

**TOWN OF HUBBARDSTON**

**REPORT  
OF THE LONG RANGE FACILITIES  
PLANNING COMMITTEE**

**March 23, 2015,  
Amended  
April 14, 2015**

## TABLE OF CONTENTS

<b>Content</b>	<b>Page</b>
<b>I. INTRODUCTION</b>	<b>1</b>
<i>A. Committee Charge</i>	1
<i>B. Committee Members</i>	2
<i>C. Town Buildings</i>	2
<b>II. EXECUTIVE SUMMARY</b>	<b>2</b>
<b>III. REPORT DETAILS</b>	<b>4</b>
<i>A. Demographic Analysis</i>	4
<i>B. Committee Process and Decision Points</i>	5
<i>C. Department Reports of Existing Programmatic and Structural Deficiencies of Buildings</i>	7
1. Slade Building – COA and Senior Center	7
2. Slade Building – Hubbardston Police Department	9
3. Hubbardston Fire Station One	13
4. Jonas Clark Library	15
5. Town Offices - Slade Building and Jonas Clark Library (Basement)	18
<i>D. Departmental Existing and Future Needs (Including Square Footage)</i>	22
1. COA and Senior Center	22
2. Police Department	23
3. Fire Department:	24
4. Town Library	26
5. Town Offices	27
<b>IV. DISPOSITION OF REPLACED BUILDINGS</b>	<b>27</b>
<i>A. Fire Station 1:</i>	28
<i>B. Slade Building:</i>	28
<b>V. RECOMMENDATIONS</b>	<b>28</b>
<b>VI. PROJECT COSTS AND FUNDING MECHANISMS</b>	<b>28</b>

## I. INTRODUCTION

### A. Committee Charge

At its meeting on September 23, 2013, the SelectBoard of the Town of Hubbardston charged the Long Range Facilities Planning Committee (the “Committee”)

- to evaluate the condition of all (non-school) Town-owned buildings,
- to develop a plan, or options of several plans, identifying those buildings requiring renovation or replacement, setting the priority or phasing of such renovation or replacement projects, along with estimates regarding cost and tax impacts, and
- to recommend the plan or plans to the SelectBoard, the Finance Committee and the Town.

This charge instructed the Committee to:

- Use a true civic engagement process to complete all phases of the review, deliberation and recommendation process.
- Establish key points throughout process for informing the public of the issues and needs, seeking public input and feedback and develop consensus-based recommendations.
- Gather and review all existing studies that detailed existing conditions of town-owned facilities, roadways and other existing or needed infrastructure.
- Gather and review all existing studies reports, if any, which detailed the current and future programmatic needs of all town departments to ensure effective provision of municipal services.
- Interview town staff to gather data, if none exist, or to verify that existing studies reflect current and future needs.
- Complete an assessment to determine the problems or issues that need to be resolved regarding the Town’s facilities.
- Through the Town Administrator, seek assistance as needed to clarify technical issues regarding building conditions, cost estimates, etc.
- Use the departmental programmatic needs as guides, and establish a prioritized list of all facility and infrastructure needs, along with options, if any exist, for the resolution of existing needs.
- Establish two to three scenarios in which the various necessary facility improvements can be approached and phased, with consideration given to phasing of various projects or determining the pros and cons of combining two or more departmental needs in shared spaces.
- Work with the town administrative and financial staff to prepare recommendations regarding funding of facility improvements and to estimate the cost of such projects to the average homeowner.
- After seeking public feedback on possible scenarios, develop a recommendation on a

long range plan (timeframe TBD) for addressing all facility needs.

## **B. Committee Members**

Consisting of eight members, the Committee was constituted to include representatives of the decision making committees (SelectBoard and the Capital Improvement Committee) as well as major user groups (public safety, senior center and town offices) and at-large members representing the diverse nature of the Town's residents (young families, singles, multi-generational family units, and seniors):

- SelectBoard representative – Jeff Williams
- Capital Improvement Committee representative – Bill Murray
- Senior Center representative – John Nason
- Public Safety representative – Police Chief Dennis Perron
- Citizen At Large – Susan Rayne
- Citizen At Large – Sanda Barry
- Citizen At Large – Paul Hale (Committee Chair)
- Town Administrator – Anita Scheipers (Ex Officio)
- Library Director – Jayne Arata (Ex Officio)

## **C. Town Buildings**

The buildings under evaluation consist of the following:

- The Slade Building – housing Town Offices, the Police Department, and the Senior Center
- The Jonas Clark Library Building – housing Town Offices and the Town Library
- Fire Station 1 (located on Main Street) – housing certain equipment of the Fire Department
- The DPW Building (located on Route 68) – housing the Highway Department

## **II. EXECUTIVE SUMMARY**

The deficiencies of the Town's buildings have been well documented in numerous reports over nearly 20 years, beginning with a review of the Jonas Clark Library's condition in 1997. While modest repairs have been attempted over the course of this multi-decade period – many at the hands of their occupants – the condition of the buildings has nonetheless declined precipitously. Meanwhile, the needs of the Town have grown and expanded, and laws governing accessibility and public safety have changed, during this same period. The Town is now at a critical juncture: it must decide whether it will accept the unacceptable legal risks presented by the continued and largely unmitigated decay of its buildings – including the Library, a building on the National Register of Historic Places – or whether it will move forward with safe, up-to-date, and attractive facilities that reflect not only the Town's history, character, and values but the respect and pride

that it has for its dedicated public servants – and for itself.

This current state of affairs is particularly perplexing given the Town’s affluence and youth: the median age of its residents is 41, and its median income is 23% higher than that of Massachusetts’ residents statewide. The gap between the current state of the Town’s buildings and the requirements of applicable law is outside the scope of the Committee’s charge but has been documented elsewhere, and this documentation has not been ignored by the Committee in its analysis and recommendation. Aside from potential legal exposure this gap presents, the consequences of which could be devastating, the operation of these deficient buildings – at a time where energy costs are volatile – is expensive and wasteful. The only rational explanation for this penny-wise and pound-foolish approach is that the Town is unaware of the consequences of the *status quo*, and implicit in the SelectBoard’s charge was a mandate that the Committee remedy this failing.

Following its extensive analysis, which included public comment as well as the engagement of an architect to review and validate its findings, the Committee has unanimously voted to recommend that the Town move forward with construction of a new combined Police and Fire Public Safety Building and a new Senior Center, both on the 12-acre parcel presently contemplated to be conveyed to the Town by the Massachusetts Department of Conservation and Recreation (“DCR”), as Phase I, after which the Slade Building would undergo renovation to house all Town Offices as Phase II, and finally after which renovation of the Library could proceed with full benefit of all available grants as Phase III. Construction of a new Town Hall to house the Town offices was seen by the Committee as not politically achievable at this time.

The total cost of the Phase I effort is estimated at approximately \$6.1 million in 2015 dollars, after application for grants and other cost-shifting and deferral strategies.<sup>1</sup> Costs for Phases II and III are estimated at \$1.15 million and \$2 million in 2015 dollars, respectively, again after application for grants and other cost-shifting and deferral strategies.<sup>2</sup> Based on 2015 valuations, the property tax impact to residents – if all Phases are undertaken as a singly financed effort – is anticipated to be less than \$300 per single family residence per year over the anticipated 40 year borrowing term. The Committee believes that this conservative, multi-phased approach offers a reasonable and politically achievable opportunity for cost savings in both the short and long term – especially when the potential for attorneys’ fees, fines, penalties, and damages are factored in.

After nearly 20 years, the time has come for the Town to move forward with this undertaking, not only for reasons of legal compliance and risk management, but for reasons of enlightened self-interest. Town buildings are the first indicium of a community’s self esteem; they show to visitors what the Town thinks of itself, how it treats its public servants, and how it welcomes and attracts new residents, new businesses, and new investment. The face of the Town should be looking upwards with vigor and enthusiasm towards the future, not downwards in embarrassment from neglect. The current deplorable condition of its buildings is entirely inconsistent with the Town, its character and values, its history, and its best interests. The Town

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<sup>1</sup> “Town of Hubbardston Building Needs Assessment”, prepared by Hale Architects, March 23, 2015 (the “2015 Hale Assessment”), pp. 9-10.

<sup>2</sup> The 2015 Hale Assessment, *supra*, p. 10..

simply must do better – and it can – for the reasons and in the manner described in this report.

### III. REPORT DETAILS

#### A. Demographic Analysis

The demographic information made available to the Committee is set forth below.

Where We Are: The Central Region - Hubbardston is located in the “Central region”<sup>3</sup> and presently has a population of 4,514 according to the Town’s 2014 census.

