

City Hall  
Nine Dale Avenue  
Gloucester, MA 01930



TEL 978-281-9700  
FAX 978-281-9738  
ckirk@ci.gloucester.ma.us

CITY OF GLOUCESTER  
OFFICE OF THE MAYOR

TO: City Council   
FROM: Carolyn A. Kirk, Mayor  
DATE: February 2, 2010  
RE: Addendum for the Mayor's Report for the February 2, 2010  
City Council Meeting

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**Enclosure 1** for your information is a memorandum regarding the City's new Veterans Agent, Jeffrey M. Williams.

**Enclosure 2** for your information is a memorandum and a copy of the Facilities Capital Management Report

# ENCLOSURE 1

City Hall  
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CITY OF GLOUCESTER  
OFFICE OF THE MAYOR

**MEMORANDUM**

**TO:** Members of the City Council  
**FROM:** Carolyn A. Kirk, Mayor   
**RE:** New Veterans Agent  
**DATE:** February 1, 2010

We are pleased to announce that Jeffrey M. Williams began work on February 1, 2010 as the City of Gloucester's Veterans Agent. He is a 23 year veteran of the United States Army Reserve holding the rank of First Sergeant. Jeff's professional career has been with the New York State Education Department in Albany. He has recently relocated to the North Shore from Albany, New York.

Attached is a brief overview of Jeff's background for your information.

Please join me in welcoming Jeff and wishing him success as he begins his new position and the important work of the City of Gloucester's Office of Veterans Services.

October 15, 2009

Personnel Department  
Gloucester City Hall  
9 Dale Avenue  
Gloucester, MA 01930  
dprophet@gloucester-ma.gov

To Whom It May Concern:

I would like to express my interest in the position of Veterans' Agent for the city of Gloucester. I feel that my military career as well as my professional experience at both the state government and collegiate levels makes me a strong candidate for this position. Please accept this letter and my enclosed résumé for consideration.

Over the course of my 23 year military career I have served as an instructor training Soldiers to become proficient in their Military Occupational Specialties (MOS). As a senior Non-Commissioned Officer, I am responsible for counseling and mentoring enlisted and junior NCOs in all aspects of their military careers including professional development and career opportunities.

Throughout my entire 18 year professional career, I have assisted a variety of constituencies in understanding complex federal and state laws. As both director and assistant director of financial aid, I worked directly with students and families as they filed for financial assistance with which to pursue a higher education. This required a thorough understanding of complex laws, regulations and application procedures. In addition, I managed the Federal Pell program, awarded scholarships by utilizing programmatic eligibility requirements and also fulfilled federal and state reporting requirements.

Both my civilian and military careers have given me the opportunity to work with colleagues from various offices, agencies and units, and I have enjoyed success both individually and as the member of a team.

As a veteran of Operation Iraqi Freedom, I am sensitive to the challenges Soldiers face when re-acclimating to civilian life. Likewise, as a recipient of G.I. Bill benefits, I am aware that every little bit helps when meeting the costs of higher education. I wish to put my experience to work to help the veterans in the City of Gloucester.

I look forward to the opportunity to further detail my qualifications for this position.

Cordially,

Jeffrey M. Williams

# **ENCLOSURE 2**



**CITY OF GLOUCESTER**  
**OFFICE OF THE MAYOR**

**MEMORANDUM**

**TO:** Members of the City Council  
**FROM:** Carolyn A. Kirk, Mayor  
**RE:** Facilities Report – Phase I  
**DATE:** February 1, 2010

**CC:** Valerie Gilman, Chair-School Committee  
Christopher Farmer, Superintendent of Schools

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**Phase I – Facilities Report**

Early last year, the Administration asked the Community Development Director to lead an ad hoc committee to articulate the use of our current facilities, define the inadequacies of current uses, and to make recommendations on what to do going forward and how to pay for it.

I am very pleased to be submitting Phase I of their work to you. Their findings are dramatic.

- Central Fire Station and the Police Station must be replaced. The latter findings are echoed by the recent Police and Fire Management Audits. The facilities sections of those audits are included as appendices to this Facilities Report.
- Either Fuller School or a Downtown Civic Center with City Hall as the focal point could serve our long range administrative needs, but contrary to public opinion, *both* options require substantial investment.

The choice between a Downtown Civic Center versus under-one-roof-offices at Fuller School is so important that we intend to seek the expressed values of our citizenry relative to this matter. There are many factors to consider such as the vibrancy of our downtown which is enhanced by the location of city offices, and the multi-million dollar commercial value of the Fuller School.

**Phase II – Citizen Input**

The Administration's proposal for obtaining input from citizens on this matter is to host a "listening post". The Facilities Committee has agreed to serve as the listening panel. They will listen for consensus, and further refinements to this report to include as final recommendations for School Committee and City Council approval.

**Phase III – City Council and/or School Committee Approvals**

After citizen input has been included in the Facilities Report, specific proposals will be made to the City Council, and as relevant, to the School Committee. Both legislative bodies have ultimate decision authority over any recommendations of the Administration.

Finally, we would like to thank the members of the Facilities Committee for their dedication in assisting the city in the long-term planning of best use of its facilities in order to enhance customer service, use of staff time, and efficiency of operations.

# Facilities Capital Management Report



Phase I: Discussion  
February, 2010

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# CITY OF GLOUCESTER

Community Development Department

3 Pond Road, Gloucester, MA 01930

Tel 978-281-9781

Fax 978-281-9779

## *Preamble*

Regarding a Long Term Plan for our Municipal Buildings

An ad hoc Facilities Committee has been meeting at the Mayor's request to develop long term strategies for the use of our municipal buildings. The Mayor instructed us to articulate the current use of the facilities, define the inadequacies of current uses, and to make recommendations on what to do and how to pay for it.

In the absence of sufficient capital investment, the City's physical plant has deteriorated to the point where critical failures occur. In 2004 structural weaknesses in the City Hall roof caused the evacuation of City administration offices for 18 months for emergency repairs. In 2006, the City Hall tower failures caused emergency spending yet again. In 2007, Central Fire Station was facing similar structural failures, causing an emergency appropriation of \$300,000 for the most urgent repairs. A long-term capital facilities plan allows City leaders to invest proactively rather than in reaction to emergency failures. This strategy can only work if investment is made. No sound strategy is possible in the absence of any investment at all.

Our committee excluded the wastewater treatment plant and the Babson and West Gloucester water treatment plants from the scope of work. Because water and sewer infrastructure has been under focused coordinated management from the Mayor's Office, the Department of Public Works, and the state Department of Environmental Protection and the federal Environmental Protection Agency, the committee felt these challenges are being addressed. The coordinated long-term management undertaken by the above-referenced task force is already showing benefit. Recently the Babson Water Treatment Plant failed under stressed conditions causing a preventive boil-water order throughout the City for many weeks. But investment in essential capital repairs at the West Gloucester water treatment plant were underway and completed only weeks after the failure. Now the City has a reliable, modern plant to carry it through the likely shut down and repairs required for the Babson plant. The City must find ways to create similar proactive strategies for the remainder of its physical plant so that solutions are in place or being created when failures occur.

The committee did not attempt to gather information on the school buildings. The Mount Vernon Group produced a comprehensive study of school buildings in 2003.

Our scope has been the City's remaining built infrastructure. The primary focus is on City Hall and the City Hall annex at Pond Road, Central Fire Station, the Police

Station/Courthouse, and the public works office building at 28 Poplar Street. The inventory also includes the Sawyer Free Library, the Veterans Building, the Senior Center, the neighborhood fire stations, the Harbormaster's offices and wharf, the American Legion, the Stanwood Avenue CAARA building, the concession stands and the unused schoolhouses.

The committee did use the information collected in the Mount Vernon report with regards to the Fuller School to inform our analysis of the suitability of the Fuller School for adaptation to other City uses. The closing of the Fuller School to elementary education in 2008 raised the question as to whether this existing building could provide an adequate home for City offices, moving the City administration from its 138 year old home in City Hall.

This report explores the long-term needs of the City departments in relationship to the choices available. We ask for your review and guidance. Despite constantly inadequate revenues, we must make investment in solutions if our buildings are not to deteriorate beyond repair. The timeframe for municipal buildings is very long, from City Hall built in 1871, to Central Fire Station built in 1925 to the Police Station/Courthouse built in 1972. The Senior Center is our newest facility at only ten years old. The community benefits for decades from significant investment in a municipal facility.

Respectfully submitted,

The Facilities Committee

Sarah Garcia, Community Development Director  
Gregg Cademartori, Planning Director  
William Sanborn, Building Inspector  
Mark Cole, Public Properties Manager  
Vickie Van Ness, Resident, interior space designer  
Mick Verga, Resident, courthouse employee  
Brian Tarr, Assistant Superintendent of Schools  
Sarah Dunlap, Archives Committee  
Greg Verga, formerly Chairperson, School Committee, current City Councilor  
Jason Grow, formerly City Councilor  
Val Gilman, Chairperson, School Committee

**D) Scope of Work**

The Mayor appointed an ad hoc facilities committee to gather information to provide the foundation for a long-range facilities management strategy. The committee was given the following charge:

- Phase I:       Articulate the current use of facilities, and  
                  Define inadequacies of the current use of facilities.
- Phase II:       Make recommendations on what to do to improve the facilities and  
                  how to pay for it.

The plan evaluates each building in two ways: physical condition, and ability to serve the needs of its occupants. There has been the sense that some buildings are not suitable for their function, that the distribution of functions inhibits the most effective delivery of services to the public. The plan evaluates the facilities for the quality of the work environment and for the quality of the customer service provided.

Over the past six months, the Facilities Committee has compiled a master list of public buildings, with size and utility and maintenance costs. The Committee interviewed a representative from each building and its affected City organization to determine the strengths and weaknesses of existing facilities in serving the function for which they are used.

During the course of these conversations and from the background that members of the Committee brought to the subject matter, various co-location and new building options have been explored for City decision-makers to consider for long range facilities management. The Committee has sought to provide data and preliminary analysis for informed choices.

II) City Facilities Master List – Table A follows

The Facilities master list includes all City-owned buildings (excluding occupied schools and water and wastewater plants). The buildings are grouped by function, such as schools, fire stations, City administrative offices. The data provided for each building is its size, the ownership structure, and approximate annual utility and maintenance costs.

More detailed information on maintenance, repair, and custodial expenditures is given in the table below. The maintenance, repair and custodial budget of \$56,672 for seven buildings averages out to approximately \$8,000 per building of which an average of \$2000 is spent on elevator and alarm inspections. The City is currently spending \$6,000 per year for the cleaning, maintenance and repair of buildings that average about 30,000 s.f. - ten times the size of a rather large house.

The maintenance costs for the buildings in detail, is as listed below.

City of Gloucester

**FY09 Annual Maintenance, Repair and Operating Costs\***

			Custodial	Costs Elevator inspections	Alarm inspections	Total
City Hall	Custodial Expense	1 Full Time Position 1 Part Time Position	\$61,250	\$1,860	\$414	\$63,524
Rose Baker Senior Center	Custodial Expense	1 Full Time Position	\$40,000	\$1,860	\$414	\$42,274
Sawyer Free Library	Custodial Expense	Paid for by the Library	\$37,500	\$1,860	\$414	\$39,774
Police/Courthouse	Custodial Expense	1 Full Time Position	\$43,000	\$1,860		\$44,860
DPW Buildings	Custodial Expense	.25 Position	\$9,125	\$1,656		\$10,781
CATA Building	Custodial Expense	.25 Position	\$9,125	\$1,860	\$354	\$11,339
American Legion				\$620		\$620
			\$200,000	\$11,576	\$1,596	\$213,172
Elevator Service Contracts				\$11,576		
Alarm Service Contracts				\$1,596		
Electrical Maintenance & Repairs				\$24,000		
Plumbing Maintenance & Repairs				\$2,500		
HVAC Maintenance & Repairs				\$17,000		
	Total Maintenance and Repair			\$56,672		
	Total Custodial Expense		\$200,000			

\*Source: DPW

TABLE A: City Facilities

	Building Size (s.f.)	Prop. Size (acres)	Annual Operating Costs				
			Annual Lease Cost	Util Type	Util Cost	Maintenance*	
<b>City Administration Buildings</b>							
City Hall 7500 sf / fir + towers	34,636	0.85	\$0	Elec&Oil	\$60,500	\$12,275	
Mayor	1,300						
Legal	incl w/Mayor						
City Clerk	850						
Meeting Room 1st floor	441						
Auditing	672						
Treasurer & Collector	1,010		7,251				
Personnel & Payroll	950						
Kyrouz Auditorium	12,535						
Meeting Rooms 3rd floor	540						
Assessors	640						
Purchasing	368						
Archives	200						
Credit Union	280						
City Hall Annex-CATA	10,560	5.93	\$73,200	Elec&Oil	\$31,850	\$2,250	
ComDev							
Building							
Information Tech.							
Health							
Engineering							
EDIC							
DPW	44,853	12.50	\$0	El&Oil&Gas&Prop	\$82,000	\$6,845	
Highway Barn	19,878						
Sewer Barn	4,224						
Water Barn	15,311						
Public Property	4,800						
Little House	640						
Harbormaster's Off/stor/pier	240sf+396sf	0.60	\$16,571	Harbor Loop Elect	\$625		
Visitor Center	4,576	61.00		Elect.	\$3,600		
Veterans Office/Storage	5,212	0.23		Elec&Oil	\$4,250	\$1,210	
Rose Baker Senior Center	10,736	0.33		Elec&Gas	\$22,000	\$6,251	
<b>Fire Stations</b>							
Central	11,872	0.16		Elec/Gas/Oil	\$28,490	\$7,465	
Bayview	2,919	0.78		Elec/Oil	\$4,660	\$2,321	
West Gloucester	2,976	0.37		Elec/Oil	\$3,872	\$875	
Magnolia	4,625	0.23		Elec/Oil	\$3,287	\$855	
<b>Police Station/Courthouse</b>	29,179	0.86			\$58,230	\$19,513	
~20,000 s.f. used by police dept.							
<b>School Buildings**</b>							
Fuller School	176,600	13.37					
O'Maley School	183,000	17.56					
High School	247,326	13.80					
Beeman School*	37,830	22.00		Newell Stad Elect	\$1,500		
Plum Cove School*	30,400	16.30					
West Parish School	40,500	3.79					
East Glouc Elementary	28,950	2.66					
Veterans School*	34,900	6.25					
Stanley Marchant Building	800	61.00		Mattos Field Elect	\$650		
<b>Sawyer Free Library</b>	28,097	0.67		Elec&Oil&Gas	\$42,600	\$8,492	
<b>Leased to others</b>							
Fitz Henry Lane	1,780	1.68	\$0	Elect.	\$4,800	\$964	
American Legion	3,824	0.14	\$0	Elec&Oil&Gas	\$16,050	\$3,300	
6 Stanwood Ave	1,756	0.12	-\$1,000				
GHB Concession	2,304	7.60					
Wingarsheek Concession	3,913	150.30					
<b>Vacant Buildings</b>							
Blynman School	4,446	0.32					
Maplewood School	27,470	0.46					

\* 2008 costs, excluding custodial costs

\*\* including modular classrooms added 2008/2009

III) **Building Evaluations** – Table B follows: Strengths & Weaknesses.

The strengths and weaknesses are listed in summary form on the following table for each of the buildings included in this study. This information was gathered from the interviews conducted by the Committee and from the knowledge of City staff participating on the Committee.

Facility

Strengths

Weaknesses

Costs

**III Strengths and Weaknesses of City Facilities**

**City Administration Buildings**

City Hall 34,636 s.f.

Central location

Engenders Volunteer support  
(cf. City Hall Building Committee)  
Historic Building  
Civic stature of building  
Adequate Parking  
Benefit to downtown economy  
Smart Growth location for City  
employees (access to services)  
Anchor building to the civic district

Poor heating and ventilation  
Inadequate storage spaces

Deferred maintenance  
Inadequate wiring  
Un-insulated windows  
Inefficient layout

Insufficient meeting rooms  
Can not hold all City admin offices

Remote from other City offices

- Inefficient services to public
  - Inefficient for employee interaction
- Not City-owned

Too small for all City administrative offices  
Tenancy deficiencies

- Regular heating malfunction in winter
  - Poor internal layout
- Lacks large meeting room  
High utility costs/s.f.

Handicapped accessible  
Has lots of useful space (meeting  
rooms, offices, greenhouse,  
handicapped accessible bathrooms.)

Isolated from other City offices

Chimney needs repair  
No insulation upstairs.

Repairs often done for cost of

Upstairs storage area in disrepair.

Exterior Repair Costs:  
Est. at \$3.2 million.

Interior Repairs  
approx. \$1,000,000

City-owned – no rent.

Utilities: \$60,500/yr  
(approx. \$2/s.f.)

lease expires 12/31/10

Lease: \$73,200/year  
(approx. \$7/s.f.)

Utilities: \$31,850/yr  
(approx. \$3/s.f.)

City-owned. No lease.

Utilities: \$4250/year

(approx. \$0.80/s.f.)

Facility

Strengths

Weaknesses

Costs

**III Strengths and Weaknesses of City Facilities**

**City Administration Buildings**

City Hall 34,636 s.f.

Central location	Poor heating and ventilation Inadequate storage spaces	Exterior Repair Costs: Est. at \$3.2 million.
Engenders Volunteer support (cf. City Hall Building Committee)	Deferred maintenance	Interior Repairs approx. \$1,000,000
Historic Building	Inadequate wiring	City-owned – no rent.
Civic stature of building	Un-insulated windows	Utilities: \$60,500/yr (approx. \$2/s.f.)
Adequate Parking	Inefficient layout	
Benefit to downtown economy	Inefficient meeting rooms	
Smart Growth location for City employees (access to services)	Can not hold all City admin offices	
Anchor building to the civic district	Remote from other City offices	

City Hall Annex 10,560 s.f. More modern office layout

- Inefficient services to public
  - Inefficient for employee interaction
- Not City-owned  
Too small for all City administrative offices  
Tenancy deficiencies
- Regular heating malfunction in winter
  - Poor internal layout
- Lacks large meeting room  
High utility costs/s.f.

lease expires 12/31/10

Easy access by car  
Adequate Parking

Lease: \$73,200/year  
(approx. \$7/s.f.)  
Utilities: \$31,850/yr  
(approx. \$3/s.f.)

Veterans Office/Storage

Isolated from other City offices

City-owned. No lease.

Has lots of useful space (meeting rooms, offices, greenhouse, handicapped accessible bathrooms.)

Chimney needs repair  
No insulation upstairs.

Utilities: \$4250/year

5,212 s.f.

Repairs often done for cost of

Upstairs storage area in disrepair.

(approx. \$0.80/s.f.)

**TABLE B: Facilities: Strengths & Weaknesses**

Facility	Strengths	Weaknesses	Costs
West Gloucester	Proximate to outlying neighborhood Sufficient size	Windows are not energy efficient Requires ventilation of crawl and attic space Inadequate electric and alarm systems Needs replacement generator (30 yrs old) Needs replacement heating system Windows are not energy efficient Requires ventilation of crawl and attic space Inadequate electric and alarm systems	City-owned. No lease.
Magnolia	Proximate to outlying neighborhood Sufficient size	Roof replacement Interior wall damage from leaks Insect damage Needs replacement generator (30 yrs old) No Title V septic system Needs replacement Heating system Inadequate electric and alarm systems Front overhead door requires replacement	City-owned. No lease.
Police Station/ Courthouse  29,179 s.f.	Main Street presence is positive Good to be located next to Court for police to attend trials. Provides public restrooms.	Lack of security between 1 <sup>st</sup> & 2 <sup>nd</sup> floor Open railing from 2nd floor thru which children can climb and fall Obsolete HVAC Plumbing leaks, poor bathrooms Poor layout - both intake & roll call room Large windows inefficient Inadequate security in lockup Leaks from rubber roof Exterior steps in disrepair Outdated restrooms, defective elevator, lack of maintenance	City-owned. Court pays up to \$10k/yr to reimburse maintenance Court pays no rent. Utilities: \$58,230/yr (approx. \$2/s.f.) Utilities for the court: ??

Facility	Strengths	Weaknesses	Costs
<b>Other Buildings</b>			
Visitor Center	Attractive welcoming location	Fireplace leak	Elec: \$3,600/year
4,576 s.f.	Abundant parking	Roof requires replacement	City-owned.
Harbormaster's Offices	Central location on the waterfront	Not a downtown location	Leased from Natml Grid.
240sf off./396sf storage	Office, storage, and pier.		Lease includes utilities.
Sawyer Free Library	Windows replaced in main building	Major updating need for bathrooms	Util: \$42,600/yr
28,097 s.f.	Roof inspected, in good shape	Elevator is obsolete	(approx. \$1.50/s.f.)
	Saunders House in renovation	Children's room crowded	City-owned.
	Plans for site improvements		
Rose Baker Senior Center	New facility	Uneven heating	Util: \$22,000/yr
10,736 s.f.	Handicapped access	Inoperable windows	(approx. \$2/s.f.)
	Generally good repair	Needs double door rear access	
Fitz Henry Lane House	Schooner Adventure records it as in-kind City donation on grant applications.	No emergency generator	
1,780 s.f.	Ship's store located on the first floor		
American Legion		Bathrooms need handicapped upgrade	Elec: \$4,800/yr
3,824 s.f.		Maintenance items	(approx. \$2.70/s.f.)
GHB Concession		No lease. City pays utilities.	Util: \$16,050/yr
Wingarsheek Concess'n			(approx. \$4/s.f.)
6 Stanwood Street	Building is leased to CAARA		Lease - \$1000/year
<b>Vacant Buildings</b>			
Magnolia Schoolhouse			Tenant pays utilities.
Maplewood School			

#### IV) Current Facility Use

Facility Use at six primary sites is examined in detail:

- A) **City Hall** at 9 Dale Avenue,
- B) **City Hall Annex** at 3 Pond Road,
- C) **The Department of Public Works** at 28 Poplar Street,
- D) **The Fuller School** off Blackburn Circle at 4 Schoolhouse Road,
- E) **Central Fire Station** at 8 School Street, and
- F) **The Police Station and Courthouse** building at 197 Main Street.

##### A) City Hall

Built in 1871, City Hall stands proudly in the heart of the Civic Center District. The following bullet points from the Executive Summary of the "Jewel in the Crown," The Case for Preservation, produced by the City Hall Restoration Committee in April 2008, best characterize this magnificent City building.

- "City Hall is the most historically and architecturally significant building the City owns.
- "For over 135 years City Hall has beautified the Gloucester skyline, enhanced the fabric of the City, added to the vibrancy of downtown, been the seat of municipal government and served as an important community meeting venue.
- "Listed on the National Register of Historic Places, City Hall was designed by the notable Boston architectural firm of Gridley J.F. Bryant and Louis R. Rogers.
- "City Hall is home to irreplaceable community art and artifacts, including the mural of fishermen and mariners lost at sea, important WPA murals illustrating Gloucester's history and nationally important archives dating back to 1642."

Eight administrative departments with 35 full-time employees plus volunteers are housed at City Hall:

- The Mayor's Office
- Legal Department
- City Clerk's Office
- Auditing Department
- Treasury and Collection Department
- Personnel and Payroll Department
- Purchasing Department
- Assessor's Department

The volunteer Archives Committee occupies office space in the basement as does the Credit Union. The Credit Union does not pay rent.

The 34,646 square foot building has approximately 12,000 s.f. of office space plus commodious halls, inspiring murals and artwork, the two-story Kyrouz Auditorium that seats 400 persons and includes both a stage and balcony seating. The Auditorium

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is wired for remote cable broadcasting and with a sound system and built-in projection screen. City Hall has a third floor meeting room that can accommodate 12 persons, and a first floor City Council meeting room.

City Hall functions well for some departments but many department operations are complicated by poor layouts and insufficient office, storage and meeting spaces. The departments that function well have benefited from relatively recent renovations and sufficient space. All offices require wiring and heating/ventilation upgrades.

**B) City Hall Annex**

Two miles to the east of downtown, the City Hall Annex is located on the second floor of the Cape Ann Transit Authority [CATA] building in a small industrial park. The Annex houses five departments and 32 personnel in 10,000 s.f. of office space:

- The Community Development Department including the Grants Division
- The Building Department
- Engineering Inspectional Services
- The Health Department
- The Information Technology Department

The Annex personnel include the Executive Director of the Economic Development Industrial Corporation, and the Regional Emergency Coordinator. The facility provides two small conference rooms. For larger gatherings City personnel use a conference room that belongs to the CATA organization on the first floor. This room is used as a storage area as well for excess CATA supplies.

In a survey of City departments at the annex, the primary concern was the distance from City Hall. Managers felt that the lack of regular communication with the City departments at other locations lowered productivity and created inconvenient and confusing customer service.

In addition, the offices are poorly laid out with no central reception area, cramped hallways, and inadequate meeting rooms. The offices are inappropriately sized, with City needs sandwiched into a layout designed for the previous private marketing company that occupied the space. The heating system breaks several times each winter, with temperatures dropping below 60 degrees, due to inappropriately sized furnaces. No plans are in place to remedy this situation. Parking spaces at the facility are undersized.

More detail regarding strengths and weakness of the Annex are in Table B.

The City has a five year lease for the facility that expires December 2010.

**C) DPW offices at 28 Poplar Street**

Six buildings are located on the 12.5 acre site that is the DPW yard at 28 Poplar Street:

- The 19,878 s.f. Highway Barn,
- The 15,311 sf. Water Barn,
- The 4,224 s.f. Sewer Barn,
- The 4,800 s.f. Mechanics Barn,
- The 640 s.f. Little House, and
- A Pump Station.

The barns provide supervisors' office space, workshops, and supplies and equipment for the 46 person field labor force.

A small portion of the Highway Barn provides 3000 s.f. of second floor office space for the 12 person DPW administration. The DPW administration offices include managers for parks, playgrounds and beaches, public facilities, recycling coordination, water, sewer and stormwater, roadwork and paving, trash collection and cemeteries. The clerks provide residents with an array of services and permits relating to these management areas.

**D) Fuller School**

The Fuller School, built as a catholic school and seminary in 1965, is a 176,600 s.f. two-story brick and concrete building. This includes two additions of one and two stories built in the 1970s. The Fuller School is accessed from the Route 128, Blackburn Circle, adjacent to the Gloucester Crossing shopping center.

The Fuller School has approximately 45,000 s.f. of classroom space in the original building arranged around a central core containing an auditorium, two gymnasiums, a cafeteria, and public lobbies and circulation. Since the redistribution of the elementary schools in 2007, the classroom space has not been used. The 600 person capacity auditorium generates use and revenue from the Cape Ann Symphony who recently purchased its new seating, and from the Landmark School Drama productions which purchased its new lighting. The gymnasiums are used by school and community groups.

The one story addition formerly housed shop classes and is now vacant. The two story addition houses the City-affiliated pre-school for 74 students, the 25 person school administration, and the School Committee meeting room. The school administration offices are fit into a former dormitory space for its previous use as a seminary. The hallways are undersized for public use and the offices laid out awkwardly along its long narrow length.

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A detailed physical building analysis is found in the Mount Vernon report commissioned by the City in 2003 when the building was being used for a school. Some of the building issues identified in that report are:

- Existing steel windows in poor condition. Replace with insulated windows. (II-46)
- Roof leaks, should be replaced. (II-46)
- Acoustic tile ceilings in fair to poor condition. (II-47)
- Existing toilets in fair to poor condition. Not ADA compliant. (II-47)
- All exit signs, exit lighting, and fire detection systems require upgrade to code. (II-50)
- Seismic conformity required if significant alterations made (50% of assessed value) (II-50)
- Energy Code requirements – required upgrades vary depending if use of building changes. (II-50)
- ADA compliance required if renovations amount to more than 30% assessed value of building. (II-50)
- Elevator seems to need replacement (II-50)
- The mechanical systems have exceeded their useful life. Need replacement. (II-51) (More detail on needed upgrades is given in the report.)

The recommendations from the Mount Vernon report reflect a building that requires substantial and expected upgrades to systems that have reached expected lifespans.

#### **E) Central Fire Station**

Central Fire Station is an 11,872 s.f. two-story brick building. On the first floor are five truck bays, a mechanics repair area, and two small offices. The second floor has a central meeting and living area, two dormitories plus two individual sleeping areas. More detail on the layout and condition of the building is found in a section of the 2009 Fire Department Management Audit, and is included in this report as Appendix C.

Central Fire Station suffers from numerous deficiencies, fundamentally stemming from functional obsolescence. In addition to being in poor repair, the 1925 building does not accommodate modern firefighting equipment, repair areas, record keeping and storage, and training facilities.

#### **F) Police Station/Courthouse**

The police station/courthouse is a 29,179 s.f. facility on .86 acres of land in the downtown. The primary offices for the police are on the first floor, with cellblocks, booking and storage areas on the basement level, and a firing range on the third floor. The police occupy slightly less than 20,000 s.f. The courthouse occupies the second floor, about 9,727 s.f.

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The design of the police station and courthouse does not support effective separate operation and ownership of the respective areas. The building's lobby must be open 24 hours/day, 7 days/week to allow access to the police window. The lobby includes a wide public stairway up to the second floor court public area which is unprotected and unsupervised when the court is closed. Significant modification would be required to restore adequate security in the building when the police station is open and the court closed.

The building also requires new roofing, new windows, and new heating and ventilating systems. A site visit to the facility showed jury-rigged wiring, numerous missing ceiling tiles, cramped offices, insufficient storage, and many other examples of physical disrepair. The facility's exterior public stairway, intended to provide a public corridor and connection between Main Street and the waterfront, is also in disrepair.

The City owns the entire facility. The court does not pay any rent to the City. The State allows up to \$10,000/year reimbursement to the City for maintenance costs. The maintenance needs are so great, however, that this amount does not get projects underway, so maintenance becomes deferred. At a minimum, the Committee recommends that the City fund an initial one-time line item for \$10,000 that can thereafter be annually replenished from state reimbursements.

The recent 2009 Police Audit describes in detail the deficiencies of the police station and is included by reference and in Appendix D to this report. The audit states: "In summary, the existing Gloucester Police headquarters is inefficient, poorly maintained, crowded, unpleasant in appearance and totally inadequate as a police facility." (page 49)

## V) Options and Costs

The Committee has looked at the potential of the primary City facilities to serve the long range needs of the major functions: administrative (school and City), public works, fire, and police. Each option has identified strengths and weaknesses, following a discussion of costs and potential funding sources.

The Committee has limited its scope in several areas.

- Since the school facilities were comprehensively evaluated in a 2003 report by the Mount Vernon Group, classroom space needs and school building capital needs are not addressed directly in this report. The Fuller School is evaluated in light of its potential re-use to serve facility needs.
- The City's water and sewer infrastructure has been under focused management from the City administration and the state and federal oversight agencies (the DEP and EPA respectively.) The long term planning for investment in these areas is left to that working group as it sorts out schedules for critical and often mandated investment and upgrades.

### A) City Administration – Overview of needs

**Co-location:** While the physical capacity and condition of our municipal facilities informs the costs and potential for future use, other important considerations inform a discussion of optimized location of City administrative staff. One of the objectives in any future scenario should be the most effective operation of City government. The ways in which co-location of City administrative offices served that goal were fivefold:

- Efficient and productive use of staff time
- Customer Service
- Consolidated utility costs
- Consolidated maintenance, repair, and custodial costs
- Shared common areas and resources.

General City administration offices have varying needs, many of which overlap, and most of which indicate the benefit of a consolidated location. While some offices are primarily back-office functions with little resident contact, the offices that do have regular resident contact also have the need for full support from the back offices. While some City offices can be more remote from the public, none of them can really be remote from each other without negatively impacting both efficiency and delivery of services.

In an effort to better understand both the advantages and disadvantages of our municipal facilities, beyond the physical buildings, the Facilities Committee asked department managers to comment on both their facility's location and their work environment as it relates to the services they provide. They were also asked whether they currently had adequate space and what their future needs might be. The

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departments were not prompted to answer specific categories, so the consistency of their concerns is indicative of rather strong shared perceptions.

