

Essex Public Safety Building Project	Meeting Minutes
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Re: Town Building Committee/Public Forum	Date: February 6, 2019
Location: Town Hall, 3 rd Floor Auditorium	Time: 7:00 PM

Attendees:

Name	Present	Name	Present
<u>Town Building Committee</u>		<u>Town Staff</u>	
Lisa O'Donnell, Committee Chair	✓	Brendhan Zubricki, Town Administrator	✓
Daniel Doucette, Fire Chief	✓		
Peter Silva, Chief of Police	✓	<u>Board of Selectmen</u>	
Westley Burnham, Planning Board	✓	Peter Phippen	✓
Nat Crosby, Historical Commission		Andrew Spinney	✓
Colleen Enos, Member	✓		
Paul Francis, Member	✓	<u>NV5 (OPM)</u>	
Peter Levasseur, Member	✓	Tim Dorman	✓
Mark McKenna, Member	✓	Mike Ulichney	✓
Stuart Pratt, Member		<u>JRA (Architect)</u>	
Charles Storey, Member	✓	Stewart Roberts	✓
Ramie Reader, Member	✓	Philip O'Brien	✓

- Introduction of the Town Building Committee, summary of work to date and review of the site selection process.
 - Lisa O'Donnell provided a brief overview of the background on the project, including:
 - The Village Restaurant property acquisition proposal didn't get a 2/3 majority vote last spring.
 - The current project team has identified viable sites that have enough lot area and frontage within a 1-mile radius of Town Hall to purchase, but there have not been any willing sellers to date.
 - This has led the project team back to focusing on the Town owned properties, including potential acquisition of 11 John Wise Ave to supplement the Cemetery site.
- Review of the forum format and opportunities for questions and comments.
 - Lisa O'Donnell provided an overview of what will be presented and opportunity to ask questions first and then provide comments.

3. Introduction of the Town's Project Manager and Architectural Firm.
 - Lisa O'Donnell introduced NV5 as the OPM and JRA as the Project Architect engaged in October.
4. Brief review concerning the various features that have been recommended within each building: Stewart Roberts/JRA reviewed the space needs and programming summary, including:
 - Police: Composed of 3 zones including public, working and secure zones. The total area is 9,385 sf. It is made up of typical spaces of this type of facility with nothing unusual.
 - Fire: The design is based on a "healthy" fire station concept. The layout is designed to contain potential toxins encountered on calls to the hot zone by providing separate via neutral and green zone to allow proper decontamination and avoid exposure.
5. Brief review of the various options that have been studied by the Town Building Committee: Phil O'Brien/JRA provided an overview of the sites that have been reviewed to date, including:
 - Existing Site:
 - i. Reviewed concept of a combined facility. This would require moving Shepard Drive and associated utilities, addressing potential contaminated soils, rebuilding some parking and flood plain replication. Due to the extent of floodplain impact it would cause, it does not appear feasible to find enough area to replicate. There would also not be enough parking.
 - ii. Reviewed plan to build a new Police-Only facility, which would generally fit within the current building footprint.
 - iii. Discussed the issues with renovating the existing building, which include the need to replace all systems, finishes, roof and windows and reinforce the block walls to meet current codes. Ultimately it would be more costly and would result in a compromised design due to the constraints imposed by the existing structure.
 - John Wise Cemetery Site: A single story Fire Station would fit, but it would require the bays to load directly from the street. The adjacent lot at 11 John Wise Avenue was considered for acquisition as it would allow the apparatus bays to rotate with an apron to the side of the building for trucks to back in and provide for parking on the opposite side.
 - 60 John Wise Ave.: A combined facility concept was developed for this site, which would require trucks to back in from the road. Rotating the apparatus bays to be side loading would cut into the parking. The issues with the site are the proximity from the center of Town, the location on a curve and higher speed zone on John Wise Road, need to extend sewer and the previously reported high asking price of the current owner which likely represents the value of the buildings to be torn down.
 - 50 John Wise Ave.: A portion of this private property, which is currently used as a field, was reviewed for a combined facility. There is ample room and a drive through bay setup could be supported. The sewer would need to be extended. The property owner is not interested in selling this piece of land for Town use.

- 7 Lanes Road: This is an L shaped undeveloped parcel that could support a combined facility. Wetlands may be an issue along the east side. Drive through bays may be able to be accommodated. Sewer would need to be extended. The property owner is not interested in selling this piece of land for Town use.
- 35 John Wise Avenue: There does not appear to be a large enough upland area to support a combined facility.
- Essex Elementary School Property: There is a small developable area in the northeast corner of the site. It would not be large enough to fit a combined facility or a stand-alone fire station. A stand-alone police station could be squeezed in, but it would require sharing the school driveway. The school district has control of the land and likely would not support the proposal as it would reduce the land available for the future school construction project and would create an unfavorable condition in mixing public safety and school traffic.
- 42 Western Ave.: This is a large parcel with two existing homes on it. The property owner was initially interested in selling it so a concept was developed to use about 3 acres of the upper part of the lot and retain 1.5 acres with the smaller house. The large area allowed for an ideal layout with a single story building with drive through apparatus bays and ample parking. However, the owner is no longer interested in selling the land.
- 63 Western Ave: There is an existing house on this property. It appears that a combined facility would fit, but the property owner is not interested in selling the property to the Town.
- 21 Western Ave.: This is the large parcel across from the school. The developable area adjacent to the road is constricted by a wetland, which has been flagged in the field. There is not enough area to support a combined facility and the property owner has indicated they are not interested in selling the land to the Town.
- 60 Eastern Ave.: This property is located in a relatively densely developed area and is across the bridge. There would not be enough land to support a combined facility and there are also issues with the location on the other side of the bridge and site distance along Eastern Avenue.
- 30 Apple Street: This is a large undeveloped parcel adjacent to the Transfer Station. There are concerns with access from the existing narrow roadways from Landing Road or Apple Street, both of which require crossing older bridge/culvert structures. Eminent domain would likely be required for the area required for the building and secondary access.

6. Focus Concerning the Committees recommended option:

- Building a separate fire station on the Town owned cemetery parcel only or on the Town owned cemetery parcel with the 11 John Wise Avenue parcel and a separate police facility at the existing site was discussed and summarized as follows:
 - The Town owned land only results in a more constrained site that would require the trucks to have to back in directly from the road via traffic signal, may provide

for less parking than desired and would have more impact within the wetland buffer zone.

- Adding 11 John Wise Ave. to the development area would allow the bays to be rotated to be side loading and allow trucks to pull off the road to back in as well as reduce some wetland buffer impact and allow for additional parking.
- It was noted that if the 11 John Wise Ave. site is not available then the only viable option would be to fit the fire station on the existing Town owned land. As the design progresses, the layout will be further developed and the potential for a second story will be evaluated to help improve access and parking provisions.
- It was noted that the parking requirement of 40 parking spaces is based on providing for the entire staff for training and accommodating responders and visitors in a large event. Since there would be no supplemental parking in the municipal lot in this location, it is important to provide enough parking on site.

7. Approval process via February 11 Special Town Meeting and May 6 Annual Town Meeting.

- The February Town Meeting warrant includes two articles, which are to authorize the purchase of 11 John Wise Ave. and for the transfer of the portion of cemetery land required for the project to the care and custody of the Board of Selectmen.
- Article 2 will be heard first for the transfer of the Cemetery land.
- Based on the thorough review of potential sites within a 1-mile radius and lack of interested sellers, this is the only viable site.
- Funding for the complete project budget will be requested at May Annual Town Meeting.

8. Design work to be undertaken before Annual Town Meeting: Based on the current schedule the intent is to complete Schematic Design and begin the Design Development Phase prior to the Annual May Town Meeting. The budget will be established based on the Schematic Design cost estimate with appropriate soft cost budget and contingencies applied based on the level of design.

9. Project schedule should an affirmative vote occur in May: Tim Dorman/NV5 presented a conceptual schedule timeline, summarized as follow:

- Design work will continue now through summer 2019. Bidding will be completed in the fall to allow for work to commence before winter.
- There will be an approximate 24-month construction period as separate buildings need to be built sequentially
 - i. Fire Station: Start late 2019 for completion by the end of 2020.
 - ii. Police Station: After Fire station is operational, the Fire Department will move into the new building and the Police will move to a temporary facility (or a portion of the new fire station temporarily) while the existing building is demolished and the new building is built.



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- Lisa O'Donnell expressed the need for both facilities as well as the need to act soon, as construction costs continue to escalate.
- Brendhan Zubricki noted that the legislature voted on a large bond bill, which includes an earmark for this project, that would be administered through DCAMM. The Board of Selectmen is considering sending a letter to DCAMM to encourage getting the funding into the Governor's budget. If successful, there would be a shelf life on the funding so it will add to the urgency of needing to move the project forward.
- Members of the Building Committee clarified that the 1-mile radius was based on the fact that as a call fire department, the firefighters have to travel to the station and then travel to the call location. It was also noted that the existing fire station does not provide for an adequate level of security and there have been incidents of people walking right into the offices due to lack of a secure entrance.

10. Public Comment.

- A member of the audience asked if the Fire Station can remain on the existing site and Police move to a smaller site.

It was explained that a new fire station was evaluated for the existing site and was determined to be too large to fit without significant impact to the park, relocation of Sheperd Drive and associated utilities and impacts to flood plain with limited area for replication. Phasing would also be problematic as it would be costly to temporarily move the fire department and there are no known viable locations for a temporary facility.

- A member of the audience noted that while it is encouraging that the Town has land that can meet needs for two separate facilities, it is unfortunate that it would be more costly and questioned whether or not there is any opportunity for a combined facility.

It was noted that for the reasons identified in the response to the previous question, a combined facility at the existing site would not work. As the project moves into the next phase of design the program and layout at the cemetery site will be evaluated more closely to see if there's any way to fit a combined facility by sharing spaces and/or going to two levels, particularly if the 11 John Wise Ave parcel is available. The downside of two levels is that the stairs and elevators add to the square footage, which will begin to offset the space savings but still may make sense if it will fit on the site.

- A member of the audience inquired about the discussion regarding potential Machester/Essex Regionalization of services, and whether the outcome of this would impact the building needs.

It was noted that it would be unlikely as there is a financial benefit of maintaining the current call fire station. In either case, there would need to be a local facility due to response times and need to maintain a local presence so it's unlikely there would be much impact to the building needs.

- A member of the audience asked for clarification on the reason for Article 1 and why eminent domain was included in the language

It was explained that it would allow the Board of Selectmen to negotiate with the property owners. The reason eminent domain is still included in the language is that it allows more flexibility in transferring title, particularly if there's a defect and would essentially be



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a cooperative eminent domain process. However, if there is concern then this portion of the article could be modified at Town Meeting.

- A member of the audience asked what the cost of purchasing 11 John Wise Avenue would be.

It was noted that the property was appraised at \$610,000 and a maximum purchases price value would be provided at Town Meeting.

- A member of the audience asked whether or not redesigning the building to fit on the currently owned land would be less costly than purchasing the additional property at 11 John Wise Avenue.

It was noted that without the additional land, the fire station may need to go to a 2-story design to accommodate a more safe apparatus bay configuration and needed parking. This will add square footage and associated cost for building, stairs and elevator as well as site costs for retaining walls. The added land also provides room for more flexibility for future needs and expansion as well as allows for more of a buffer along the property lines.

11. A motion was made for the Town Building Committee to recommend to the Board of Selectmen the preferred option of building a fire station on the Town owned portion of the cemetery site only, unless the adjacent property at 11 John Wise Avenue becomes available, in which case it should be pursued due to the benefits it affords the project. The motion was seconded, all were in favor and the motion was passed unanimously.

Attachments:

- JRA Presentation
- Sign in list
- Meeting Agenda

-End of Minutes-

Tim Dorman, NV5

Lisa O'Donnell, Committee Chair

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Essex Public Safety Building