Our Population is Growing - Continued population growth in the Central region over the next several decades is anticipated; total growth is projected to be 9.5% over 20 years. But growth will not be linear; by 2025 to 2030 the annualized rate is expected to slow to just below 0.2% percent per year.<sup>4</sup>

Who is Here in Terms of Age - The Central region population “bubbles” around the elderly and young families, with the young family population “bubble” in the Central region currently larger than that of the elderly.<sup>5</sup> And the Central region continues to attract a steady stream of young families in their later twenties and thirties. Because the number of deaths is expected to rise with the aging of the population — coinciding with the aging of the resident population, particularly the sizable baby boom generation - the next elderly population “bubble” is not forecast until 2060.<sup>6</sup>

The median age of Hubbardston residents is 41.<sup>7</sup> Of this population, 720 (16%) are 60 and older – a percentage substantially less than that of the Central region.<sup>8</sup> This percentage is not predicted to increase substantially by 2030.

Who is Here in Terms of Financial Resources - Hubbardston residents’ median income is \$81,478 (as compared with \$66,519 for all Massachusetts residents and \$52,961 for all US residents) and their average net worth is \$667,098 (as compared with \$681,959 for all Massachusetts residents and \$495,893 for all US residents).<sup>9</sup> Hubbardston residents’ median income exceeds that of Massachusetts’ residents by 22% and that of US residents by a whopping 53%. Their average net worth is only 2% below that of Massachusetts’ residents but nearly 35% higher than that of US residents.

Demographics Summary - Hubbardston is a young and relatively affluent town, demographically speaking.

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<sup>3</sup> *Long Term Population Projections for Massachusetts Regions and Municipalities*, Renski et al., November 2013 (the “Donahue Report”).

<sup>4</sup> The Donahue Report, *supra*.

<sup>5</sup> *Ibid.*

<sup>6</sup> *Ibid.*

<sup>7</sup> [http://www.realtor.com/local/Hubbardston\\_MA/lifestyle](http://www.realtor.com/local/Hubbardston_MA/lifestyle).

<sup>8</sup> *Ibid.*

<sup>9</sup> *Ibid.*

## B. Committee Process and Decision Points

Beginning in 2013, the Committee reviewed the following reports containing previous assessments of the building and infrastructure needs of the Town:

1. Hubbardston Community Needs Assessment (MRPC, 2014).
2. Municipal Building Capital Needs Study (Lamoureux Pagano Associates, 2012).
3. Hubbardston Town Center Public Water and Sewer Feasibility Study, (MRPC/Weston & Sampson, 2011).
4. Slade Building Assessment of Veneer Brick Deformation (Chenot Associates Inc., 2009).
5. Hubbardston Industrial Development Committee Report (D. Simmerer, 2008).
6. Hubbardston Accessibility Plan (Mazik Consulting Services, 2007).
7. Municipal Facilities Needs Analysis (J. Stewart Robert & Associates, 1998).
8. Jonas Clark Library Feasibility Study (Mahon Wong Associates, 1997).

The Committee chose the 2012 Municipal Building Capital Needs Study (the “LPA Report”) as the most recent and complete source of information on the condition of Town-owned non-school buildings.<sup>10</sup> The details of this report provided the Committee’s main reference points, with the other studies providing supplemental information.

After reviewing these reports, the Committee met with Town staff, the users of the buildings, to identify existing operational issues with the buildings as well as known programmatic needs not met by the buildings. From these discussions, the Committee decided that, because it is newer and better maintained, the DPW Building would be excluded from the Committee’s charge. The Committee therefore chose to focus its attention on the following buildings, housing the following departments and functions:

1. Slade Building – Senior Center, Police Department, Town Offices.
2. Jonas Clark Library – Town Library, Town Offices.
3. Fire Station 1 – Fire Department.

To ensure its objectivity, the Committee developed a scorecard evaluation tool (Appendix A) to measure the level of need for repairs or improvements to each building. Using this tool, the Committee’s priorities as of May 13, 2014 (Appendix B), were, in descending order:

1. Slade Building – Police Department.
2. Fire Station 1 – Fire Department.
3. Slade Building – Town Offices.
4. Slade Building – Senior Center.
5. Jonas Clark Library – Library.

The Committee agreed that any plan would require robust public input in order to be

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<sup>10</sup> Available on-line at [http://www.hubbardstonma.us/pages/HubbardstonMA\\_Webdocs/munneeds.pdf](http://www.hubbardstonma.us/pages/HubbardstonMA_Webdocs/munneeds.pdf).

accepted and supported by the Town. Historically, financial or capital planning meetings have had limited public attendance, so the Committee decided to use both a citizen survey and public meetings to gain as much public feedback as possible, using the citizen survey as the main tool. The citizen survey (Appendix C) asked Hubbardston residents

- Whether, and how well, they understood and agreed with the deficiencies of the Town buildings,
- In what order they felt repairs to or replacement of the Town buildings should be completed, and
- What funding mechanisms they thought the Town should use to pay for these repairs and improvements.

The survey was distributed at public meetings and at the Senior Center, Library, Police Station, and other Town offices, and was not mailed to all residents. The Committee received 94 usable responses (Appendix D). The majority of the respondents preferred a “repair-only” project for the Jonas Clark Library, the replacement of Fire Station 1, and the replacement of the Slade Building in the context of housing the Police Station and the Senior Center. The data was not clear when it came to Town Offices. In contrast to the Committee’s priorities, then, citizen responses established the following order for which projects should be undertaken:

1. Slade Building - Senior Center – Replacement.
2. Slade Building – Police Department – Replacement.
3. Fire Station 1 – Fire Department – Replacement.
4. Jonas Clark Library – Library – Repair.
5. Slade Building – Town Offices – Repair and/or Replacement.

Of the 94 respondents, 54 felt the repair and replacement efforts should be bonded within the limits of Proposition 2½, and 40 felt they should be bonded outside of Proposition 2½.

The Committee also held a public meeting on May 27, 2014 to inform attendees about the known building deficiencies, to answer any questions they had regarding known building needs, and to obtain feedback similar to that sought on the citizen survey. Approximately 50 people attended this meeting and heard presentations from various Town staff and officials regarding the structural and programmatic deficiencies of the Town buildings. Key points received as public feedback at this session included:

- Concerns that a lack of proper maintenance of Town buildings has led to the existing state of their disrepair and the need for now costly repairs.
- Claims that the population of elementary school age children is forecasted to be decreasing in the future, which might allow use of a portion of the Hubbardston Center School to be used by Town offices (but *cf.* Demographic Analysis, above).
- The desire that, since it appears likely that the Town will acquire the 12-acre parcel on Rt. 68 from DCR (the “DCR Parcel”), thanks to the efforts of the Council on Aging (“COA”) and the Senior Center Building Committee, the Town’s priority be the construction of a new Senior Center building on that parcel.



In September of 2014, based on the feedback received through the citizen survey and the May 2014 public meeting, the Committee met to re-evaluate its priorities and voted them as follows:

1. Construction of a new Senior Center Building on the DCR Parcel.
2. Construction of a new combined Police and Fire Public Safety Building on the DCR Parcel.
3. Renovation of the Slade Building to house all Town Offices.
4. Renovation of the Library, following the relocation of Town Offices to the renovated Slade Building.
5. Construction of a new Town Hall to house all Town Offices either on the DCR Parcel or at the site of the Slade Building following its demolition.

In March 2015 the Committee met again to re-evaluate its priorities and voted them as follows:

1. Construction of a new Senior Center Building and a new combined Police and Fire Public Safety Building on the DCR Parcel.
2. Renovation of the Slade Building to house all Town Offices.
3. Renovation of the Library, following the relocation of Town Offices to the renovated Slade Building.

Further information about this plan may be found in Sections V and VI of this report.

### **C. Department Reports of Existing Programmatic and Structural Deficiencies of Buildings**

The following details the known deficiencies of each building as it relates to the structural issues and the programmatic issues faced by the Town department(s) and function(s) housed in that building.

