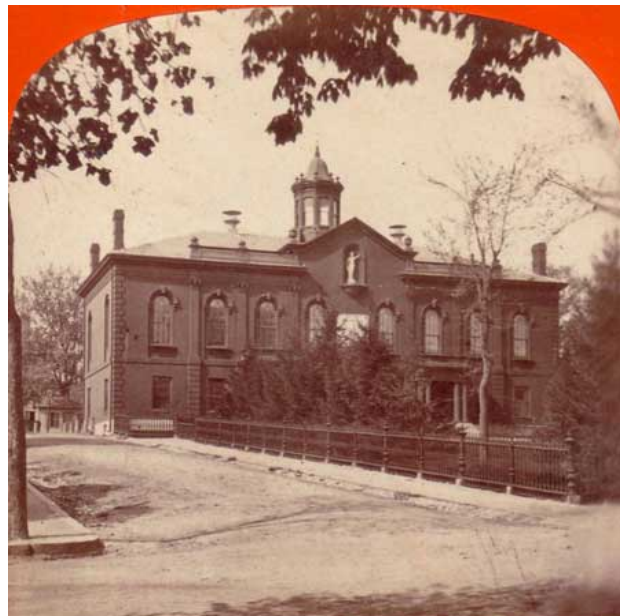
1857 – Court House Improvements

1857 saw a major upgrading of the Court House and also the square in front of it. The Town of Plymouth bought two lots on the south side of Court Square in 1857 in order to move the street further south and enlarge the green area. A two-thirds share in the lot on the southeast corner of Court Street was sold by Albert J. and Eliza A. Goodwin to the town for \$2,373.32, on June 20, 1857. Eliza had inherited this from her father, Joseph Bartlett. Eliza's older sister Rebecca, identified as "an insane person", held a third share, which was sold by her brother-in-law Albert Goodwin (as her guardian) for \$1,186.32. A second lot behind the Goodwin lot on the northeast corner of School Street was similarly acquired from Nathaniel C. Lanman for \$500 (and one dollar to his wife Almira) on August 3, 1857. The houses on the two lots were taken down, increasing the size of the square by sixty feet and establishing what is today the easterly end of South Russell Street. The square, or rather its administration, was turned over to the County for the "use, occupation and control" of the square at the cost of one dollar on August 3, 1857, "so long as the Court house and other County buildings shall occupy their present site or the same be used in-connection therewith, and no longer, for the purpose of grading, enclosing and ornamenting the same" (Book 296, Page 3). The demolished houses can be seen at the left in the ca. 1845 drawing of Court Square. The County erected a cast-iron fence around Court Square, and also installed an iron fountain at the center, donated by James Ruggles of Rochester, MA and indicated on the Sanborn 1890 insurance map (below). The original fountain was later augmented with statuary, as can be seen on a [postcard ca. 1910](#).



Plymouth: Sanborn Map Company, 1890 - Detail

There was a considerable debate in 1857 whether to enlarge the Courthouse and repair the old stone jail or to remove them both and build a new county court in North Bridgewater (Brockton). In the end, Plymouth prevailed and the existing Courthouse was enlarged. Rose Briggs states that the old granite jail was “renovated” in 1852 rather than the construction of the new prison (House of Correction), but this does not agree with the contemporary newspaper accounts³, as the House of Correction was only five years old and the old granite jail was left standing until 1884. In the same issue, a pickup from *Boston Daily Evening Transcript* shows the perceived value of the Plymouth Court complex: “...we must object to the scheme to cripple this ancient town, by removing one of the chief sources of its strength ... In this matter [of moving the courts to North Bridgewater/Brockton], people without Plymouth County feel as strongly as those within its jurisdiction. We hear of protests in ; [sic] reparation, signed by the most influential members of historical societies and antiquarian organizations of this vicinity, against the unwise movement. Every individual, whether a member of an organized body or not, will remit no effort to prevent the consummation of this endeavor to take from Plymouth one of the fairest jewels, a brilliant connected in a peculiar manner with the historical career of the Pilgrims,—Administration of justice”.



1820 Court House, ca. 1880

The Court House was enlarged and improved to the designs of Jonathan Preston of Boston (and subsequently Jason Perkins of North Bridgewater). “The fact is that the estimate of Mr. Preston upon the designed improvements amount to \$16,000. Mr. Preston is not only a skillful architect but a practical mechanic and has expressed his willingness to contract the job before specified.”⁴ In the *Plymouth Rock* newspaper⁵, it was noted that the condition of the old jail was a “nuisance” but as rebuilding might cost \$20,000, it was decided not to do so. The brick House of Correction didn’t need enlargement. Rose Brigg’s history of the Court House describes the improvements:

In 1857, the Court House was remodeled by the County Commissioners, Martin Bryant, William H. Cooper, and James Bates, at a cost of \$24,000. Edmund Robbins, mason, of Plymouth, seems to have been the principal contractor, though records in the County Commissioners office also show payments for labor and material to Jason Perkins and James Ford. The façade was enlarged both north and south by one bay. The central entrance was eliminated, and two entrances, one for the north wing and one for the south, were substituted. A marble tablet, with the seal which Plymouth County has inherited from Plymouth Colony, filled the space over the old entrance. The heads of the windows acquired decorations in the taste of the time, and because brownstone was then admired, the brick was painted a dark brown. Later it was repainted stone-color, with chocolate trim. The original belfry became a glazed cupola. But Justice in her niche, which appears in the earliest sketch we have of the 1820 Court House, remains unaltered, and is still there today (1966). A comparison of the remodeled Court House, with the sketch of the building in its original state will show the changes, and show, too, that the 1857 façade remains essentially unchanged to the present time, except for the successful removal of the disfiguring paint.

Although the new design added a bay to each side, the original footprint of the building appears to have been under the north side of the present structure. The improvements were described by W. S. Russell in 1866:

The present Court-House was erected in the year 1820, and was 63 feet in length by 40 feet in breadth. It was remodeled and enlarged in 1857, by an addition 39 feet in length and 46 in breadth, making the entire length of the present building 102 feet, and the width 56 feet. The walls were raised six feet above the old structure, and the whole covered with mastic, in imitation of freestone. Two entries extend from East to West, through the building, to which access may be had, both in front and rear. In front there are two porticos, which are reached by flights of granite steps. On the south entry are situated the offices of clerk of courts, register of deeds, probate and chancery, and county treasurer. A stairway leads to the basement and second story. From the north entry, access is had to the court room, grand jury, witness, insolvent and probate court, and county treasurer’s rooms. In the second story are situated the court law library, two jury rooms, and two other rooms for the judges, and a stairway to the cupola. The court room is large and airy, being of the same size as the old structure (60 by 45 feet), and six feet higher in the walls, thoroughly ventilated in the ceiling and otherwise. The entire building is lighted by gas and heated by furnaces. The grounds connected with the building are enclosed by a substantial iron fence. The offices are all provided with fire-proof safes, five in number. (The above account was obligingly prepared by James Bates, Esq., Sheriff of the County, and formerly of the Board of County Commissioners.)⁶

[Next](#)

1. *Plymouth Rock* (Plymouth newspaper), June 25, 1857, p. 2.

2. William S. Russell. *Pilgrim Memorials and Guide to Plymouth*. Boston: [For the Author], 1886, sixth edition, pp. 179-180.
3. *Old Colony Memorial*, 4 April 1857, p. 2.
4. *Ibid.*, p. 2.
5. 25 June 1857, p. 2.
6. W. S. Russell. *Pilgrim Memorials*. Boston, 1866, pp. 219-220.



Test

Plymouth 1820 Court House - A History Part Four

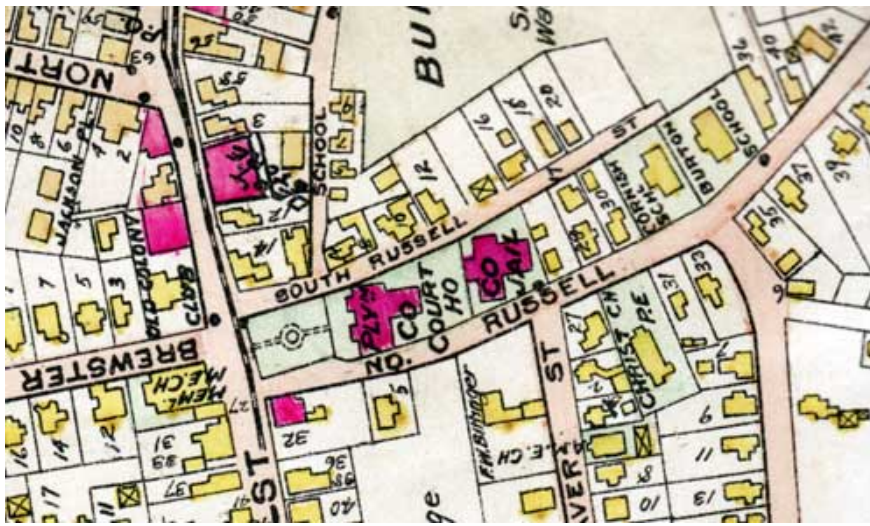


Painted Courthouse, ca. 1915

Additional Modifications

The dark brown coloring was a coat of “mastic” or stucco, which was subsequently removed or painted over stone-gray, as can be seen in old postcards (above). The paint was later removed to reveal the original brick. Miss Briggs notes that “The contractor was Carrold D. Howland of Plymouth, who, with Judge Harry B. Davis, was active in urging this restoration. The work was done by County prisoners. The contract was signed December 30, 1930. Payment was made June 16, 1931.”

On December 29, 1867, John J. Russell sold a lot of land running between Russell and South Russell Streets with two buildings formerly owned by James Barnes west of the House of Correction to the County for \$1,550. This may be the present parking lot to the rear of the Court House property. The lot with its two structures could still be seen on the 1903 map published by L.J. Richards Company.



Court Square. 1903 (no larger image)

In 1878, “The old jail, built in 1820, has long been condemned itself, by the humanitarian progress of the age, and the upper part only is used as a woman’s prison, the dungeons in the lower part being now used for storage purposes. The modern prison was built in 1852.” ¹ The old granite jail was removed in 1884, about the time the 40x93-foot rear ell was installed to the Court House [query: was the section of the ell involving the stairs added earlier?]. A quote from a contemporary guide book provides a description of the Court House:

The County Court House... is one of the finest buildings of the kind in the state, and the judges of different courts give it preference in point of beauty, convenience, etc. over all they visit. It has two entrances. The northerly one leads to a corridor, from which is an entrance to the large court room above; and a smaller court room for Probate and District Courts and Grand Jury room, and rear entrances to offices, the principal entrances to which are from the other corridor. The southerly entrance opens to a corridor paved with Vermont marble, and from which leads a flight of stairs for the Court, members of the bar, officers, and jurymen, to the court room. On the right, below, is the room of the County Treasurer; on the left that of the clerk of the Courts; beyond on the right is the Registry of Probate, and opposite the Registry of Deeds ... Going up the flight of stairs, we come to a landing from which opens rooms for judges, juries, a law library, and the principal court room. This is lofty and spacious, well lighted and well ventilated, and elegantly fitted for its use.

²

[Next](#)

William T. Hollis. *Old Plymouth: A Guide to Its Localities and Objects of Interest*. (Plymouth: Avery & Doten, 1878), p. 24.

Ibid.



Plymouth 1820 Court House - A History Part Five

1881 – The Great Fire

On Monday, November 7, 1881, a fire broke out in the attic of the Courthouse where workmen had been removing old paint on the cornices with blowtorches. While waiting for steam pressure to rise in the fire engines, "...the whole roof of the Court House smoked from every crevice and out of the ventilators poured the fierce flames, forced upward by the strong draft from different parts of the building ... It was evident that the whole interior of the roof was a sheet of flame, and the only way to get at it was to take a line of hose up the main and attic stairways, while the axmen made holes in the [slate] roof for the pipemen on the ladders ... Soon the shapely cupola was a mass of flame, the interior glowing like a furnace, while the licking tongues curled around the pilasters and mounted to the ornamental coping ... During the earlier part of the fire all the furniture of the offices and main court room was removed to the lawn in rear of the building, and every book of the valuable law library in the second story was carried below ... Even the pictures and maps in these rooms, and the matting in the hallway [were saved] ..." The cupola descended on to the attic floor, with the weathervane pointing north the entire time.

As the spectators' settees in the court room were being passed out through the windows on the Russell Street side, "the ceiling of the main room, at that end, came down with a crash of burning timbers and a shower of slate, those inside happily escaping injury..." but the firemen kept the fire contained, "so that a hole of but two or three square yards was burnt through the floor above the District and Probate Court room. In the course of an hour and a half it was seen that the firemen had got control, and that the fire would go no lower than the attic floor. Still the flames clung tenaciously in the cornices and among the roof framing..." The two steam engines were shut down after four hours, and a hand engine left on duty through the night. A bucket brigade was stationed on the roof of Sheriff Harmon's house. "The insurance will be ample to cover the loss, which, it is estimated, cannot be over \$8,000. The greatest expense is a new roof; the rest of the repairs being of a lath and plaster nature overhead in the upper rooms, the walls being intact and scarcely defaced. All the offices are in good condition, and could be occupied today [Thursday] and their business carried on in the usual manner." ¹ The burnt joists can still be seen beneath the attic floor of the Court House (below).



Test

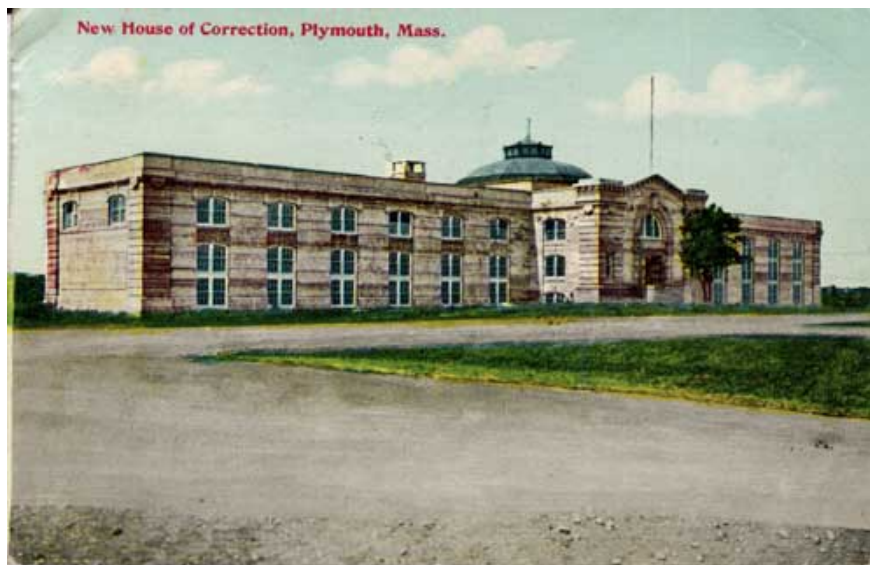
Plymouth 1820 Court House - A History Part Six



Plymouth Registry of Deeds at right- ca. 1920 (no larger image)

1904 - The New Registry of Deeds

Having outgrown the allotted area in the Court House, the Registry of Deeds and the Probate Court were moved across Russell Street in 1904 to a new fire-proof building. The Registry was “located on the lower floor, with a large hall for the records and necessary desks and tables to facilitate the examination of the books. There are also commodious rooms for the register and his assistants and the corps of recorders ... The Registry of Probate is on the second floor, where with the several offices there is a beautiful court room for the Probate sessions. The filing and registry room is a model for convenience in safe keeping and reference to papers concerning estates.” ¹ In September, 2005, these functions were moved yet again to a new facility at 50 Obery Street.



Obery Street County Farm Prison, ca. 1911. (no larger image)

1911 - The New Prison

In May, 1908, the County purchased a farm south of Obery Street, and built a new concrete prison to replace the former House of Correction. “The new prison is light, commodious and airy, and has 140 cells for men and 12 for women.” The prisoners were transferred from the House of Correction to a new county prison in July, 1911. The Russell Street building was then used for temporary detention of prisoners at trial, and by agreement with the County Commissioners, the town of Plymouth leased a portion of the building for a police station. ² This ceased when the former Cornish School, closed by the town in 1963, was torn down, a new police station built on the site at 25 Russell Street and opened in 1968. This in turn was closed once the 20 Long Pond Road Police Station was ready in September of 1995.

Adjacent Properties

Something might be also said about the immediate environs of the Court House property, as these may be involved in any future development of the area. The town owns two properties at the crest of the hill between the northerly entrance to Burial Hill and the intersection of Allerton and Russell streets.



Cornish School, ca. 1920.

The easterly lot, (#6 on the [Plymouth Assessors' Map 19](#)) where the former police station is, was the site of Cornish School, built in 1840. This included a playground to the south, which encompassed about half of the current parking lot on Burial Hill (lot #24). The easterly half was until about 1955, the location of a [private residence \(lot](#)

[#24A](#)) that was not removed when the other houses and outbuildings (lots #26, 27, and 29 – with two houses on the latter) on the [Burial Hill side of South Russell Street](#) were, after 1920.



Burton School, ca. 1920

The westerly lot (lot #1), now a small parking area on Russell Street, was the site of Burton School, built in 1896, replacing an earlier fire engine house. Between the Court House property and the former school property are three private dwellings (lots #3, 4 &5). All of the buildings mentioned were built after 1830.

1962 – Further Additions



The last major renovation to the 1820 Court House occurred in 1962, when two wings were added to the rear ell of the building; 29x42 feet on the south and 32x42 feet on the north. The interior of the building was also rehabilitated with new heating facilities and additional electrical work, with most of the work done in the area bounded by the additions. Designed by architect S. Tyson Haldeman of Brockton, the new construction and renovations were carried out by the Ambrosia Construction Company of Quincy, and were estimated to cost \$225,300. Another addition that took place at this time or earlier was the installation of a new heating system under a 973 sq. foot cement slab on the north side of the building.

No more major modifications were made prior to the departure of the County Courts to Obery Street in 2005.

1. *Guide to Historic Plymouth Illustrated*. Plymouth: A. S. Burbank, 1916, pp. 27, 29.
2. *Ibid.* pp. 30-31.



1857 Map (detail) - Downtown Plymouth, Courthouse in middle-left

EXISTING CONDITIONS DOWNTOWN

1820 COURTHOUSE IN DOWNTOWN-WATERFRONT SETTING



CHARACTERISTICS

- Distinctive character
- Central location
- Visible from waterfront and dominant presence on Court Street
- Commanding views of downtown, waterfront and harbor from building
- Gateway and anchor-point for substantial, underdeveloped properties behind, beside, and nearby
- Abutter to major public open spaces - Court Square and Burial Hill

PUBLIC SPACES – PEDESTRIAN MOVEMENT IN DOWNTOWN

The drawing below and on the following pages are from the 2007 Public Space Action Plan study of the downtown/waterfront district. While created to identify important pedestrian connectors and public spaces studied in the report, they also reveal the pattern and texture of buildings and streets in the downtown. The dotted red line in the illustration on the next page indicates the extent of the Public Space study area, which is approximately 1.5 miles in length.

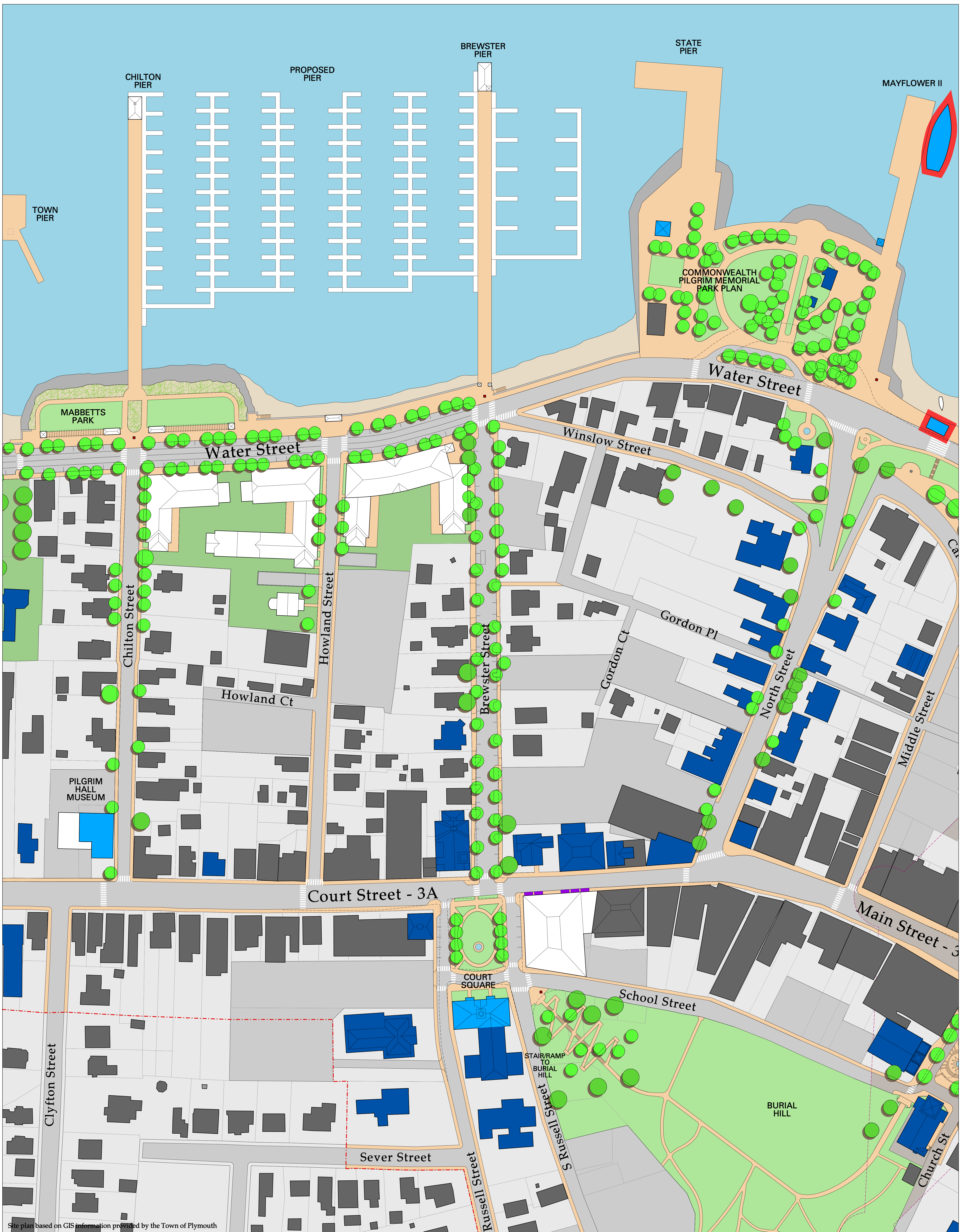
The drawing below also highlights one of the challenges driving the Courthouse-Corridor redevelopment effort. The waterfront is a major tourist destination, with Plymouth Rock and the Mayflower II as major attractions. Court Street is the primary commercial street in the downtown. One goal in redeveloping the Courthouse-Corridor area is to strengthen Court Street as a destination for both residents and visitors and to encourage more people to use the frequent cross streets that connect Court Street to the waterfront, particularly moving in the uphill direction.

Towards that end, the Public Space Action Plan proposes streetscape improvements to the widest connector of Court Street to Water Street, Brewster Street, which was built in the late 19th century on the axis of the Courthouse. It also proposes creating a new point of access to Burial Hill from Court Square. This can be seen in the drawing titled Court Square & Brewster Street. The wharves shown in that plan do not currently exist.



Court Street-Waterfront connector streets and proximity of Courthouse to Pilgrim Memorial Park containing Plymouth Rock and the Mayflower II





Court Square & Brewster Street

Town of Plymouth, Massachusetts

Carlone & Associates Architecture Urban Design Implementation
 Bluestone Planning Group CDM/Camp Dresser & McKee Inc.
 GLC Development Resources, LLP Vollmer Associates LLP

Downtown/Harbor District Study Phase I: Public Space Action Plan



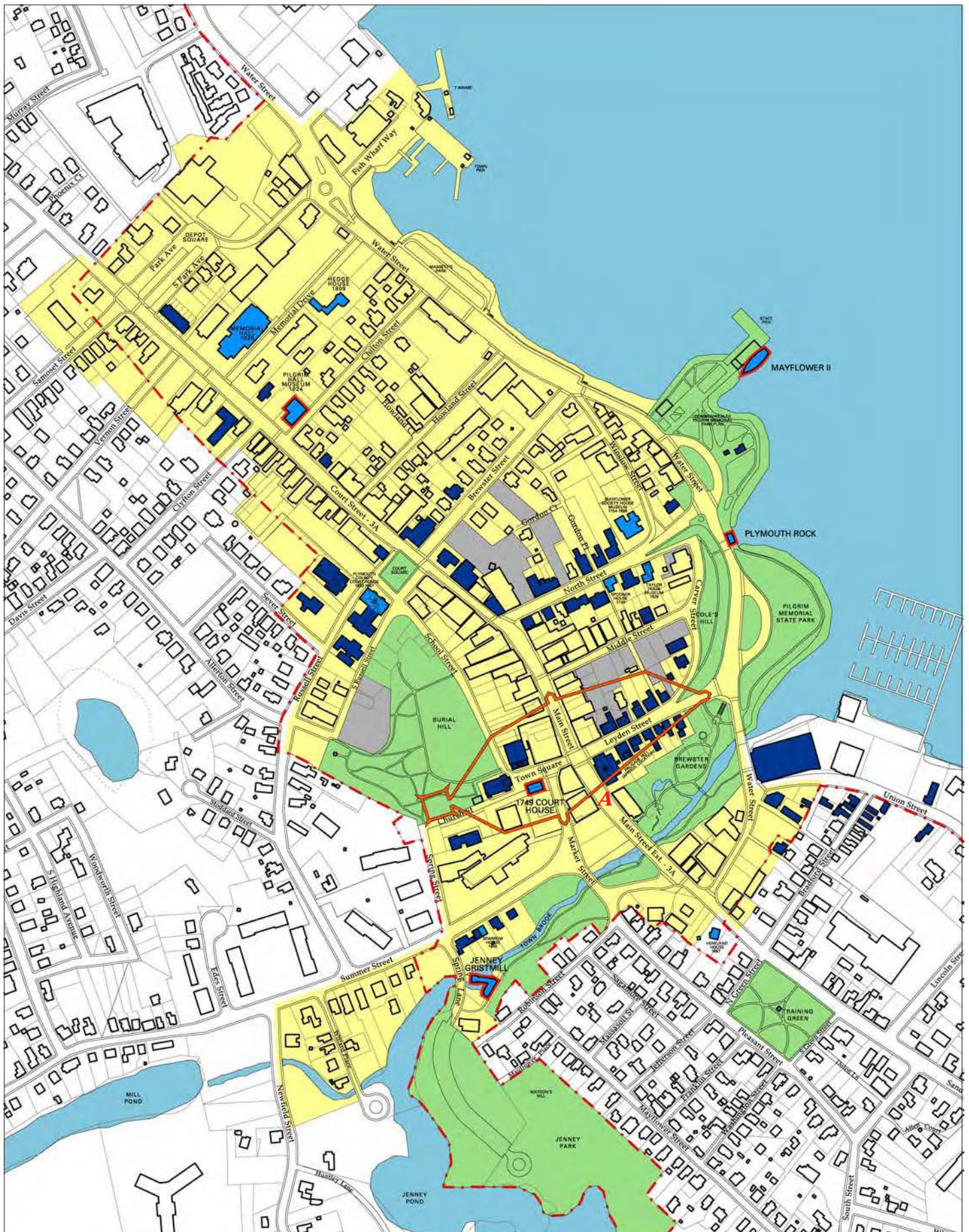
March 21, 2007

HISTORIC RESOURCES IN DOWNTOWN-WATERFRONT AREA

In the following drawing, the downtown Historic District is shown in yellow, historic buildings are blue, with the light blue buildings are museums and other attractions open to the public. The destinations outlined in red are Plymouth Rock, Mayflower II, Pilgrim Hall Museum, Town Museum at the 1749 Court House, and Jenney Grist Mill. The Courthouse is shown in light blue next to Burial Hill and behind Court Square just off Court Street.