Essex, Massachusetts

Public Forum February 6, 2019

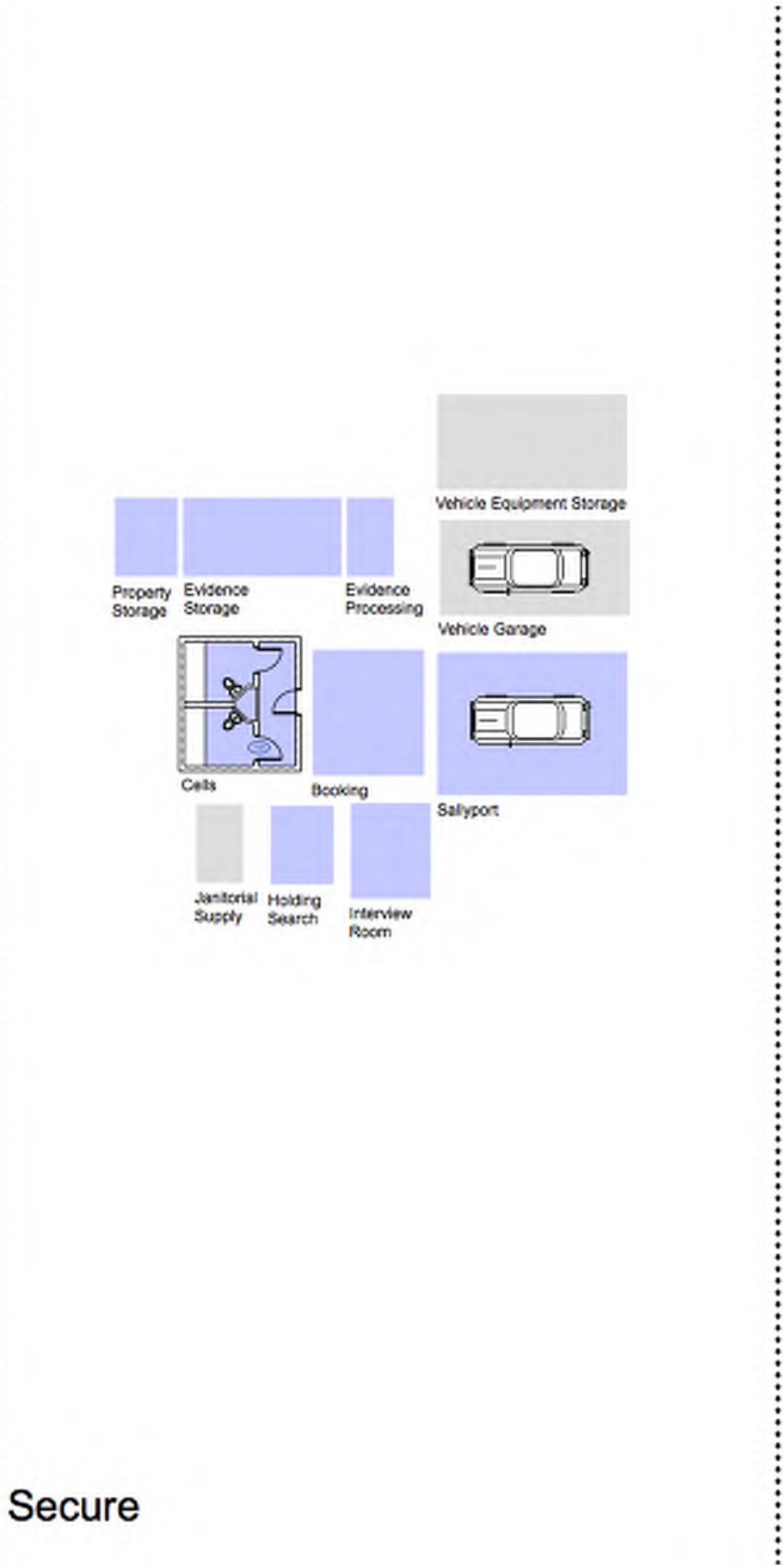
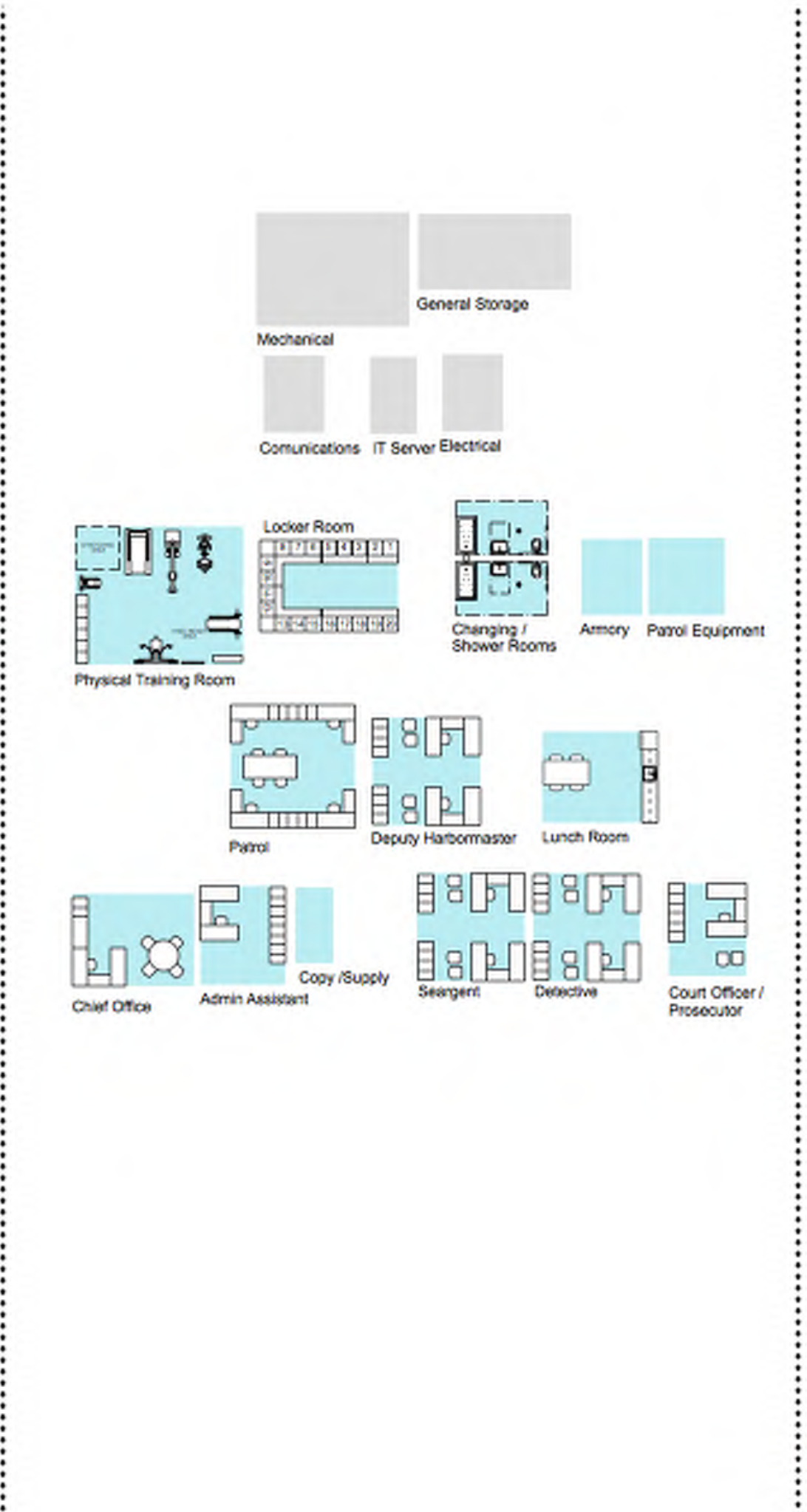
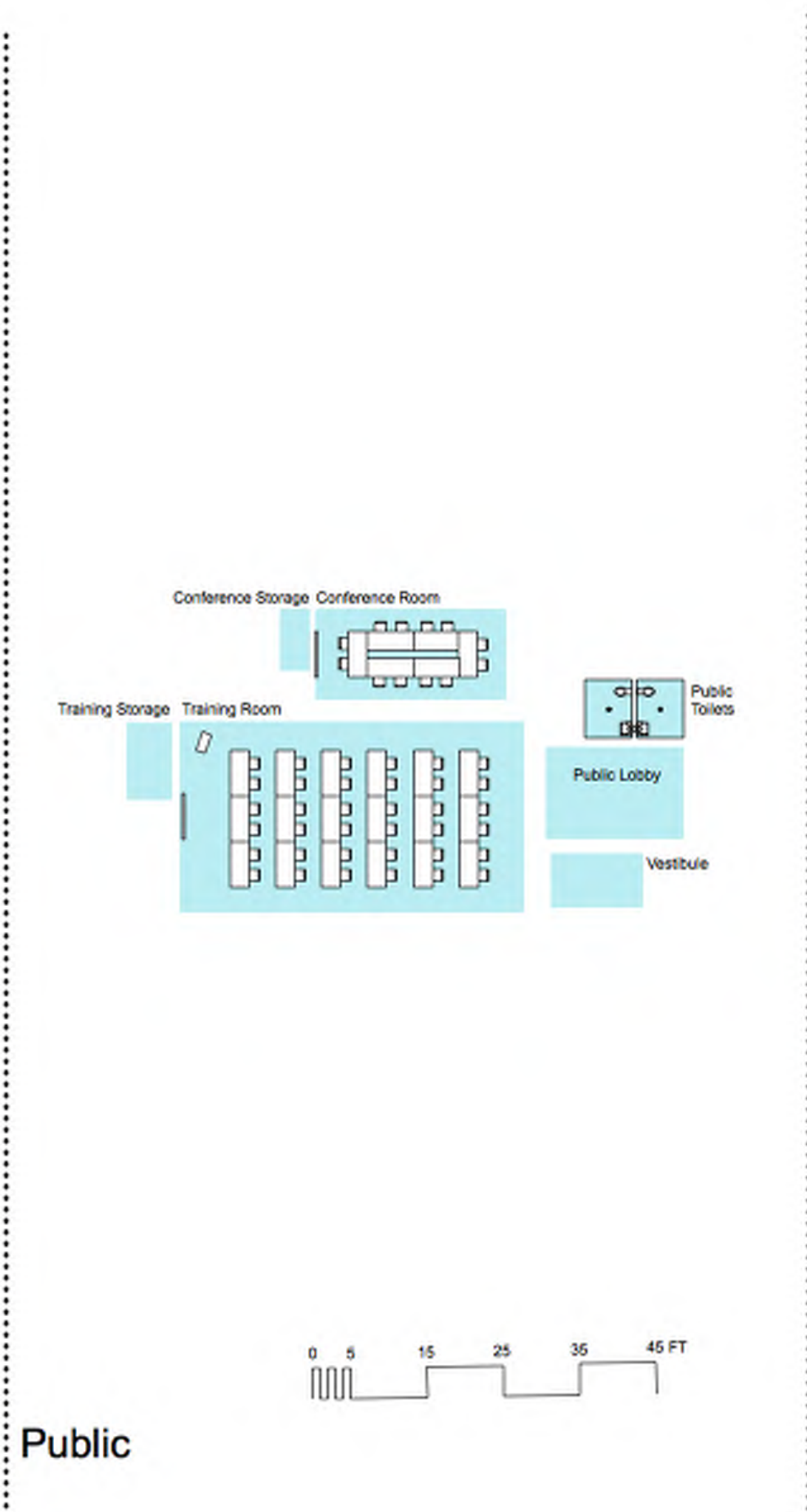
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Space Needs/ Building Program

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Building Program - Police Department

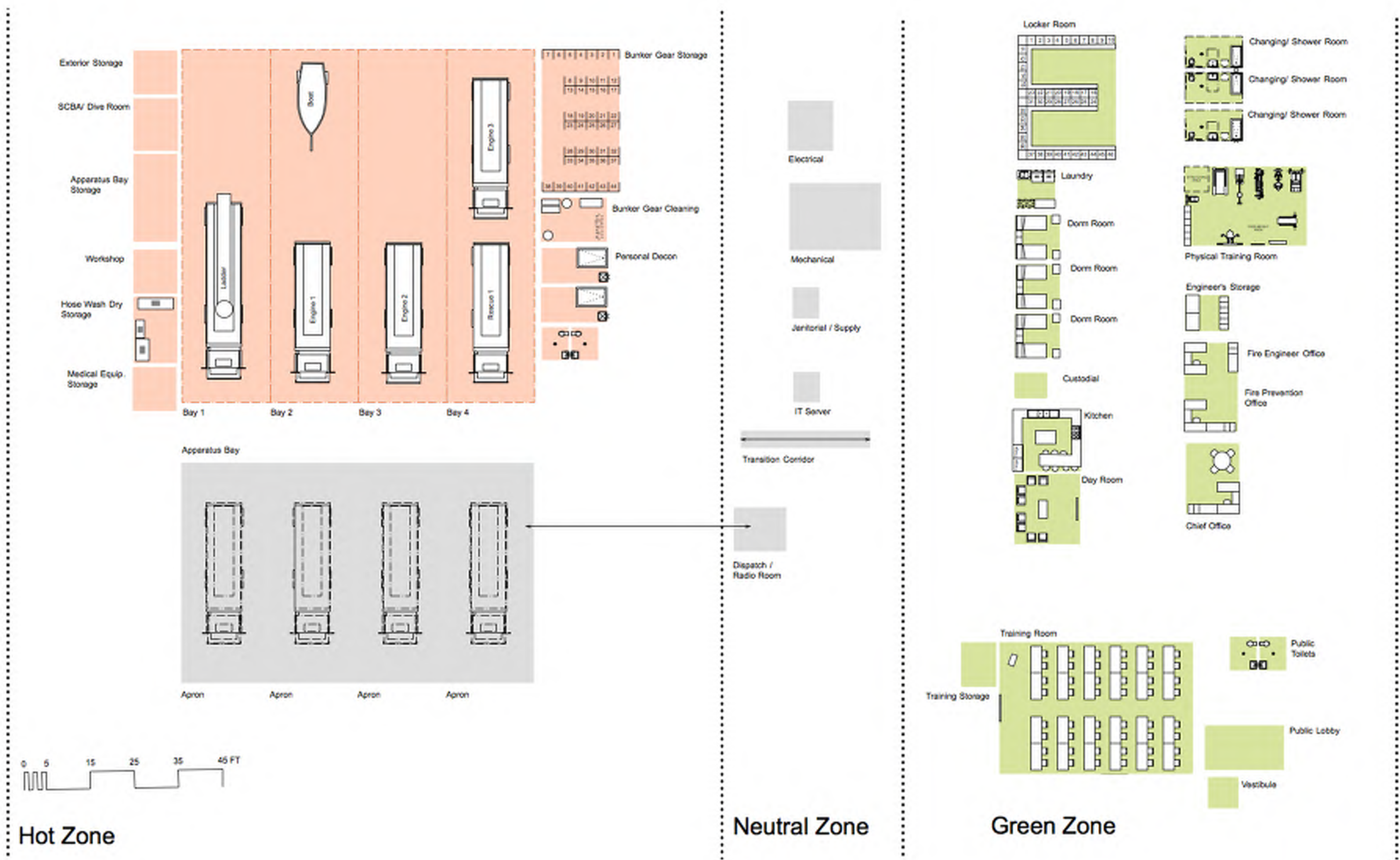


Police Station

Public	Vestibule	84 SF
	Lobby / Waiting	200 SF
	Meeting /Training Room	1,125 SF
	Meeting Room Storage	60 SF
	Conference/ Multi-Purpose	300 SF
	Multi-Purpose Storage	60 SF
Department	Administrative Assistant	140 SF
	Copy / Supply	50 SF
	Chief's Office	200 SF
	Sergeant's Office	200 SF
	Detective's Office	200 SF
	Court Officer / Prosecutor's Office	120 SF
	Deputy Harbormaster	200 SF
	Patrol Office / Report Writing	300 SF
	Locker Room	215 SF
	Changing / Shower Room 1	84 SF
	Changing / Shower Room 2	84 SF
	Physical Training /Room	400 SF
	Kitchen / Lunch Room	250 SF
	Armory	80 SF
	Patrol Equipment Room	100 SF
	Janitor/ Supply Room	60 SF
	General Storage	200 SF
	IT / Server Room	60 SF
	Communications	80 SF
	Electric Room	
	Mechanical Room	
	Vehicle Garage	300 SF
	Vehicle Equipment Storage	300 SF
Secure	Sallyport	400 SF
	Victim / Witness Intervieiw Room	120 SF
	Evidence Processing	60 SF
	Evidence Storage	200 SF
	Booking	200 SF
	Holding / Search	80 SF
	Holding Cells	240 SF
	Property Storage Room	80 SF
	Interview / Interrogation	120 SF
	Total Net SF	6,952 SF
Net to Gross		1.35
Total Police Gross SF		9,385 SF