**The Department Survey:** Responses were mostly qualitative and varied from complacency to characterizations of complete inadequacy of space needs and poor location for service provided. The following table summarizes the department concerns, where a plus sign (+) indicates satisfactory criteria, a minus sign (-) for deficiency, and n/a if the response did not directly address the criteria. Responses regarding quality of the location, office and storage spaces are self explanatory; appropriate for function relates to both the department layout and its location; and finally as you will find there is a strong desire for all departments to be co-located to support operations.

	Location	Office Space	Storage Space	Appropriate for Function	Co-location would support operation
<b>City Hall</b>					
City Clerk	+	-	-	+	+
Personnel	+	-	-	-	+
Purchasing	-	-	-	-	+
Treasurer	-	-	-	-	Not addressed
Assessor	Not addressed	+	-	-	+
<b>Annex</b>					
ComDev	-	+	-	-	+
IT	+	-	-	+	+
Health	-	-	-	-	+
Building	-	+	-	-	+
<b>DPW</b>	+	+	-	+	+

Co-location would result in significant time savings and efficiencies for both municipal staff and the public. As pointed out in the department interviews, there are daily occurrences when staff from the Poplar Street Complex, Pond Road Annex, and City Hall must travel between facilities to meet. Obviously these occurrences are minimized with emailing and conference calling when possible, but such tasks as filing with the City Clerk, payroll pickup, mailing, internal staff meeting, and meetings with applicants, require travel and choosing a common location.

**Staff Costs:** The departments in the City Hall Annex were asked how many trips they make on a daily or weekly basis to City Hall. All told the number of trips is estimated at forty (40) per week. If one way travel is estimated at 15 minutes, and low estimate of average employee's salary is applied, a conservative estimate is that collectively more than 1000 hours are expended at a cost of \$40,000 per year.

**Poor Customer Service:** For citizens, separation of the City departments complicates doing business with the City. There is no one-stop shopping. Residents often are confused about which building they should be visiting. Permitting

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processes are complicated by requiring citizens to travel back and forth from City Hall to the Annex simply to complete one permit application.

Perhaps the best example of inconvenience associated with the current division of departments for the public is in the process of approval for building permits. After submission to the Building Dept. applications require review by: the Health Dept., Engineering Dept., Conservation Dept., Planning Dept. all located within the City Hall Annex; the Assessors Dept. located in City Hall; the Fire Dept. in Central Fire Station; the Department of Public Works on Poplar Street; and then final review with the Building Inspector back at the City Hall Annex. This process outline assumes there is no special permitting, or involvement of any permitting Board which would require further trips back and forth between facilities. This is just one example; there are many other permits, licenses, payments, and examples of City business that are divided among our facilities and require the public to visit more than one facility to obtain a permit or complete a transaction. For people doing business with the City, the scattered locations impose significant cost.

**Complete and complementary administration:**

In addition to the twelve departments now in City Hall and the Annex, the option to co-locate the customer service functions of the Department of Public Works (DPW) and the central school administration offices should be considered in any long-range plans.

DPW administration offices include managers for parks, playgrounds and beaches, public facilities, recycling coordination, water, sewer and stormwater, roadwork and paving, trash collection and cemeteries. The clerks provide residents with an array of services and permits relating to these management areas. Customer service for residents would be simplified if the DPW administration were conveniently located near or with the other City administration.

The school administration performs many similar functions to other City administrative departments, including using several of the same back-office support departments such as purchasing and legal. Co-location of City and school managers would provide support and increased expert resources to managers who increasingly operate with minimal staffing and complex regulations.

**Office Space Requirements:** Current available administrative office space is 33,000 s.f. for 106 employees.

City Hall	35 persons	12,000 s.f.
City Hall Annex	32 persons	10,000 s.f.
DPW Administrative Offices	12 persons	3,000 s.f.
School Administration	25 persons	8,000 s.f.
Totals:	106 employees	33,000 s.f.

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Current perceptions are that the City needs about 100% increase of the current amount of space for City Hall departments, a 50% increase for the Annex departments, and no increase for DPW offices or school administration.

If perceptions are accurate, and taking into account storage needs, a co-located City administration could need another 11,000 to 15,000 s.f. of space. Further study is needed to determine whether the current space is sufficient for current needs and for future needs. At this point, the Committee can only suggest that the administrative offices will require between 33,000 and 48,000 s.f.

Another impact on adequacy of the space may be the way in which City departments are fit into spaces made for either a different era or a different type of business.

**Storage Space Requirements:** In 2005, the Gloucester Archives Committee studied storage needs for City documents - things like school transcripts, personnel, Treasurer's, Assessor's, excise, tax receipts, purchasing, building inspector, engineering - and came up with 15,000 cu. ft. needed in 2005. The need probably stands about the same now as retention schedules allow destruction and new records sometimes are only on the computer - but 20,000 cu.ft. would be a safe figure for basic storage, not counting vault space for about 3,000 cu. ft. (At a 6' high storage arrangement, this would be about 3800 s.f.)

The Committee looked at three potential locations for consolidated administrative offices for the City:

- 1) City Hall with an annex within one-two block radius,
- 2) The DPW site at 28 Poplar Street, and
- 3) The Fuller School off Blackburn Circle.

**Potential Locations:**

**Location 1) City Hall with an annex within one-two block radius.**

**City Hall (Offices Only): 12,000 s.f.**

**Annex possibilities:**

Option A: Construction of a Podium addition to City Hall

In 2006, the Archives Committee commissioned a study that included not only rebuilt archive space, but also a podium style addition to City Hall. The design includes solutions to existing problems: drainage, unsightly handicap entrance, ad hoc basement offices with poor lighting and layout. It allows for three phases, including all told an additional 16,600 new s.f.

**Podium: 16,600 s.f.**

Option B: Renovate Central Fire for a City Hall Annex

If the Fire Department were to build a new fire station, the existing Central Fire Station is well-located to serve as an annex. Renovation of the existing two floors of the station has the potential for 11,800 new s.f. of space. Structurally the building may permit a third floor, but the allowable

building height in the civic district is 30 ft.. An elevator would have to be added to the design. A variance from the height restriction would introduce the possibility of increasing the potential to 17,700 s.f.

**Central Fire: 11,800-17,700 s.f.**

Option C: Lease space within a 1-2 block radius.

Look for space in downtown office buildings within a two block radius of City Hall. Significant vacant office space is available within a short walking distance to City Hall. The long-term drawback to leased space is that the annual rent does not give the City any permanent return on its investment. Leased space however might bridge a gap between what is available at City-owned sites. If it were to be used as part of the long-range planning, the term of the lease should reflect the City expectations.

Option D: Include City needs in soon-to-be rebuilt Civic Block

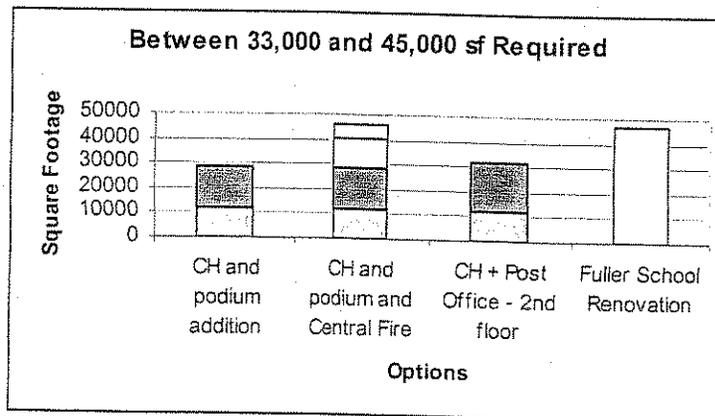
Look to include new office space in the soon-to-be rebuilt civic center block (where the Lorraine Apartments, the Temple, the Sawyer Free Library, and Central Grammar Apartments may be collaborating on redevelopment).

Option E: Use vacant space at the U.S. Post Office on Dale Avenue

The second story of the Post Office is sometimes mentioned as a possibility and therefore is included here. The committee believes it cannot be a viable option because the after-hours access required by the City managers is not obtainable in this federal facility. The building does not have an elevator and is not handicap accessible. These obstacles appear insurmountable.

The question has been raised regarding the possible relocation of the Post Office due to downsizing or co-location of postal facilities. Inquiries to the Post Office have not shown any interest in this discussion.

**Space that would be made available from various combinations of investment:**



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**Costs for Location 1:**

Exterior and interior spaces at City Hall require restoration and renovation. According to the "Jewel in the Crown" report produced by the City Hall Restoration Committee, over \$2,400,000 has been spent on City Hall since 1971. Current exterior renovation needs are estimated at \$3,237,500. Interior modernization of heating and electrical systems and reconfiguration of office spaces were given a ballpark estimate of \$1,000,000 by Max Ferro, Architect.

The ballpark costs of realistic potential annexes within two blocks from City Hall are listed below and more fully detailed in the Options Cost Analysis (page 30). These costs are in addition to the \$4,237,500 cost for City Hall.

Podium Addition	\$5,232,000
Central Fire 2 stories	\$1,180,000
Central Fire 3 stories	\$1,770,000

See Section VII, Options Cost Analysis (p.30)

**Location 2) The DPW property, 28 Poplar Street.**

While a portion of the property is in the flood zone, it is possible that enough is outside the boundary to safely allow for new investment in the property. Approximately 20-30,000 s.f. of new office space could be constructed, carrying the following advantages:

- (a) Inexpensive location.
- (b) Central location.
- (c) Opportunity to address localized flooding to improve this area.

The disadvantages to this location for City administration are the following:

- (a) Insufficient space for co-location of administrative functions
- (b) Inappropriate residential location for a greater intensity of commercial use
- (c) Exceptionally poor access to the feeder road to Poplar Street with an intersection too close to Grant Circle, and a 90 degree road bend in the opposite direction at Poplar Street and Maplewood Avenue.

**Costs for Location 2:** Also see options/costs analysis (page 30)

## Initial Investment

\$150-200/s.f. new building cost.

## Ongoing Maintenance/Rent

No rent. Low maintenance expected from new construction.

## Opportunity Cost (lost revenue from other potential use)

The DPW yard is not intended to be relocated. A pump station is located at the front of the property. Drainage would need to be improved before any sale of property. Immediate revenue from this property is uncertain.

**Location 3) Fuller School.**

The Fuller School was built in 1965. In the original school building, the gymnasiums, auditorium, cafeteria and lobby occupy the central portions of the building, with the classrooms distributed around the perimeter. The building has

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approximately 47,000 s.f. of classroom space on two floors. There were two subsequent additions built in the 1970s.

The Mount Vernon Group report gives a complete list of needs that reflect systems that have reached the limits of their expected lifespan. In brief:

- Its mechanical systems have outlived their intended lives,
- Its roof requires replacement,
- The windows are not energy efficient,
- The bathrooms require replacement,
- Any change of use or significant investment in the building may require earthquake, ADA, and energy code upgrades.

Any long-term strategy for Fuller School must include plans for substantial renovations. The interior classroom partitions will require rearrangement, with special care given to the consequent redesign of the air handling systems for heating and cooling. The classrooms would require retrofitting for cubicles as well as private offices and meeting rooms.

The vacant classroom space at Fuller School is appropriately sized for co-located City administration offices. The building is structurally sound and has a presence on the site that is suitable for consideration as civic office space.

Choosing Fuller School carries two major concerns.

- City Hall symbolizes civic pride and strength. The building is in the downtown and the civic center district and is accessible by train as well as by bus. Smart growth development emphasizes investment in walkable downtown areas. As the City seeks to attract businesses to its downtown and waterfront locations, it may be counterproductive to vacate such a significant landmark and remove the 35 City employees as well as the associated civic activity from the downtown.
- The second concern is the need to have a productive use of City Hall. The former City Hall – the American Legion – continues to be a financial drain on City resources. On the face of the matter, it seems far easier for the City to find a potential buyer or use for Fuller School than for City Hall.

**Costs for Location 3:** Also see options/costs analysis (page 30)

#### Initial Investment

The Mount Vernon Group report identified a range of required replacements from windows to mechanical systems. The work required is so varied that even a ballpark estimate will take some time to develop.

#### Ongoing Maintenance/Rent

No rent would be required. Ongoing maintenance costs for this type of building construction are typically low, and would be estimated at only slightly higher than the per square foot maintenance costs for a new building.

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**B) Fire Headquarters and Primary Station****Potential Locations:****Location 1) Renovate Central Fire for use as a fire station**

It is estimated that the facility does not have the potential to be renovated to meet the modern standards and functionality that would warrant long-term investment. Although the City invested \$300,000 and volunteer staff time in 2008 to remedy immediate hazards, the facility is fundamentally inadequate to meet modern needs.

**Location 2) Build a new fire station off the Blackburn Circle.**

It has been suggested to place the station on the Fuller School site off the entrance road to Gloucester Crossing. This site has excellent access and is supported by the Fire Department.

Costs for Location 2: Also see options/costs analysis

**Initial Investment**

\$150-200/s.f. new building cost. (source: RSMeans CostWorks for 1 story fire station, national average, varies between \$98 - \$155/s.f. Costs in the NE are generally higher than national averages.)

**Ongoing Maintenance/Rent**

No rent. Low maintenance.

**Location 3) Build new station at DPW yard on Poplar Street.**

Since the City currently owns the property at 28 Poplar Street, building either a fire station or a combined fire and police station has been suggested. This option carries the same advantages outweighed by disadvantages for a fire station as it did in the analysis of this property for administration offices.

**Advantages:**

- (a) Inexpensive location.
- (b) Central location.
- (c) Opportunity to address localized flooding to improve this area.

**Disadvantages:**

- (d) Insufficient space for co-location of administrative functions
- (e) Inappropriate residential location for a greater intensity of commercial use
- (f) Exceptionally poor access to the feeder road to Poplar Street with an intersection too close to Grant Circle, and a 90 degree road bend in the opposite direction on Poplar Street on to Maplewood Avenue.

**C) The Police Department****Potential Locations:****Location 1) Renovate Existing Station at 186 Main Street**

The police audit states that "replacing or renovating the Gloucester Police facility should be a top priority." The Facilities Committee notes that this facility suffers

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not only from lack of maintenance, but from critical flaws in its original design. These design flaws suggest that renovation would be insufficient to give the City of Gloucester an effective facility for police operations.

Discussions with the State are recommended to determine its plans for the Court and potential involvement in solutions for the facility. These discussions will be a necessary part of making effective decisions regarding the police station. The State has indicated a desire to keep a presence in Gloucester, but with current budget shortfalls, its ability to do that could change. The court is investing in new facilities in Salem that will be completed in several years. It seems possible that when the new Salem courthouses are built, the State might wish to consolidate its operations at the new facility.

The conversation should commence with the State regarding its thoughts on the future of the courthouse in Gloucester. The State could either purchase or rent the entire facility, or consider moving its operations.

**Costs for location 1:**

Initial Investment: Estimated at \$2-3 million.

Ongoing Maintenance/Rent: No rent. High maintenance. Need to arrange adequate shared maintenance costs from the Court.

**Location 2) Build a new police station or combined police/fire station off the Blackburn Circle.**

It has been suggested to build a station combined with the Fire Department on the Fuller School site off the entrance road to Gloucester Crossing. This site has convenient vehicular access and examples of communities that have built combined stations in recent years can be found from the MAPC Survey found in Appendix C.

On the other hand, the functional benefits from a Main Street location for police were noted in our departmental survey. Some communities address this issue by maintaining a satellite station in the downtown. Further community discussion and information from the police department will be needed to evaluate this issue. Additional sites could be considered.

**Costs for location 2:**

Initial Investment: \$300-350/s.f. new building cost. (based on cost comparisons in 2008 dollars for other new police stations in Massachusetts.)

Ongoing Maintenance/Rent: No rent. Low maintenance.

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**D) Other City-owned property**

This Committee did not have the resources to perform in-depth analysis of the smaller City buildings. Since most of these facilities are in lease agreements, the Committee suggests a more standard process for the leasing of City property to maximize the revenue and lower the administrative costs of these buildings. A standardized approach would simplify the process for applicants and encourage the perception of fairness.

The Facilities Committee developed the following criteria that the City might consider adopting.

**Criteria for Lease of City Buildings.**

1. The organization requesting the lease must show capacity for managing the building including normal maintenance.
2. The City accepts responsibility for capital improvements (expectation of what these might be during the term of the lease should be included.)
3. Lessee is to pay utilities.
4. The City may include some provisions for their rights for use of building of property during the lease.
5. Leases should generally be reviewed every three years.
6. The City should establish a cost/square foot guideline for leases.
7. In awarding the lease, the City should consider the public purpose served.

By Ordinance, the City has a Land Disposition Committee that reviews requests for fee purchase or easement. This committee includes the many relevant City staff that should be consulted for land management decisions. A similar committee or board might ease the process for City leasing.

## **VI Funding Options**

Each of the scenarios presented is a complex multi-million dollar project that would undoubtedly require a variety of funding sources. Below is a brief summary of potential funding options. It is important to note that these potential sources are not presented in order of preference nor may they be desired or available for each scenario.

### **A) Sale of City Property**

From time to time the City has decided that certain public properties, whether improved or not, no longer had any public purpose, or would better serve the public to be sold for revenue. The same determination may also be made when a request for purchase is filed by a member of the public with the City. These requests are reviewed by the Land Disposition Committee comprised of City department representatives, which then makes recommendations to the administration.

Over the years this has not been a significant source of revenue for several reasons:

- It is not easy to come to the conclusion that there is no current or potential future public purpose for City land. City property abutting road right-of-ways is treated with particular caution. Infrastructure/utility projects often require ancillary equipment outside of public ways, which are often sited on City property avoiding costly takings.
- Although the number of vacant City properties or lots may seem large, upon even cursory inspection it is realized that many are "land-locked" and/or tributary to our vital surface water supply reservoirs.
- In cases where the lots are most likely to have redevelopment value, they are in existing neighborhoods. As the "last to be developed" the land generally has higher than usual development costs, thereby requiring high density to return any significant value. The existing neighborhood is likely to already have a parking shortage. Land development is highly unpopular with abutters and required regulatory processes are likely to be lengthy and expensive.
- Even in cases where City buildings have been declared surplus, often difficulties are encountered in the developing plans for their reuse. Residential use is very often the proposed alternative, and is not always embraced in existing medium to high density neighborhoods.

### **B) Leasing of City Property**

As outlined in prior sections of this report the City has several properties that it currently leases, as well as buildings that are currently vacant. A review of these arrangements leads to the conclusion that long-term leases often generate a net loss for the City. Public purposes are inevitably factored into municipal decisions. Several properties are currently occupied by uses that are supported by the City through less than market rate agreements.

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Many people bring up the option of leasing City spaces for one-time functions. There is currently limited staff support for the arrangement of short-term leases and no staff support for the marketing of function-based leasing.

The criteria and process described in the previous section (p.25) for the lease of City-owned space could optimize revenue by attracting tenants to vacant buildings.

**C) Grants**

The pursuit of grant opportunities would clearly be part of the funding strategy of any facility development plan. The size of potential grant awards in these fiscal times could greatly influence a preferred facility development plan.

Grant guidelines typically require significant matching funds and only cover certain aspects of the investment. Grants for municipal facilities have been very rare.

Grant opportunities focused on energy efficiency are emerging as programs for which municipal facility projects would be eligible. Additionally depending on potential site selection, environmental restoration grants may be another source.

**Types of Grants that have been and might be available:**

(Some of these grants have been tied to the American Recovery and Reinvestment Act (ARRA) funding and their future is somewhat unpredictable.)

1. Department of Energy Resources (DOER)
  - a. High Energy Building Performance Grant: \$500,000-\$5,000,000. The Federal Government has been offering substantial grants for Deep Energy Retrofits (DER) in which buildings are rehabilitated for substantial energy savings.
  - b. Building Audit Program: Gloucester is on the list for consideration in the Spring of 2010. Unknown size of funding. Could be anywhere from \$50,000 range to \$2 million range.
  - c. Small Cities Energy Efficiency Block Grant: Up to \$150,000. Gloucester just applied for \$128,000 for three of its facilities. \$28,400 was for City Hall insulation, the remaining grant funds would go to the O'Maley and High Schools.
2. Green Communities Energy Grants:

If Gloucester takes the necessary steps to become a Green Community, the City may apply for an annual pool of \$10 million collected from utilities. 101 communities, including Gloucester, are recipients of a Technical Assistance Grant that determines the necessary actions to become a Green Community. No communities have yet achieved this status.
3. Mass Technology Collaborative:

Grants available for clean energy technologies – wind and solar.
4. Miscellaneous State Grants: These grant programs are currently operating on lean budgets due to the State's difficult financial position. But in time, that will change and these programs can be investigated further for meeting our needs. Most of them

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are tied to development that creates jobs, not rehabilitation of existing facilities, but a mixed development opportunity could take advantage of them.

- a. Transit Oriented Development Program: Offered grants for development within ¼ mile of a train station. City Hall and the Central Fire Station meet this criteria. The Police Station does not.
- b. PWED or CDAG grant: Could only be used with significant private investment and job creation as well. Generally about \$1 million.
- c. MORE jobs grant: Relies on job creation. Used for Gloucester Crossing. \$2 million.
- d. Historic Grants: Approximately \$100,000 grants have been accessed previously for restoration work on City Hall.

If the City has a long-range plan for its facilities, then City staff will stay alert to emerging grant opportunities and have the tools and support to apply for development projects.

#### **D) Donation**

The City has already been the beneficiary of private donations to support the maintenance, repair, and restoration of City facilities. This source although greatly appreciated is an unpredictable source of funding. Other forms of donation have also been suggested such as donated labor or even potential space in other facilities such as the U.S. Post Office on Dale Avenue. These options should continue to be explored, but again are difficult to estimate.

#### **E) Municipal Bond**

Oftentimes there is not enough revenue in a municipality's general or daily operating fund to pay for large capital intensive projects such as the replacement of emergency vehicles, other capital equipment and infrastructure with long life spans, public schools, and municipal buildings.

Municipalities most often raise the necessary capital to finance these larger types of public projects by issuing bonds. The money is raised, the project is completed and the face value or total principal amount of the bond issue is repaid over time through fixed principal and interest payments.

Given the long list of needed and/or mandated infrastructure projects the timing of available bonding capacity for municipal facilities projects will need to be carefully calculated; this is the most likely source of the bulk of funding that would be required.

Analysis and planning, using a multi-year projection of the current debt service on the bonds, will allow the City to phase in the required capital investments to wisely and proactively manage our facility needs in a fiscally responsible manner. The Committee suggests that the Chief Financial Officer and the Capital Improvement Advisory Board provide the Mayor with suggestions on how to best accomplish the needed investment.

**F) Community Preservation Act**

The City is now producing an estimated \$390,000 per year from a local tax surcharge under the Community Preservation Act. This revenue will be augmented in FY10 with a to-be-determined state match. The revenue may be used for historic preservation activities. City Hall and the Central Fire Station are both eligible for use of these funds. The funds may be used to support issuance of a bond. For example, the City could access \$1,000,000 by issuing a bond supported by an allocation of \$100,000/year from the Community Preservation Fund.

**G) Debt Override**

Citizens can choose through the voting process to override the limit of the Proposition 2 ½ percent tax increase. These measures have been difficult to get passed. While voters passed a debt override in 1999 to fund the \$3 million purchase of Pole's Hill, in 2006 they rejected a measure to fund Fire Department overtime costs and a measure to fund the expansion of the Sawyer Free Library.

VII Options Cost Analysis

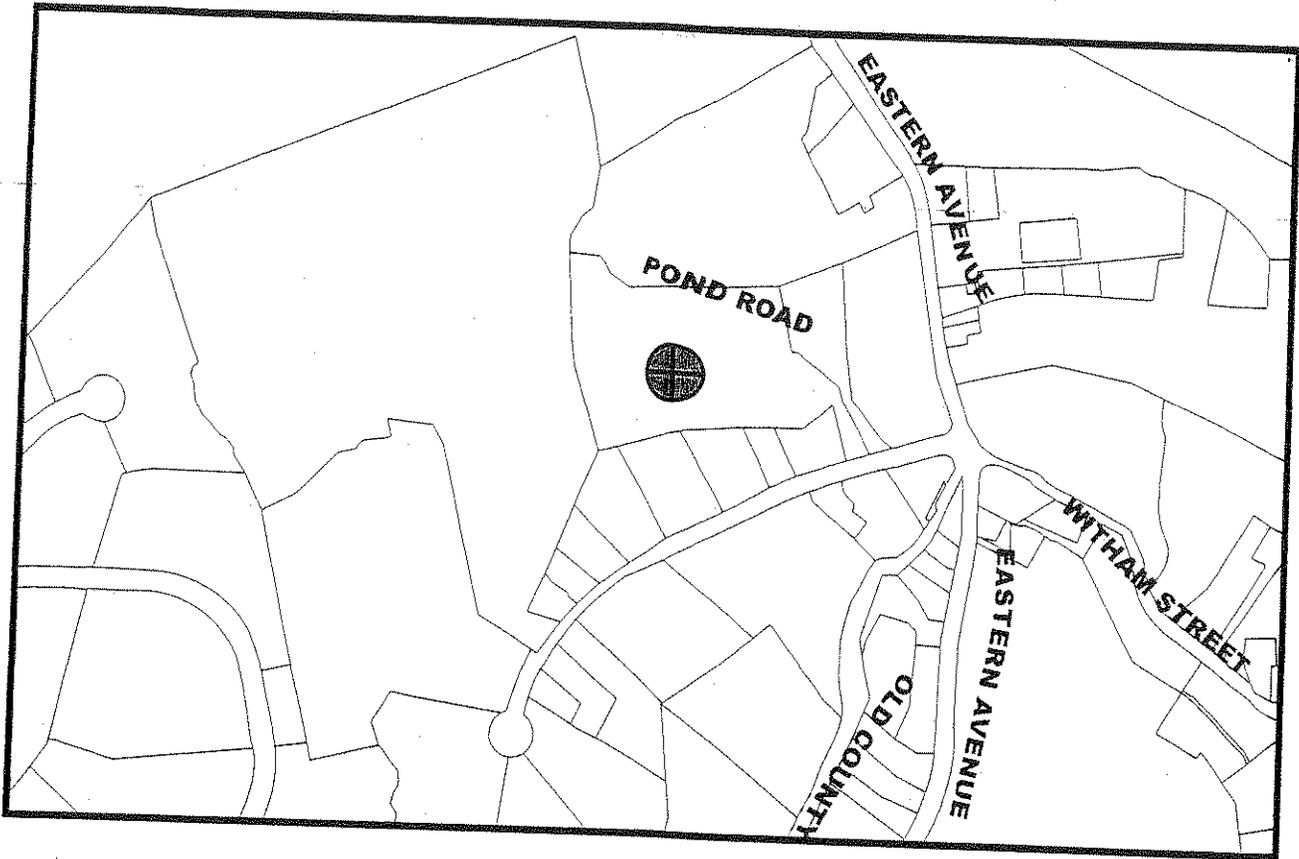
2010 Facilities Capital Management Report

VII Options Cost Analysis		Capital Investment	Annual Cost*	Office Space		
				added	Total	
A	City Administration					
	1 Consolidate city offices downtown					
	City Hall with nearby annex(es)					
	City Hall					
	City Hall Exterior Renovations	\$3,237,500	\$232,925			
	City Hall Interior Renovations	\$1,000,000	\$71,940			
	City Hall only	\$4,237,500	\$304,865		12,000 s.f.	
	Annex Options					
	Option A	City Hall Podium	\$5,232,000	\$376,416	16,600	
	Option B	City Hall with podium addition Central Fire Station	\$9,469,500	\$681,281		28,600 s.f.
	Rehabilitate floors 1&2 @ \$100/sf	\$1,180,000	\$84,896	11,800		
	CH w/ 2 story annex @ Central	\$5,417,500	\$389,761		23,800 s.f.	
	Add third floor @ \$300/sf	\$1,770,000	\$127,344	5,900		
	CH w/ 3 story annex @ Central	\$7,187,500	\$517,105		29,700 s.f.	
	Option C	Lease downtown space - annex offices only				
		\$14/sf x 20,000 s.f.**	\$0	20,000	32,000 s.f.	
	City Hall with leased space**	\$4,237,500	\$584,865			
	Option D - Rebuilt Civic Block - unknown					
	Option E - U.S. Post Office - unknown					
2	New Building at 28 Poplar Street - Not recommended					
3	Renovate the Fuller School for City Offices	\$6,750,000	\$486,000		45,000 s.f.	
	45,000 s.f. office space main bldg* \$150/sf					
B	Fire Headquarters and Primary Station					
	1 Renovate Central Fire Station - not recommended					
	2 New Station at Blackburn Rotary	\$4,000,000	\$287,784		20,000 s.f.	
	20,000 s.f. at \$200/sf					
3	New Station at 28 Poplar Street - not recommended					
C	Police Department					
	1 Renovate Existing	\$3,000,000	\$215,832		20,000 s.f.	
	2 New Station at Blackburn Rotary	\$6,000,000	\$431,676		20,000 s.f.	
	20,000 s.f. at \$300/sf					
	Combined Police and Fire Station	\$10,000,000	\$719,460		40,000 s.f.	