The approximate line of the 1621 Palisade (A), built to protect the English settlement, is outlined in orange. It encloses Leyden Street and Town Square, with the fort at the very top of the hill in what is now Burial Hill. Leyden Street was the main street of the early settlement and is recreated, as a 1627 settlement, at Plimoth Plantation a few miles to the south-east, also overlooking the coastline.

Parking lots in gray impact the Historic District to varying degrees. One major lot that is not shown in gray in this plan is in the area behind Memorial Hall, the large light blue building closest to the top of the map. This lot is the location for a proposed transportation center, more of which will be discussed in the transportation section of this report.



HARD AND SOFT DEVELOPMENT OPPORTUNITIES

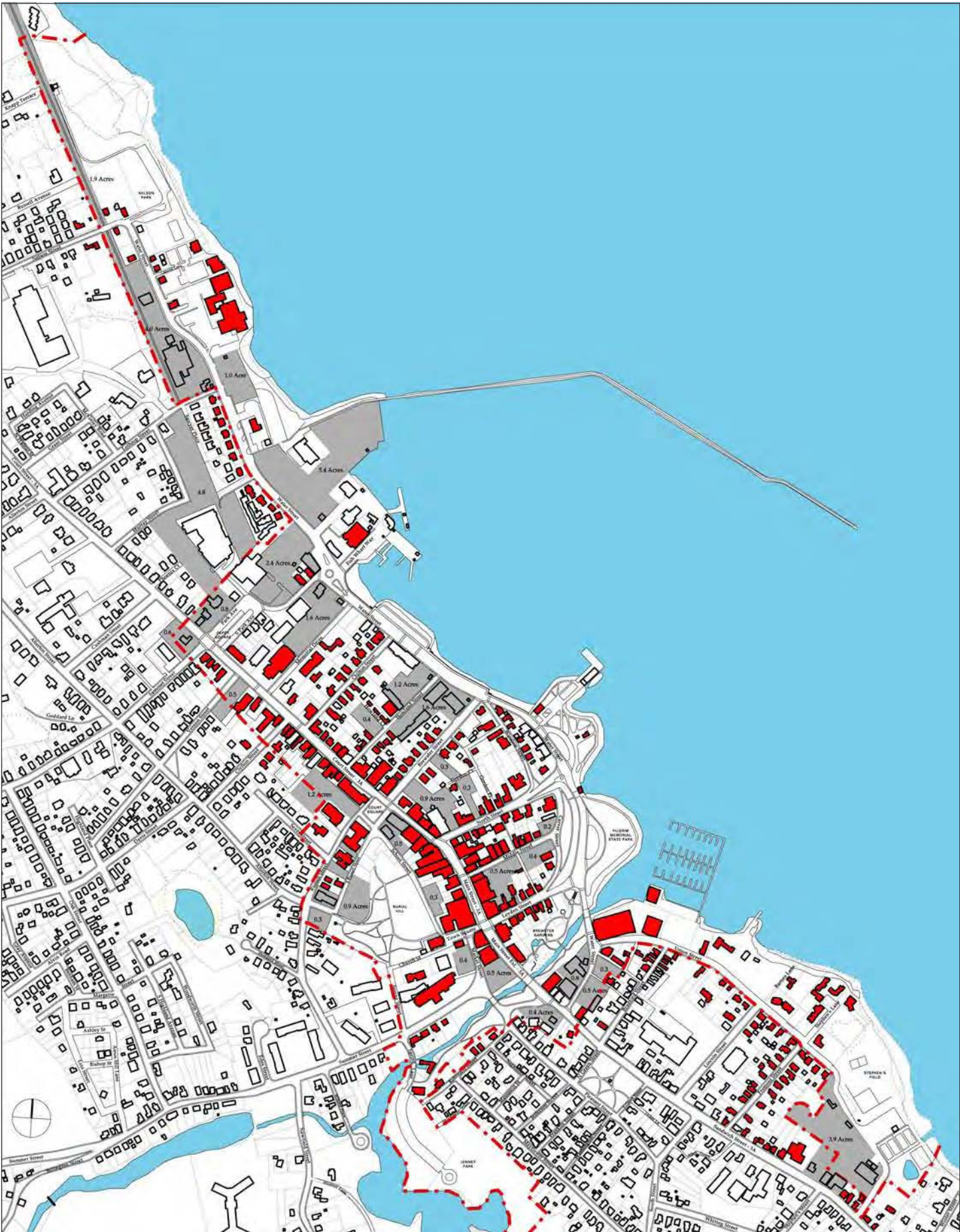
The drawing on the following page, from the Plymouth Public Space Action Plan, shows the buildings and parcels most likely to see change when pressure for new development heats up in the downtown. The likelihood of change was predicted by evaluating the relative ‘hardness’ and ‘softness’ of individual parcels and existing buildings.

“Hard” parcels (shown in red) are those that are unlikely to change (be replaced) due to physical condition, economic value, historic designation and/or political pressures.

“Soft” parcels (shown in gray) are those considered less stable and therefore more likely to change when development pressures increase during the next development cycle. Soft parcels include vacant land, parking lots, one-story structures, dilapidated buildings, a high value location and/or one next to parcels where substantial development is predicted.

The factors considered in rating each parcel are: 1) parcel size, 2) excess development potential (relationship of what exists on the lot to what could be built under present zoning), 3) properties in transition, 4) age/condition/location of the building(s), 5) reuse potential of existing structures, and 6) expressed development interests of property owners.

A conservative estimate suggests that more than 32.5 acres of land (almost 18% of the buildings in the public space study area) are soft buildings.



KEY DEVELOPMENT OPPORTUNITIES

The following plan reflects site-specific development opportunities in the downtown-waterfront district.

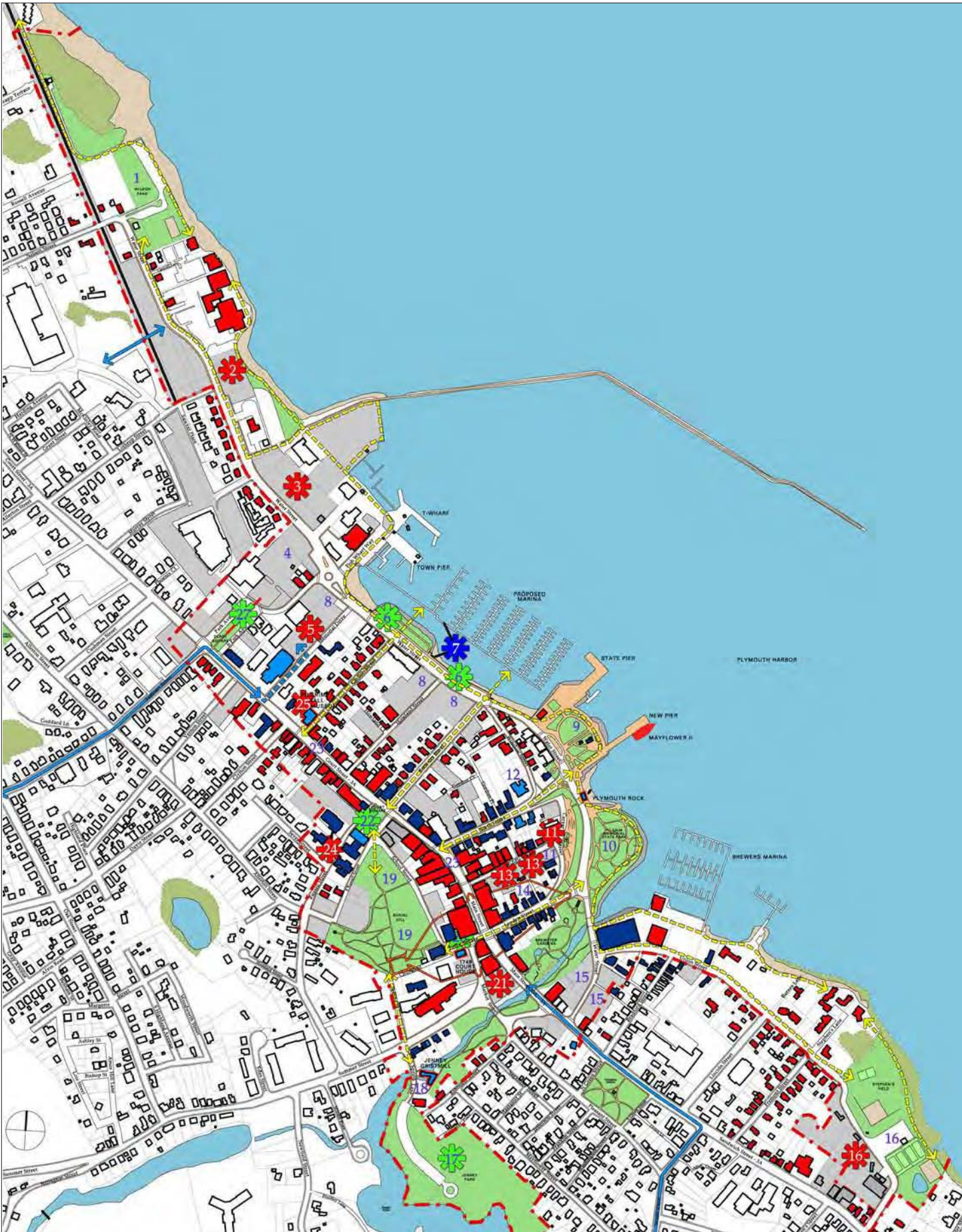
The green stars relate to public-owned park development, while red stars denote public-owned/publicly accessible building development. Light gray parcels were identified as soft earlier on the hard and soft diagram. Clearly, many opportunities for quality development exist in the downtown-waterfront district.

Two of the 28 development opportunities cited in the public space study are Court Square and the former County Courthouse complex. Of these, the study reports:

22. COURT SQUARE AND ENVIRONS: This one-time important civic square (approximately 70' by 70' today) is the only public open space for one half of a mile on Main/Court Street between Brewster Gardens and Depot Square. Given its location and the potential of its surrounding properties, Court Square needs to play a larger role in downtown daily life.

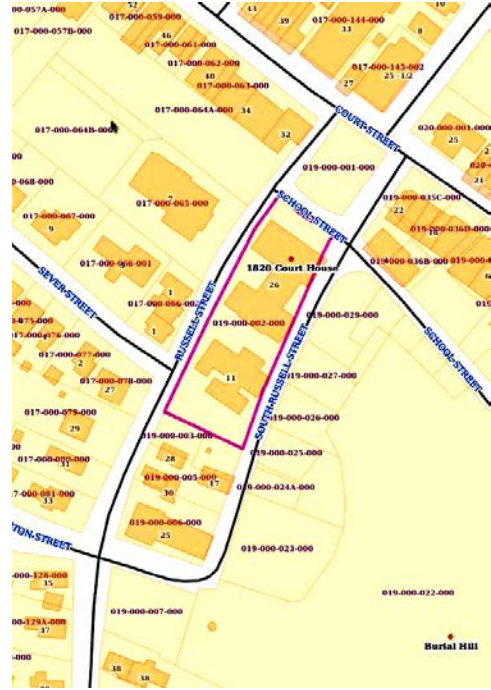
24. COUNTY COURTHOUSE COMPLEX: The potential reuse of the main County Courthouse building overlooking Court Square is critically important and should be treated with a high level of urgency. It is one of the key locations in the town center and its architecture states its civic importance. Court activities were once an anchor for downtown and a reason for lawyers and others having business with the court to locate there. Retail will sorely miss the business generated by Court employees. Future uses should help to similarly anchor and invigorate the downtown.

To learn more about the other development opportunities highlighted in this plan, go to *Plymouth Public Space Action Plan*, pgs. 26-32.





Circa 1903 Map



Current Assessor Map

EXISTING CONDITIONS CORRIDOR

COURTHOUSE-CORRIDOR OWNERSHIP AND CONTROL

The Courthouse-Corridor consists of a number of parcels of Town-owned land, some of which it has owned and controlled for over a century. The Courthouse and Commissioners Building were acquired by the Town of Plymouth from Plymouth County in 2009, after the State built a new Courthouse outside the downtown. The Commissioners Building is still used as a county administrative center.

Behind the Commissioners Building are three private homes and behind them a former police station, now unoccupied. Across from the police station are two parking lots, which, with the closing of the Courthouse and police station, are only marginally used. The parking lots were former school sites in the late 19th, early 20th centuries.

In front of the Courthouse is Court Square, a village green that has its roots in the 18th century and is also owned by the Town.

In addition to the three houses, there are other properties in the immediate vicinity that could be incorporated into the Corridor development. One is the former Registry of Deeds building, which is privately owned and currently vacant, and a former 1884 Methodist church, across Court Street, owned now by Congregation Beth Jacob and used as a synagogue and community center.

For more information about these lots and their prospects, see the Redevelopment Strategies Report in the next section of the briefing book.



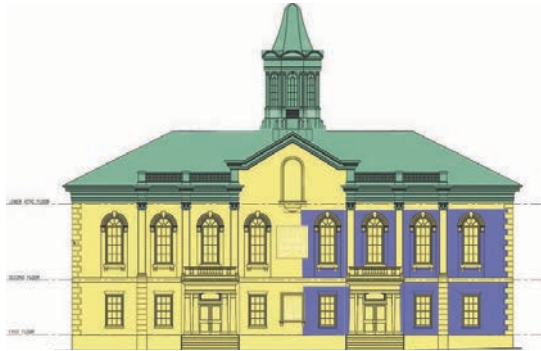


circa 1880 – 1820/1857 Courthouse

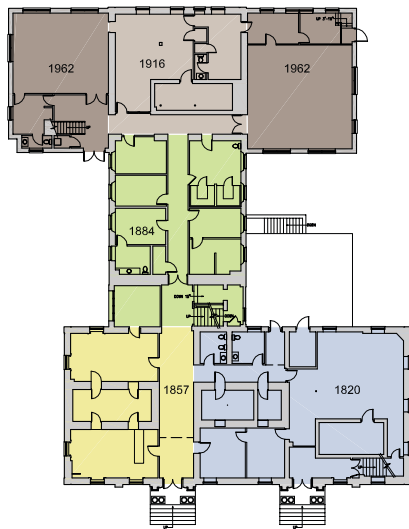
EXISTING CONDITIONS **BUILDINGS**

BUILDING DEVELOPMENT PHASES

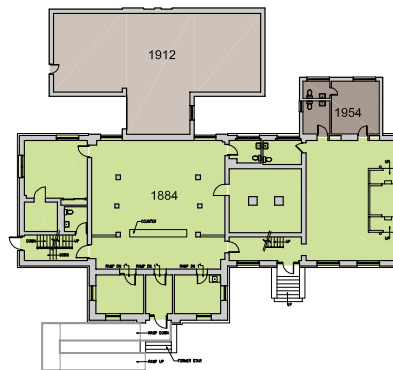
Both the Courthouse (begun in 1820) and Commissioners Building (1884) have been significantly modified over time, with additions and internal restructuring. The following drawings from the Historic Structure Report chronicle the major stages of development of each building.



1857 addition 1820 facade



Courthouse



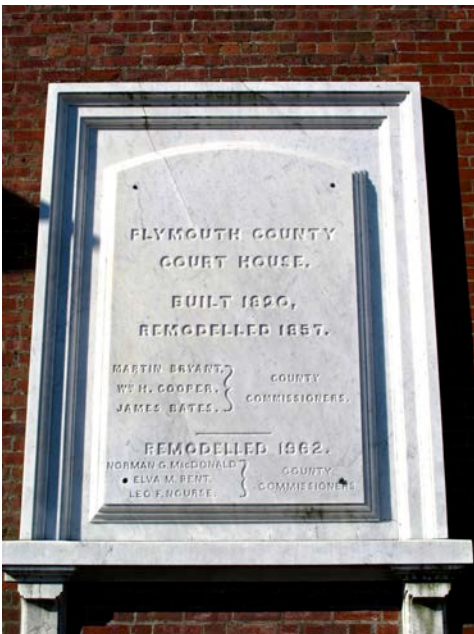
Commissioners Building

In addition to the analysis in the *Brief History of the 1820 Courthouse and Corridor* and *Historic Structure Report* there exists a trove of 20th century architectural drawings for both these buildings spanning from 1911 to 1987. In total, there are approximately 350 sheets of original drawings and reproductions that chronicle, in great detail, internal and external modifications, most realized and some never executed. Included are drawing of a cell-block addition built onto the back of the former jail (Commissioners Building) that was demolished to make way for the current parking lot and garage wing.

1820 COURTHOUSE



1820 Courthouse from Court Street



1820 COURTHOUSE SETTING



Courthouse from S. Russell Street



Commissioners Building behind Courthouse from S. Russell St.



Courthouse from Burial Hill



View of downtown and harbor from cupola



View up S. Russell Street



Courthouse from School Street

DANIEL WEBSTER COURTROOM



COURTHOUSE INTERIORS



Typical office



Entrance hallway



Single zone boiler



Telephone room



Holding cells



Stair to 2nd floor

COMMISSIONERS BUILDING



Commissioners Building from parking lot



Commissioners offices



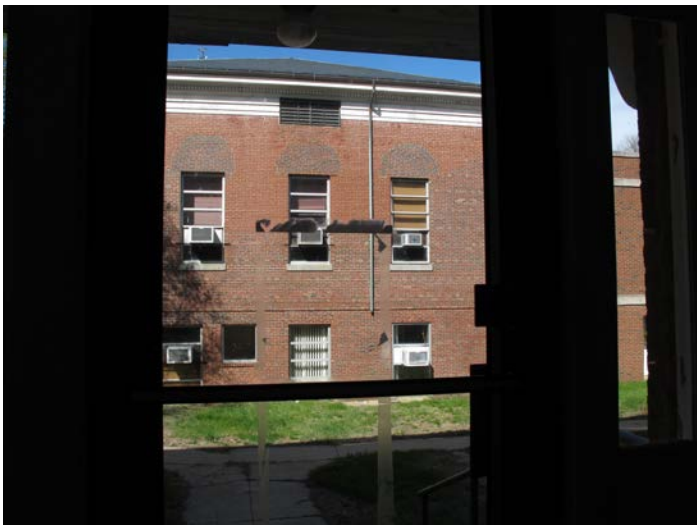
Entrance from Courthouse side



S. Russell St. façade – successive revisions



Typical stairwell



Back of Courthouse from Commissioners Building



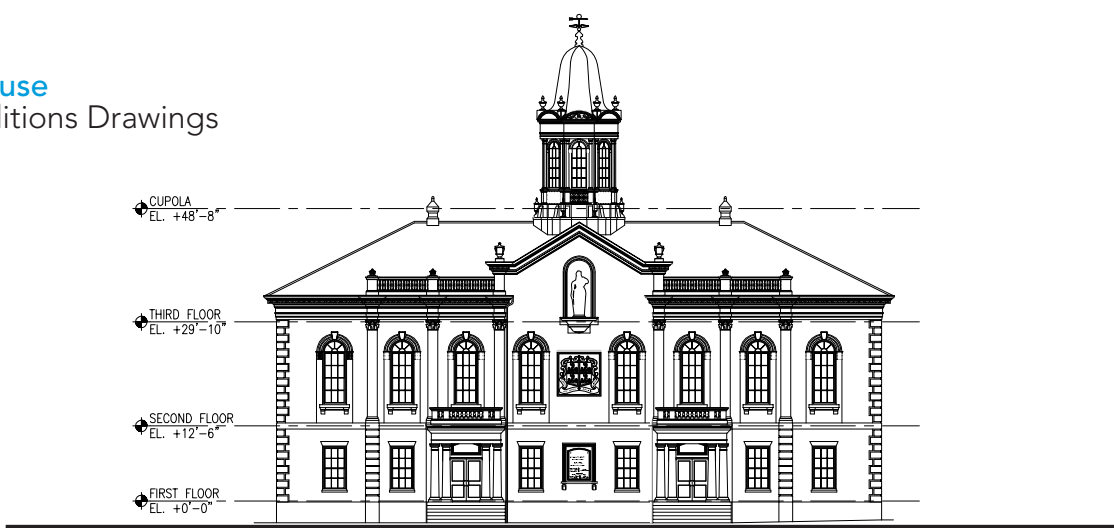
Commissioners Building from Courthouse side

ARCHITECTURAL DRAWINGS COURTHOUSE & COMMISSIONERS BUILDING

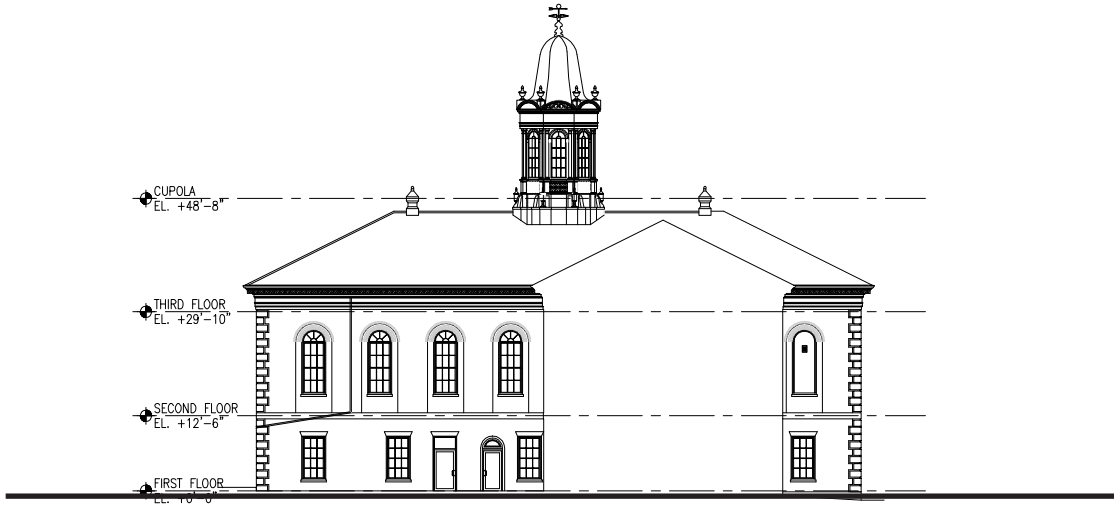
The following drawings are taken from the Historic Structure Report. Dimensioned views of both buildings, with a single floor plan per page, are also available as PDFs for 30 x 42 inch printing.

