



CITY OF AMESBURY  
IN THE YEAR TWO THOUSAND TWENTY-SIX

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CLERK

2026 FEB -2 P 4: 04

SPONSORED BY:

  
Kassandra Gove, Mayor

BILL No. 2026-

CITY OF AMESBURY, MA 040

**An Order** to authorize the Mayor to accept and expend a FY26 Legislative Earmark Grant Award from the Commonwealth of Massachusetts in the amount of \$20,000.00 for a comprehensive study of city-wide parking space capacity and needs related to future development, including strategies for surface parking lots and parking fees.

**Summary:** This funding was requested and earmarked by Amesbury's state legislative delegation in the FY26 Budget to support a second-phase parking study focused on planning for future parking capacity and demand. The study will build on existing parking conditions to evaluate future needs associated with ongoing and planned development. It will also review paid parking, existing handicapped parking capacity, and provide recommendations for the use and management of surface parking lots.

**Be it Ordered by the City Council of the City of Amesbury assembled, and by the authority of the same as follows:**

That the City of Amesbury authorizes the Mayor to accept and expend a FY26 Legislative Earmark Grant Award from the Commonwealth of Massachusetts in the amount of \$20,000.00 for a comprehensive study of city-wide parking space capacity and needs related to future development, including strategies for surface parking lots and parking fees.





John M. Burke, PE, PTMP  
Independent Consulting  
Parking, Transit & Downtown Development

January 9, 2026

Mayor Cassandra Gove  
Amesbury City Hall  
62 Friend Street  
Amesbury, MA 01913

SUBJECT: Downtown Amesbury Phase II Parking Study  
Updated Current & Future Conditions  
Consultant Proposal/Agreement

Dear Mayor Gove,

I am happy to provide you with this proposal for conducting the second phase of the Downtown Amesbury Parking Study that will assist the city in its efforts to optimize and better balance the use of its downtown parking supply. As you know, in addition to successfully completing the first phase of the Amesbury study, I have assisted the City's neighbors including Haverhill, MA, Newburyport, MA and Portsmouth, NH with optimizing their paid parking programs including their off-street public parking garages. I am currently working on parking master plans, paid parking implementations, and parking technology upgrades for Torrington, CT, Southwest Harbor, ME, and Haverhill, MA but have the capacity to complete the Phase II study for Amesbury. The study itself is anticipated to require 4 months to complete but the start and completion dates are contingent on when parking counts are conducted, which would be decided in consultation with the City.

This proposal includes a listing of my professional qualifications as a proposed scope of work and fee within a professional services agreement for the Phase II study.

#### Professional Qualifications

I am a registered professional Civil Engineer (PE) with over 35 years' experience in the parking and transportation industry. I hold a Bachelor of Science (BS) degree in Civil Engineering (BSCE) and a Master of Business Administration (MBA) degree with a concentration in public finance from the University of Massachusetts Amherst and Boston, respectively. I am a certified Parking Transportation & Mobility Professional (PTMP) as designated by the International Parking & Mobility Institute (IPMI) and the University of Virginia, and a Senior Fellow of the Institute of Transportation Engineers (ITE).

I was the former Parking & Transportation Director for the cities of Portsmouth, NH and Evanston, IL and former Transportation Director of the Lewiston-Auburn, Maine Metropolitan Planning Organization (MPO). I have drafted and implemented numerous Downtown Parking Master Plans; managed large municipal parking programs; conducted parking & traffic impact studies and reviews of new downtown development; and overseen the design & construction of several new downtown parking and transit facilities on behalf of client owners.

For the past fourteen (17) years, I have been providing New England municipalities, transportation agencies, and economic development organizations with cost-competitive, independent consulting and freelance staffing-support services specializing in parking, transit, and downtown development. I have assisted numerous New England communities with the planning and implementation of new paid parking programs, services, and major capital improvement projects. I would be happy to provide you with a list of municipal references upon request.

## AGREEMENT

The following provisions shall constitute an Agreement by and between the City of Amesbury, Massachusetts, herein after referred to as the "City", and consultant John M. Burke, P.E., PTMP, with an address of P.O. Box 1177, Marion, MA 02738, hereinafter referred to as "Contractor", effective as of the \_\_\_\_ day of \_\_\_\_\_ 2026. In consideration of the mutual covenants herein, the parties agree as follows:

### ARTICLE 1: SCOPE OF WORK:

The Contractor shall provide professional parking consulting services to the City as outlined in the scope of services and fee proposal dated January 9, 2026, and attached as Exhibit A, for the Phase II Downtown Amesbury Parking Study. The Phase II Parking Study will be a comprehensive planning initiative to assist the City improve the management, availability, and effectiveness of its current downtown parking supply considering current and future parking demand.