\*\* Unknown build-out to suit costs

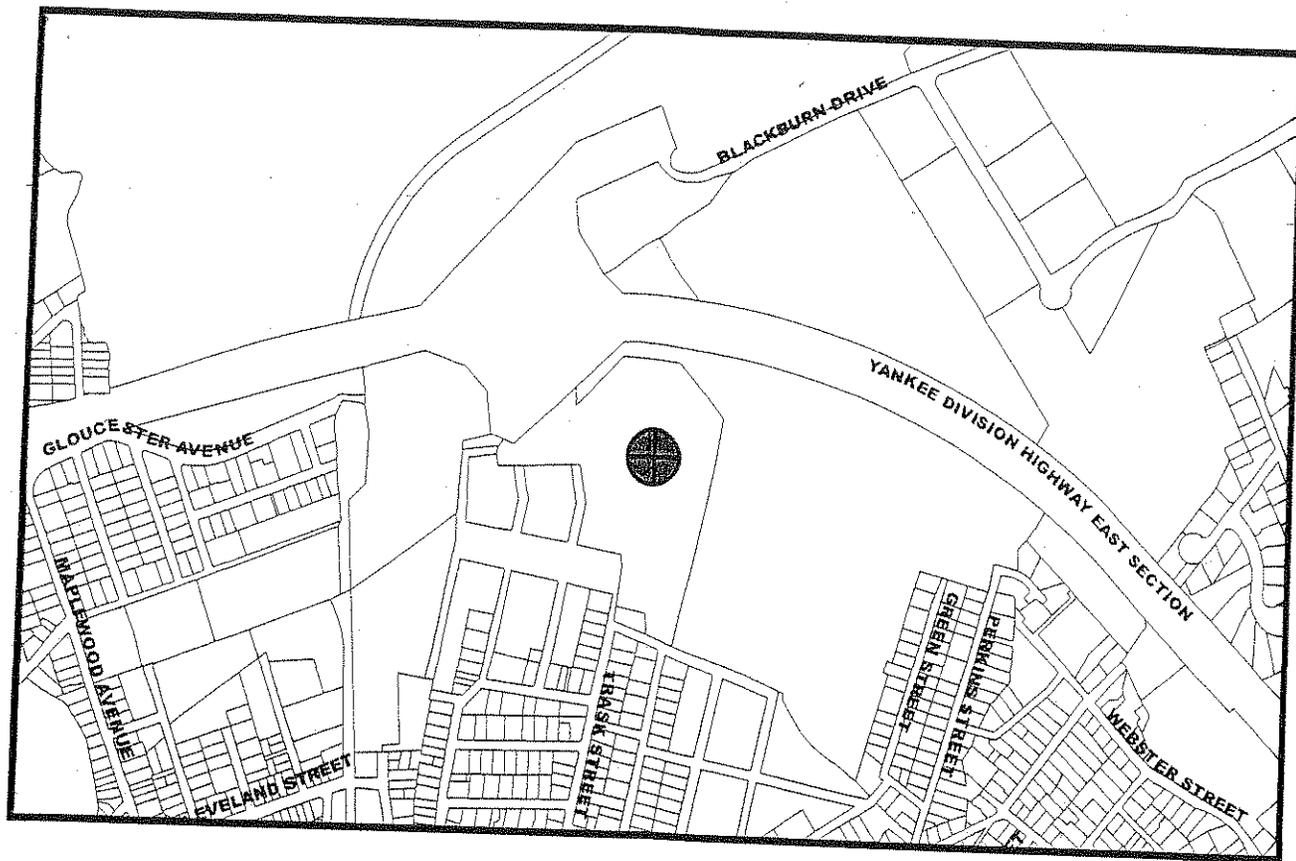
\* Assumes 30 yr munic bond at 6% (currently AAA rating returns 4.65%)

# Appendix A

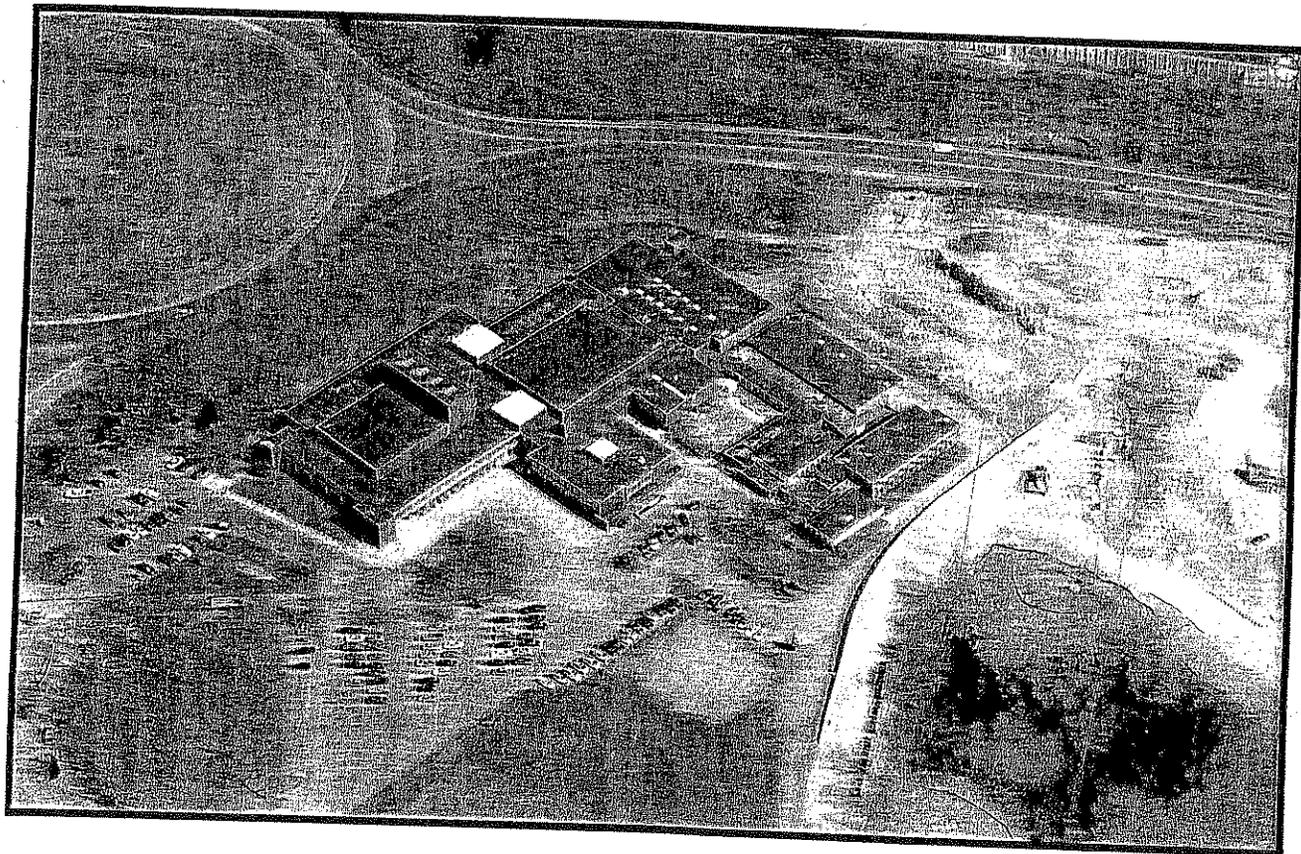


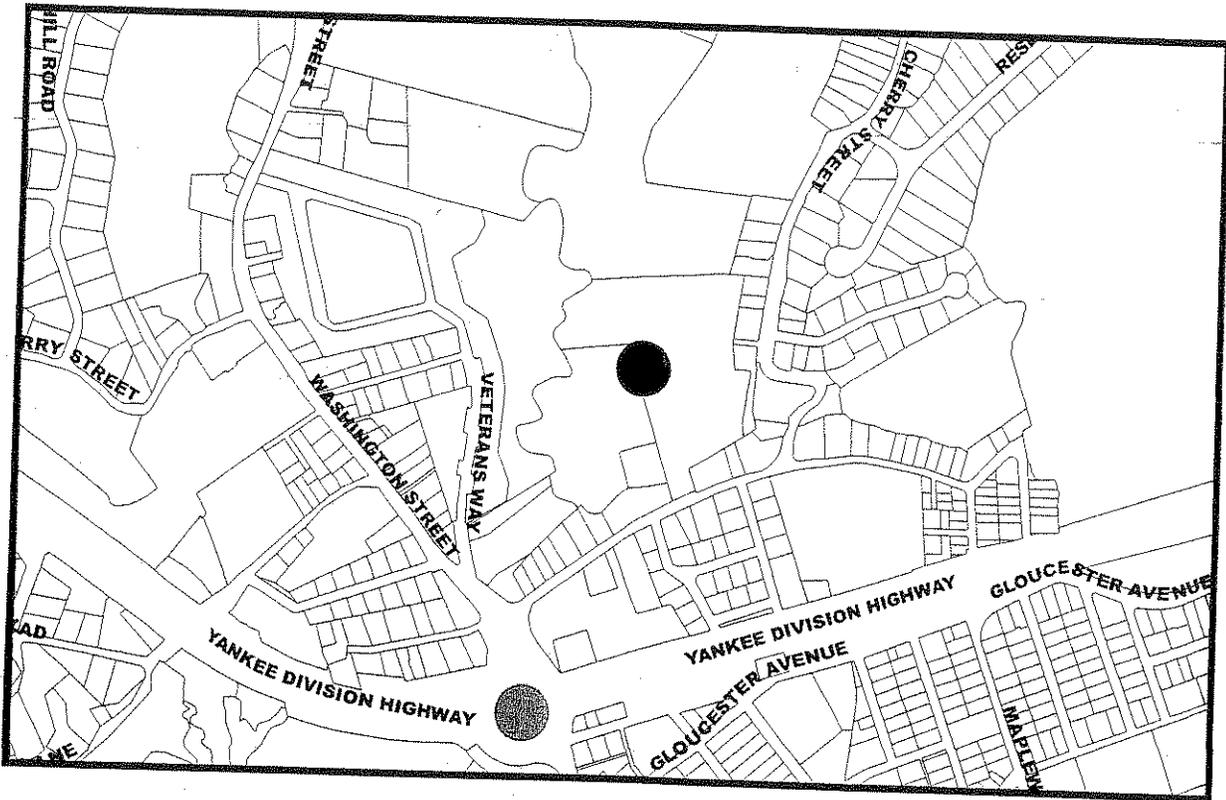
City Hall Annex  
3 Pond Road  
Assessors Map 264 Lot 28





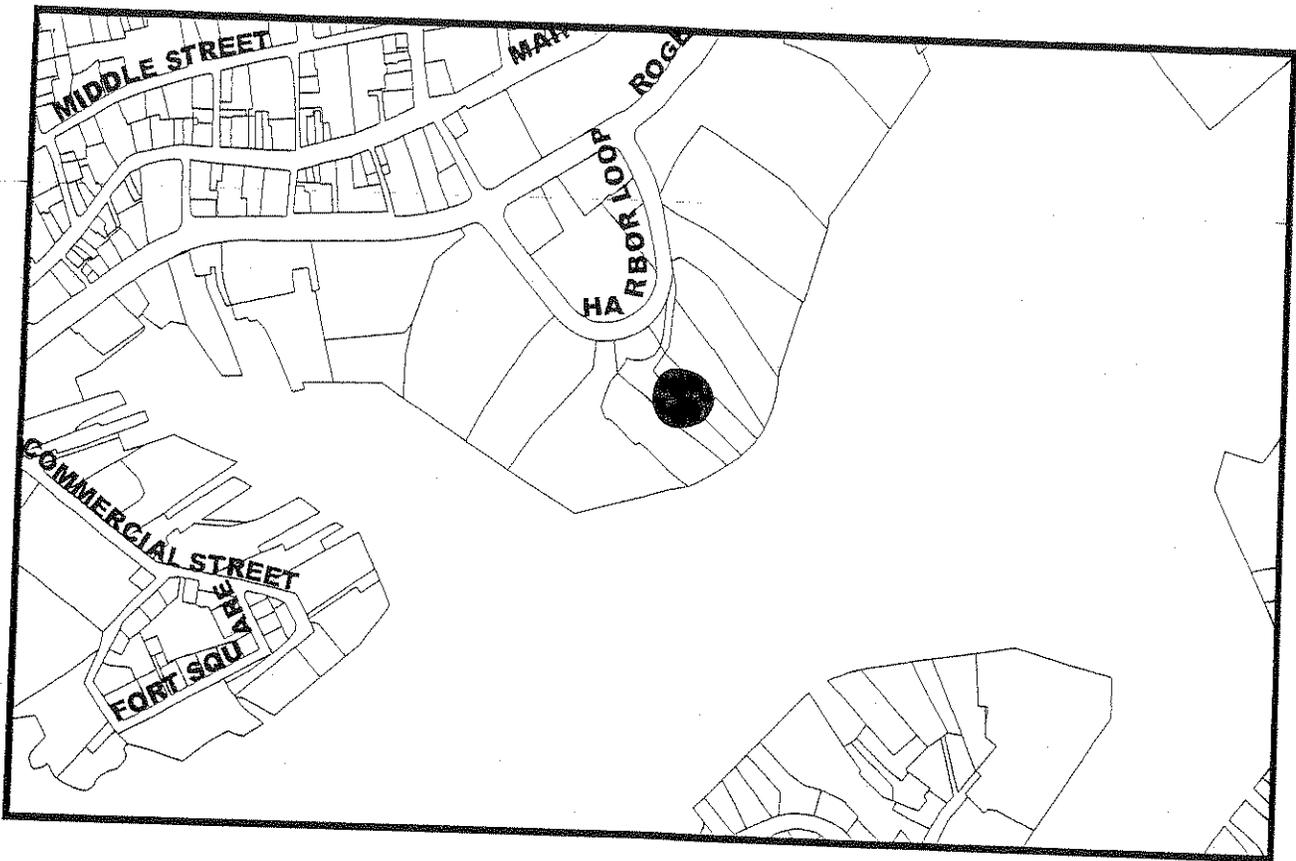
Fuller School  
4 School House Road  
Assessors Map 262 Lot 14



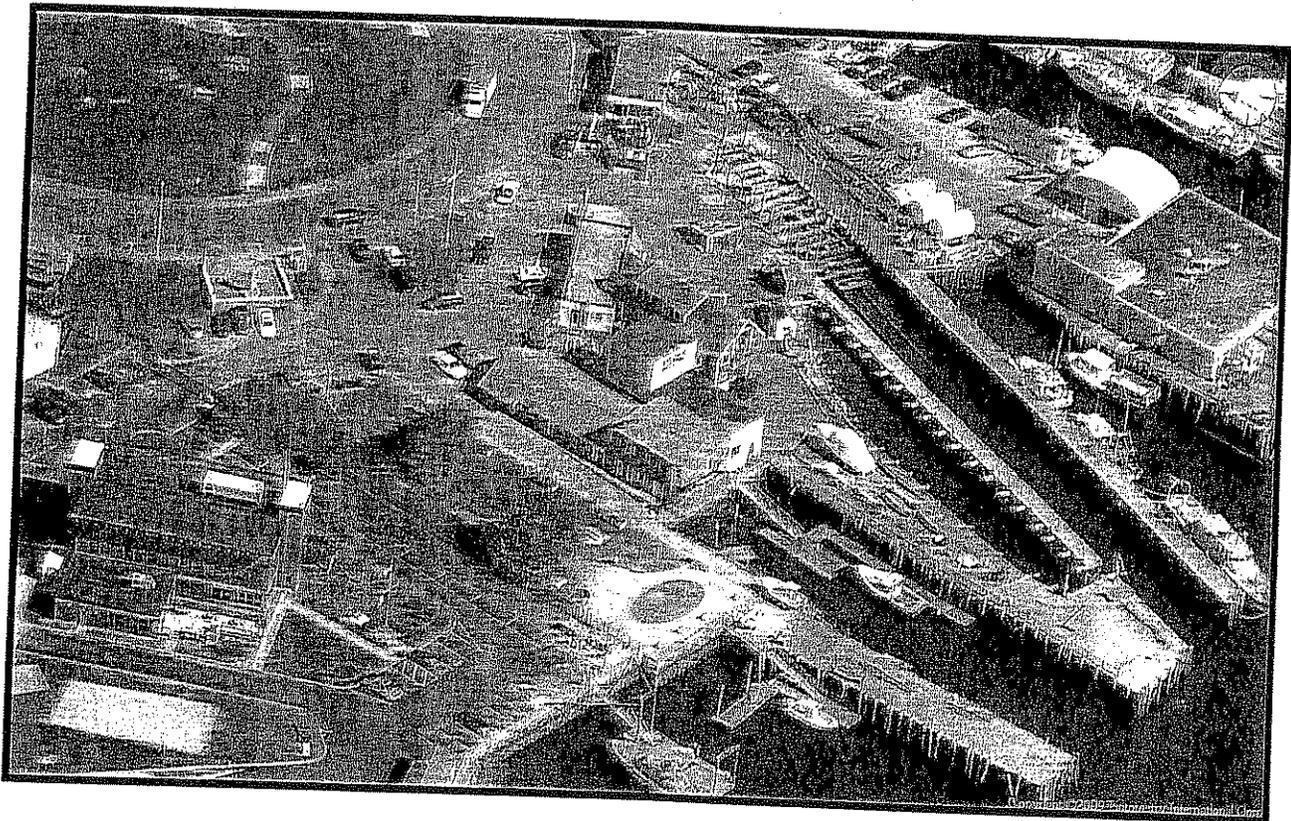


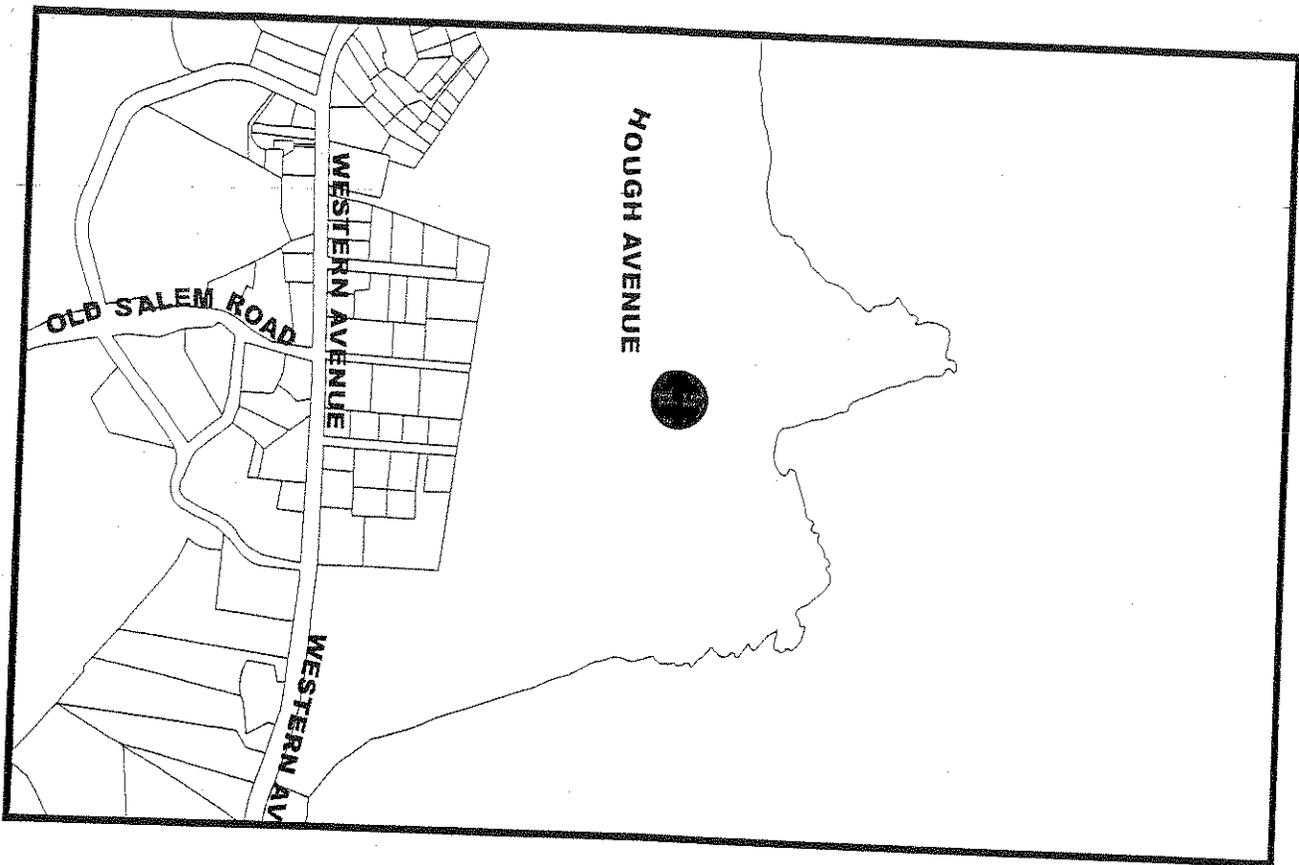
DPW Yard  
22 Poplar Street  
Assessors Map 105 Lot 16,17,18, &19





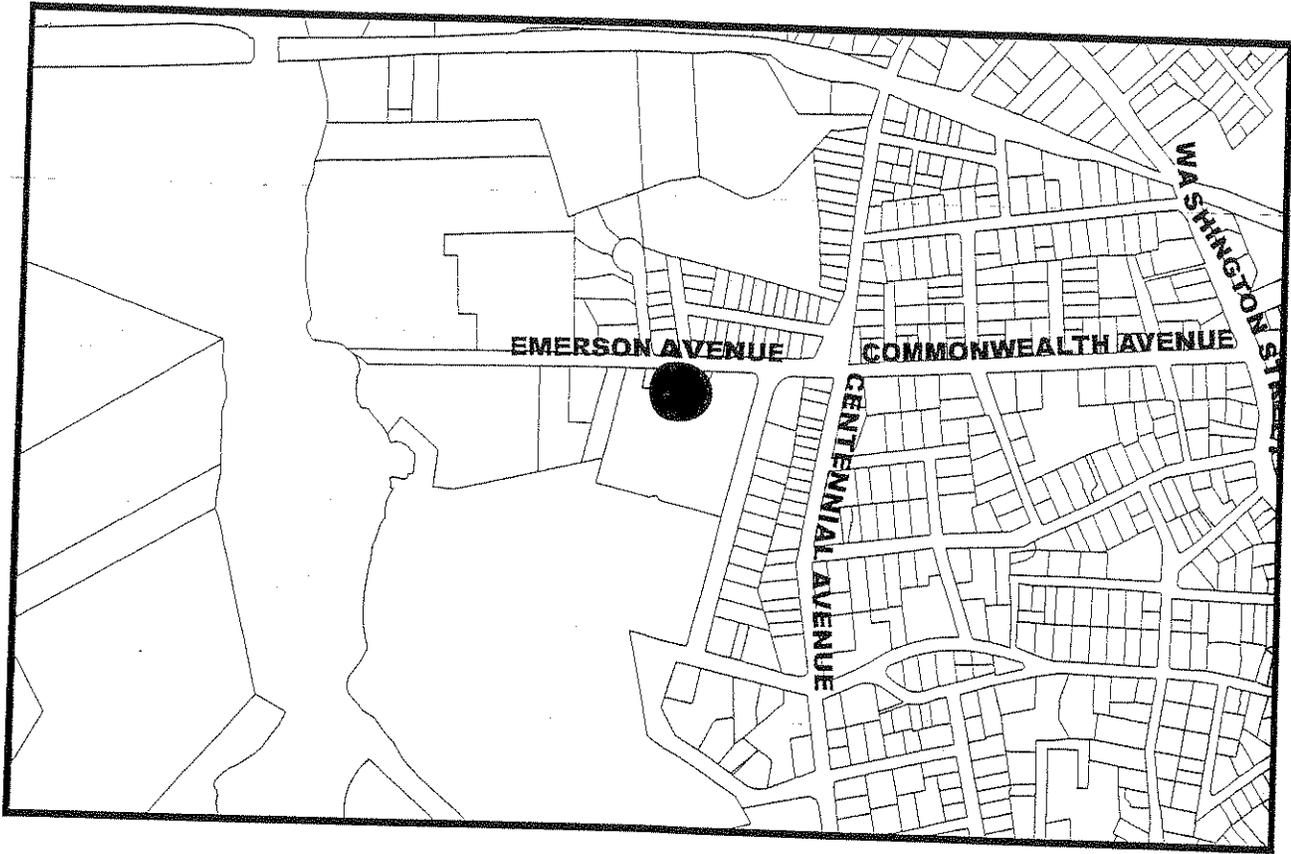
HarborMaster's Office  
19R Harbor Loop  
Assessors Map 9 Lot 16





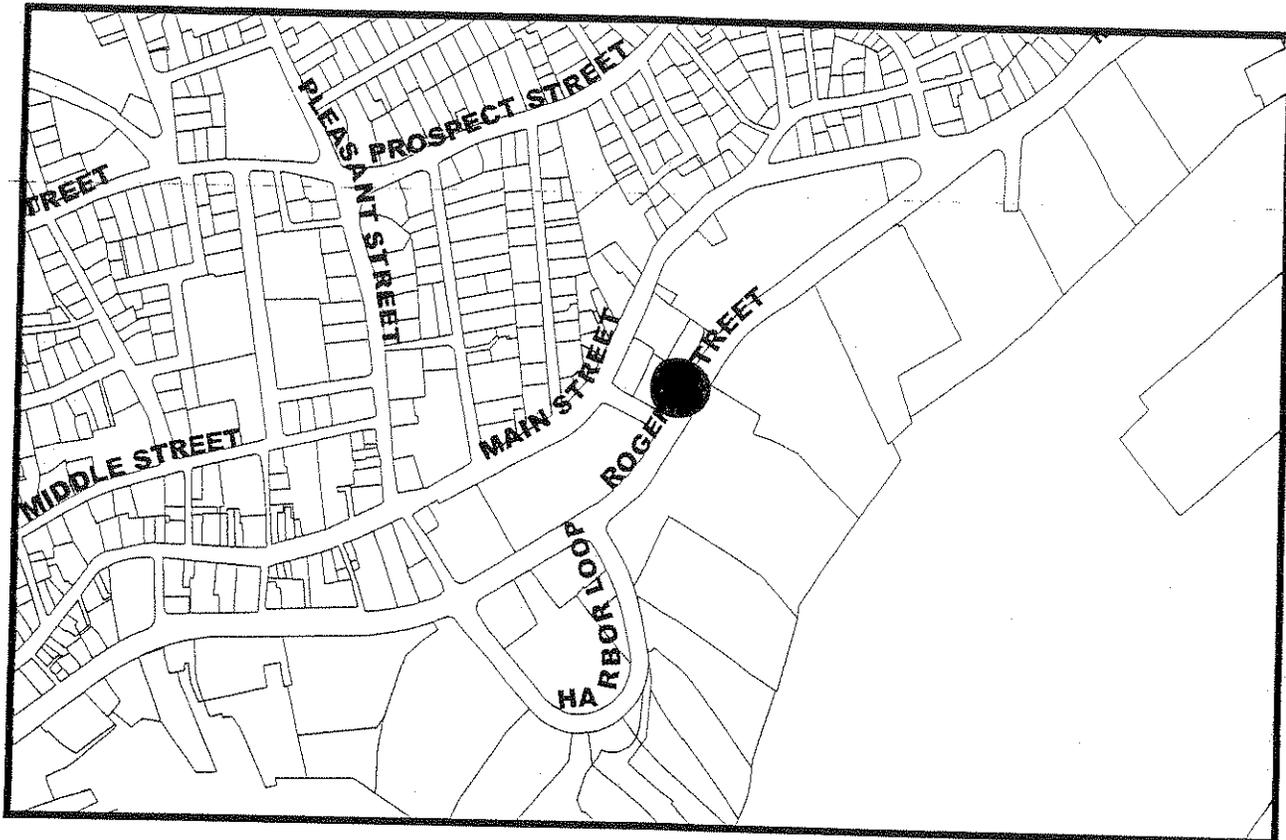
Visitors Center  
24 Hough Avenue  
Assessors Map 216 Lot 140





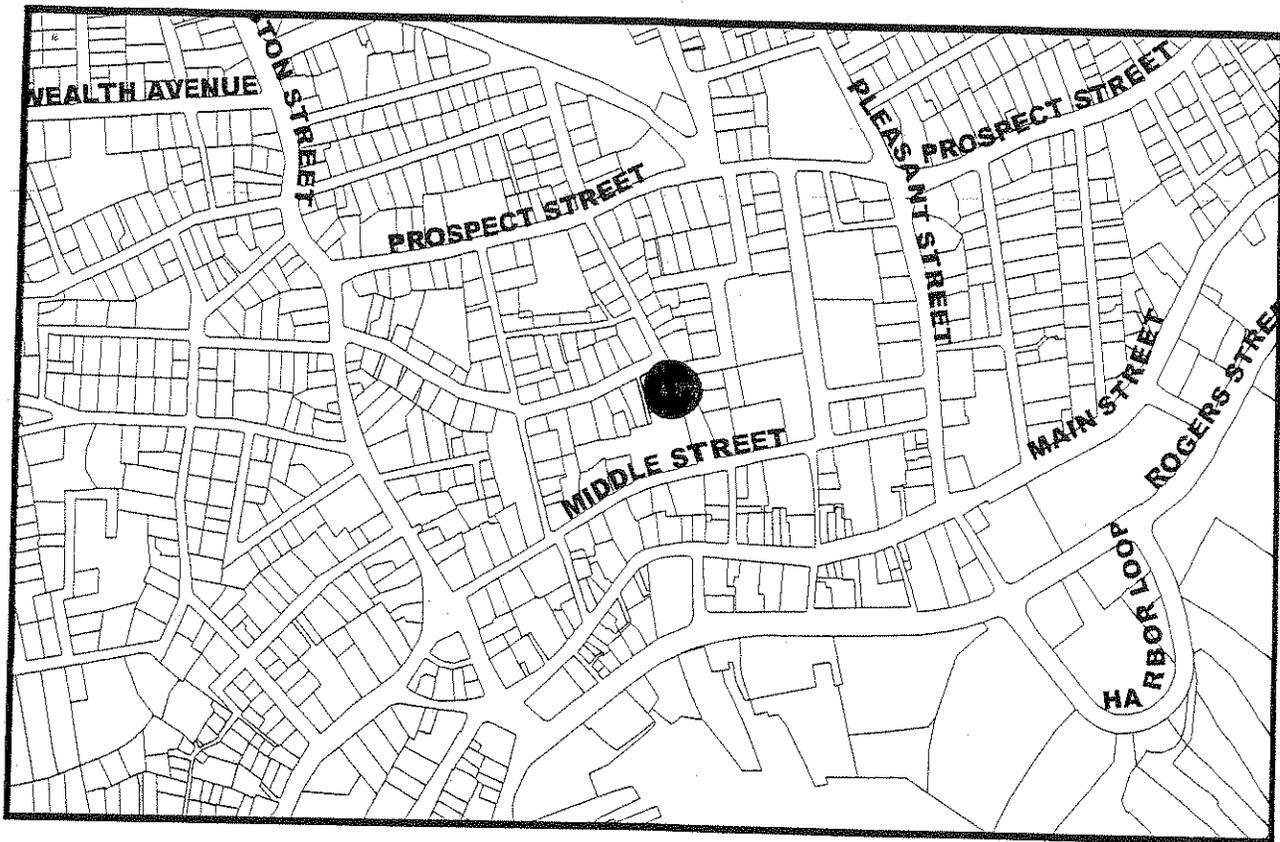
Veterans Center  
12 Emerson Avenue  
Assessors Map 20 Lot 2