Essex Public Safety Building Project

Building Program - Fire Department



Fire Station

Green Zone	
Vestibule	50 SF
Lobby / Waiting	180 SF
Meeting / Training Room	800 SF
Meeting Storage	60 SF
Kitchen	200 SF
Day Room	240 SF
Chief's Office	190 SF
Fire Prevention Office	120 SF
Fire Engineers Office	120 SF
Engineer's Storage	60 SF
Laundry	80 SF
Locker Room	620 SF
Changing Shower Room 1	84 SF
Changing Shower Room 2	84 SF
Changing Shower Room 3	84 SF
Bunk Room 1	100 SF
Bunk Room 2	100 SF
Bunk Room 3	100 SF
Physical Training	500 SF

Neutral Zone	
Dispatch/ Radio Room	120 SF
Janitor / Supply	6 SF
IY Server Room	60 SF
Electrical Room	
Mechanical Room	

Red Zone	
Apparatus Bays	6,400 SF
Bunker Gear Storage	560 SF
Bunker Gear Cleaning	150 SF
Personal Decon 1	120 SF
Personal Decon 2	120 SF
Hose Wash / Dry	150 SF
Workshop	100 SF
Medical Equipment Storage	100 SF
SCBA Equipment	120 SF
Exterior Storage	100 SF
Building Storage	200 SF

Total Net SF	12,078 SF
Net to Gross	1.25
Total Fire Gross SF	15,098 SF

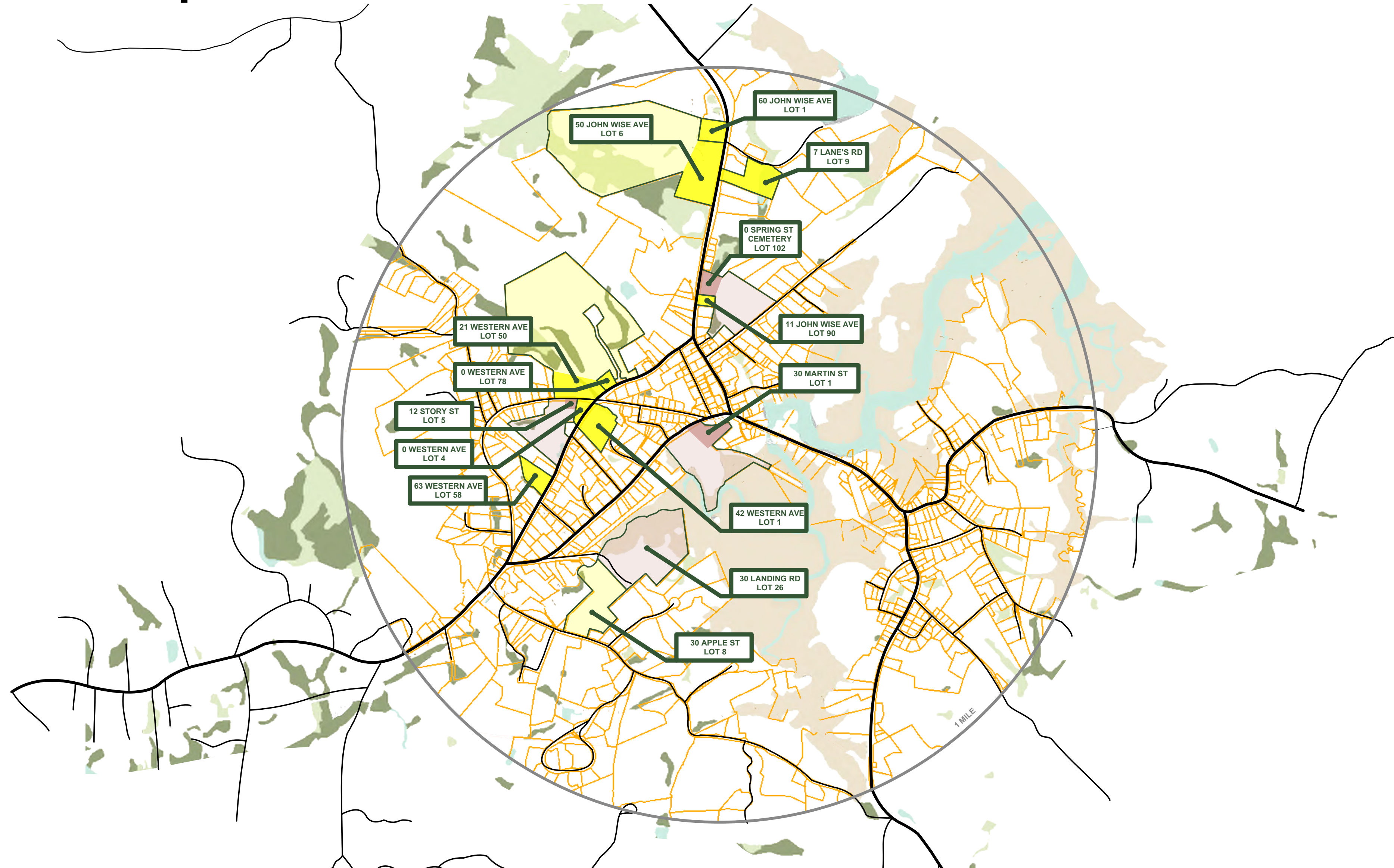
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Site Options

Essex Public Safety Building Project

Site Map



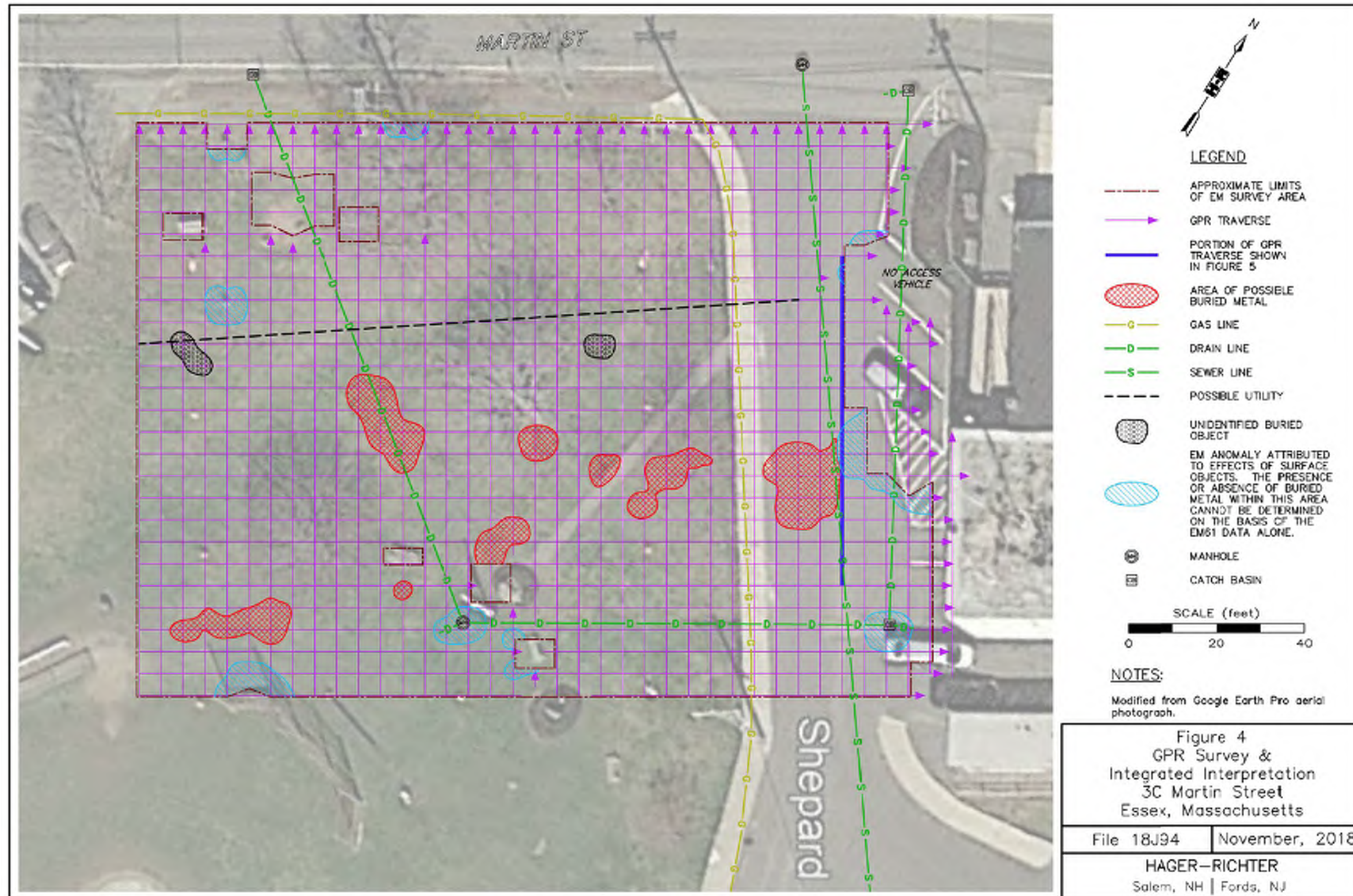
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Existing Site



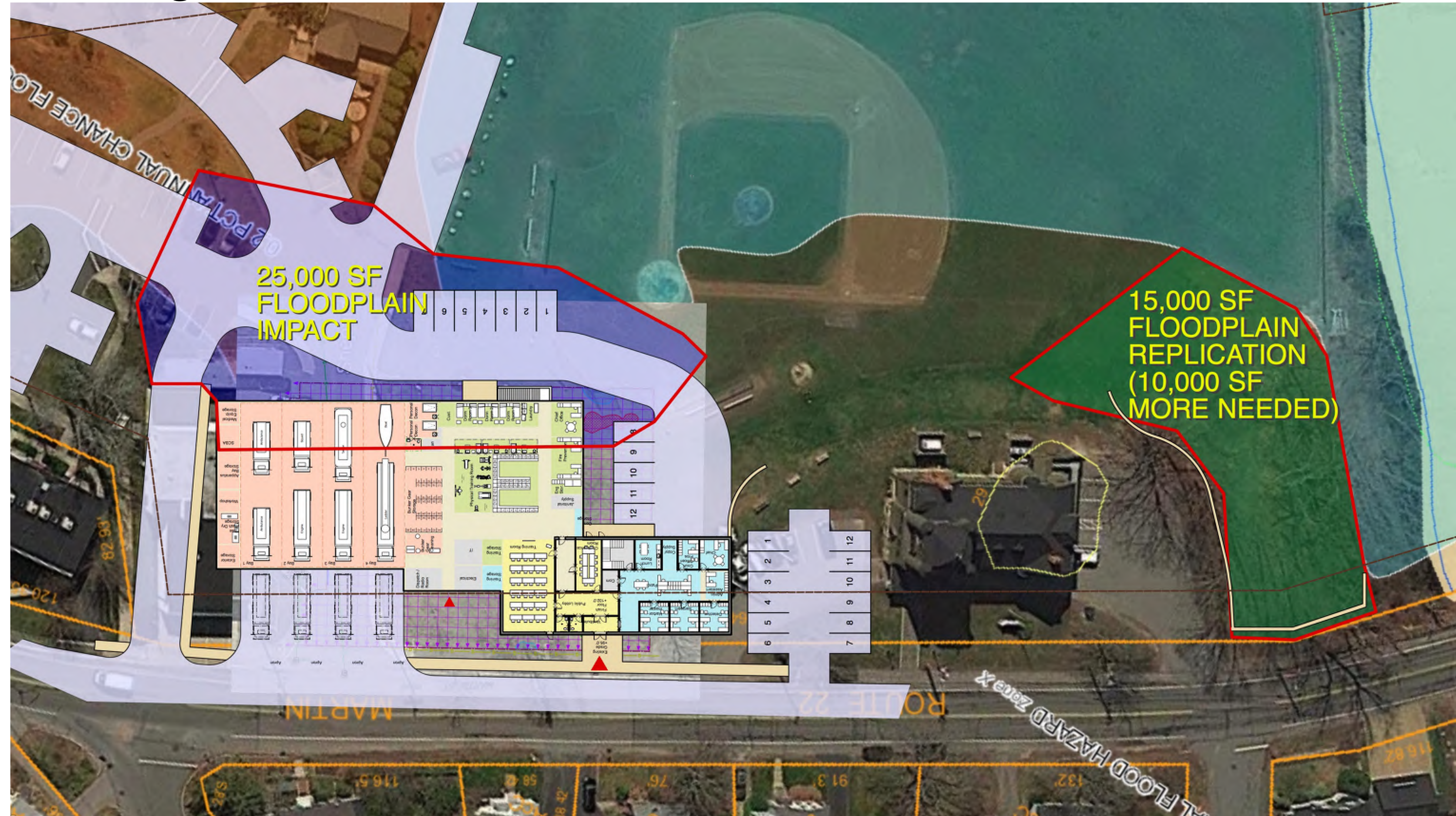
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Park Site Geophysical Survey