### ARTICLE 2: COMPENSATION

The City shall pay the Contractor for the performance of the work outlined in Article 1 above a total lump-sum fee of \$14,750.00, which includes all direct and indirect expenses. Any additional consulting services requested by the City and agreeable to both the City and Contractor in writing will be provided at a rate of \$175.00/hour plus direct expenses.

The project shall be invoiced monthly. All invoices shall include a narrative describing services accomplished and progress toward completing the scope of services to include the percentage completed by study task.

All materials produced in the conduct of this study shall become the property of the City.

### ARTICLE 3: TIME OF PERFORMANCE:

The contract start date is \_\_\_\_\_, 2026, with a completion date of \_\_\_\_\_, 2026. All contracted work and services required in Article 1 shall be completed within this time of performance period. A written agreement between the City and Contractor is required to extend the timeframe if completion is not achieved by said dates.

### ARTICLE 4: CONTRACT TERMINATION

The City may suspend or terminate this Agreement by providing the Contractor with thirty (30) days written notice for the reasons outlined as follows:

1. Failure of the Contractor for any reason to fulfill in a timely and proper manner its obligations under this Agreement.
2. Violation of any of the provisions of this Agreement by the Contractor.
3. A determination by the City that the Contractor has engaged in fraud, waste, mismanagement, misuse of funds, or criminal activity.

### ARTICLE 5: INDEMNIFICATION

The Contractor shall defend, indemnify, and hold harmless the City and its officers, agents, and all employees from and against any claims arising directly from the contract. Further, the Contractor shall defend, indemnify, and hold harmless the City with respect to any damages, expenses, or claims arising from or in connection with any of the work performed or to be performed under this Agreement. Contractor shall be solely responsible for all local taxes or contributions imposed or required under the Social Security, Workers' Compensation, and income tax laws.

**ARTICLE 6: INSURANCE**

The Contractor and any of its subcontractors shall hold the insurance coverage limits listed below through the end of the project and provide a Certificate of Insurance (COI) delineating those coverages and limits, with the following exceptions that do not apply to the Contractor and/or any subcontractor's work on this project: Workers Compensation Insurance, Professional Services Liability Insurance (Errors & Omissions), Products Completed/Operations and Personal and Advertising Injury.

The contractor/subconsultant shall provide copies of the insurance policy endorsements naming the City of Amesbury as an additional insured for the specified coverages.

Automobile Liability	Bodily Injury/Property Damage	\$1,000,000/person \$2,000,000/accident
General Liability	Business Owner's	\$1,000,000/occurrence \$2,000,000/gen. aggregate limit

**ARTICLE 7: APPLICABLE LAW**

The Contractor agrees to comply with all applicable local, state, and federal laws, regulations and orders relating to the completion of this Agreement. This Agreement shall be governed by and construed in accordance with the laws of the Commonwealth of Massachusetts.

**ARTICLE 8: ASSIGNMENT**

The Contractor shall not make any assignment of this Agreement without the prior written approval of the City.

IN WITNESS WHEREOF, the parties hereto have caused this Agreement to be executed on the day and year first above written.

CONTRACTOR

By:

*[Handwritten Signature]*

John M. Burke, Parking & Transit Consultant

John M. Burke

Printed Name of Authorized Signature and Title

January 9, 2026

DATE

CITY OF AMESBURY, MAINE

By:

*[Handwritten Signature]*  
Authorized Signature

*[Handwritten Signature]*  
Printed Name of Authorized Signature and Title

*[Handwritten Signature]*  
DATE

**EXHIBIT A: Downtown Amesbury Parking Study – PHASE 2  
Consultant Scope of Services & Fee Proposal  
January 9, 2026**

**SCOPE OF SERVICES**

**I. Study Advisory Committee Meetings**

The Study Advisory Committee will be comprised by the Town of Amesbury and may be made up of City staff or expanded to include other downtown stakeholders. Three (3) Advisory Committee meetings are budgeted with one (1) in-person and two (2) via videoconference. There will be a study kick-off meeting, a meeting to review the parking data/systems analysis, identification of key deficiencies, and study findings; and a meeting to review short-, medium-, and long-term study recommendations.