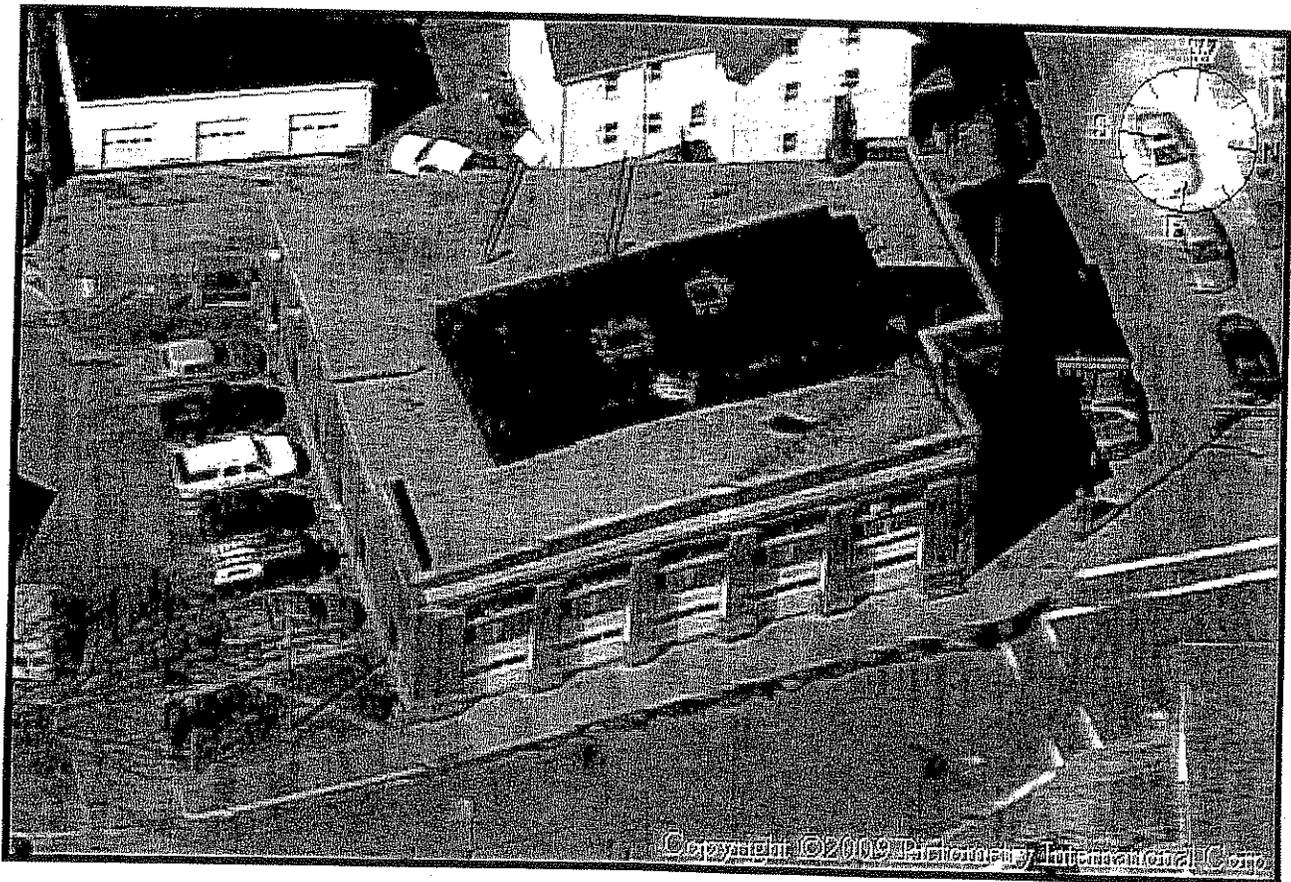


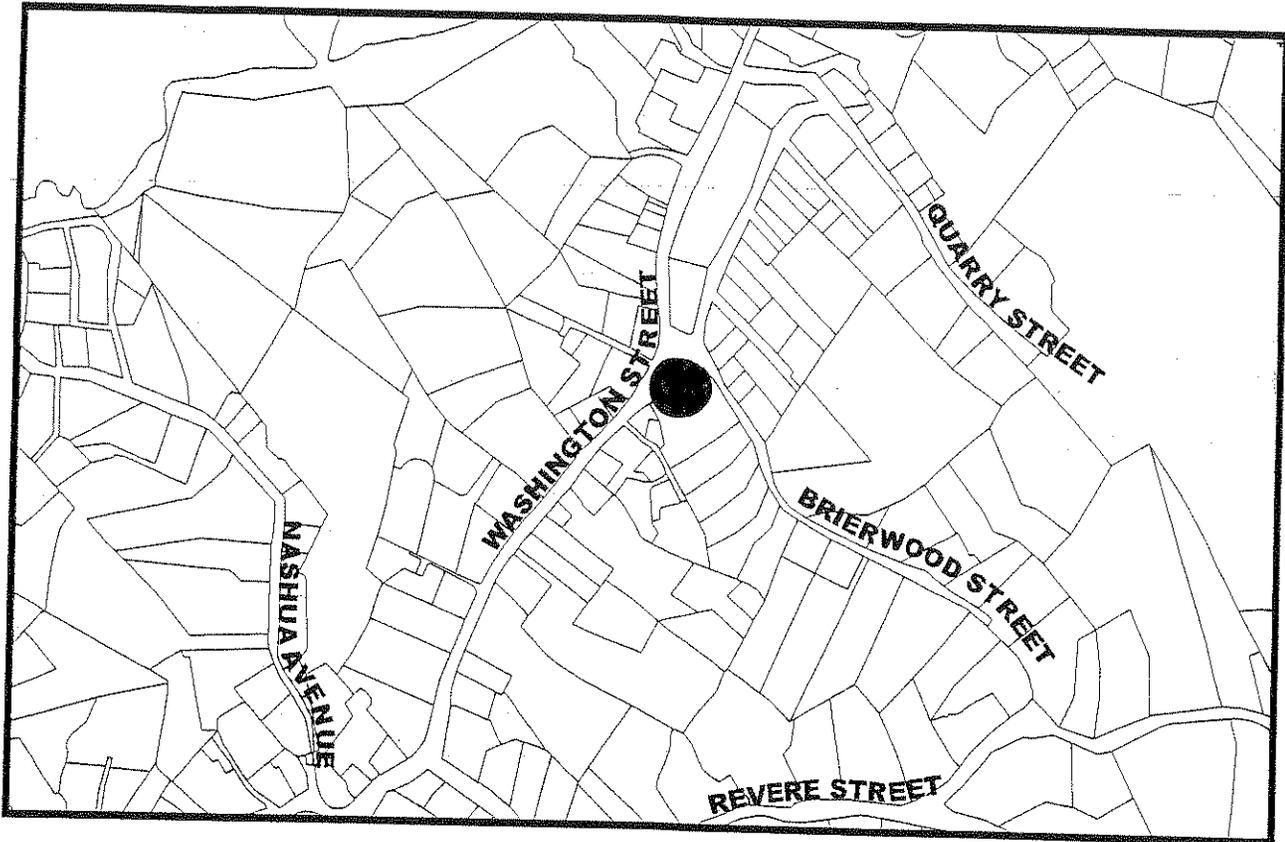
Senior Center  
Rogers Street  
Assessors Map 10 Lot 29





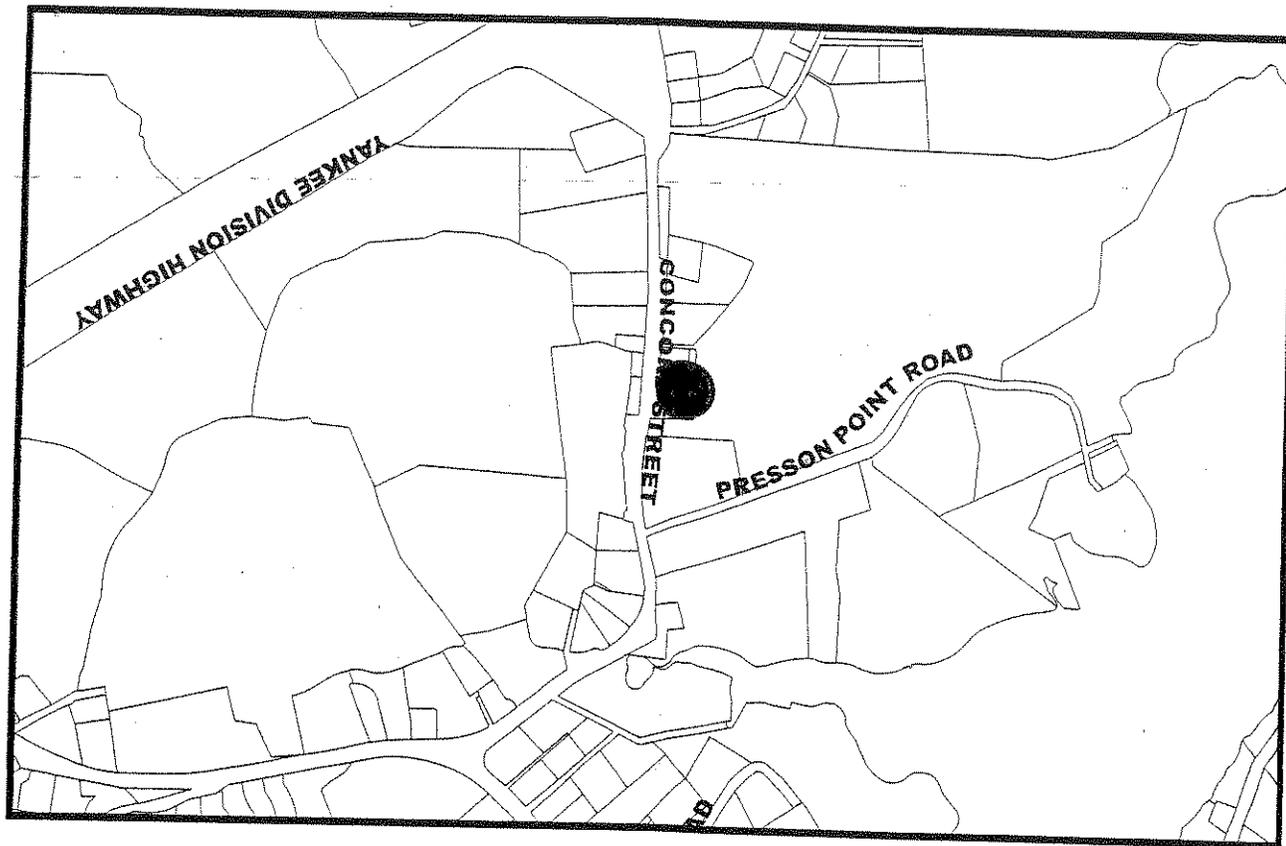
Central Fire Station  
8 School Street  
Assessors Map 15 Lot 1



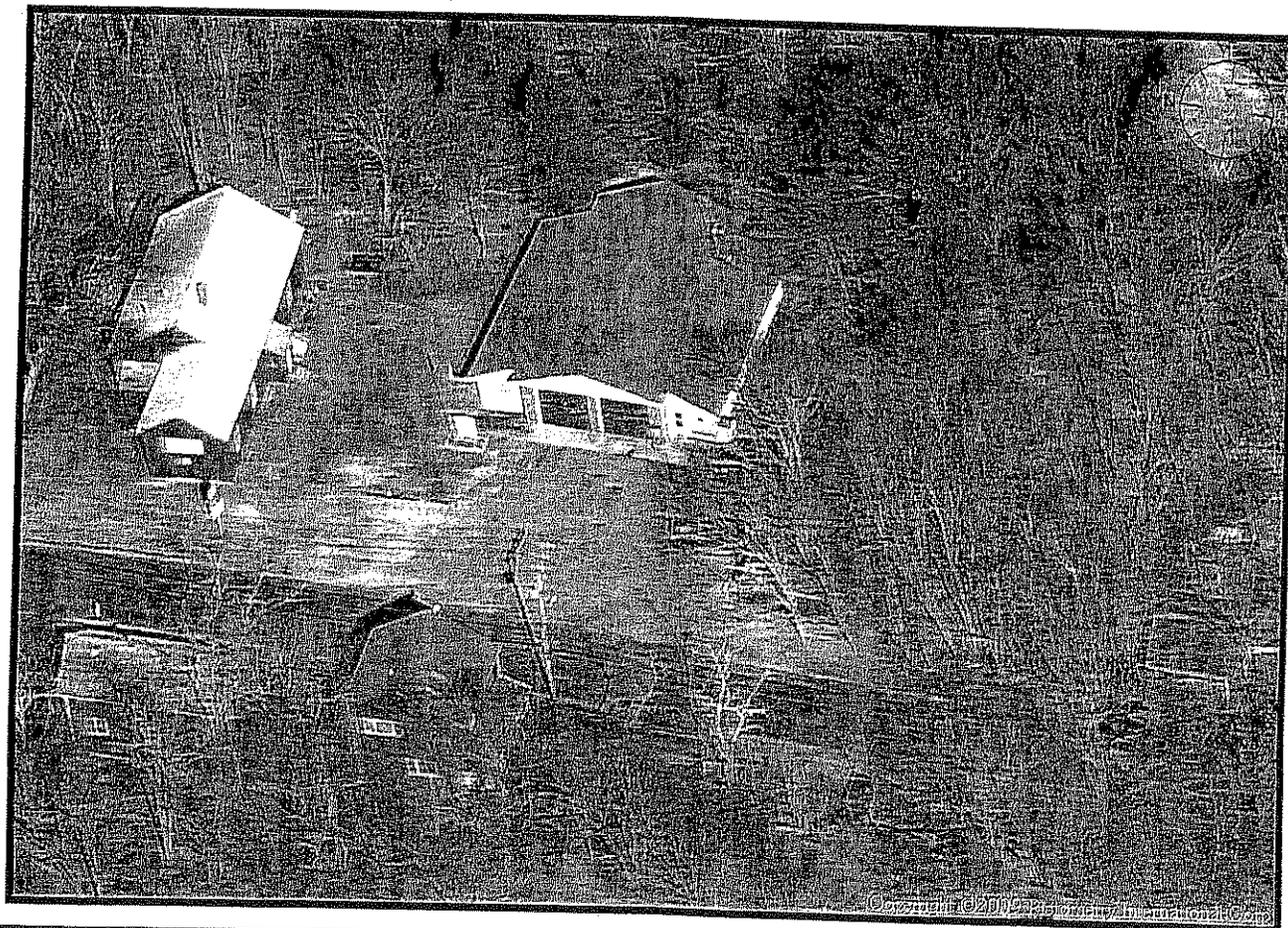


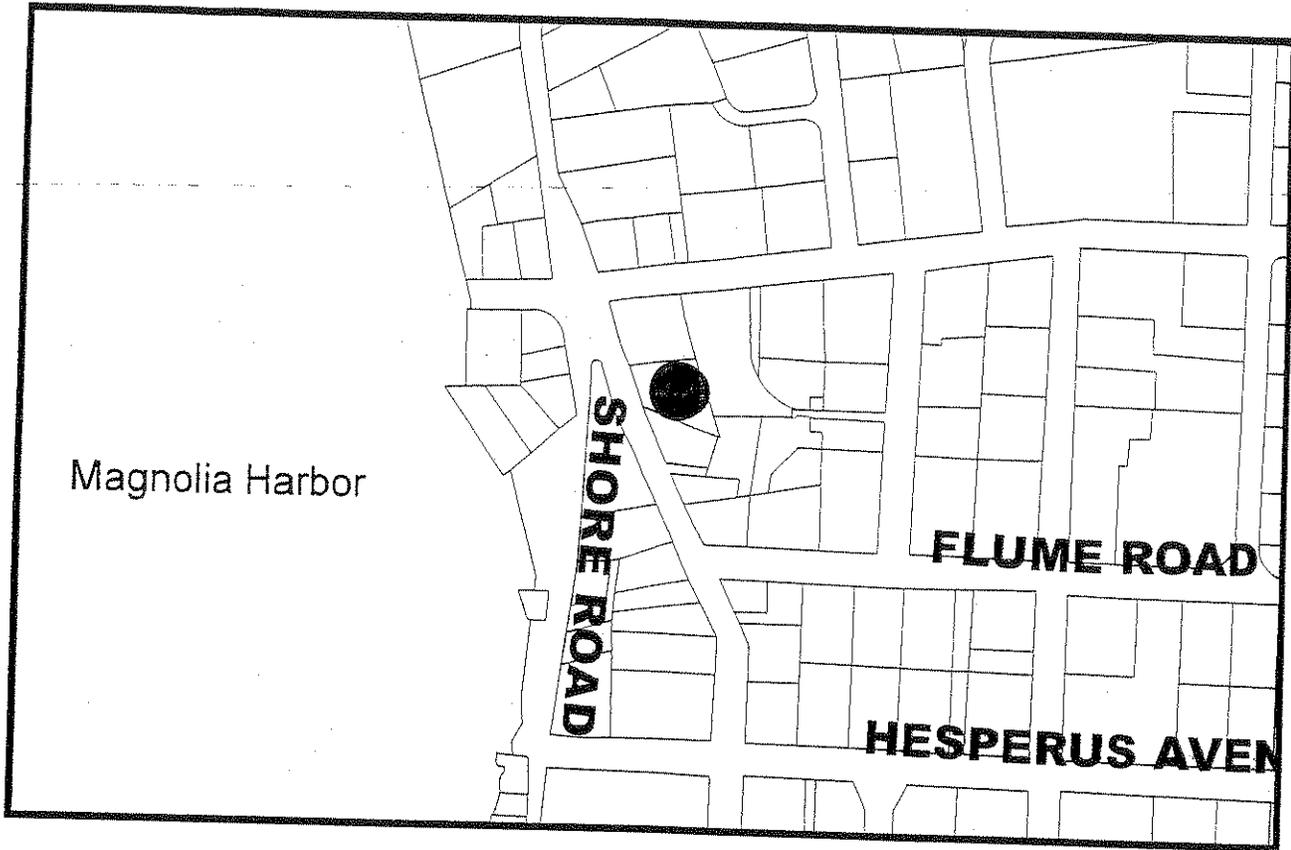
Bayview Station  
891 Washington Street  
Assessors Map 138 Lot 45



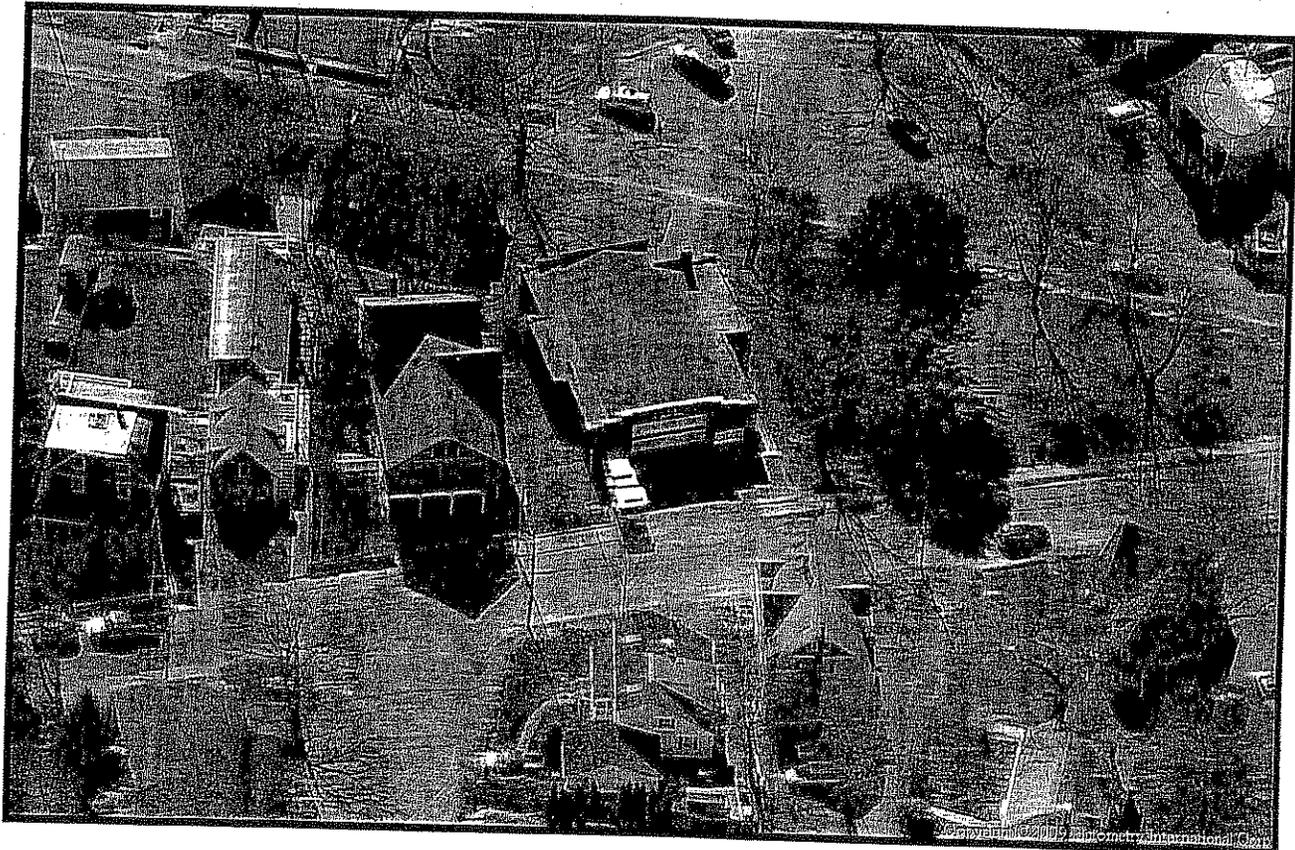


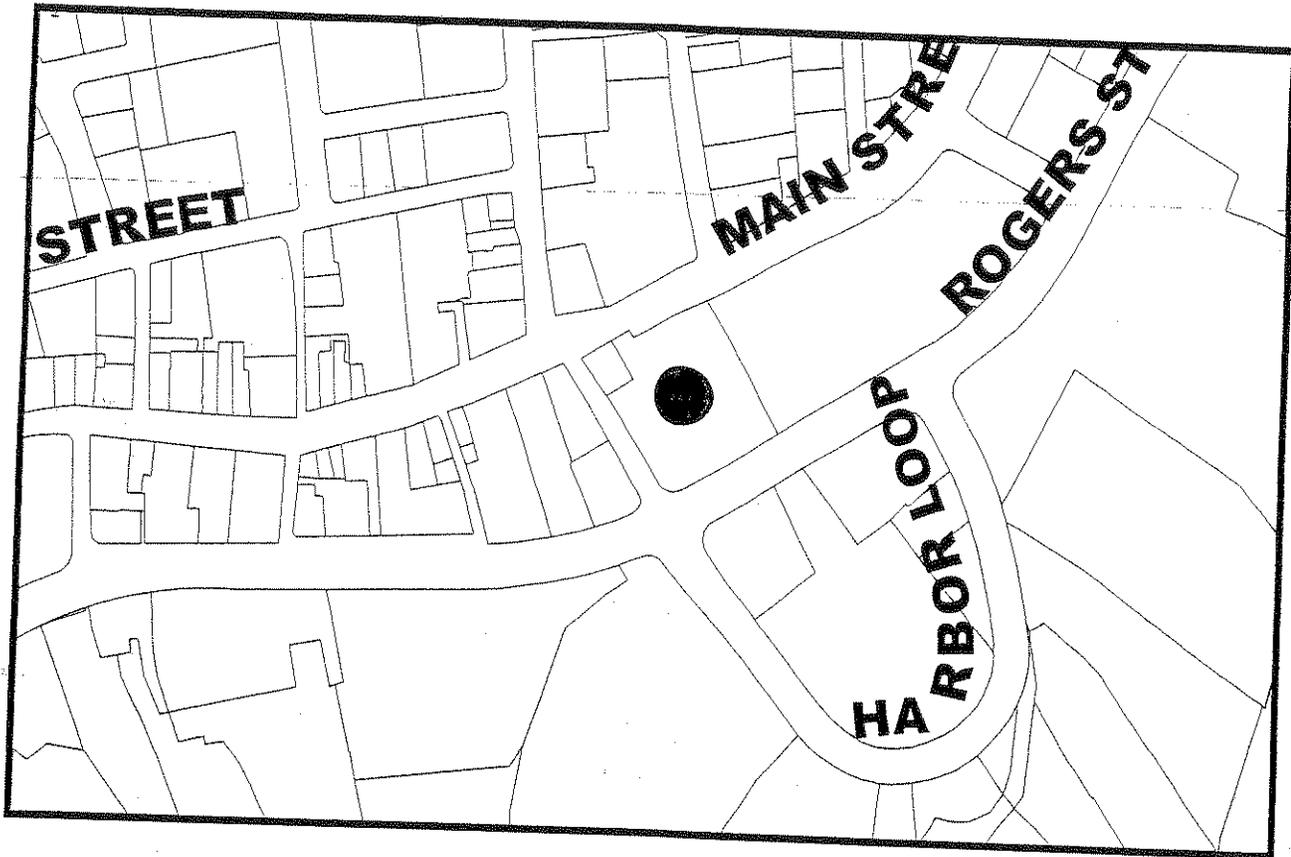
West Gloucester Station  
33 Concord Street  
Assessors Map 229 Lot 73



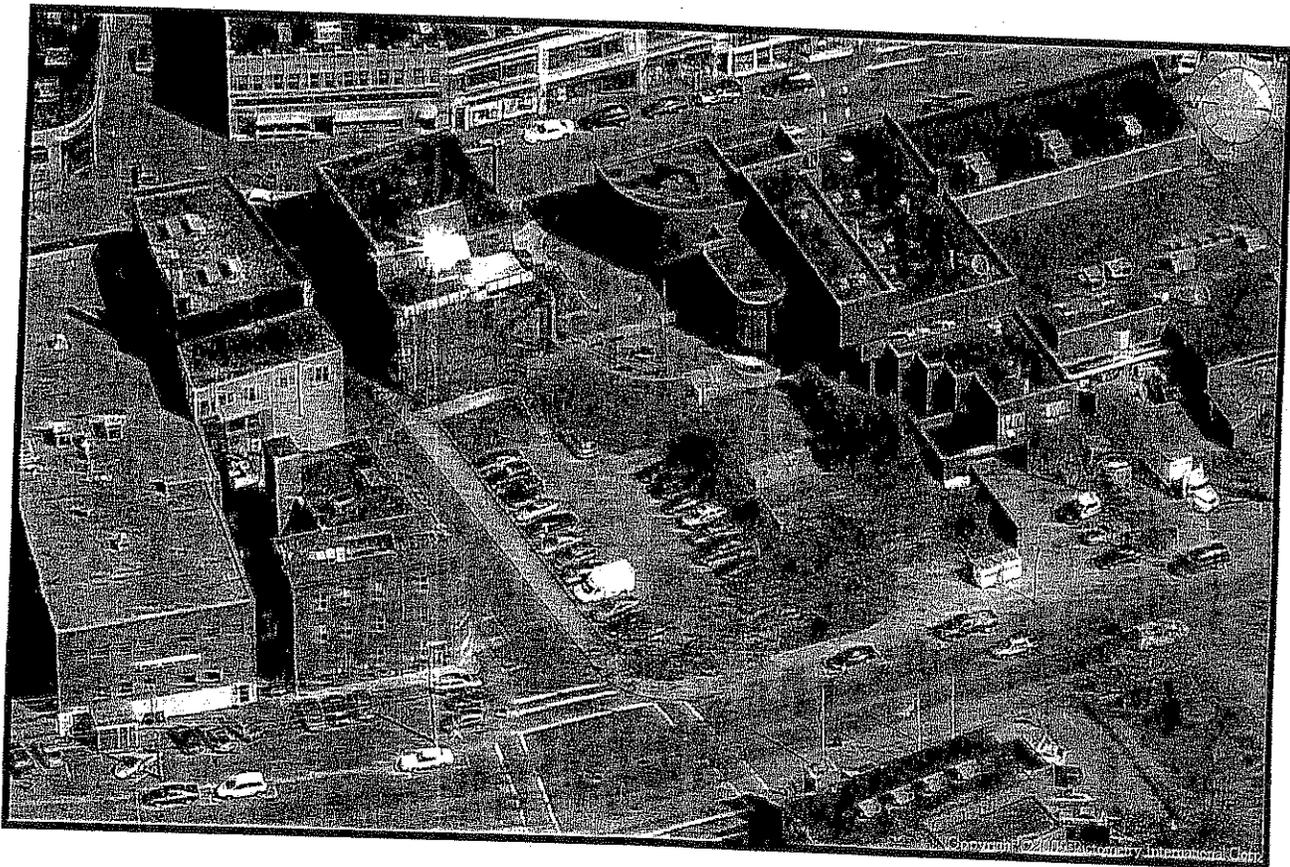


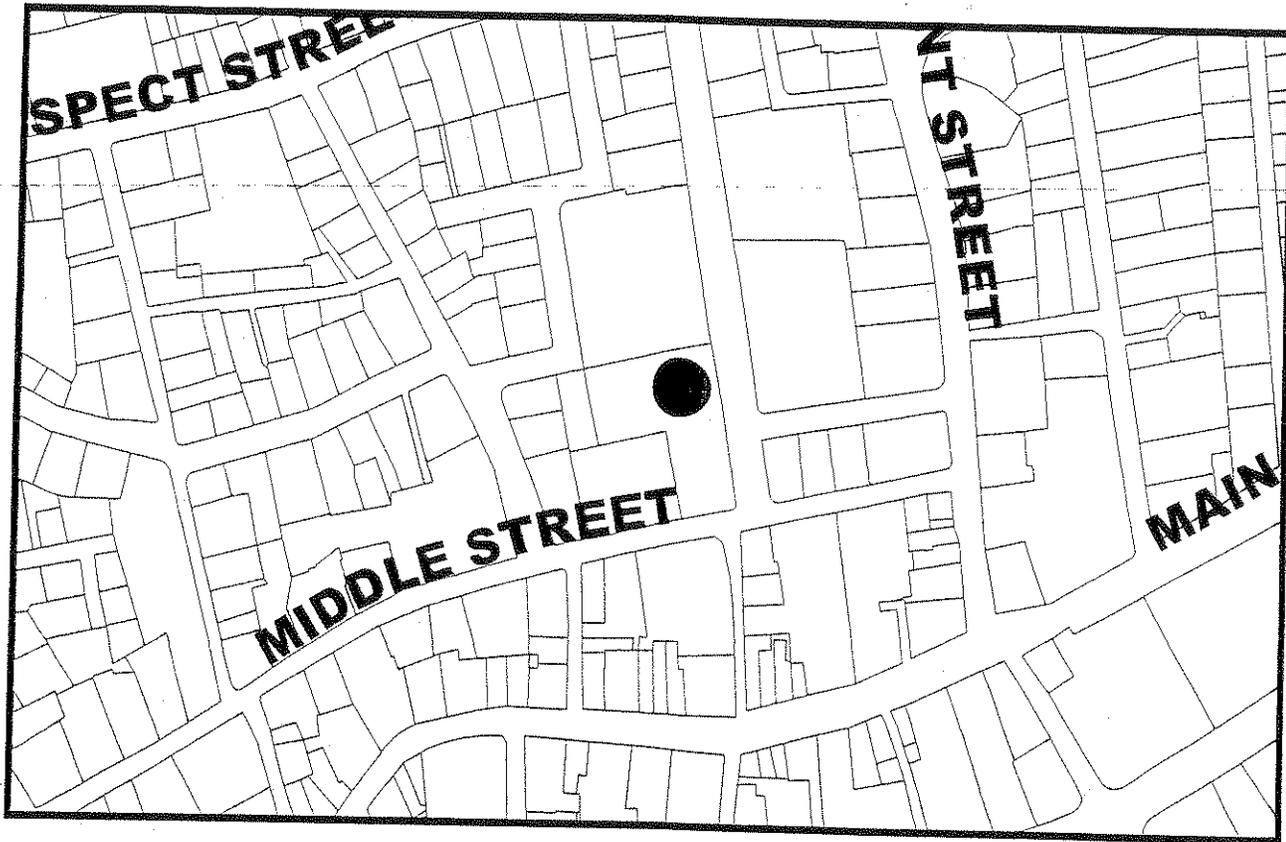
Magnolia Station  
30 Fuller Street  
Assessors Map 168 Lot 20





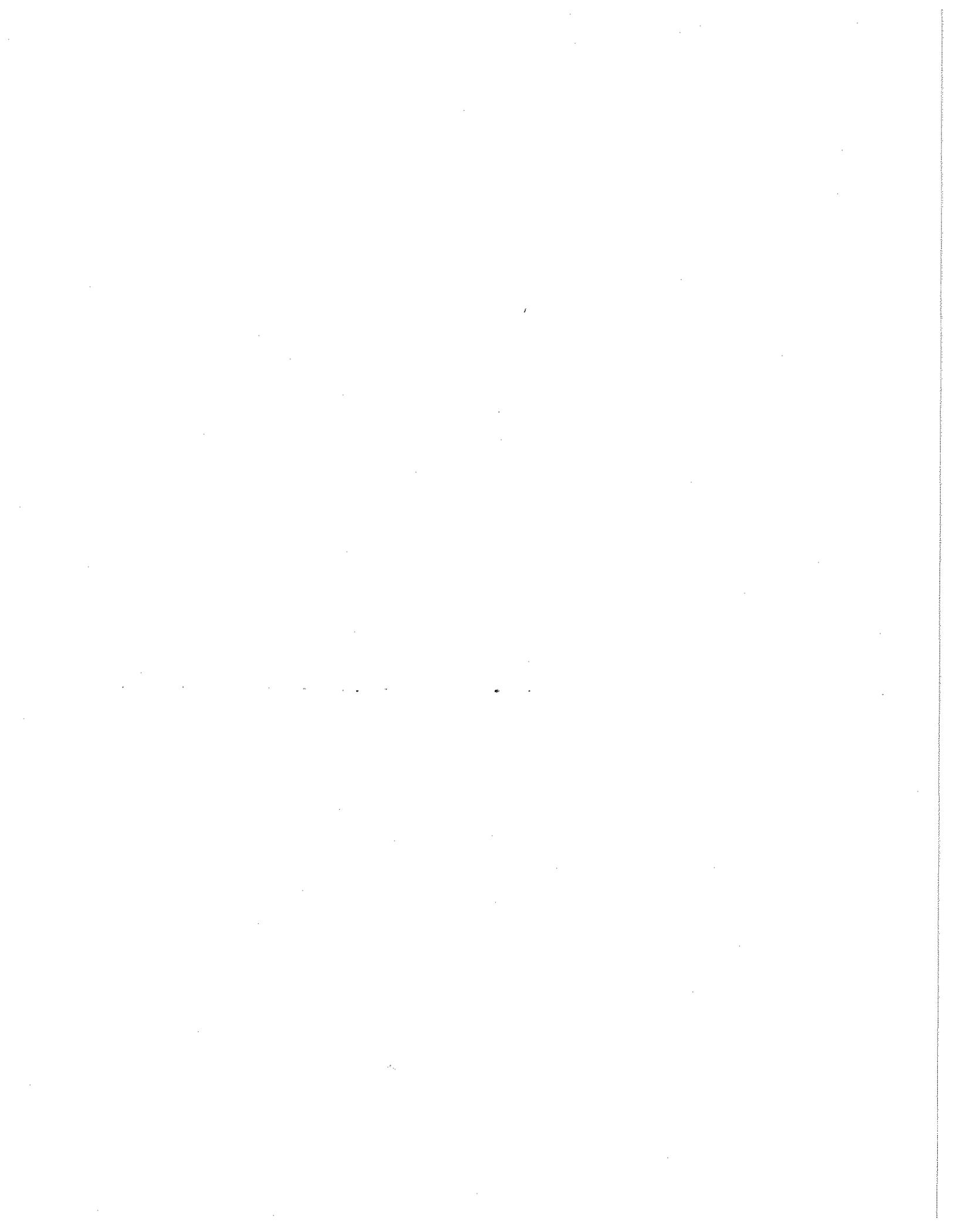
Police Station/ Courthouse  
195 Main Street  
Assessors Map 8 Lot 26