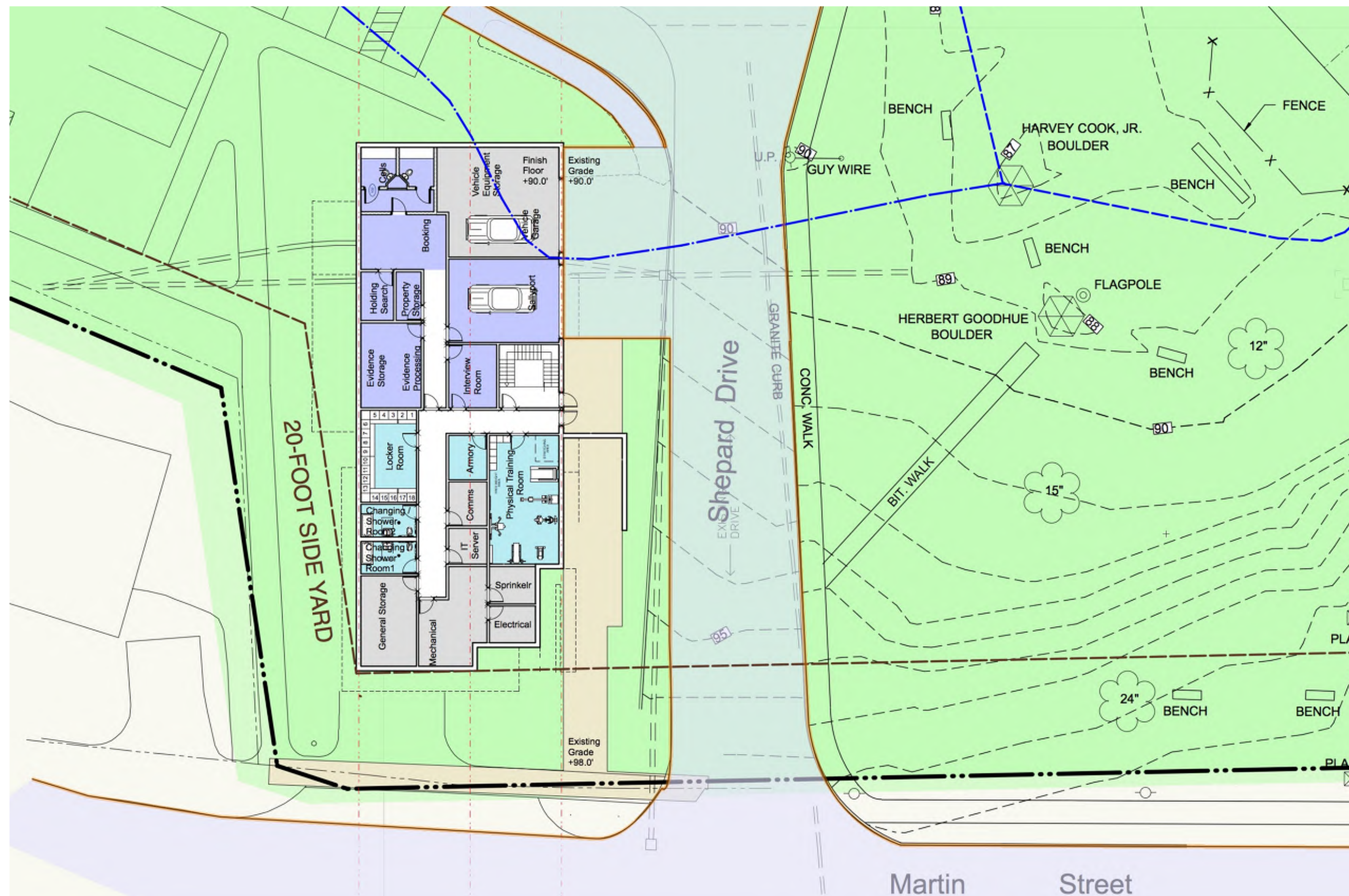
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Existing Site



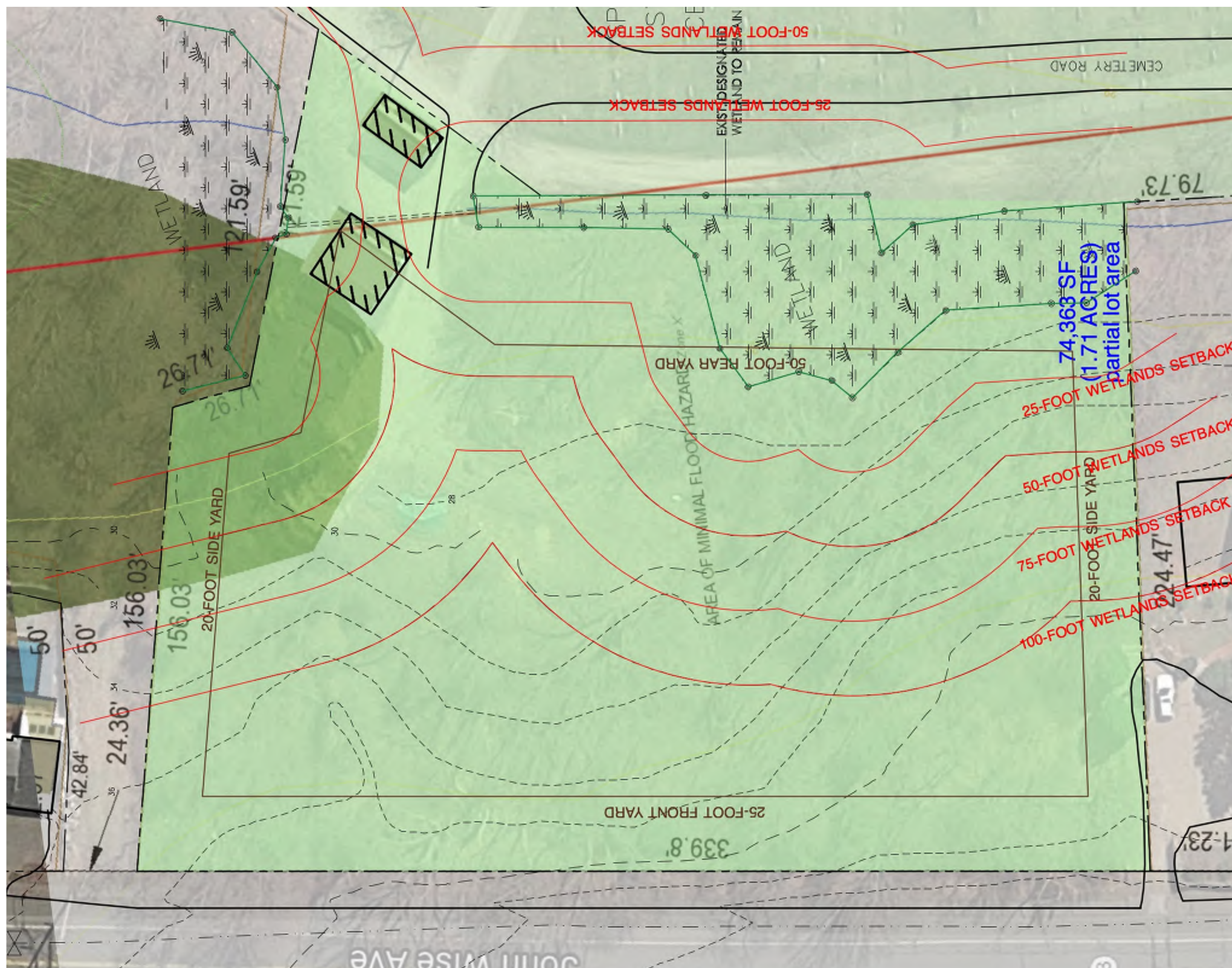
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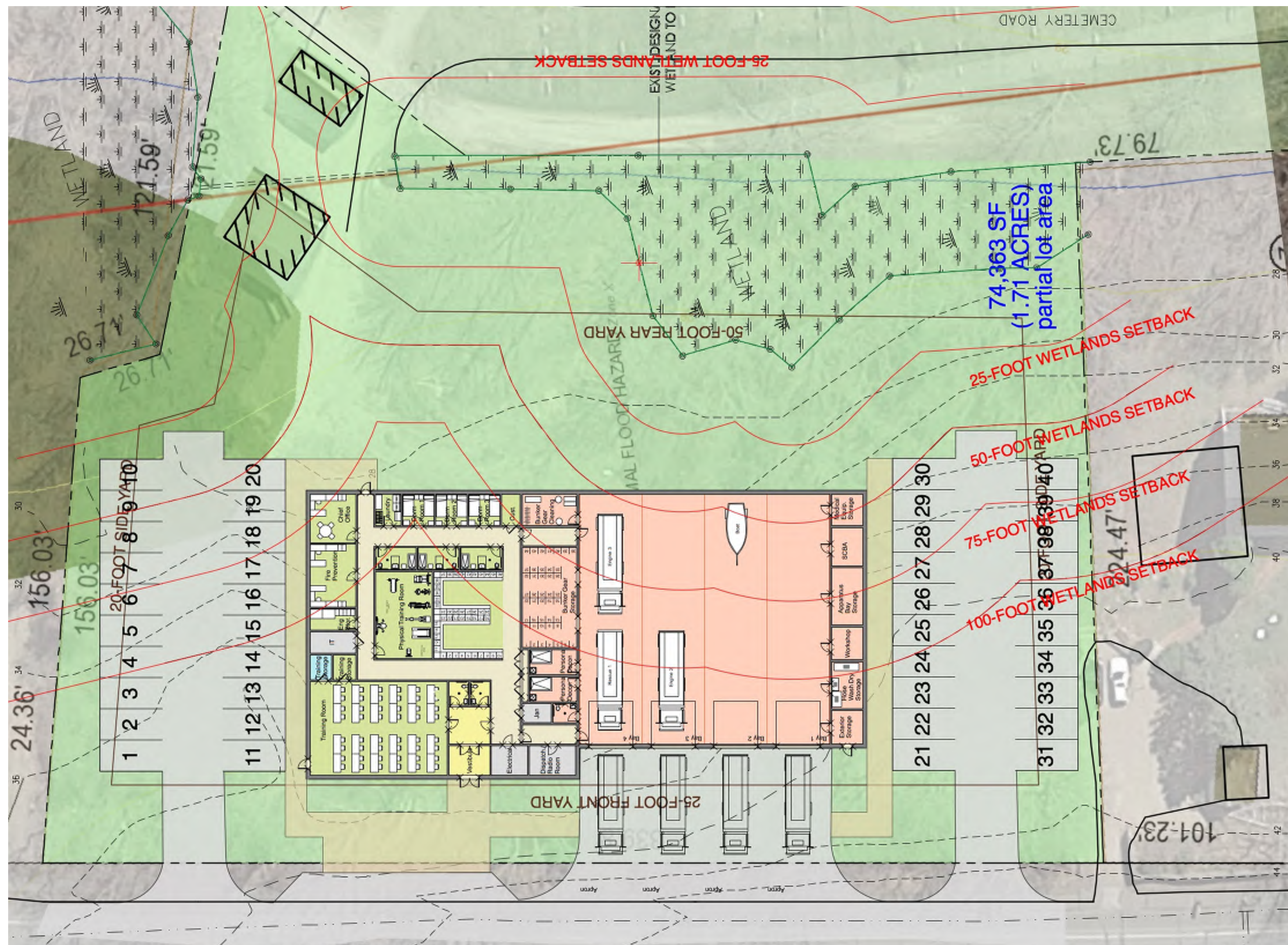
Existing Site: Police



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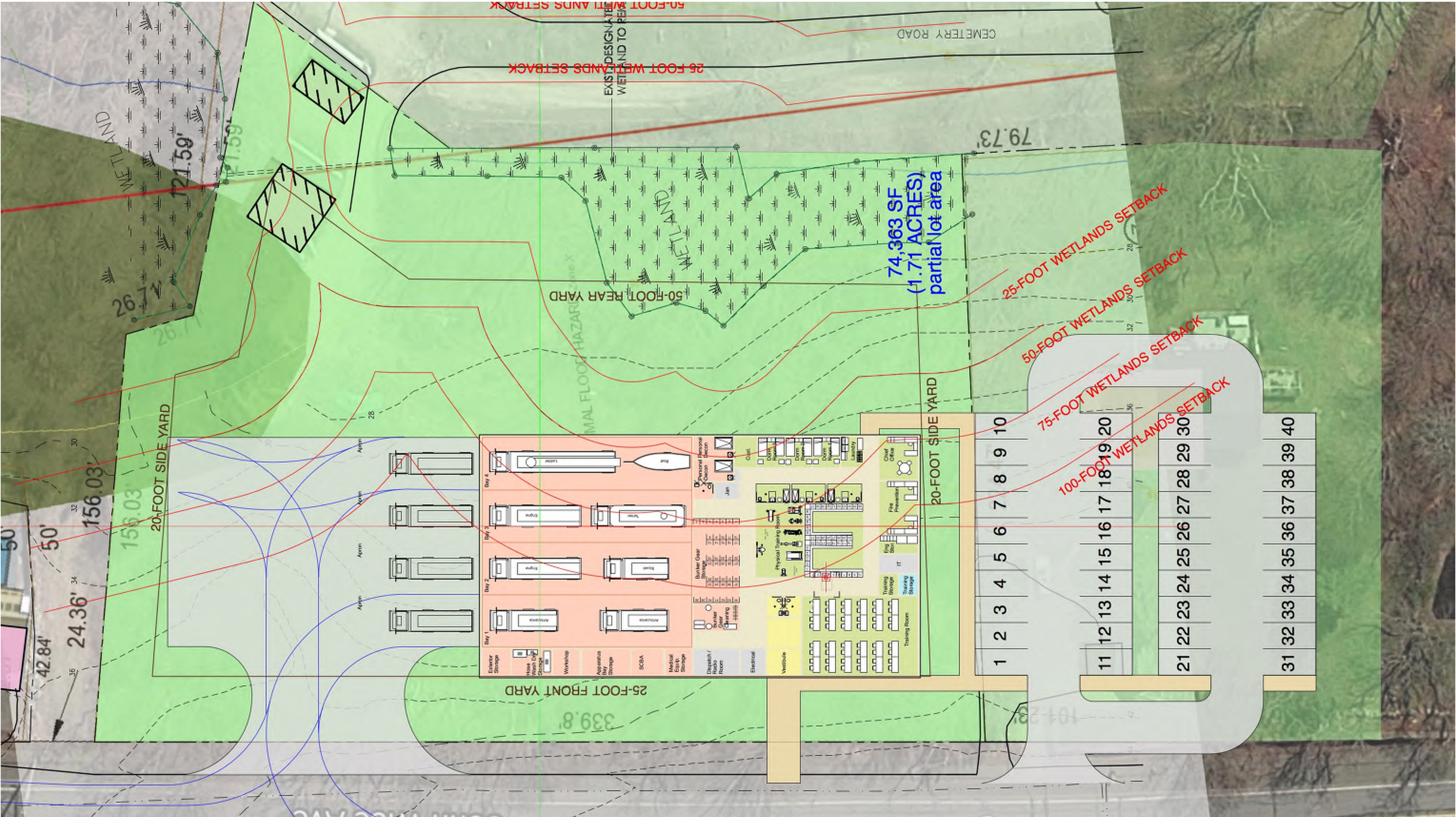
John Wise Cemetery Site