Meeting agendas and supporting materials will be emailed to committee members approximately one week in advance of committee meetings. No public meetings are assumed for this phase, however, should the City decide to hold a public meeting, costs are provided below, based on whether they are virtual or in-person meetings.

**II. Confirm Original Study Area/Update On- & Off-Street Parking Inventory**

The study area will be the same as it was in the 2023 Phase 1 Parking Study – an approximate ¼ mile radius/5-minute walk of downtown Amesbury, since this typically represents over 90% of the parking sessions that occur downtown on a typical day. However, the consultant will consider the need for any minor adjustments to the study area based on feedback from City staff and will consider impacts of development areas that are located just outside the study area.

The on- & off-street (public & private) parking space inventory spreadsheet from the Phase I study will be updated for any minor study area adjustments or for any new parking regulations enacted by the City since 2023.

**III. Data Collection**

Data will be collected to support the current and future parking systems analysis. Key Phase I Study data from 2023 will be updated for the current 2026 condition and new data will be collected to assess potential future parking needs associated with new development and downtown space re-absorption.

- Review newly available parking information/data – gather/review any new parking counts/surveys/studies, bicycle/pedestrian, transit studies/reports/data, City Master Plan and Capital Plan updates, relevant private development traffic/parking studies, parking news articles/blogs, parking citation data, parking policies/regulatory changes that occurred since the 2023 Phase I Study.
- Update Phase I parking occupancy count survey – conduct a limited occupancy survey just for the peak lunchtime, afternoon, and early evening periods (12 noon, 3 pm, and 6 pm) on a typical weekday and Saturday – preferably in mid-to-late April or early May 2026. These parking counts will be conducted on good-weather days free of rain, construction, holidays, or any special events that could significantly skew the results. The updated 2026 occupancy counts will be compared to the October 2023 occupancy

counts with any major changes noted. Occupancy counts and utilization rates for on- and off-street parking both public and private at the block or facility level, respectively, will be tabularized. Utilization rates for ADA designated spaces will also be calculated.

- Update Phase I duration-of-stay/turnover/time-zone compliance survey – Conduct a limited duration of stay/turnover license plate survey for a sample section of the 2-hour zone on Main Street for a 4+-hour period on a typical weekday preferably in April/May 2026 and compare to the surveys conducted in October 2023. Tabularize the results. Compliance rates with posted time limit regulations will also be calculated and presented. Employee “space shuffling” of cars within the 2-hour parking time zone surveyed will be documented.
- Identify planned new development and vacant building space downtown- Planned new development/redevelopment in or near the study area that are currently in the City’s building permit pipeline or anticipated to be within the next few years will be identified and provided to the Consultant by the City’s Planning/Economic Development staff, along with any known vacant building space (retail, office, industrial, residential, etc.) downtown. The Consultant shall meet with the City staff to identify and describe each major redevelopment project including its likely timing, land use mix, and square footage. Any specific development plans, preliminary programs, or traffic/parking studies will be provided. Vacant building space downtown will be assessed via known conditions provided by City staff supplemented by field audits.
- Key Stakeholder Interviews – Interview up to ten (10) key stakeholders identified by the City that may include City Police/parking enforcement staff, Planning/Economic Development staff, Public Works/traffic staff, Admin/Finance staff as well as any stakeholders representing various parking user groups (ex. chamber of commerce, key retailers/business owners, employees, residents, key parking lot owners, etc.) to identify observations, perceptions, and concerns regarding the parking system’s ability to accommodate the current and anticipated future needs of downtown Amesbury.

#### IV. Current & Future Parking Analysis

Updated 2026 parking utilization data will be analyzed to identify areas of high parking demand (high occupancy/low availability) and low parking demand (low occupancy/high availability) within the 5-minute walk zone of downtown, for use in developing effective strategies to better balance supply and demand for different user groups (visitor/tourist, owner/employee, resident, etc.) for the current condition. The peak weekday and Saturday parking periods will be identified. Current parking demand will be analyzed based on the following parking utilization categories:

- Functional Capacity Conditions* – 85% occupancy or higher
- Targeted Use* – 70% to 85% (*Acceptable Use* – 50% to 85%)
- Significantly Underutilized* – Under 50% occupancy

The lunchtime peak hour and evening hour parking rates will be presented on “heat” (color-coded) maps for the weekday and Saturday condition. Any changes with the

“heat” maps from the 2023 Phase I Study will be noted. Peak-hour public parking “reserve capacity” will be identified. For the purpose of this study, the public parking reserve capacity is defined as the number of on- and off-street public parking spaces available during the peak hour.