1820 Courthouse

Existing Conditions Drawings



FRONT ELEVATION (EAST)



REAR ELEVATION (PARTIAL)



FRONT ELEVATION (PARTIAL)

1820 Courthouse
Existing Conditions Drawings



SIDE ELEVATION (SOUTH)

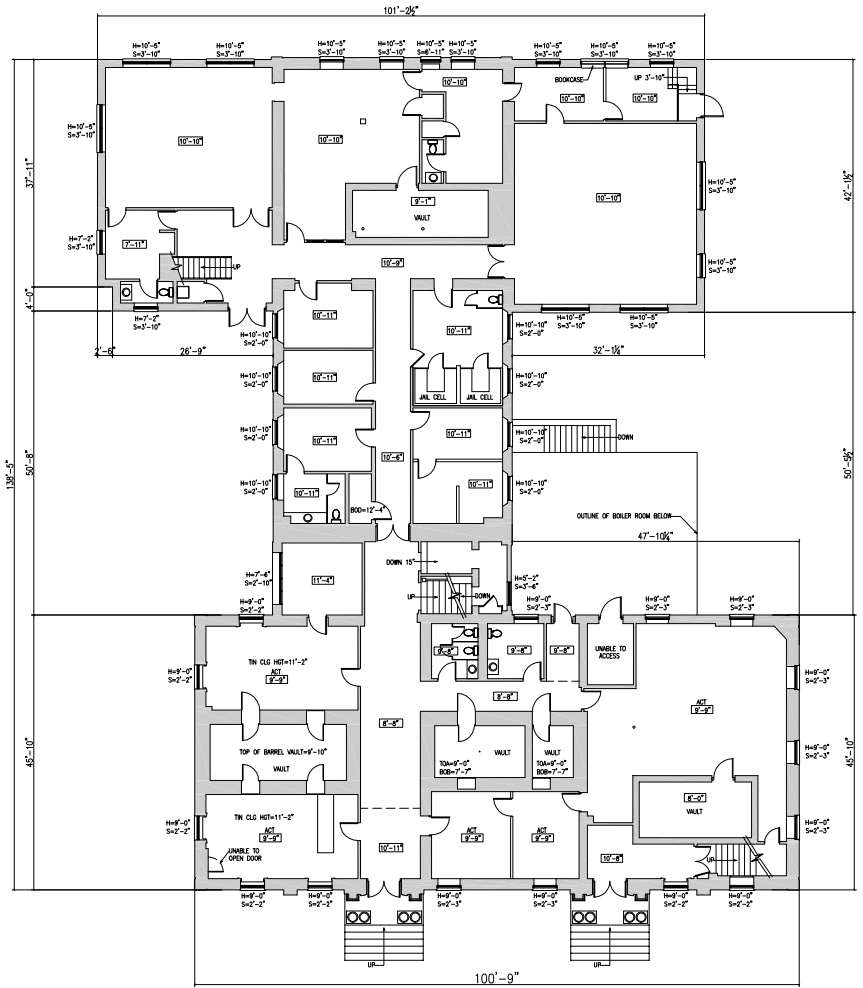


SIDE ELEVATION (NORTH)

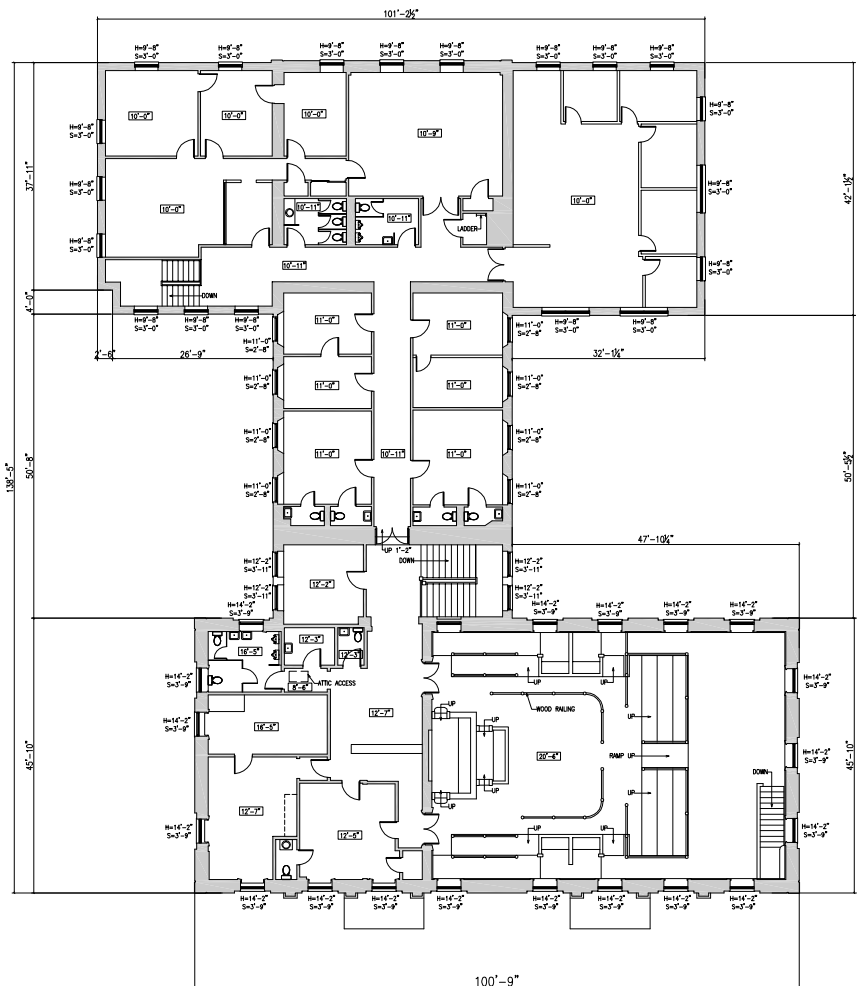


REAR ELEVATION (WEST)

1820 Courthouse
Existing Conditions Drawings



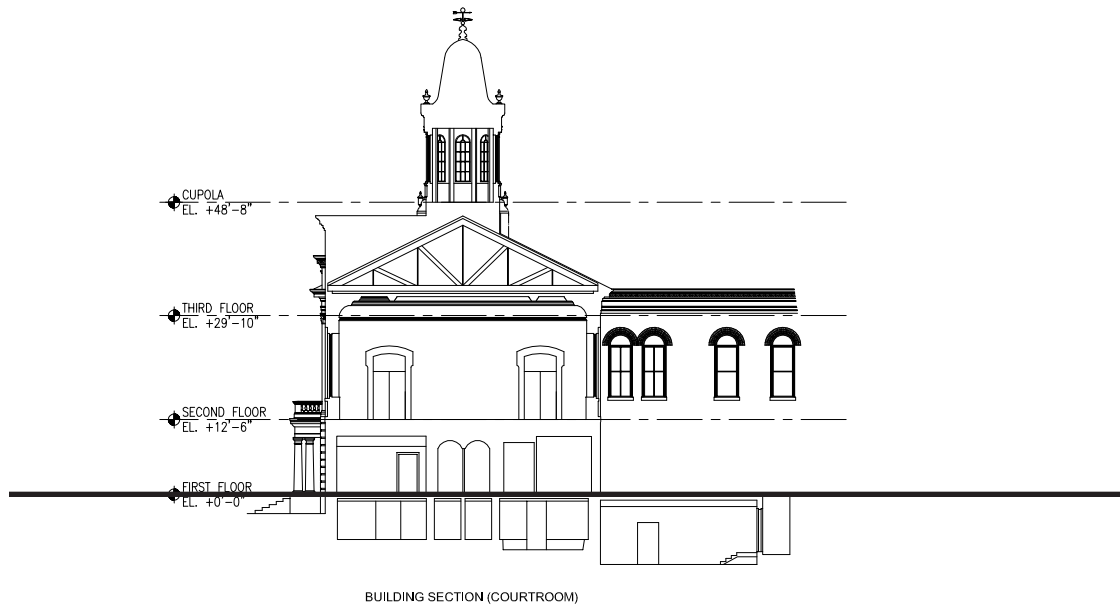
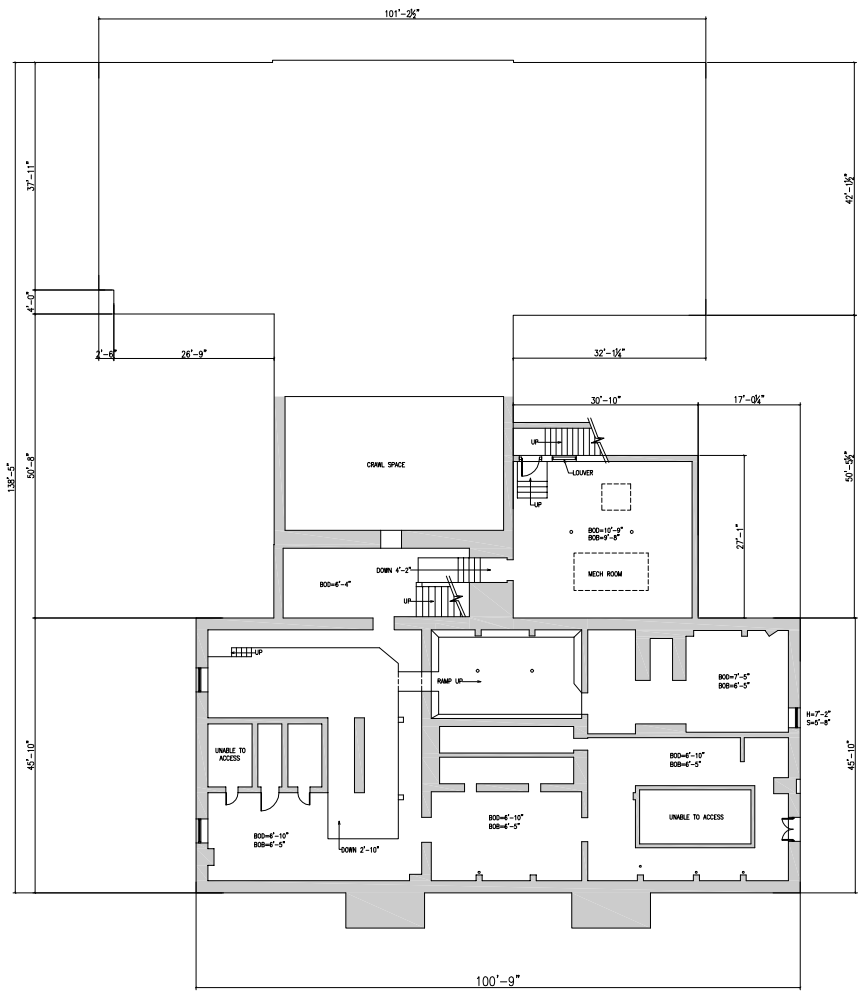
Second Floor Plan



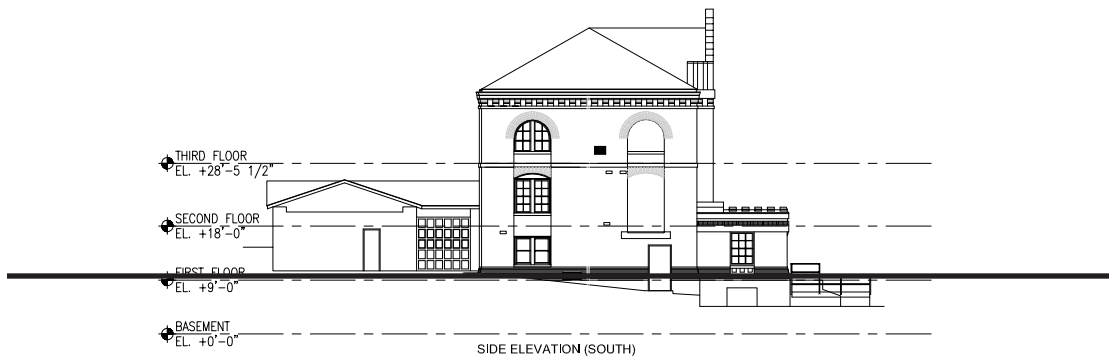
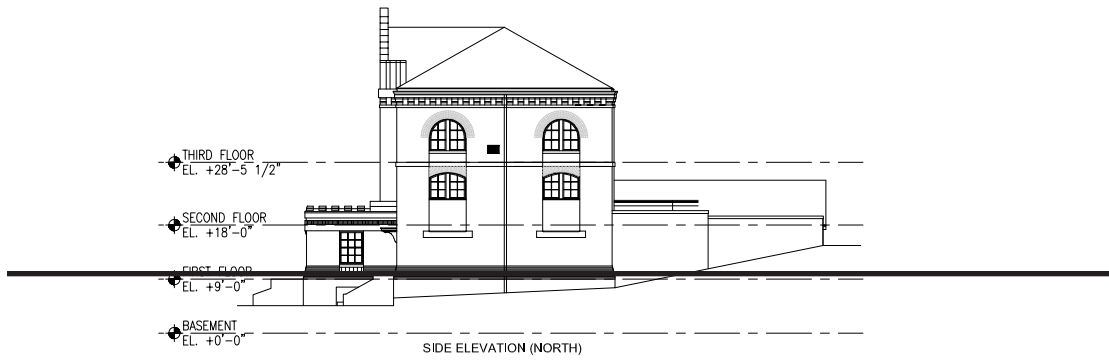
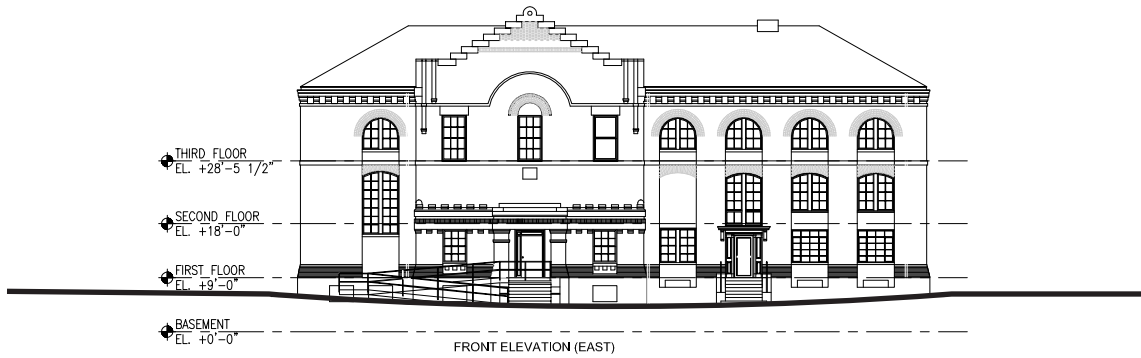
First Floor Plan

1820 Courthouse
Existing Conditions Drawings

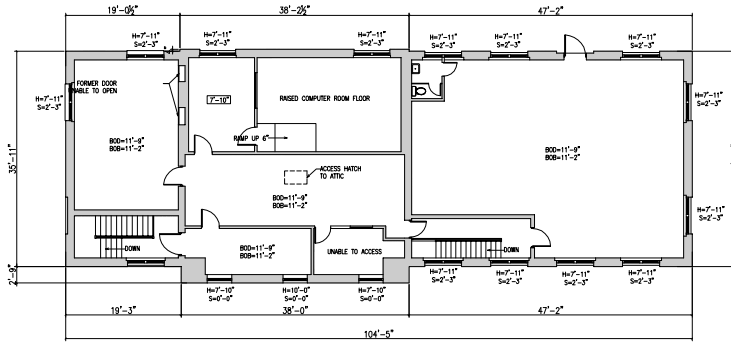
Basement Plan



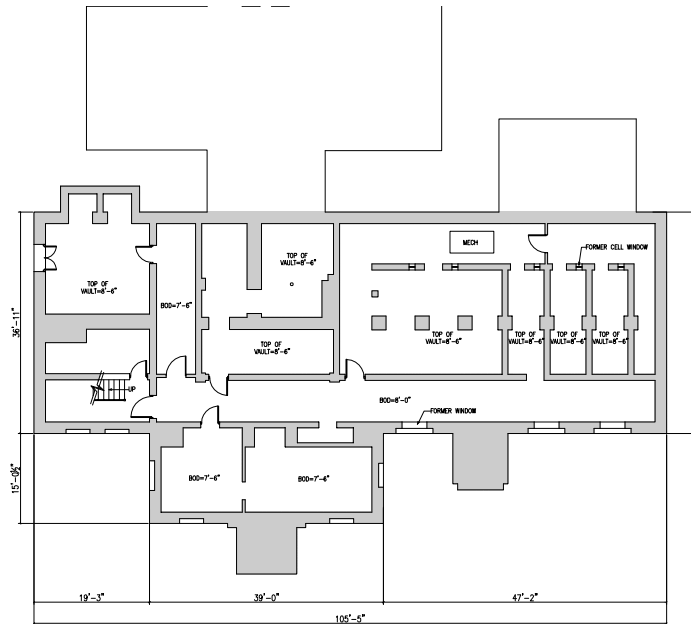
Commissioners Building
Existing Conditions Drawings



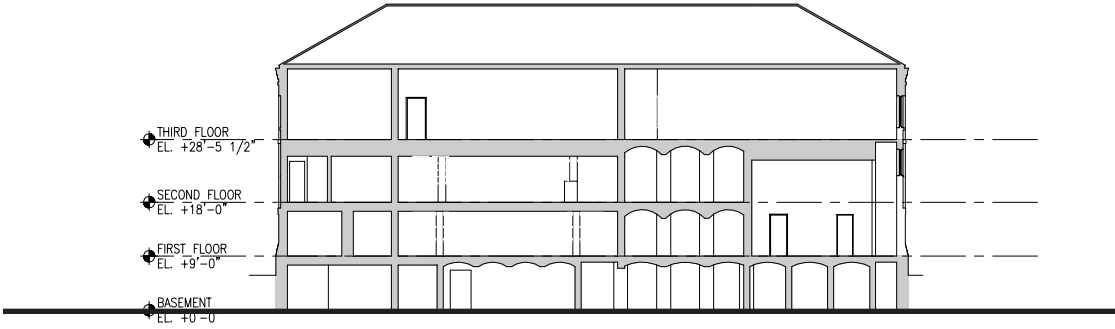
Third Floor Plan



Basement Plan



Commissioners Building
Existing Conditions Drawings



BUILDING SECTION



1890 – Jail (Commissioners Building) with Courthouse out of picture on left

EXISTING CONDITIONS **TRANSPORTATION-PARKING**

TRANSPORTATION, TRAFFIC AND PARKING

Downtown Plymouth has been the economic, cultural and activity center since the early days of the colony. Today, it is a traditional New England town center with a variety of retail, residential, office and institutional uses strung along its main street. Court Street, named after its most important and impressive civic building, the former Plymouth County Courthouse, it is the commercial spine of the downtown and also serves as a link in the coastal road system that ties a number of towns together. At a regional level, it is known as Route 3A, a State designation.

As with many New England towns, the availability of public parking in the downtown has become a perennial issue, tied to business performance and ability to host visitors, particularly in the summer season. There are several small to medium-sized public parking lots dispersed in the downtown area, as well curb-side parking, and most of these spaces are well-used.

For more than fifty years, the need for additional parking in the downtown/waterfront area has been well-recognized, by local businesses, residents, and town government. A number of studies have been conducted and a variety of plans for structured parking were undertaken. So far, however, none have been built, so the shortage of parking spaces continues to grow. In recent years, the shortfall in downtown parking has been estimated to be around 600 spaces.

One of the challenges is that demand for parking in the downtown is highly variable, depending on the season, time of day, weather and specific location. There are times when it is hard to convince anyone that Plymouth needs more surface or structured parking. At other times, it is clear that Plymouth is coming up short.

Contributing to this variability in demand for parking, especially in the downtown areas, is that a weak economy has left buildings and stores unoccupied, and the departure of County government from the downtown has created a vacuum where there was once a stable need for parking.

In recent years, the Plymouth Growth and Development Corporation (PGDC), which manages parking for the Town of Plymouth, has encouraged greater use of the downtown through a parking permit system. There is also paid curb and lot parking throughout the downtown. Both have contributed to better control of downtown parking, while generating funds that are being used to solve the parking problem.

For the past year and a half, the PGDC has been evaluating a number of sites for possible construction of a transportation and parking center. The area behind the 1820 Courthouse was given a great deal of consideration because of its ability to meet some of the most critical parking needs in the downtown. While it was eventually shown to be not well suited for this use, it remains clear that this area will have to be served with parking in the future for it to meet not only new needs resulting from Courthouse and Corridor development, but residual needs from other downtown users in this area.

The PGDC recently decided that construction of a transportation and parking facility on a waterfront site, behind Memorial Hall, is financially viable, and it moving ahead with design and financing for the project. Although this project will be a costly, the number of parking spaces added will meet only about one third of the estimated long term need, and that the project will do little to alleviate parking shortages in the core of the downtown business and shopping district, nearer the Courthouse.

In the long run, the solution to downtown access and parking will involve a combination of initiatives, including more and better public transportation and satellite parking. Plymouth is already served by a regional bus system that serves inter- and intra-city needs, as well as state-wide and interstate bus systems.

The following pages are excerpted from *Plymouth Parking Management Plan, Final Report* that deals specifically with the existing parking supply in the downtown. The final page shows traffic count information for select areas of the downtown.

For more information on downtown parking, transit services in the downtown, and other transportation-related subjects, see the full report.

Existing Parking Supply

An inventory of the existing public and private parking supply within the study area was conducted by Park Plymouth staff in 2010. The inventory included a count by street and lot of the public and private (commercial/institutional private lots only) paid and free parking spaces in the study area including an accounting of any regulatory restrictions placed upon them.

The inventory estimate is that there are approximately 4,400 public parking spaces in the study area of which approximately 811 require payment for use and another 518 are restricted use (for time limits, as loading/bus/taxi zones, handicapped spaces, or other restriction) but free. Obviously, most of the restricted spaces and all of the paid parking are located in close proximity to the DWA business district within the study area. The remaining estimated 3,115 public parking spaces, the majority of which are located outside of the business district in residential areas, are free and unregulated.

It is estimated that there are approximately 4,000 private parking spaces located in commercial/institutional parking lots surveyed within the study area. This number would be considerably higher if we were to consider residential driveways, which were not counted. The private off-street parking supply is largely restricted to the business or institutional use of the adjacent private property. The largest supply of off-street private parking is in Cordage Park (1,195) of which 659 served the Old WalMart. Other large size private parking lots are the Radisson's lot located off Water Street (447) and the Benny's Lot on Court Street (249).

Off-Street Public Parking – Park Plymouth currently operates fifteen (15) parking lots; nine (9) paid lots comprising 514 parking spaces, five (5) free parking lots comprising 390 car parking spaces and one (1) Bus/RV lot with 16 parking spaces. The number of spaces, meters, time regulations and fees for each lot are provided in Table 1 below and are depicted in Map 1.

It is important to recognize that the number of off-street public parking spaces located in close proximity to the waterfront area is far greater than the off-street public parking spaces serving the immediate downtown area. In fact, there are actually five (5) public parking lots listed

above that are located directly on the waterfront – not including the large state-owned parking lot on the State Pier.

Table 1: Park Plymouth Public Parking Lots

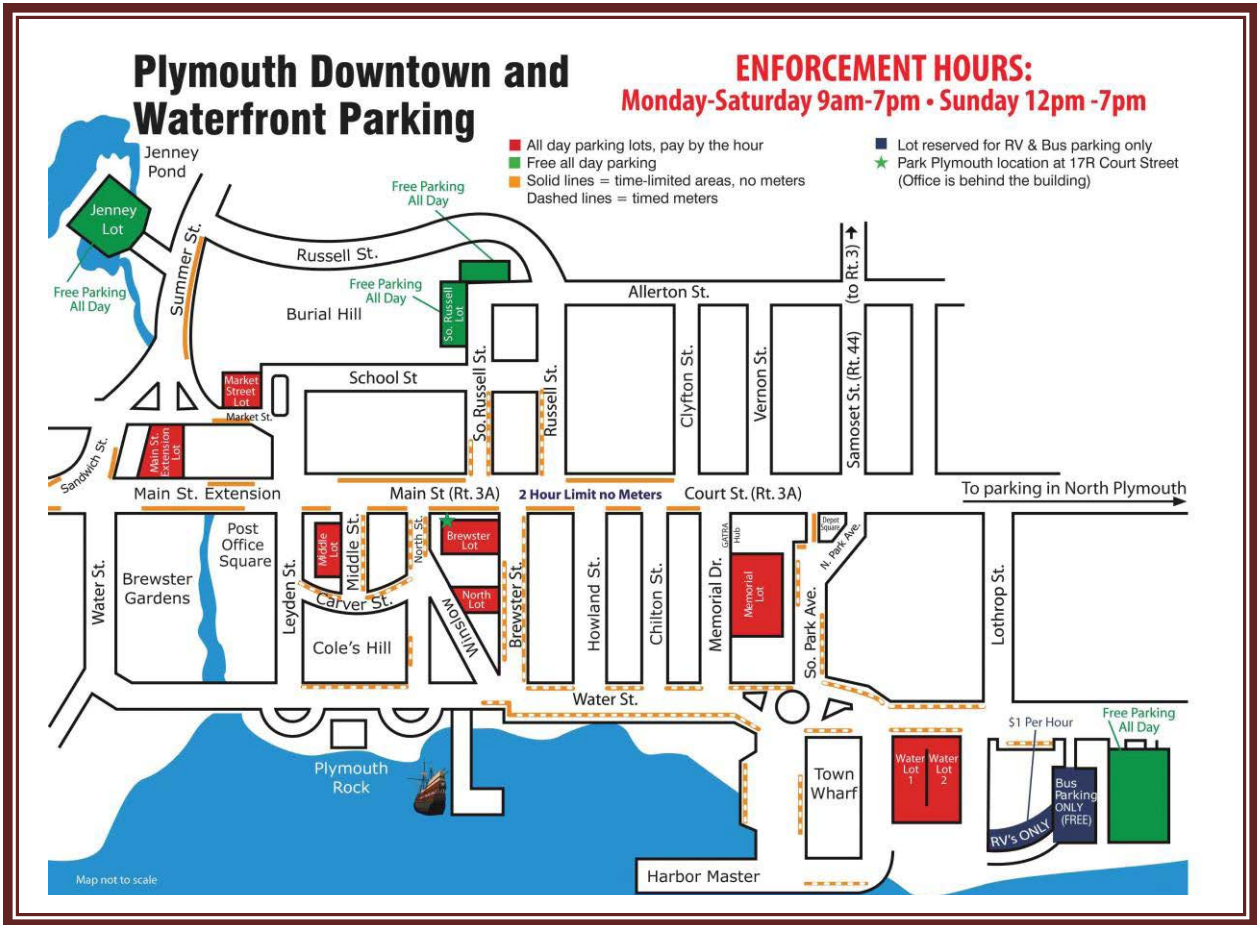
Parking Lot	# of Spaces	Time Limit	Hourly Rate	Meter Type*
Waterfront #1 Lot	120	10 hours	50 cents	2 P&Ds
Waterfront #2 Lot	72	10 hours	50 cents	1P&D
Waterfront #3 Lot	121	All Day	FREE	N/A
Waterfront Comm. Fisherman Lot	19	All Day	By Permit	N/A
Waterfront Bus Parking Lot	16 (bus)	All Day	FREE	N/A
Memorial Avenue Lot	116	10 hours	50 cents	2P&Ds
North Street Lot	33	10 hours	50 cents	1P&D
Brewster Street Lot	23	10 hours	50 cents	21 meters
Middle Street Lot	71	10 hours	50 cents	1 P&D-36 meters
Market Street Extension Lot	24	10 hours	50 cents	1 P&D
Main Street Extension Lot	55	10 hours	50 cents	34 meters
South Russell Street Lot	62	All Day	FREE	N/A
Old Police Station Parking Lot	32	All Day	FREE	N/A
Jenny Pond Lot	111	All Day	FREE	N/A
N. Plymouth Village Parking Lot	64	All Day	FREE	N/A

*P&Ds” denote Pay & Display multi-space pay stations. All others listed are electronic single-space meters.

On-Street Public Parking – Map 1 also provides a depiction of the on-street regulated parking supply in the Plymouth DWA. There are currently 347 single-space electronic parking meters located on the designated streets depicted in Map 1. Most of the on-street metered parking is regulated 4-hour parking with the exception of Town Wharf, which is 2-hour parking. Court Street/Main Street has free 2-hour parking in Downtown Plymouth and free 1-hour parking in North Plymouth Village. Summer St. also has some posted 2-hour on-street parking.

While on-street parking on Middle St., North St. and Brewster St. between Water St. and Court St. is metered, Court Street, Union Street, School Street, Chilton Street and South Park Avenue are unmetered and all except Court Street are unregulated with regard to time limits. School Street, South Russell Street and Union Street currently provide a great deal of free long-term parking to the DWA.

There are designated loading zones, taxi stands and a mix of 15-minute, 20-minute and 30-minute parking dispersed throughout the study area. There are also numerous handicapped parking stalls provided on-street and in the public and private lots.



Map 1: Plymouth Downtown and Waterfront Area

Traffic Count Report



Street	Cross Street	Cross Str Dist	Count Year	Avg Daily Volume	Volume Type	Miles from Subject Prop
1 Water St	Leyden St	0.06 S	2011	9,621	MPSI	.19
2 Water St	Leyden St	0.03 N	2011	6,357	MPSI	.24
3 Water St	Union St	0.03 S	2011	8,331	MPSI	.25
4 Main St Exd	Sandwich St	0.04 SE	2011	17,120	MPSI	.27
5 Court St	S Park Ave	0.01 NW	2011	11,857	MPSI	.28
6 Water St	Emerald St	0.01 S	2011	6,635	MPSI	.29
7 N Park Ave	Court St	0.03 SW	2011	9,811	MPSI	.29
8 Main St Exd	Sandwich St	0.01 SE	2011	16,432	MPSI	.30
9 Sandwich St	Market St	0.02 W	2006	16,000	ADT	.31
10 Samoset St	Samoset Ct	0.03 SW	2011	15,496	MPSI	.32



Circa 1915 – Stuccoed and painted Courthouse with Registry of Deeds Building in background

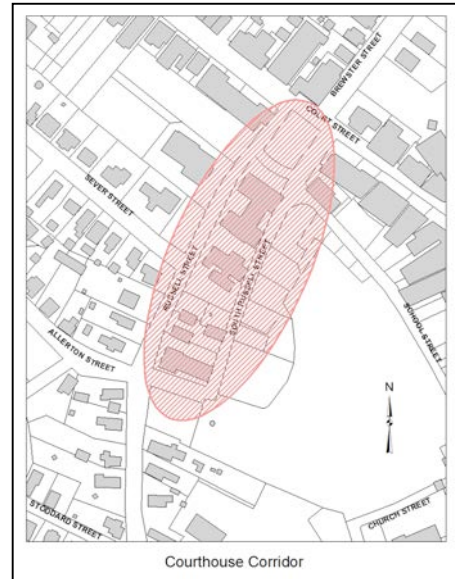
EXISTING CONDITIONS ZONING

Overview

This document provides an analysis of the zoning and land use issues found in the Courthouse corridor. Generally, the corridor is bounded by Court Street to the north, Russell Street to the west and south and Burial Hill to the east.