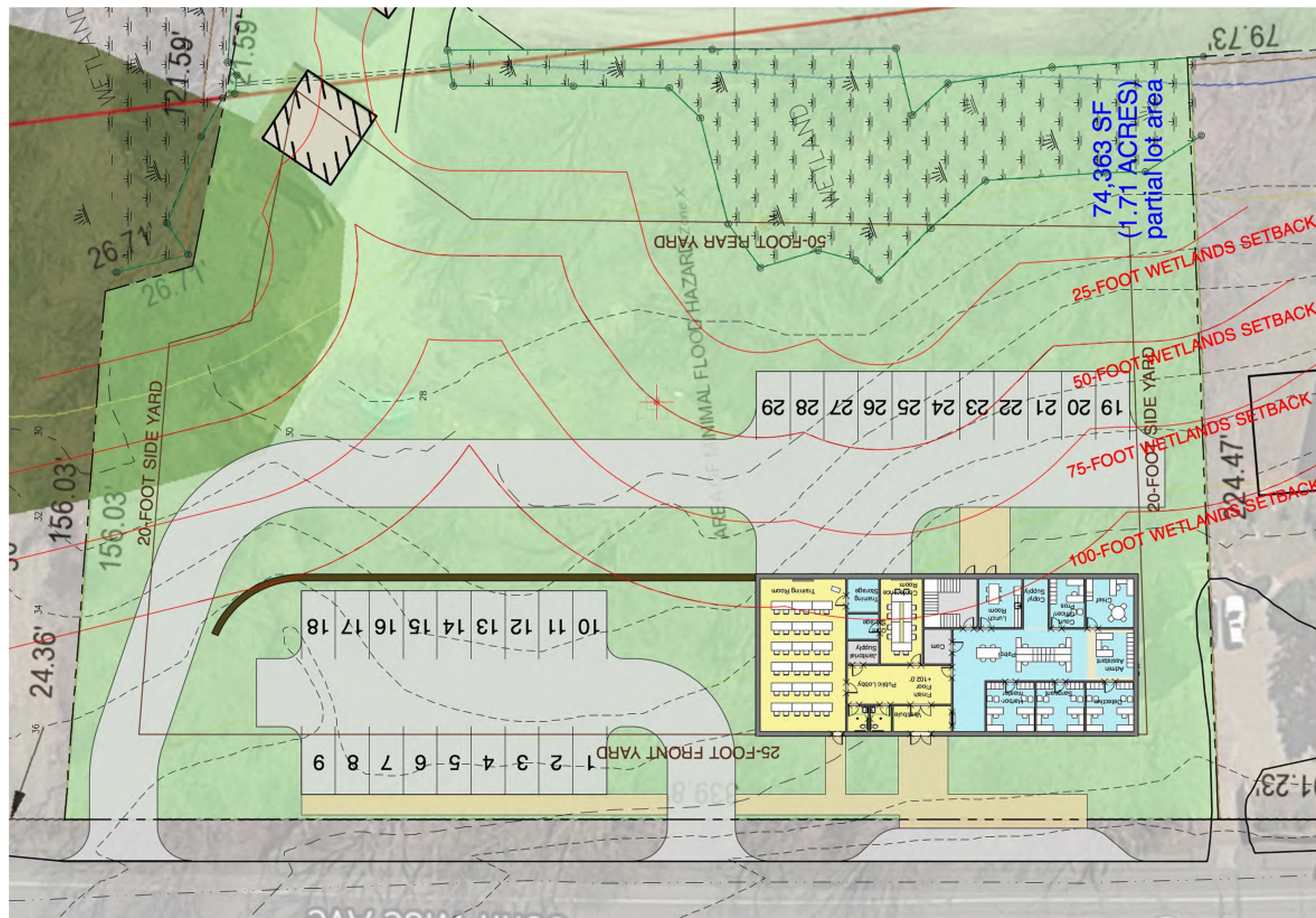
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John Wise Site with Additional Property: Fire



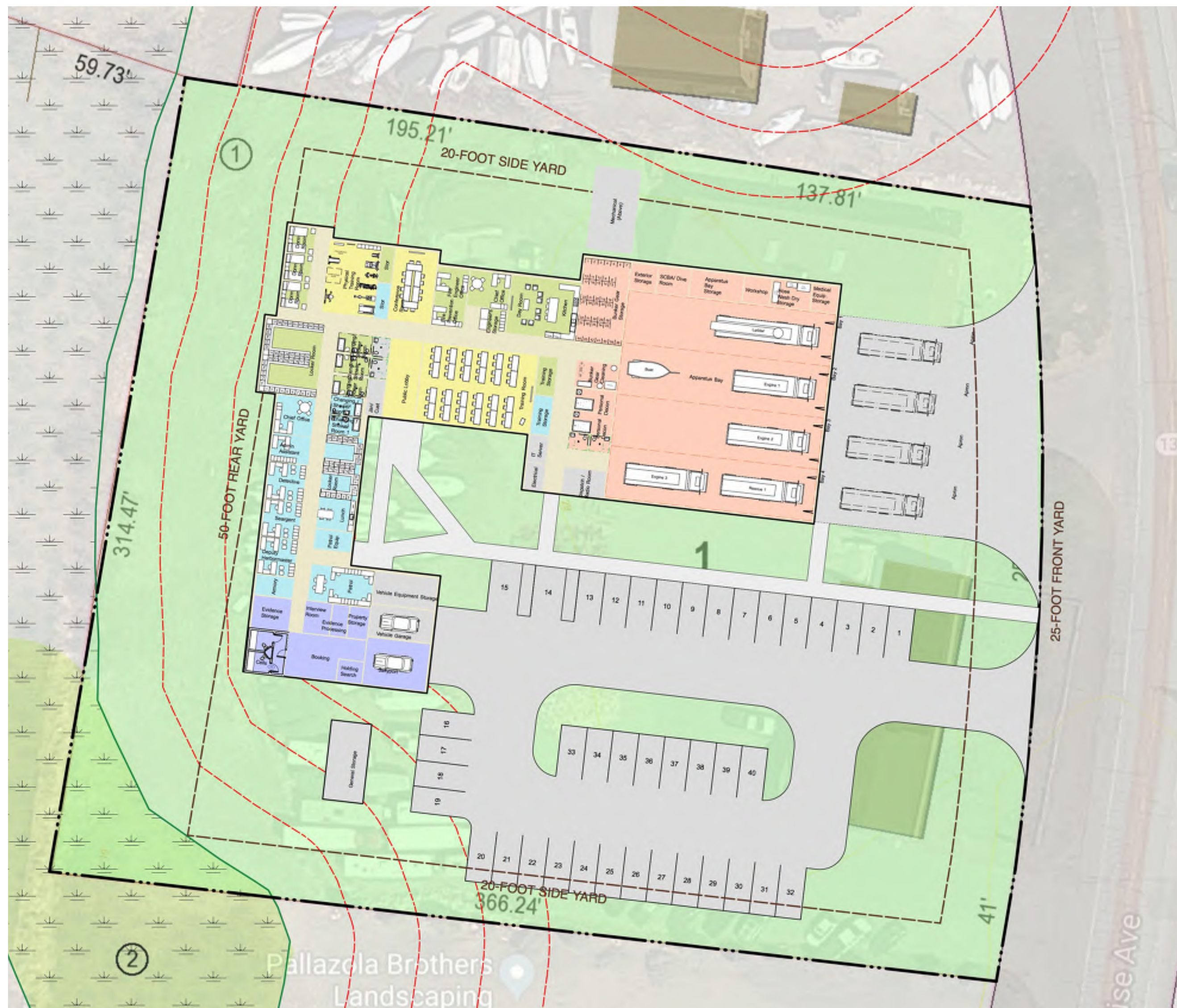
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John Wise Site: Police



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60 John Wise Avenue Site: Police Fire Combo



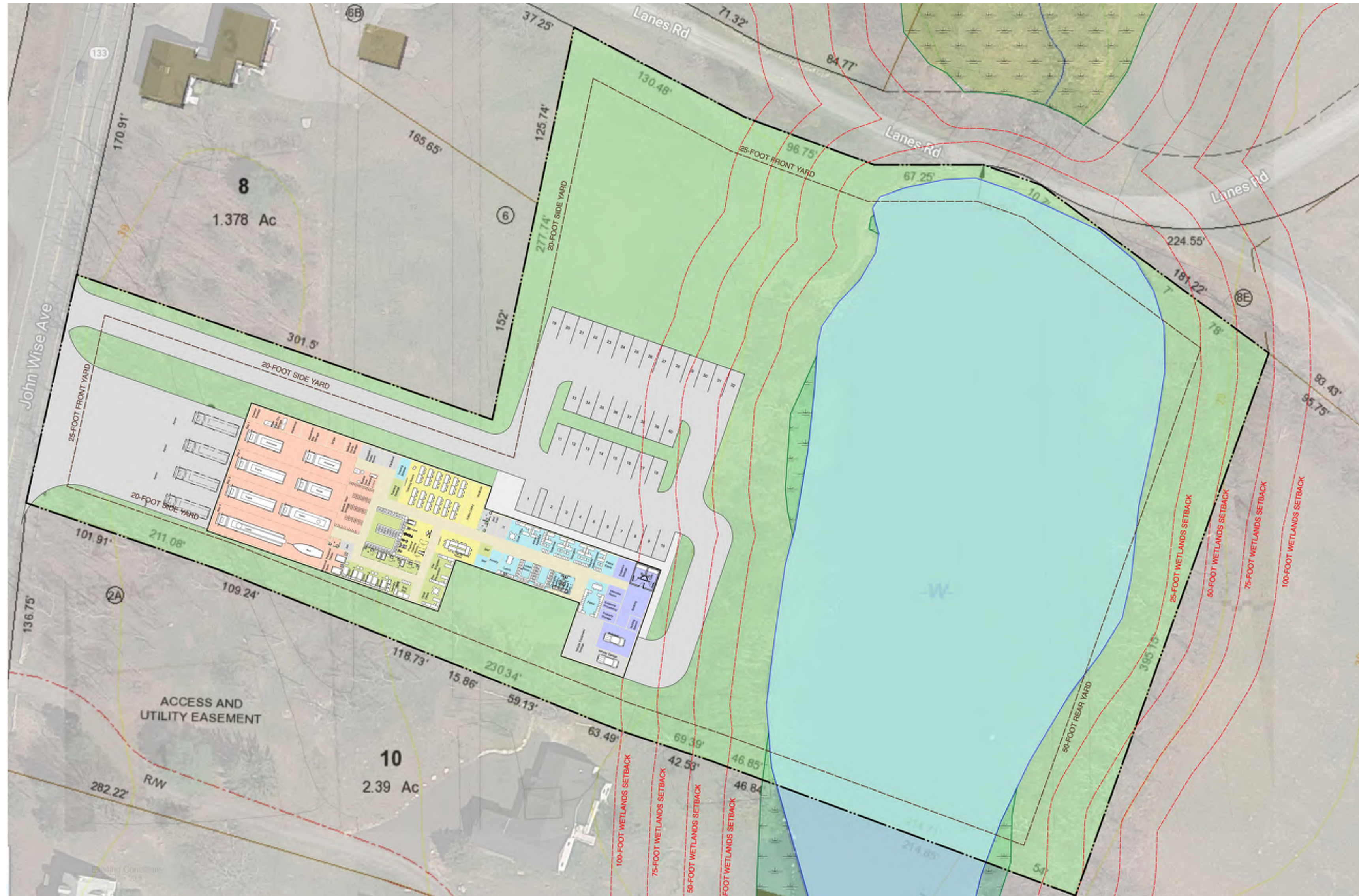
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50 John Wise Avenue



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7 Lanes Road: Police Fire Combo