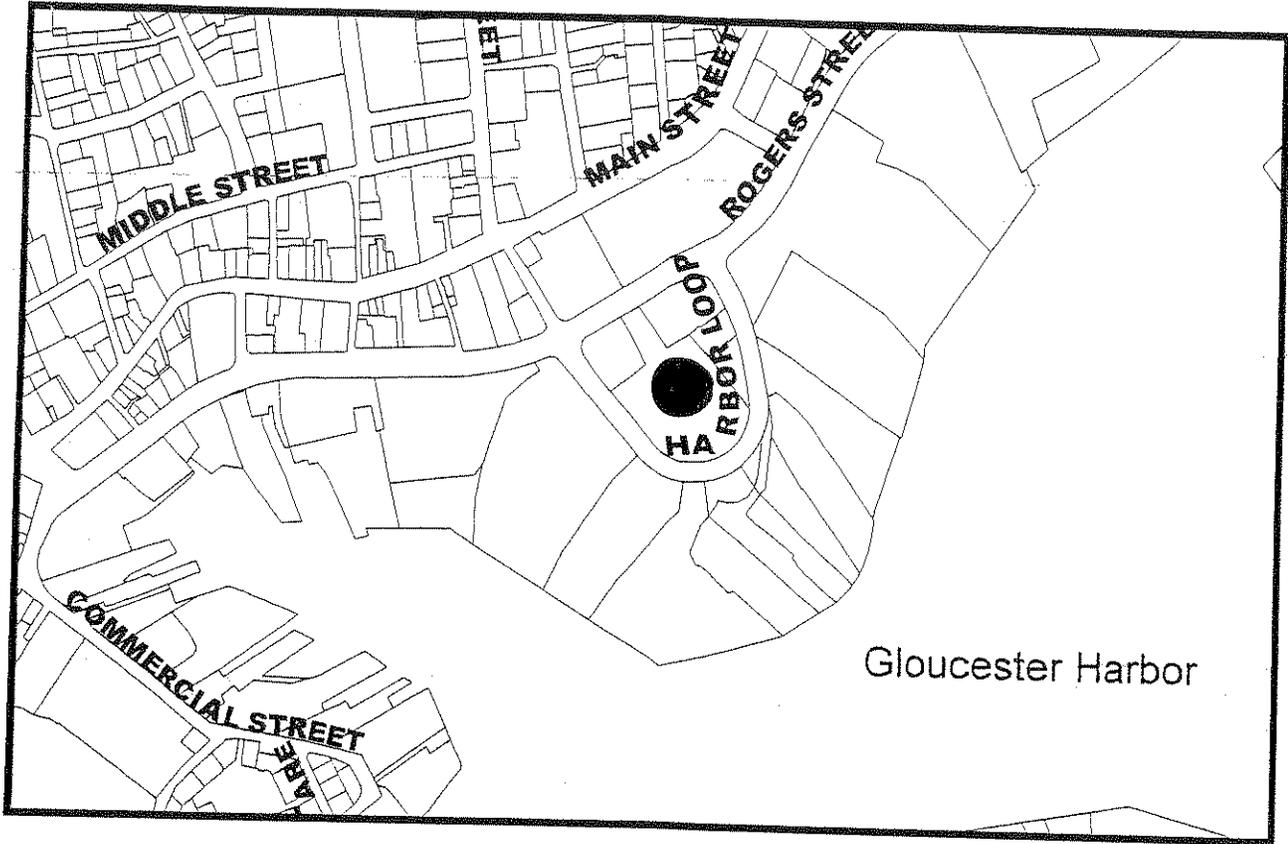




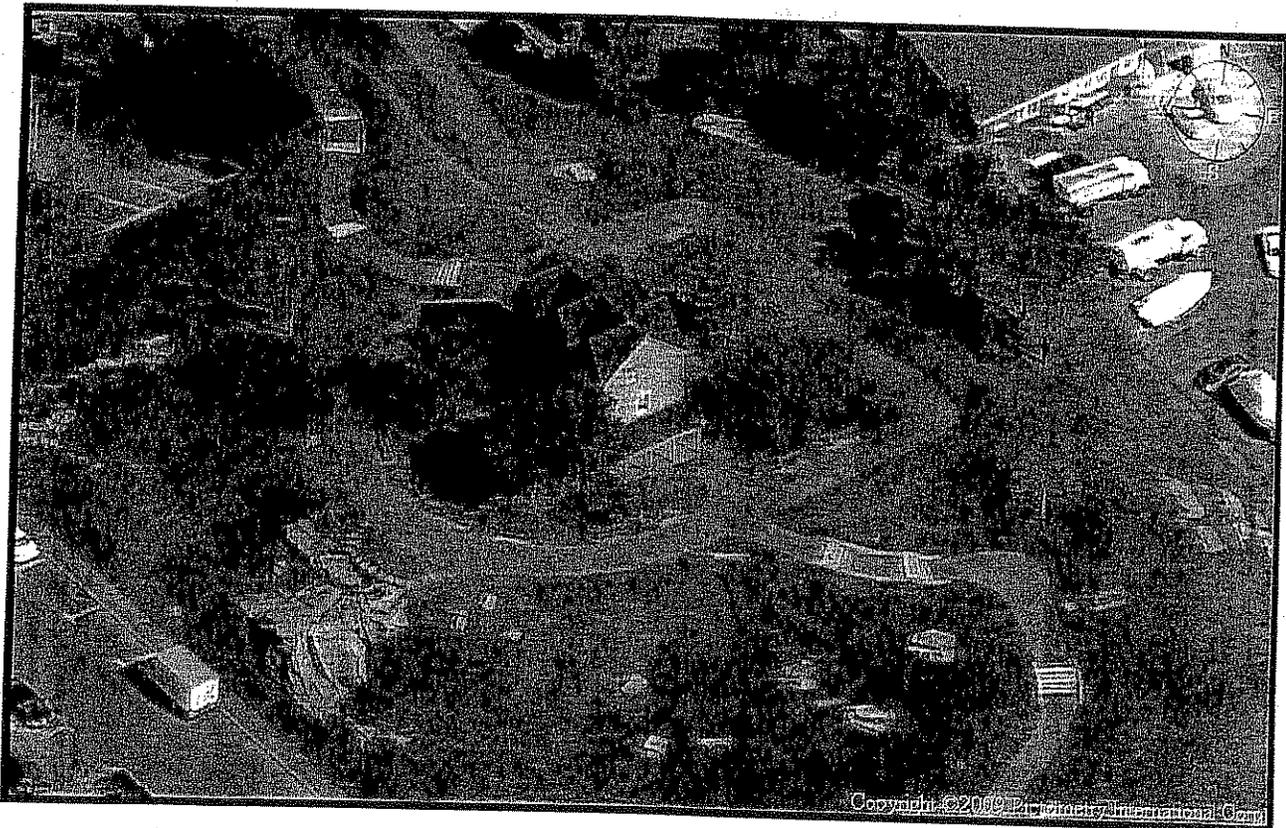
Sawyer Free Library  
2 Dale Avenue  
Assessors Map 14 Lot 69

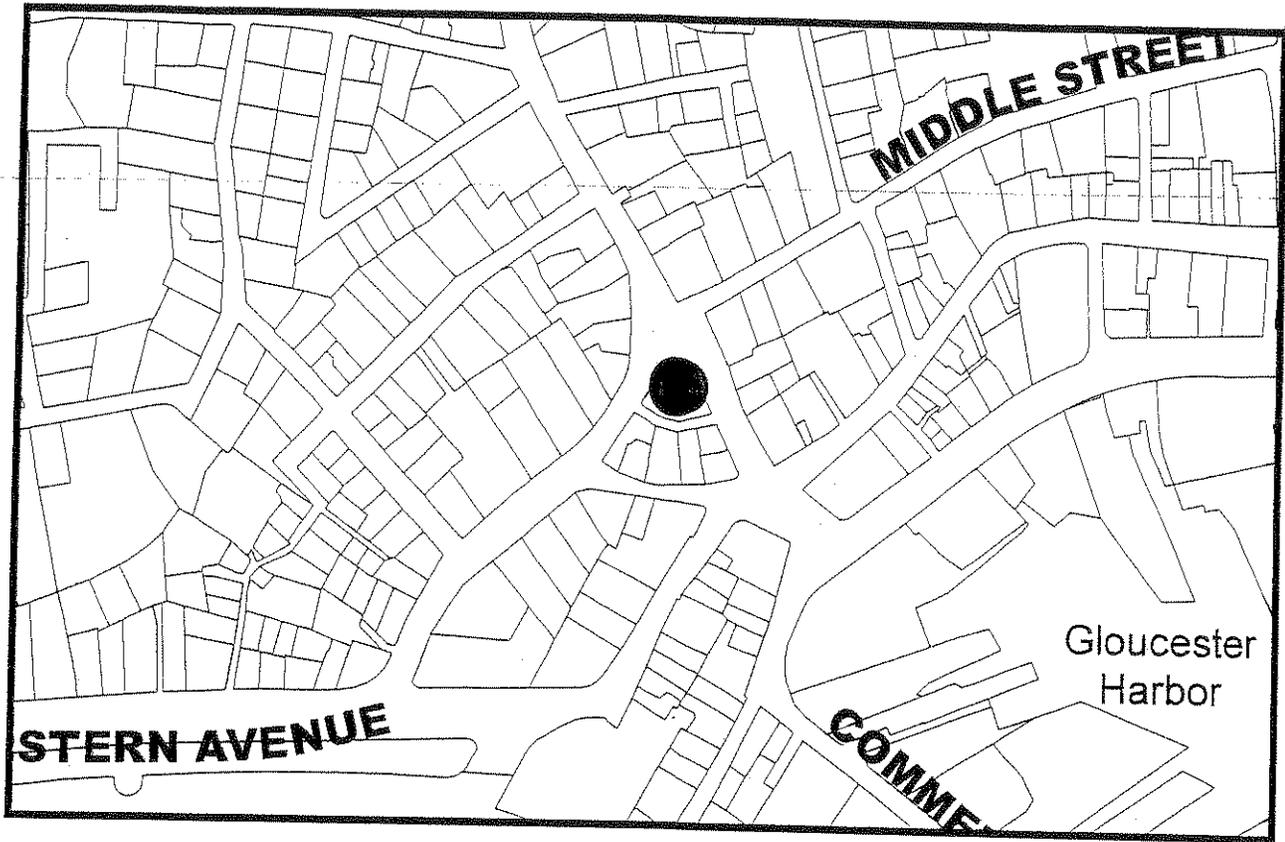




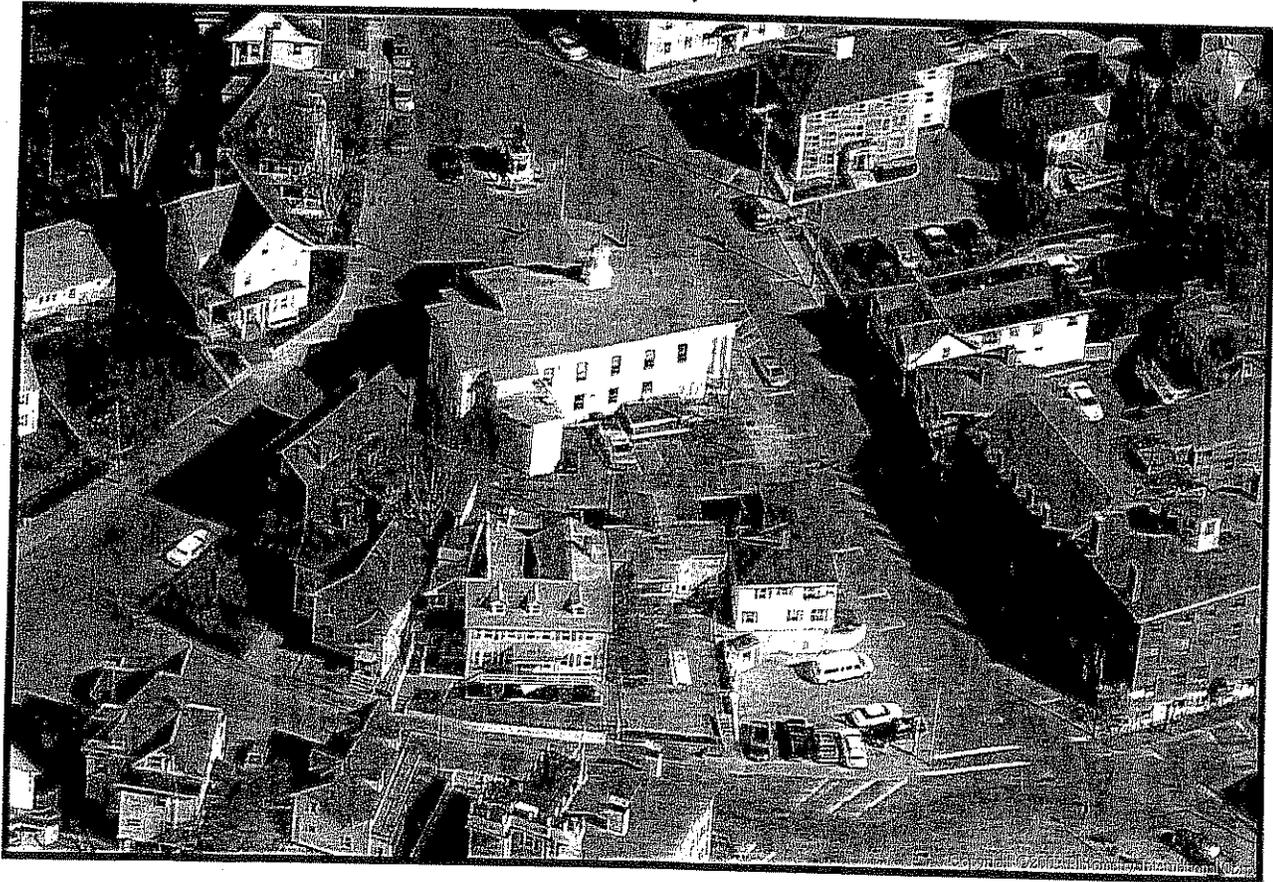


Fitz Henry Lane House  
8 Harbor Loop  
Assessors Map 9 Lot 25

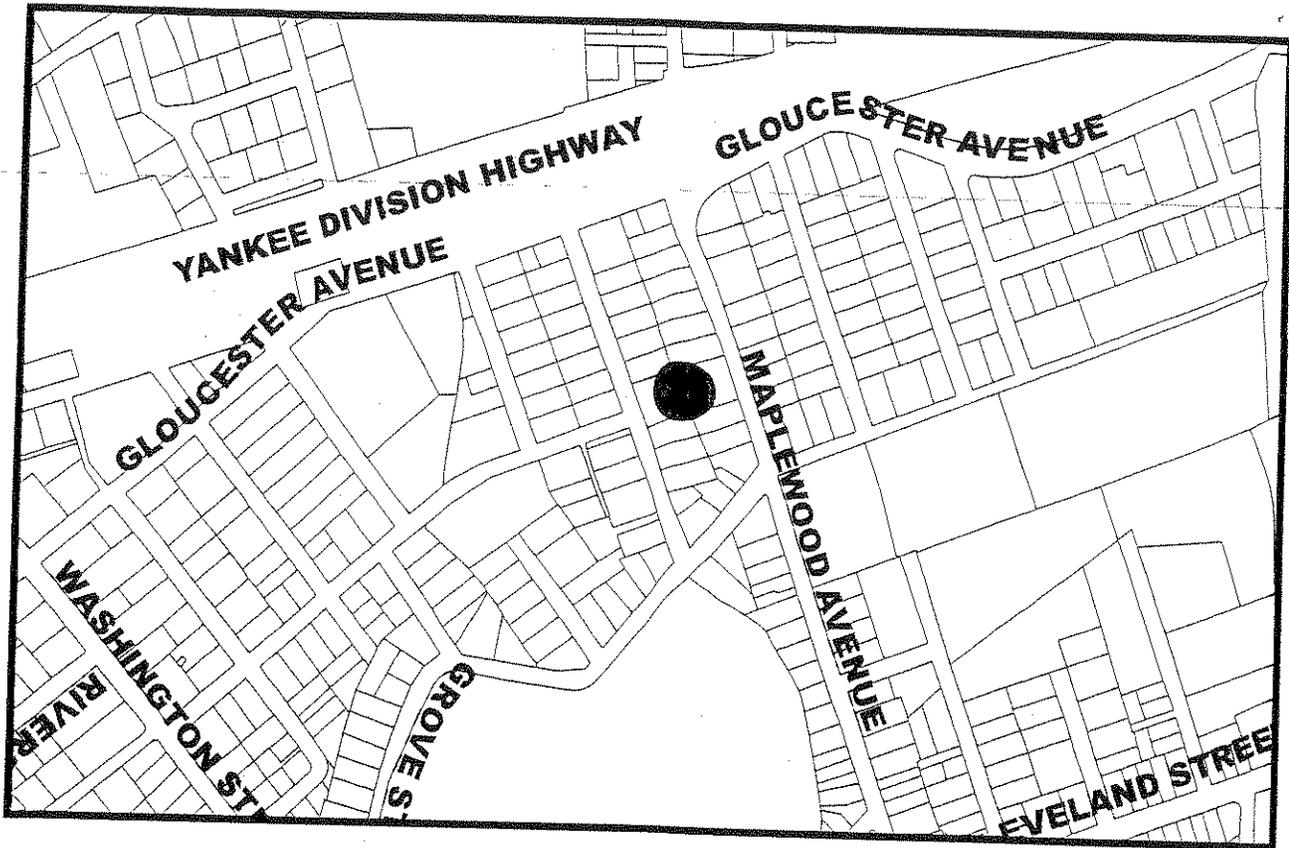




American Legion  
8 Washington Street  
Assessors Map 2 Lot 31

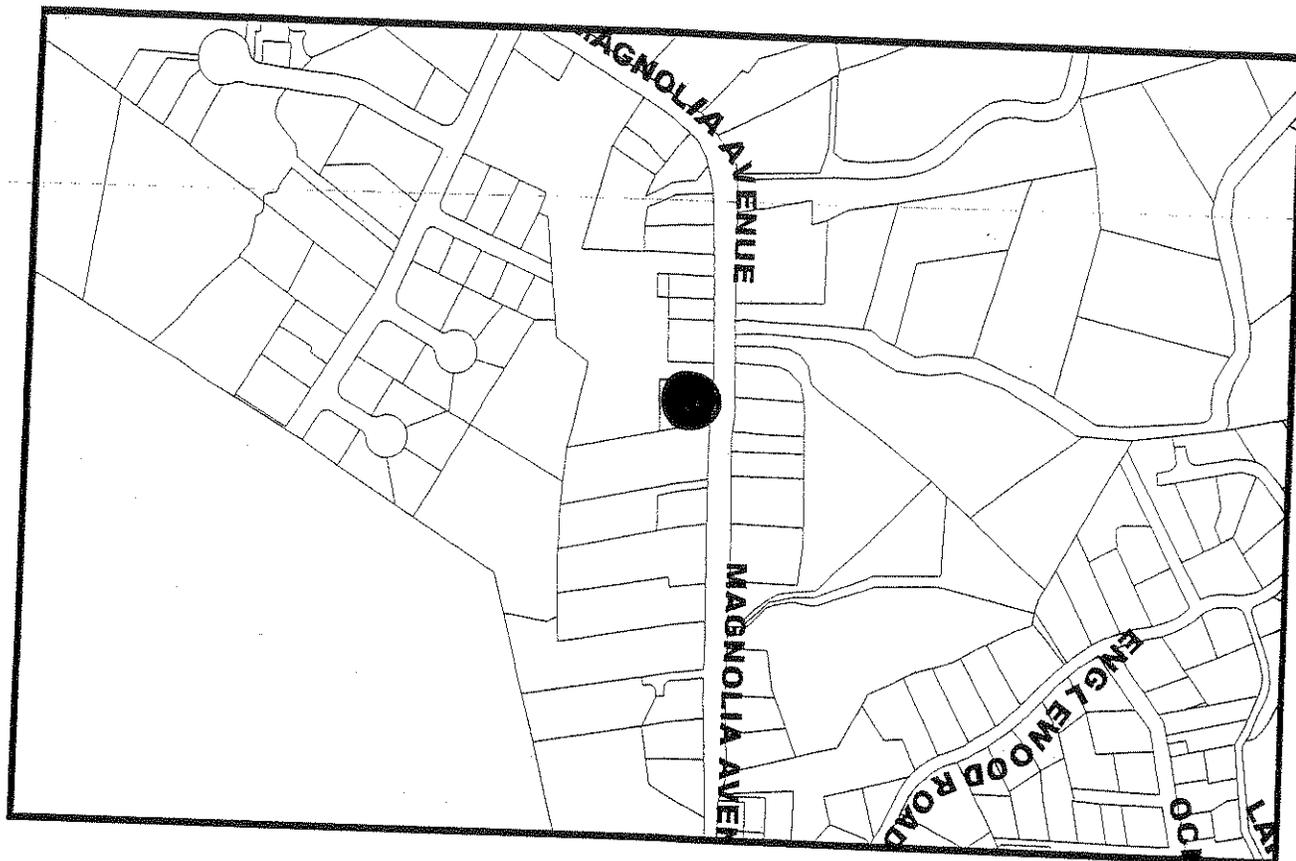






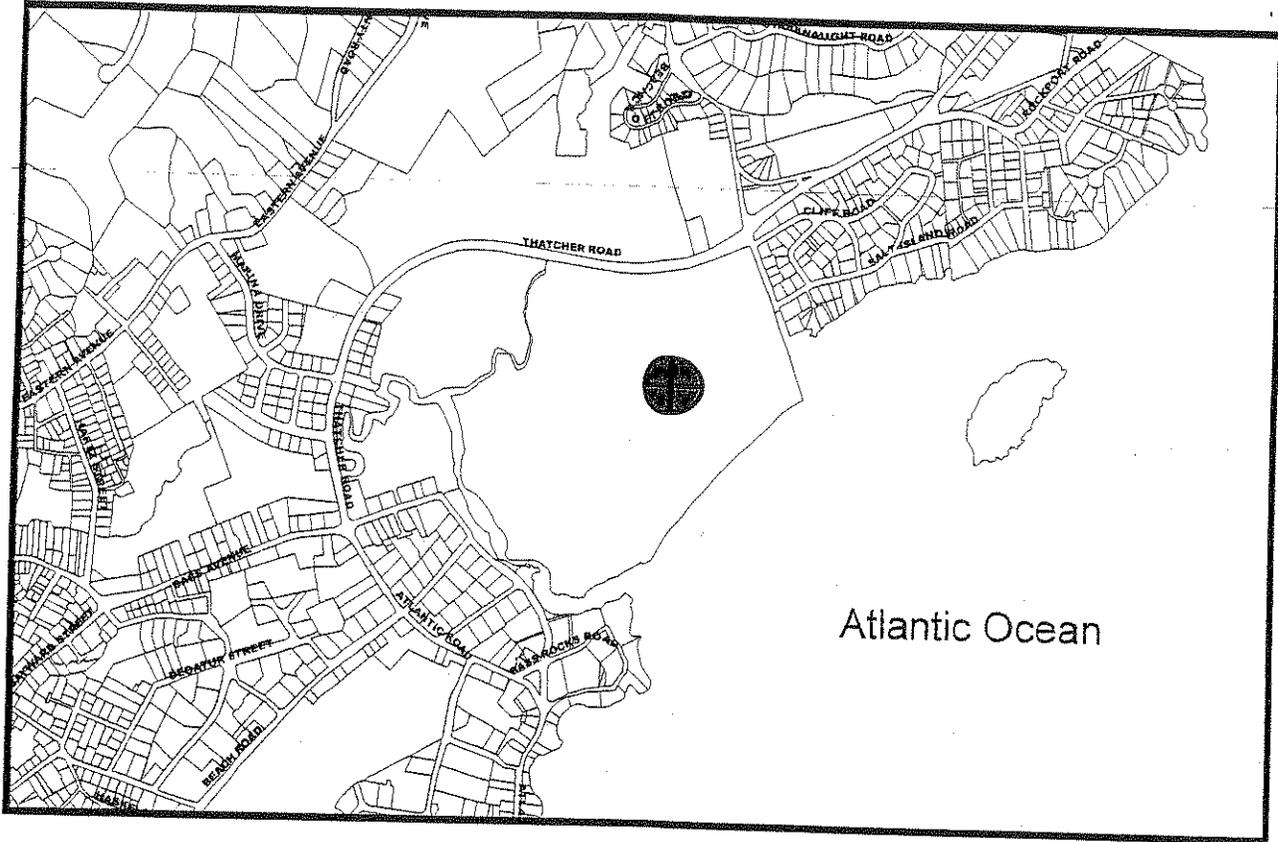
Maplewood School  
120 Maplewood Avenue  
Assessors Map 39 Lot 4



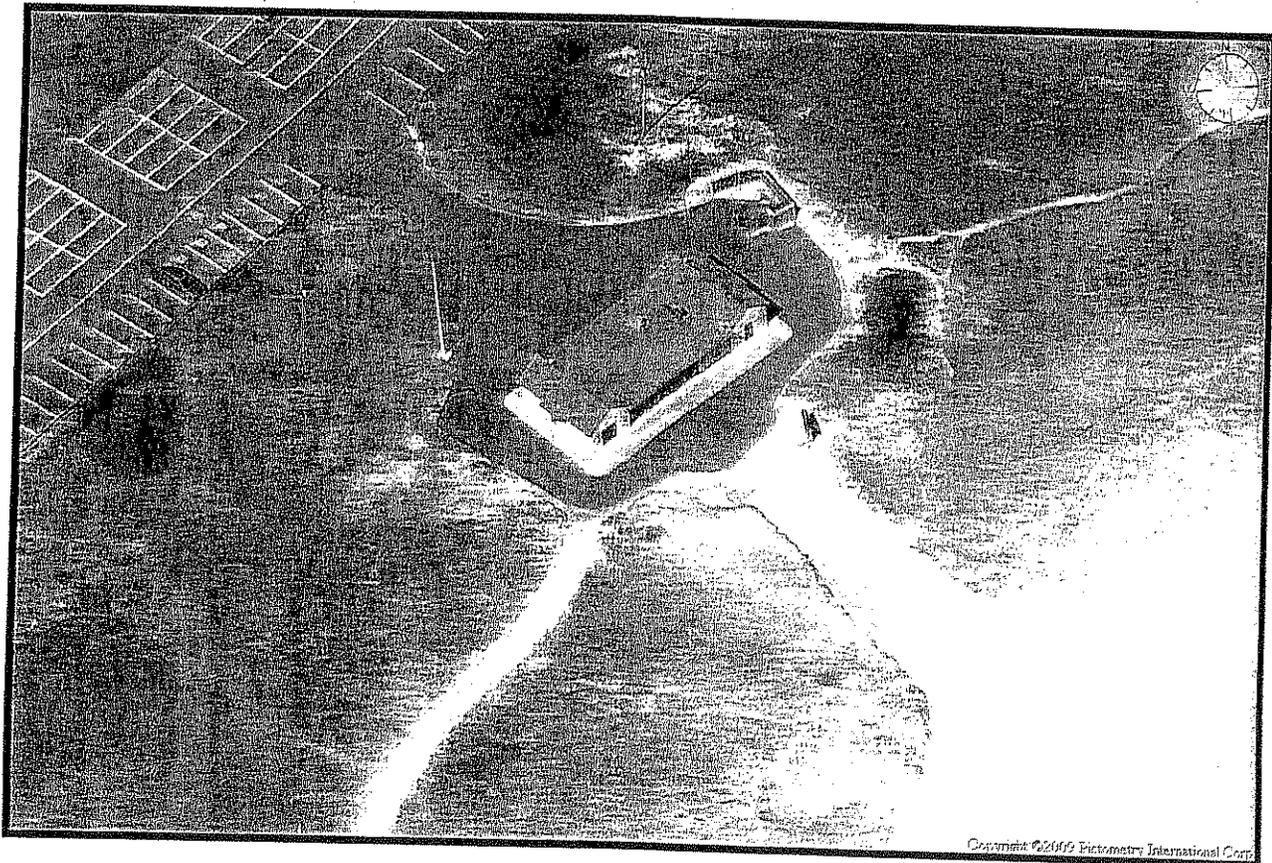


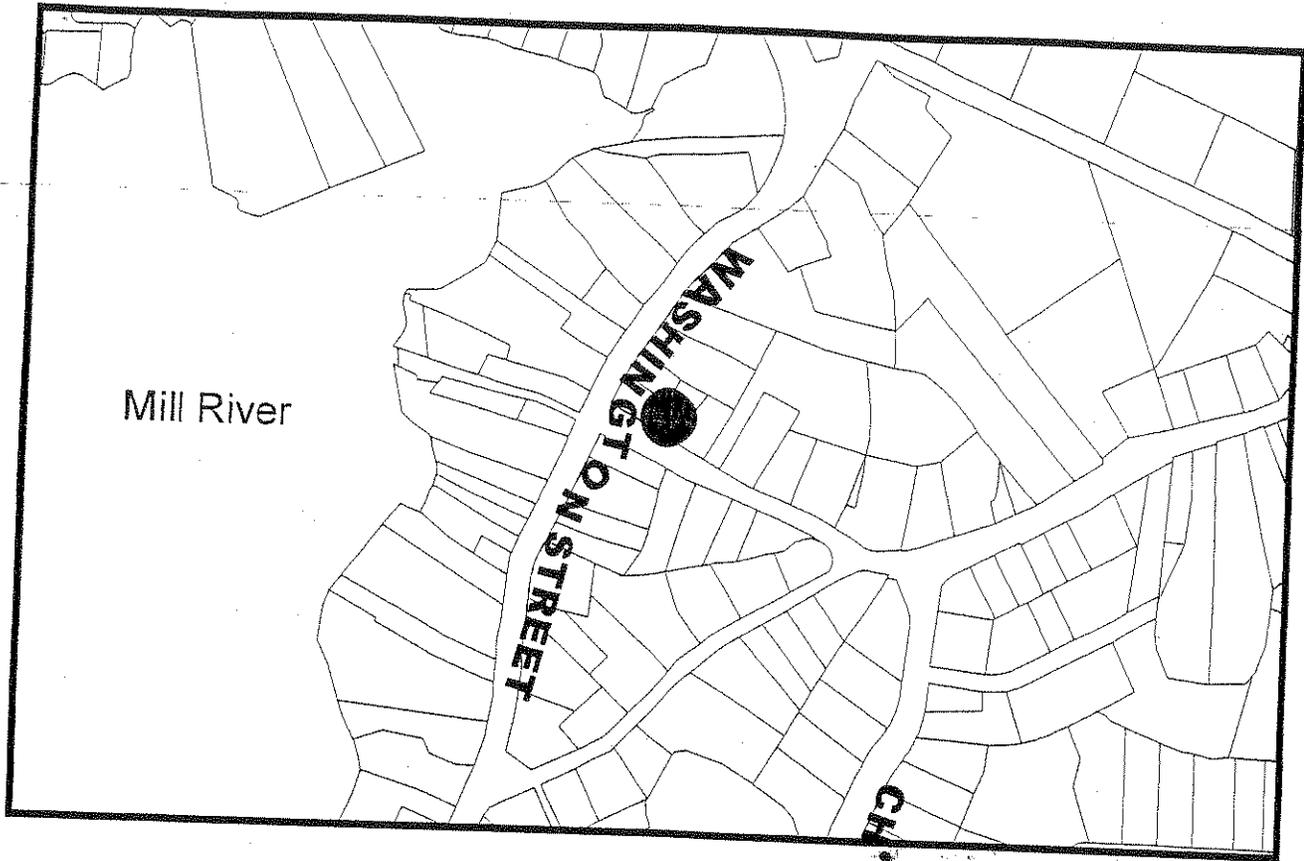
Blynman School  
46 Magnolia Avenue  
Assessors Map 174 Lot 3