The Corridor Properties

- County properties (3 parcels)
 - 1820 Courthouse;
 - County Commissioner’s Building and
 - Memorial Court Yard.
- Town properties (3 parcels)
 - DPW Paint Shop (former police station)
 - Two municipal surface parking lots.
- Former Registry of Deeds building
- Three Private Residences



Property	Acres	Building Size (SF)	Assessed Value
1820 Court & County Office	0.91	40,232	\$2,151,400
Registry of Deeds	1.01	25,000	\$805,000
Memorial Court Lot	0.23	0	\$185,500
DPW Building	0.27	7,577	\$620,900
Open Parking Lots	0.76	0	\$710,000
Three Private Residences	0.32	5,310	\$1,027,700
Total Land Area	3.50	78,119	\$5,500,500

Existing parking spaces are estimated at 130 (currently: 96 public; 34 private)

Local Permitting

The Department of Planning and Development has prepared a “Guide to Local Permitting for Development”. The guide should be used when considering any development options within the corridor. The guide provides a general overview of the local permitting process. The guide presents the various types of permits that may be required for a development project and identifies which Town departments should be contacted to submit a permit.

In addition, Town Meeting has approved the corridor as a Chapter 43D Priority Development Site. The 43D designation guarantees that local permitting decisions occur within 180 days. An application for state approval of Plymouth's 1820 Courthouse Priority Development Site has been prepared but cannot be filed with the State until the Redevelopment Authority provides the following information to the Planning Department:

1. A complete and final list of all parcels to be included within Priority Development Area with written consent from the property owners.
2. Calculations that demonstrate that the development area has the capacity to support 50,000 square feet of building area at build-out.

Historic District

The entire corridor is located with the Plymouth Historic District. Modifications to exterior architectural features of any building, structure, or site located within the District (including demolition) and any new addition or new construction, must be approved by the Plymouth Historic District Commission.

The Commission will determine whether proposed construction, reconstruction, alteration or demolition of exterior architectural features are appropriate to preserve the character and appearance of the resource, its setting, and the District as a whole.

The basic principle of historic preservation is to retain and preserve the historic character of a building or structure. Character defining features of a building or structure shall be retained and preserved. The removal of historic materials or alteration of features that characterize a building or structure should be avoided. Deteriorated historic features should be repaired rather than replaced whenever possible. When replacement is needed, the new feature should match the old in design, color, texture, and, where possible, materials.

The Historic District Commission does not allow the demolition or partial demolition of a building regardless of the age, unless a plan for the reuse of the space has been reviewed and approved. An application for demolition must include a timetable and other guarantees and assurances that the Commission may require to assure that the plans, including completion and replacement of the building or structure, will occur.

In instances where the property to be demolished is 50 years or older, the Commission may require documentation of the building to be demolished using the standards of the Historic American Building Survey (HABS) recording, or other professional standards of photography and drawing of plans.

For the demolition of Buildings 50 years or older and deemed by the Commission to be valuable, the demolition or partial demolition will only be allowed if retention of such building constitutes a hazard to the public safety, as determined by the Building Commissioner, which hazard cannot be eliminated by economic means available to the owner, including sale of the building or structure on its present site to any purchaser willing to preserve it.

For the demolition of Buildings less than 50 years old the demolition or partial demolition may be permissible and is subject to review on a case-by-case basis. Demolition or partial demolition of later additions to an historic building that are less than 50 years old may be permissible and are subject to review on a case-by-case basis. Where demolition of later additions is permitted, the applicant should provide plans for restoration of the building as it appeared prior to the addition.

For more information on the Historic District Commission, please refer to the “Plymouth Historic Commission Handbook” dated January 16, 2008

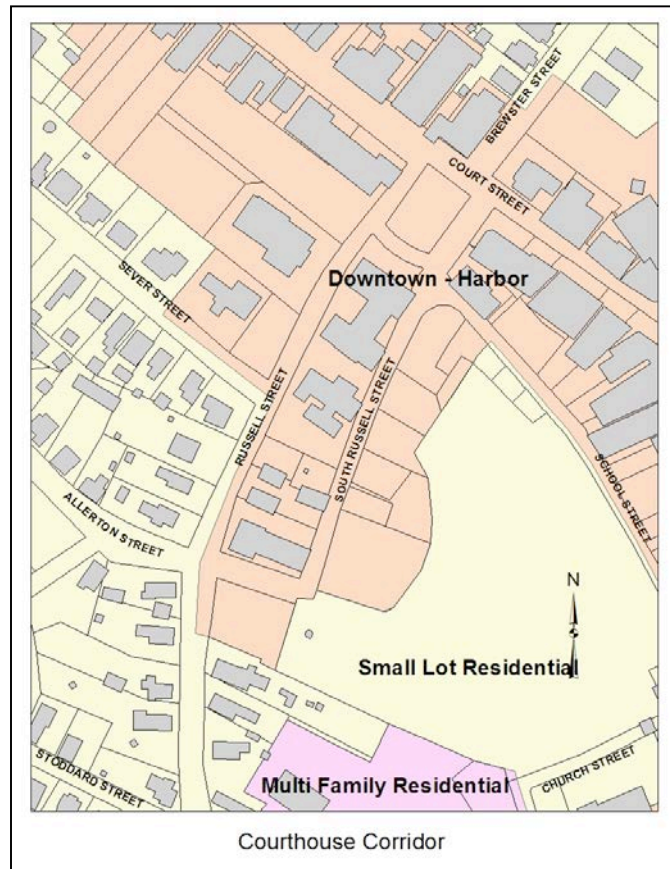
Area Zoning

The entire Courthouse corridor is located within the Downtown/Harbor District. The abutting Court Street area is also zoned Downtown/Harbor. The neighborhoods located to the west and south are zoned Small Lot Residential (R20-SL). The nearby Spring Hill apartment complex located on Summer Street is zoned Multi-Family Residential (R20-MF).

Downtown/Harbor District Zoning

The Court House Corridor is located within the Downtown/Harbor District (D/H). This zoning encourages a mix of commercial and residential uses on individual lots throughout the district. To limit permitting time and to encourage economic development the district includes an expansive list of allowed uses that include:

- (1) Single-family, two-family, and multifamily dwellings, containing fewer than nine units on the same lot, provided that:
 - (a) Each unit contains a minimum floor area of 600 square feet for one-bedroom units, 720 square feet for two-bedroom units, and $(720 + 100X)$ square feet for $(two + X)$ bedroom units; and
 - (b) Such uses are not allowed on the street floor of a building located on a state-numbered highway, as designated as of January 24, 1991.
- (2) Boat sales, service, rentals, ramps, and docks and commercial sightseeing or ferrying.
- (3) Marine railways, repair yards, storage yards, and marine supply outlets.
- (4) Commercial fishing and seafood wholesale or retail outlets and related uses.



- (5) Hotels, motels and inns, for occupancy of 25 rooms or fewer.
- (6) Indoor and outdoor eating and drinking establishments.
- (7) Retail establishments.
- (8) Personal service establishments, including such uses as barber and beauty shops, shoe repair shops, self-service laundry and cleaners, laundry and dry cleaners.
- (9) Offices, studios, and laboratories.
- (10) Professional and business services.
- (11) Financial institutions and establishments.
- (12) Recreational, social, or cultural facilities, such as a theater, playhouse, band shell, outdoor pavilion, museum, or community center.
- (13) Commercial recreation uses.
- (14) Private clubs and lodges.
- (15) Other cultural and recreational uses, public or private.
- (16) Parking lots and garages, whether public, private, or commercial.
- (17) Clinics and laboratories.
- (18) Funeral homes.
- (19) Day nurseries and kindergartens.
- (20) Colleges, universities, technical or vocational schools and dormitories.
- (21) Rental agencies, such as miscellaneous appliances and equipment.
- (22) Wholesaling, distribution, and storage, involving not more than 2,000 square feet or storage space.
- (23) Service and repair establishments (except automotive service stations and minor repair shop).

Uses permitted by Special Permit include:

- (1) Drive-through establishments.
- (2) Rest homes, halfway houses, convalescent homes, homes for the elderly, orphanages and similar institutions.
- (3) Passenger station for buses and other types of mass transit.
- (4) Automobile service stations and minor repair shops, provided that all repairs shall take place in enclosed buildings or screened areas.
- (5) Multifamily uses of greater than eight units on the same lot.
- (6) Lodging houses.
- (7) Hotels, motels, and inns, for occupancy of more than 25 rooms.

Most of the lots and structures located within the Downtown/Harbor District predate zoning. Few could comply with minimum lot sizes or typical setback standards. Therefore, the district has no minimum lot size, frontage or depth requirements and includes only a few minimum standards as follows:

- The front line for a structure is established based on the predominant setback of existing structures along the same side of the street within 500 feet of the site.
- The side and rear yards of detached structures shall be a minimum of five feet, variable by special permit. Attached structures may have no side or rear setback, provided that internal sprinkling and fire alarm systems are provided.

Plymouth's Zoning Bylaw includes a unique provision that only requires a new use to provide parking for only the increase over what would have been required by the original

structure/use. Parking spaces ratio for the increase intensity of use includes: residential dwellings: 1-bedroom unit: 1.3 spaces; 2-bedroom unit: 2 spaces; 3-bedroom unit: 2.6 spaces. Business, professional and other offices: 1 space for each 200 square feet of gross floor area.

As an alternative to providing on-site parking, a payment can be made into the Off-street parking fund can be made as follows:

Use	Payment in lieu for each parking space	
	Renovation/Use of Existing Building Space	New Construction
Commercial Uses requiring 5 or less additional parking spaces	\$800.00	\$1,000.00
Commercial Uses requiring 6 or more additional parking spaces	\$1,500.00	\$2,000.00
Residential	\$1,500.00	\$8,000.00
Age restricted housing	\$1,500.00	\$8,000.00

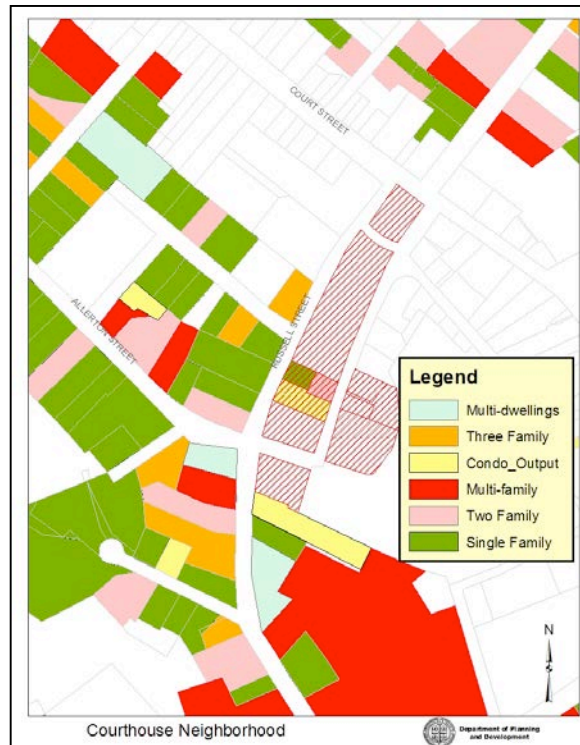
Requests to pay into the parking fund for 15 parking spaces or more require approval by special permit through the Zoning Board of Appeals.

Maximum building height is 3 stories/35 feet. Building height is measured as follows: The vertical distance of the highest point of the roof beams, in the case of a flat roof, or of the top of the rafters at the ridge in the case of a sloping roof, measured from the mean grade of the natural ground contiguous to the structure.

Surrounding Neighborhood

The surrounding neighborhood can be divided into two sub-area:

1. The commercial/residential mixed use Court Street area located to the north from Sever Street to the Court Street corridor and
2. The residential area located to the southwest, south and southeast. This area is a residential neighborhood with a mix of single-family, two-family, three-family and multifamily dwellings. The housing ranges from single family dwellings on 1/3 acre lots to 24 unit apartments.





circa 1920 – Courthouse with Registry of Deeds Building in background

EXISTING CONDITIONS ECONOMIC ANALYSIS

ECONOMIC-MARKET ANALYSIS

The last comprehensive economic development or real estate market study of the downtown was done in Plymouth 1992. One of the questions the Plymouth Redevelopment Authority would like addressed by the Technical Assistance Panel is at what point in a downtown redevelopment program should studies like this be done, by whom, and approximately how much time and money need be devoted to this task.

While comprehensive and up-to-date information is not available, there were limited efforts in recent years to get a handle on the economic and real estate challenges associated with redevelopment in downtown Plymouth.

The first is a section in the Public Space Action Plan, created in 2007, that looks at this question from a downtown-wide perspective.

The second are references to the economics of Courthouse redevelopment from a real estate market consultant on the CBT Historic Structures Report team, Pam McKinney of Byrne McKinney & Associates, commenting on analysis done by a real estate professional working with the PRA on the Courthouse project as part of the Courthouse Consortium, a volunteer advisory group.

Following are both those reports.

6 *REAL ESTATE ECONOMICS & RECOMMENDATIONS*

A. *Plymouth Region Overview*

Plymouth County is one of the three fastest growing counties in the Commonwealth - growing almost four times the state average. The regional location between Boston, Providence, and Cape Cod combined with new infrastructure (Old Colony Commuter Railroad, and planned widening of Route 3) and available land creates an ideal location that has attracted development and other investment. Some of the largest residential developments in the state and on the East Coast are in Plymouth or Plymouth County. These include projects that have recently been developed, are currently under construction or in the planning stages, such as The Pinehills, Oak Point, and the Makepeace property. Many of these new communities are attracting retirees with disposable income and leisure time. This residential growth has already spurred new office, retail, and restaurant development along Route 3.



42. *Town Pier Plymouth Harbor offers many diverse waterborne activities for town visitors.*

The Plymouth Downtown/Harbor District is uniquely positioned as the key waterfront, historic downtown and residential neighborhood within this regional growth area. How can the district be made to benefit from this regional growth and bring a significant portion of the development and additional buying power into the district?

B. *Overview of Market Advantages & Dysfunctions*

In order to bring new development and rehabilitation and more spending into the heart of Plymouth we need to first understand what makes, or could make, Plymouth special. What are its market advantages? Secondly, we need to understand what is missing or dysfunctional in realizing these special qualities:

WHAT MAKES PLYMOUTH AND THE DOWNTOWN/HARBOR DISTRICT SPECIAL

1. HISTORY: Plymouth can build on the history that contributes so much to its character and interest:

- First settlement in New England
- Leading community in New England up until King Philip's War
- Significant port, fishing and industrial center through much

of the 19th Century

2. THE WATERFRONT AND HARBOR: An active waterfront is a major visual amenity, attracting people, activity, and even romance. Even if one's office or home doesn't face the harbor, its nearby presence is felt.

3. URBAN VITALITY: Downtown shopping, restaurants, entertainment and cultural attractions—While some want the convenience of the highway location with plenty of parking or a quiet suburban neighborhood, a large segment of the market desires to be in an active urban center where one can walk to work, eat and shop, find entertainment and feel a sense of community.

4. GOVERNMENT/LEGAL OFFICE CLUSTER: A major segment of the office market in the downtown has been made up of government or law offices that are located there to be near the courts. Retailers and restaurants serve these employees.

5. CHARMING TOURIST POTENTIAL: The character of the buildings and street pattern, the change of grade and relationship to the waterfront, and Plymouth's history -- all these attributes make the district a special place for tourists, whether from nearby or another country.



43. Marblehead Center Environment *In New England and other historic town regions, visitors and residents alike prefer walking/shopping environments with traditional scale architecture, signage, large glass storefronts and handsome window displays. Many tourists are there to buy something that is relatively unique and ideally recalls regional influences.*

WHAT IS NEEDED TO REALIZE THESE SPECIAL QUALITIES

1. MAKE HISTORY MORE VISIBLE: While there are museums, historic buildings and streets, more needs to be done to bring Plymouth's history alive. This uniquely American story took place on some of the same streets, open spaces and water ways that exist today, but these historic connections must be brought to life. See chapter 8 Public Space Design for recommendations on incorporating history more effectively.

2. EXPAND THE RICHNESS AND DIVERSITY OF DOWNTOWN SHOPPING, RESTAURANTS, CULTURE & ENTERTAINMENT: While most of the storefronts are occupied it is critically important to create a better mix of shops, restaurants and entertainment venues, and make physical improvements to draw new residents, businesses and tourists. Additional music, theater and other cultural attractions would add to the richness and increase the length of stay for tourists.

3. MAKE MORE USE OF THE WATERFRONT AND HARBOR:



44. Retail Surveys *When asked, most shoppers typically ask for a bakery, bookstore and greater clothing options.*

Add marinas, pedestrian and bicycle access and other activities all along the waterfront.

4. CONNECT THE HARBOR AND THE DOWNTOWN: Make it not only easy but desirable to travel between the two.

5. RESTORE THE GOVERNMENT/LEGAL CLUSTER OR PROVIDE AN ALTERNATIVE CLUSTER: With the move of the court to a less central location, it is important to replace it with another use that will help keep law offices Downtown or provide a replacement business cluster.

C. Economics: Current Market Conditions & Issues

RESIDENTIAL MARKET: Nationally the residential real estate market has experienced a significant slowdown over the past year compared to the historic highs in 2004 and 2005. This market change is also relevant to the Plymouth and Downtown/Harbor District sub-market. While there is some concern that the Greater Boston market will experience a longer term softening of residential demand as the region's population growth has slowed substantially, it is expected that Plymouth and Plymouth County will continue to grow, somewhat at the expense of other communities in the region. Over the long-term the downtown residential market will be constrained by available/developable sites in addition to market demand. The big question is whether the trend of baby boomers and others moving back to livable downtowns can be exploited by Plymouth's downtown. The proximity to the water and the historic character are pluses. The ability to increase Downtown's urban vitality — by developing a better mix of shops, restaurants, entertainment, and culture — will be crucial to the success of the downtown residential market.

1. CURRENT MARKET CONDITIONS

- The number of condominiums for sale in Plymouth has increased from 240 to 352 between September 2006 and April 2007 — a 47% increase in inventory. However, the average days on the market has remained at about 160 days, which at 5.4 months is a buyers market.
- Downtown statistics are difficult to quantify, but according to a local broker there are approximately 35 condos on the market priced from \$199K to \$449K in 2 and 3-family units and converted spaces above retail and/or office space. In addition there are a few rental apartments scattered throughout the downtown with average rents at approximately \$1.10 per square foot. These units are selling and renting, but it is difficult to justify investment in redevelopment at these low prices or rents.

- There are approximately 16 condo units priced at over \$600K in three developments being built (late winter 2007) on the eastern end of Brewster Street. An example of the real estate slowdown is Brewster Place. All eight units (priced from \$639K to \$699K [\$336 to \$419 per square foot]) have been on the market for approximately 300 days. The listing broker has many interested parties, but no buyers at this time. A fourth project of approximately 10-15 units is being planned for the Revere Copper site. These asking prices are in the range that justifies investment in new construction.

2. ISSUES

- The current real estate market may deter new investment downtown for the short term. However, when favorable market conditions return, the two challenges will be:
 - o The lack of sites available to create a critical mass of residents living in the heart of town and
 - o Creating an attractive enough downtown and waterfront to build on the resurgence of interest from empty-nesters who are looking to move to downtown locations. They seek conveniences such as walking distance to cultural events, shops, entertainment and, in this case, a natural waterfront amenity.
- Identify more properties in the district that could be redeveloped. Both public and private properties that have strong redevelopment potential in the near to midterm include:
 - o One Water Street frontage block just north of Park Avenue (the former 1620 Restaurant);
 - o Three of four Water Street frontage blocks between Brewster Street and Park Avenue (not including the Hedge House block);
 - o Former Department of Public Works Yard overlooking Stephen's Field;
 - o One Water Street parcel directly adjacent to and overlooking Brewster Gardens;
 - o One Court Street/South Russell combination parcel overlooking Court Square and the 1820 Court House;
 - o Revere Copper site; and
 - o Many upper floors of downtown buildings that are under-utilized
 - o Properties that have longer term potential because of specific issues include:
 - ◆ Town's waterfront parking lot and adjacent pump house site on Water Street and Town Pier. There are contractual obligations on these properties that prevent their immediate development. But in the longer term,

these are extremely attractive sites. Parking is rarely used to capacity, and their conversion from predominantly parking to mixed-use could do much to improve the quality of the waterfront.

- ◆ Middle Street parking lots could be converted to underground parking with office or residential above. At this time (spring 2007) it would be too costly to build such parking and recoup enough from the new development above, but it may make sense in the more distant future.

RETAIL MARKET: There are more than 100 retailers in the Downtown/Harbor District made up of primarily small independent shops. A local commercial broker estimated 60% are geared to serve tourists while 40% serve local residents.

1. CURRENT MARKET CONDITIONS

- Vacancies are low and demand is high. One broker cited only 6 vacant spaces and a long list of interested retailers, such as coffee/tea shops, pizza shops, a chocolatier, and pottery store.
- Rents range from \$15 per square foot NNN to \$40 per square foot NNN, which is in the range to justify investment in retail real estate

2. ISSUES

- Even though vacancies are low and demand high, the anecdotal evidence is that existing retailers are not thriving.
 - o The new big box and destination retail centers along Route 3 in Plymouth and the surrounding region are alternative shopping destinations for local residents, employees and often tourists. These shoppers previously visited the district but like the mix offered at the suburban centers. Still, 40% of Plymouth retailers continue to serve local needs - directly competing with the national retailers.
 - o Parking is insufficient and inconvenient for both visitors and shop owners/employees.
 - o Relocation of the Courthouse will hurt retailers and restaurants.
 - o Main Street retailers are disconnected from the waterfront and its visitors.

OFFICE MARKET: Office space downtown is limited and spread throughout the district - from a complex on the water near Nelson Park to smaller spaces scattered throughout the downtown. Efforts should be made to increase office use along the downtown's principal streets. The ambience and amenities

of the downtown create a lively and inviting work environment.

1. CURRENT MARKET CONDITIONS

- During our mid-2006 investigations vacancies were limited, but demand was low. The few vacancies available had been on the market for well over a year.
- Rents ranged from \$12 per square foot NNN to \$25 per square foot NNN. The high end of the market is probably sufficient to justify new development.

2. ISSUES

- Limited parking in the district and competition along Route 3 are key issues. Potential renters may opt for office buildings along Route 3 with abundant parking.
- Relocation of the County Courthouse from Downtown may cause court-related lawyers and services to eventually relocate out of the district if they can find more convenient office space. The ancillary restaurant and shop visits generated by the Courthouse will be lost as well.
- A newly renovated office building on Main Street has been vacant for over a year, which when used as a comparable may deter reinvestment and redevelopment of other office space.
- As the population base increases, Plymouth may see a modest increase in office demand as businesses often locate near key executives' residences. While many may choose the convenience of a highway-oriented location, others may opt for a waterfront or downtown location, if made attractive enough.

LODGING MARKET: The Lodging market has experienced modest growth in demand over the past 15 years as evidenced from municipal tax revenues, which are up 60% over this time period. However when adjusted for inflation, this would indicate a 15-25% growth in demand over that 15 year period or less than 2% per year.

1. ISSUES

- The Lodging market depends on businesses and tourists. However, there are no large businesses or institutions that would generate commercial lodging demand. There are also insufficient activities in Plymouth to cause visitors to stay a full day and preferably overnight. Cultural draws are important for attracting people to spend one or two nights in the district and at other attractions in the immediate area.
- Any growth in office usage may translate into somewhat higher lodging demand.

CULTURAL SECTOR: The main attractions in the district are Plymouth Rock and Mayflower II. The Pilgrim Memorial Museum is next in attendance followed by the Town Museum and the Grist Mill. Attendance to the Plymouth Symphony is growing annually as well. The natural beauty of the waterfront is also an attraction for visitors. Plimoth Plantation draws large numbers of visitors but is not located in the district and requires an automobile ride.

1. ISSUES

- Further developing the reputation of existing cultural programs and creating additional programs could result in an increase in extended stay visitations.

D. Recommendations

1. MAKE HISTORY MORE VISIBLE.

- **HISTORIC PARK DESIGNATION:** The Park may be the single most important factor in increasing Plymouth's ability to attract visitors and improve its economy. National Historic Park designation would not only put Plymouth on more tourist agendas but would reinforce Plymouth's importance in the development of the New World and its place in the evolution of American culture.
- **HISTORY TOURS, TRAILS, MARKERS, ORIENTATION:** There is an exciting opportunity to build on the great success of Nathan Philbrick's best seller, *Mayflower*, which has stimulated interest in the more complete Plymouth colony story, not just the first few years of settlement.

2. EXPAND THE RICHNESS AND DIVERSITY OF DOWNTOWN SHOPPING, RESTAURANTS AND ENTERTAINMENT. There needs to be a critical mass of these activities as well as more and expanded cultural venues to extend the length of visitation.

- **CULTURAL SECTOR:** Plymouth is an international attraction, which provides an opportunity to expand this sector. More attractions are vitally needed in order to attract overnight visitors. There is also a need for more music and theater venues and programs, as well as art galleries and other attractions.
- **PROGRAMMING:** Promote events and appropriate attractions year around, such as:
 - o Street Festivals
 - o Plymouth Musicians Union Concerts
 - o Upcoming Mayflower II's 50th Anniversary
 - o Philharmonic Orchestra Concerts
 - o Blessing of the Fleet and Boat Parade
 - o Independent Film Festival



45. *Charles Riversing People love fun celebrations combining music and the visual arts. Sponsored by the Charles River Conservancy, Riversing celebrates the autumn equinox each year. People of all ages and backgrounds come to the banks of the river to enjoy a rare public sing.*



46. Pastry *When touring an area or shopping, people need to get off their feet and relax or reflect on the day's events. There are few, if any, better places to do this than a French, Italian, Austrian, etc. pastry and coffeehouse. Quality pastries almost always become a known destination.*

- o Pilgrim Progress
- o Chamber Music Festival
- o Diversity Day
- o Waterfront Festival
- o Plymouth Guild Downtown Art Stroll
- o Cyclo-Cross Bike Race
- o Federation of Old Plimoth Tribes Cultural and Educational Exhibit, and
- o Off-season Events

- **RETAIL:** In addition to Action Plan's proposed improvements (connection with the harbor and more parking), retailers need to reposition themselves - in part by differentiating themselves from Route 3 retailers. Although they will continue to serve the district business and residential community, retailers need to offer a unique and inviting shopping experience to attract a broader spectrum of Plymouth residents and visitors. Adding more quality restaurants and boutiques (unique local and national tenants) to the best existing stores and restaurants in a quality town center environment will create a Specialty Retail Center. Success will require a coordinated, dedicated effort by district business groups, landlords and town officials.

3. MAKE MORE USE OF THE WATERFRONT AND HARBOR

- Develop a new or expanded marina.
- Provide better (continuous) pedestrian and bicycle access all along the waterfront.
- Rent bicycles.
- Introduce other activity—in addition to Stephen Field's Farmer Market on Thursdays, add a second day at the proposed Promenade on Water Street.

