

Essex Public Safety Building Project	Meeting Minutes
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Re: Town Building Committee	Date: December 13, 2018
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	

1. Review and approve minutes from the December 4, 2018 Town Building Committee meeting.
 - a. Lisa O'Donnell made a motion to approve the minutes of the December 4, 2018 TBC meeting, Colleen Enos seconded the motion, all were in favor and the motion was approved.
2. Introduction of Project Manager and Design Team
 - a. Tim Dorman from NV5 was introduced as the Owner's Project Manager (OPM) Firm selected for the project.
 - b. Stewart Roberts from JRA was introduced as the Architectural firm selected for the project.
3. Review of the building program for the police and fire departments
 - a. Stewart Roberts/JRA began the presentation with an overview of the building programs summarized as follows:
 - i. The building program has been developed in order to determine overall building size needed to realistically evaluate site layout options.

ii. Police Department program overview:

1. The layout consists of three general zones, including public/front (vestibule, conference, etc.), middle (training, physical training, etc.) and back end (sallyport, booking, storage, vehicle storage, etc.)
2. The net square footage is 6,952 sf with a 1.35 gross up factor totaling 9,385 gsf.

iii. Fire Department program overview:

1. The general intent is to design the building to support a healthy fire station by separating the spaces into three zones including the hot, neutral and green zones. Decontamination of toxins encountered on calls would happen between the hot and green zones.
 2. The fire station program totals 15,000 sf.
- iv. If the two facilities are combined into a single building, there would be efficiencies through shared spaces (Training, physical training, IT, etc.) that would result in about 2,200 sf less of total building area needed.
- v. There is some accommodation for potential growth, but overall the program has been developed to responsibly accommodate the needs of a modern facility with limited opportunity to reduce the size of the building.

4. Review of Building Sites Considered to Date, with Recommendations:

- a. Stewart Roberts/JRA continued with the presentation of the sites that have been considered to date and their general characteristics including location, size, topographical features and wetlands, including:
- i. Existing Site/Memorial Park Site: Issues with this site include flood zone and topography. It cannot support a combined facility without significant impacts to the park, relocation of existing sewer infrastructure and costly phasing of construction to allow for ongoing operations. A geophysical survey to locate potential subsurface contamination has also been performed, which indicates the possible presence of similar contaminants encountered during the sewer installation project within areas of Memorial Park and Shepherd Memorial Drive.
 - ii. Town Owned Cemetery Property on John Wise Ave.: This site is narrow, with significant slope from front to back and constrained by a wetland running along the back of the site. This site was also reviewed in conjunction with the adjacent parcel to the south, which provides some additional developable area but has the same challenges.
 - iii. 42 Western Ave.: This is a large privately owned property with two existing houses on it. The overall parcel is about 4.5 acres. It would be possible to carve off an approximately 3 acre portion to support a combined facility and retain the smaller house on the remaining land. The development area would be the top of the hill, which could be leveled off and may require some ledge removal. The property owner was initially interested, however after the appraisal was



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completed, he changed his mind and is no longer interested in discussing a possible sale.

- iv. 7 Lanes Road: This was the next ranked private property site previously identified by the TBC to consider for purchase through a uniqueness determination. It is an L shaped lot with adequate frontage on John Wise Ave. and enough area to support a combined facility. The owners have been contacted and ultimately responded indicating that they are not interested in selling it to the Town.
 - v. 60 John Wise Ave.: This is a 2.5 acre parcel that is currently occupied by Pallazola Brothers Landscaping company. The existing buildings would need to be demolished, but it appears that a combined facility could be accommodated. The acquisition cost may be an issue as the value of the existing buildings will be a factor.
 - vi. 60 Eastern Ave.: This site does not appear to have much potential due to its relatively small size, proximity of abutters, topography and concerns with site lines along Eastern Ave.
5. Review of General Differential Factors Involved when Comparing Site Options: Stewart Roberts/JRA continued with a presentation of the various options and factors considered for each, summarized as follows:
- a. Renovation of the existing building: The existing building was reviewed for feasibility of renovating to support a Police facility and it was determined that all systems, roof and windows would require replacement. The exterior block walls would be the only component that would be retained, however they would need to be reinforced and insulated to meet current code requirements. Ultimately, renovation would be more costly than new construction and result in some compromises to the overall building layout.
 - b. New Police on existing site: This would be feasible and more cost effective than renovation, but would require building a new fire department first and temporarily relocation of police.
 - c. New Police in Memorial Park Site: This option would fit but would impact the park. The building would be built into the slope, with lower level elevation set at least 2-feet above floodplain. This would results in the upper level having a significant grade change up to enter from the street.
 - d. New Fire at Existing or Memorial Park Site: The size of the building would not fit for a standalone fire station or a combined facility without significant impact to the ballfield and relocation of existing utilities.
 - e. New Fire at Town Owned Cemetery Property on John Wise Ave.: A fire facility would fit on the site, but it would be very tight and require environmental permitting, underground stormwater management provisions, extensive fill and retaining walls. Operationally, there is concern about trucks having to back in directly from John Wise Ave. Acquiring the parcel just to the south was also reviewed, which may provide enough additional area to rotate the bays and avoid having to back in from the street. This property owner has

not yet been consulted as this parcel was not initially identified on the list of private properties to consider for acquisition under the uniqueness determination process.

- f. Combined Facility on the Town Owned Cemetery Property on John Wise Ave. with the Adjacent Private Property: This would be a very tight fit and have similar challenges outlined in the option above. The layout would have the building built into the slope with the fire station above the police station.
- g. Combined Facility at 42 Western Ave.: About 3 acre portion of the 4.5 acre private property could easily support a combined facility on a single level, with drive through bays. Some grading and potentially some ledge removal would be required but wouldn't pose a significant issue. The Property Owner was initially interested in discussing a possible acquisition by the Town, but changed his mind after the appraisal was completed.
- h. Combined Facility at 7 Lanes Road: Due to the response from the 42 Western Ave. property Owner, the design team reviewed the feasibility of the other properties identified for consideration under the uniqueness determination. This was the next ranked site due to its size and proximity to Town. The challenges identified are the L shape of the parcel and the proximity to wetlands. However, it does appear a combined facility would work and could be refined through further development of the design concept. The Property Owner was contacted and indicated they would not be interested in selling the property to the Town.
- i. Combined Facility at 60 John Wise Ave. This is a fairly level site and appears to fit a combined facility with the removal of the existing buildings. Cost may be an issue if the existing buildings are included in the value, however prior comparative cost review indicates that there is significant cost savings for a combined facility.
- j. Combined Facility at 60 Eastern Ave.: A combined facility would not fit with the required parking.
- k. Comparative Cost: A summary of comparative costs was presented, which compared the relative cost differences for building two separate facilities on town owned land with building a combined facility at 42 Western Ave. This is not meant to estimate total cost, but just an order of magnitude estimate of the differential costs. The primary differences include
 - i. A combined facility would be 2,200 square feet smaller than two separate facilities and result in approximately \$1M less cost.
 - ii. A combined facility would not require phasing the project over an extended duration to allow for a new fire department to be completed first, then temporarily relocating the police facility to allow a new police facility to be constructed on the existing site. This extended duration would result in added general conditions costs for the contractor and escalation costs due to the later buyout date which totals about \$1M.
 - iii. Other factors noted in the cost comparison include the significant fill, retaining walls and underground stormwater management, which would be required for a building on the Town owned cemetery site.



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- I. Lisa O'Donnell noted that due to the responses that have been received from the 42 Western Ave. and 7 Lanes Road property owners, there is not yet a recommended option and the Building Committee is continuing to review options. However, without other options for a combined facility, the default option would be a new police facility on the existing site and a new fire facility on the Town owned cemetery site on John Wise Ave.
6. Interactive Public Questions, Input, and Discussions:
- Q1: Was the elementary property considered?
- A: There is limited available land on the current site due to buildings, fields, parking and wetlands. Acquiring the adjacent property at the corner to combine with adjacent existing land was considered, but the property owner indicated they were not interested in selling to the town.
- Q2: If the option with two separate buildings is selected, would it be possible for the Police Department to move into the new fire station during construction of the new police station to help reduce added costs associated with a temporary police facility?
- A: This may be feasible and would be studied more closely if this option is chosen.
- Q3: Does the fire department currently have 7 vehicles?
- A: The response from the fire chief indicated that all proposed bays are necessary.
- Q4: A document was presented and read aloud by a member of the audience, which raised additional questions regarding potential for using land the Town currently owns at the elementary school site (copy attached).
- A: It was noted that this information will be taken into consideration, but that the issues with the elementary site include limited land area, regulations which prevent filling of wetlands, current school use, pick-up/drop-off and space needs for the anticipated future school building project.
- Q5: A member of the audience noted concern about increased tax rates and requested that whatever is done should be modest.
- A: It was noted that the building is being designed to be of quality and size to meet the needs of the Town for the next 50 years with the intent of it being more equated to a Chevrolet than a Cadillac.
- Q6: Could the existing building be sold?
- A: The building has limited value for reuse due to existing conditions and code requirements and it is part of the overall park site, so it would be difficult to carve off a conforming lot.
- Q7: A request was made by a member of the audience to consider Senior Center needs in review of options.
- Q8: A member of the audience noted the following points:

- Filling wetlands at the elementary school site would not be the same as filling marshlands in expanding Boston neighborhoods as the current regulations are very different than what was in place at that time.
- The school district should be consulted to confirm if there's really any extra space in the existing building.
- The taxes in Essex are driven by the relatively low number of taxable properties.
- Constructing a new police facility at the existing site and a new fire facility at the Town Owned Cemetery site on John Wise Ave. appears to be the best option to finally move forward with as construction costs continue to escalate.

Q9: Was the parcel on John Wise Ave. that was used for contractor laydown area during the sewer project considered?

A: It was noted that the parcel is primarily wetland area with a limited area of upland in the middle. During the sewer project, the contractor had a violation that had to be mitigated. The site would not have adequate area to support the building program.

Q10: A comment was made that perhaps the 60 John Wise Ave. parcel should be looked at again as the higher acquisition cost may be justified by the savings for a combined facility.

A: It was noted that contact has been made with the broker representing the property owner to discuss further.

Q11: A question was raised regarding how much parking is needed.

A: The current program goal is to provide parking for all employees and those using the training room. However, this may be able to be reduced as needed depending on the site and combined vs. separate facilities.

Q12: A member of the audience asked whether or not the sale price for a private property would be dictated by the appraisal.

A: It was clarified that for a mutually agreed transaction, the appraisal would be used as a basis for negotiation, but would not limit the Town from paying a higher price if there was a demonstrated benefit in doing so. The Town had previously issued an RFP, requesting proposals from property owners interested in selling their land for a public safety facility if it met certain size and location requirements. One response didn't meet the criteria and the other response, which was 60 John Wise Ave., arrived late but apparently had a price of \$3.5M. Since then, a list of properties was developed by the Town Building Committee and Board of Selectmen to pursue directly, which lead to the options previously discussed. The Owner of 42 Western Ave. indicated that even if the Town offered substantially more than the appraisal, they wouldn't be interested in selling. The 7 Lanes Road property owner indicated they wouldn't be interested in selling the parcel to the Town, so an appraisal has not been completed. If the Town agrees to purchase property, it will require a 2/3 vote at Town Meeting.

Q12: The question was posed to fire department representatives regarding which option is their preference.

A: It was noted that a level property that can support a combined facility would save money. The option at 42 Western Ave. appears to most cost effectively meet needs.

Q13: A member of the audience wished to thank the Committee and noted a preference for the Town to use property it currently owns as well as consideration of the historic nature of the town in architectural design.

Q14: Are you trying to fit a design to a property?