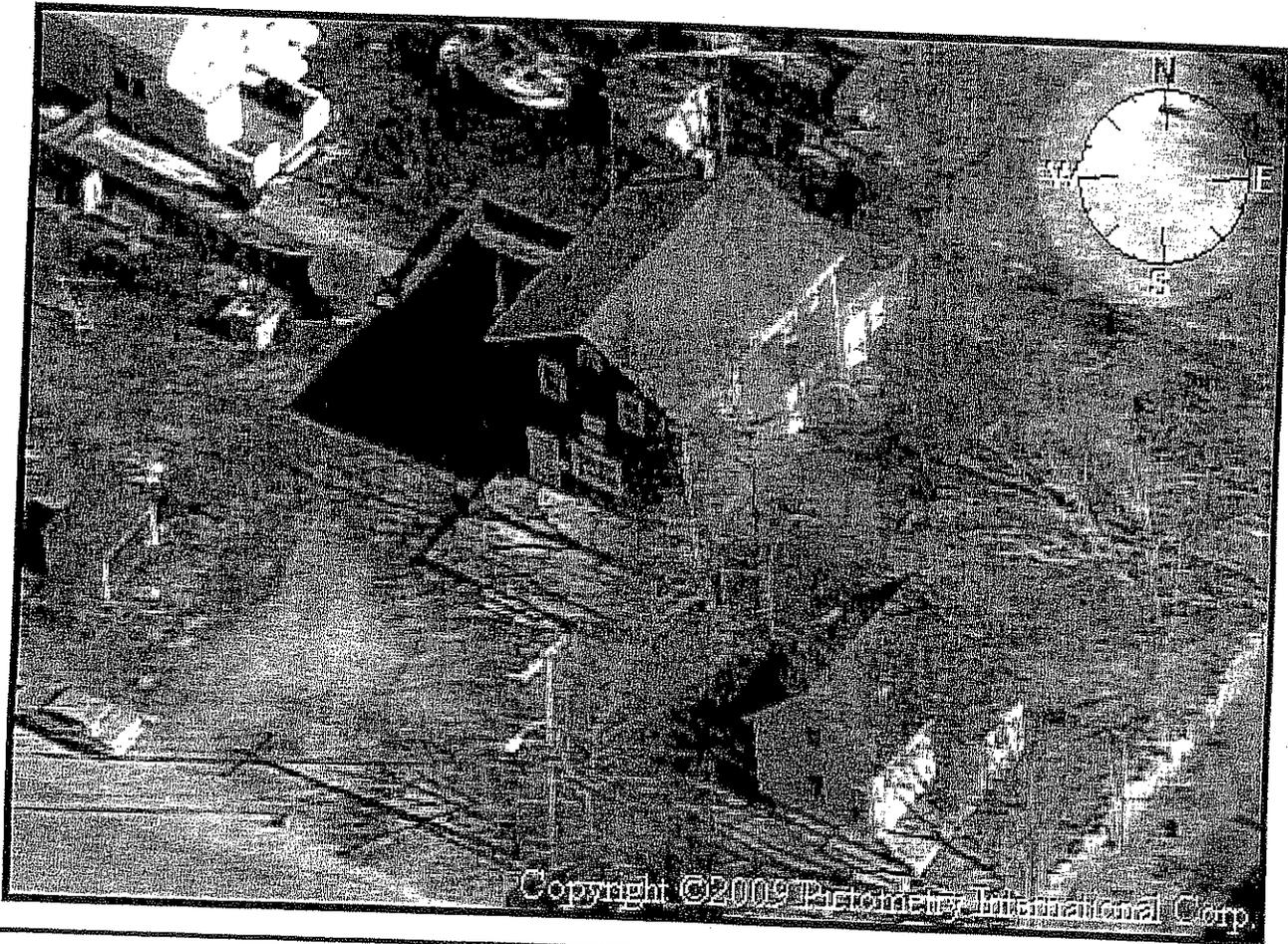


Good Harbor Beach Concession  
Thatcher Road  
Assessors Map 184 Lot 3





6 Stanwood Street  
Assessors Map 111 Lot 8



## Appendix B

## The Gloucester Archives

The problem of designing and constructing a new Archive for the City of Gloucester is complicated by the fact that state regulations require that such a facility be built outside the footprint of a multistory building, so that the facility can be more likely to survive the collapse of the primary building. While the City could settle for something short of an Archive...say a fire-resistant storage facility...it would obviously be desirable to try and achieve the entire goal.

With this in mind, we looked at City Hall as a whole, and realized that it has reached the limit of its present capacity, forcing the City, at some future time, to either find a way of adding to the structure, or relocate all or part of its municipal services. But Gloucester City Hall is not just any city hall; it is one of the grandest historic city halls in the northeast, and an outstanding example of Second Empire architecture. Such a superlative building deserves to continue in its present role, remaining an important symbol (visible from far out at sea) of the city's pride and excellence.

Fortunately, there is a way of adding to such a building in a historically-appropriate manner, and that is to expand its present poorly-lighted basement to a podium that would extend out to the sidewalk, providing new sunlit offices with large, friendly windows and additional entrances accessible at grade that would encourage public visits. Such a solution has passed muster with the Massachusetts Historical Commission in other civic projects, and a typical podium expansion is illustrated on the next page. At Gloucester City Hall, the floor level of the so-called 'basement' is actually slightly above Dale Avenue, so that its gloomy basement character has been achieved by burying this whole floor inside a burm. In recent years, the effort to stop leaks has prompted the construction of areaways to keep wet soil away from the building, so that the front of the building is now circumscribed by concrete trenches. This is an example of an unsightly solution to a problem that should never have existed.

Our next step was to see what could be added to City Hall by constructing podiums on three sides. Such a solution would retain the existing parking, at a level only a couple of feet higher than at present. A series of three site plan sketches are attached, showing the present condition, the plan with a front podium housing 7500 additional square feet of prime space, and the maximum podium expansion, offering a total of 16,600 new square feet. We suspect that such a phased plan would extend the useful life of City Hall by at least another hundred years.

When Phase one is complete (and we are by no means suggesting that this be anytime soon, as we are aware of the present revenue crunch), the financial offices which receive the most public visits, could all be at street level, with their counters grouped around two bright and cheerful sky-lighted lobbies.

THE  
PRESERVATION  
PARTNERSHIP

478 Union Street,  
New Bedford, MA 02740

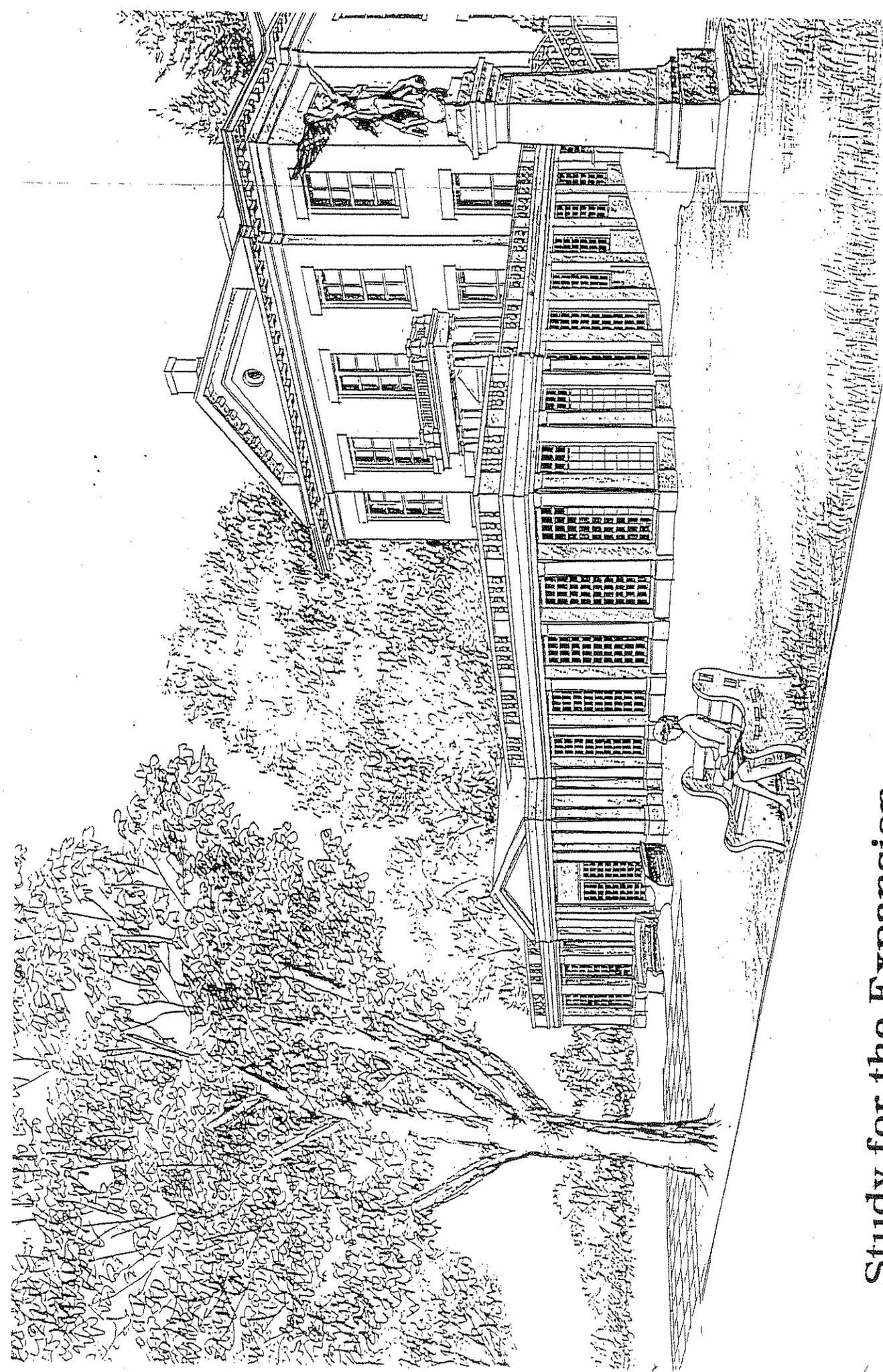
134 Quaker Street  
Weare, NH 03281

Tel: (508) 996-3383  
(603) 529-3584

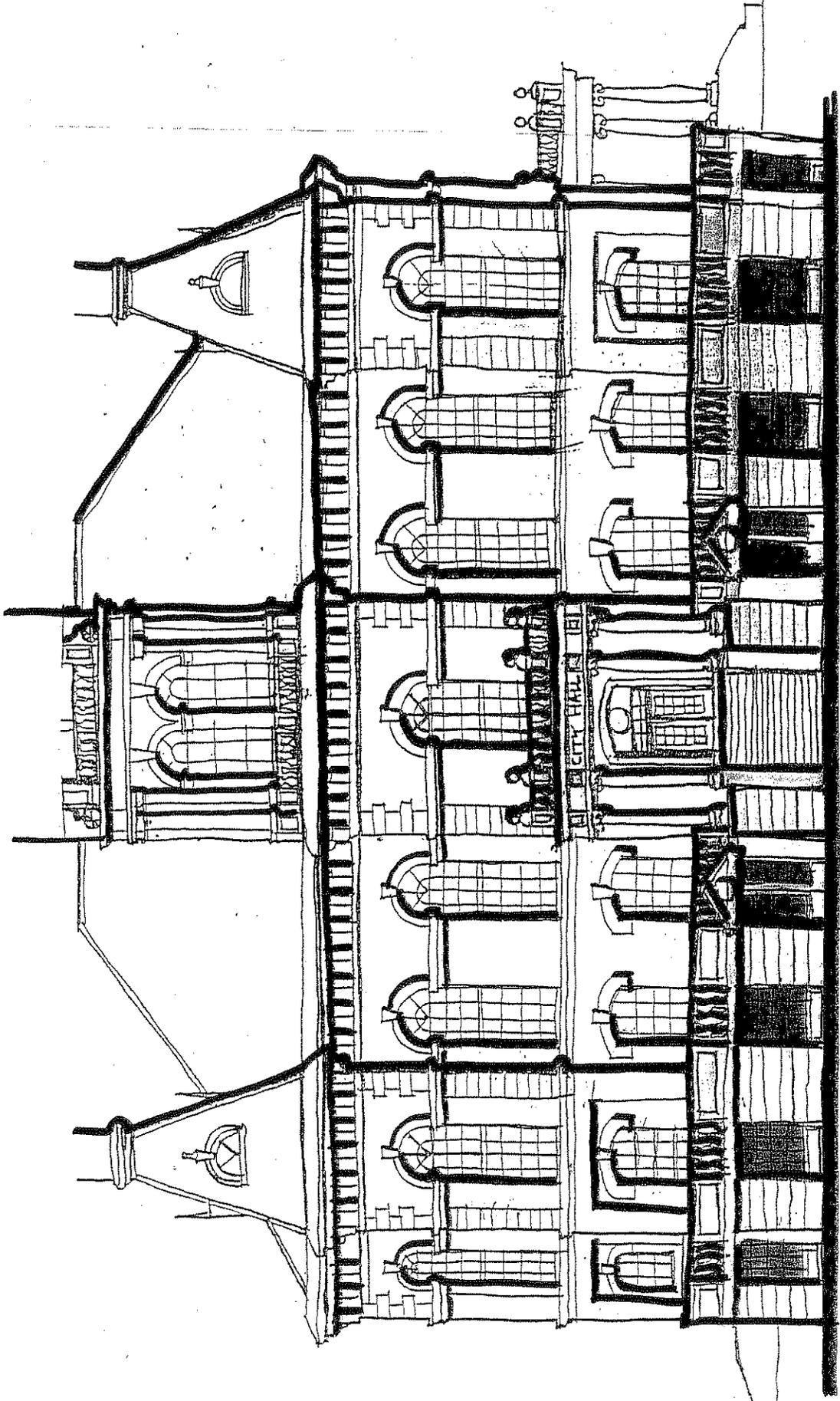
Fax: (508) 990-8891  
(603) 529-3604

<greatcom@comcast.net>

Ferro



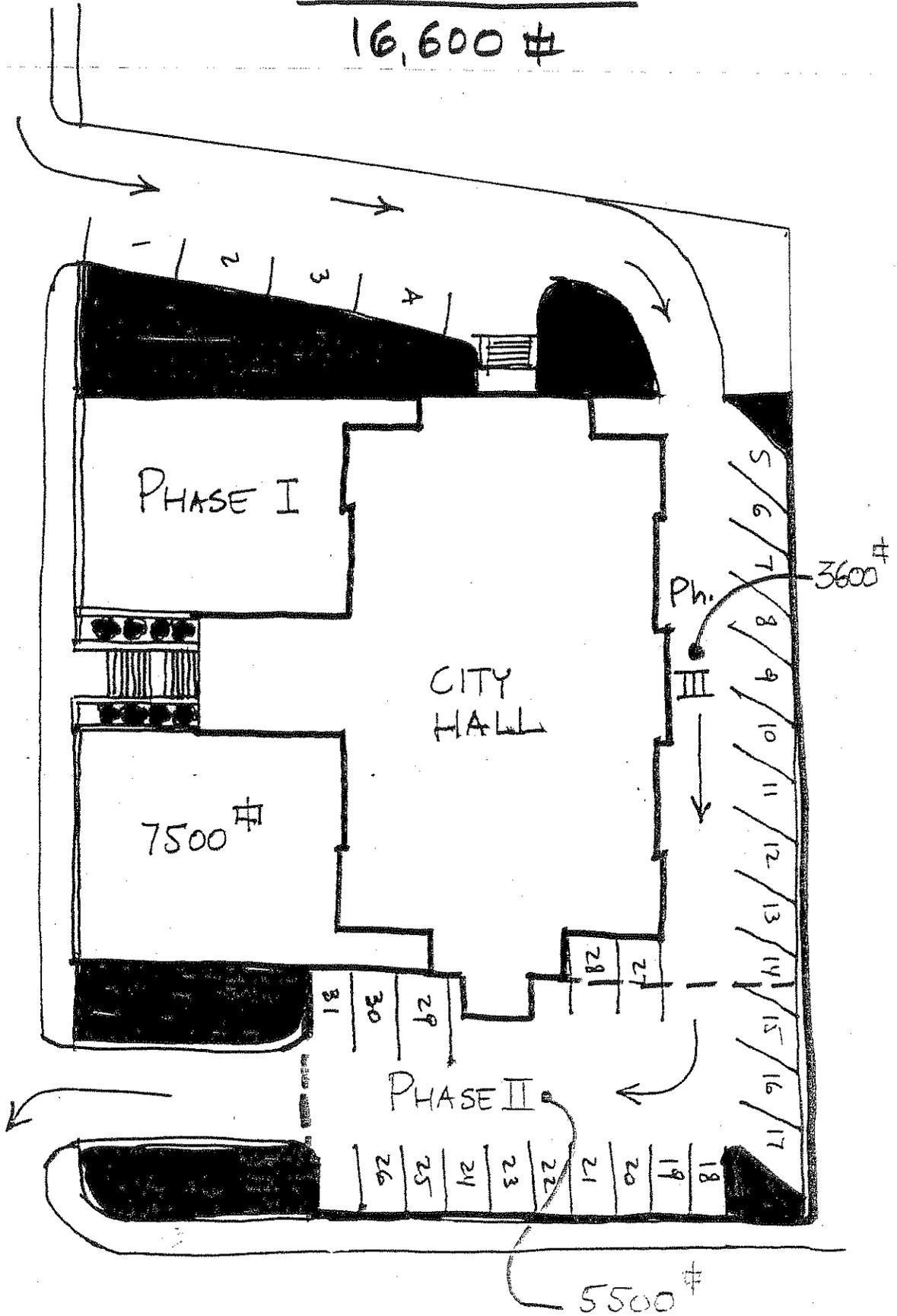
**Study for the Expansion  
of a Classical Town Hall**

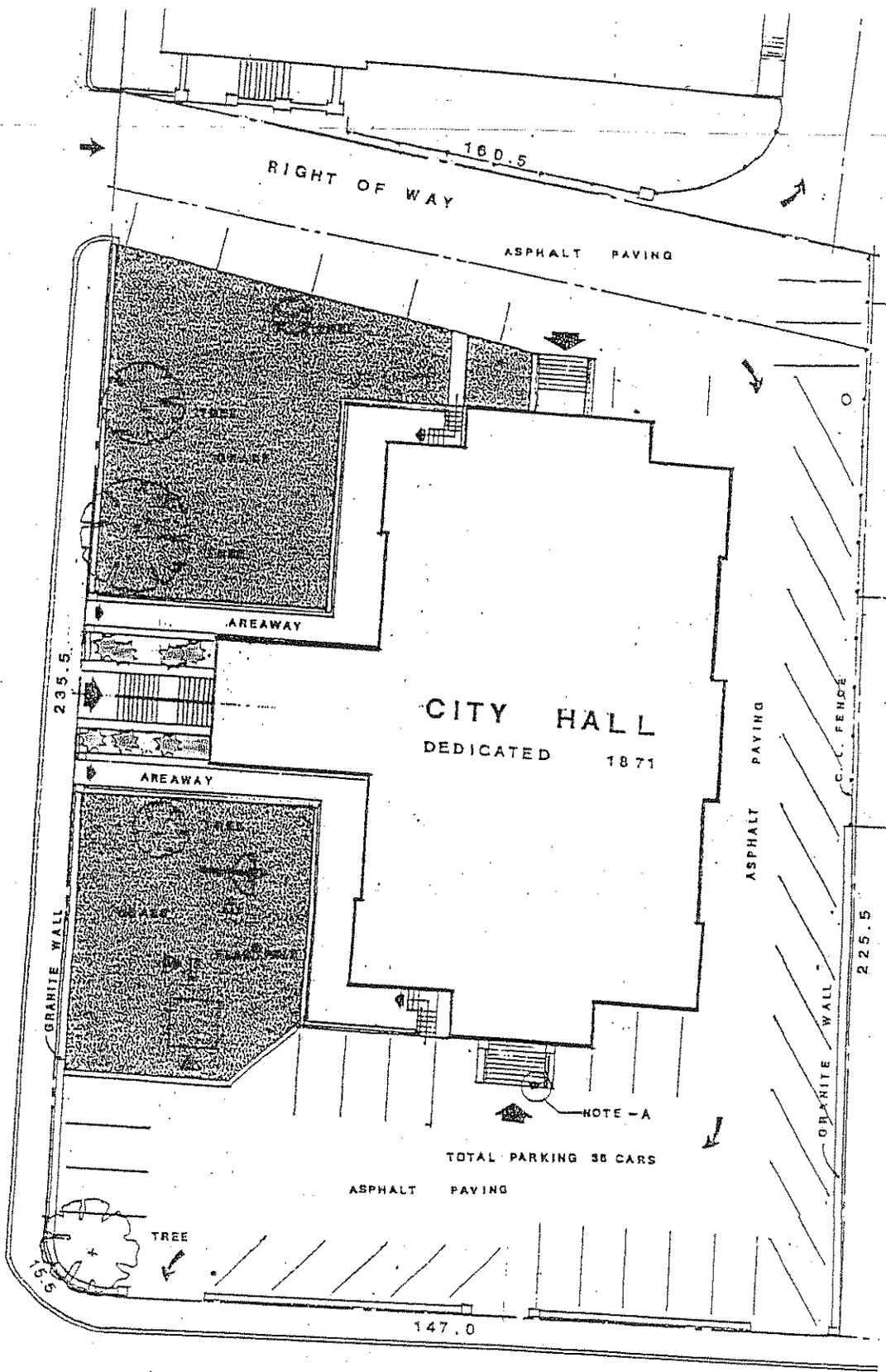


PODIUM FROM DALE AVENUE  
(PHASE I COMPLETED)

# FULL PODIUM

16,600 #

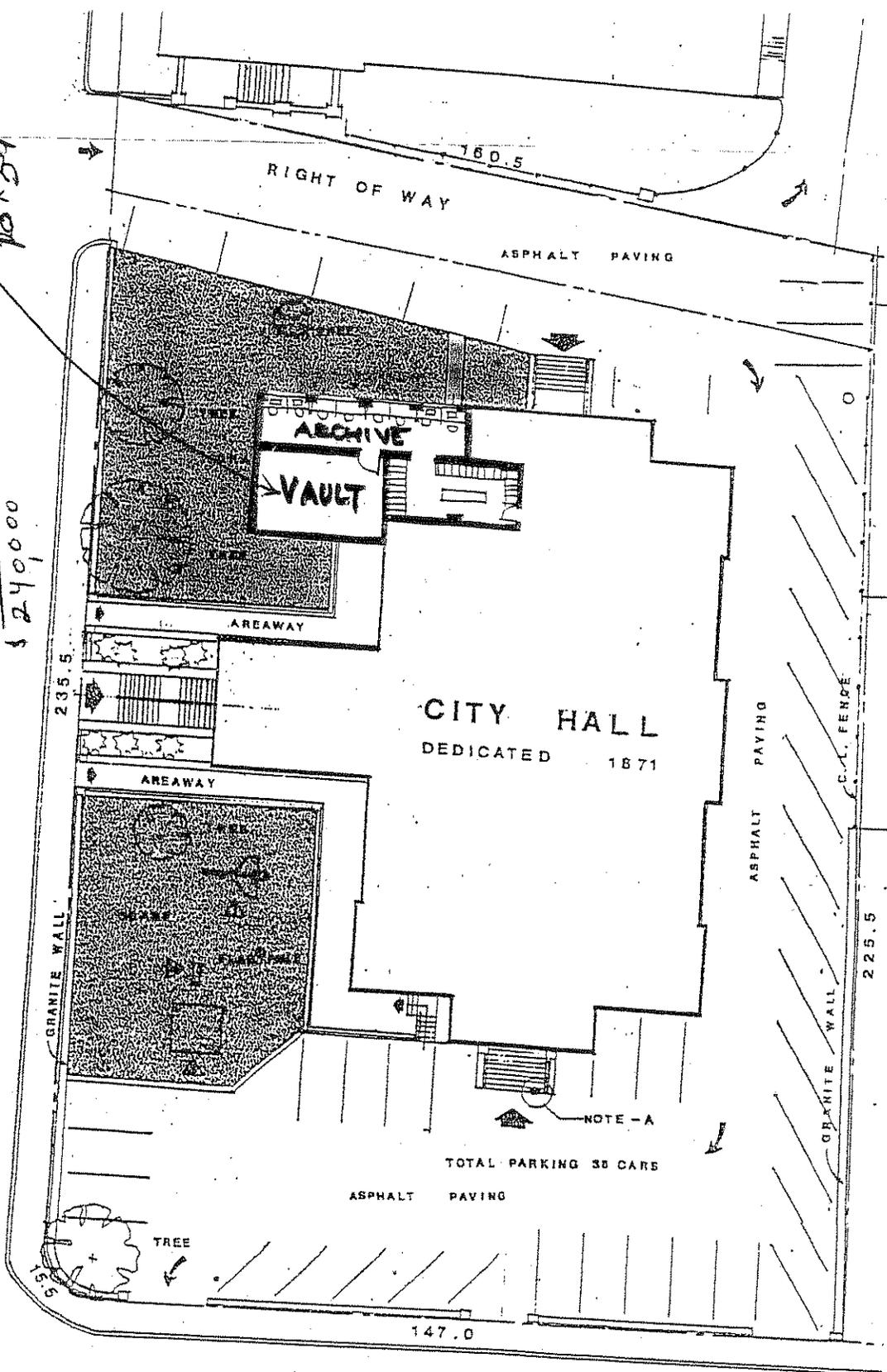




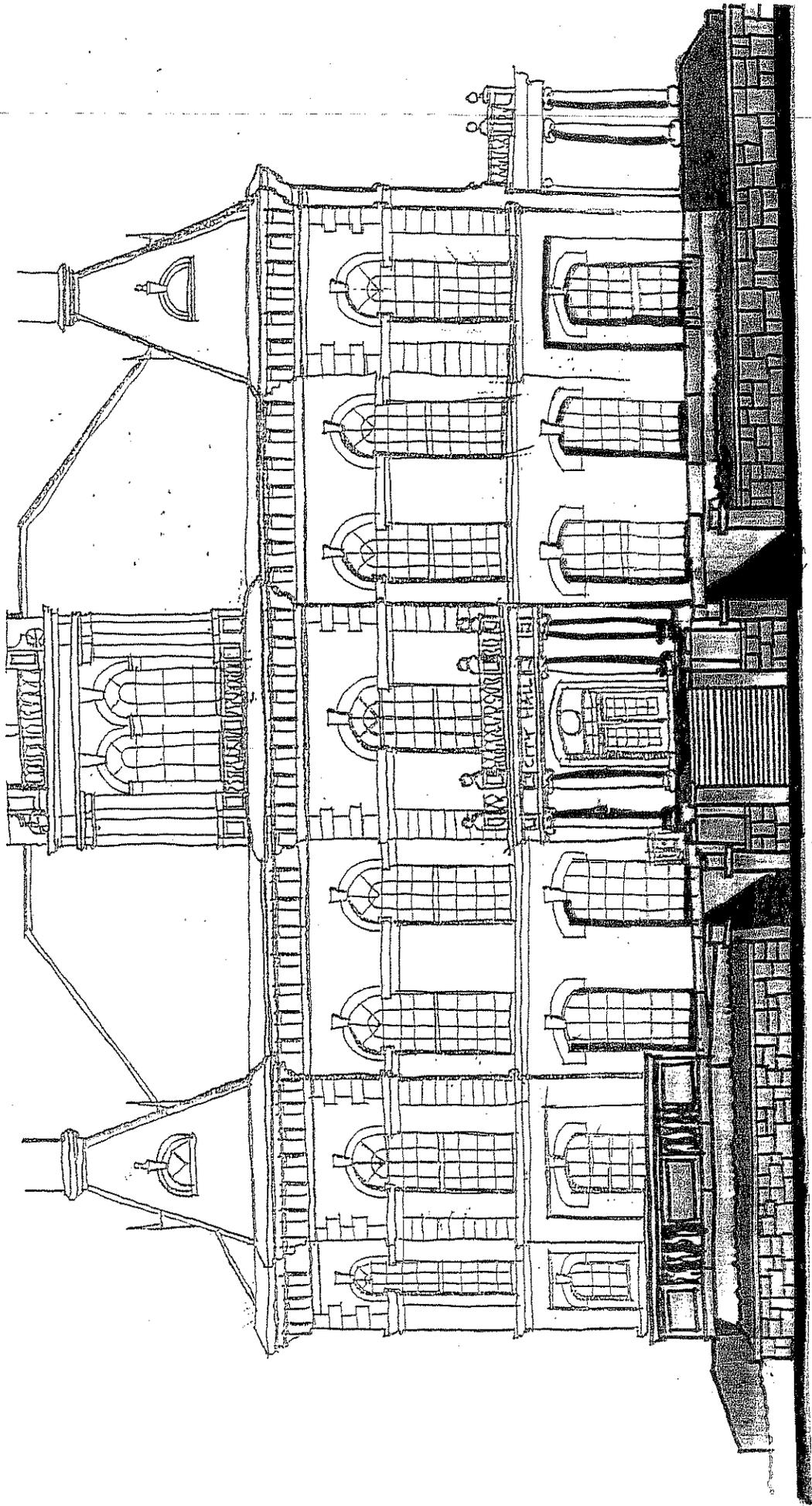
WARREN STREET

EXISTING SITE

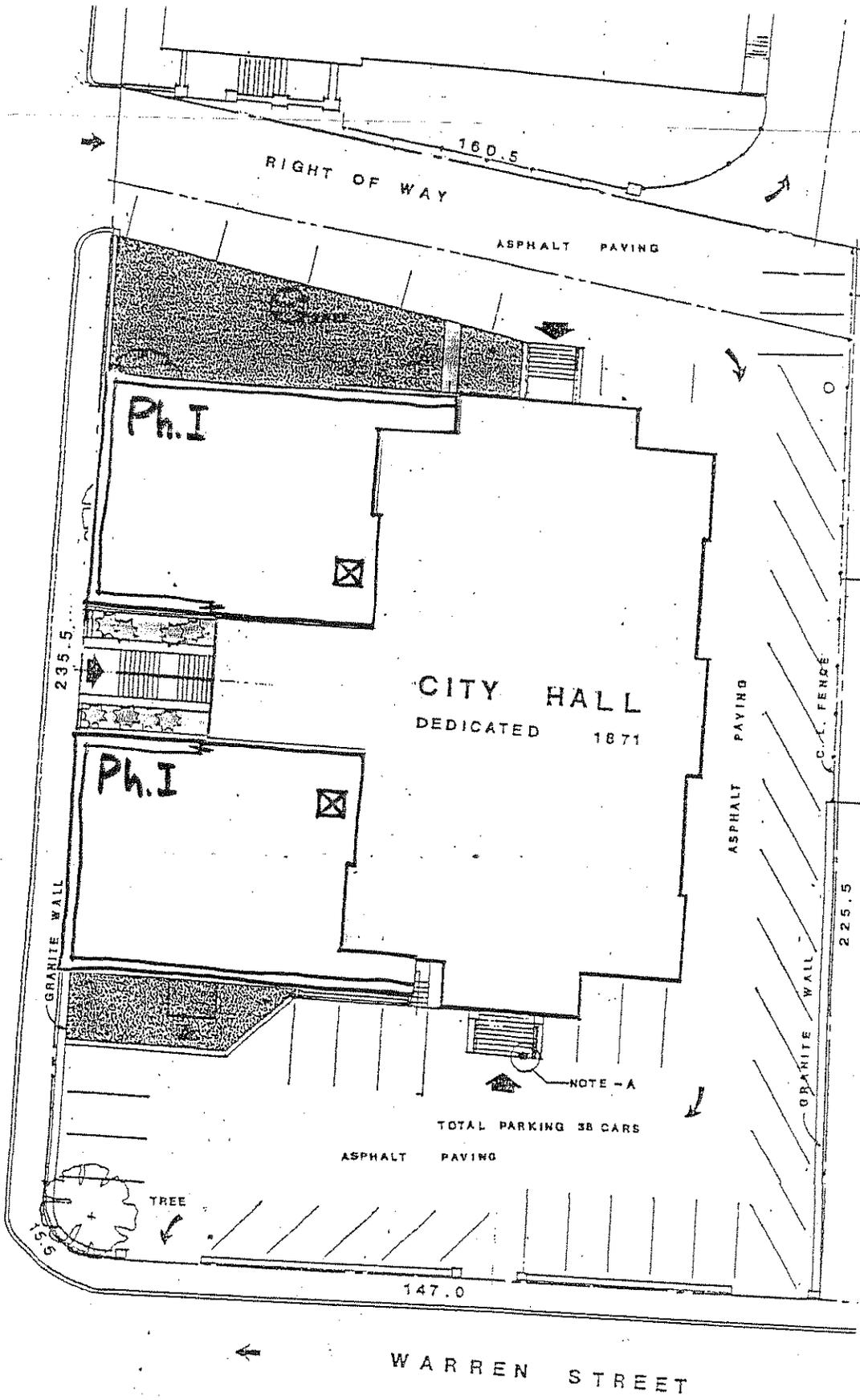
625A  
18x3A  
1700 SF  
3200 / SF  
\$ 240,000



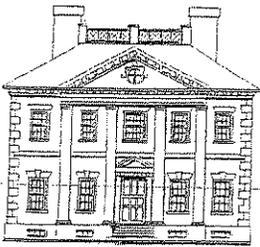
PHASE I & VAULT



PHASE I &  
ARCHIVE BEHIND BUREAU



PHASE I PODIUM - 7500 #



August 27, 2009

Ms. Sarah Buckley,  
Gloucester City Hall

**Re: City Hall Expansion**

Dear Ms. Buckley,

Since your call asking me for some estimates for the peripheral expansion of City Hall that I proposed two years ago, I have been working and consulting with my structural engineer, Arthur MacLeod, to ensure that the proposal is still valid under the new (7<sup>th</sup>) edition of the Massachusetts Building Code, which came into effect after the said proposal, and which greatly impedes the expansion of historic buildings. I am glad to say that Arthur and I have devised strategies that will make this possible, and that the budgets given below take these new challenges into account.