4. CONNECT THE HARBOR AND THE DOWNTOWN:

Make it not only easy but desirable to travel between the two.

- **PARKING:** The proposed parking garages should be redesigned and built in location(s) that promote use by both the downtown and the waterfront. Likely and preferred locations have been indicated on the plans. The parking meter program will be more effective at generating turnover for the retailers when parking garages provide convenient spaces for those visitors that want to stay for a half or full day. In addition, the shop owners, employees and office tenants will have a solution to their parking needs. The planning and ownership of these garages are unlikely to be provided by the private sector on the basis of parking revenues. A public parking authority, capable of issuing tax-exempt bonds, is a more likely vehicle to realizing

the parking structures. The structures should be designed to be aesthetically pleasing, complementing the downtown, with residential and retail uses wrapping the structures to vitalize surrounding streets and maintain adjacent structures' real estate value. (See chapter 7 Town Design Framework, section C. Strategically Locate/Design Parking Structures on pages 40-42.)

5. RESTORE THE GOVERNMENT/LEGAL CLUSTER OR PROVIDE AN ALTERNATIVE CLUSTER:

- COUNTY COURT HOUSE RELOCATION: With the move of the court to a less central location, it is important to replace it with another use that will help keep law offices downtown or provide a replacement business cluster. The town must develop and promote a major reuse program for the Courthouse building. This building is located at a key location in town. The type of reuse will make a major difference to the viability of the downtown.

6. INCREASE THE DOWNTOWN/HARBOR DISTRICT POPULATION, BOTH DAY AND NIGHT:

- OFFICE: In the past, downtowns and waterfronts were the place to work – businesses were clustered around waterfront industries. Today, office development is focused around highways, transit nodes and larger cities. However, most of these locations do not have the ambiance and amenities that can be found in the Downtown/Harbor District. The district would be an ideal and unique environment to work and operate a business – the reoccurring issue is parking. In addition, there are not many large office spaces downtown. One possibility for aiding the creation of parking and other infrastructure improvements to spur office development is consideration of District Improvement Financing (DIF). Careful consideration to reuse of the Courthouse and adjacent parcels is critical.

- RESIDENTIAL: Many housing economists are projecting the housing economy will flatten out by mid 2007 and be back in balance by the end of 2007 or early 2008. As previously stated, the demand to live downtown will only increase as the district is revitalized and the target market, the Baby Boomers, head toward retirement. This is an ideal amenity rich life-style environment for empty nesters and young echo boomers as well. The town should proactively assess its own land for residential and mixed-use redevelopment potential. In addition, privately owned parcels should be assessed in order to have a basis for creating appropriate zoning that will attract redevelopment investment when these properties turnover and the residential market improves.

BYRNE MCKINNEY & ASSOCIATES, INC.
Real Estate Consultants and Appraisers

To: Dean Rizzo, Chairman, 1820 Courthouse Consortium, Plymouth
Redevelopment Authority

From: Pamela S. McKinney, CRE, MAI, Byrne McKinney & Associates, Inc.

Date: September 7, 2011

Subject: Courthouse Redevelopment Feasibility Observations and Next Steps

MEMORANDUM

This memo summarizes our review of the interim and long-term reuse options for the Courthouse and Commissioner's Building prepared by the CBT team from a real estate feasibility perspective, as informed by our 30-year experience in the private sector development and investment markets and the earlier market research and proforma work undertaken by Michael Babini in 2010 on behalf of the 1820 Court House Short Term Planning Subcommittee.

In addition, we have provided our observations regarding our view of the logical next steps required to advance a feasible plan for the property but most importantly the steps needed to fully optimize the overall returns on the Town's investment in the asset. These observations form the basis for conclusions and recommendations made in the body of the report (see summary on pages 88 to 90).

Redevelopment Feasibility Observations

While we have not conducted an independent technical study of the financial viability of the proposed reuse programs, we have reviewed the proposed reuse options and concur with the general conclusions offered by the Babini report.

- Redevelopment of the buildings for conventional commercial office or residential reuse is unlikely to generate sufficient income at this time to cover more than the associated costs of building operation – and the margins are tight to non-existent.
- Even assuming relatively modest renovation costs, a private sector redevelopment of the properties cannot support the financing of the necessary improvements today (for either interim or long-term reuse) without direct capital subsidy – and operating subsidy is likely to be needed in the short run.
- The market for feasible long-term reuse cannot be forecast with certainty at this time.
- It is, therefore, unlikely that a near-term private development offering of the properties in isolation, would draw significant private sector interest without (until or unless):
 - The public's articulation of a larger development vision for the property that recognizes its strategic anchoring role and value in the downtown as well as its potential to leverage activities here and on the waterfront.

- The scale of the development offering being expanded to include additional development land (County-owned and to the rear of the existing buildings) allowing for margins sufficient to produce a reasonable private sector return and helping to support (cross-subsidize) restoration activities in the Courthouse and perhaps other parts of the property.
- A public commitment to advancing additional planning and restoration activities demonstrating the Town's understanding of the importance and potential of this unique historic asset and its willingness to participate as a full partner in the realization of the larger redevelopment vision.

These conditions are viewed as necessary for a successful preservation of the property and will also be essential to the Town's ability to realize a return on the investment it's already made.

Suggested Next Steps

The suggested next steps are two-fold:

- Expand the study (in a Phase 2 effort) to explore the development opportunities in the area surrounding site, including alternative redevelopment approaches involving new construction to the rear of the Courthouse building. These studies would be expected to yield a comprehensive vision for the district and a multi-pronged development and financing strategy (a public-private partnership) to support both the restoration of a historic asset and the economic development of the Plymouth downtown and waterfront.
- Begin restoration of the front portion of the Courthouse as soon as possible (the rest can be mothballed). This activity responds to the public's original preservation mandate, enlivens Court Street, lays the groundwork for future development of the balance of the site and surrounds and signals to the private market that the Town is in it for the long haul.

Executive Summary of Economic Analysis Related to Interim Occupancy of the 1820 Courthouse

Within the 58-page short-term uses subcommittee report is an analysis of the likely revenue and operating expenses for interim occupancy of the 1820 County Courthouse. The analysis does not consider the capital costs of making the building code-compliant, which will involve, at a minimum, the addition of a sprinkler system and either an internal elevator or temporary outside ramps. It also doesn't include other improvements that may be needed to make the building tenant-ready, such as upgrades to the heating, electrical and/or other systems, nor management fees, tenant build-out allowances, or other expenses common to the management of commercial property. As a bare-bone budget, it only tells you how the building would perform economically if the building could be occupied in its current condition.

Using historical operating cost data provided by the Plymouth County, the analysis shows that if the building were to be 80% occupied at \$10.50 per sq. ft. (which is the going rate for Class-C office space in the downtown) the building would barely break even. The revenues this building would generate, under the best likely scenario, would not be sufficient to even get a commercial bank loan to make the needed improvements in the first place.

This doesn't mean that interim occupancy can't be achieved. It just means that someone will have to subsidize both the capital improvements and ongoing operating expenses. If the community feels that the goal of getting tenants into the building quickly is important, in advance of the larger development strategy proposed by the Plymouth Redevelopment Authority, and they are prepared to subsidize the costs of doing so, it could be done.

To see how these conclusions were arrived at, see *Appendix B, 1820 County Courthouse & Commissioners Building Operating Budget & Rent Analysis*, from *The 1820 Court House Short Term Planning Subcommittee Report, September 27, 2010*.

1820 County Courthouse & Commissioners Building Operating Budget & Rent Analysis

Short Term Subcommittee Report Appendices A & B

The following is an analysis of the likely operating costs and rental requirements of the former 1820 Courthouse and Commissioners Building, based on historical expense information and a review of market demand and rental prices.

The task of projecting an operating budget is difficult when working with buildings that have been unoccupied for several years and/or suffer from outmoded building systems and poor maintenance. While the Commissioners Building is currently occupied, its systems are old and in questionable condition. The 1820 Courthouse has been unoccupied for about three years and also suffers from outmoded systems in questionable condition.

Commissioners Building

The Commissioners Building is currently occupied by the County Commissioners under a lease agreement with the PRA. Under the terms of the lease, the Commissioners can terminate the agreement at any time subject to six months written notification to the PRA. The existing lease expires on October 22, 2011. However, the Commissioners may extend the lease for six months by notifying the PRA in writing no less than 60 days prior to the termination date. Although the Commissioners do not pay rent they are responsible for all expenses related to the operation and maintenance of the building. Currently, there are no firm plans for the Commissioners to vacate the building although there has been talk about possibly moving if they could find suitable and affordable space.

The Commissioners Building is a three-story office building of approximately 10,000 sq. ft. gross building area. While the Commissioners currently control the entire building, they do not use all of it and have indicated the possibility of releasing some of the space for the PRA to lease to others. This would help them defray some of their operating costs and provide some much-needed revenue for the PRA. The PRA would be responsible for subdividing the space.

The difficulty here is that if any significant restructuring is required, this would trigger building and fire code compliance requirements that could only be met through the installation of a full sprinkler system and full ADA access, which means an elevator or, for short term use only, additional or upgraded outside ramps. The soft and hard costs associated with this subdivision and code compliance work are yet to be determined, but they will be costly and are unlikely to be offset by the increased revenues from the renovation. Services of an architect will be necessary to develop a plan to carve out the Commissioners space and create a leasing plan to market the remaining space to potential tenants. The architect would also address all the building and fire code requirements.

Given the building's current condition, it is also likely that the PRA will have to provide tenant improvement allowances to attract tenants. These are subsidies provided by the

landlord to assist tenants in making their individual spaces user-ready. The PRA will also need to make improvements to common facilities like the heating, electrical and plumbing systems; roof and windows; and outdated rest rooms; and cosmetic improvements throughout to compensate for the generally tattered appearance of the building.

To project the revenue potential of the building, we consulted with local real estate agents and reviewed available office space in the downtown/waterfront district. This gave us an indication of what was available and at what cost. We then made adjustments to the going rates to compensate for the condition and size of the Commissioners Building. Based on these considerations, we determined that a reasonable starting point for projecting income would be to assume a blended rent of \$10.50/sq. ft. gross (assuming minimal/necessary improvements). It is not possible to estimate net operating income (NOI) for the Commissioners Building because we don't know what portion of the building will be rentable until such time as we complete the Commissioners' space consolidation plan. At the present time there is no positive cash flow generated by the building. The PRA does, however, benefit from cost avoidance, as the County is responsible for building maintenance and operating costs.

1820 Courthouse

The 1820 Courthouse, while currently unoccupied, is also leased to the PRA. It is a two-story building consisting of approximately 21,800 sq. ft. of gross building area (including the 2,490 sq. ft. Daniel Webster Courtroom). The main portion of the building was constructed in 1820 and expanded in 1857, with further additions added in the rear in the late 19th and early 20th centuries. The building has seen very little in the way of maintenance or system upgrades in decades and has been unoccupied for approximately three years.

Unlike the Commissioners Building, however, it cannot be reoccupied, either for interim or long-term use, until it is made code-compliant. This will involve, at minimum, the addition of a sprinkler system and creation of ADA accessibility throughout the building—e.g., elevator and/or ramps outside of the building. ADA access requirements also apply to bathrooms and other public spaces.

This was known to the PRA when they purchased the building in 2009. Town Meeting was told that the Commissioners Building could remain in office use if no major changes to the building were made, but that the Courthouse could not be reoccupied without being made fully code compliant. It was for that reason that the PRA Courthouse Business Plan called for the building to be “shut down” pending the resources needed to make the building code-compliant. What the PRA did commit to was stabilizing the Courthouse to prevent further deterioration. What is currently in planning, underway or completed are roof and cupola repairs and reconstruction, asbestos and oil tank removal, security upgrades, and façade and window repair, caulking and painting.

Beyond this, however, much else remains to be done to prepare the building for tenancy. The building suffers from both functional and economic obsolescence. The building's heating, plumbing and electrical systems are in need of upgrading. The building is poorly insulated and the window systems are failing. This is over and above the fire and building code issues.

As with the Commissioners Building, the services of an architect will be needed to develop plans and specifications for subdividing the space for tenancy. In addition, mechanical and structural engineering assessments need to be done to assure the safety of tenants and improve the mechanical efficiency of the building. It might be possible, for instance, to rezone the heating system at minimal cost, to allow only limited portions of the building to be heated, although this could have some impact on the fire suppression system, depending on its design. As indicated in the attached Courthouse Operating Budget (Exhibit A), the 2006/2007 combined cost of electricity and natural gas for the entire building was in excess of \$88,000. One concern is that if we activate the building for only a few small tenants, the building will operate at a significant deficit. Although everyone would like to see the building in use as soon as possible, it is important that we proceed carefully to minimize wasted time, effort and money.

Based on the similar exercise done for the Commissioners Building, it was determined that once the Courthouse was brought to minimum tenant-worthy status (cost yet to be determined) the space might justify a gross blended rent of \$10.50/sq. ft. It is assumed that the building will function as a multi-tenant building, requiring that an adjustment to the gross building area be made to accommodate the necessary common area space. Common area space in a multi-tenant building is the space available to all tenants in the building (e.g., entrance lobby, common hallways, rest rooms, mechanical rooms, etc.). No rent is assigned to common area space. The cost of maintaining common areas is passed to the tenants in their gross rent on a pro-rata basis.

To estimate net operating income (NOI) for the Courthouse we took the gross building area of 21,800 sq. ft. and deducted 15% (3,270 sq. ft.) for common space. Due to the interior layout of the Courthouse we estimated common space on the high side. The building was originally designed as a single tenant building and therefore no effort was made to minimize the common space that would be necessary for multi-tenancy.

This left us with net rentable building area of 18,530 sq. ft. We then multiplied that number by the estimated rental rate of \$10.50/sq. ft. to arrive at a gross income for the building of \$194,565. From the gross income we subtracted 15% for vacancy and credit loss (\$29,185) to arrive at the adjusted gross income, at stabilized occupancy, of \$165,380, which is reflected in Exhibit B. Stabilized occupancy will not take place until some future date after the Courthouse is completely fit out for full occupancy.

From the adjusted gross income we subtracted the total operating expenses as shown in Exhibit A leaving us a net operating income in the amount of \$12,612 as reflected in Exhibit B. This will support a loan in the amount of around \$10,090, which is 80% of \$12,612.

It should be noted that there is no accounting for building improvements to bring the building to tenant-worthy status, nor any financing costs, should the PRA be required to complete the building upgrades through conventional or non-conventional financing. This analysis can only take place after plans are drawn for the building and cost estimates made.

Assuming however that the improvements will cost \$1,500,000, financing those improvements will be problematic. For example, if the PRA were to attempt to borrow \$1,500,000 to do minimal improvements to the building to bring it to tenant-worthy status, conventional lenders would customarily require a minimum net operating income (NOI) of \$102,000, or 120% of the annual debt service cost of \$85,000. The debt service coverage ratio (DSCR) based on the actual NOI, as indicated in Exhibit B, would equate to a mere 15%, falling far short of the 120% required. In general, lenders will not consider financing until such time as the building is 80% committed with signed leases in place. In this example those leases would have to generate a minimum of \$102,000 in net operating income.

Operating Budget for Both Buildings (Exhibit A)

Attached are preliminary Operating Budgets for both the Commissioners Building and Courthouse. We were able to get some historical information from the County Commissioners regarding utility costs. Due to the antiquated heating systems and poor building insulation, heating costs (natural gas and electricity) were unusually high. Although improvements can be made to help reduce the cost of the utilities, we felt more comfortable at this time using actual historical data to plug into the operating budget. By checking with vendors, personal experience and using market norms we were able to come up with a budget that we felt fairly represented the annual cost to operate the subject buildings.

Conclusion

In summary, we are faced with a very exciting but challenging project. The Courthouse will require significant investment to make it suitable for occupancy on either an interim or long-term basis, and the PRA is not in a position to fund these improvements without grants or subsidies from the town and/or a developer. But to even determine those costs, architectural and engineering plans will have to be drawn up.

The Commissioners Building, on the other hand, while currently occupied, is not producing revenue and is also in poor condition. It will require a substantial investment to upgrade, subdivide and fit out the space for multi-tenancy for either short or long-term tenancy. The cost of operating and maintaining the building is not an issue as long as the Commissioners remain as tenants. However, we must prepare for their departure at some point in the future.

In the case of both buildings, no further projections can be made without preliminary design plans, preservation guidelines and more technical information about needed system upgrades. Only then can reliable cost estimates be created. To do this, the PRA will require technical assistance, for which additional funding will be needed.

What the current financial analysis shows us is that, given the size, age and condition of both buildings, it will be very difficult to make these buildings self-sustaining without subsidizing the renovation, and possibly operation, of both buildings. The PRA always suspected this, which is why when supporting the purchase of the county property at Town Meeting in 2009, they presented it in terms of a larger public-private mixed-use development capable of subsidizing the preservation and adaptive reuse of the 1820 Courthouse and, possibly, Commissioners Building.



EXISTING CONDITIONS
DEMOGRAPHICS

DEMOGRAPHIC INFORMATION

The following pages provide an overview of:

- Population
- Housing Information
- Income
- Occupational and Household Information
- Employment Information
- Consumer Spending

This information was compiled by Denis Hanks, Executive Director, Plymouth Regional Economic Development Foundation, Inc.



Description	2010 Census		2011 Estimate		2016 Projection	
Population	5,871		5,893		6,011	
Age 0 - 4	315	5.37%	313	5.31%	322	5.36%
Age 5 - 9	274	4.67%	276	4.68%	280	4.66%
Age 10 - 14	262	4.46%	263	4.46%	268	4.46%
Age 15 - 19	271	4.62%	272	4.62%	259	4.31%
Age 20 - 24	326	5.55%	328	5.57%	320	5.32%
Age 25 - 34	992	16.90%	999	16.95%	1,031	17.15%
Age 35 - 44	888	15.13%	887	15.05%	870	14.47%
Age 45 - 49	497	8.47%	494	8.38%	448	7.45%
Age 50 - 54	482	8.21%	479	8.13%	453	7.54%
Age 55 - 59	392	6.68%	399	6.77%	428	7.12%
Age 60 - 64	366	6.23%	371	6.30%	406	6.75%
Age 65 - 74	384	6.54%	392	6.65%	478	7.95%
Age 75 - 84	247	4.21%	248	4.21%	257	4.28%
Age 85+	175	2.98%	174	2.95%	189	3.14%
Age 15+	5,020	85.51%	5,043	85.58%	5,139	85.49%
Age 20+	4,749	80.89%	4,771	80.96%	4,880	81.18%
Age 65+	806	13.73%	814	13.81%	924	15.37%
Median Age	41		41		41	
Average Age	41		41		41	
Population By Race	5,871		5,893		6,011	
White	5,413	92.20%	5,433	92.19%	5,499	91.48%
Black or African American	104	1.77%	106	1.80%	131	2.18%
American Indian and Alaska Native	17	0.29%	17	0.29%	17	0.28%
Asian	62	1.06%	63	1.07%	70	1.16%
Native Hawaiian and Pacific Islander	3	0.05%	3	0.05%	3	0.05%
Other Race	112	1.91%	111	1.88%	120	2.00%
Two or More Races	159	2.71%	159	2.70%	169	2.81%

Demographic Trend Report

1 Mile Radius

Description	2010 Census	2011 Estimate	2016 Projection
Population by Race (Hispanic or Latino)	103	104	118
White	75 72.82%	76 73.08%	88 74.58%
Black or African American	2 1.94%	2 1.92%	3 2.54%
American Indian & Alaska Native	0 0.00%	0 0.00%	0 0.00%
Asian	2 1.94%	2 1.92%	2 1.69%
Native Hawaiian & Pacific Islander	0 0.00%	0 0.00%	0 0.00%
Other Race	18 17.48%	18 17.31%	19 16.10%
Two or More Races	6 5.83%	6 5.77%	6 5.08%
Household by Household Income	2,668	2,725	2,787
Income Less than \$15,000	312 11.69%	329 12.07%	318 11.41%
Income \$15,000 - \$24,999	259 9.71%	259 9.50%	220 7.89%
Income \$25,000 - \$34,999	346 12.97%	268 9.83%	241 8.65%
Income \$35,000 - \$49,999	357 13.38%	492 18.06%	416 14.93%
Income \$50,000 - \$74,999	441 16.53%	542 19.89%	523 18.77%
Income \$75,000 - \$99,999	350 13.12%	322 11.82%	429 15.39%
Income \$100,000 - \$149,999	442 16.57%	390 14.31%	488 17.51%
Income \$150,000 - \$199,999	113 4.24%	78 2.86%	99 3.55%
Income \$200,000+	48 1.80%	45 1.65%	53 1.90%
Average Household Income	\$69,489	\$64,044	\$71,714
Median Household Income	\$52,513	\$50,431	\$57,260
Per Capita Income	\$34,748	\$29,864	\$33,461

Demographic Summary Report

Radius	1 Mile		3 Mile		5 Mile	
Population						
2016 Projection	6,011		21,856		40,906	
2011 Estimate	5,893		21,507		40,631	
2010 Census	5,871		21,439		40,711	
Growth 2011 - 2016	2.00%		1.60%		0.70%	
Growth 2010 - 2011	0.40%		0.30%		-0.20%	
2011 Population by Hispanic Origin	104		497		757	
2011 Population By Race	5,893		21,507		40,631	
White	5,433	92.19%	19,562	90.96%	37,940	93.38%
Black or African American	106	1.80%	686	3.19%	896	2.21%
American Indian and Alaska Native	17	0.29%	93	0.43%	125	0.31%
Asian	63	1.07%	231	1.07%	404	0.99%
Native Hawaiian and Pacific Islander	3	0.05%	9	0.04%	13	0.03%
Other Race	111	1.88%	442	2.06%	550	1.35%
Two or More Races	159	2.70%	484	2.25%	704	1.73%
Households						
2016 Projection	2,786		8,667		15,878	
2011 Estimate	2,725		8,470		15,631	
2010 Census	2,719		8,446		15,650	
Growth 2011 - 2016	2.20%		2.30%		1.60%	
Growth 2010 - 2011	0.20%		0.30%		-0.10%	
Owner Occupied	1,250	45.87%	4,858	57.36%	11,086	70.92%
Renter Occupied	1,475	54.13%	3,613	42.66%	4,545	29.08%
2011 Households by HH Income	2,725		8,471		15,631	
Income Less Than \$15,000	329	12.07%	914	10.79%	1,320	8.44%
Income: \$15,000 - \$24,999	259	9.50%	718	8.48%	1,159	7.41%
Income: \$25,000 - \$34,999	268	9.83%	767	9.05%	1,128	7.22%
Income: \$35,000 - \$49,999	492	18.06%	1,274	15.04%	2,031	12.99%
Income: \$50,000 - \$74,999	542	19.89%	1,563	18.45%	2,854	18.26%
Income: \$75,000 - \$99,999	322	11.82%	1,230	14.52%	2,319	14.84%
Income: \$100,000 - \$149,999	390	14.31%	1,361	16.07%	2,862	18.31%
Income: \$150,000 - \$199,999	78	2.86%	368	4.34%	1,042	6.67%
Income: \$200,000+	45	1.65%	276	3.26%	916	5.86%
2011 Avg Household Income	\$64,044		\$73,268		\$86,290	
2011 Med Household Income	\$50,431		\$56,843		\$67,245	
2011 Per Capita Income	\$29,864		\$31,244		\$34,221	

Demographic Detail Report

Radius	1 Mile		3 Mile		5 Mile	
Population						
2016 Projection	6,011		21,856		40,906	
2011 Estimate	5,893		21,507		40,631	
2010 Census	5,871		21,439		40,711	
Growth 2011 - 2016	2.00%		1.60%		0.70%	
Growth 2010 - 2011	0.40%		0.30%		-0.20%	
2011 Population by Age						
	5,893		21,507		40,631	
Age 0 - 4	313	5.31%	1,182	5.50%	2,171	5.34%
Age 5 - 9	276	4.68%	1,110	5.16%	2,454	6.04%
Age 10 - 14	263	4.46%	1,090	5.07%	2,484	6.11%
Age 15 - 19	272	4.62%	1,200	5.58%	2,491	6.13%
Age 20 - 24	328	5.57%	1,309	6.09%	2,147	5.28%
Age 25 - 34	999	16.95%	3,098	14.40%	4,663	11.48%
Age 35 - 44	887	15.05%	3,166	14.72%	5,825	14.34%
Age 45 - 49	494	8.38%	1,613	7.50%	3,203	7.88%
Age 50 - 54	479	8.13%	1,554	7.23%	3,074	7.57%
Age 55 - 59	399	6.77%	1,403	6.52%	3,001	7.39%
Age 60 - 64	371	6.30%	1,337	6.22%	2,886	7.10%
Age 65 - 74	392	6.65%	1,579	7.34%	3,304	8.13%
Age 75 - 84	248	4.21%	1,052	4.89%	1,801	4.43%
Age 85 and over	174	2.95%	816	3.79%	1,127	2.77%
Age 65 and over	814	13.81%	3,447	16.03%	6,232	15.34%
Median Age	40.50		40.80		42.00	
Average Age	40.70		41.00		40.80	

Demographic Detail Report

Radius	1 Mile	3 Mile	5 Mile
2011 Population By Race	5,893	21,507	40,631
White	5,433 92.19%	19,562 90.96%	37,940 93.38%
Black or African American	106 1.80%	686 3.19%	896 2.21%
American Indian and Alaska Native	17 0.29%	93 0.43%	125 0.31%
Asian	63 1.07%	231 1.07%	404 0.99%
Native Hawaiian and Pacific Islander	3 0.05%	9 0.04%	13 0.03%
Other Race	111 1.88%	442 2.06%	550 1.35%
Two or More Races	159 2.70%	484 2.25%	704 1.73%
2011 Population by Hispanic Origin	5,892	21,507	40,632
Not Hispanic or Latino	5,788 98.23%	21,010 97.69%	39,875 98.14%
Hispanic or Latino	104 1.77%	497 2.31%	757 1.86%
2011 Age 5+ Language at Home	5,320	19,947	37,921
Speak Only English	4,904 92.18%	17,969 90.08%	34,861 91.93%
Speak Asian or Pacific Island	0 0.00%	109 0.55%	181 0.48%
Speak IndoEuropean	356 6.69%	1,459 7.31%	2,108 5.56%
Speak Spanish	7 0.13%	282 1.41%	618 1.63%
Speak Other Language	53 1.00%	128 0.64%	153 0.40%
2011 Median Age, Male	38.20	38.00	39.80
2011 Average Age, Male	38.50	38.60	39.00
Median Age, Female	42.80	43.60	44.10
Average Age, Female	42.70	43.30	42.60
2011 Population by Occupation Classification (Age 16+)	2,952	10,411	19,772
Blue Collar	561 19.00%	2,067 19.85%	3,601 18.21%
White Collar	1,767 59.86%	6,601 63.40%	13,112 66.32%
Service	624 21.14%	1,743 16.74%	3,059 15.47%
2011 Population by Marital Status (Age 15+)	4,939	17,847	33,112
Total, Never Married	1,904 38.55%	5,775 32.36%	9,974 30.12%
Married	1,802 36.49%	8,210 46.00%	17,088 51.61%
Widowed	470 9.52%	1,592 8.92%	2,498 7.54%
Divorced	763 15.45%	2,270 12.72%	3,552 10.73%