A: It was noted that the overall program/building size was developed through a detailed programming exercise and the actual layout can vary to fit on different site configurations. Fire equipment storage needs is the primary driving factor for the fire department. The physical training room is an important element for attracting call fire fighters and also provides for insurance credits. Dorm rooms are for emergency and looking to the future, but have been kept to a reasonable minimum. Avoiding a second level is also helpful in minimizing cost.

7. Lisa O'Donnell concluded the forum by noting that while there is a level of urgency in moving the project forward with the funding goal for May Town Meeting, the committee wants to make sure the right site is chosen and will continue to take time to review the options to make sure it's done right. A motion was made by Lisa O'Donnell to adjourn the meeting and seconded by Dan Doucette. All were in favor and the meeting was adjourned at 8:50 PM.

The next TBC meeting is scheduled for Thursday, January 3, 2018 at 7:00 in the Town Hall, 3rd Floor Auditorium.

Attachments:

- JRA Presentation
- Sign in list
- Written Comments submitted by Tina Lane

-End of Minutes-

Tim Dorman, NV5

Lisa O'Donnell, Committee Chair



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Essex Public Safety Building

Essex, Massachusetts

Public Forum December 13, 2018

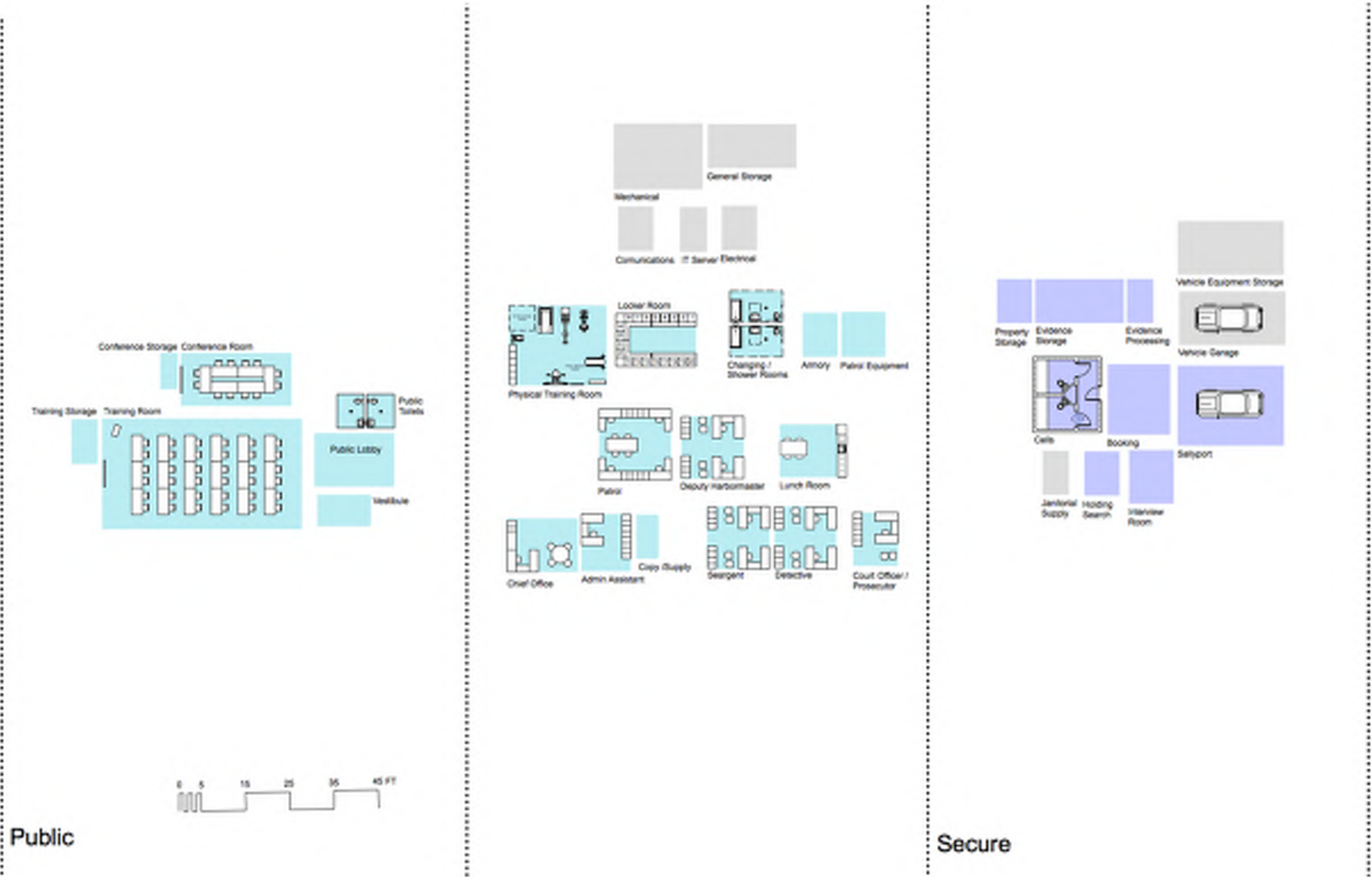
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Space Needs/ Building Program

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Building Program - Police Department

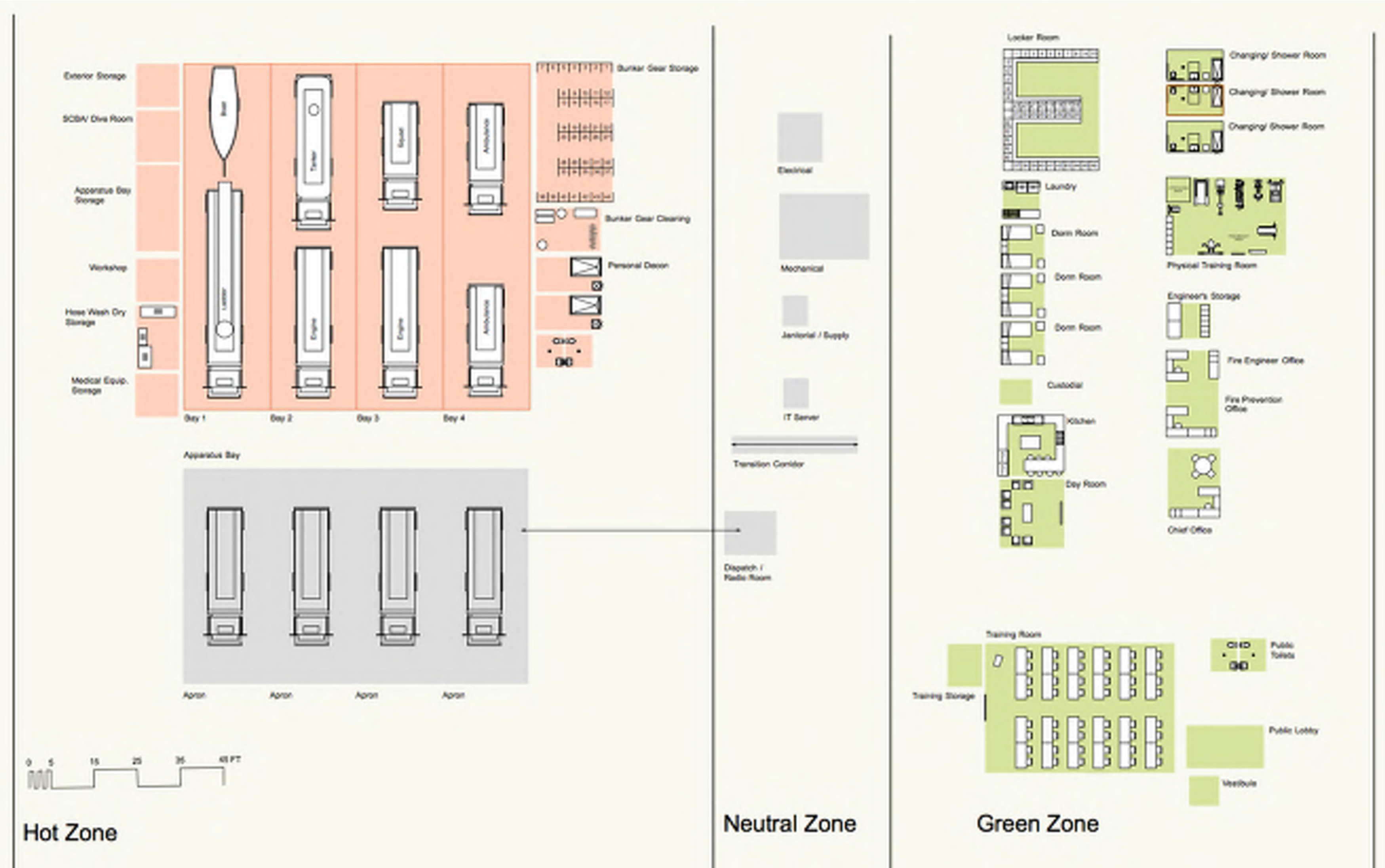


Police Station

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 Interviw 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

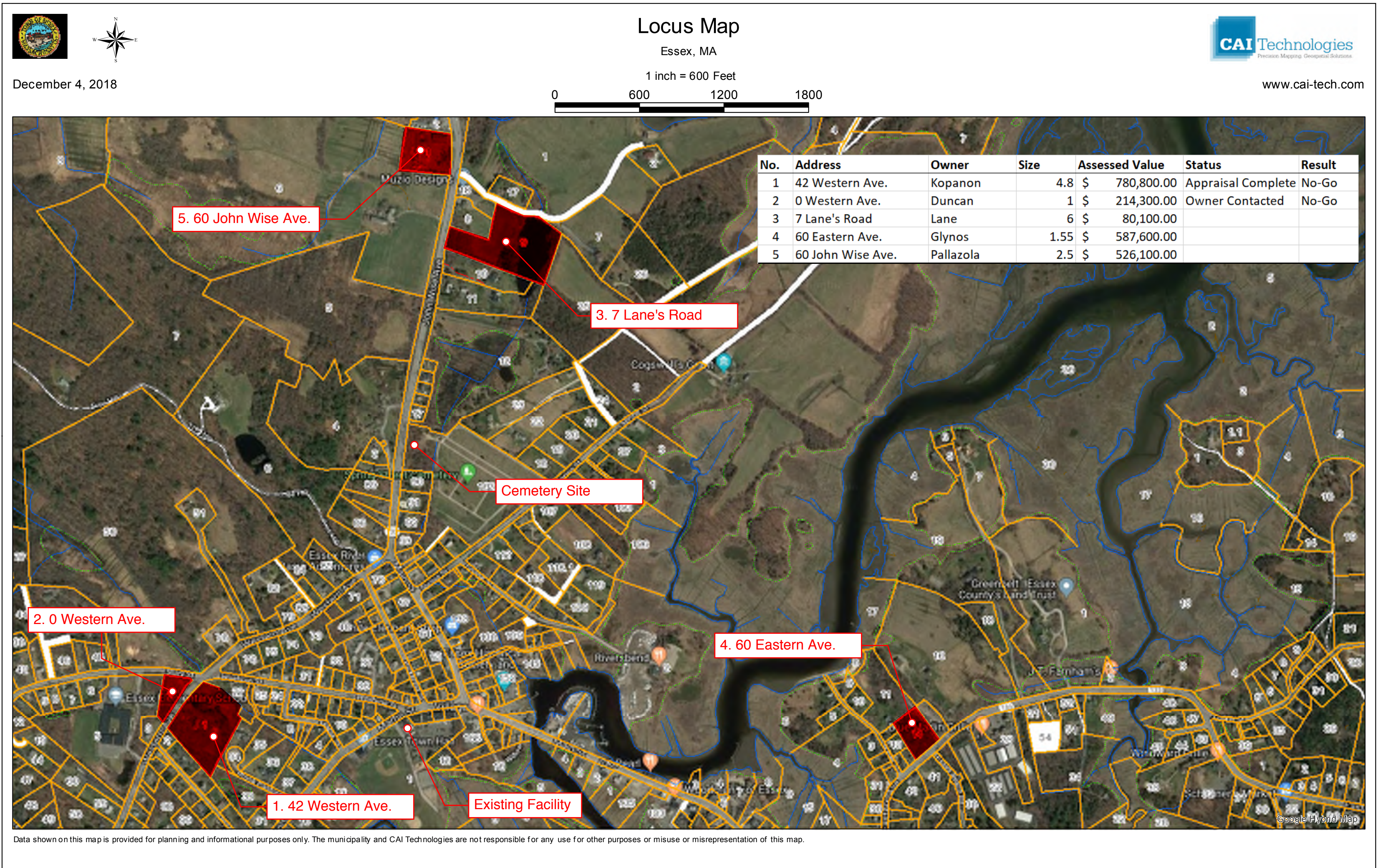
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Site Options