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35 John Wise Avenue



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Sewer Extension



60 John Wise Ave

1500 feet x \$120/LF = \$180,000

7 Lanes Road

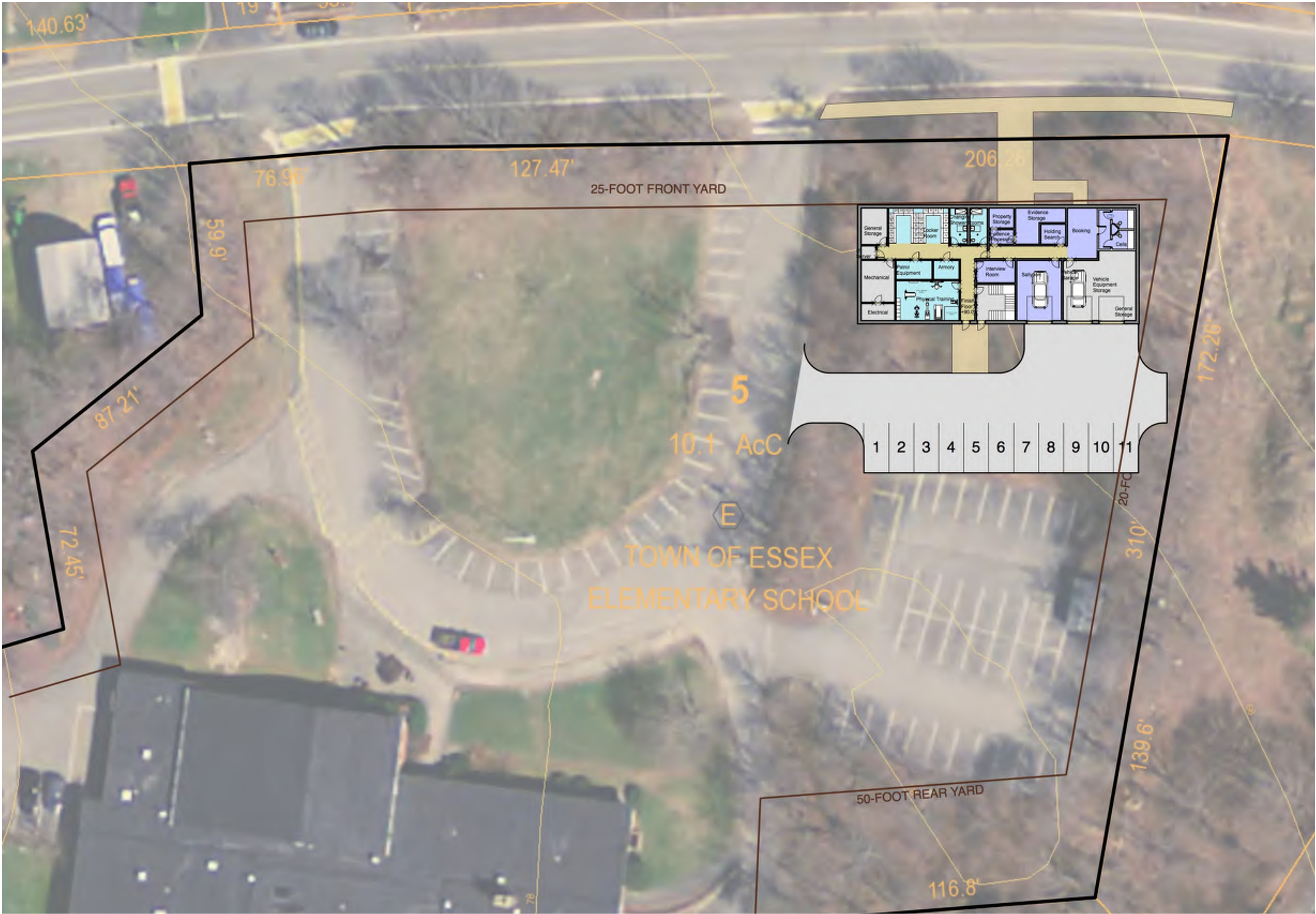
1160 feet x \$120/LF = \$140,000

50 John Wise Ave

620 feet x \$120/LF = \$74,400

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School Site



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Western Ave Site: Police Fire Combo



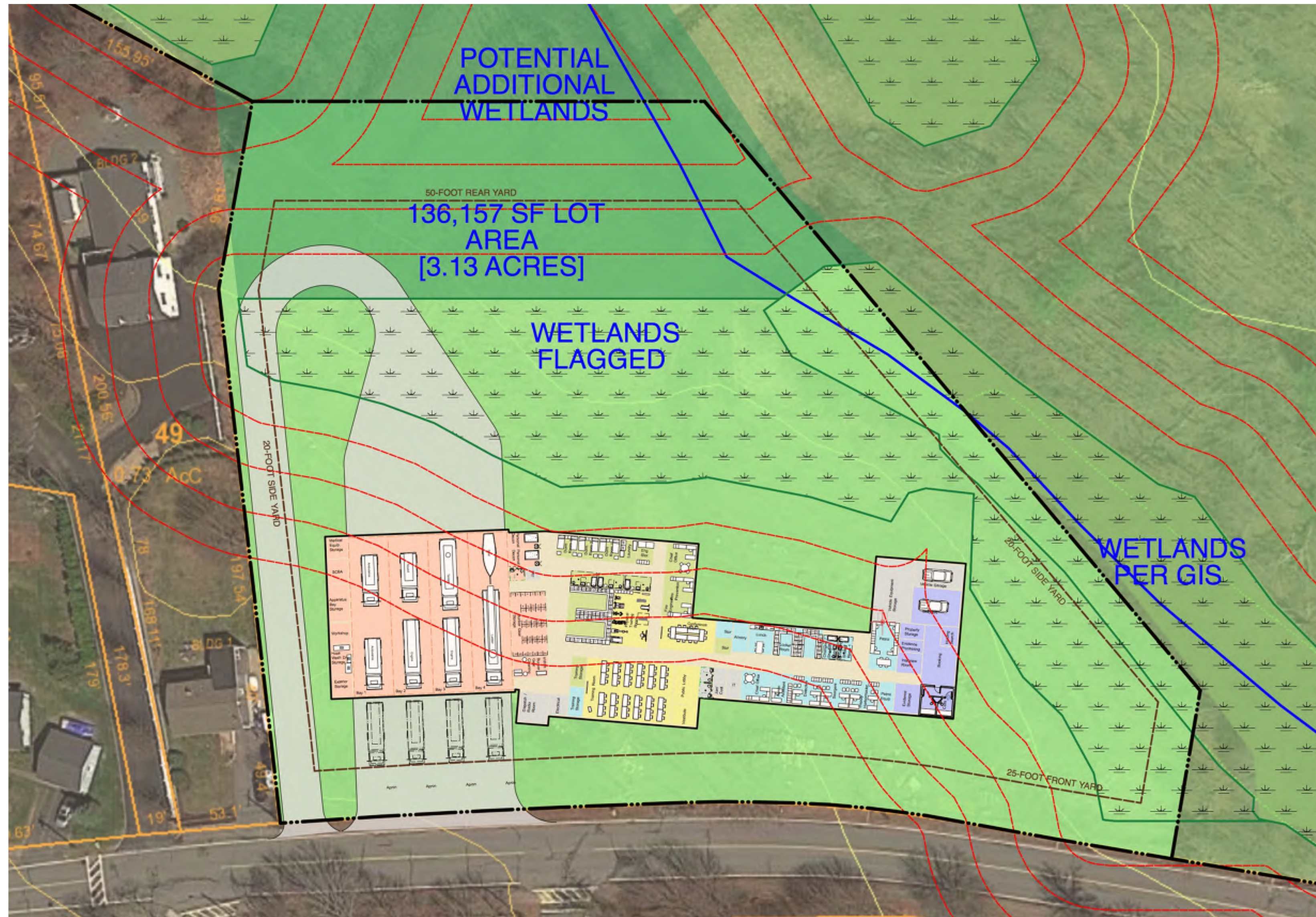
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63 Western Ave



Essex Public Safety Building Project

21 Western



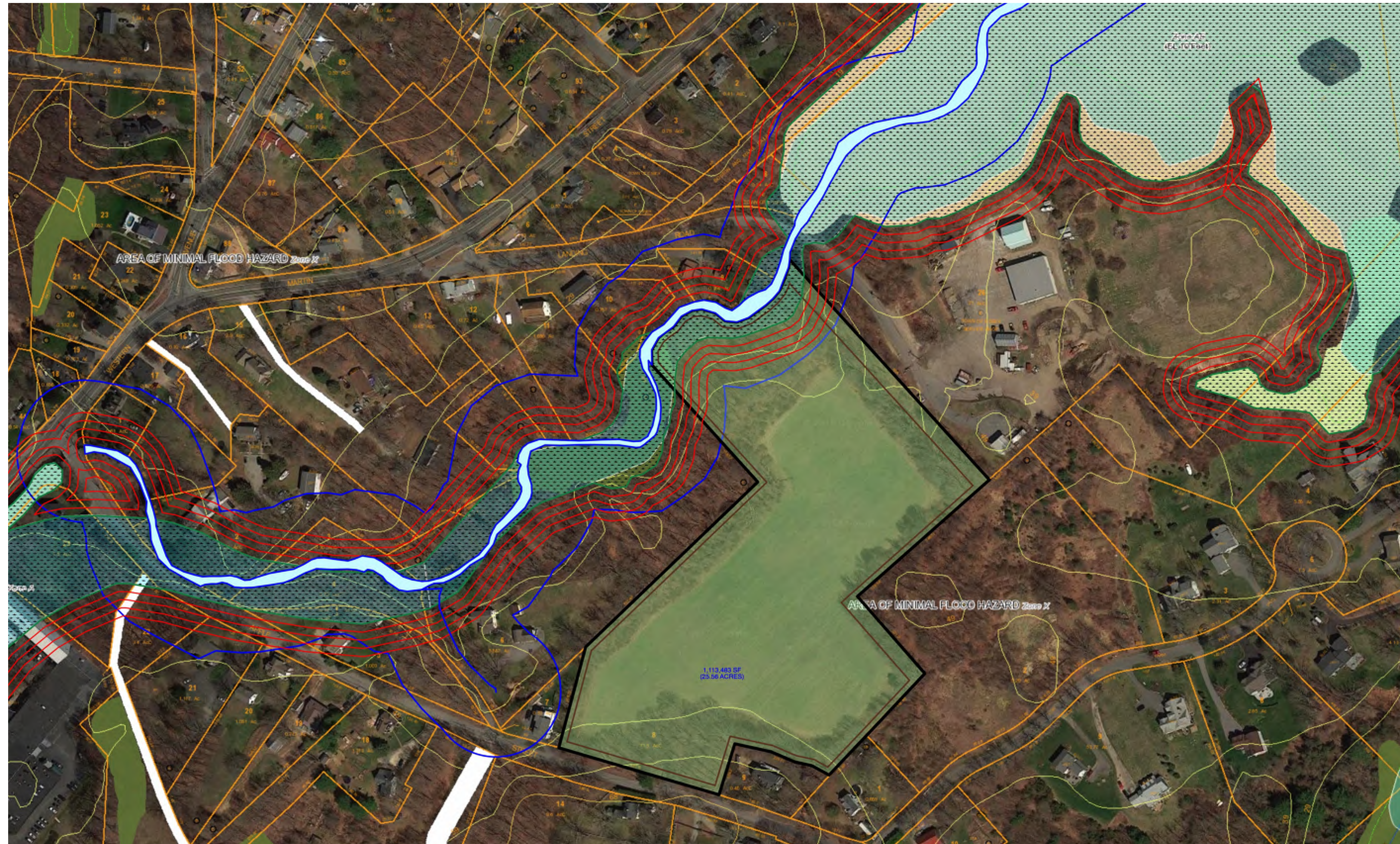
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60 Eastern Avenue: Police Fire Combo



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30 Apple



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Site Selection Matrix & Comparative Costs

Essex Public Safety Building Project

Site Selection Matrix

PRELIMINARY

Essex Public Safety Facility

2/6/19

Address	0 Western Ave Map 128, Lot 78	0 Western Ave Map 129, Lot 4	21 Western Ave Map 129, Lot 50	42 Western Ave Map 129, Lot 1	63 Western Ave Map 134, Lot 58	7 Lane's Road Map 120, Lot 9	11 John Wise Ave Map 128, Lot 90	50 John Wise Ave Map 120, Lot 6	60 John Wise Ave Map 113, Lot 1
Size	1 Acre	0.95 Acres	57 Acres	4.8 Acres (3.2 Acres Used)	3 Acres	6 Acres Including Pond	2.51 Acres with Cemetery Site Partial	4.34 Acres	2.5 Acres
Assessed Value	\$392,000	\$214,000	\$592,900	\$780,800	\$572,200	\$80,100	\$484,300	\$621,236	\$526,100
Proximity to Town Center	.24 Miles	.30 Miles	.34 Miles	.33 Miles	.44 Miles	.68 Miles	.36 Miles	.65 Miles	.81 Miles
Combined Facility	No	No	Yes	Yes	Yes	Yes	No	Yes	Yes
Drive Through Bays	No	No	Possibly	Yes	Yes	Yes	No	Yes	No
Fire Truck Access	May Require Backing in from the Street	May Require Backing in from the Street	Fair	Good	Good	Good	Requires Backing in from the Street w/o additional parcel	Good	May Require Backing in from the Street
Adequate Parking Area	No	No	Yes	Yes	Yes	No	No	Yes	No
Wetlands	None	None	Potential work in Setback	No Impact	Potential work in Setback	Potential work in Setback	Potential work in Setback	Potential work in Setback	Potential work in Setback
Sewer Service	Yes	Yes	Yes	Yes	Yes	No \$150K Extension	Yes	No \$85K Extension	No \$190K Extension
High Ground Water	Unknown	Unknown	Unknown	Unlikely	Unknown	Likely	Likely	Likely	Likely
Appraised Value	Not Available	Not Available	Not Available	Appraisal in Hand	Not Available	Not Available	Appraisal in Hand	Not Available	Not Available
Site Development Premium	Unknown	Unknown	Unknown	\$300K - Regrading	Unknown - Potentially High Due to Water	Unknown	\$900K In Conjunction with Cemetery Site	Unknown - Potentially High Due to Water	Unknown - Potentially High Due to Water
Willing Seller	No	No	No	No	No	No	No	No	Yes

= Commercial

= Undeveloped

= Residence

General Notes

Combined facility saves approximately \$1,100,000 in construction costs over separate facilities, and an additional \$750,000 in Escalation costs if the existing site is not used

The Committee also reviewed the prospect of using the current Elementary School site, the current Transfer Station site or private property abutting that site, and properties across the Essex River. None of these options were deemed good solutions due to operational drawbacks and are not presently being studied further.