Demographic Detail Report

Radius	1 Mile	3 Mile	5 Mile
2011 Population by Education	4,321	15,191	28,036
Less Than 9th Grade	20 0.46%	316 2.08%	549 1.96%
Some High School, No Diploma	190 4.40%	1,143 7.52%	1,869 6.67%
High School Grad (Incl Equivalency)	1,402 32.45%	4,884 32.15%	8,579 30.60%
Some College, No Degree	1,141 26.41%	3,013 19.83%	4,990 17.80%
Associate Degree	379 8.77%	1,299 8.55%	2,406 8.58%
Bachelor Degree	715 16.55%	2,964 19.51%	6,420 22.90%
Advanced Degrees	474 10.97%	1,572 10.35%	3,223 11.50%
2011 Population by Occupation (Age 16+)	3,576	12,154	22,828
Management, Business, & Financial	805 22.51%	3,119 25.66%	6,499 28.47%
Professional & Related Occupations	224 6.26%	415 3.41%	759 3.32%
Services	1,767 49.41%	5,582 45.93%	9,996 43.79%
Sales & Office	294 8.22%	1,287 10.59%	2,523 11.05%
Farming, Fishing, and Forestry	12 0.34%	63 0.52%	108 0.47%
Construction and Extraction, Maint	327 9.14%	697 5.73%	1,317 5.77%
Production & Transportation	147 4.11%	991 8.15%	1,626 7.12%
2011 Workers by Travel Time to Work (Age 16+)	2,913	10,495	19,891
Less Than 15 Minutes	879 30.18%	3,116 29.69%	5,759 28.95%
15 to 29 Minutes	646 22.18%	2,410 22.96%	4,635 23.30%
30 to 44 Minutes	320 10.99%	1,428 13.61%	2,706 13.60%
45 to 59 Minutes	357 12.26%	1,070 10.20%	1,897 9.54%
60+ Minutes	711 24.41%	2,471 23.54%	4,894 24.60%
2000 Households by HH Size	2,719	8,446	15,650
1-Person Households	1,016 37.37%	2,712 32.11%	4,221 26.97%
2-Person Households	912 33.54%	2,776 32.87%	5,224 33.38%
3-Person Households	391 14.38%	1,356 16.05%	2,551 16.30%
4-Person Households	282 10.37%	1,055 12.49%	2,288 14.62%
5-Person Households	81 2.98%	379 4.49%	931 5.95%
6-Person Households	26 0.96%	121 1.43%	330 2.11%
7 or more Person Households	11 0.40%	47 0.56%	105 0.67%
2011 Average Household Size	2.12	2.35	2.48

Demographic Detail Report

Radius	1 Mile	3 Mile	5 Mile
Households			
2016 Projection	2,786	8,667	15,878
2011 Estimate	2,725	8,470	15,631
2010 Census	2,719	8,446	15,650
Growth 2011 - 2016	2.20%	2.30%	1.60%
Growth 2010 - 2011	0.20%	0.30%	-0.10%
2011 Households by HH Income	2,725	8,471	15,631
Income: Less than \$15,000	329 12.07%	914 10.79%	1,320 8.44%
Income: \$15,000 - \$24,999	259 9.50%	718 8.48%	1,159 7.41%
Income: \$25,000 - \$34,999	268 9.83%	767 9.05%	1,128 7.22%
Income: \$35,000 - \$49,999	492 18.06%	1,274 15.04%	2,031 12.99%
Income: \$50,000 - \$74,999	542 19.89%	1,563 18.45%	2,854 18.26%
Income: \$75,000 - \$99,999	322 11.82%	1,230 14.52%	2,319 14.84%
Income: \$100,000 - \$149,999	390 14.31%	1,361 16.07%	2,862 18.31%
Income: \$150,000 - \$199,999	78 2.86%	368 4.34%	1,042 6.67%
Income: \$200,000+	45 1.65%	276 3.26%	916 5.86%
2011 Avg Household Income	\$64,044	\$73,268	\$86,290
2011 Med Household Income	\$50,431	\$56,843	\$67,245
2011 Per Capita Income	\$29,864	\$31,244	\$34,221
2011 Occupied Housing	2,725	8,471	15,631
Owner Occupied	1,250 45.87%	4,858 57.35%	11,086 70.92%
Renter Occupied	1,475 54.13%	3,613 42.65%	4,545 29.08%
2000 Housing Units	2,851	8,815	16,533
1 Unit Attached	138 4.84%	437 4.96%	619 3.74%
1 Unit Detached	1,225 42.97%	4,670 52.98%	11,169 67.56%
2 Units	450 15.78%	1,124 12.75%	1,361 8.23%
3 - 19 Units	948 33.25%	1,914 21.71%	2,274 13.75%
20 - 49 Units	23 0.81%	286 3.24%	311 1.88%
50 or more Units	65 2.28%	149 1.69%	171 1.03%
Mobile Home or Trailer	2 0.07%	235 2.67%	628 3.80%
Boat, RV, Van, Etc.	0 0.00%	0 0.00%	0 0.00%

Demographic Detail Report

Radius	1 Mile	3 Mile	5 Mile
2011 Housing Value - Owner Occupied	1,301	5,209	11,489
Value Less than \$20,000	10 0.77%	49 0.94%	49 0.43%
Value \$20,000 - \$39,999	15 1.15%	35 0.67%	55 0.48%
Value \$40,000 - \$59,999	0 0.00%	0 0.00%	2 0.02%
Value \$60,000 - \$79,999	0 0.00%	9 0.17%	40 0.35%
Value \$80,000 - \$99,999	0 0.00%	24 0.46%	69 0.60%
Value \$100,000 - \$149,999	34 2.61%	99 1.90%	270 2.35%
Value \$150,000 - \$199,999	29 2.23%	246 4.72%	463 4.03%
Value \$200,000 - \$299,999	316 24.29%	1,039 19.95%	1,841 16.02%
Value \$300,000 - \$399,999	457 35.13%	1,925 36.96%	3,949 34.37%
Value \$400,000 - \$499,999	264 20.29%	1,105 21.21%	2,218 19.31%
Value \$500,000 - \$749,999	136 10.45%	496 9.52%	1,475 12.84%
Value \$750,000 - \$999,999	27 2.08%	140 2.69%	571 4.97%
Value \$1,000,000 or more	13 1.00%	42 0.81%	487 4.24%
2011 Med Housing Val-Owner Occupied	\$353,939	\$357,351	\$374,854
2011 Housing Units by Yr Built	2,850	8,816	16,534
Built 2005 to Present	10 0.35%	124 1.41%	212 1.28%
Built 2000 to 2004	11 0.39%	238 2.70%	604 3.65%
Built 1990 to 1999	52 1.82%	579 6.57%	1,368 8.27%
Built 1980 to 1989	87 3.05%	993 11.26%	2,374 14.36%
Built 1970 to 1979	212 7.44%	1,261 14.30%	3,150 19.05%
Built 1960 to 1969	314 11.02%	1,023 11.60%	1,812 10.96%
Built 1950 to 1959	235 8.25%	873 9.90%	1,676 10.14%
Built 1940 to 1949	179 6.28%	543 6.16%	821 4.97%
Built 1939 or Earlier	1,750 61.40%	3,182 36.09%	4,517 27.32%
2011 Median Year Built	1940	1958	1967

Consumer Spending Report

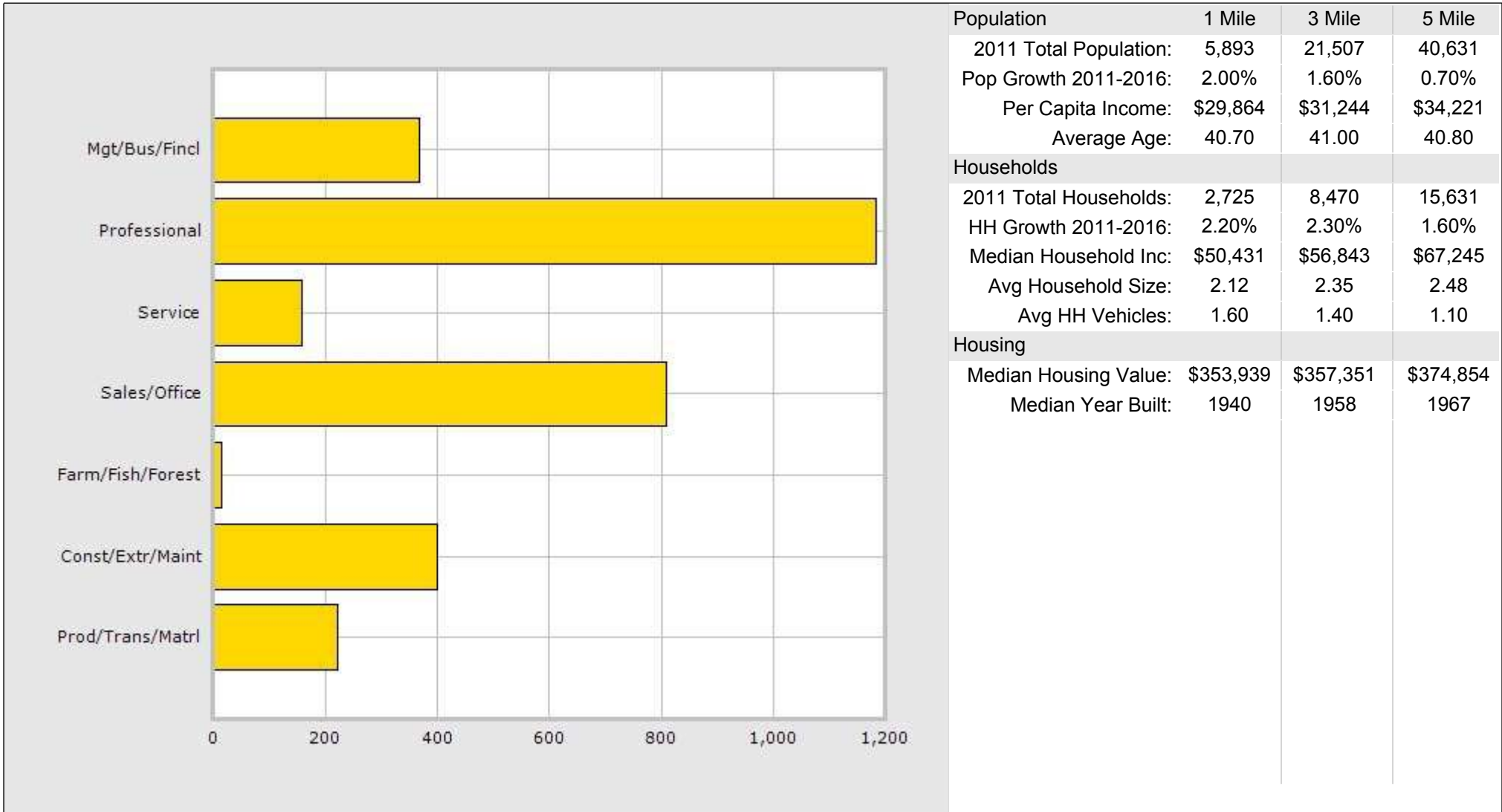
2011 Annual Spending (in Thousands)	1 Mile	3 Mile	5 Mile
Total Specified Consumer Spending	\$91,962	\$325,710	\$704,684
Total Apparel	\$3,831	\$13,320	\$28,394
Women's Apparel	1,337	4,721	10,161
Men's Apparel	778	2,718	5,848
Girl's Apparel	283	984	2,140
Boy's Apparel	222	770	1,631
Infant Apparel	241	806	1,666
Footwear (excl. Infants)	522	1,808	3,836
Other Apparel Prod/Services	448	1,512	3,113
Total Entertainment	\$8,841	\$31,610	\$69,484
Sports and Recreation	348	1,237	2,749
TV, Radio and Sound Equipment	3,095	10,905	23,174
Reading Materials	397	1,447	3,146
Travel	4,889	17,632	39,581
Photographic Equipment	111	388	833
Total Food At Home	\$7,766	\$27,359	\$58,067
Cereal Products	476	1,665	3,509
Bread & Bakery Products	1,013	3,608	7,695
Seafood	429	1,501	3,201
Meat/Poultry/Fish/Eggs	2,606	9,154	19,361
Dairy Products	1,235	4,361	9,259
Fruits and Vegetables	2,007	7,069	15,042
Total Food Away From Home	\$7,785	\$27,230	\$57,942
Breakfast and Brunch	777	2,694	5,646
Dinner	3,630	12,752	27,229
Lunch	2,529	8,813	18,693
Snacks and Non Alcoholic Bev	596	2,041	4,284
Catered Affairs	254	930	2,091

Consumer Spending Report

Annual Spending (in Thousands)	1 Mile	3 Mile	5 Mile
Total Alcoholic Beverages	\$1,524	\$5,303	\$11,142
Alcoholic Bev. at Home	859	3,016	6,449
Alcoholic Bev. away from Home	665	2,288	4,692
Total Furniture/Appliances	\$8,532	\$30,381	\$67,017
Bedroom Furniture	467	1,626	3,566
Living Room Furniture	768	2,721	6,014
Other Living & Family Room Furniture	195	701	1,589
Other Furniture	94	347	788
Major Appliances	715	2,607	5,828
Small Appliances & Housewares	1,765	6,235	13,606
Misc Household Equipment	4,529	16,145	35,626
Total Transportation/Maint.	\$19,959	\$70,697	\$153,236
New Autos/Trucks/Vans	5,365	19,254	43,038
Used Vehicles	4,908	17,017	35,834
Purchase of RVs or Boats	588	2,187	5,291
Gasoline	6,660	23,545	50,170
Diesel Fuel	102	371	861
Automotive Maintenance/Repair	2,336	8,323	18,042
Total Health Care	\$3,727	\$13,791	\$30,047
Medical Services	2,237	8,159	17,849
Prescription Drugs	1,113	4,232	9,138
Medical Supplies	377	1,400	3,061
Total Education/Day Care	\$7,237	\$25,554	\$55,534
Education	3,198	11,323	24,530
Room and Board	289	1,100	2,566
Tuition/School Supplies	2,831	10,008	21,693
Day Care, Nursery & Preschool	920	3,122	6,745

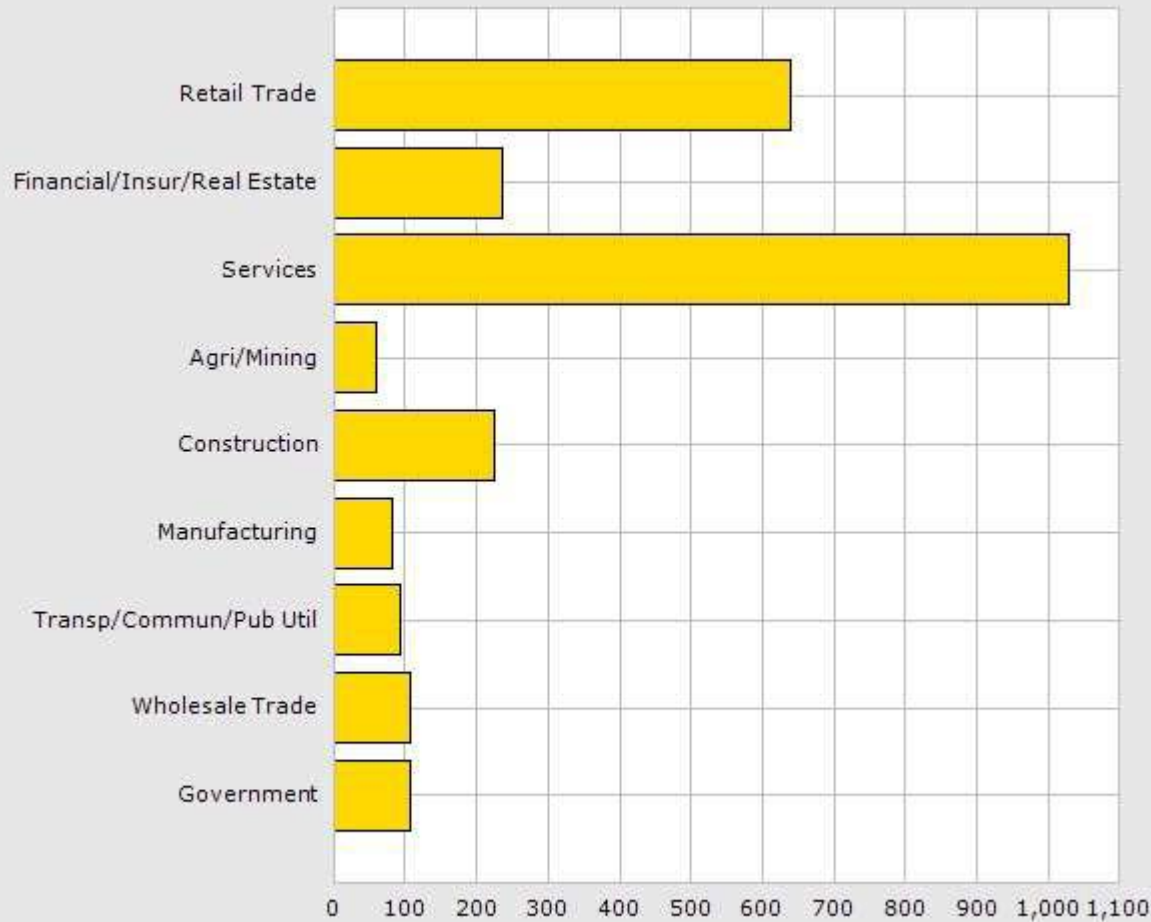
Business Employment by Type	# of Businesses	# Employees	#Emp/Bus
Total Businesses	721	4,078	6
Total Retail	181	1,222	7
Home Improvement Stores	7	15	2
General Merchandise Stores	1	0	0
Food Stores	22	113	5
Auto Dealers and Gas Stations	7	43	6
Apparel and Accessory Stores	17	34	2
Furniture and Home Furnishings	14	25	2
Eating and Drinking Places	55	847	15
Miscellaneous Retail Stores	58	145	3
Finance-Insurance-Real Estate	78	373	5
Banks, Saving and Lending Inst.	18	73	4
Security Brokers and Investments	8	25	3
Insurance Carriers and Agencies	17	47	3
Real Estate-Trust-Holding Co.	35	228	7
Services	322	1,781	6
Hotels and Lodging	11	132	12
Motion Picture and Amusement	13	86	7
Health Services	38	465	12
Legal Services	39	108	3
Educational Services	12	226	19
Auto Services	19	76	4
Other Services	190	688	4
Agriculture/Mining	7	17	2
Construction	29	212	7
Manufacturing	16	76	5
Transportation, Comm./Pub Util.	23	140	6
Wholesale Trade	18	49	3
Government	47	208	4
Daytime Population	4,078		
Daytime Population/Business	6		
Residential Population	6,161		
Residential Population/Business	9		

Civilians Employed by Occupation for 1 Mile Radius



Population	1 Mile	3 Mile	5 Mile
2011 Total Population:	5,893	21,507	40,631
Pop Growth 2011-2016:	2.00%	1.60%	0.70%
Per Capita Income:	\$29,864	\$31,244	\$34,221
Average Age:	40.70	41.00	40.80
Households			
2011 Total Households:	2,725	8,470	15,631
HH Growth 2011-2016:	2.20%	2.30%	1.60%
Median Household Inc:	\$50,431	\$56,843	\$67,245
Avg Household Size:	2.12	2.35	2.48
Avg HH Vehicles:	1.60	1.40	1.10
Housing			
Median Housing Value:	\$353,939	\$357,351	\$374,854
Median Year Built:	1940	1958	1967

Daytime Employment-#Businesses for 5 Mile Radius



Population	1 Mile	3 Mile	5 Mile
2011 Total Population:	5,893	21,507	40,631
Pop Growth 2011-2016:	2.00%	1.60%	0.70%
Per Capita Income:	\$29,864	\$31,244	\$34,221
Average Age:	40.70	41.00	40.80
Households			
2011 Total Households:	2,725	8,470	15,631
HH Growth 2011-2016:	2.20%	2.30%	1.60%
Median Household Inc:	\$50,431	\$56,843	\$67,245
Avg Household Size:	2.12	2.35	2.48
Avg HH Vehicles:	1.60	1.40	1.10
Housing			
Median Housing Value:	\$353,939	\$357,351	\$374,854
Median Year Built:	1940	1958	1967

Demographic Market Comparison Report

1 mile radius

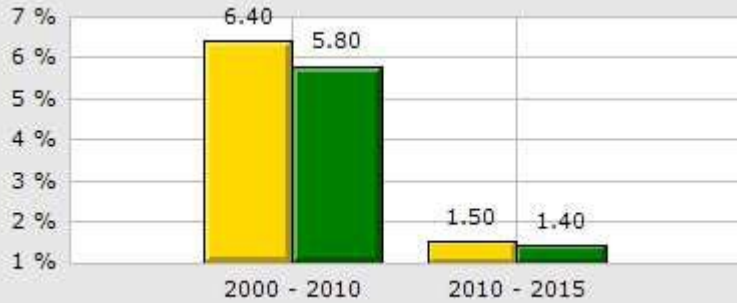
Type: **Multi-Family/Apartment Units**
 County: **Plymouth**

	1 Mile		County	
Population				
Growth 2000 - 2010	6.40%		5.80%	
Growth 2010 - 2015	1.50%		1.40%	
2010 Blue Collar	531	21.06%	43,798	21.94%
2010 White Collar	1,990	78.94%	155,805	78.06%
2010 Population By Race				
	6,160		500,450	
White	5,678	92.18%	425,401	85.00%
Black Afr Am	171	2.78%	33,007	6.60%
Am Indian Alaskan	24	0.39%	1,211	0.24%
Asian	85	1.38%	6,422	1.28%
Hawaiian Pacif Islldr	1	0.02%	121	0.02%
Other Race	51	0.83%	17,116	3.42%
Two or More	150	2.44%	17,172	3.43%
Households				
Growth 2000 - 2010	7.70%		6.70%	
Growth 2010 - 2015	1.80%		1.60%	
Renter Occupied	1,492	52.04%	44,673	24.87%
Owner Occupied	1,375	47.96%	134,922	75.13%
2010 Households by HH Income				
	2,867		179,587	
Income < \$35,000	695	24.24%	35,907	19.99%
Income \$35,000 - \$74,999	1,039	36.24%	52,835	29.42%
Income \$75,000 - \$149,999	907	31.64%	68,541	38.17%
Income \$150,000 - \$249,999	216	7.53%	18,200	10.13%
Income \$250,000+	10	0.35%	4,104	2.29%
2010 Median Household Income	\$60,552		\$75,683	
2010 Median Age	40.20		39.20	

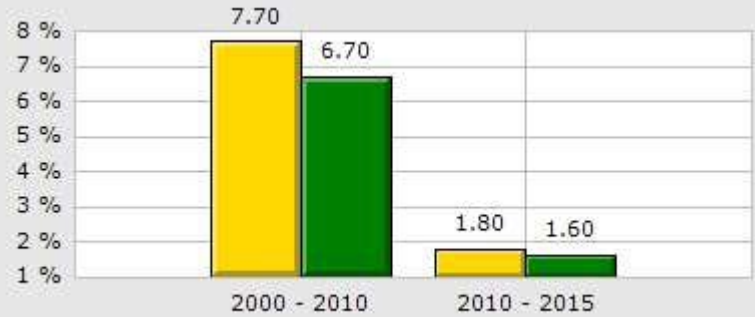
Type: **Multi-Family/Apartment Units**
 County: **Plymouth**

1 Mile
County

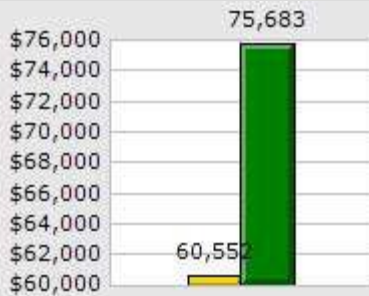
Population Growth



Household Growth



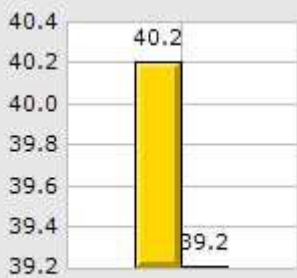
2010 Med Household Inc



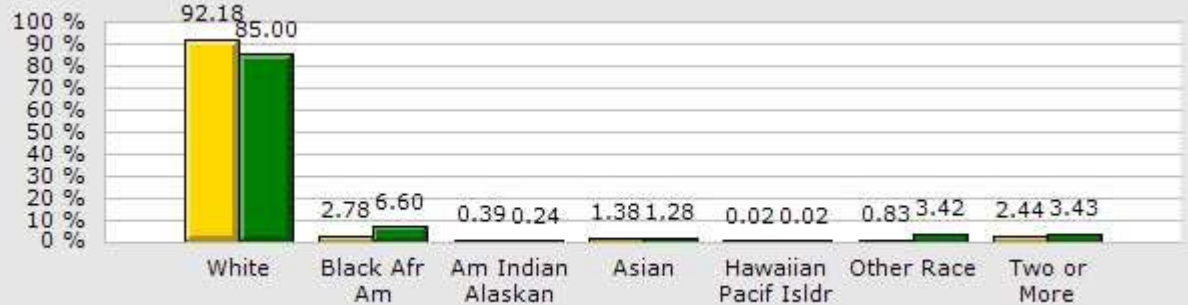
2010 Households by Household Income



2010 Median Age



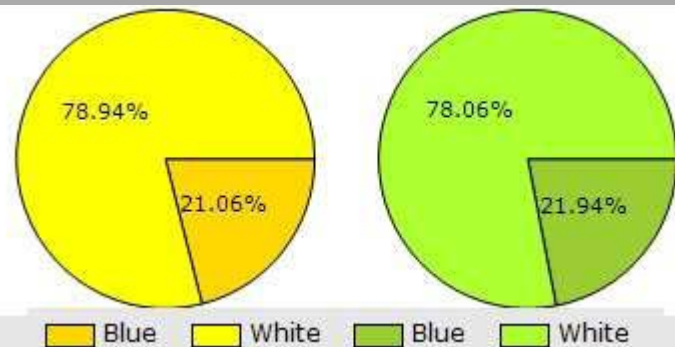
2010 Population by Race



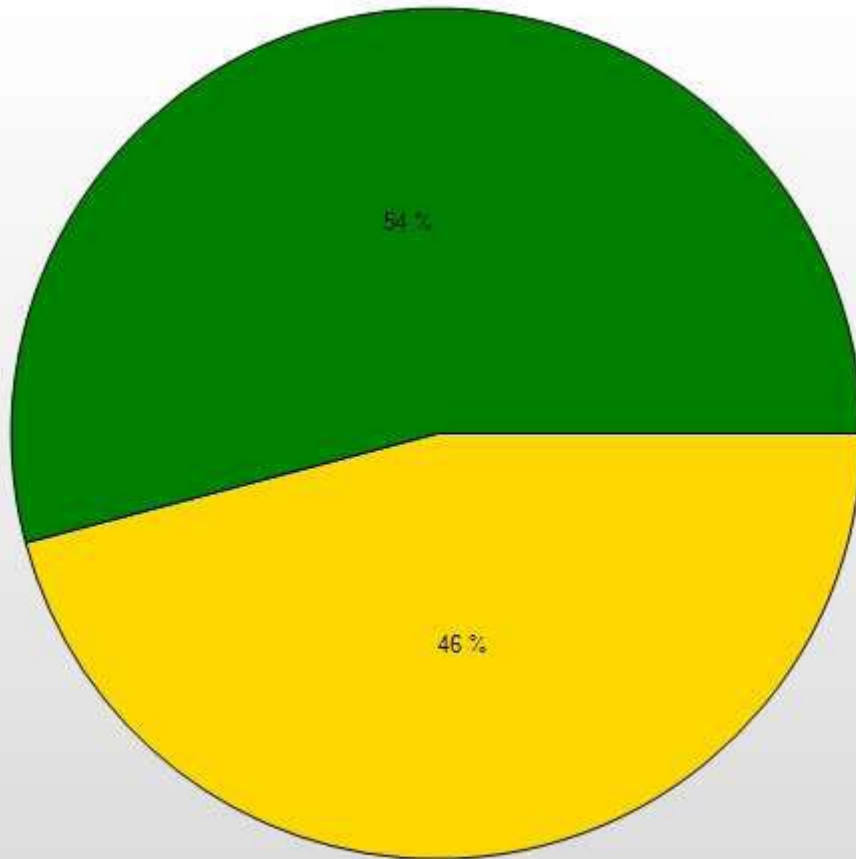
2010 Renter vs. Owner



2010 Blue vs. White Collar



Tenure of Occupied Housing for 1 Mile Radius



Owner Occupied Housing
 Renter Occupied Housing

Population	1 Mile	3 Mile	5 Mile
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Housing			
Median Housing Value:	\$353,939	\$357,351	\$374,854
Median Year Built:	1940	1958	1967



Fourth of July parade

PLANNING – NEXT STEPS

PLANNING - NEXT STEPS

In addition to creating the Historic Structure Report and other internal reporting documents, the major work products to date are a Redevelopment Strategies Report and a draft Request for Developer Proposals, both of which follow this introduction in their entirety.