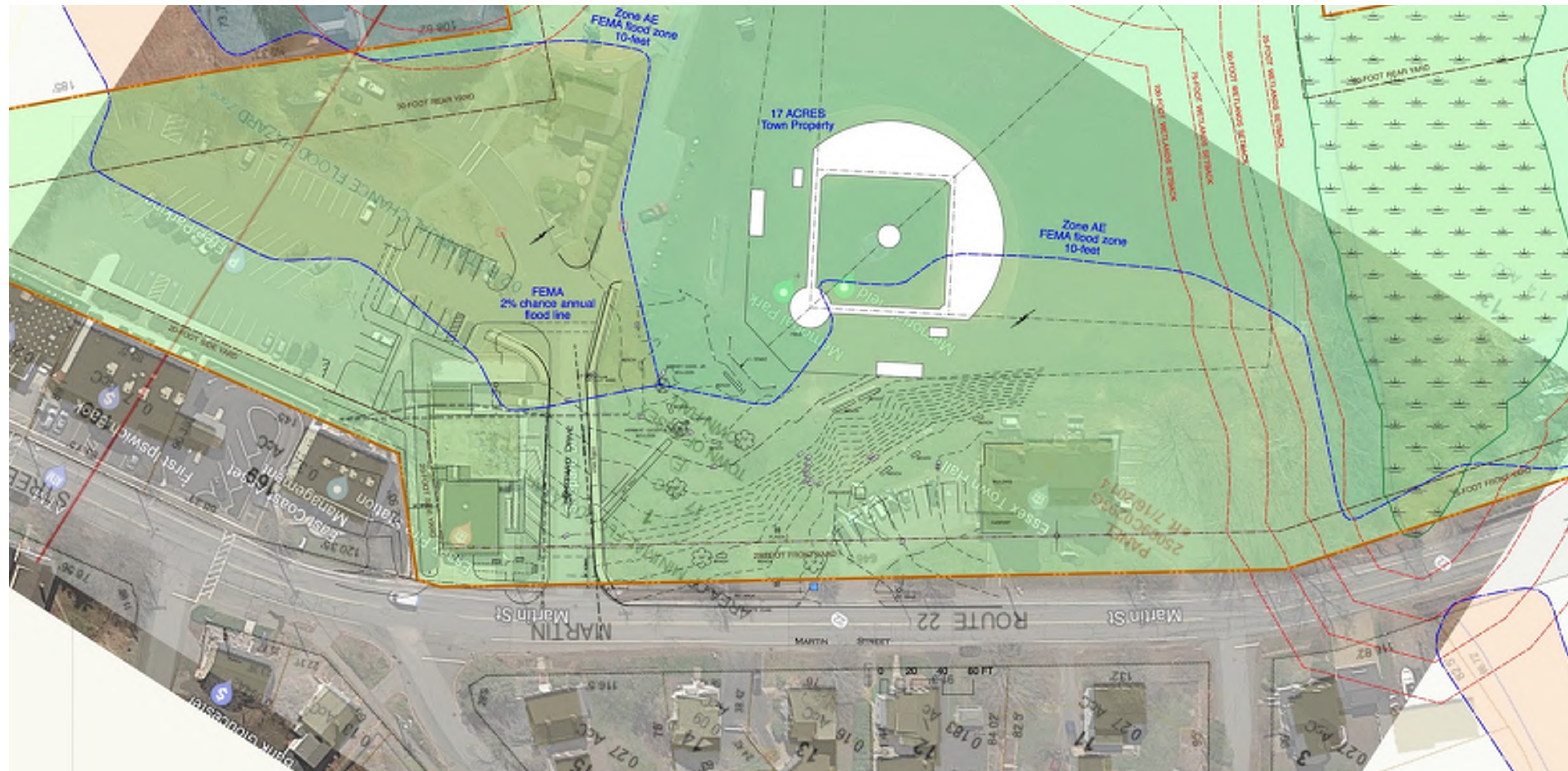
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Potential Sites



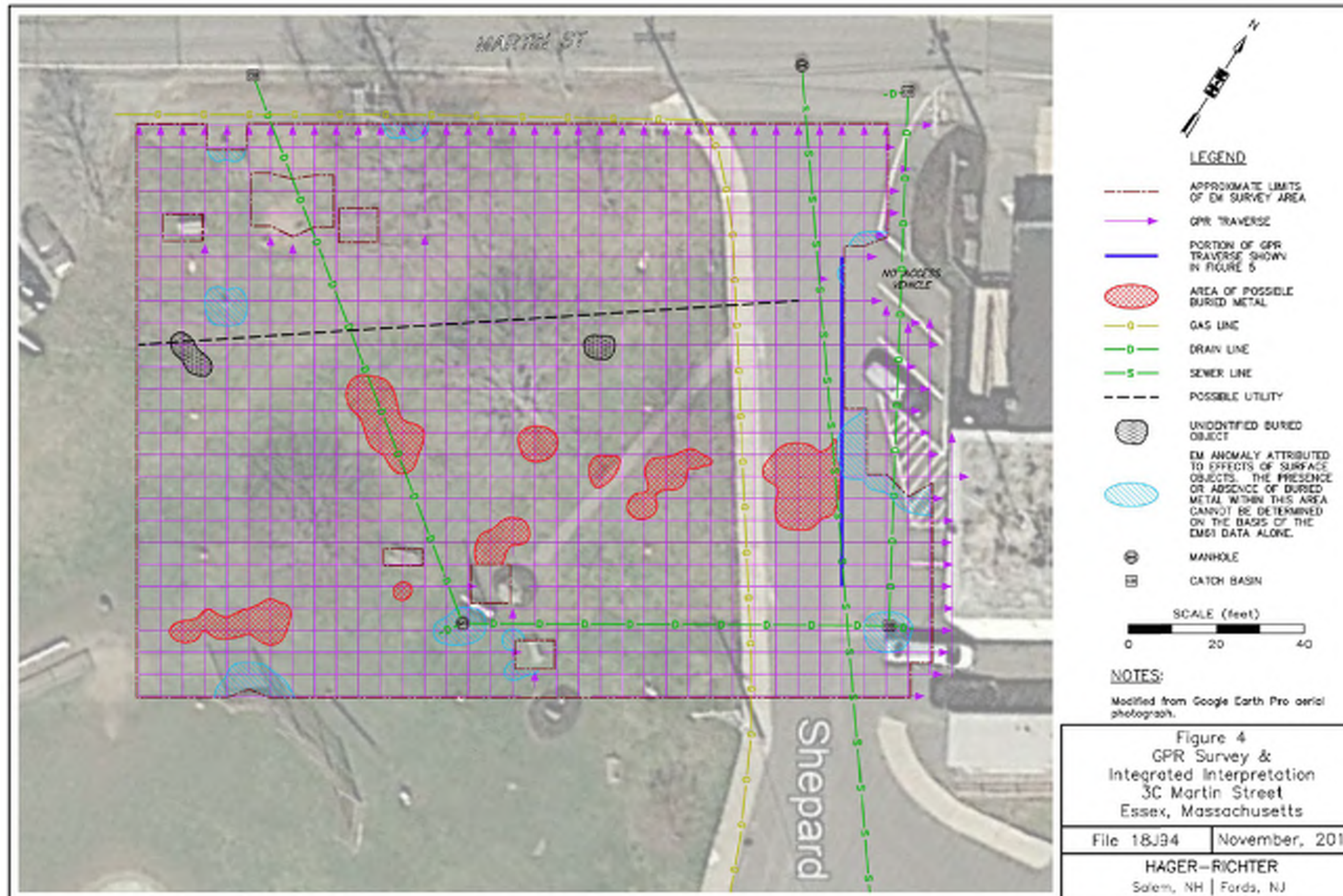
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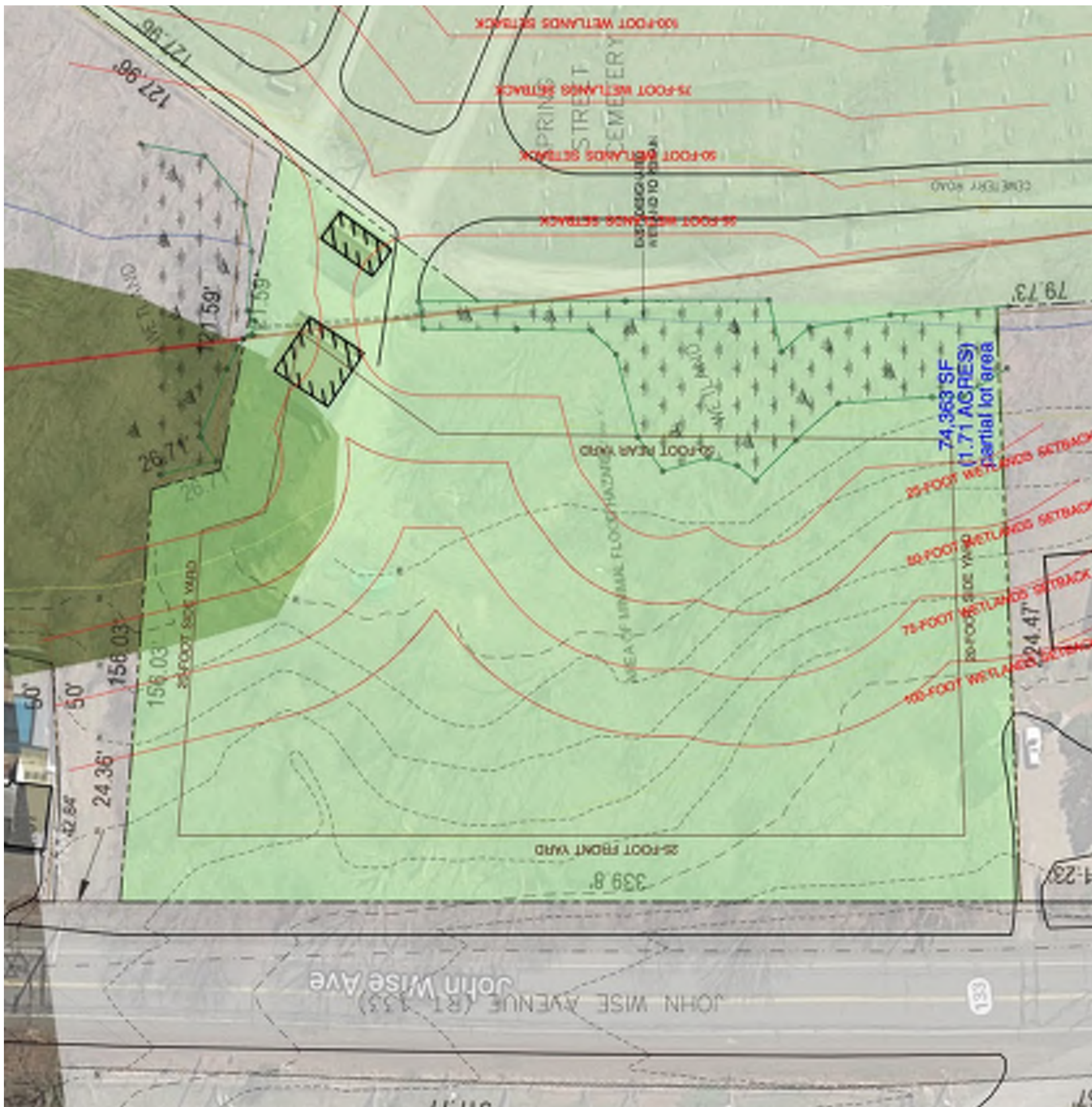
Existing Site