#### **1. Slade Building – COA and Senior Center**

The Hubbardston Senior Center currently serves 253 seniors from around the region who participate in a diverse range of health, wellness and social services and other programs organized and operated by the COA such as cards, puzzles, bingo, Wii bowling, weekly card parties (cribbage and pitch), dinners, social events, meetings, trips to Foxwoods and Mohegan Sun, and bus trips to holiday entertainment. The Center is located in the Slade Building in a space measuring approximately 1,750 square feet that houses an open program and meeting area, the Director's office, the Mart Drivers' scheduling station, the kitchen, one restroom, storage shelves and lockers to hold the supplies used for programs, the utility panels for the Slade Building electricity and telephone, and the access door to the basement crawlspace. The active seniors in Hubbardston have expressed their desire for a facility that will

meet their needs and keep them in their homes and in their community.

a) **Applicable Criteria:**

None. However, the Director of the COA, in cooperation with the Senior Center Building Committee, studied what works for seniors in neighboring communities having senior centers around the Commonwealth, measured those results, and determined the needs of Hubbardston seniors and the resulting spatial requirements. The COA and the Senior Center Building Committee conveyed these results to an architectural consultant, Paul Lieneck of Ashby, MA, which resulted in his cost projections (Appendix E).

b) **Building Physical Deficiencies:**

- (i) Inadequate Bathroom Facilities – one unisex bathroom
- (ii) Inadequate Kitchen Facilities – too small
- (iii) Lack of Private Office and Meeting Space
- (iv) Lack of Space for Multiple Activities

c) **Resulting Operational Deficiencies:**

- (i) ***Inability to Provide Suitable Bathroom Facilities*** – The Center has only one unisex bathroom, inadequate when 30 – 40 seniors attend multi-hour programs. People have to wait to use a toilet, which is not always feasible when dealing with individuals with age or disease related intolerances. The current layout makes it difficult for senior center volunteers or caregivers to help an individual with a walker or wheelchair to use the bathroom.
- (ii) ***Difficulty in Meal Preparation*** – The kitchen is used to prepare the twice-weekly MOC congregate meals, daily coffees, and program refreshments. The MOC Meals require heating up in the oven or on the stovetop, and the space is not big enough to fit the three MOC staffers as they attempt to cook and access the refrigerator, sink or dishwasher. A small counter area makes food preparation and serving difficult.
- (iii) ***Lack of Privacy*** – When seniors use the Center to seek out information that can improve their lives, they need a quiet space in which to discuss sensitive and confidential information. Except for the bathroom or the rear exterior porch, there is no area in the Center in which people can shut a door and have a confidential discussion. The Director needs an office with a door to create such a private space for such discussion, as well as to store confidential documents in a secure location.
- (iv) ***Inability to Offer Health Care Programs*** – The lack of a private space to meet with health care providers for such events such as Blood Pressure

Clinics, Dental Care Clinics, Podiatry Clinics, and Flu Shot Clinics, means that the Town will be unable to provide such needed services until a larger, multi-room facility is found.

- (v) ***Inability to Offer More Programs*** – Demand for programs is increasing. The Center is unable to schedule concurrent programs within the Slade Building due to lack of square footage and for lack of walls to separate the various activities such as Wii Bowling and Chorus practices. The lack of square footage also limits the size of events the Center can host. A recent performance of the International Veterans Chorus was held at the Hubbardston Center School, but the refreshments were at the Senior Center, causing the crowd of seniors to walk between the buildings and squeeze into the Center for post-concert refreshments. When the Senior Center has a program that has a speaker scheduled for a particular time period, other activities cannot be conducted at the same time due to the space limitations. If the senior isn't interested in the program being held during that time period, his or her only option is to stay home. This restricts the numbers of seniors using the Senior Center on a regular basis.

## **2. Slade Building – Hubbardston Police Department**

The Hubbardston Police Department is a full time department served by 7 sworn full time staff, 4 reserve and part time officers, and 1 part time civilian clerk, all occupying a space of approximately 1,758 square feet. The current manned coverage is 24 hours a day and 7 days per week. In addition to routine patrols, the Police Department conducts accident investigations, burglary and personal property damage investigations, speed monitoring and traffic safety, and preventative policing, and cooperates with state and other local and federal crime prevention operations. In addition to its standard police duties, the Police Department is mandated by Massachusetts law to maintain on-going in-service training for a variety of likely police responses including: domestic disturbance, drug control and responses, fire arms use and training, assistance and response to persons with mental health issues, general public safety concerns, crisis control and a responses to a wide variety of modern societal issues. Policing is no longer simply a patrol and response activity. Police departments are being asked to do more social interventions and community policing than ever before. In order to meet these modern and changing demands, a police department must have facilities to meet this variety of needs, which are constantly changing and increasing in responsibility and infrastructures.

### **a) Applicable Criteria:**

In Massachusetts the local police department is responsible for more than simply keeping the peace. Existing laws and regulations as well as local needs establish what constitutes a police department and how that department is allowed to serve the public. It also dictates the manner of serving the public. These laws regulate the interaction between police officers and potential offenders, witnesses, and

victims of crime. These individuals have rights and are owed responsibilities by officers when taken into custody. Massachusetts General Laws and regulations, along with federal law and the United States and Massachusetts Constitutions, dictate many of these interactions. Examples of current law and regulations include:

- (i) Massachusetts regulations require that a town having a population greater than 5,000 have a secure lock up. Hubbardston's population is currently 4,514. The Town's population continues to grow and the Town should prepare now for this eventuality. The lack of a sufficient secure lock up places officers and detainees in close proximity. When this happens individuals are at risk of injury or worse. Absent a secure lockup, the Police Department will have no way to separate identified parties within the required parameters of Massachusetts law (male/female/juvenile) when it becomes applicable to the Town. And as it relates to interaction between witnesses and victims of crime, in most cases victims of crime are not supposed to interact with suspected perpetrators of crime.
- (ii) Federal and state rules of evidence require that controlled substances and evidence chains be handled through many levels of standards of access, holding and presentation. The Town's current facilities put the preservation and security of evidence at risk, which compromises the Commonwealth's ability to successfully prosecute accused criminals.
- (iii) The privacy of victims of crime must be preserved, while the rights of the accused must be equally maintained, under both the federal and state constitutions.

Currently, the condition of the Slade Building makes adherence to these and other applicable standards unachievable absent significant workarounds that are increasingly and unfairly burdensome on the officers and staff and, if litigation on these deficiencies were to be brought against the Town, could prove more costly than the building of a new facility. This is due, in part to the reasons as noted below:

**b) Building Physical Deficiencies:**

- (i) Lack of Space in General
  - Non-secure – inadequate office space, locker space, training space
  - Secure – no secure lobby, booking area, lock up, storage for evidence and files, due to inadequate doors and drop ceilings
- (ii) Building Condition
  - Failing Building Envelope
  - Electrical, Asbestos and Other Potential Hazards
  - Lack of Smoke and CO Detectors and Fire Suppression System

- Lack of Ease of Accessibility
- Inadequate Parking

**c) Resulting Operational Deficiencies:**

The following is a list of operational issues caused by building deficiencies:

(i) Lack of Space (secure and non-secure):

- Non-secure Space:
  - Lack of space requires that Sergeants share an office, leaving little room for officers to conduct sensitive interviews.
  - Lack of locker space means that officers cannot secure their belongings.
  - The lack of training space prohibits the Police Department from using the facility for training and allowing the Town's Police Department to act as "host" and thereby receive free or reduced rate training for staff. This lack of ability to host costs the Town training dollars that could be better spent on better, more regular, and on-site training.
- Secure Space: One of the foremost criteria for a police department is the ability to ensure a secure space. Secure space is needed for a variety of purposes:
  - Staff need to know that the space they are working in is secure and that the information that they are privy to will be kept confidential to protect the rights of the public, victims and the accused. In many cases some of these spaces are external to the Slade Building, where a staff member is coming in or off from duty and has the potential to interact with members of the public in a non-secure space (such as inside the Slade Building).
  - Witnesses need to know that the space they are interviewed in is private and secure from view or hearing of persons in public spaces.
  - The accused are innocent until judged by a court of law and are entitled to a right of privacy with legal counsel, right of privacy from public view, and a secure, safe space where they are not able to influence, assault or injure themselves or others.
  - A lack of private meeting space also affects the ability to have confidential conversations with victims, officers, and command staff.

The operational issues caused by a lack of secure space include the following:

- The lack of a secure booking area places both the detainee and the officer in potential danger.
- The lack of a secure lobby (no commercial grade doors, drop ceiling)

requires the Police Department to keep it closed to the public when not monitored. Consequently, the Police Station cannot be a baby safe haven nor can it act as a safe, secure place for victims in need.

- The drop ceiling in the space creates a lack of secure space to house weapons and evidence because it could allow anyone in the building to reach them; this potentially compromises public safety, the safety of the Town's officers, and the ability of the Commonwealth to prosecute.
- The lack of secure storage for computer servers and documents and records as well as evidence and other necessary items needed to properly function as a police department permits unauthorized access.
- The lack of a secure lock up (to keep juveniles and adult females separate from adult males), which will be legally mandated once the Town's population reaches the statutory level.
- The lack of a secure exterior area to process vehicles and related evidence potentially compromises the ability of the Commonwealth to prosecute.