When the project was first conceived, the PRA anticipated the creation of design and development guidelines as a precondition of creating an RFP seeking a development partner. This was presented as a necessary Phase 2 of pre-development planning, the Historic Structure Report being Phase 1.

Behind this was the assumption that zoning and other changes would be necessary to realize the economic and other benefits the Town of Plymouth is seeking with this development, and that the likelihood of finding a capable developer and achieving the desired development benefits would be greater if this planning was done, and zoning options approved, in advance of seeking the developer.

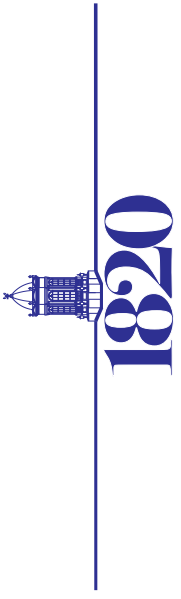
One of the issues the Town of Plymouth would like the Technical Assistance Panel to address are the relative advantages of taking this approach, as opposed to seeking a developer and then attempting to hammer out the details, and what kind of time and financial resources are needed to do this planning successfully.

What follows is a Redevelopment Strategies Report that lays out for policy-makers and the community some of the options available to them, as well as recommendations from the Redevelopment Authority about how to proceed. Some of the more important questions it asks are:

1. How might the development of the Corridor be different with and without the houses in the middle?
2. What is the value of creating design and development guidelines in advance of issuing a developer RFP, compared to making simple statements of general goals?
3. Given the upcoming 400th anniversary in the year 2020, and the uncertainty that always accompanies development projects, is it advisable for the community to attempt to upgrade and open the Courthouse building while pursuing a development partner. If so, what's the best way to approach this?



PLANNING – NEXT STEPS STRATEGIES REPORT



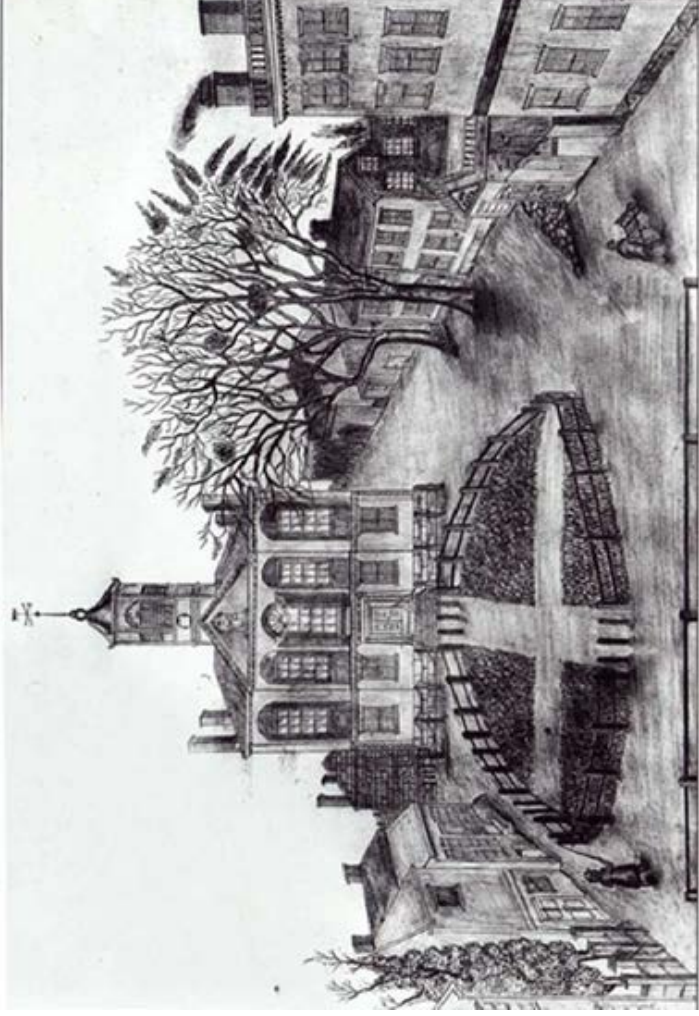
1820

PLYMOUTH, MASSACHUSETTS
1820 COURTHOUSE-CORRIDOR PROJECT

REDEVELOPMENT STRATEGIES



Plymouth Redevelopment Authority - 1820 Courthouse Consortium - July 10, 2012



1820 Courthouse on Court Square – 1845 drawing

The purpose of this report is to summarize development strategies for the 1820 Courthouse-Corridor from the perspective of individual properties and buildings, providing a primer for policy-makers about options and likely outcomes. This report expands upon the Historic Structure Report released in September 2011, whose primary focus is the history of the Courthouse and Commissioners Building and their individual development options.

**To view and/or download the Historic Structure Report, go to:
www.plymouthredevelopment.org/1820/resources/HistoricStructureReport.pdf**



1820 Courthouse in downtown-waterfront setting

Distinctive character

Central location

Visible from waterfront and dominant presence on Court Street

Commanding views of downtown, waterfront and harbor from building

Gateway and anchor-point for substantial, underdeveloped properties behind, beside, and nearby

Abutter to major public open spaces - Court Square and Burial Hill



Property ownership and control

COURTHOUSE

Vital Statistics

History: Two story building built for courthouse use in five phases – front portion 1820, 1857; rear additions 1884, 1916, 1962

Floor area: 1820/1857 front portion - approx. 7,600 gr sf, 3,234 sf rentable, excluding courtroom; rear additions – approx. 12,215 gr sf, 7,924 sf rentable

Physical condition: Good structural condition; in need of major heating, electrical and other system upgrades (see Historic Structure Report for full assessment).

Occupancy/code status: Vacant and cannot be re-occupied without fire-safety and ADA code upgrades including a sprinkler system and elevator.

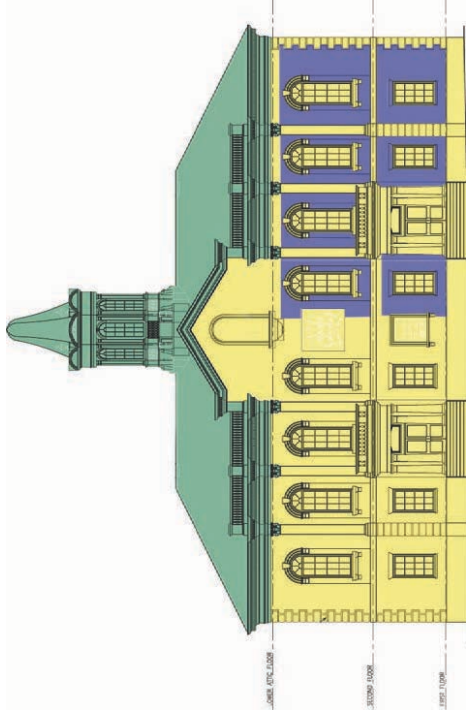
Options/Prospects

The town has determined that it would like to see the 1820/1857 front portion preserved and, if possible, used for public purposes. The question is how?

Courthouse short-term:

1. The town, using Community Preservation Act funds, could make the necessary code and other upgrades and open the building for some combination of visitor center and public or private office use, in advance of or concurrent with seeking a development partner. The building may require operating subsidies until a development partner is found, a conclusion based on an analysis of historic operating costs. The Historic Structure Report estimates that to open the front building alone would cost around \$1.6M; the entire building, around \$3M. This does not include a historic restoration of the facades. These figures are preliminary and a more detailed assessment will have to be made before proceeding, including the creation of construction specifications and bid documents. There are sufficient funds in the existing CPC account to do this.
2. The town could leave the building closed until a private development partner is found, making only minor investments to further stabilize it.

Note: Because of the building’s construction and fire code requirements, the entire building will have to be sprinklered to be re-occupied, even if the rear portion is left unused. Considering that the rear portion is both newer and larger than the 1820/1857 section, it would make sense to open the entire building for interim uses, assuming users can be found.



Courthouse long-term:

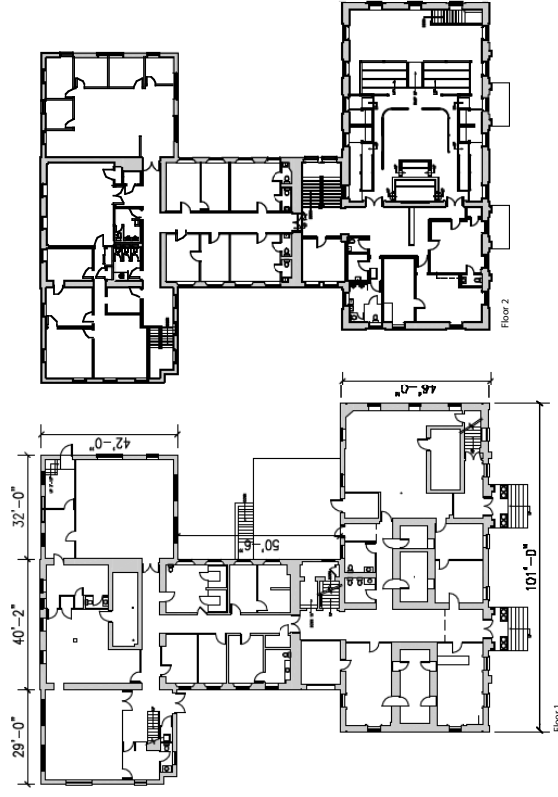
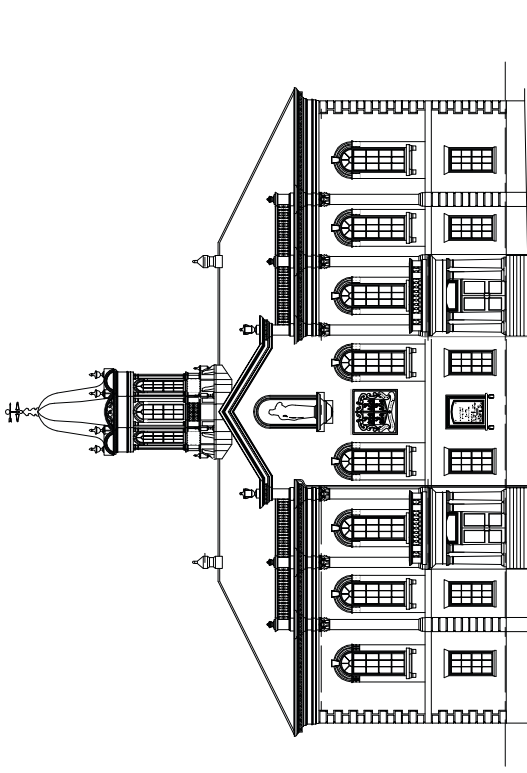
1. Any short-term upgrades could be designed to serve longer-term needs as well – elevator, fire suppression system, heating and ventilation, electrical system, etc.
2. The 1820/1857 portion of the building, while important both visually and historically, is quite limited from a revenue generating perspective. The building's footprint is small – 46x101 feet - and the ground floor is dominated by thick-walled masonry fire vaults that will inhibit use of those areas. The first floor is also limited by an inefficient circulation system, necessitated, in part, by the building's double entrances. The major interior space, the Daniel Webster Courtroom, which is still fully furnished, will make a great public meeting and ceremonial space, but the remaining areas of the front building offer only limited use. At one level, the real value of the building is as a gateway to the Corridor behind it, both physically and symbolically, and as an elegant statement of Plymouth's historic New England roots.

3. The rear additions offer practical benefits by virtue of the size and configuration of the spaces and their relatively newer condition. Depending on how the Courthouse-Corridor is conceived and how the front building is used, the additions could play a long-term role in the area's future or could be deemed dispensable to make way for new construction that takes better advantage of the site's location and footprint.

4. One possible use of the Courthouse is as a visitor center, an orientation place where the Plymouth experience can be previewed, using lively audio-visual and other tools, and where visitor services can be provided. This activity, located in the heart of the downtown, would bring much-welcomed activity to Court Street and could become, in and of itself, a new must-see destination in Plymouth. The PRA, working through the town's legislative delegation, is beginning to explore this possibility, in conjunction with the National Park Service and the restoration of Burial Hill.

5. National recognition of the Courthouse as an important historical building will be important to how it is treated by both private and governmental entities going forward, including grant-funding agencies. Nomination papers are currently being prepared to place the 1820 Plymouth County Courthouse on the National Register of Historic Places.

6. In the long run, private investment will be needed to sustain the 1820 Courthouse and restore economic growth to the downtown. The best thing Plymouth can do is look at this situation as an opportunity and lay the groundwork for private-sector investment and a variety of public-private and public-public partnerships in the area.



COMMISSIONERS BUILDING

Vital Statistics

History: Built in 1884 as a jail and later converted for county office use with the addition of a new floor in a formerly two-story space and a one story 1,435 sf garage-wing (1912).

Floor area: Approx. 11,686 gr sf (without garage); 8,682 sf rentable

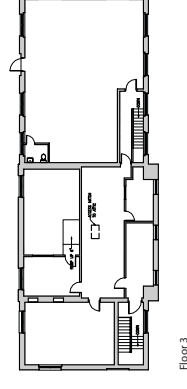
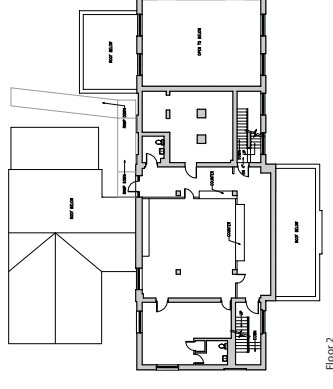
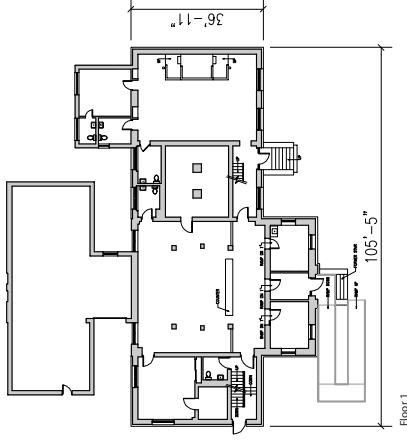
Physical condition: Both the shell and interior have been dramatically altered and there are signs of structural settling – stress cracks in load-bearing exterior walls. Building is currently heated with a relatively new boiler that is independent of the Courthouse (see Historic Structure Report for full assessment).

Code/occupancy status: Building currently serves as a county office building, with around fifteen people working in it full-time, but it does not meet modern accessibility and fire code requirements. It can continue to be used as office space if no major changes are made to the building.

Options/Prospects

1. Allow county to continue to use building with minimal rental return to cover insurance and operating costs.
2. Lease building to others when (and if) county wants to leave, which may be difficult unless a single user can be found to replace them. Multiple tenants will require a complete restructuring of the building, with new bathrooms and other facilities. This will trigger ADA and other code upgrades including an elevator and sprinkler system, investments that will be cost-prohibitive given the size and condition of the building.
3. Allowing tenancy on anything other than a tenant-at-will basis will provide obstacles to further development of site because of long-term leasing commitments.
4. Close the building when county staff leaves and await some other options. It is unlikely, given the size, configuration, destruction of historic features though successive renovations, and general condition of the building, that it will ever be worth rehabilitating for long-term use.

Note: The building cannot be demolished, according to Historic District Commission regulations, until there exists approved plans for redevelopment of that portion of the site and the HDC has signed off on those plans.



CORRIDOR (parcels behind and beside Courthouse)

Vital Statistics

History/Lot Size: The town and state own lots behind and beside the Courthouse, some of which hosted schools in the 19th and early 20th centuries. The largest of those parcels include the old police station site (.267 acres), parking lot cut into Burial Hill (.717 acres), and the parking lot facing the old police station (.277 acres). There are also a line of narrower state and town-owned lots along So. Russell Street between the parking lot and School Street, which, for a number of reasons, shouldn't be redeveloped. In total, over 2.1 acres of publicly owned land could be readily included in a corridor development, including the Courthouse property, and even more if the three house lots were included, for a total of around 2.5 acres.

Zoning: Downtown/Harbor District – allows for broad commercial and residential uses.

Options/Prospects

Few parcels and structures in the area, with the exception of the Commissioners Building and three residential buildings, are currently in use. Even the parking lots are only sparsely used. There are a total of 10 publicly owned lots in the Corridor, including the Courthouse parcel, the majority of which are in town control. In thinking about those lots, a logical distinction can be made between those on the perimeter of Burial Hill and those set apart. Depending on the future of Burial Hill and the rest of the Corridor, it might make sense to not develop the perimeter lots, allowing for a more natural edge to the cemetery, or to develop them in some other way – i.e., a pedestrian plaza, possibly with parking below - to complement both the Corridor development and Burial Hill.

Corridor short-term:

1. The corridor parcels can be left untouched until a private development partner is found, and even beyond that if the redevelopment of the corridor is phased from the Courthouse back up the hill. The existing parking lots will be valuable for interim parking until structured parking in the Courthouse-Corridor can be built.
2. The town could choose to sell some or all of these properties, either piecemeal or in packages. The back lots, because of their isolation from Court Street, will most likely see only residential development, which won't maximize their economic or other potential benefits to the town. Piecemeal development will also preclude major infrastructure improvement like structured parking in the hill.
3. Once a Corridor plan is in place, efforts to assemble the lots should proceed in advance of a development offer.



Corridor long-term:

The Corridor lots are critical to any development future for this area.

1. While the Courthouse property is substantial when compared to other downtown parcels, it is burdened by development costs that many other sites don't have - demolition costs for outmoded masonry buildings - Commissioners Building and, possibly, Courthouse rear additions - subsidies for the front portion of the Courthouse, etc. While these costs may not prevent redevelopment of the site, the attractiveness of a redevelopment project in this area would certainly be enhanced with a larger development footprint.
2. The redevelopment of the Courthouse property alone will likely require more parking than the .91 acre lot alone can provide, particularly if the goal is to create uses that bring large numbers of people into this area of the downtown.
3. Given the size and shape of the Corridor and geometry of surrounding streets, the Corridor lends itself to terraced structured parking built into the hill - entered from Russell Street and exited from So. Russell Street. Given the cost of building structured parking, which could serve both public and private needs, a greater income-producing development mass will be needed than current zoning allows.
4. The rear town-owned lots on the hill are small and separated by streets, and are unlikely to be attractive for uses other than housing. By tying these lots more strongly to Court Street, with the Courthouse treated as the gateway, they are far more likely to see the kind of mixed-use development that will enhance the downtown as a generator of economic and other activity and benefits.
5. It is likely that Burial Hill will become increasingly important as both a downtown open space and tourist destination in the future. This will have a very positive effect on both So. Russell and School Streets, enhancing their attractiveness for residential and other type development. It could also make School Street an important pedestrian connector between Court Square and Town Square.

6. While the pace of redevelopment will be dictated by future market conditions, the quality of development will be determined by what the community does now. The piecemeal sale of lots, in the absence of a master plan for the area, will result in piecemeal development with limited economic benefits - for both the town and developers. This is equally true for the former county property under current zoning. Development driven by a more ambitious vision and more realistic zoning will result in development more likely to meet 21st century needs - social, cultural, and economic. It will also be more likely to deliver the kinds of subsidies needed to support the preservation and/or operation of the Courthouse and creation of structured parking in the Corridor. Ambitious visions attract ambitious and imaginative developers, developers more likely to have the experience and resources needed to create significant, positive change.



c. 1903

OTHER MAJOR PROPERTIES THAT COULD BE AT PLAY

PRIVATE HOMES (1)

Vital Statistics

Ownership: Private (3)

Size: Total land area approx. .3 acres

Zoning: Downtown/Harbor District – broad commercial and residential uses.

Options/Prospects

The three private homes in the Corridor about publicly owned lots that are likely to be redeveloped in the future for uses other than single-family houses. The new structures could be multi-family or commercial and are likely to take advantage of the maximum allowable building heights of 35 feet, or be even taller, if special permits are sought.

Short-term:

1. For the town, one option is to proceed with the sale and/or redevelopment of its properties without exploring the possibilities of including the residential lots in the development.
2. Another is to begin discussion with the homeowners now about what they would like to see happen with their property if the abutting public properties are redeveloped. This discussion could result in conditional agreements between the town and property owners about a variety of disposition options, laying the groundwork for a more orderly development process and creating a greater level of certainty for all parties involved, including a potential developer.

Long-term:

1. The residential house lots could be a critical component of a larger development, allowing new construction and underground parking to proceed from directly behind the 1820/1857 Courthouse up to Allerton Street and beyond. The redevelopment of the Corridor, and all its associated benefits, will look very different with or without these parcels. Some of the options for the homeowners could include the developer moving their home to a nearby lot, acquiring their property outright, or doing a housing swap with new housing in the Corridor. The final agreements would be executed by the developer, not the town.



FORMER REGISTRY OF DEEDS BUILDING (2)

Vital Statistics

History: Built around 1904 as a County Registry of Deeds Building

Land area: 1.079 acres

Building floor area: Approx. 25,000 sf on three floors, including basement

Ownership: Private

Condition: Substantial construction, fair condition, historic character
Status: Unoccupied

Options/Prospects

1. This building was purchased from the county by a developer in 2008. It could remain a standalone property or be integrated into a larger redevelopment vision for the area. The property consists of a single building with a large parking lot in the rear, making it very attractive for commercial or other uses, with room for additional development on the site.



CONGREGATION BETH JACOB COMMUNITY CENTER (3)

(Former Methodist Church Across Court Street at corner of Brewster Street)

Vital Statistics

History: Built in 1884 as a Methodist Church, sold to Congregation Beth Jacob on 1979 for use as a synagogue and community center

Land area: .164 acres

Building floor area: 12,000 sf including large assembly space on first floor (sanctuary)

Ownership: Private

Condition: Fair

Status: For Sale

Options/Prospects

1. This historic building helps define Court Square's 19th century New England character. Being part of the Downtown Harbor District, it is liberally zoned for a variety of uses. The building is in need of substantial investment due to deferred maintenance but, because of its character, both inside and out, it could play an important role as an assembly and/or tourism center and could be made part of any redevelopment plans for this central area of the downtown.



FRAMEWORK FOR A SUCCESSFUL REDEVELOPMENT PROJECT

Recognize the Uniqueness of the Opportunity

- Prime property in central and desirable location
- Iconic historic building
- Public ownership and zoning control - makes possible benefits no other owner can have, like access to public grants and other subsidies, control of the amount, type and character of development, and ability to trade development benefits (greater income) for public benefits (public parking, street and other improvements, subsidies to preserve and operate Courthouse, etc.)
- Centerpiece of 2020 celebration and downtown beyond

Project offers unique opportunities

Leverage the Opportunity

- Partner with developer, don't just flip the properties – there are many ways the town can continue to benefit from this development, beyond an initial sale or lease deal, if the town identifies its needs and interests up front and the partnership is set up properly
- The law requires a competitive public process for disposal of public property - use this opportunity to test the market by making competition entry as easy as possible and inviting broad development concepts
- Streamline the permitting and development process by getting agreement from the community about goals and possible zoning changes up front
- Create an RFP that sells the community as well as the development – good developers want to be in thriving places; you need to sell the place as well as the development
- Don't taint the project by issuing a poorly conceived RFP

Leverage uniqueness

Recognize Possible Pitfalls and Plan for Them

- Despite best efforts, developers and developments sometimes fail, or take a long time to succeed – have backup plans and make certain town has protected its long-term interests - i.e., control of the 1820/1857 Courthouse, its character and uses, as well as Court Square

Plan A and Plan B

CREATING AN RFP

Define RFP Goals & Methods

What should the PRA and Town of Plymouth be looking for in a development partner?

1. Experience with mixed-use developments because, over time, markets shift and downtowns need diversity.
2. Financial where-with-all to weather what could be a long development process.
3. Understanding of and appreciation for historic buildings in historic downtown settings.
4. Willingness to work with the town to meet broader community needs.

What does the town need to do to be an attractive development partner?

1. Be clear about its needs and expectations.
2. Be realistic about the limitations of current zoning, given its economic and other goals, so the developer as well as the town can succeed.
3. Project clearly what it is looking for in a development partner and how it is prepared to work with that developer to meet mutually agreed upon goals.

How do you find an appropriate development partner?

1. Promote the town as well as the site.
2. Identify community needs and expectations now, so everyone's starting on the same page.
3. Reduce as much uncertainty as possible from the development offering so potential partners can self-select based upon solid information and realistic expectations.

Next steps?

1. Develop a request for proposals (RFP) that conveys all the above and more, in a document that sells as well as explains.
2. Aggressively market the RFP to developers with a proven track record in projects like this.
3. Don't jump at any offering until full due-diligence is done and there is some community agreement about goals.

Find experienced partner

Be clear about goals

Sell town as well as site

Create memorable RFP

CONCLUSION

The Town of Plymouth has a unique opportunity to reshape the heart of its downtown through the adaptive reuse of a handsome 200 year-old Courthouse and the redevelopment of a substantial amount of underutilized town-owned land behind it. As this report suggests, the community has many options, ranging from selling the town-owned parcels to new owners with little direction as to their future... to aggressively pursuing a redevelopment strategy built upon a more comprehensive vision, one that looks at the situation from a “highest and best use” perspective and capitalizes on the advantages that come with public ownership.