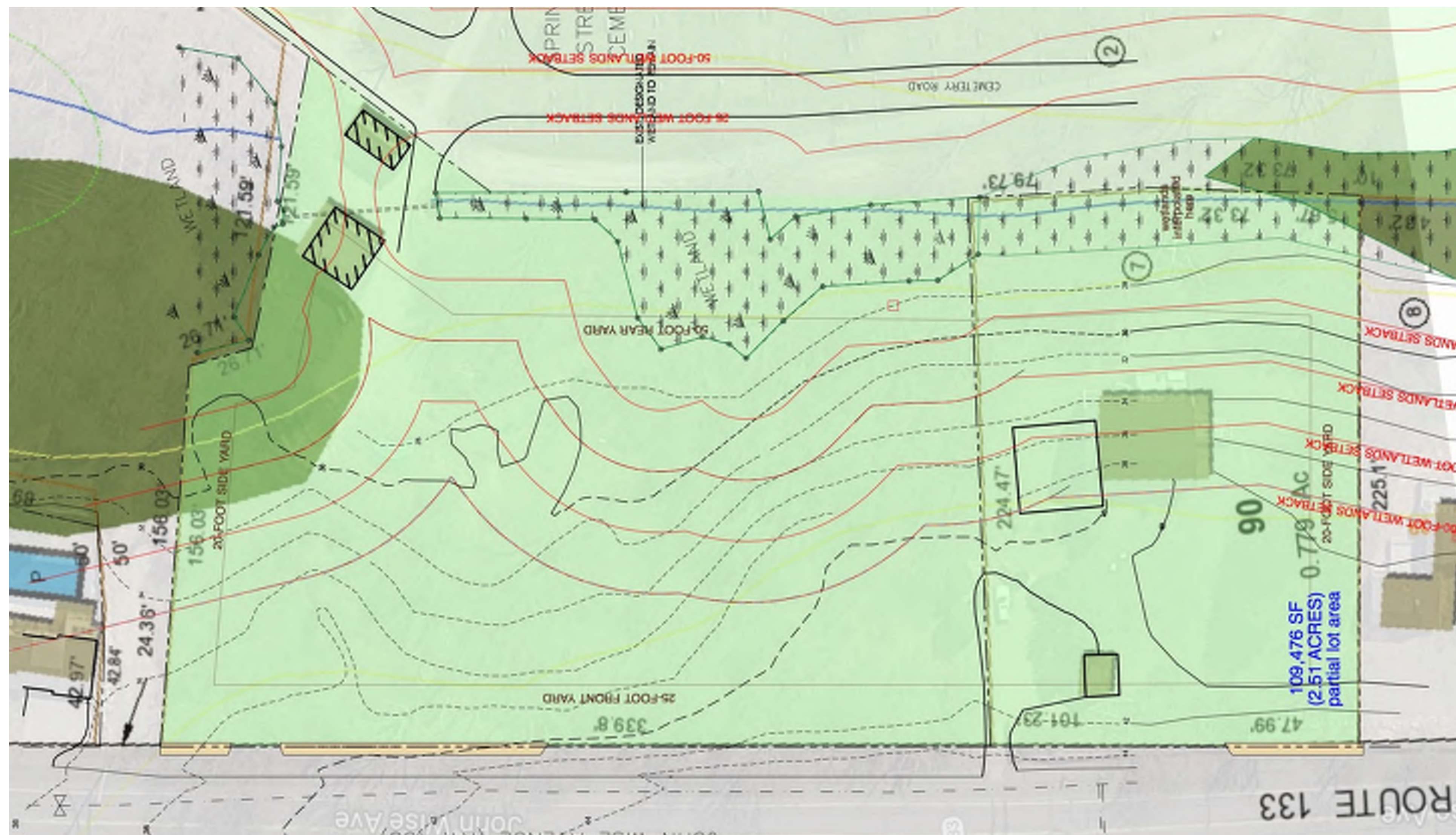


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Park Site Geophysical Survey