(ii) Building Condition related issues:

- Poor air circulation and poor heating and air conditioning make for an unpleasant atmosphere in which to work. Lack of a tight building envelope allows snow to accumulate around the windows and doors. Snow penetrates the windows and doors, as does cold and hot air. The air conditioning breaks down on a monthly basis and the heating and cooling are very uneven, making the building very uncomfortable. Both heating and air conditioning, when working, are uneven and extremely inefficient. This creates the dual condition where the town is spending money unnecessarily to heat a poorly insulated facility and one that does not support the infrastructural needs of the department.
- Numerous electrical hazards within the Police Station. Bare wires are sticking out of walls and electrical strips are overloaded due to the lack of outlets to service the multitude of computers and electrical devices.
- Worn and cracking asbestos tiles are cracking and wearing through to the sub-floor.
- Ceiling tiles and heat registers regularly fall from the ceiling due to their age and condition.
- There are no fire suppression systems or fire/smoke/carbon monoxide detectors in the building, which places staff, visitors and prisoners at risk.
- The ramps and railings are in poor condition, making it difficult to provide full services to any individual in a wheelchair or with other physical impairments without substantial workarounds that are difficult to execute and could expose the Town to liability.
- The heavy public use of the shared parking lot makes it difficult for the police to safely exit the parking lot when attempting to respond to emergency calls.

### 3. **Hubbardston Fire Station One**

The Hubbardston Fire Department provides fire protection and prevention services and emergency medical services (“EMS”) to the Town and assists nearby communities with mutual aid support. The Department is a combination department served by four full-time firefighters and paramedics, including the chief, and 12 on-call fire fighters and EMTs. The current manned coverage is 11 hours a day, 7 days per week. There is no in-house staff at either facility<sup>11</sup> between 6 pm and 7 am. The department operates four pumpers, two ambulances, a pickup with plow, a command vehicle and a brush truck to protect the 4,514 residents living across 41 square miles of the Town of Hubbardston. The department responds to an average of 500 fire, rescue, and EMS calls each year.

Fire Station 1 is located on Main Street (Rt. 68). Built in 1961, this 53-year-old, dilapidated building is responsible for protecting over \$2.5 million of fire-fighting apparatus and equipment. Due to the health and safety problems at Fire Station 1, listed below, the Town leases space at the Breezy Hill commercial facility located one mile from Fire Station 1 on a month-to-month tenancy at will to house the ambulance and EMS units, offices, crew space, and training room. This situation is unstable and potentially dangerous, because as a tenant at will the Town could be ordered to vacate out of this leased space at any time. Such an event would leave the Town with no place to house administration, training, EMS, and general department operations and threaten the existence of its Fire Department.

#### a) **Applicable Criteria:**

The Fire Department acts to enforce state laws under the auspices of the Fire Marshal’s office, providing permits and inspections for a variety of uses, activities and facilities.

Because its mission includes Emergency Medical Services at the Paramedic Level, the Department provides the Town with an increased level of service. This increased level of service requires that Department staff train and be updated on a regular basis to maintain quality of care.

#### b) **Building Physical Deficiencies:**

- (i) Lack of Ease of Accessibility
- (ii) Lack of Necessary Facilities (kitchen, dining, bunkrooms, full restrooms, decontamination areas)
- (iii) Lack of Floor Structural Support for Apparatus
- (iv) Porous Cinderblock
- (v) Lack of Adequate Space for Apparatus and Equipment
- (vi) Failing Overhead Doors

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<sup>11</sup> Fire Station 1 and the rented facility at Breezy Hill.

- (vii) Inadequate HVAC
- (viii) No Vehicle Exhaust System
- (ix) No Functioning Emergency Alarm System

**c) Resulting Operational Deficiencies:**

There are numerous building deficiency issues that prevent the Department from utilizing the Station 1 building normally as a fire station, including the following:

- (i) Access to Station 1 is difficult for people with disabilities who have a right to meet with fire department personnel, conduct routine business or participate as volunteers. (Note: The Breezy Hill location has the same problem.)
- (ii) Station 1 has no kitchen or dining area, no bunkrooms, and no decontamination area. It has a cesspool septic system that is not adequately designed for the building, and the water (even after running through a filtration system) is not potable and leaves a heavy layer of iron residue on all fixtures. The Town has had to compensate for this lack of functionality by leasing the space at Breezy Hill. There is also no separate dressing area or other private area for female firefighters.
- (iii) Porous cinderblock walls: Water runs through the cinderblock walls when heavy rains occur, making it impossible to store any items along the walls at ground level.
- (iv) Lack of apparatus and equipment space: There is no room around the apparatus to work on them inside Fire Station 1 during the winter (one engine has a 3” clearance front to back), and there is no way to wash the road salt off during winter. Firefighters responding to motor vehicle accidents on the ambulance (housed at the Breezy Hill location) are without the protection of turnout gear, which is stored at Fire Station 1. Three vehicles are currently housed outside Fire Station 1 because of a lack of space in the bays; this leaves them subject to the harsh winters, unnecessarily increasing maintenance and repair costs.
- (v) Failing overhead doors: The overhead doors are old and must be manually raised and lowered. They have failed many times, causing injury to firefighters and increased cost to the Town due to those work related injuries.
- (vi) Inadequate HVAC: Even with the furnace running almost constantly, the apparatus bay still can barely be kept at 55 degrees F during the colder winter months, and the “living area” is not heated at all, causing pipes to freeze in the winter. Fire Station 1 cannot house an ALS ambulance and EMS supplies which need to be stored at specific temperatures. In FY2014 the Town spent over \$9,000 in heating oil and furnace repairs to Fire Station 1.
- (vii) There is no NFPA required vehicle exhaust system, so diesel exhaust fills the apparatus bay as well as the upstairs every time an apparatus is started, and the walls of the “living area” are blackened from the soot particles.



This exposes firefighting gear and equipment, and the firefighters, to the harmful exhaust.

- (viii) Ironically, there is no functioning fire alarm system and no sprinkler system to protect Fire Station 1 or the Town's firefighters.
- (ix) There is no automatic or permanent generator for emergency power supply; during the 2008 ice storm, the Department had to run a portable diesel generator inside Fire Station 1 intermittently for five days without power, to prevent it from overheating or filling the building up with too much carbon monoxide.
- (x) An ISO study revealed that the Town's full-time firefighter staff is not credited as providing fire protection because they are housed distant to the Fire Station 1. Currently, the full-time day staff firefighters must get in a vehicle and drive a mile from Breezy Hill to Fire Station 1 before being able to respond with a suppression piece on a fire call, leading to a significant delay in response as well as potentially higher homeowner and business insurance costs.

#### **4. Jonas Clark Library**

The Hubbardston Public Library was founded in 1872 and originally housed its collection of books in the local Mechanics Hall. In 1874, Jonas G. Clark, a native of Hubbardston and founder of Clark University in Worcester, purchased property on Main Street and funded the construction of a dedicated library building. A landmark and focus of community pride, the Jonas Clark Library is featured on Hubbardston's town seal. Designed by Elbridge Boyden and Son of Worcester, the Jonas Clark Library is in the Second Empire/Italianate style and is the Town's most important historic public building. It is listed on the Massachusetts and National Registers of Historic Places.

In addition to its intended purpose as a library, the Jonas Clark Library has housed town offices, a post office, a real estate office, a bank, various civic organizations as well as serve as a meeting place for community events. A gallery level was added to the adult reading room in 1929, remembered by many residents for its original, translucent, glass floor.

The Library provides standard library services to the public and is open 21 hours per week. It serves the Town's citizens as a meeting place, host of public events, and provider of materials and media. It allows patrons to borrow best-selling books, DVDs, audiobooks, magazines, and much more. Free internet access and full borrowing privileges on the C/WMARS online library catalogues are available to all patrons. The staff of 4 serves on average 150 to 200 people per week. The Library currently operates from only the first (main) floor of the Jonas Clark Library building.

##### **a) Applicable Criteria:**

The Town Library is certified by the Massachusetts Board of Library

Commissioners and operates pursuant to Board standards. The Town Library's mission statement is as follows:

*The Hubbardston Public Library serves to inspire and educate the public with free access to a large collection of books, magazines, historic archives, video and audio media, and the Internet. Through our educational and social programs, we strive to bring people together in the welcoming spirit of community and friendship.*

The Library is governed locally by the Hubbardston Public Library Board of Trustees, subject to the authority of the Massachusetts Board of Library Commissioners (the "MBLC"), the state agency statutorily charged to support, develop, coordinate, improve and promote library services throughout the Commonwealth.

The following are the minimum standards of service set forth by the MBLC and are calculated based on town population.