You will recall that the proposed expansion would provide 16,600 new square feet of sunny, ground floor space, which I arbitrarily divided into three phases. The first of these would expand city hall towards Dale Street, giving us 7500 sf, the second would extend the new podium to the front of the building for 5500 sf more, and the third to the side opposite Dale Street, for a final 3600 sf. I have color sketches to illustrate all this as well as a two-page written description, which I can send you if you do not already have them, and I am attaching the phasing plan for clarity.

A reasonable budget for the entire 16,600 sf expansion would be \$6,232,000 which includes designing the addition to be seismically unattached, and with sufficient roof bearing to permit car parking and even fire trucks to drive upon it, as shown on the phasing plan. The numbers break down as follows:

Construction	\$4,150,000
Allowance for rehab work within CH	\$1,000,000
10% Contingency	<u>\$ 515,000</u>
Total	\$5,665,000
Arch. and Eng. Fees	<u>\$ 567,000</u>
Project Estimate	<u>\$6,232,000</u>

I do not have to tell you that construction prices are currently fluid to say the least, and that it would be very difficult to now accurately predict the cost of this scheme after substantial delay.

As I have said, I can not only send you a color packet to illustrate the proposal, but update my description of it, and even mail you multiple stapled packets for distribution. You have but to ask. Please confirm receipt of this attachment.

Sincerely,

THE  
PRESERVATION  
PARTNERSHIP

- Architecture & Design
- Town Halls & Offices
- Public Libraries
- Police & Safety
- Elderly Facilities
- Accessibility Design
- Facility Assessments
- Feasibility Studies
- Historic Preservation
- Building Conservation
- Preservation Planning
- Historic Interiors

Maximilian L. Ferro FAIA  
James M. Murray RIBA

New Bedford, MA

8 W. Seminary Street  
Brandon, VT

Tel: (802) 247 6924

Cell: (802) 349 7734

<greatcom@comcast.net>

## Appendix C

## CHAPTER 5

### FIRE DEPARTMENT FACILITIES

#### OVERVIEW

The adequacy, quality, and appearance of fire station facilities have a great impact on the performance of the department as a whole. For example, attractive, functional, clean, and well-designed quarters contribute substantially to the morale, productivity and operational effectiveness of the agency, as well as to its public image, dignity and prestige. Most citizens have little contact with the fire service and often make judgments which are, at least partially, based upon their impression of fire station facilities. It follows then, that a good image of the department must be maintained not only by proper department of the individual officers, but also by the appearance of their physical surroundings.

Well-designed fire and EMS facilities enable staff to perform their duties efficiently and effectively. As a facility ages, it may no longer meet the needs of an evolving department, thus negatively affecting morale, efficiency, safety, security, technology and overall efforts to provide quality fire, rescue, and emergency medical services. Old and obsolete facilities are also expensive to maintain due to inefficient energy systems. When these conditions occur, typical remedies include replacing, expanding or renovating the existing facilities.

#### OBSERVATIONS

The Gloucester Fire Department operates four stations. A fifth station, in East Gloucester was eliminated several years ago after remaining vacant and becoming extensively deteriorated. Staffing reductions have resulted in the closure of stations during interim and, more recently, extended periods with the Magnolia Station typically being the first to close, followed by the Bay View Station.

Fire station ages and locations:

1. Central Station (headquarters), built in 1925, located at 8 School Street
2. Magnolia Station, built in 1931, located at Fuller Avenue
3. West Gloucester Station, built in 1966, located at 33 Concord Street
4. Bay View Station, built circa 1971, located at 891 Washington Street

## Central Station

The Central Station is a two-story brick building. The first floor includes five (5) apparatus bays, a maintenance/repair area, an alarm (dispatch) room, a small office for the fire inspector, and a lavatory. The second floor includes the fire chief's office (shared with an administrative assistant), kitchen area, day room (which also serves as a training room), dormitory rooms, toilet and shower facilities for both men and women, an office that is shared by the duty officers (deputy chiefs and captains) and the EMS coordinator, and several storage closets. A hose drying tower is located in the northwest corner of the building. The building is served by a single, unprotected wooden stairwell on the north side of the building, and several fire poles provide quick access to the apparatus floor when an alarm occurs. The building is equipped with an emergency generator and heat and smoke detectors that are connected to a four-zone fire alarm panel in the alarm room.

The building is equipped with a vehicle exhaust extraction system to limit the exposure of building occupants to exhaust fumes. The system is designed to enable apparatus operators to attach a large flexible hose to the exhaust pipe before backing into the station. The system fan automatically discharges vehicle exhaust to the outside atmosphere. When the vehicle is driven out of the station, the discharge hose automatically releases.

Limited efforts have been made to upgrade the facility to improve energy efficiency and comfort. Recent repairs include replacement of all windows, apparatus bay floor drain system repairs, and heating system replacement. However, floor drains still do not operate properly when dumping large quantities of water, such as draining booster tanks in apparatus. The heating system does not effectively distribute heat throughout the second floor and there is no central air conditioning for the living quarters or office space. The kitchen has been renovated with the cooperation of the firefighters who have provided the labor and expertise to complete an extensive upgrade that includes the installation of new appliances and a commercial grade hood and duct system over the stove.

Unfortunately, the Central Fire Station is obsolete and dysfunctional in all respects. It presents significant hindrances to the safe and efficient operation of the fire department, and building occupants are at significant risk from a number of fire safety hazards. Due to the age and condition of the Central Fire Station and current space and usage needs, we believe that it is impossible to economically upgrade or renovate the building.

The following summarizes our observations concerning the deficiencies of the facility.

- The facility is not in compliance with the requirements and recommendations of the *Standard on Fire Department Occupational Health Program*, NFPA 1500, 2007 edition, as published by the National Fire Protection Association, Quincy, MA. NFPA 1500 is the nationally

recognized standard for health and safety in fire departments and includes requirements for fire station facilities. Selected examples include but are not limited to the need for isolated areas for decontamination of personnel and equipment, security of personnel and equipment, storage of flammable liquids, air quality, and life safety egress.

- The width of the apparatus bay doors is not adequate for modern day fire apparatus. Bay door casings are struck on a frequent basis, resulting in damage to the building and to fire apparatus.
- Low overhead ceiling height prevents the raising of tilt cabs for vehicle checks and maintenance. Additionally, hose and equipment cannot be efficiently loaded/unloaded inside during cold or inclement weather, nor can equipment be removed from the apparatus and set up for training and maintenance activities.
- The apparatus maintenance bay area is inefficient and unacceptable. There is no space for lifting vehicles or for the secure storage of tools and service equipment.
- Containers of kerosene, gasoline, and waste oil are stored in an unsafe manner in the maintenance area.
- There is no physical security for the alarm room. The public entrance door immediately adjacent to the alarm room has a large plate glass window. The entrance door to the alarm room is not lockable.
- The fire inspector's office is small and cramped. It is only accessible by passing through the alarm room. There is no space for meeting with property owners, contractors, architects or engineers. There is no space for the review of blueprints and construction documents.
- There is no handicapped access to the alarm room or the fire inspector's office.
- The second floor has no handicapped access.
- The second floor is accessible by only one stairway, therefore it has no second means of egress (note: the fire poles do not qualify as a means of egress for the purposes of compliance with fire and safety codes). This situation presents a serious life safety risk to the firefighters and to the members of the general public who may be in the building.

- The floor openings for the fire poles are not protected to prevent the spread of fire and smoke in the event of a fire in the apparatus floor area.
- The large central room serves as a dining area, lounge, meeting and training room, and is the main thoroughfare to the duty officers' office, dormitory area, and bathrooms. Training cannot be conducted without significant distraction from other day-to-day activities. There is no classroom-style seating; all activities are conducted around a large table, which is not conducive to effective training or testing activities. The only modern training aid is a computer projector and a pull-down projection screen.
- Although there is an exhaust extraction system in the apparatus bay area, all areas of the second floor have poor air quality due to the lack of a ventilation system with positive pressurization. Diesel exhaust soot accumulates on interior surfaces, which may also be the result of not attaching the exhaust extraction hoses to apparatus before backing into the station; the narrowness of the bay doors (as noted above) prevents this important step.
- During several visits to the Central Fire Station, we observed that fire apparatus operators had not attached the exhaust extraction hose to their equipment.
- The fire chief does not have a private office; he shares his office with an administrative assistant. As a result, the fire chief's ability to maintain the confidentiality of personnel and administrative issues is extremely limited.
- One office is shared by the on-duty deputy chief, on-duty captain, and the EMS coordinator. As with the fire chief's office, there is no privacy for supervisors to conduct confidential meetings with subordinates. The EMS coordinator, who is responsible for quality assurance oversight of advanced life support (ALS) services, has no privacy for discussion or review of confidential patient records, which may result in violations of the federal Health Insurance Portability and Accountability Act (HIPAA) patient confidentiality requirements.
- Records storage is inadequate. A file cabinet in the deputy/captain/EMS coordinator's office contains personnel records, but we observed that the cabinet was not locked to prevent unauthorized access. There is no system for archiving old records; historic incident records dating back to the 19<sup>th</sup> century are stored on a shelf in the office.

- Electrical outlets are insufficient to support electronic office equipment.
- There is no records vault and there is no storage space for equipment.
- Bunkroom and bathroom areas are archaic and furniture, including beds, tables, desks and chairs are broken and worn out.
- Personnel lockers are located in the exit corridors of the bunkroom areas.
- Records concerning the maintenance and testing of the fire alarm system and emergency generator were unavailable.
- Although the building is equipped with an emergency generator, the building is not adequately prepared or protected for continuity of operations during a disaster. It does not comply with current seismic protection requirements, and does not have redundant systems for water supply or sewage. There is no long-term storage of food or emergency medical/disaster supplies.

The exterior site is equally dysfunctional. The station is located on a one way street, hampering flexibility for rapid direct emergency response routing. There is no extended front ramp area to provide parking and expanded turning radius for apparatus exiting or re-entering the station. The adjacent parking areas are privately owned, resulting in no available parking for personal vehicles, fire department staff vehicles, vendors, or the visiting general public. Emergency responses constantly require the moving of staff vehicles which are often parked across the front apparatus bay door area. The firefighter's union leases parking spaces for its members from an adjacent church to provide the on-duty shifts with parking. Adequate parking for responding off-duty personnel who are called back due to emergencies is non-existent.

### RECOMMENDATIONS - CENTRAL FIRE STATION

- 5.1 The 84-year-old Central Fire Station has long outlived its usefulness to the City of Gloucester. There is no practical way to renovate or update this facility to meet the needs of a modern fire department. Therefore, we strongly recommend that the City take immediate steps to design and construct a new central fire station. The design of the fire station should include, but not be limited to the following:
- a. Adequate space for fire apparatus, both current and future
  - b. Compliance with nationally recognized standards for fire station design and operation
  - c. Energy efficiency

- d. A complete, automatic fire sprinkler system and smoke detection system
- e. Modern training capabilities
- f. Adequate, secure office space
- g. Adequate, secure storage for equipment and records
- h. Safe and secure living quarters for on-duty personnel
- i. Adequate apparatus exhaust system
- j. Handicapped accessibility for all areas
- k. Capability for decontamination and cleaning of firefighter protective clothing and equipment
- l. Vehicle maintenance area
- m. Adequate parking for staff vehicles and personnel vehicles of on-duty personnel
- n. Adequate space for outside training
- o. Improved emergency response traffic patterns
- p. Building security
- q. Building integrity and capability for continuity of operations during disasters (e.g. emergency power, seismic protection, protection from flood and high winds, food storage, emergency medical supplies, redundant systems for water supply, sewage, and communications, etc.)

The American Recovery and Reinvestment Act (ARRA) of 2009 (Public Law 111-5) provided the Department of Homeland Security with \$210,000,000 to fund the construction and modification of fire stations. The program will be administered by the Assistance to Firefighters Program Office under FEMA's Grant Programs Directorate. The grants under this new program will be awarded directly to the fire departments on a competitive basis. We encourage the City to pursue funding under this program. In order to improve the City's eligibility, we recommend that steps be taken to:



- Include the construction of a new fire station in the City's Master Plan and Capital Improvement Plan
- Identify a site for the new fire station
- Develop a preliminary conceptual design and cost estimate

5.2 We have serious concerns about the life safety conditions in the Central Fire Station. Because of the shift schedule, personnel are provided with the opportunity to sleep during the overnight hours. However, the lack of a second means of egress, the lack of a fire safety separation between the first and second floors, and the lack of an automatic fire sprinkler system place on-duty personnel at significant risk from fire. As an immediate, stopgap measure, we recommend that a fire watch system be established immediately. This can be accomplished by one of two methods:

- Provide the alarm room watch-stander with a portable phone and require him/her to make frequent rounds (no less than one per hour) of the entire building to check for fire, or
- Require one additional firefighter to stay awake to make frequent rounds of the building to check for fire.

All activities of the person assigned to the fire watch should be documented in writing.

- 5.3 Historical records should be duplicated (computer scan or microfilm). The local historical society may have an interest in storing or displaying these records and they may have the capability and expertise for the proper preservation of these documents.
- 5.4 All personnel records should be properly secured in a central location. A written procedure should be established concerning the access and security of these records.
- 5.5 A written procedure should be established and enforced that prohibits the parking of staff vehicles and personal vehicles in front of front-line apparatus.
- 5.6 A written procedure should be established and enforced to require apparatus operators to attach the exhaust extraction equipment to their vehicle whenever the apparatus is in quarters.
- 5.7 The gasoline, waste oil and kerosene storage tanks should be removed from the building and all flammable and combustible liquids should be stored in the existing flammable liquids cabinet.

## Outlying Stations

The Magnolia station, located at Fuller Avenue, houses Engine 5 and Rescue 4 (reserve), and is staffed by two (2) firefighters. It is usually the first sub-station closed due to decreased staffing. It was built in 1931 and is in disrepair. Interior ceilings, walls, and floors show signs of significant water damage. Mold is visible and is impacting air quality, particularly when the station is closed for extended periods. It is in need of an energy audit with resulting system upgrades, in addition to structural roof repairs to eliminate ongoing water damage.

The West Gloucester station, located at 33 Concord Street, was built in 1966. It houses Engine 6 and Ladder 1 (reserve) and is staffed by two (2) firefighters. An enclosed trailer is parked outside containing technical rescue equipment.

The Bay View station, located at 891 Washington Street, was built circa 1971. It houses Engine 3, a reserve rescue and a hazardous materials decontamination equipment trailer. It is staffed by two (2) firefighters.

All stations are equipped with emergency generators. MRI could not determine if generators are tested in accordance with NFPA standards.

## RECOMMENDATIONS – OUTLYING STATIONS

- 5.8 Energy audits should be conducted to determine cost effective improvements for energy conservation (such as window replacement).
- 5.9 The Magnolia Station should be evaluated by a structural engineer to determine the extent of repairs that are needed to the roof and other portions of the building that have deteriorated. A plan should be developed to repair and renovate this building or to replace it.
- 5.10 All stations should be equipped with complete, automatic fire sprinkler systems for the protection of the occupants, buildings and equipment, as well as complete, supervised smoke detection systems that transmit an alarm to the fire dispatch center.
- 5.11 Disconnect switches should be installed and interfaced with alarm notification systems on all kitchen stoves to automatically shut them off to prevent kitchen fires during responses to alarms.
- 5.12 Emergency generators in all stations should be tested on a regular basis in accordance with the requirements of NFPA 110 *Standard for Standard for*

*Emergency and Standby Power Systems*, 2005 edition (National Fire Protection Association, Quincy, MA).



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## Appendix D

# CHAPTER 5

## POLICE DEPARTMENT FACILITIES

### OVERVIEW

The adequacy, quality, and appearance of the facility from which the police department operates have a great impact on the performance of the department as a whole. For example, attractive, functional, clean, and well-designed quarters contribute substantially to the morale and resultant productivity of the agency, as well as to its public image, dignity, and prestige. Most citizens have little contact with the police and often, therefore, make judgments which are, at least partially, based upon the aspect of police facilities. It follows then, that a good image of the department must be maintained not only by proper department of the individual officers, but also by the appearance of their physical surroundings.

Well-designed police facilities enable staff to perform their duties efficiently and effectively. Generally, police facilities are designed for a life span of about twenty-five (25) years. As a facility ages, it may no longer meet the needs of an evolving department, thus negatively affecting morale, efficiency, safety, security, technology, and overall policing efforts. When these conditions occur, typical remedies include replacing, expanding or renovating the existing facility.

### OBSERVATIONS

The Gloucester Police Department is located at 197 Main Street in the downtown district. The building is a four-story 29,179 sq. ft. brick/steel frame structure constructed in 1972-73 that houses the Gloucester Police Department and the Gloucester District Court. Comparatively, agencies such as the Franklin Police Department, constructed in 1991; Northampton Police, constructed 1965; Shrewsbury, constructed in 1995; and Portsmouth (NH), renovated in 1992. Three of the comparable communities' police facilities were constructed in the 1990s while one was constructed in 1965. The present facility does not appear to have been designed with a thorough knowledge of the needs of the department and security requirements.

AGENCY	OFFICERS	FACILITY SQ FT	YR BUILT
FRANKLIN	45	13,253	1991
NORTHAMPTON	62	9,000	1965
SHREWSBURY	45	UNK	1995
PORTSMOUTH (NH)	68	40,200	1992
GLOUCESTER	54	19,452	1973

The building does not segregate departmental personnel, the general public, and the prisoners. The facility lacks the basic security to ensure prisoners do not come in contact with civilian employees. The current facility does not take into consideration that a police facility deals with many people under varied conditions. We noted the arrest processing area is very much accessible to court and police civilian personnel who utilize the back door from the garage/carport as a main egress to the courthouse and the police station.

Unfortunately, the inadequacies of the physical facility have long been recognized by both past and current police administrations; however, it has been reported the lack of budgeted funds for maintenance and repairs has contributed to the facility's overall condition as it exists today.

Approximately 19,452 sq. ft. of the building is dedicated to the police department operations and includes the basement, first floor, and third floor. The police facility in Franklin is 13,253 sq. ft., Northampton is 9,000 sq. ft., and Portsmouth (NH) is 40,200 sq. ft. (Shrewsbury did not respond to this question.) The first floor includes communications area, roll call room, locker room, records area, investigative offices, administrative offices, and storage rooms. The basement includes holding cells, a "padded" holding cell that is currently used for storage, elevator equipment room, weapons maintenance and storage rooms, furnace/generator room/maintenance room, and a prisoner processing area. The basement is adjacent to the cruiser garage/carport. The third floor of the building is occupied by an indoor firing range that has limited use.

The Gloucester District Court occupies the second floor of the facility which is approximately 9,727 square feet. The Essex County Commission entered into an agreement with the City of Gloucester to lease the second floor of the facility for the purpose of conducting the affairs of the Gloucester District Court. The lease agreement was initially signed in September 1974 and requires the Essex County Commissioners to pay the City of Gloucester one-third of the



maintenance cost of the building. On March 15, 1995, the Trial Court of the Commonwealth amended the agreement to include a dollar amount of not to exceed \$10,000 for the cost of repairs to the facility. It is apparent the courthouse has not been up-to-date and is in need of repairs. Further, the courthouse does not provide the minimum-security requirements when the court is closed. The general public has free access to the second floor which presents serious concerns for officer safety and the security of the building itself.

Limited space and the manner in which it has evolved have resulted in a facility with less than optimum internal layout. The layout of spaces within the Gloucester Police Department building is poorly thought out in terms of operation and function. A tour of the police area quickly reveals that space for conducting police business is at a premium. Crowded conditions exist for the communications, records, investigative function, patrol, and virtually every other aspect relating to the conduct of police business. Office space is not utilized properly and the accumulated clutter throughout the facility exacerbates the situation even more.

Upon entering the facility, you immediately notice missing ceiling tiles thereby exposing electrical wiring and low-energy communications cables. By removing the ceiling tiles, fire and smoke can travel more rapidly throughout the building.

There is evidence of mold and mildew around the window frames and walls. The gaskets on the windows have deteriorated and allow for heat to escape and cold air and rain to enter the building. The flooring in the facility has suffered years of water/sewage damage as well as basic neglect to the point that employees who suffer from allergies have reportedly had to seek medical treatment and loss of days work. In interviews conducted with employees, virtually everyone mentioned the lack of maintenance and poor sanitary conditions that exist in the police department. The employee survey conducted by MRI indicated 80.43% either disagreed or strongly disagreed that the current facility provides a clean and safe environment in which to deliver a professional level of service to the community.

In addition to crowded conditions, it is quite evident that the entire area used by the Gloucester Police Department does not receive the janitorial attention that it should. The entire facility is serviced by a full-time City employee who, by union contract is only accountable to the Department of Public Works. The police department has no supervisory control over the employee and that has hampered efforts to properly maintain the facility on a day-to-day basis. By contrast, housekeeping conditions in the Gloucester District Court area were excellent.

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2. Because the liquid propane gas tank is located within close proximity of the facility, this poses a serious concern of catastrophic damage to the structure and integrity of the building should the liquid propane gas tank explode.

There is no central air conditioning system. This requires the agency to install individual window units that accrue to the already cold drafts emanating from the windows in the winter. Electricity is provided by National Grid and an emergency generator which is located in the basement.

The exterior of the facility is over grown with vegetation creating hidden areas which certainly compromise the integrity and safety of the facility from acts of vandalism and sabotage. The cement steps leading to the police/courthouse facility are severely deteriorated to the point they pose a significant hazard to those who frequently use them and a liability to the City of Gloucester. We were informed by police staff that a couple of years ago a police officer fell on the steps and was out of work for nearly two (2) months with a line of duty injury.

Public access to the building is on the Main Street side. Court visitors are required to pass through a security checkpoint that includes a magnetometer (for human screening) and an x-ray/conveyor belt system (for screening of personal belongings). All other entrances are for authorized personnel only.

The public lobby is small and not considered user friendly. In order to speak to police personnel, visitors must use a remote phone to contact the "house officer". This also requires the house officer or the records clerk to leave his/her work station and walk to the public window. There is not enough room for forms and literature for the general public. Several years ago, the police department installed a large bullet resistant window in the lobby for additional protection. Unfortunately, the entire wall was constructed out of sheetrock instead of brick or cement, or ballistic material. This defeats the entire objective of installing the bullet resistant window. The placement of the camera offers limited view of persons entering and exiting the restrooms located to the side of the public lobby.

The Communications Center is very small to accommodate two (2) full-time police dispatchers on duty 24/7. The Communications Center is located in an area physically removed from, but in view of, the police department lobby.

The police department is wired for both cable television and the internet. The computer system is maintained by the City's IT section. We observed a mix match of wiring above the ceiling tiles and computer routers literally hanging from the ceiling in the investigative area. Cable television is located throughout the facility. MRI Consultants witnessed that TVs were on continuously in the offices and communications area. Based upon observations and interviews of

employees, MRI consultants are of the opinion that the TVs contribute to lowering productivity and are a distraction to the duties and responsibilities of the staff.

The current phone system is in immediate need of replacement. The phone system is an AT&T Merlin 300 system which was installed back in 1986 and has had minimal upgrades since then. The technology of the phone system is obsolete and the vendor who maintains the system is unable to obtain parts if the system malfunctions. The system does not allow the department the ability to have caller ID or individual voicemail, and there have been issues concerning lost calls when they are transferred. The police department has indicated they are in the process of using grant funds to purchase a new phone system which will be installed this year.

The roll-call/report writing room, which is located in the front of the building, has large windows which allow the public to see in as they pass by on the sidewalk. It is essential to have a roll-call/report writing room as private as possible. The large windows in the roll call/report writing room are easily pushed opened from the outside requiring the department to permanently install a metal barrier for added security.

There is a central Evidence Room located in the hallway across from the Investigative Services area. The room is secured; however, it is not alarmed or monitored by closed circuit TV. The Evidence Room also has a suspended ceiling which can be easily accessed through the female locker room. More detailed information regarding the Evidence Room is provided in Chapter 10.

The records area is located on the first floor of the police facility adjacent to the communications area. The room is located at the top of the stairway where prisoners are frequently escorted by court officers and police officers. During the day, the records room is unsecured and has a large open service window and the door is left opened. There is a considerable safety concern for the civilian employees who often come in contact with prisoners. What was most interesting is that the records area was recently relocated to its current location. In the past, the records area was situated where the present Shift Commander's Office is located, which afforded the Records Division adequate space for file cabinets and better security.

The garage/carport is located on the Rogers Street side of the building and is accessible to the police department and the Gloucester District Court personnel. The garage/carport has a total of fourteen (14) parking spaces in which four (4) spaces are reserved for court personnel. The garage/carport has limited security and is exposed to weather conditions and birds that frequently nest in the ceilings. Off-Highway Recreational Vehicles, Speed Trailers, Mountain Bikes,

and various police equipment are left unsecured and exposed to the elements of the weather in the garage/carport. This is neither cost effective nor efficient for police equipment that is very costly to purchase and/or replace.

The garage/carport area is adjacent to the basement and is under a portion of the first floor. No determination was made as to the fire resistance rating of the floor/ceiling assembly above the carport.

Currently there is no secured "sally-port" (secure garage used for loading/unloading prisoners). This lack of a secured sally-port poses significant safety concerns for the officers, prisoners, and general public. The garage/carport is equipped with an automatic door; however, it is normally left opened. The Gloucester Police Department and Essex County Sheriff's Department use the entrance to the garage/carport for transporting prisoners. We were informed it is mandated that the automatic door be closed prior to an arrested person being removed from the transporting vehicle, but found it is not common practice. The automatic door is operable by a few marked police vehicles equipped with remote controls and electrically controlled in the Communications Center.

The Police Department presently has one (1) garage that in the past housed the City's ambulance. In 1985, the ambulance service was transferred to the Gloucester Fire Department. Today, the garage is utilized as a Fitness Room which is left unsecured. The Fitness Room does not provide for any safety features such as a panic alarm button for medical emergencies.

Also located in the garage/carport area is the agency's records storage room. The records storage room is poorly lighted, damp and archival records are kept in a haphazard fashion. Although locked, the metal double-leaf doors were easily opened with a shoulder shove. The facility's utility meters are also housed in the room making records assessable to utility readers. The police department stores police criminal reports, arrest reports, juvenile offense, arrest reports, and personnel files in this area. The garage/carport area is accessible to the public, so this room is highly vulnerable to anyone who wanted to quickly and easily start a large fire or remove old police files. Archived records, which must be kept in perpetuity by Massachusetts statute, are not easily accessed and subject to being stolen, misplaced and viewed by the general public. There is no doubt the integrity, confidentiality, and security of the files stored in the records storage room are certainly compromised.

Parking for employees is very limited. Most of the police employees park their personal vehicles in the parking lot adjacent to the police facility. A total of twenty-three (23) parking spaces are shared with court personnel and the general public. As part of a signed agreement between the Essex County

Commissioners and the City of Gloucester, eight (8) parking spaces are reserved for court personnel. When the Gloucester District Court is open for business, the parking lot can become cluttered with vehicles making it difficult for traffic to enter and exit. Parking is constrained and potentially hazardous.

The Gloucester Police Department operates a temporary holding facility that is used by the Police Department, the Gloucester District Court, and, occasionally, by the United States Coast Guard. The Gloucester Police Department holding area only allows for the processing of suspects temporarily detained or awaiting transportation or bail. However, we were informed that at times, the Department does hold female prisoners from Friday to Monday morning if bail cannot be obtained. Upon examining the holding area, MRI consultants immediately identified several safety and health/sanitary deficiencies which could be addressed with minimal financial impact to the police department. In addition to inadequate air circulation and lighting, there are numerous conditions that currently exist in the cells that have the potential of providing detainees with an opportunity to cause serious injury or death to themselves. Most notably the construction of the metal beds allows foreign objects to be attached and hidden, assisting in escape or suicide attempts.

In the Commonwealth of Massachusetts, there are mandatory standards that apply to police lockups, as well as CALEA Standards for such facilities that would certainly come into play if any litigation against the City occurs as a result of the operation of its cellblock area.