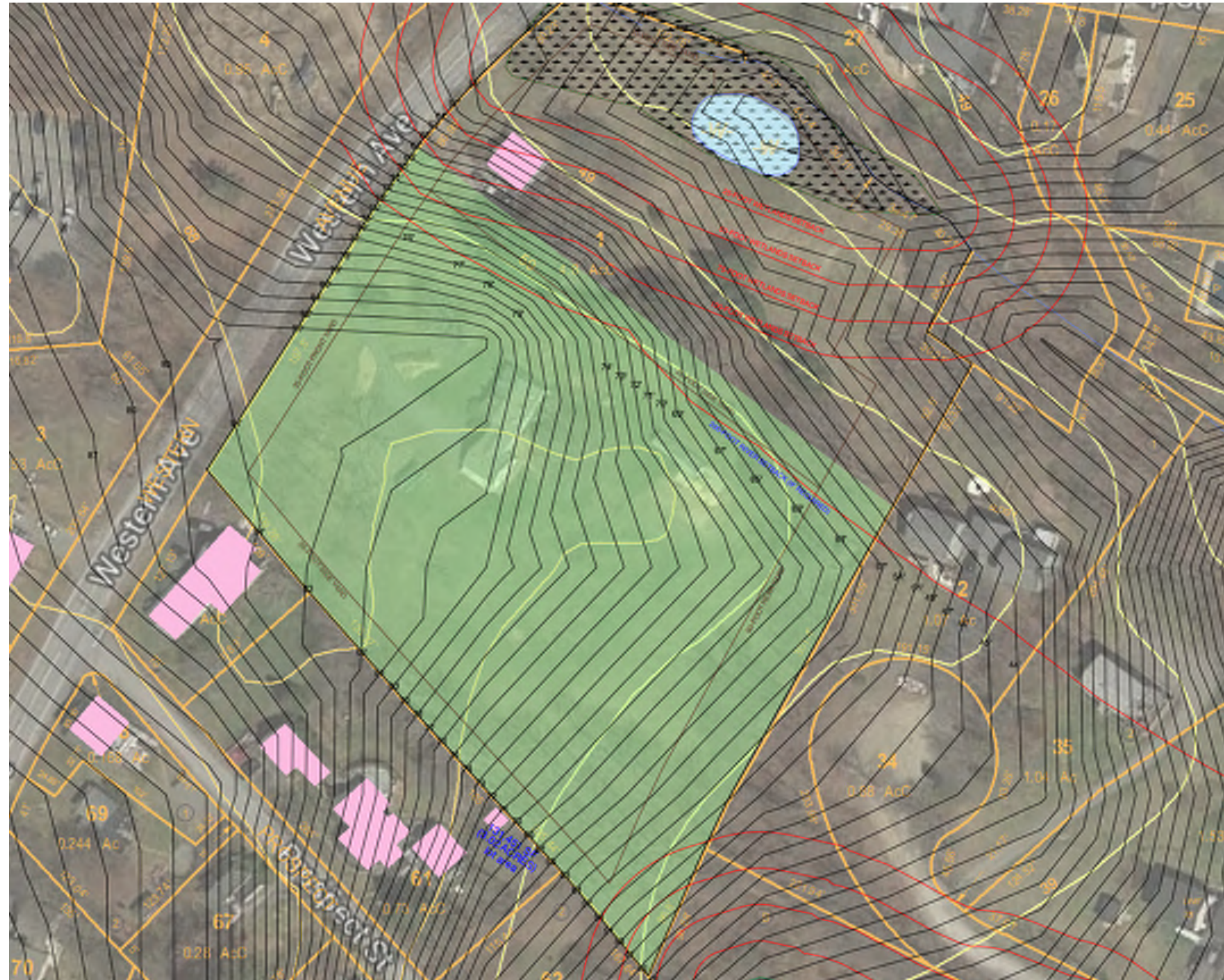






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Western Ave Site



Essex Public Safety Building Project

7 Lanes Road



Essex Public Safety Building Project

60 John Wise Avenue



Essex Public Safety Building Project

60 Eastern Avenue



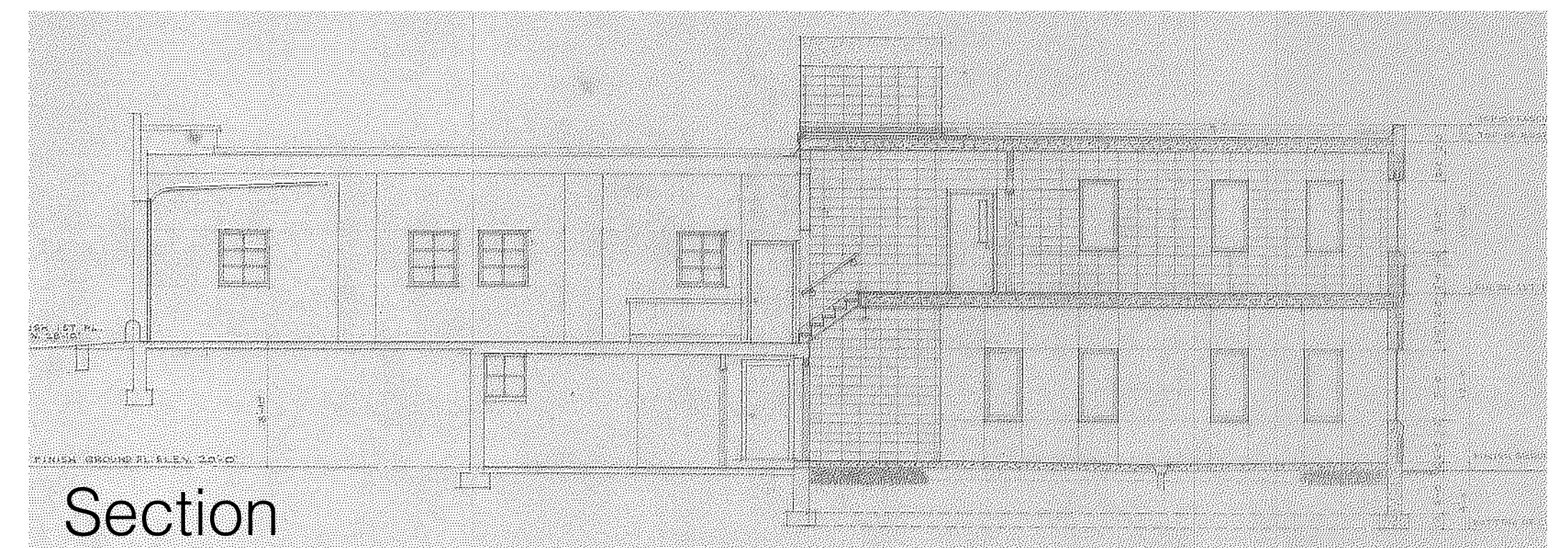
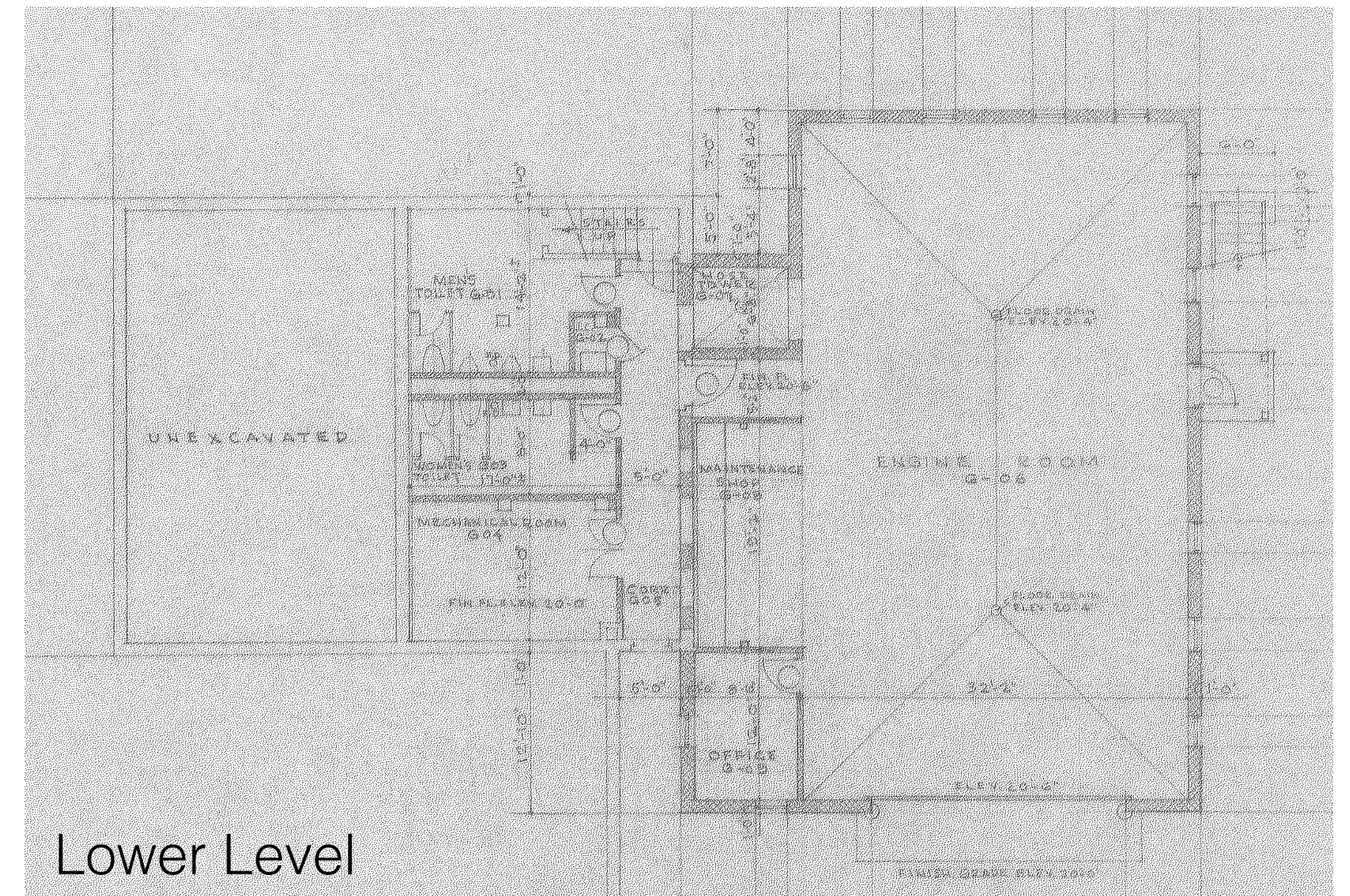
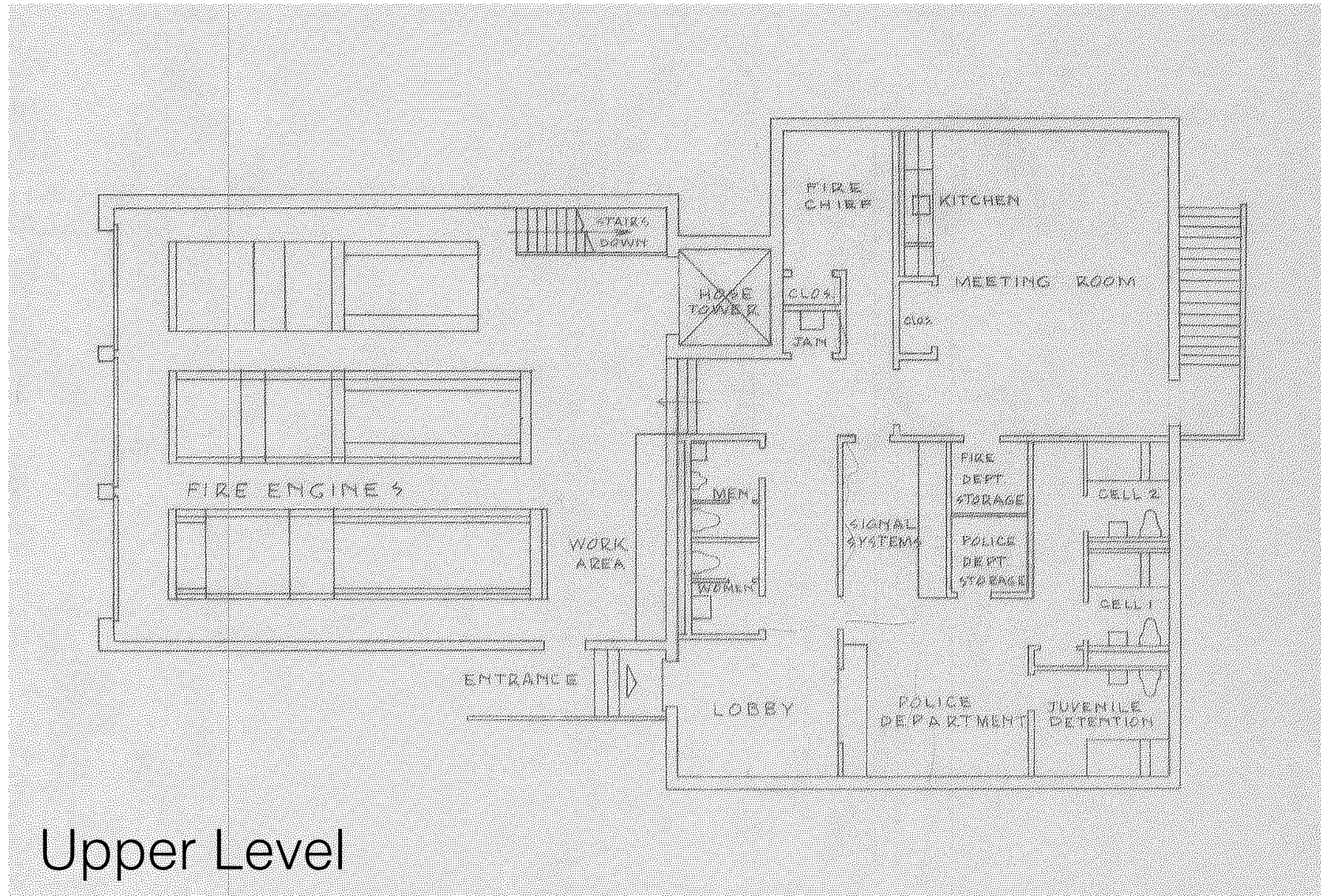
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Options

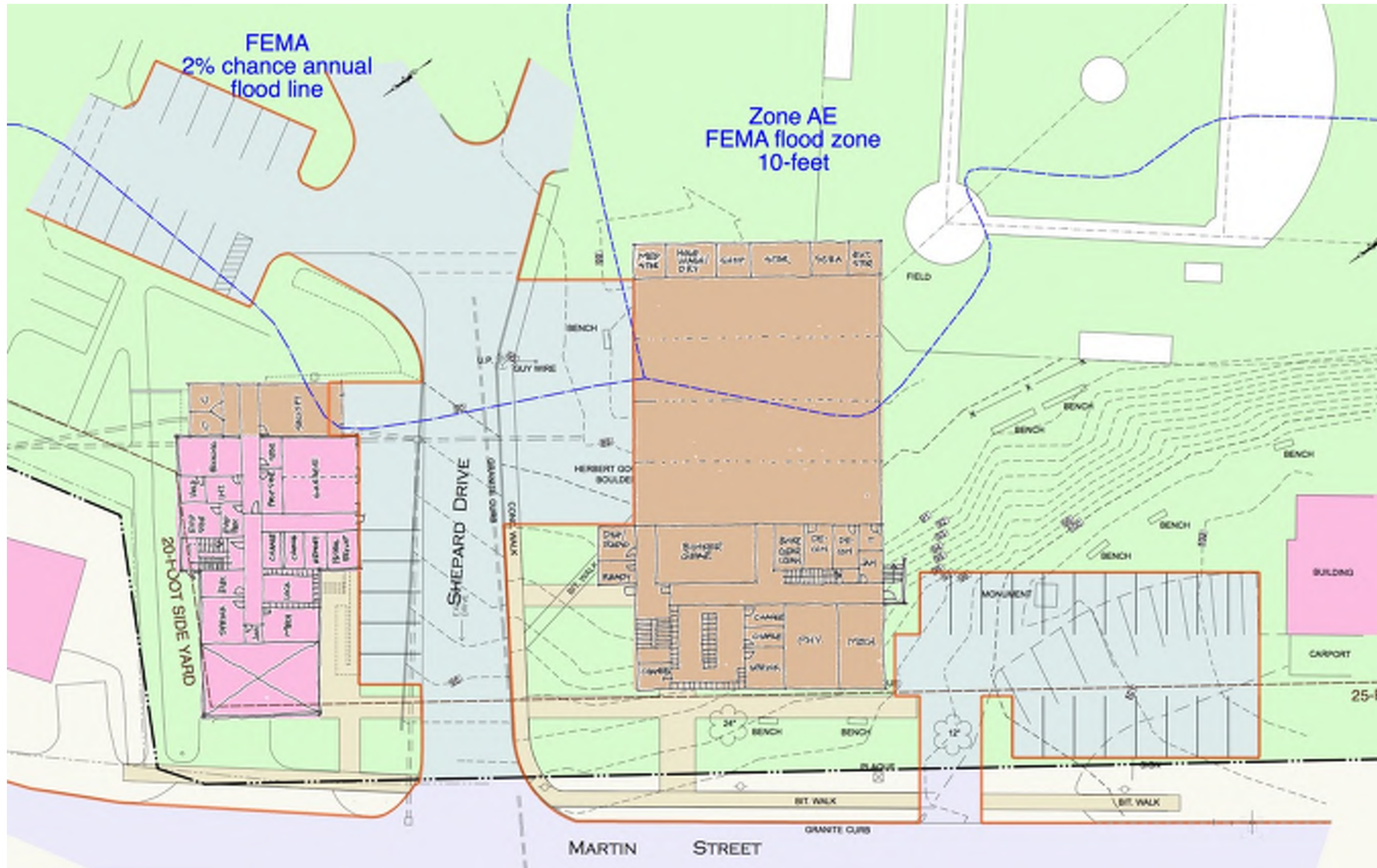
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Existing Building