- (i) Open to all residents – M.G.L. Chapter 78, Section 19B (1); 605 CMR 4.01 (1)
- (ii) Make no charge for normal library services – M.G.L. Chapter 78, section 19B (2); 605 CMR 4.01 (2)
- (iii) Be kept open a minimum number of hours per week – M.G.L. Chapter 78, section 19B (3); 605 CMR 4.01 (3)
- (iv) Employ trained library personnel – M.G.L. Chapter 78, Section 19B (4); 605 CMR 4.01 (4)
- (v) Expend a reasonable portion of the library's total budget on library materials – M.G.L. Chapter 78, Section 19B (5); 605 CMR 4.01 (5)
- (vi) Lend books to other libraries in the Commonwealth – M.G.L. Chapter 78, section 19B (6); 605 CMR 4.01 (6)
- (vii) Report nonresident circulation – M.G.L. Chapter 78, section 19B (7); 605 CMR 4.01 (7) and 4.02

**b) Building Physical Deficiencies:**

The Jonas Clark Library's basic infrastructure is in critical need of upgrades in order to maintain its functionality as a library and as a Town focal point. In September 2011, based on public feedback via a Town survey and current library standards of service, the Hubbardston Library Board of Trustees commissioned an architectural study utilizing Community Preservation Commission funding to develop a strategic plan that would best preserve the historical aspects of the Jonas Clark Library while updating the building in compliance with applicable codes and addressing the needs of Town residents of all ages.

- (i) Lack of Ease of Accessibility
- (ii) Lack of Parking

- (iii) Building Envelope Deterioration
- (iv) Code Compliance and Safety Concerns
- (v) Failing and Inadequate Utilities and Infrastructure
- (vi) Lack of Space Due to Encroachments

**c) Resulting Operational Deficiencies:**

There are many issues the Library faces while operating under the constraints of a 140-year-old building with no current capacity for expansion:

- (i) Lack of Ease of Accessibility – The Library building’s multi-level structure requires an elevator to access all floors. The main and only public entry to the Library consists of 11 granite steps that can be slippery in the winter. The existing outdoor chair lift does not allow self-control of the unit and is limited to only certain types and sizes of wheelchairs. Additionally, the entrance door itself does not accommodate a person in a wheelchair. Persons requiring a bathroom with wheelchair accessibility must exit the building and go around the exterior of the building to use the restroom on the ground floor, where the Town Offices are located.
- (ii) Lack of Parking – Currently, Library visitors use the same limited parking area as do the Senior Center, Town Offices and Police Department, and parking spaces are very hard to find when Town Offices are open or when a COA event is in session. There is no designated handicap parking area, although there is a van-accessible parking space.
- (iii) Building Envelope Deteriorating – Various studies have identified structural and other issues with the masonry, gutters, roof, flashings, chimneys, and windows of the Library building. All are leaking and in need of repair or replacement. All the chimneys and brick exterior walls need to be repointed. The original wood windows have rotted and have air gaps that bring in cold air, wind, rain and snow to the interior of the building, contributing further to its decay. The original set of twelve granite steps were rebuilt in 2000, but are already settling out of alignment.
- (iv) Code Compliance and Safety Concerns – Other studies of the Library have detailed the deficiencies with the number and condition of egresses and railings and the presence of materials such as asbestos and lead paint. There is no fire or smoke detection or fire alarm system in the Jonas Clark Library building, potentially putting people at risk unnecessarily.
- (v) Utility Systems and Infrastructure –The electrical panel is fuse box and needs to be relocated and upgraded to handle the daily requirements of the Library. There are only three electrical outlets in each of the Library’s two rooms, for a total of six outlets, leading to the use of multiple extension

cords. This lack of electrical service prevents the Library from using multiple devices such as computers, the copier, scanner, printers, fans, etc. concurrently. Library staff must literally use only one or two devices at a time which leads to tremendous inefficiencies and prevents the Library from setting up technology stations for users to access electronic card files, data bases and the internet. The heating system, last updated in 2000, is inefficient and needs frequent repairs. There is no air circulation or air conditioning system in the Library.

- (vi) Inadequate Program and Collection Space – Currently, two-thirds of the Library building is being used by other Town offices, committees and departments. The Library’s third floor currently holds the Historical Society Collection and is in a degraded condition. The ground floor is occupied by the Town Offices and has been altered to provide office space for various town departments. The Library itself currently uses only 2,100 square feet of the Jonas Clark Library building, well below the amount recommended for the Town’s existing population. The lack of quiet study space, group meeting and program space limits collections and programming that can be offered to the Town to the detriment of its users.

#### **5. Town Offices - Slade Building and Jonas Clark Library (Basement)**

The Town offices that provide the administrative, financial, assessing, town clerk and land-use and permitting services are located in two buildings – the Slade Building and the Jonas Clark Library, in its basement. These offices house 14 full and part-time staff people as well as numerous town officials who serve on the Town’s various elected and appointed boards and committees.

The square footage in the Slade Building is 1,117. The south west corner of the Slade Building houses office spaces as follows:

- (i) SelectBoard and Town Secretary.
- (ii) Town Administrator.
- (iii) Treasurer.
- (iv) Town Accountant.
- (v) One general meeting room.
- (vi) Furnace room.
- (vii) Filing and storage for the Cemetery Commission, Community Preservation Committee, Finance Committee, Historical Commission, and the Open Space Committee.

The square footage in the Jonas Clark Library basement is 1,579, in which are housed the following office spaces:

- (i) Town Clerk.
- (ii) Tax Collector.

- (iii) Building Department.
- (iv) Planning Board.
- (v) Board of Health.
- (vi) Conservation Commission.
- (vii) Board of Assessors.
- (viii) Filing and storage for each of these offices.
- (ix) One small general meeting room.
- (x) Furnace room.

a) **Applicable Criteria:**

There are numerous state, federal and local laws and mandates that dictate what services these Town offices and departments provide and how the Town must provide them, such as:

- (i) Open Meeting Law and Handicap Access - The Commonwealth requires that all public meetings of the Town's various boards and committees are open to the public in an accessible location. Town offices are also required to be accessible to all individuals requiring Town services.
- (ii) Confidentiality - There are many personnel and other discussions that take place regularly in Town offices that are required by law to be confidential.
- (iii) Voting - The Town Clerk's office is required to allow absentee ballots to be cast for all local elections. This process often involves individuals coming in to the Town Clerk's office to vote prior to the date of the election
- (iv) Retention of Public Records – The Town cannot simply scan and then dispose of hard copy original documents; under law it must retain them. The Secretary of State regulates how long the Town must retain original paper documents prior to seeking permission to destroy or dispose of them. The length of time depends on the type of document. For example, a letter received from an outside agency may be able to be disposed of after 2 to 3 years (depending on the subject matter), and certain payroll records must be kept permanently.

b) **Building Physical Deficiencies:**

- (i) Lack of Ease of Access.
- (ii) Lack of Office Privacy.
- (iii) Inadequate Office and Task Lighting.
- (iv) Inadequate Heating and Cooling.
- (v) Aging and Inefficient Windows, Doors and Utility Systems.
- (vi) Overcrowded Site and Offices and Lack of Storage.
- (vii) Potentially Hazardous Conditions.

c) **Resulting Operational Deficiencies:**

- (i) Lack of Ease of Access –The walkways, doorways, office entrances, service counters, bathrooms, and other structures and features of the Slade Building do not permit ease of access by handicapped persons. In 2007, Hubbardston completed the required ADA Self Evaluation and Accessibility Plan, identifying perceived deficiencies to be corrected in the Town offices and proposing dates for the work to be completed. Most of those corrections have not been completed due to lack of funding authorized by the Town. Issues of lack of accessibility could result in fines or orders to re-hold meetings.
- (ii) Lack of Adequate Office Privacy –
  - In both locations, all but one office have partial walls or shared space. The noise and disruption this causes makes it difficult to get work done or to serve Town residents in an undisturbed, professional manner. Additionally, the partial walls in the Slade building and the shared and open office spaces in the Library basement make it difficult to have confidential discussions on sensitive and confidential matters such as: personnel issues, legal issues, requests for death certificates, or discussions on back taxes owed, because the lack of closed space means that these conversations can be overheard. When it is necessary, or preferred, to have confidential conversations with residents, Town staff is often forced to hold the conversations squeezed into corners, speaking in low volume, or going outside, no matter the weather. Town residents and staff deserve the ability to discuss difficult issues without a loss of confidentiality and personal comfort.
  - As for storage of sensitive records, while both the Slade Building and the Jonas Clark Library have security alarm systems, there is no individual control for each office, so once the alarms are deactivated, any vacant office is at risk for being accessed by unauthorized individuals; open counters, a simple drop ceiling system, and basic file drawer locks are no deterrent.
  - The Town Clerk’s office currently has no private space for a voter to fill out an absentee ballot, resulting in awkward work-arounds.
- (iii) Inadequate Office and Task Lighting - In the Slade Building, when the original classroom spaces were divided to create offices, the Town built spaces with 7/8<sup>th</sup> height walls to avoid having to redo the lighting and the heating sources for each space. As a result, offices lack adequate light where the rows of ceiling lighting are blocked by the partial walls. All lights are operated by one bank of light switches by the entrance door, and individual offices are not able to control lighting in their own spaces.
- (iv) Inadequate Heating and Cooling – Both locations of Town offices have inadequate heating and cooling:

- In the Slade Building, despite the original intent of not having to redo the heating sources for the space, the heating and cooling of the Town offices is compromised by the existence of the 7/8<sup>th</sup> height walls which block proper circulation of heated and cooled air, because these systems are operated with central thermostats that prevent modification of the offices' temperatures to adjust for the lack of proper circulation. The aging furnace in the Slade Building services the Town offices area, as well as the Police Department and the Senior Center.
  - In the Jonas Clark Library, the aging furnace services all three floors of the Library, but the single thermostat is located on the second floor, housing the Town Library which is opened at limited hours. Because the Town Library is not usually open when Town offices are open, Town staff have no way to increase or decrease the heat as needed. Air conditioning in these Library basement offices is done through the use of inefficient window air conditioners – which do not cover all of the office areas.
- (v) Overcrowded Site and Offices –
- The Town offices share a driveway and entrance with the Police Department, the Senior Center, the Library, Center School staff, and the transportation vans for the Center School special education program. As a result, parking spaces are limited when the Senior Center holds an event or when the Library is open.
  - Most of the Town's offices are overcrowded and do not contain adequate workspace for the multiple staff and Town officials assigned to the spaces. Even if the offices in the Library basement were rearranged, the spaces would still require substantial modification and repair and any changes to layout must be approved by the Library Board of Trustees.
  - Lack of secure storage space for necessary files and equipment is also an issue. As discussed previously in this report, the Town's paper records must be stored pursuant to the retention schedule maintained by the Commonwealth. Because there is insufficient storage space, many file cabinets line the hallways and meeting spaces, and many of the Town's old records are stored in the second floor of Fire Station 1; to retrieve them Town staff must drive over to the station and bring the heavy boxes back to their offices.. Consequently, record storage and retrieval is both burdensome and inconvenient, and as the number of records increases capacity becomes problematic.
  - A lack of meeting rooms forces many committees to meet in the Senior Center, which limits the Center's ability to use its own space.
  - A lack of storage for custodial and office supplies forces the Town to purchase small quantities of supplies at a time and makes it impossible to take advantage of discount pricing afforded through bulk purchasing.
- (vi) Adjacencies of Town Offices – Many of the Town's offices have only one person on staff at any given time. Most communities establish cross

training and collaboration between offices to allow an employee in one office to assist a resident seeking services from another office during those times that a staff person may be on vacation, out sick, or at a meeting. This is a sign of strong customer service, but it requires offices to be adjacent to each other. Because the Town's offices are split between two buildings, this level of coverage and service is simply not possible. Having all offices in the same building would allow for improved communication between offices and staff and allow for enhanced collaboration, improving and enhancing customer service.

(vii) Potentially Hazardous Conditions –

- Several of the office and meeting areas in both buildings have asbestos tile floors that are cracking and loose.
- Sections of broken tile have simply been removed (but not replaced) in some floor areas to eliminate the friable material, but full abatement will soon be needed.
- There is no fire alarm system.
- The electrical panels of both buildings are insufficient to support the use of the necessary office equipment and technology.

(viii) Aging and Inefficient Windows, Doors and Utility Systems – A lack of proper insulation and drafty windows and doors make it difficult to keep Town offices warm in cold weather. In the Slade Building, the old aluminum frame windows are in poor condition, allowing air leaks, and the double glass panes have lost their seals leading to windows appearing clouded. In the Library basement, the old wood sash windows are loose, rotten, and allow major air infiltration. Most Town personnel in both buildings are forced to use portable space heaters near their desks for warmth in the winter – which further burdens the electrical systems and causes circuit breakers to trip. During very cold weather, employees have to take turns using their space heaters to avoid overloading the electrical circuits.

## **D. Departmental Existing and Future Needs (Including Square Footage)**

### **1. COA and Senior Center**

The Senior Center space requirements have been identified by the Senior Center Building Committee in conjunction with the technical assistance of architect Paul Lieneck of Ashby, MA. The desired space groupings are as follows:

- a) Large Main Meeting and Activity Room – this space should be multifunctioning to allow diverse programs to use the space and, preferably, should be able to be broken up into smaller spaces by use of sliding, dividing walls to allow multiple



- events to take place concurrently.
- b) Commercial Kitchen – An efficiently designed commercial kitchen with adequate storage of food and serving supplies is needed to serve MOC meals and other meals and program refreshments.
- c) Meeting Room and Library – this would be a quiet space available for activities such as reading, small meetings, and group discussion programs. This space could easily be made available to other town committees for evening meetings.
- d) COA Director’s office
- e) MART Drivers Transportation Office
- f) Wellness Office – a small space to be used for confidential discussions or for health clinic exams
- g) Vestibule, Waiting, and Sign-In Area – many seniors rely on transportation by others and often need to wait for their rides.
- h) Custodial Closet and Storage and Utilities Rooms
- i) Cable TV Control Room

According to Mr. Lieneck, a minimum of 6,500 square feet is needed to house these activities, indicating that the construction of a Senior Center is necessary.

## 2. Police Department

In general terms a police station requires two distinct space groupings:

- a) Public Spaces: Public spaces are those that are open to the public and simultaneously provide a secure interface for staff and other public users to meet in a controlled environment. Modern police stations provide for public meeting spaces that can be used for meeting rooms, minor interactions between police and public (such as fire arms applications, finger printing (for identification purposes)), counseling purposes, community policing facilities, training facilities, and emergency operation centers (during times of weather, disaster, or social need).
- b) Secure Administrative and Operations Spaces: These spaces include the areas needed for:
  - (i) Command and Administration portions of the Police Department.
  - (ii) Dispatch and Communications
  - (iii) Investigations and Detectives
  - (iv) Armory and Evidence and Records all of which need to be located in a secure, limited access area.
  - (v) Locker Rooms for both male and female patrol staff.
  - (vi) Interview and pre-release
  - (vii) Maintenance facilities to support all areas of the facility.
  - (viii) Technology spaces
  - (ix) Mechanical rooms and spaces
  - (x) Prisoner processing and custody areas consisting of:

- Sally port - an enclosed garage that prevents prisoners from leaving a vehicle into an un-controlled space.
- Weapons Safes - to temporarily secure an officer's weapon, prior to prisoner processing
- Prisoner Booking and Processing areas - these areas usually include temporary holding cells, breathalyzer, evidence collection and temporary storage areas, prisoner wash-down areas and other standard booking activities.
- Detention Facilities - these facilities must meet the criteria of the Department of Public Safety and the Mass. Department of Public Health to protect the health, safety and welfare of prisoners. Detention facilities must:
  - Be monitored on a regular basis. While incarcerated no juvenile or person of the opposite sex can be incarcerated in the same area or within sight of or reach of someone of the opposite sex or juvenile.
  - Have specialized sinks and toilets within each cell that allow maintenance from outside the cell.
  - Provide a bench or bed.
  - Be secure to external conditions.

The total square footage needed to house these Police activities is a minimum of 6,700, indicating that the construction of a police station is necessary.<sup>12</sup> This square footage could be reduced if Police activities are housed within a combined Police and Fire Public Safety Building in which common spaces such as meeting and training rooms are shared.

### 3. Fire Department:

Unlike the Police Department, where much of the response is directed from the dispatch to cruisers in cars, Fire Department and EMS responses rely on the apparatus and the equipment in its building. As such, most responses are from a central location in the community. This permits on-call responders the ability to gain access to support vehicles and respond to accidents, fires and similar occurrences quickly with the gear and apparatus that they need. In general terms, a fire station requires five distinct space groupings:

- a) Public Spaces: Public spaces are those that are open to the public and simultaneously provide a separate interface for staff and other public users to meet in a controlled environment, away from apparatus and response areas. Modern fire stations provide for public meeting spaces that can be used for meeting rooms, public activity and training (CPR Classes, First Aid, Fire Prevention training facilities) and emergency operation centers (during times of weather, disaster, or social need).