To do the latter, the town needs to begin defining its goals, using the tools of planning to shape a desired outcome. This will take an investment of time, money, and, most important, the understanding and commitment of community leaders. There are precedents for doing this, in Plymouth and elsewhere, and the results, more often than not, justified the effort.

RECOMMENDATIONS

While there are many possible outcomes for the Corridor, there is a clear path for beginning the redevelopment process that will maximize long-term benefits and opportunities for the community:

1. Begin the planning process that will allow the Corridor to be treated as a unified development. This will require discussion with existing home and other property owners in the area and creation of design and development guidelines that (1) clarify community aspirations for this area, and (2) make the development and development process more attractive and predictable for a developer.

This will involve:

- defining goals for the town – i.e., what kinds of uses, buildings, etc. does the town want to see or is prepared to accept;
- making decisions about which properties to offer, and whether to sell or lease;
- determining how the 1820/1857 Courthouse should be used and the preservation standards that should be applied;
- deciding what the community would like to see in terms of public benefits – infrastructure and streetscape improvements, public parking, etc.
- committing to a permitting process that protects the town’s interest while allowing the development to proceed as quickly as possible.

Highest and best use

Begin the planning process

2. Create a Request for Proposals (RFP) that makes a compelling case for investing in Plymouth, built upon the strengths of the development opportunity and Plymouth's long-range economic and other prospects. Make it easy for developers to initially participate in the competition by making it a two-step selection process: the first step to qualify developers based on capabilities, experience, and development concept; the second based on an architecture and urban design proposal supported by additional financial and other information.

This will ensure the largest participation because it will reduce the cost and time needed to make the initial proposal, providing the community many more ideas. It will also create greater incentives to invest time and money in the design phase of the competition because the number of competitors will have been reduced. This is a process that has been used in many communities, particularly those with high visibility projects.

3. Explore the possibility of opening the Courthouse as soon as possible, for tourism and other public-and private uses, using public funds if necessary. This will bring street traffic back into this area of the downtown and will signal both the community and outside funding sources and developers that Plymouth is bullish on its history and future. This need not be a full restoration but merely an investment in new systems and code upgrades that allow the building to be reoccupied.

This step is totally compatible with the long-range Corridor development vision. Whatever investments are made now will lessen both the work and costs of future improvements, and could be made reimbursable as part of future private-sector development agreement. It also hedges against what could be a long-term Corridor development process. No one wants to see this building remain dark for the indefinite future, missing the opportunity to use the building as part of the 2020 celebration. For these and other reasons, public investment in the Courthouse should begin now.

4. Be realistic about what it takes to move a project like this forward. Crafting an effective RFP and negotiating a mutually acceptable development agreement will require not only good intentions on the part of the town, but a commitment of time and money. A developer selection and negotiation team should be established to assure continuity and coherence in the developer selection process. Financial resources should be put aside for legal and other technical support. These are issues that can and should be addressed now.

Invite broad responses

Lay groundwork for Plan B

Be realistic about resources

And, finally, keep faith with the vision and belief in Plymouth's future.

According to Plymouth historian James Baker, in a history of the 1820 Courthouse:

The 1820 Court House was Plymouth's first modern public building, intended as a showplace for both the legal profession and to cement Plymouth's status as county seat or "shire town". "There was considerable agitation in 1819 before building the courthouse, in favor of moving the shire of the county to some town nearer the centre of Plymouth County population ... other towns put up rival arguments and it was finally left to vote of the towns. Every town voted for itself and Plymouth, being the town with the largest voting strength, saved for itself the honor and advantages of remaining the shire town."

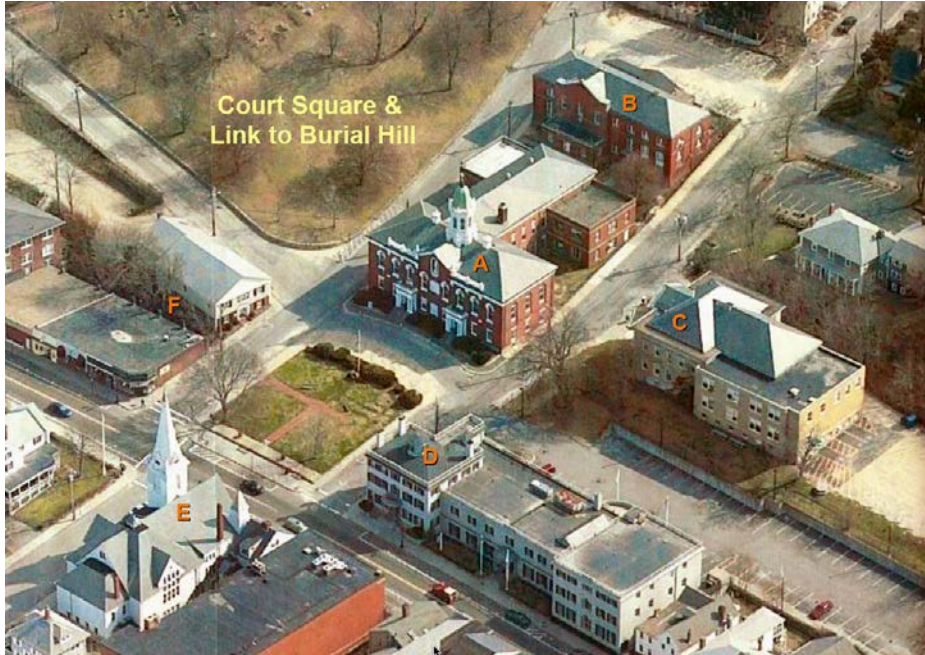
And following that:

... the new brick Court House was built in 1820 on the county land east (or more specifically, northeast) of the new jail at a cost of \$12,000...

Plymouth is again at a crossroads. One era has ended and another is about to begin, and the people of Plymouth are faced with choices that will determine how Plymouth is viewed and experienced by future generations.

Opportunities like this to reshape a historic downtown don't come frequently to a community. What Plymouth does next will test just how serious it is about remaining America's Hometown... as a place and not just a slogan.



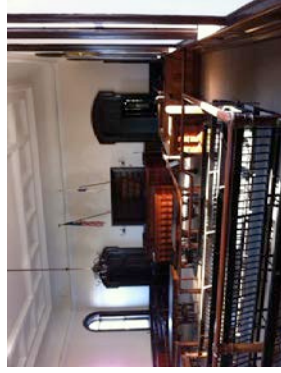
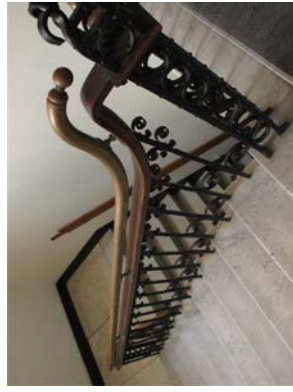
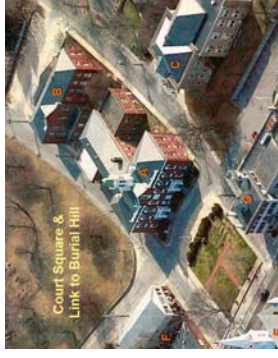
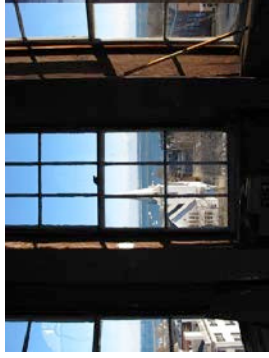


Courthouse and Commissioners Building with
Court Square and corner of Burial Hill

PLANNING – NEXT STEPS **RFP GOALS**



PLYMOUTH, MASSACHUSETTS 1820 COURTHOUSE-CORRIDOR REDEVELOPMENT REQUEST FOR PROPOSALS



**Plymouth Redevelopment Authority for Town of Plymouth
DRAFT 7.10.12 – Exec. Sum. / Goals Section only**

Redevelopment Goals - Overview

The goals of the Plymouth Redevelopment Authority in issuing this RFP is to identify a development partner who can:

1. Redevelop the town-owned property in the Corridor, creating a new economic engine for the downtown, in a development that is informed by a coherent and comprehensive vision compatible with the town's history, character and changing demographic.
2. Preserve the 1820/1857 (front) portion of the former County Courthouse, making some or all of the building, including the Daniel Webster Courtroom, available for public uses that include a major visitor attraction.
3. Use the Courthouse building as a gateway for a larger mixed-use development behind it, consisting of new construction and, possibly, existing structures, tying the rear properties into the commercial and street life of the downtown.
4. Create a generator of new businesses, jobs, and tax and other revenues for the Town.
5. Use the redevelopment of the town-owned properties as a catalyst for redevelopment of other significant privately owned but vacant and/or underutilized properties nearby, including a handsome early 20th century Registry of Deeds building and late 19th century former Methodist church, with possible inclusion of these properties in the larger development vision (see Figures __).
6. Use the Courthouse and Court Square as the focal point of the upcoming 400th anniversary of Plymouth in the year 2020.
7. Help plan and subsidize off-site public improvements and ongoing operation of the Courthouse.
8. Work with the Town and current owners of three homes behind the Commissioners Building to allow these properties to be included in redevelopment of the Courthouse Corridor.

Note: If ownership of all or part of the Town-owned property is retained by the Town or conveyed to a non-profit, the Town will explore a Payment in Lieu of Taxes (PILOT).



1820 Plymouth County Courthouse

Redevelopment Goals - Specific

Beyond these general goals, there are specific goals the PRA and Town of Plymouth would like to achieve.

Economic Development Goals

The Town of Plymouth has grown in both population and importance over the past thirty years, and with it has come new and successful developments – in the industrial and retail sectors, as well as housing. The downtown, however, has not benefitted to the same degree from this growth, despite it being a regional center and major tourist destination. One of the major goals of this project is to begin an economic revitalization of the downtown that builds upon the general health of Plymouth's economy and its unique topographic and historic strengths, strengthening the downtown as a major destination for both visitors and shoppers.

The Town is looking to do this through a mixed-use development that will contribute to the overall economic well being of not only the downtown, but also Plymouth as a whole, and which complements existing businesses. For example, new development should support and not compete with existing retail and eating establishments. Uses and events that attract town residents and visitors to the downtown are also encouraged.

The Courthouse-Corridor redevelopment project benefits from the confluence of a number of special factors – a dramatic location overlooking a historic downtown and waterfront, the availability of a significant amount of town-owned, underutilized land, and a signature historic building that, even empty, has a commanding and iconic presence.

This, combined with a substantial residential community in the downtown, an upcoming 400th anniversary celebration in 2020 that will attract worldwide business and tourism interests, and a global brand as America's Hometown, the 1820 Courthouse-Corridor redevelopment project is poised to be the centerpiece of a revitalized downtown as Plymouth enters its fifth century.

Architecture, Urban Design & Civic Goals

Historic Gateway. As noted, the 1820 Courthouse is already a signature building in the downtown. The goal is to also make it an entry point for new commercial and other development behind it, drawing people up from the waterfront and elsewhere to the historic commercial center of the community.

Architectural Character. One of the great strengths of downtown Plymouth is its intimate scale and character. These are qualities that the town looks to extend into the Corridor development. The Courthouse and Corridor are part of a local historic district and all development within will be subject to Historic District Commission review. A guide for architectural treatment of historic district buildings can be found in the Historic District Commission Handbook, available from _____. This should be used as a starting point for thinking about building character, massing and materials. As the handbook suggests, architectural character will also have to be carefully considered in the rear portions of the site, where the Corridor abuts a historic residential neighborhood.

Building Heights. The Town of Plymouth recognizes that the current zoning, and particularly the maximum building height of 35 ft., may not be adequate to meet the development needs of the Corridor, and is prepared to revisit its zoning for this purpose. One of the requirements of all proposals will be to assess the visual impacts of the development on the downtown, particularly from critical viewing areas. The most significant of these viewsheds is the Courthouse as seen from Court Street and the waterfront.

Pedestrian Character. Downtown Plymouth is a great place to walk, and this needs to be extended into and around the new Corridor development. Court Square, for instance, with new access to Burial Hill, could provide a better connection of Court Street to this important historic cemetery. Because of the width of the Corridor, around 120 feet between Russell and So. Russell Streets, there is even the potential to develop a pedestrian spine, or arcade, through the development itself, allowing shops, for instance, to be accessed from both the street and the arcade, and providing a new pedestrian link from the commercial district to an old residential neighborhood.

Court Square. Court Square is an important landscape feature in the downtown, having its roots as a town common in the eighteenth century. In planning for the Corridor, Court Square should be viewed as an integral part of the Courthouse redevelopment, treated in a manner that reflects its historic roots and importance as a pedestrian gateway to the development. (Note: Court Square should be included in the development envelope although ownership should remain with the Town.)

Burial Hill. Burial Hill is one of the oldest cemeteries for European settlers in North America and the resting place of many Pilgrims. There are efforts underway to restore the cemetery and make it more compelling as a historic site, with interpretive features that reveal its role Plymouth and New England history. Because



1820 Courthouse c. 1880



Proposed access to Burial Hill

of the topography, Burial Hill offers spectacular views of the downtown and Plymouth Harbor. There is a plan in place to create a new entrance to Burial Hill from the corner of So. Russell and School Street, making Court Square an entryway to Burial Hill as well as the Courthouse and Corridor. Burial Hill, as an abutment to the Courthouse and Corridor, offers many advantages to both a developer and the Town, if treated creatively.

Parking and Transportation. Every effort should be made to accommodate parking within buildings. Where there needs to be surface parking, it should be screened from street and other select views. The site will be served by public transportation in the form of small buses and, possibly, free jitney service during the summer visitor season.

Civic Uses and Amenity. While a redevelopment strategy may have as its major focus income producing uses, it is also important that the development serve a civic purpose -- in the spirit of its 200 year-old history as a courthouse and regional administrative center. This could take many forms, including the use of the front portion of the Courthouse for a visitor center, with additional provisions for dedicated public uses such as meeting rooms, public offices and public bathrooms (see more about this below).

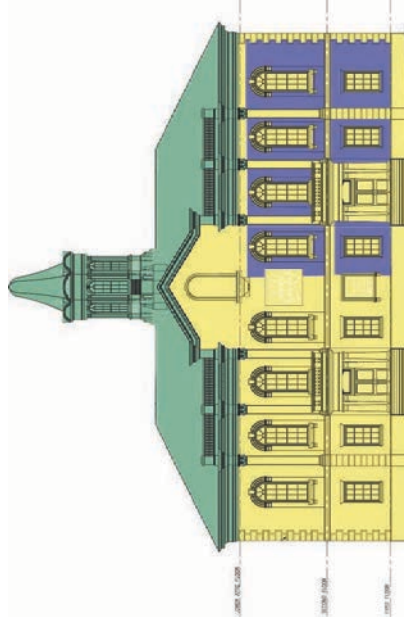
Historic Preservation Goals

In 2011, a Historic Structure Report was developed that goes into great detail about the history and physical condition of the Courthouse and Commissioners Building. Both buildings have their origins in the 19th century and saw significant additions and modification in both the 19th and 20th centuries.

While the Historic Structure Report does not give specific preservation directives, it does provide information that could be helpful in determining which elements of these buildings should be preserved, and the kinds of preservation and restoration work that is needed.

In general, the Commissioners Building will be very difficult to upgrade, having seen successive and, in some instances, substantial internal reorganizations, such as the introduction of a new floor into a formally double-height cell-block space, and showing signs of structural decay. The Courthouse, on the other hand, will be easier to repurpose. Neither building meets current life safety or other code requirements.

Other considerations to take into account with regard to the Courthouse are (1) the town's commitment to preserve the Courthouse façade and second floor courtroom as a condition of funding of the building's purchase in 2009, (2) the visual



1857 addition
1820 facade



Stages of Courthouse construction

importance of the front portion of the Courthouse to Court Street and views from the waterfront, and the potential for using this building as a major tourist attraction and centerpiece of Plymouth's upcoming 400th anniversary in 2020. For these, and many other reasons, the front, 1820/1857 portion of the building must be saved and made into a signature architectural statement and destination.

The decision to save other existing buildings in the Corridor, including the Courthouse rear additions, will be determined by economic and other considerations.

Culture and Tourism Goals

As North America's oldest continuously settled European community, Plymouth attracts somewhere in the order of a million visitors each year. An important goal is to increase that number and make the Courthouse the epicenter of a new visitor experience. It is anticipated that the 1820/1857 portion of the Courthouse will be reserved for public uses, including a visitor center and, possibly, a major "must see" visitor attraction. Although this is not a condition for responding to this RFP, the town is very interested in having this type of program within the overall mixed-use development. Consistent with this goal, the town is looking to attract the National Park Service into Plymouth to oversee its many historic attractions and the Courthouse could be the epicenter of that activity. The PRA and Town of Plymouth will be looking for the developer to participate in some way in both the preservation of the 1820/1857 portion of the Courthouse and creation of this tourist attraction.

The Courthouse is also likely to be the epicenter of Plymouth's year-long 400th anniversary celebration in 2020, which is expected to draw millions of people from around the world and, with it, a lot of additional business opportunities. The Courthouse will be exactly 200 years old that year



Daniel Webster Courtroom - today

Selection Criteria and Selection Process

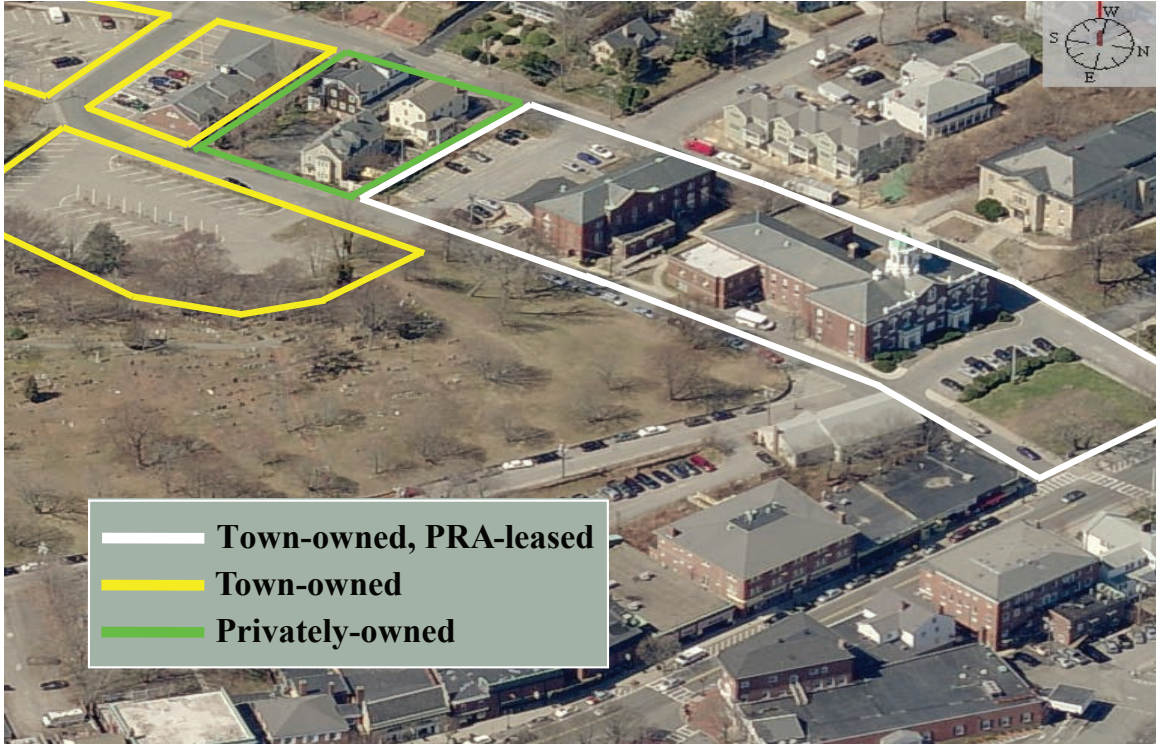
The successful development team will have demonstrated their ability to meet all of the above goals. The selection process will involve two phases: the first to qualify development teams and assess development concepts; the second to assess more detailed designs, development plans, and other information. The second phase of the process will involve no more than three development teams and will be refined with an RFP addendum that elaborates on some of the issues and submission requirements based on the result of Phase 1.

Minimal requirements for the Phase 1 submission are:

- The presentation of a strong development concept, justified in terms of economic viability and ability to meet above goals. This could take the form of any combination of the following - narratives, graphics, design concepts, AV presentations, animation, PowerPoint presentations, etc.;
- Demonstration of prior experience with projects similar to the one being proposed;
- Demonstration of experience with the preservation and adaptive reuse of historic buildings;
- Full discussion of key development team members, with resumes and other capabilities documentation, and an explanation of roles and responsibilities in proposed project;
- Indication of financial and organizational capabilities to successfully complete proposed project;
- Indication of zoning changes and any other requirements needed from the Town of Plymouth, if any, to realize proposed project.

Minimal requirements for the Phase 2 submission are:

- Concept expansion and preliminary design and phasing plans, in sufficient detail to test architectural and urban design concepts;
- Pro forma to test economic viability of proposed project;
- A public benefits program to elaborate on the non-commercial benefits of the project to the Town – tourism center, 400th anniversary events, public parking, landscape and other street improvements in area



1820 Courthouse and Corridor - today

PROBLEM STATEMENT

ULI TAP Problem Statement

Redevelopment Strategy

- Given the location and historical importance of the 1820 Courthouse property, and the availability of a significant amount of underutilized Town- and privately-owned property around and behind it, what is the best way to approach a public-private development partnership?
- What role should the Courthouse play in the upcoming year-long 400th anniversary celebration and beyond - economic, cultural, ceremonial? Given that Plymouth is already an important visitor destination, is there a way to brand this building and surrounding development as a “must see” destination for Plymouth residents and visitors beyond 2020?
- What types of uses should we be looking for in the Courthouse-Corridor redevelopment, considering that one of our major goals is to strengthen the economic viability of the downtown?

Economic Development Strategy

- How could this project be used as a catalyst for further economic and physical development in the downtown, considering the significant amount of other Town-owned properties that exist in the downtown and waterfront area?
- What should we be looking for in a private sector development partner as it relates to maximizing economic development benefits for the Town?
- Should the Town do any market or real estate analysis in advance of issuing an RFP for a development partner? Is this type information helpful or harmful when seeking an experienced, capable private sector partner? What might be the cost of such an analysis?

Urban Design / Architecture / Landscape Architecture Strategies

- How could the Courthouse and Court Square best be used as a gateway to new development behind it, recognizing the site’s topography, narrow width and great depth?
- How could the proximity of Burial Hill and its historic importance add to the value of the Courthouse-Corridor redevelopment?
- How can the Town best preserve the historic character of the downtown, recognizing that new construction may not be economical if it is limited to the maximum 35-foot maximum height as allowed in our current zoning, and that the rear of the site extends into a residential neighborhood? What about the treatment of building masses and use of open space and landscaping within the development itself? What about the treatment of Court Square?
- The views of the downtown and Plymouth Harbor are spectacular from the top of Burial Hill and the upper levels of the Courthouse. As you get further up the hill, the views over the Courthouse become even better. How do you capture these views in buildings that do not overwhelm the site?

Traffic / Parking Strategies

- How should the Town think about traffic and parking issues generally in the downtown, considering that one of the Town's goals, for this and other potential developments, is to make the downtown substantially more attractive for both residents and visitors?
- How can public and reserved parking best be integrated in the Corridor site, during both build-out and long-term? Is there a simple way to relate the cost of structured parking to the kinds and quantity of development needed to support it?
- The Town is currently studying the possibility of building a transportation center on a waterfront lot about a five-minute walk from the Courthouse. How can the Courthouse redevelopment take best advantage of this?

Planning Strategy

- Should the Town create design and development guidelines for the area and update the zoning in advance of seeking a development partner? What kinds of consultant costs should be anticipated if this approach is taken, assuming limited staff availability to do this work? How long should it take once the team is hired?
- How should the Town think about the future of the rear additions to the Courthouse (1884, 1916, 1962) and the Commissioners Building (1884), considering the value of the land they sit on, their character and physical condition?
- How will the redevelopment prospects for this project be different with and without the three private house lots that sit at the center of the Corridor site?
- A suggestion has been made to use public funds to open the Courthouse building for a combination of public and private uses as a parallel strategy to seeking a development partner, transferring this project to the developer once they're onboard. This would ensure that the building is available for the 400th anniversary celebration in 2020, even if the partner hadn't been secured in time to upgrade the building. Is this a worthy goal and how should it be approached? Will having tenants with lease agreements in the building aid or hinder our search for a development partner?

Political / Funding Strategies

- What potential strategies can the Town employ to sustain community support for this effort over what could be a long development period?
- What is the best way to reach out to granting agencies to help support this effort? Who should be approached, when, and for what?

RFP / Designer Selection Strategies

- What should be the look and feel of the developer RFP and how should it be structured?
- If a community is not working with explicit design and development guidelines, are there advantages to holding a two-stage selection process – one to qualify developers and development concepts, without a significant design proposal; and a second, with a reduced field, to select the best design and concept execution based on a more elaborate design and development submission?



TAP STAKEHOLDER LIST

TAP Stakeholder List

Policy Makers

- Plymouth Board of Selectmen, Chairman – Matt Muratore
- Plymouth Planning Board, Chairman – Marc Garrett
- Plymouth Redevelopment Authority, Chairman – Bob Wollner
- Historic District Commission, Chairman – Mike Tubin
- Downtown Steering Committee, Chairman – Lieza Dagher
- Community Preservation Comm., Chairman – Bill Keohan
- Plymouth Growth & Development Authority, President – Leighton Price
- Advisory & Finance Committee, Chairman – Robert Nassau

Town Staff

- Town Manager – Melissa Arrighi
- Dept. of Planning and Development, Director – Lee Hartmann
- Economic Development Foundation, Exec. Director – Dennis Hanks
- Plymouth Redevelopment Authority, Exec. Director – Laura Shaefer
- Dept. of Community Development, Director – Bruce Aarons
- Dept. of Public Works, Director – Jonathan Beder

Business / Residential Interests

- Chamber of Commerce, President – Kevin O'Reilly
- 4 Court Street and former Registry of Deeds building owner - Kevin Craffey
- 1 Court Street co-owner – Alan Zanotti
- 31 Russell Street resident - Steven Wylie
- Corridor homeowner – Nina Peters
- 17 South Russell Street corridor homeowner – Nina Peters
- Congregation Beth Jacob attorney – Larry Winokur
- Coastal Restoration and Development Corporation - Phil Cronin
- Radisson Hotel - Brad Bradley
- Twelve Tribes representative
- Seabreeze Inn Bed & Breakfast - Susan Owens
- Business owner, Setting the Space OR Pilgrims Progress

Tourism / Cultural / Environmental Interests

- Visitor Promotion/Services, Director - Paul Cripps
- Conservation Commission, Chairman - Evelyn Strawn
- Local historian – James Baker
- Plimoth Plantation, Marketing Director – Rob Kluin
- Plymouth & Brockton Bus Co. owner - Chris Anzoni
- Local architect - Bill Fornaciari
- Pilgrim Society, Executive Director - Ann Berry
- Antiquarian Society, Executive Director – Donna Curtin