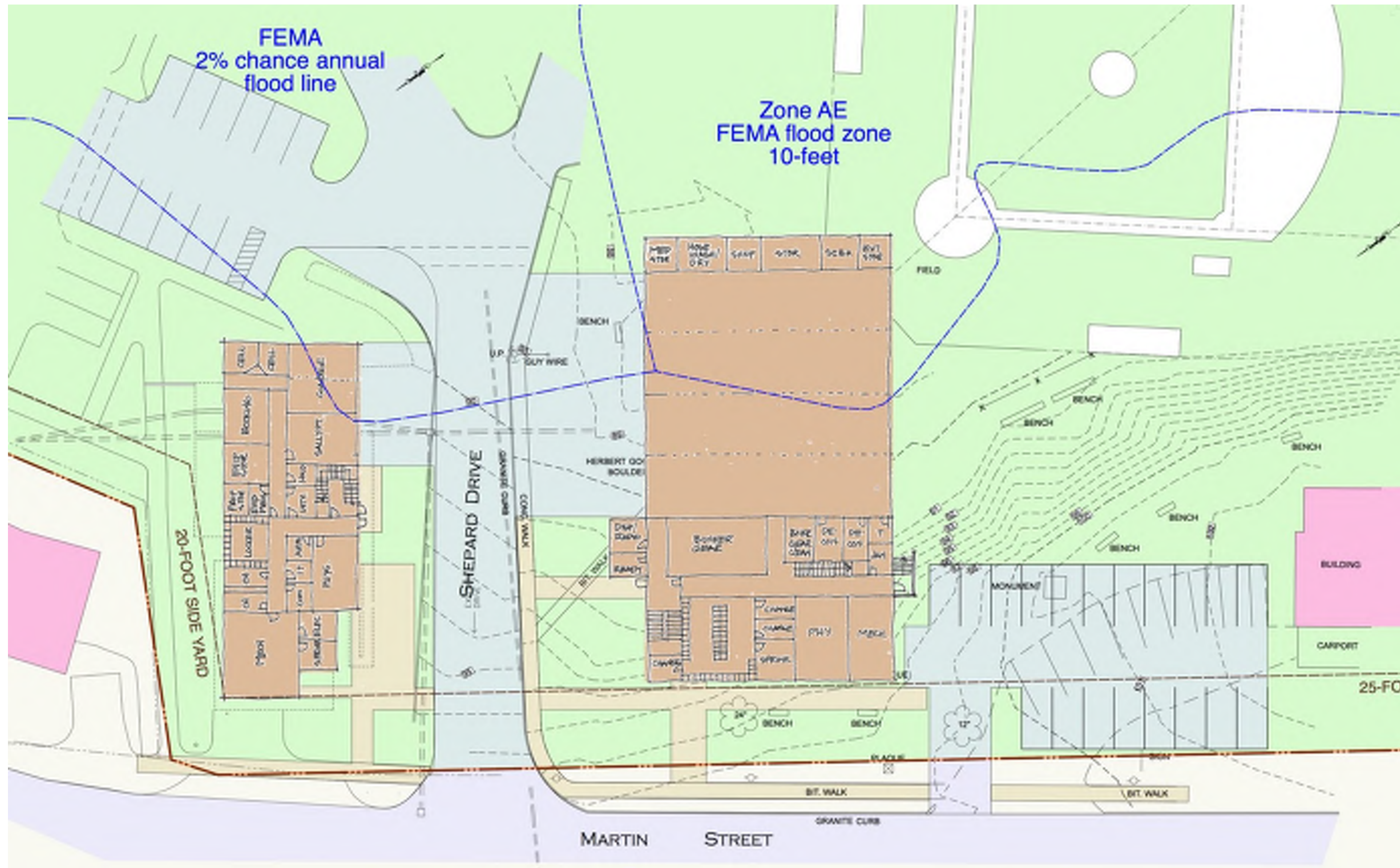
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Option 1A Existing Site: Police (Reno) - Park Site: Fire (New)



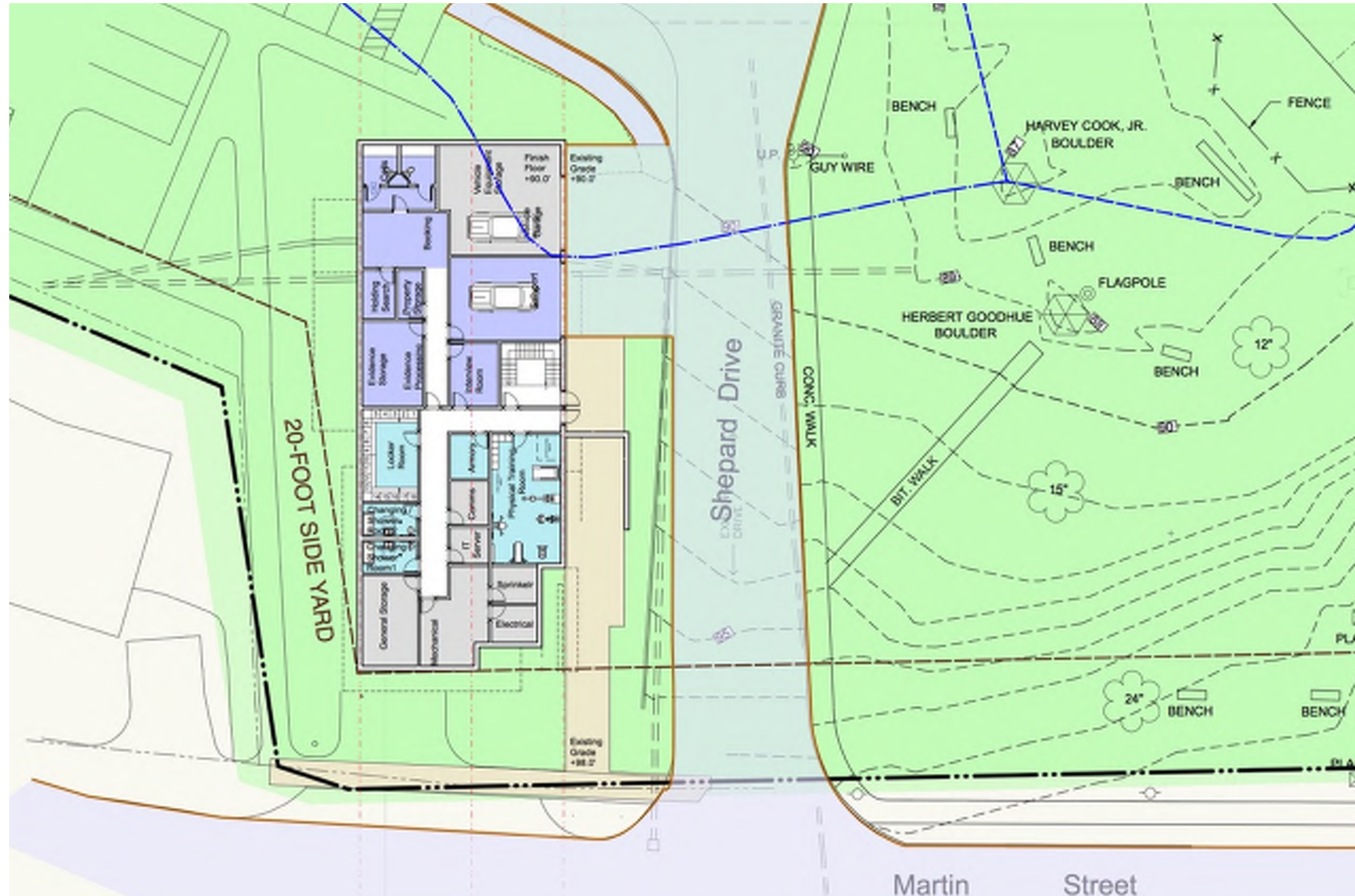
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Option 1B Existing Site: Police (New) - Park Site: Fire (New)



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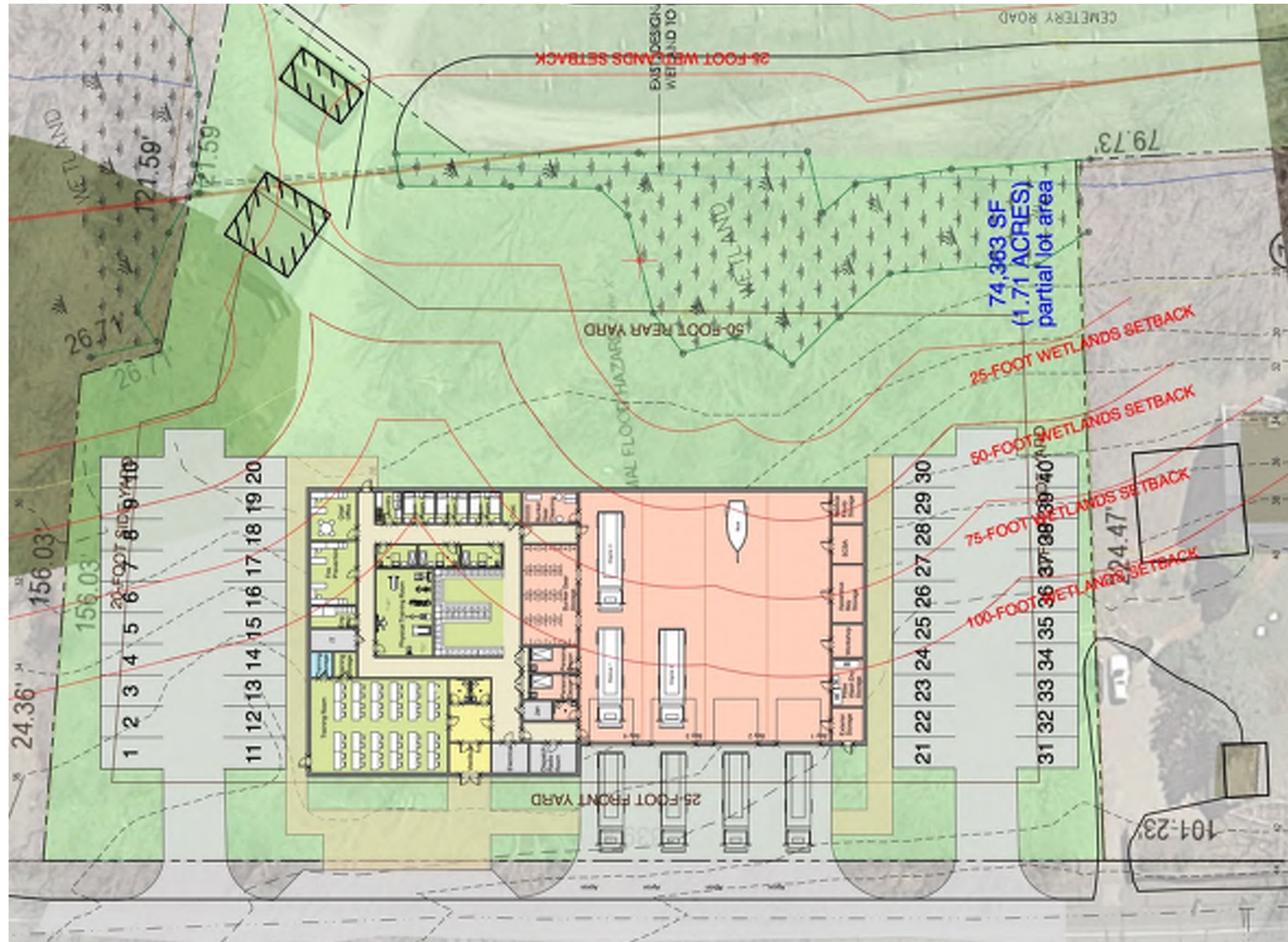
Existing Site: Police



The site plan illustrates the proposed new building and its surroundings at the intersection of Martin Street and Shepard Drive. The building footprint is centrally located, with a detailed floor plan showing various rooms including a Training Room, Training Storage, Conference Room, Lunch Room, Com. (Communications), Public Lobby, Finish Floor (+102.0'), and several offices (Chief, Admin Assistant, Harbor Master, Sergeant, Detective). The building is situated adjacent to Shepard Drive to the west and Martin Street to the south, with a granite curb along the intersection. To the east of the building is a parking lot containing several benches, a flagpole, and a monument. The surrounding landscape includes a field, a fence, and various trees and shrubs. The plan also shows existing grade lines and proposed grading.