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<sup>12</sup> 2015 Hale Assessment, *supra*.

b) Apparatus and Support Spaces:

- (i) Spaces need to be sized for the equipment needed. Overhead doors are usually oversized to allow ease of backing or entry by fire trucks and equipment with large mirrors and tall heights. Large sized doors are usually automated for fast response and energy conservation.
  - (ii) Floors are designed to support the weight of the water-carrying pumper trucks.
  - (iii) Specialized ventilation is needed to prevent the accumulation of diesel fumes, Carbon monoxide and other noxious exhaust by-products. These by-products also coat and potentially contaminate gear.
  - (iv) Pumper fill-stations that can fill a pumper in a reasonable amount of time to permit rapid repeat responses.
  - (v) External and detachable communications and power to keep the equipment on the apparatus operational at all times.
  - (vi) Support spaces allow for the maintenance of apparatus and gear. This usually includes workspace for small engine repair. Turn-out gear is typically located between housing areas and apparatus bays.
  - (vii) A decontamination area is required for both the Fire Services and Emergency Medical Personnel responding to hazardous waste scenes or medical emergencies where gear and personnel become contaminated.
  - (viii) Secure medical supply areas for first aid and medicines used by the Advanced Life Support Staff in ambulances.
  - (ix) Compressor and SCBA rooms are specialized rooms for filtered and compressed air systems used by Fire Departments.
  - (x) Hose storage and drying: After use, hoses may need to be cleaned of contaminants, grit or other accumulations that would injure them or degrade their life. These routine activities include washing, rinsing, and drying used water hoses. Sometimes hose towers are made part of a fire station; usually they add a decorative element to them to make them seem more aesthetic, or may be combined with a multi-floor training tower. Hose drying systems are also available.
- c) Administrative and Command and Communications: These areas provide office space for administrative purposes, fire prevention and permit issuances, secure records and data storage, and command and communications functions for the maintenance and allocation of forces and staff during critical response times.
- d) House: Most fire stations have a “house” portion where on-duty training and meals and interactions occur. House portions of fire stations include common rooms, bunk rooms for overnight shifts, kitchens, locker rooms and related facilities. These portions of the station are not usually open to the public, but some are as they combine training areas with meeting areas.
- e) Exterior Spaces: As with all buildings, a fire station requires infrastructure to

support its function. However, there are some aspects of fire station site design and use that are unique. These include:

- (i) Large apparatus ramps: These ramps provide exiting apparatus a clear line of sight and travel path from the station to the street. Usually no parking or standing is allowed in front of apparatus areas.
- (ii) Large Turning Radii: Some fire equipment require large turning radii to enter and exit a site. Turning radii should be custom designed to accommodate current and future apparatus needs.
- (iii) Heavy duty pavement: As noted previously, modern firefighting apparatus is heavy and will impact and wear out standard pavement profiles.
- (iv) Parking and access. Call departments need parking in close proximity to the apparatus bay. This call staff parking is usually separated from regular fire station visitors or those having business with the fire station.
- (v) Training Areas: External space is usually required for training activities to be conducted on-site. These sometimes involve out-buildings such as fire towers, fire buildings, and repelling towers. An on-site source of water (hydrant and cistern) is usually required.

The total square footage needed to house these fire station activities is a minimum of 8,300, indicating that the construction of a fire station is necessary.<sup>13</sup> This number may be reduced if fire station activities are housed within a combined Police and Fire Public Safety Building in which common spaces such as meeting and training rooms are shared.

#### 4. Town Library

Until the Town Offices in the Jonas Clark Library basement are relocated, the Library is unable to move forward with the recommendations of the 2011 Facility Needs Assessment conducted by Stephen Hale, Architect. These recommendations were reviewed and supported by the 2012 Capital Needs Study prepared by Lamoureux and Pagano. The existing and future Library needs are as follows:

- a) Renovation of the Building Envelope
- b) Accessible Entrance and Elevator – Full access to all three floors of the Library will be a mandatory part of any renovation project.
- c) Technical System Upgrades – The electrical, HVAC, plumbing, data and fire suppression systems all require significant repair or replacement.
- d) Programmatic Spaces - The list of programmatic spaces needed is as follows:
  - (i) Space to house collections for adults, young adults and children.
  - (ii) Meeting rooms for conference or quiet study.
  - (iii) General user seating.
  - (iv) Staff work area.

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<sup>13</sup> 2015 Hale Assessment, *supra*.

- (v) Special use areas for items such as map files, microfilm cabinets, and newspaper racks.

The total square footage needed to house these activities is 9,144. The existing available square footage of the entire Jonas Clark Library building is only 6,250; thus an addition would be needed to satisfy these needs of the Library.

## 5. Town Offices

The required space groupings are as follows:

- a) Lobby and Waiting Area
- b) Meeting Rooms (three preferred, of varying sizes)
- c) File Storage
- d) Vault
- e) Adequate office spaces for the following:
  - (i) Town Clerk
  - (ii) Treasurer
  - (iii) Tax Collector
  - (iv) Town Accountant
  - (v) Board of Assessors
  - (vi) Planning and Building Dept.
  - (vii) Board of Health and Conservation
  - (viii) Town Secretary and SelectBoard
  - (ix) Town Administrator
- f) Technology Room (Servers and other equipment)
- g) Cable TV Equipment Room
- h) Staff Break room
- i) Handicap Accessible Men's and Women's Restrooms
- j) Mechanical Room
- k) Electrical and Phone Room
- l) Custodial and Supplies
- m) Parking for a minimum of 30 vehicles (including accessible spaces)

The total square footage that would be required to properly house all functions of the town offices is estimated to be 5,109. The entire existing Slade Building offers 4,941 square feet, leaving a deficit of 168 square feet. Relative to size needs, use of the entire Slade Building exclusively for all Town offices appears feasible.

## IV. DISPOSITION OF REPLACED BUILDINGS

The Committee recommends that at such time as their use is discontinued both Fire Station 1 and the Slade Building be considered for re-use or removal as follows:

**A. Fire Station 1:**

1. Use as a possible centralized site for storage of DPW's facility maintenance equipment (such as Parks and Cemetery mowers and other equipment). This use would require little modification to the building other than maintaining the building envelope.
2. Demolish the building and use the land to enlarge the existing adjacent park area.
3. Sell the building and land as is for appropriately zoned uses.
4. Demolish the building and sell the vacant land as is for appropriately zoned uses.

**B. Slade Building:**

1. Short- and mid-term use: Until such time that the Town is able and willing to construct a new Town offices facility, the immediate best use of the Slade Building is to house all Town offices together in one location. This would require modification of the existing interior spaces to establish efficient offices, meeting, and storage spaces, and would require the construction of a vault for the mandated archival storage of Town documents. It should be noted that the LPA Report suggests the building has a limited future useful life due to construction methods and age.
2. Once Town office are relocated to another facility:
  - a) Demolish the building to allow for expanded Library or school parking.
  - b) Demolish the building and maintain ownership of land for future town or school needs.

**V. RECOMMENDATIONS**

Following its extensive analysis, the Committee engaged Hale Architects to review and validate its findings; their report, "Town of Hubbardston Building Needs Assessment", dated March 23, 2015 (the "2015 Hale Assessment"), is attached as Appendix F. After reviewing this report, which largely validated many of its findings, the Committee has unanimously voted to recommend that the Town move forward with a plan that anticipates building in phases in the following order:

1. Construction of a new combined Police and Fire Public Safety Building and a new Senior Center on the DCR Parcel.
2. Renovation of the Slade Building to house all Town Offices.
3. Renovation of the Library, following the relocation of Town Offices to the renovated Slade Building.

**VI. PROJECT COSTS AND FUNDING MECHANISMS**

The 2015 Hale Assessment has estimated the total cost of a single construction effort for all

Town buildings, including the DPW building, to be approximately \$15 million in 2015 dollars, reduced to approximately \$11 million after application for possible grants and other cost-shifting and deferral strategies. However, the Committee does not see this undertaking as politically achievable to obtain town approval of the funds for completing all the projects at one time, and so separate construction budgets for the priority buildings are estimated as follows:

- Construction of a combined Police and Fire Public Safety Building and a Senior Center – approximately \$7.5 million in 2016 dollars (after industry standard cost escalators were applied), before application for grants, the application of the state funding already received, and other cost-shifting and deferral strategies.<sup>14</sup>
- Renovation costs for Slade Building – approximately \$1.15 million in 2015 dollars (or less for temporary use of the building).
- Renovation costs for Library – approximately \$2 million in 2015 dollars, before application for grants and other cost-shifting and deferral strategies.

The Committee believes that pursuing these construction projects in a conservative, separately phased approach offers a reasonable and politically achievable opportunity for cost savings and risk mitigation in both the short and long term, as follows:

Phase 1 - Construction of a combined Police and Fire Public Safety Building and Senior Center

Phase 2 - Renovation costs for Slade Building (which may be reduced due to temporary use of the building)

Phase 3 - Renovation costs for Library

Based on 2015 property valuations, the property tax impact to residents, if Phase 1 is undertaken as a singly financed effort at the projected cost of \$7.5million, the project is anticipated to have an annual tax impact of approximately \$217 per “average” single family residence per year over the anticipated 40 year borrowing term. These estimates are based on financing through a federally funded USDA Rural Development Loan at an estimated interest rate of 4% under a “level debt” scenario. Other funding options and length of term options will be evaluated to determine the most appropriate financing option for this combined project.

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<sup>14</sup> The Hale Report provided an estimate of \$4.1 million for the combined Police and Fire Public Safety Building; Subsequent conversations with The Carell Group and CDR Maguire, Inc. provided higher estimates ranging from \$5.1 million to \$5.5 million. The Committee has conservatively chosen the highest estimate.