Essex Public Safety Building Project

Signaling Costs

Site	Required Measures	Approximate Fee	
		Design	Construction
60 John Wase Avenue (Route 133)	Traffic Study	\$ 10,000	.
	MassDOT Access Permit	\$ 8,000	
	Emergency Preemption Signal	\$ 8,000	\$ 80,000
John Wase Avenue Cemetery Site (Route 133)	Traffic Study	\$ 10,000	.
	MassDOT Access Permit	\$ 8,000	
	Speed Study	\$ 6,000	
	Emergency Preemption Signal	\$ 8,000	\$ 80,000



Essex Public Safety Building Project

Conceptual Comparative Ballpark Estimates of Differential Project Cost

	Existing Site New Police Station				John Wise Site Fire Station				Total	Existing Site* Combined Public Safety								
Construction																		
Site Development																		
Haz Mat	Allow				\$75,000					Allow				\$300,000				
Regrading										20,500 CY				\$14.00	\$287,000			
Fill					11,250 CY				\$45.00	\$506,250	5,000 CY				\$30.00	\$150,000		
Blasting & Removal											Allow				\$25,000			
Retaining Walls					240 LF				\$750.00	\$180,000	300 LF				\$300.00	\$90,000		
Move Road											Allow				\$250,000			
Roadways & Parking	18,750 SF								\$4.50	\$84,375	27,500 SF				\$4.50	\$123,750		
Sidewalks	3,600 SF								\$1.25	\$4,500	5,000 SF				\$1.25	\$6,250		
Traffic Signaling										Allow	\$80,000							
Stormwater System										Allow	\$150,000					Allow	\$125,000	
										\$188,875						\$916,250	\$188,875	\$1,357,000
Building Construction																		
Combined Facility											(2,200) SF				\$500	\$ (1,100,000)		
Phased Project Costs																		
Additional Escalation - Police (18 Mos)	Allow				\$350,000											NA		
Additional General Conditions	Allow				\$400,000											NA		
Subtotal Phased Project Costs					\$750,000													
Temporary Facility																		
Temporary Fire Station											10,000 SF				\$50.00	\$500,000		
Temporary Police Station	Allow				\$300,000						Allow					\$100,000		
Subtotal Temporary Facilities					\$300,000													
Project Expenses																		
Moving to Temporary facility	Allow				\$10,000						Allow					\$10,000		
Subtotal Proj Expenses					\$10,000													
Total Conceptual Comparative Ballpark Estimate of Differential Project Costs													\$1,248,875.00		\$916,250.00	\$2,165,125		\$867,000

* Existing site is not feasible due to lack of parking and flood plain replication area

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Committee's Recommended Sites

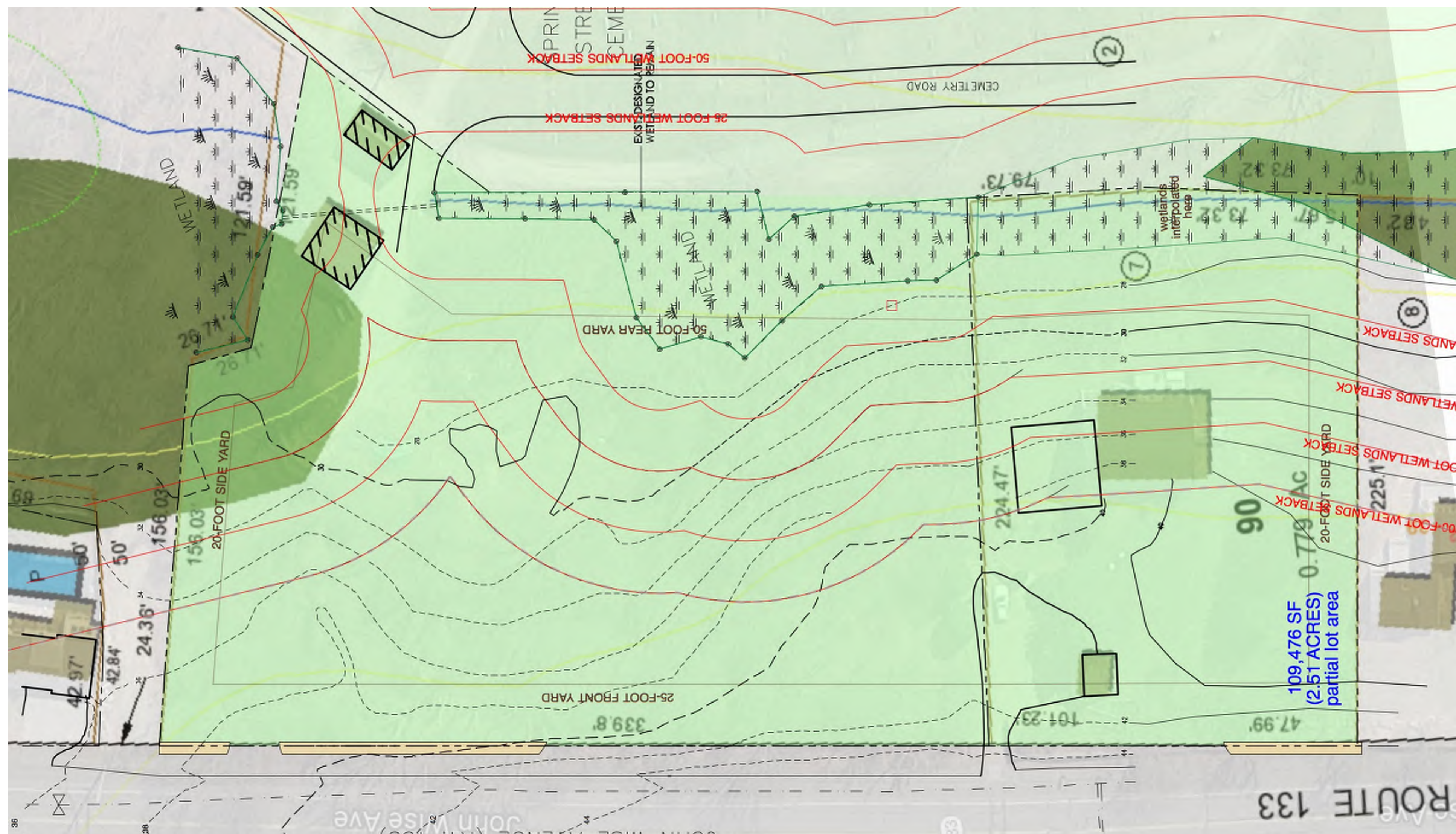
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John Wise- Cemetery Site



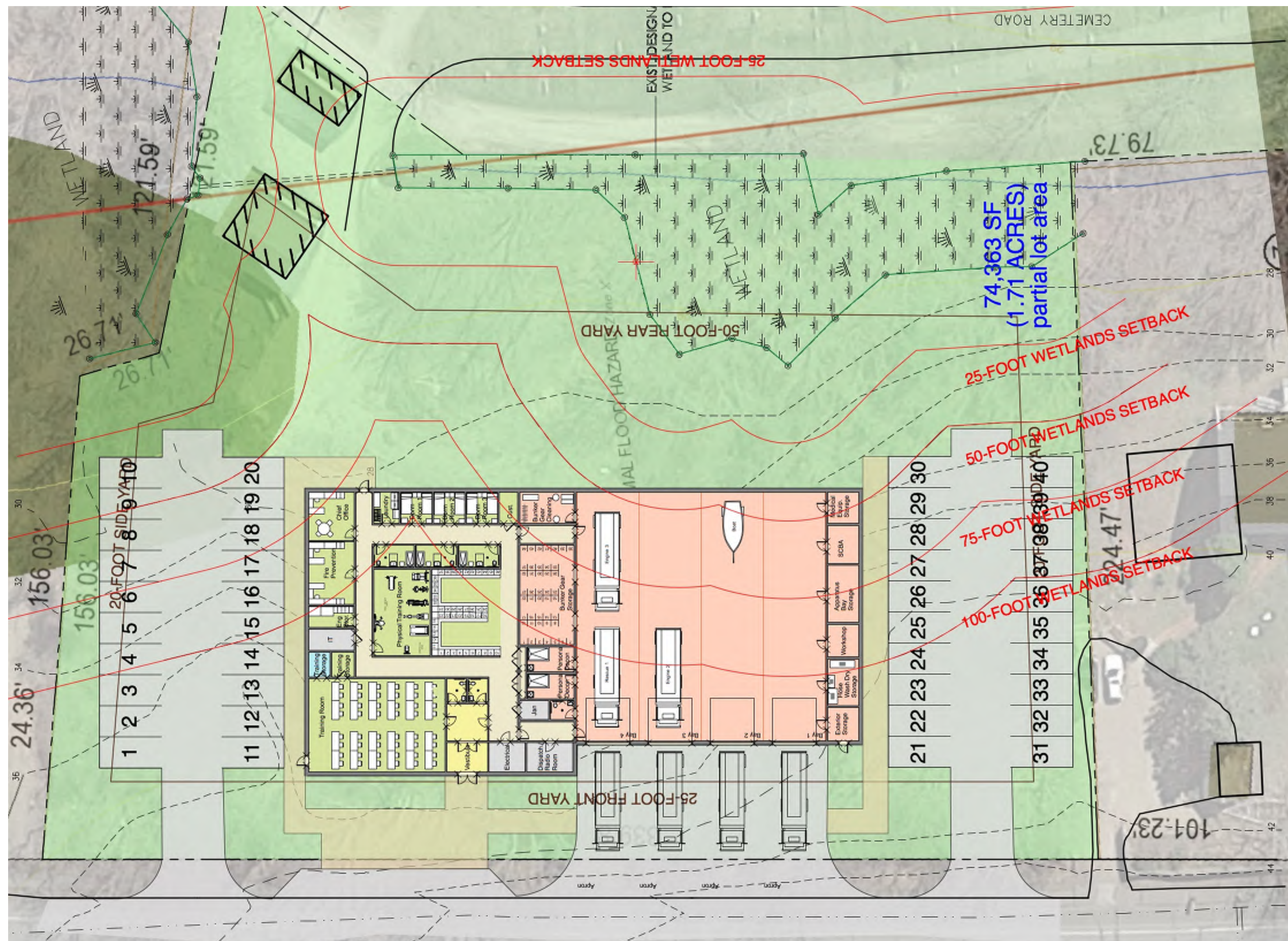
Preliminary Public Safety Site Plan; Potential Future Site for Public Safety Building
Spring Street Cemetery
Assessors Map 128, Lot 102

February 6, 2019



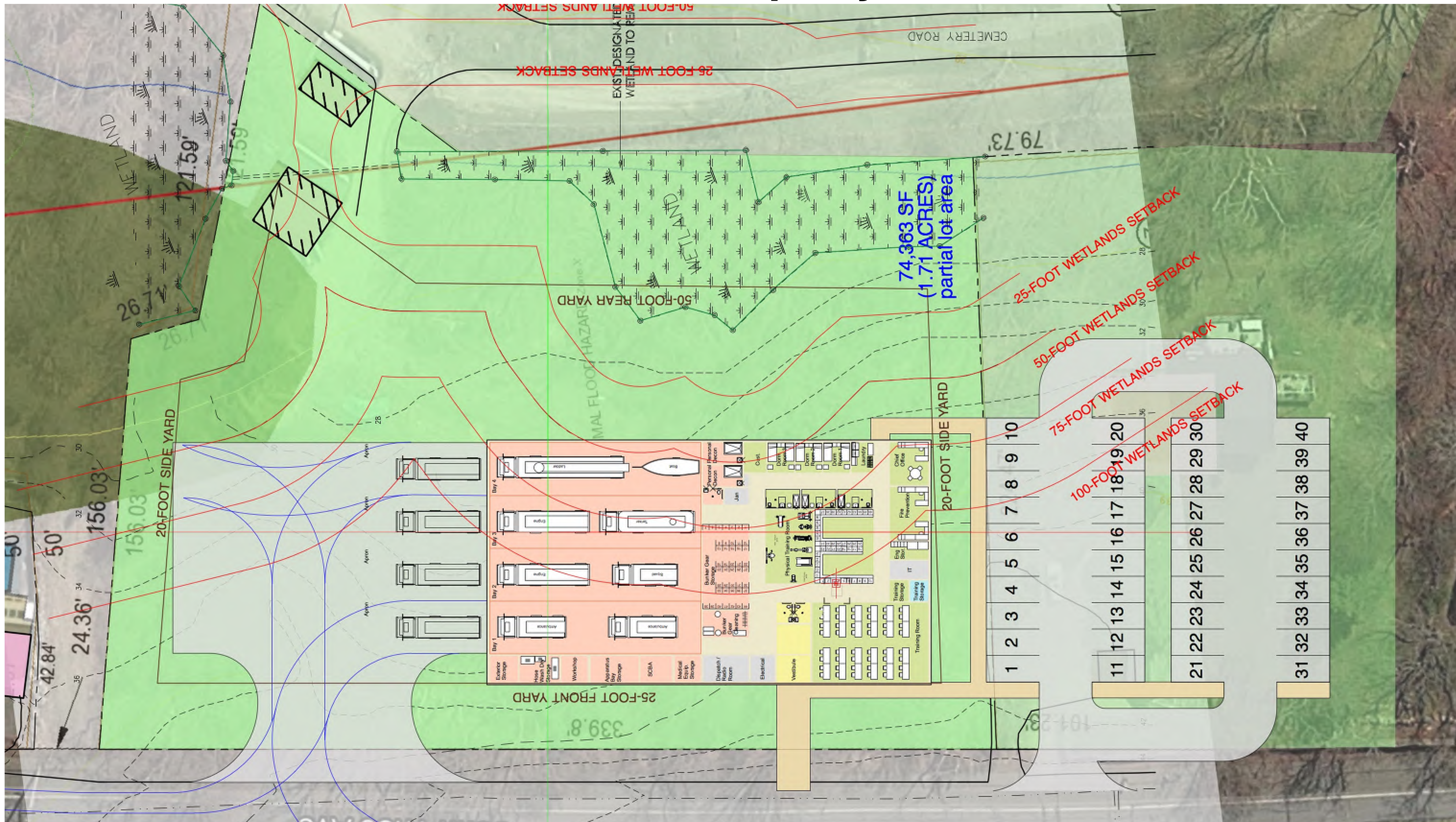
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John Wise Site: Fire