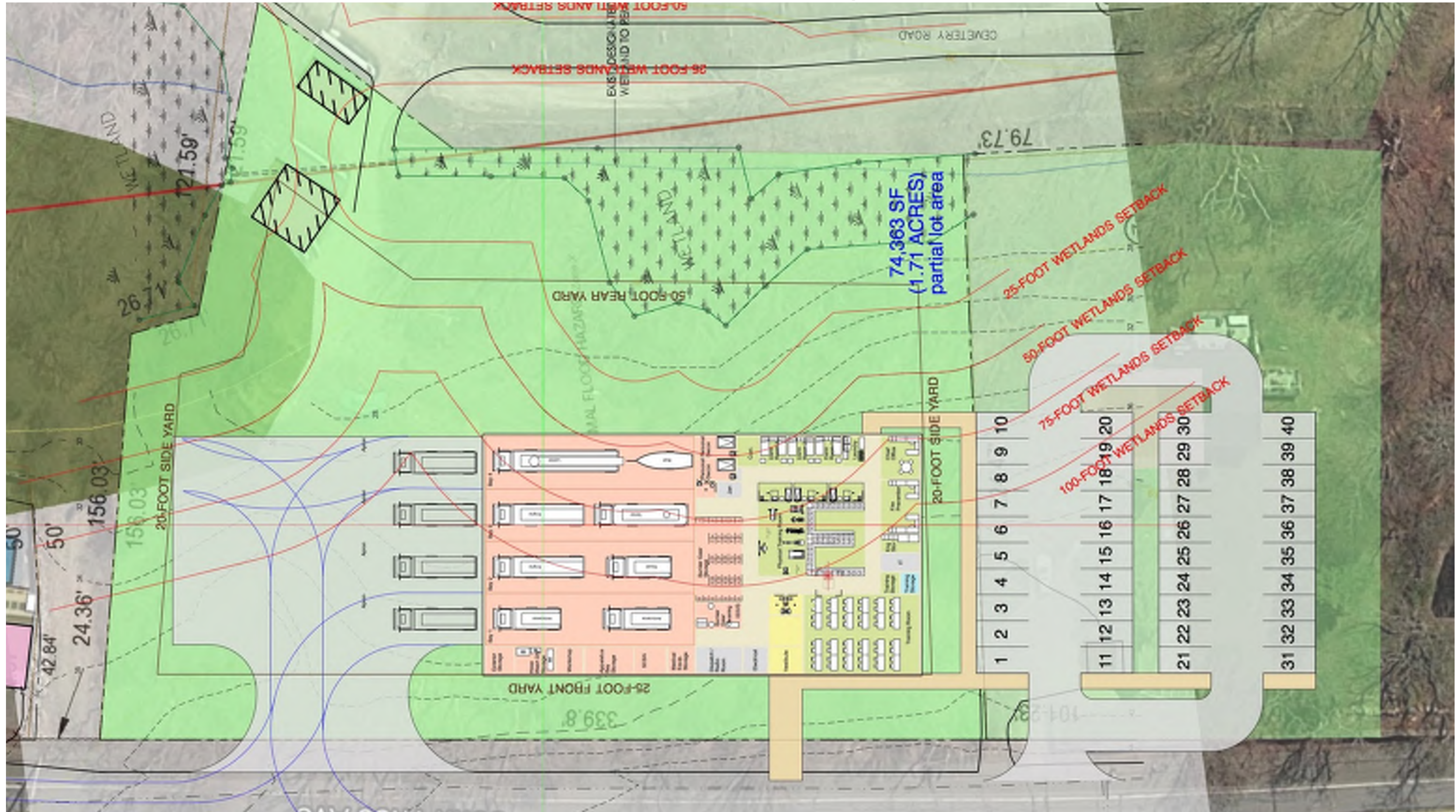
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John Wise Site: Fire



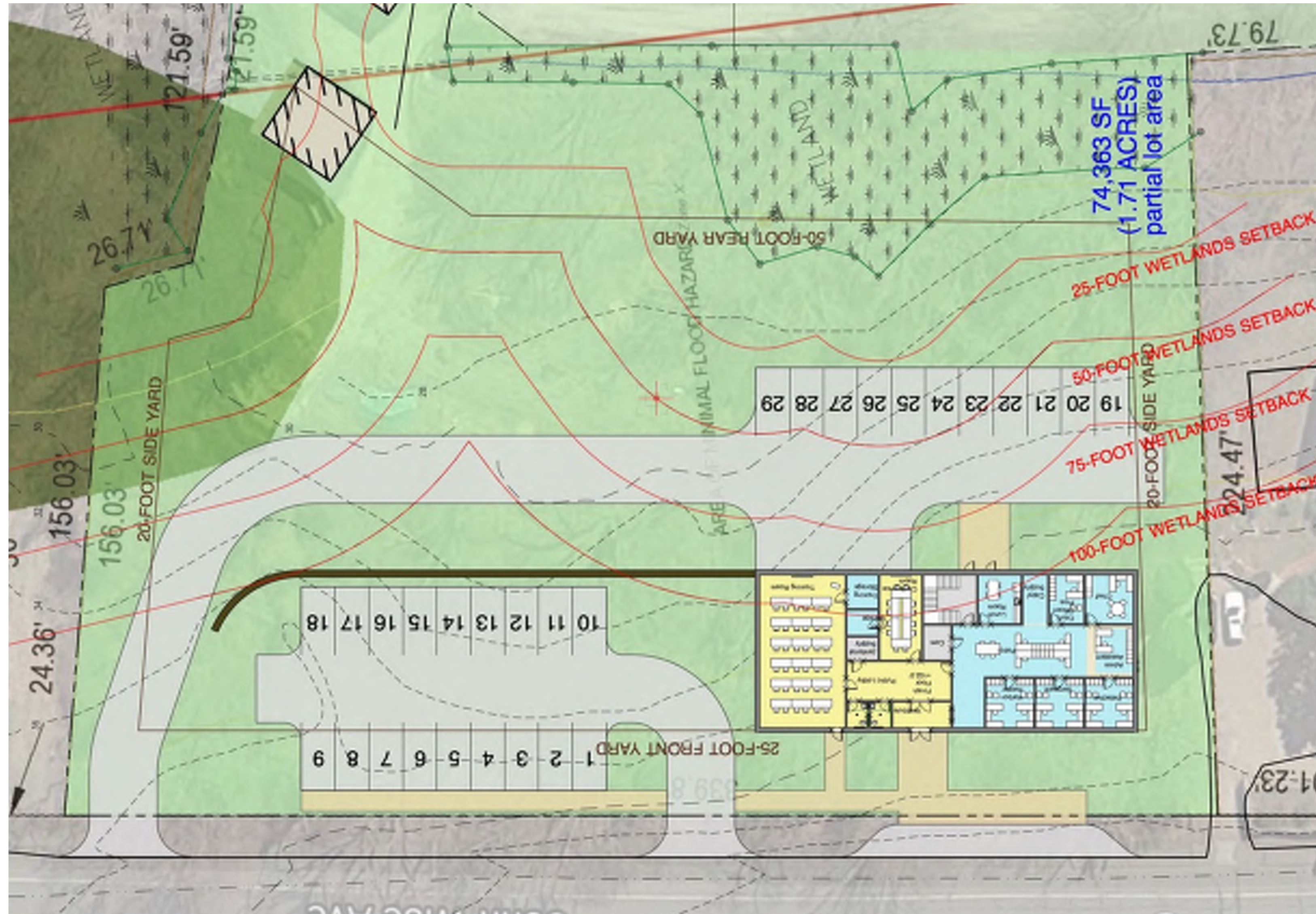
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John Wise Site with Additional Property: Fire



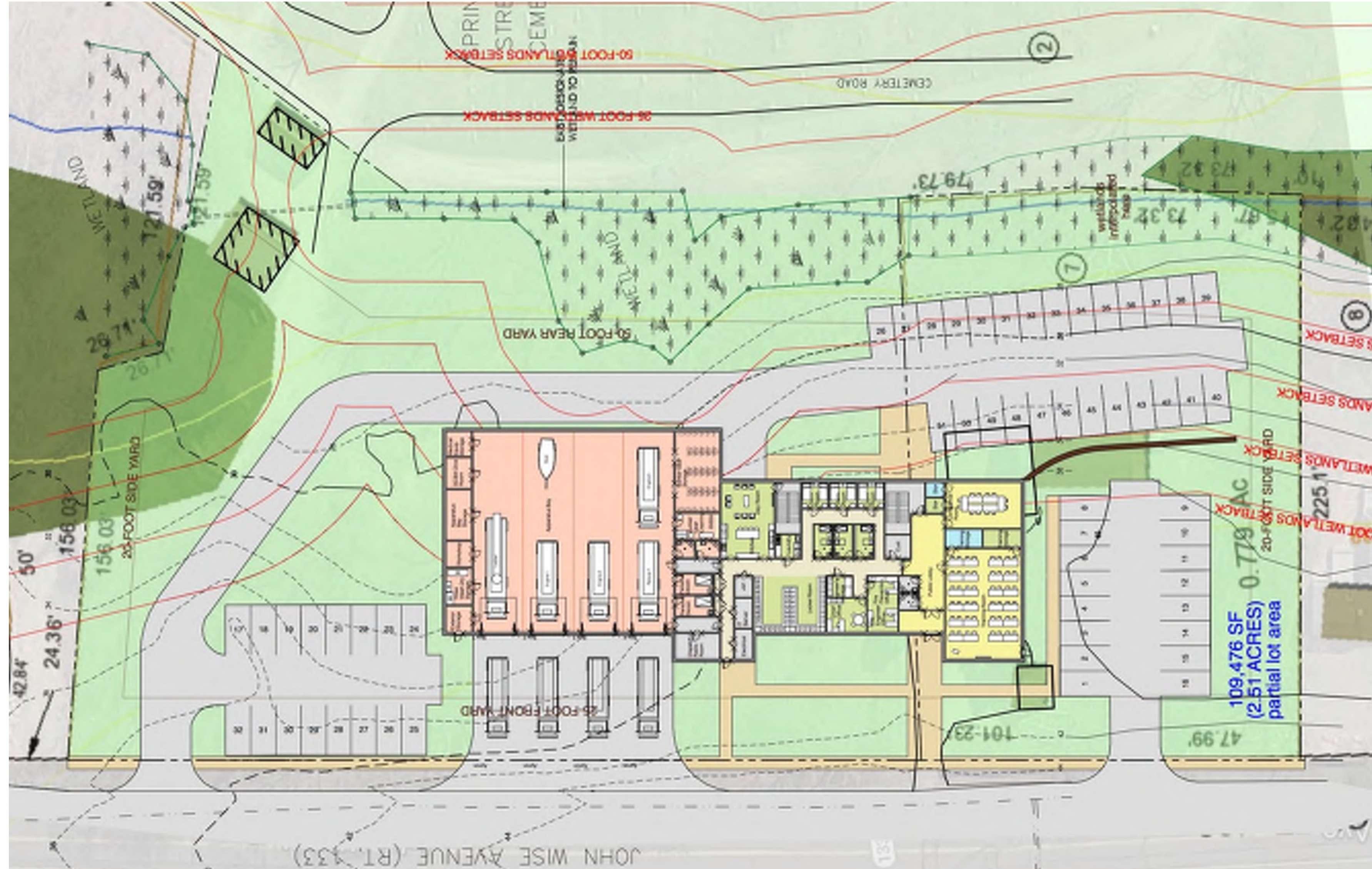
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John Wise Site: Police