For the future condition analysis, the parking impact of identified near-term redevelopment and anticipated re-occupancy of vacant space downtown will be quantified based on parking demand projections from any existing development studies or by estimated square footage by assumed land uses and associated parking demand based on ULI Shared Parking/ITE parking generation rates. Projected future parking demands for on- and off-street public parking will be compared to current 2026 parking occupancy conditions and assessed at the sub-area level to identify areas of potential future parking surplus and capacity constraint conditions. This information will be used to develop effective strategies for better balancing future parking supply and demand or for expanding the off-street parking supply as needed.

The analysis will also *assess whether commercial curb space is turning over at efficient levels* and if not, why. It may be that longer-term parkers such as employees or residents are consuming some of the most convenient retail spaces, or it may be factors related to poor signage, ineffective enforcement, a need for fee parking, or some combination thereof. Updated duration of stay, turnover and time-zone compliance rates will be compared to industry standard rates for each performance measure. Any areas meeting warrants for metered/paid parking will be identified based on occupancy levels, turnover, and compliance with posted parking time limits.

In addition to curb space turnover, overall *curb lane management will be assessed* with a focus on user/demand and prioritization of a finite supply of curb space for various functions (parking/time limits, loading zonings, ADA parking, buses, rideshare, bike parking, pedestrian/safety no parking zones, etc.). An assessment of signage, regulation/policy, parking enforcement/citations, versus user needs and access will be included.

The results of the *key stakeholder interviews* will also be used to identify any patterns of shared stakeholder concerns, observations, and recommendations as well as to compare stakeholder perceptions with actual observed data.

#### V. **Identify Key Findings/Deficiencies and Alternative Parking Strategies**

Based on the current and future parking analysis and input from key stakeholders and the Advisory Committee, identify key findings and evaluate alternative solutions to address identified deficiencies. The parking evaluation will consider first and foremost whether there is a lack of on-street and/or off-street public parking to support businesses, residents and visitors, a parking management problem, or both. If there is a lack of public parking, it will be important to identify whether the shortage is for short-term parking, long-term, or both, and where shortages may exist in the future.

Parking management strategies focus on ways to first better balance the use of the parking supply and on making parking more convenient, efficient, and understandable to the customer before considering increasing parking supply. A parking management problem can require new parking regulations, improved enforcement, improved user information, pricing, and/or other strategies to better balance use of the parking supply within the 5-minute walk zone. Targeted parking management strategies to increase the effective use of the current and future parking supply may include, but not be limited to:

- Parking regulatory changes
- increasing on- & off-street public parking through reconfiguration/stripping
- shared-lot/leased/development parking agreements
- valet/tandem parking
- wayfinding/signage/parking guidance
- parking website/parking apps
- increasing bike, transit and rideshare access
- employee/resident permit programs
- more effective enforcement & management actions
- parking requirements on planned development
- improved ADA-accessible parking
- increased curbside loading compliance through technology/enforcement
- metered/paid parking (if warrants are met)

The need to expand the current off-street parking supply to meet current and projected parking demands may also need to be considered, again depending on the results of the evaluation.

#### VI. **Recommend Short-, Medium-, and Longer-Term Parking Strategies/Improvements**

In consideration of the parking data/system analysis, key study findings, and input from the Study Advisory Committee and key stakeholders, the Consultant will recommend a complimentary set of short-, medium-, and long-term strategies and improvements. Recommended short-, medium- and longer-term improvements will be presented in a phased, logical sequence. Recommended immediate/short-term improvements will focus on relatively low-cost/high-benefit strategies (“low-hanging fruit”) and on improvements that need to be in place prior to ones recommended in the medium- and long-term. Medium-term improvements may include strategies that require more stakeholder coordination, capital outlay, and administrative planning and support such as metered parking if warranted. Long-term parking strategies will be developed to address longer-term parking needs such as additional structured parking if warranted. They will be developed in consideration of the city’s current and projected staffing levels dedicated to parking management/operations as well as anticipated potential funding levels.

**Technical Memorandum**

Complete a draft Technical Memorandum summarizing the Phase I Study results; the Phase II scope of services, the data/parking systems analysis, key findings & deficiencies, and short-, medium-, and long-term recommendations. The Final Technical Memorandum will be issued addressing/incorporating Study Advisory Committee comments/input.

**FEE PROPOSAL**

The lump sum fee proposal inclusive of all expenses for the consultant services listed herein is \$14,750.00.