Respectfully submitted,

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Jeffrey Williams  
Member, Long Range Facilities Planning  
Committee  
Board of Selectman Representative

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William Murray  
Member, Long Range Facilities Planning  
Committee  
Capital Improvement Committee  
Representative

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John Nason  
Member, Long Range Facilities Planning  
Committee  
Senior Center Representative

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Dennis Perron  
Member, Long Range Facilities Planning  
Committee  
Public Safety Representative

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Susan Rayne  
Member, Long Range Facilities Planning  
Committee  
Citizen At Large

---

Sanda Barry  
Member, Long Range Facilities Planning  
Committee  
Citizen At Large

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Paul Hale  
Member and Chairman, Long Range Facilities  
Planning Committee

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Anita Scheipers  
Town Administrator  
*Ex Officio* Member, Long Range Facilities  
Planning Committee

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Jayne Arata  
Library Director  
*Ex Officio* Member, Long Range Facilities  
Planning Committee



## APPENDIX A Facilities Need Evaluation Score Card

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### Hubbardston Long Range Planning Committee Review Form

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Project Name: \_\_\_\_\_ Project Reviewer: \_\_\_\_\_

Major Considerations		Score Range
1	Does current facility have health code or other code compliance issues?	
	a. Totally non code compliant/known health issues	10
	b. Facility requires extensive repairs and upgrades	7
	c. Requires some upgrades	4
	d. No known code/health issues	
2	Does current facility have adequate square footage to meet operational and public service needs?	
	a. Facility size drastically inhibits ability to provide necessary services	10
	b. Facility size inhibits ability of some services to be provided	7
	c. Facility size mildly inhibits ability to provide expended services	5
	d. Facility size does not impact ability to provide services	2
3	Does current facility have adequate storage to meet occupational and regulatory needs?	
	a. Facility has extremely limited storage space for mandated documents, necessary equipment, etc	10
	b. Facility size provides storage for frequently used files and and most equipment; all other stored off-site	7
	c. Facility size provides storage for all needed files and equipment; storage of older files, etc must be stored off-site	5
	d. Facility has unlimited storage space	2
4	Does current facility have adequate parking and accessibility for public use?	
	a. Extremely limited parking exists; frequent complaints regarding lack of parking	10
	b. Limited parking exists when multiple departments are open	7
	c. Limited parking exists when one or more department is hosting a meeting or event	4
	d. Parking appears to be adequate	
5	Does existing infrastructure exist for the facility (water, sewer, electrical, communications)?	
	a. Infrastructure exists and meets needs	2
	b. Infrastructure exists but needs improvement	5
	c. Infrastrucure exists but needs radical improvement	7
	d. No infrastructure exists	10
6	Town Department Priority Classification	
	a. Mandatory	10
	b. Maintenance	7
	c. Improve Efficiency	5
	d. New Service	2
7	Project's Useful Life	
	a. 20+ years	2
	b. 10 - 19 years	5
	c. 5 - 9 years	7
	d. temporary accomodation	10
8	Effect on Operating & Maintenance Costs	
	a. Reduce cost	2
	b. Cost unchanged	5
	c. Increase Cost	10
9	Existing Liability	
	a. Yes	5
	b. No	

TOTAL SCORE

APPENDIX B  
Prioritized List of Projects (Committee) – May 13, 2014

1. Slade Building – Police Department
2. Fire Station 1 – Fire Department
3. Slade Building – Town Offices
4. Slade Building – Senior Center
5. Jonas Clark Library – Library

APPENDIX C  
Citizen Survey

**TOWN OF HUBBARDSTON  
LONG RANGE FACILITY PLANNING COMMITTEE BUILDING QUESTIONNAIRE**

- 1) Please check (✓) if you **visited** the following buildings:
  - a) Library \_\_\_\_
  - b) Library basement (Town Offices) \_\_\_\_
  - c) Slade Building (Town Offices) \_\_\_\_
  - d) Slade Building (Senior Center) \_\_\_\_
  - e) Slade Building (Police Department) \_\_\_\_
  - f) Main Street Fire Station \_\_\_\_
  
- 2) Please check (✓) if you **viewed the presentations** made for the following buildings:
  - a) Library \_\_\_\_
  - b) Library basement (Town Offices) \_\_\_\_
  - c) Slade Building (Town Offices) \_\_\_\_
  - d) Slade Building (Senior Center) \_\_\_\_
  - e) Slade Building (Police Department) \_\_\_\_
  - f) Main Street Fire Station \_\_\_\_
  
- 3) Would you support **replacement** of any of the following buildings with new construction **(yes/no)**?
  - a) Library \_\_\_\_
  - b) Library basement (Town Offices) \_\_\_\_
  - c) Slade Building (Town Offices) \_\_\_\_
  - d) Slade Building (Senior Center) \_\_\_\_
  - e) Slade Building (Police Department) \_\_\_\_
  - f) Main Street Fire Station \_\_\_\_
  
- 4) If you wouldn't replace the buildings, would you support **repair** of the buildings **(yes/no)**?
  - a) Library \_\_\_\_
  - b) Library basement (Town Offices) \_\_\_\_
  - c) Slade Building (Town Offices) \_\_\_\_
  - d) Slade Building (Senior Center) \_\_\_\_
  - e) Slade Building (Police Department) \_\_\_\_
  - f) Main Street Fire Station \_\_\_\_
  
- 5) In what **order** would you want to **repair or replace** the buildings (1 - 6)?
  - a) Library \_\_\_\_
  - b) Library basement (Town Offices) \_\_\_\_
  - c) Slade Building (Town Offices) \_\_\_\_
  - d) Slade Building (Senior Center) \_\_\_\_
  - e) Slade Building (Police Department) \_\_\_\_
  - f) Main Street Fire Station \_\_\_\_
  
- 6) Would you vote to **borrow money to achieve a facility (repair or replace) plan (yes/no)**:
  - a) At Town Meeting (within the limits of Proposition 2 ½) ? \_\_\_\_
  - b) At Ballot (outside the limits of Proposition 2 ½) ?? \_\_\_\_
  
- 7) Would you like to be notified of future LRFP meetings regarding facility improvements?  
Yes\_\_\_\_ No\_\_\_\_ (If yes, please provide your name and contact information below.)

**If you would like to be entered in a raffle to win a \$50 gift certificate to the Gardner Ale House, please complete below:**

Your Name \_\_\_\_\_  
Your Phone \_\_\_\_\_  
Your Email \_\_\_\_\_

**THANK YOU FOR YOUR PARTICIPATION.**

## APPENDIX D Data Points from Citizen Survey

### LRFPC Survey Tabulation - June 4 2014

- 1) Numbers of people having **visited** the following buildings:
 

a) Library 69	d) Senior Center 65
b) Town Offices (Lib Bsmt) 71	e) Police Department 63
c) Town Offices (Slade) 70	f) Main Street Fire Station 48
  
- 2) Numbers having **viewed the presentations** made for the following buildings:
 

a) Library 39	d) Senior Center 49
b) Town Offices (Lib Bsmt) 36	e) Police Department 41
c) Town Offices (Slade) 38	f) Main Street Fire Station 38
  
- 3) Numbers supporting **replacement** of the following buildings with new construction:
 

a) Library 12	d) Senior Center 61
b) Town Offices (Lib Bsmt) 30	e) Police Department 52
c) Town Offices (Slade) 43	f) Main Street Fire Station 45
  
- 4) Numbers supporting **repair** only of the following buildings:
 

a) Library 54	d) Senior Center 31
b) Town Offices (Lib Bsmt) 40	e) Police Department 26
c) Town Offices (Slade) 29	f) Main Street Fire Station 26
  
- 5) Numbers of people In what order would you want to repair or replace the buildings (1 - 6)?
 

	<u>1<sup>st</sup></u>	<u>2<sup>nd</sup></u>	<u>3<sup>rd</sup></u>	<u>4<sup>th</sup></u>	<u>5<sup>th</sup></u>	<u>6<sup>th</sup></u>
a) Library:	9	5	8	2	10	29
b) TOs – Lib:	4	14	10	21	15	6
c) TOs – Bsmt:	8	6	18	24	10	5
d) Senior Center:	34	8	8	9	8	6
e) Police Dept:	20	14	17	6	6	5
f) Main Fire St:	17	24	8	5	11	6
  
- 6) Numbers supporting borrowing money to achieve a facility (repair or replace) plan:
 

a) At Town Meeting ( <u>within</u> the limits of Proposition 2 ½) ?	54
b) At Ballot ( <u>outside</u> the limits of Proposition 2 ½) ??	40
  
- 7) List of people wishing to stay notified on meetings and developments is attached.

APPENDIX E  
Senior Center Cost Projections of Paul Lieneck

APPENDIX F  
Report of Hale Architects