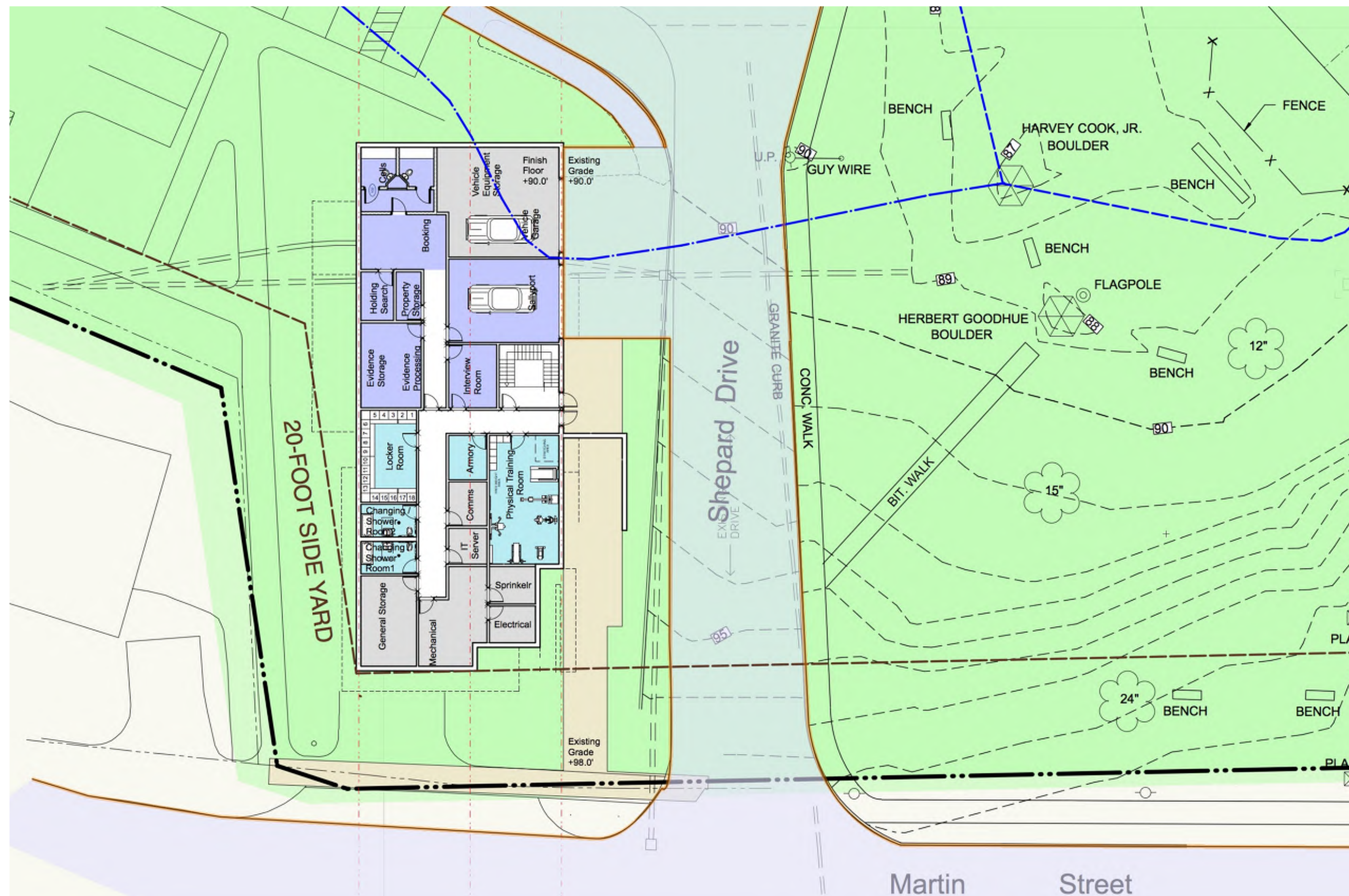
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John Wise Site with Additional Property: Fire



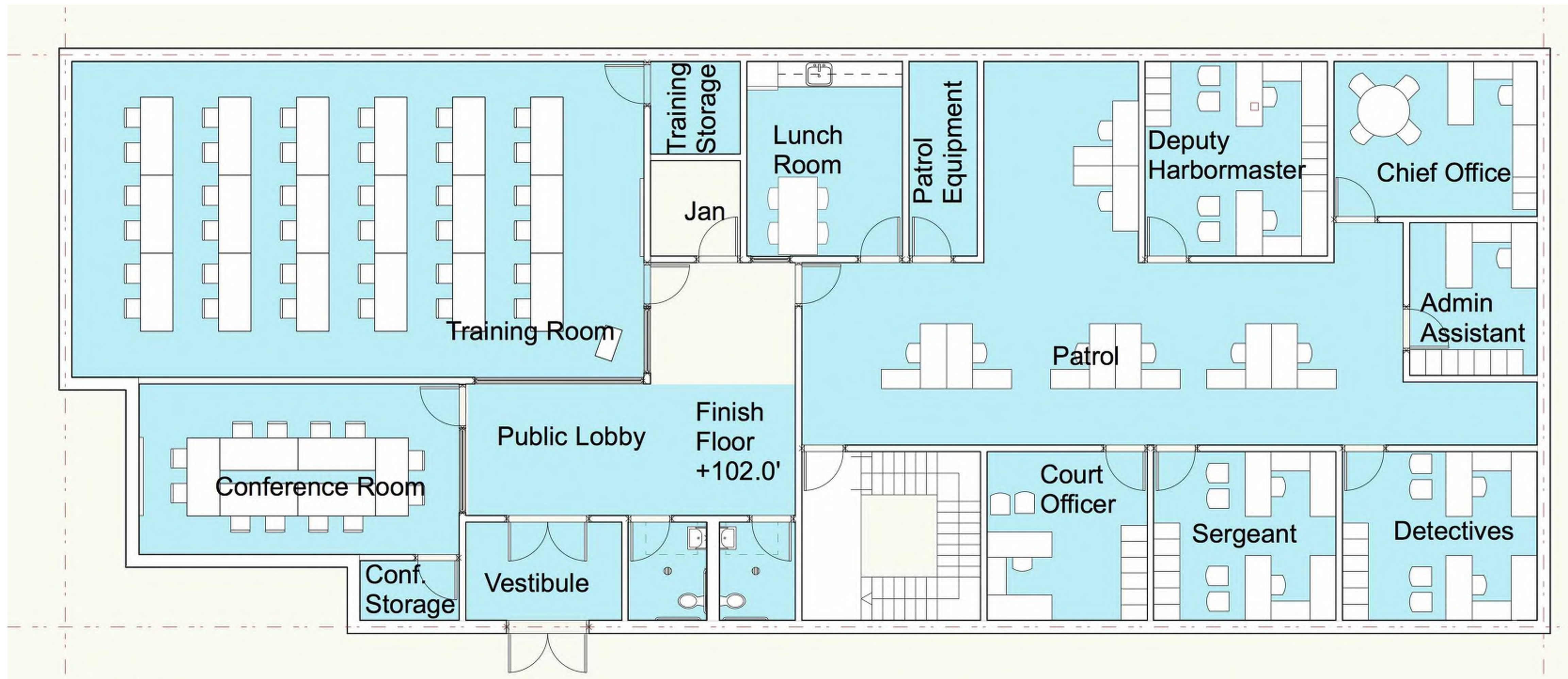
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Existing Site: Police



Essex Public Safety Building Project

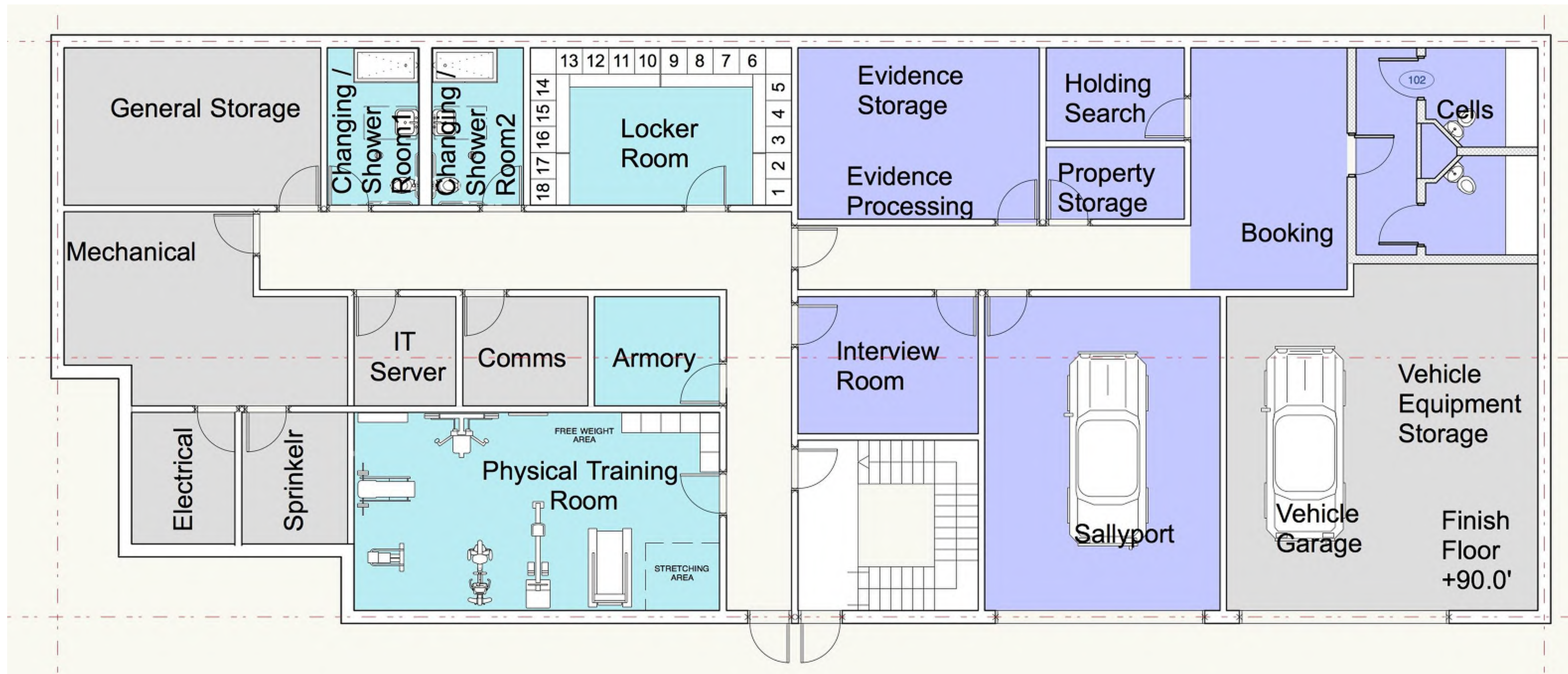
Existing Site: Police



Upper Level

Essex Public Safety Building Project

Existing Site: Police



Lower Level

Essex Public Safety Facility - Essex, MA

Potential Schedule Summary - Separate Buildings

[illegible]

Essex Public Safety Building Project

Town Building Committee / Public Forum

Sign-In List

Location: 3rd Floor, Town Hall

Date: 2/6/2019

Name

Email

- 1 Tim Dorman tim.dorman@NVS.com
- 2 PHIL O'BRIEN pobrien@johnson-roberts.com
- 3 STEW ROBERTS sroberts@johnson-roberts.com
- 4 PAUL FRANCIS pfrancis@essexma.org
- 5 PETER SILVA PSILVA@ESSEXMA.ORG.
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- 7 Charles Storey cstorey@harpoon.com
- 8 PETER LEVASSEUR peterlevasseur2@gmail.com.
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- 10 Colleen Menos colleenmenos@gmail.com
- 11 Ramie Reader Ramie6582@com.
- 12 MIKE ULICHNEY michael.ulichney@NVS.com
- 13 Andrew Spinnery andy@anchorseal.com
- 14 Daniel Dorcett ddorcett@essexma.org
- 15 LISA O'DONNELL lodonnell@essexma.org.
- 16 Brendan Zubricki bzubricki@essexma.org
- 17
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Town Building Committee
Board of Selectmen
Wednesday, February 6, 2019
7:00 p.m.
Town Hall, 3rd Floor Auditorium

PUBLIC SAFETY BUILDING PUBLIC FORUM

- Introduction of the Town Building Committee, summary of work to date and review of the site selection process.
- Review of the forum format and opportunities for questions and comments.
- Introduction of the Town's Project Manager and Architectural Firm.
- Brief review concerning the various features that have been recommended within each building.
- Brief review of the various options that have been studied by the Town Building Committee:
 - o Bird's eye view of the various parcels.
 - o Comparative matrix illustrating pros and cons for each parcel.
 - o Comparative matrix illustrating certain premium costs for certain site selections.
 - o Summary of eminent domain considerations and position to date.
- Focus concerning the Committee's recommended option.
 - o New Fire Station on John Wise Avenue, using Town land and land to be purchased.
 - o New Police Station at the present location, after the Fire Department moves out.
- Approval process via February 11 Special Town Meeting and May 6 Annual Town Meeting.
- Design work to be undertaken before Annual Town Meeting.
- Project schedule should an affirmative vote occur in May.
- Public Comment.