Essex Public Safety Building Project

John Wise Site: Police Fire Combo



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Western Ave Site: Police Fire Combo



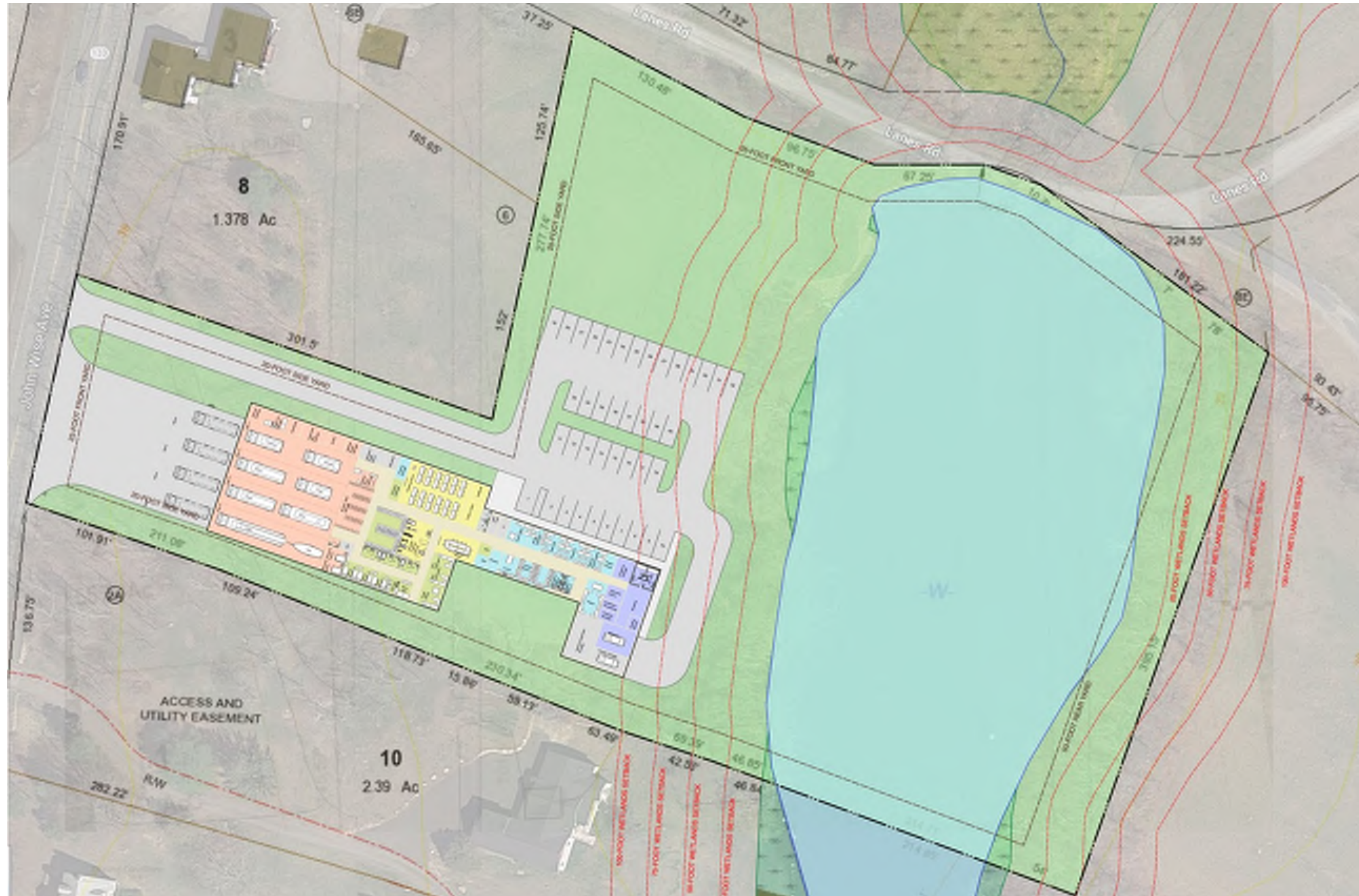
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7 Lanes Road: Police Fire Combo



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7 Lanes Road: Police Fire Combo



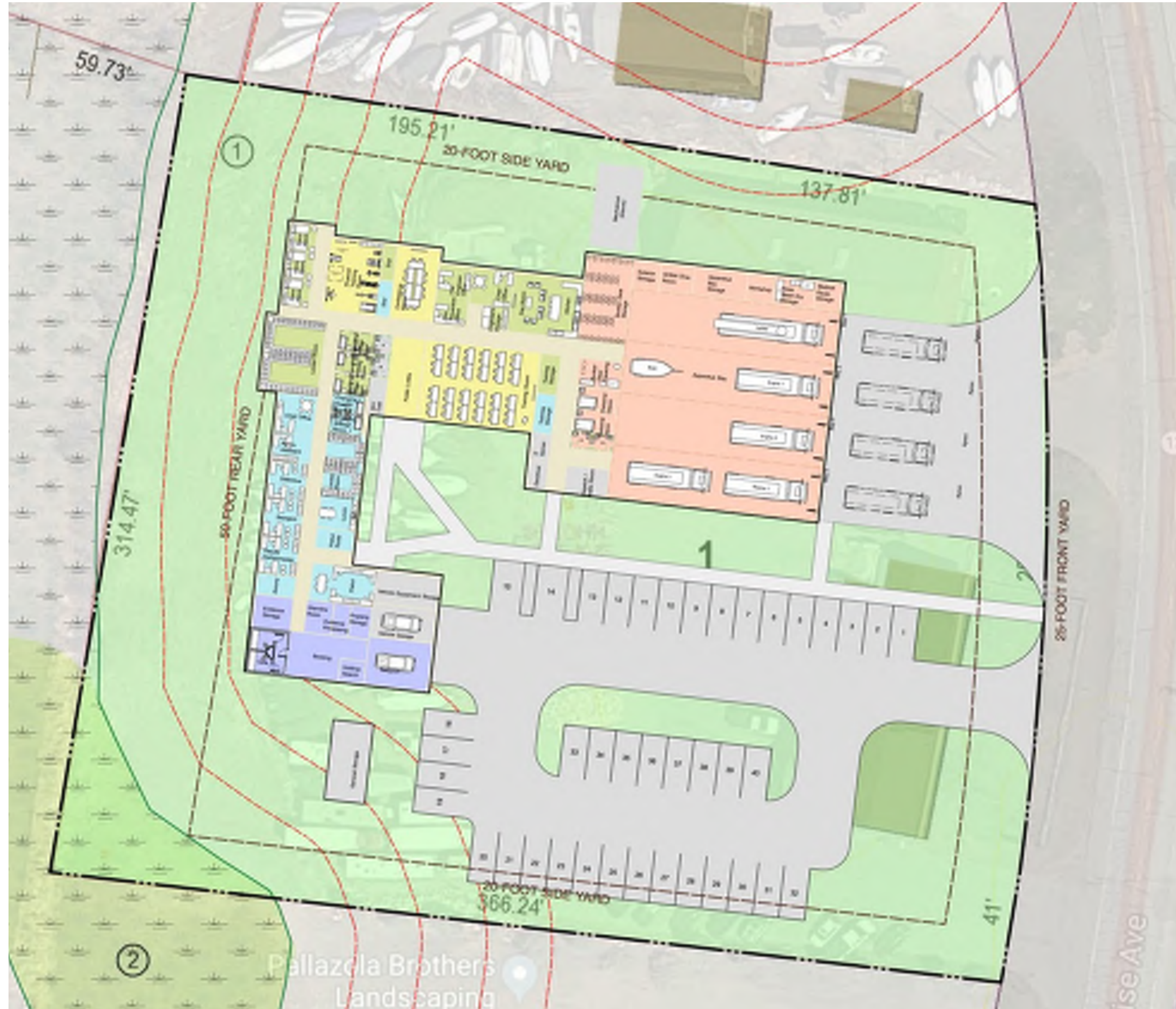
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7 Lanes Road: Fire



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60 John Wise Avenue Site: Police Fire Combo



60 Eastern Avenue: Police Fire Combo



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Differential Site Project Costs

	Existing Site New Police Station				John Wise Site Fire Station				Total	Western Ave Combined Public Safety					
Construction															
Site Development															
Demolition													Allow	\$25,000	
Haz Mat				Allow	\$75,000										
Regrading												1,900	CY	\$14.00	\$26,600
Fill						11,250	CY	\$45.00	\$506,250			5,400	CY	\$30.00	\$162,000
Blasting & Removal														Allow	\$25,000
Retailing Walls						240	LF	\$750.00	\$180,000			125	LF	\$300.00	\$37,500
Roadways & Parking		18,750	SF	\$4.50	\$84,375							40,000	SF	\$4.50	\$180,000
Sidewalks		3,600	SF	\$1.25	\$4,500							500	SF	\$1.25	\$625
Stormwater System					\$25,000			Allow	\$150,000					Allow	\$75,000
					\$188,875				\$836,250	\$188,875					\$531,725
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 Police Station				Allow	\$300,000										NA
Subtotal Temporary Facilities					\$300,000										
Project Expenses															
Moving to Temporary facility					\$10,000										NA
Subtotal Proj Expenses					\$10,000										
Total Conceptual Comparative Ballpark Estimate of Differential Project Costs					\$1,248,875.00			\$836,250.00	\$2,085,125						-\$568,275
Differential															\$2,653,400

Essex Public Safety Building Project

Town Building Committee

Sign-In List

Location: Town Hall, 3rd Floor

Date: 12/13/2018

Name

Email

1 ✓ Tim Dorman

tim.dorman@NHS.com

2 ✓ PETER SILVA

PSILVA@ESSEXMA.ORG

3 ✓ PAUL FRANCIS

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4 ✓ Colleen Enos

Colleenmenos@gmail.com

5 ✓ Dan Dorce He

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6 ✓ Andrew Spinney

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7 ✓ Ramie Reader

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8 ✓ LISA O'DONNELL

lodonnell@essexma.org

9 ✓ Charlie Storey

cstorey@harpool.com

10 ✓ STEVEN ROBERT

SROBERT@JANEN-ROBERTS.COM

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Tina Lane
21 Lanes Road
12/13/18

Town Building Committee Public Forum

Comment:

I would like the school site to also be considered as a safety building site. The site could be reconfigured for both the school and safety building. I would like to challenge the design team to create something that is appropriately sized and affordable for our taxpayers on land that we already own.

1. School site is 9.75 acres (per Patriot Properties)
2. We have schematics for police & fire facilities on much smaller lots (per 12/4 /18 designer presentation)
 - a. 60 Eastern 1.55 acres
 - b. 60 JWA 2.5 acres
3. The school currently houses grade K-5
 - a. The school once housed grades K-8
 - b. The regional agreement specifies that grade K-4 students be served in town
 - c. The courtyard area is large enough that the footprint of the current safety building can fit inside.
4. The on site safety building can provide an extra level of security for the school
5. The on site fire station can inspire future on-call firemen. The service of our on-call firemen is a cost savings to the town and that value should be appreciated.
6. The wet areas of the school site can be filled
 - a. The city of Boston is built on fill
 - b. The pond, which was once part of the elementary school experience is now considered a risk and has been fenced off
 - c. The investment in site costs on town owned properties will offset the cost to purchase then demolish the structures on a private property
 - d. Filling the wet areas at the school are preferable to reworking the JWA site near the cemetery or the Memorial Park and ball fields
7. Purchasing (or taking) private property takes it off the tax roll
 - a. It is not a politically popular option as demonstrated by the Village Restaurant effort.
8. Essex has demonstrated our commitment to the School District by voting for the construction of the HS, MS and now the elementary school in the town of Manchester. The district should recognize the relative limited resources of our town and accommodate this request to share the land that is currently leased to the district.