MRI consultants were informed that the Gloucester Police Department failed the most recent inspection, dated February 17, 2009, by the Commonwealth of Massachusetts, Department of Public Health. *The response of the department has been the same as to past inspections: "no funding available."*

Some of the issues outlined in the February 17, 2009, report are:

- Ceiling dirty in female cell.
- Floor dirty in juvenile cell.
- Lighting required: One light fixture not working.
- Lighting required: Lighting inadequate in both female and juvenile cell near the toilet fixture.
- Plumbing fixtures to be sanitized: Sink and toilet fixture dirty in juvenile cell.

- Walls dirty in juvenile cell.
- Wall paint damaged in cell 2.
- Bolts missing from plastic bar covering in cells M2, M6, and M7.
- Toilet dirty in cells M1 and M5
- Hot water temperature recorded at 70 degrees in cells and should be in the range of 110 – 130 degrees.

The City and the Gloucester Police Department addressed the concerns outlined by the state officials with regard to painting, sanitizing the sinks and toilets, washing the floors, and replacing damaged toilets. However, a letter from Lieutenant Aiello to the State Department of Health informed state officials that no funding is available to make the recommended repairs.

The Supervisors' labor union has filed grievances with the City identifying the concerns for officer safety and the opportunity for prisoner suicides. The City took measures to install suicide skirts on some toilets, but took no further action.

The cellblock area is also not equipped with panic or duress alarms. We were initially informed that all Gloucester police officers have panic alarms on their assigned portable radio which would be acceptable; however, we later learned some of the officers do not have this feature on their radios.

The holding facility has single station smoke detectors that are not connected to the building fire alarm system. The police department has posted evacuation plans in the cellblock area which was a mandate of the fire department several years ago.

The cell doors pose a visible risk to prisoners. There was some considerable discussion that the new holding cell doors would interfere with the current video camera systems and the ventilation of the cells; however, these concerns can be addressed with an effective air circulation system.

The detention area has minimal monitoring by video cameras and lacks audio capability. The detention area needs to be enhanced with a two-way audio system that has the capability of recording. This system is necessary in the event that detainees and/or officers have to alert dispatchers of emergency needs. We were informed that the dispatchers are only required to make visual

checks of prisoners and there are no formal procedures for the documentation and the frequency of the checks.

The holding cells consist of male, female, and juvenile cells. The female and juvenile cells are used to secure both adult females and juvenile offenders. Gloucester Police Department personnel informed us that the juvenile cells provide adequate sight and sound separation from adults when juveniles and adults are in custody. The police department also makes use of an interview room outside the cellblock area for any *Status Offender* (a juvenile accused of an offense that would not be a crime if committed by an adult) being detained. The assessment team is of the opinion the Gloucester Police Department is in minimal compliance with the Juvenile Justice Delinquency Protection Act (JJDPa).

The booking room lacks permanently mounted signs at all entry points to serve as reminders to the officers to secure their weapon before entering. There are no permanently mounted weapon lockers before you enter the booking room from the garage/carport or from within the building. The department has one weapons locker in the booking desk; however, MRI consultants were informed some officers decline to secure their weapons while booking a prisoner even though they are aware of the inherent dangers.

In the booking area, in plain view and accessible, were liquid cleaning solutions, mops, and various cleaning tools which could pose a potential threat to officers. Staff informed us they are aware of the hazards posed by such chemicals and items and have addressed this issue with the custodian with minimal results.

Ideally, the department's armament and ammunition should be stored in a dust-proof, moisture-proof room away from any potential threats. In Gloucester, armament is presently locked in an "old photo lab" room located adjacent to the prisoner processing area. The physical location of the armament room and the storage of ammunition, solvents, and combustible materials within the armament room create a substantial risk to the officers and others within the building.

The Gloucester Police Department has an indoor firing range located on the third floor above the Gloucester District Court. Indoor firing ranges are popular among law enforcement because they offer protection from inclement weather conditions and can be operated around the clock under controlled environmental conditions. However, this is not the case with the Gloucester Police Department. The Gloucester Police Department's indoor firing range has limited use and most likely does not provide the environmental controls to protect the health of shooters and range personnel from the effects of airborne lead, noise, and other potential exposures. The impulse noise emitting from the Indoor Firing Range



causes disruption for the Gloucester District Court and concerns among the public who frequent the shopping stores in the area. For these reasons, the Gloucester Police Department has made the decision to use the Indoor Firing Range on a limited basis (nights and weekends) and utilizes frangible ammunition.

In summary, the existing Gloucester Police headquarters is inefficient, poorly maintained, crowded, unpleasant in appearance and totally inadequate as a police facility. The Gloucester Police Department/District Court facility is one of the most important assets in the City's critical infrastructure. However, most of the recommendations have a minimal financial impact and should be part of normal, routine maintenance of the facility. Most importantly, immediate action must be taken to correct the deplorable housekeeping and record storage conditions and to correct the unsafe conditions in the holding cell area.

The City of Gloucester should examine two alternatives; build a new facility or renovate the structure presently used by the police department. Both alternatives should receive careful study. It is our opinion that in Gloucester's case, renovation of the current police facility would be more expensive than a new facility. Furthermore, renovation of the current facility may prohibit efficient design because of the existing structural restrictions.

The City of Gloucester should take into consideration the value of the real estate property of the current police facility and how much revenue could be generated if the property were placed back on the tax roles.

Consideration should be given towards the need for a Public Safety Complex to house both the fire and police department if it is to receive the most effective and productive services possible.

Regardless of whether the City of Gloucester decides to build a new facility or renovate the current facility, plans should involve an architectural firm that is intimately familiar with police needs.

### RECOMMENDATIONS

- 5.1 Replacing or renovating the Gloucester Police facility should be a top priority.
- 5.2 The Gloucester police leadership and the City administrators should become familiar with the IACP *Planning, Designing Guidelines for Constructing Police Facilities* training course. MRI highly recommends

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## Appendix E

Annual Maintenance and Operating

City Hall

Custodial Expense	1 Full Time Position	\$43,000
	1 Part Time Position	\$18,250
Elevator Maint. Contract (12 Inspections @ \$155)		\$1,860
Alarm Monitoring (12 Months @ \$34.50)		<u>\$414</u>
		\$63,524

Rose Baker Senior Center

Custodial Expense	1 Full Time Position	\$40,000
Elevator Maint. Contract (12 Inspections @ \$155)		\$1,860
Alarm Monitoring (12 Months @ \$34.50)		<u>\$414</u>
		\$42,274

Sawyer Free Library

Custodial Expense	Paod for by the Library	\$37,500
Elevator Maint. Contract (12 Inspections @ \$155)		\$1,860
Alarm Monitoring (12 Months @ \$34.50)		<u>\$414</u>
		\$39,774

Police/Courthouse

Custodial Expense	1 Full Time Position	\$43,000
Elevator Maint. Contract (12 Inspections @ \$155)		<u>\$1,860</u>
		\$44,860

DPW Buildings

Custodial Expense	.25 Position	\$9,125
Alarm Monitoring (12 Months @ \$138)		<u>\$1,656</u>
		\$10,781

CATA Building

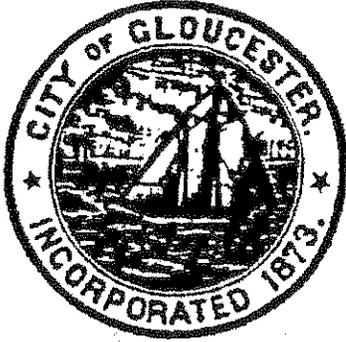
Rent		\$75,000
Utilities		\$30,000
Custodial Expense	.25 Position	\$9,125
Elevator Maint. Contract (12 Inspections @ \$155)		\$1,860
Alarm Monitoring (Annual Contract)		<u>\$354</u>
		\$116,339

American Legion

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Elevator Main. Contract (4 Inspections @ \$155)	\$620
Electrical Maintenance & Repairs	\$24,000
Plumbing Maintenance & Repairs	\$2,500
HVAC Maintenance & Repairs	\$17,000
Total Custodial Expense	\$200,000
Total Maintenanc & Repairs	\$56,052

# Appendix F



# **Municipal Facility Questionnaire Report:**

**conducted as part of the  
City of Gloucester Public  
Facilities Planning project**

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Funding provided by the District Local  
Technical Assistance program

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Presented to the:  
City of Gloucester  
Planning, Conservation & Waterfront  
Development  
3 Pond Road  
Gloucester, MA 01930  
Tel (978) 281-9781  
[www.ci.gloucester.ma.us](http://www.ci.gloucester.ma.us)

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Prepared by the:  
Metropolitan Area  
Planning Council  
60 Temple Place, 6<sup>th</sup> Floor  
Boston, Massachusetts 02111  
Tel (617) 451-2770  
[www.mapc.org](http://www.mapc.org)

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## Acknowledgements

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23	Final Survey Results

**Municipal Facility Questionnaire Report**  
**conducted as part of the City of Gloucester Public Facilities Planning project**

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**Introduction**

The Metropolitan Area Planning Council is Greater Boston's regional planning agency. Our mission is to promote smart growth and regional collaboration in Metropolitan Boston through public policy research and advocacy, technical assistance, mapping and analysis, and local planning. Our work is guided by our regional vision, "MetroFuture: Making a Greater Boston Region." MAPC's 101 member communities are represented on the local level through eight subregional groups, staffed by appointed officials from each city or town and led by one MAPC staff coordinator. Each subregion develops its own work plan and priorities every year. Learn more about MAPC's subregions.

The Metropolitan Area Planning Council administered a Municipal Facility Questionnaire to its member communities in September 2009. The survey was designed to help the City of Gloucester create a long-range, publicly-owned municipal space and maintenance plan. Made possible with the support of District Local Technical Assistance funding provided by MAPC, the survey results will inform the City's Capital Facilities Management Plan.

Outreach was made specifically to Departments of Public Works, Town Managers, Town Administrators, Planning, and Community and Economic Development Departments and Managers. 44 municipalities responded to the survey, with 32 reporting the community they represent as follows: Acton; Ashland; Bedford; Belmont; Beverly; Bolton; Braintree; Brookline; Concord; Franklin; Holliston; Hopkinton; Hudson; Ipswich; Lexington; Marshfield; Medford; Melrose; Milford; Natick; Norwell; Quincy; Reading; Rockland; Saugus; Somerville; Southborough; Sudbury; Wakefield; Weston; Wilmington; and Wrentham. Please refer to Appendix A for contact information provided by municipalities.

Questions were designed to determine the following: the number of joint public safety operations (police and fire) and the advantages and disadvantages of sharing a facility; the amount of space allocated to a town/ City Hall and the amount of space allocated to a Municipal Annex; and to determine the facility maintenance budgets for facilities that are similar in size and scale to Gloucester City Hall.

**Municipal Facility Questionnaire Report**  
 conducted as part of the City of Gloucester Public Facilities Planning project

**General Questions**

The survey began with an organizational question regarding the municipal body responsible for municipal facilities. Communities provided a range of information with regard to the name of their Committee or Task Force, including the Town Building Committee and Capital Planning Committee. Many of the committees were formed by Town Meeting; 1997 was the earliest year provided that a committee formed. Answers were provided by 16 communities as follows<sup>1</sup>:

City/Town	Permanent Committee	Project Specific	Staff Based	Selectmen Appointed	Town Meeting Appointed	Other
Bedford	X					
Belmont	X				X	
Bridgewater	X				X	
Brookline			X			X
Concord			X			X
Essex	X			X		
Hopkinton	X				X	
Hudson		X				
Ipswich		X		X		
Norwell	X				X	
Quincy			X			X
Somerville			X			X
Southborough		X		X		
Sudbury	X				X	
Wakefield	X					X
Weston	X			X		

<sup>1</sup> Only valid answers appear in this survey summary document. All responses have been provided in an appendix.

**Municipal Facility Questionnaire Report**  
 conducted as part of the City of Gloucester Public Facilities Planning project

**Public Safety Facilities**

The next five questions related to public safety facilities. Of the communities queried, 14 responded affirmatively to building a new fire, police station, or public safety complex. Reading reported having completed both a fire station and a police station. With responses as follows:

<b>Has your municipality recently built a new fire or police station or public safety complex?</b>		
Answer Options	Response Percent	Response Count
Fire Station	35.7%	5
Police Station	35.7%	5
Public Safety Complex	35.7%	5

The reasons provided for building a shared facility ranged from the need for a new police, fire and EMT station that included administrative offices to a general need for newer amenities. Other determining factors were as follows:

- |  |
|--|
| 1. Age of facilities   |
| 2. Modernization   |
| 3. Joint Dispatch  |
| 4. The current police station is old and doesn't offer the amenities that a new police station would.  |
| 5. Currently prisoners have to be handcuffed to a railing since there are no cells. Also the current fire station had very limited space and not enough meeting room space. A committee looked at various options of constructing a new police station and determined the most feasible approach was to add on to the existing fire station. The new public safety building will house police, fire and ambulance in one building. |

Eight communities provided the following responses to the question of the potential advantages and disadvantages of a shared public facility space:

- |  |
|--|
| 1. Improved communications   |
| 2. Meet new regulatory requirements  |
| 3. Reduced maintenance costs   |
| 4. Improved morale   |
| 5. As of this date, joint dispatch has not happened, although, it is still being worked on.  |
| 6. Facility requires an officer on the lower level where the public comes in. Staff reductions have not made this possible and a buzzer and intercom system are used.  |
| 7. Advantages - better communication, coordinated response, shared training room, 24 hour occupancy combined in one building = probable lower energy costs.<br>Disadvantages - the site is small and there is not enough parking |
| 8. It is currently under construction. The police, fire and ambulance will share space such  |

**Municipal Facility Questionnaire Report**  
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as a large meeting room. They will also have one dispatcher. The shared space will also be more energy efficient and the town will be paying to heat and provide electricity for one building rather than two. The center will have a community room, evidence room, prisoner processing space, dining, kitchen, dispatch center, men's and women's locker room.

With regard to the total development cost and square footage of the facility, eleven communities responded as follows:

City/Town	Total Development Cost	Square Feet	Cost per Square Foot*
Acton		approximately 22-24,000	
Bedford	Approximately \$6 Million in 1996.	Approximately 15,000	\$400
Belmont	\$11 million - 2 fire stations	18,000 - total for 2 fire stations	\$611.10
Bolton	Approximately \$4 million	Addition of 7,297 to the existing fire station.	\$548.20
Concord	N/A	14,431	
Franklin	\$9.3 million -Include land acquisition of \$1,000,000	22,000	\$422.70
Holliston	\$6,630,000	16,000	\$414.40
Hudson	\$6.5 million	26,000	\$250
Reading	Police - \$4.5 million Fire - \$2.1 million		
Wakefield	\$8.2 million	43,867	\$186.90
Wrentham	The Town borrowed \$8,580,000	37,980	\$225.90

\*Costs per square foot are approximate based on the data provided above. This data does not control for other factors that can influence cost per square foot including year of construction, whether land costs were included in figures above, and other factors.

The average cost per square foot to build a new facility was \$382.40. The average square footage for the facility was 20,325.

**Municipal Facility Questionnaire Report**  
 conducted as part of the City of Gloucester Public Facilities Planning project

**Town/ City Hall space and usage**

The next five questions related to Town/ City Hall space and usage. The first question was answered by 27 communities as follows:

<b>Does your municipality occupy office space in an historic Town or City Hall?</b>		
Answer Options	Response Percent	Response Count
Yes	74.1%	20
No	25.9%	7

The second question asked respondents to determine the square footage of their Town/ City Hall space. The median total square footage of Town and City Hall space was 20,800. A full list of answers is as follows:

<b>Municipality</b>	<b>How many square feet is your municipality's Town/ City Hall?</b>	<b>Number of Employees (2007)</b>	<b>Population (2007)*</b>
Manchester	5,578	78	5,265
Hudson	6,500	580	19,580
Ashland	8,000	415	15,796
Essex	8,000	175	3,323
Southborough	8,872	622	9,484
Bolton	9,632	152	4,481
Sudbury	12,800	625	17,159
Wrentham	14,400	226	11,116
Concord	14,838	1,183	16,840
Holliston	15,000	1,055	13,941
Hopkinton	17,500	601	14,307
Marshfield	20,000	762	24,576
Beverly	21,600	1,684	39,198
Weston	23,421	615	11,698
Wakefield	23,586	1,240	24,706
Bedford	25,000	579	13,146
Lexington	26,000	2,037	30,332
Franklin	30,000	1,300	31,381
Reading	30,000	787	23,129
Milford	30,780	778	27,263
Norwell	36,000	850	10,271
Quincy	44,000	3,508	91,622
Somerville	75,000	2,814	74,405
Brookline	90,000	3,461	54,809
<b>Median</b>	<b>20,800</b>	<b>770</b>	<b>17,000</b>

\*The 2007 population numbers are an estimate provided by the American Community Survey.

**Municipal Facility Questionnaire Report**  
**conducted as part of the City of Gloucester Public Facilities Planning project**

The next question concerned municipal office space. Six respondents described other uses for their Town and City Hall as follows:

Franklin	Former town hall houses recreation, an alternative high school, and Solutions administrative offices (pre and post school and adult education). The very old town hall is being converted into the town's historic museum
Beverly	We use several former classrooms in a middle school that was converted into administrative office space for the School Department. The School Department also rents out space in the same building as an alternative high school
Brookline	There are three former Town Halls- one is a church and the others are demolished.
Norwell	The former town hall is rented office space and a function hall.
Bedford	Reception hall available for rent.
Ipswich	Awaiting private development for a theatre and retail.

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The next question related to rehabilitation and new construction scope of work and costs. Thirteen communities responded.

**Please provide the approximate total construction cost of rehabilitating or constructing a new Town or City Hall in the box provided below. Please describe the scope of any rehabilitation work.**

Essex	It will be approximately \$1,700,000 just to renovate the exterior of the building. Interior renovation costs have not been estimated to date. The Town Building Committee has recommended moving the Town offices and library (both parts of the building) into a new building in the future. No renovation work has been conducted to date.
Franklin	We purchased a medical office building in 2003 and converted it to the 30,000 sq ft municipal office building. It cost \$3,000,000 to purchase and about \$3,000,000 to renovate. Total cost under \$6,000,000.
Beverly	No rehabilitation or new construction has been made in recent memory.
Holliston	Gut rehab of two of the three levels of the 150-year-old Town Hall building in 2002 at a cost of \$2,950,000. The two levels that were renovated include office and meeting spaces. The third level, which received minor rehabilitation, is a large public assembly area.
Weston	Addition and renovations: \$4,500,000 in 2001.
Brookline	Recent renovation including new electrical, HVAC, windows and walls were approximately \$16,500,000 in 2007-2008.
Ashland	\$4,200,000. Complete renovation in 2005
Bedford	This was about \$2,000,000 when a school building was renovated in 1987-1988.
Hudson	Historic rehab cost \$2,400,000 - completed in 1998
Wakefield	Rehabilitation project, majority was for accessibility improvements. Approximately \$1,000,000. Prior to 1998.
Concord	Storm Windows = \$22,880 (Sawyer Trust Fund grant) Fire Suppression System = \$114,000 (CPA Funds) Handicap Renovations = \$47,700 (CPA Funds)
Ipswich	\$4,200,000
Wrentham	The previous town hall was gutted and just a shell was left. A small addition was added to the back of the building for an elevator. The Town borrowed \$3,475,000 for the project.

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Twelve communities responded to a question regarding the source of financing for Town or City Hall improvements. While the majority of respondents answered that municipal funding was used to finance Town/ City Hall development costs, a few communities used other sources, including local grants and State funding for historic buildings.

<b>What funding was used to finance your Town or City Hall improvements or construction?</b>		
Answer Options	Response Percent	Response Count
Municipal	84.6%	10
State Grant	15.4%	2
Federal Grant	0.0%	0
Please name the source of any State or Federal Grant funds used:		
1. CPA funds of \$1,200,000		
2. All three (municipal borrowing, Community Development Block Grant, MassHistoric rehabilitation grant)		
3. Historic Preservation Grants through MassHistoric		
4. State accessibility grant		
5. The Town typically uses monies from the General Fund (taxes), the Community Preservation Act (CPA), the Sawyer Trust Fund (STF) and the Town wide Building Maintenance Fund through the Capital Improvements budget. The CPA money is local with a State match.		

**Municipal Facility Questionnaire Report**  
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**Municipal Facility Maintenance**

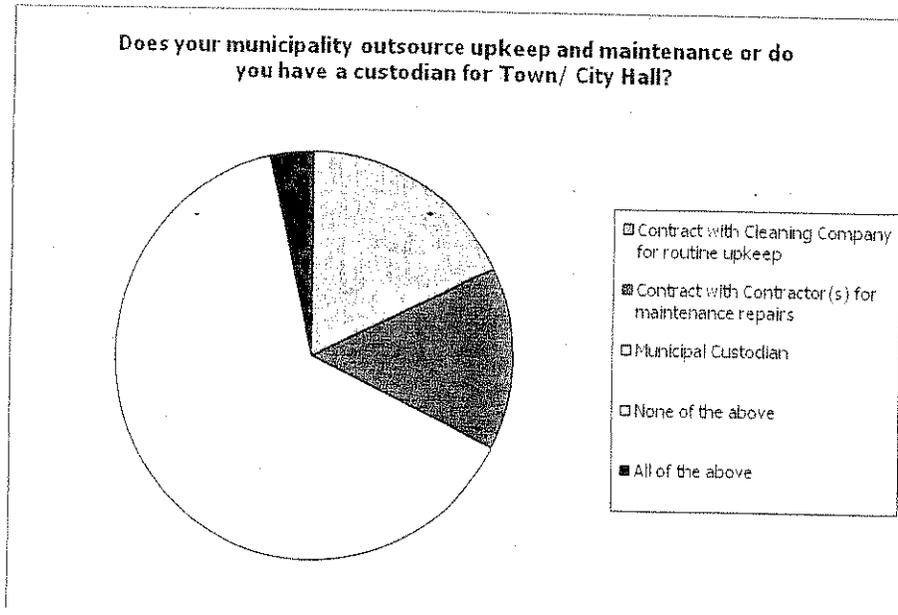
The last two questions asked communities about how municipal facilities are maintained, who is responsible for maintaining them and at what cost to the municipality.

<b>What are the annual maintenance costs for your Town/ City Hall and how are those costs funded?</b>
1. \$60,000 from taxation.
2. Maintenance beyond basic cleaning has been deferred.
3. Contact the facilities dept for details all costs paid form operating budget
4. Annual maintenance costs for City Hall cannot be determined readily. The costs, whatever they are, are funded through the City's general fund.
5. \$60,000 including utilities contracted cleaning, supplies and routine maintenance/repair.
6. \$160,000, general fund
7. Capital Budget - not sure of precise costs since new renovation has changed the bottom line.
8. \$15,000 through Town Meeting appropriation
9. Not possible to separately report. All costs for the maintenance of municipal buildings are combined in one Facilities Department budget account.
10. Budgetary appropriation - approximately \$65,000 per year
11. Municipal Operating Budget
12. Unknown; General Fund
13. Annual Operating Budget
14. Do not have a specific breakdown of maintenance costs for the Town Hall. Maintenance funded from operating and capital budgets.
15. Typically Budgeted within Capital Improvement Program: \$10,000 (General Fund) Actual Supplies cost for FY 2009: \$6,374.92 Actual Improvements cost for FY 2009: \$6,533.76 Actual Maintenance cost for FY 2009: \$9,416.64
16. \$70,000 by appropriation.
17. Maintenance costs approximately \$20,000
18. \$22,000 is yearly operational expense and it is funded on an under town operational expense.
19. We have one line item for the maintenance of all town buildings of \$74,450 that includes maintenance, repairs and miscellaneous. This is funded out of the Town's budget. This figure does not include electricity, gas, heating, etc.
20. \$25,000
21. \$50,000 custodial \$30,000 maintenance Funded through annual Town Manager's Department budget

**Municipal Facility Questionnaire Report**  
 conducted as part of the City of Gloucester Public Facilities Planning project

**Does your municipality outsource upkeep and maintenance or do you have a custodian for Town/ City Hall?**

Answer Options	Response Percent	Response Count
Contract with Cleaning Company for routine upkeep	17.9%	5
Contract with Contractor(s) for maintenance repairs	11.5%	3
Municipal Custodian	65.3%	17
All of the above	3.8%	1
Additional answers (described below)		6
1. The town uses several part time custodians (15 hours per week +/-) to clean all non school facilities at about \$15 per hour.		
2. Some of the above; City contracts with cleaning company for routine (daily) cleaning of offices and floors; maintenance repairs are either done by staff of the Public Services Department or by contractors hired for the purpose.		
3. contractor for public spaces, Town custodian for office areas		
4. For maintenance we combine in-house staff and contractors for repairs. Majority of cleaning is done by municipal custodian who serves two facilities. Rug cleaning and some other items are contracted out.		
5. Facilities Department budget for all municipal buildings is \$630,000		
6. Our DPW does the maintenance and repairs on Town Hall and the Public Safety Building.		



**Municipal Facility Questionnaire Report**  
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<b>City/Town:</b>	<b>Employees, 2007</b>	<b>Population, 2007*</b>
Acton	708	20,753
Ashland	415	15,796
Bedford	579	13,146
Belmont	1,361	23,356
Beverly	1,684	39,198
Bolton	152	4,481
Braintree	1,864	34,422
Bridgewater	414	25,514
Brookline	3,461	54,809
Concord	1,183	16,840
Essex	175	3,323
Franklin	1,300	31,381
<b>Gloucester</b>	<b>1,497</b>	<b>30,308</b>
Holliston	1,055	13,941
Hopkinton	601	14,307
Hudson	580	19,580
Ipswich	841	13,245
Lexington	2,037	30,332
Manchester	78	5,265
Marshfield	762	24,576
Medford	1,247	55,565
Melrose	990	26,782
Milford	778	27,263
Natick	1,025	31,975
Norwell	850	10,271
Quincy	3,508	91,622
Reading	787	23,129
Saugus	1,008	27,192
Sherborn	329	4,217
Somerville	2,814	74,405
Southborough	622	9,484
Sudbury	625	17,159
Wakefield	1,240	24,706
Weston	615	11,698
Wilmington	681	21,679
Wrentham	226	11,116

## **APPENDIX A: Municipal Contacts**

**Municipal Facility Questionnaire Report**  
conducted as part of the City of Gloucester Public Facilities Planning project

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**City of Beverly**

Tina Cassidy  
Planning Department  
Beverly City Hall  
191 Cabot Street  
Beverly, MA 01915  
tcassidy@beverlyma.gov  
978-921-6000, ext. 2343

**City of Medford**

Clodagh Stoker-Long  
85 George P. Hassett Drive  
Medford, MA 02155  
cstokerlong@medford.org  
781 393 2480

**City of Melrose**

Robert E. Beshara, P.E.  
562 Main St  
Melrose, MA 02176  
bbeshara@cityofmelrose.org  
781-979-4170

**City of Quincy**

Gary Cunniff  
Public Buildings  
City Hall  
1305 Hancock Street  
Quincy, MA 02169  
gcunniff@quincyma.gov  
617-376-1542

**City of Somerville**

Melisa Tintocalis  
Office of Strategic Planning and Community Development  
93 Highland Ave.  
Somerville, MA 02143  
mtintocalis@somervillema.gov

**Municipal Facility Questionnaire Report**  
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**Town Of Milford**

Larry L. Dunkin, AICP  
Town Planner  
Town Hall  
52 Main Street  
Milford, MA 01757  
ldunkin@townofmilford.com  
508-634-2317

**Town of Acton**

Lauren S. Rosenzweig  
Selectman  
472 Main Street  
Acton, MA 01720  
Lauren@LaurenRosenzweig.com  
978-821-4172

**Town of Ashland**

John Petrin  
Ashland, MA 01721  
jpetrin@ashlandmass.com

**Town of Bedford**

Richard Jones  
Facilities Department  
101 MacMahon Road Rear  
Bedford, MA 01730  
richard\_jones@bedford.k12.ma.us  
(781) 275-5290

**Town of Belmont**

Kevin Looney  
Homer Municipal Building  
19 Moore Street  
Belmont, MA 02478  
klooney@belmont-ma.gov  
617-993-2640

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**Town of Bolton**

Jennifer Burney  
663 Main Street  
Bolton, MA 01740  
planner@townofbolton.com

**Town of Braintree**

Christine Stickney  
Planning & Community Development  
1 JFK Memorial Drive  
Braintree, MA 02184  
Stickney@braintreema.gov  
781-794-8232

**Town of Brookline**

Jeff Levine  
Community Development  
333 Washington Street  
Third Floor  
Brookline, MA 02445  
Jeff\_Levine@town.brookline.ma.us  
617-730-2130

**Town of Concord**

Julie Vaughan  
141 Keyes Road  
Concord, MA 01742  
jvaughan@concordma.gov  
978-318-3290

**Town of Essex**

Brendhan Zubricki  
Town Hall  
30 Martin Street  
Essex, MA 01929  
bzubricki@essexma.org  
978-768-6531

**Municipal Facility Questionnaire Report**  
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**Town of Franklin**

Jeff Nutting  
355 East Central Street  
Franklin, MA 02038  
jnutting@franklin.ma.us  
508-520-4949

**Town of Holliston**

Paul Le Beau  
Town Administrator  
703 Washington Street  
Holliston, MA 01746  
lebeaup@holliston.k12.ma.us  
508-429-0608

**Town of Hopkinton**

Brian Main  
Town Hall  
18 Main Street  
Hopkinton, MA 01748  
brianm@hopkinton.org  
508-497-9870

**Town of Hudson**

Paul Blazar  
78 Main Street  
Hudson, MA 01749  
pblazar@townofhudson.org  
978-562-9963

**Town of Ipswich**

Robert Markel  
Box 466  
Ipswich, MA 01938  
TM@town.Ipswich.ma.us  
978-356-6609

**Municipal Facility Questionnaire Report**  
**conducted as part of the City of Gloucester Public Facilities Planning project**

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**Town of Lexington**

Pat Goddard  
Department of Public Facilities  
201 Bedford Street  
Lexington, MA 02420  
pgoddard@ci.lexington.ma.us  
(781) 274-8958

**Town of Manchester-by-the-Sea**

Wayne melville  
10 Central Street  
Manchester, MA 01944  
melvillew@manchester.ma.us  
(978) 526-2000

**Town of Marshfield**

Paul Halkiotis  
Planning Department  
870 Moraine St  
Marshfield, MA 02050  
paulhalkiotis@townofmarshfield.org  
781-834-5554

**Town of Natick**

Martha White  
Town Administrator  
13 East Central Street  
Natick, MA 01760  
mwhite@natickma.org  
508-647-6403

**Town of Norwell**

James Boudreau  
345 Main Street  
Norwell, MA 02061  
jboudreau@townofnorwell.net  
(781) 659-8000

**Municipal Facility Questionnaire Report**  
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**Town of Reading**

Joe Huggins  
Facilities Department  
Reading, MA 01867  
jhuggins@reading.k12.ma.us  
781-942-5436

**Town of Rockland**

Allan R. Chiocca  
242 Union St.  
Bridgewater, MA 02324  
ta@rockland-ma.gov  
781-871-1874

**Town of Saugus**

Joseph Attubato  
Department of Public Works  
515 Main Street  
Saugus, MA 01906  
jattubato@saugus-ma.gov  
781-231-4145

**Town of Sherborn**

Grace Shepard  
45 Rockwood Street  
PO Box 262  
Sherborn, MA 00  
graceshepard@comcast.net  
508-653-8250

**Town of Southborough**

Vera Koliass, AICP  
17 Common Street  
Southborough, MA 01772  
vkoliass@southboroughma.com  
508-485-0710

**Municipal Facility Questionnaire Report**  
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**Town of Sudbury**

Jody Kablack  
278 Old Sudbury Road  
Sudbury, MA 01776  
kablackj@sudbury.ma.us  
978-639-3387

**Town of Wakefield**

Richard Stinson  
1 Lafayette Street  
Wakefield, MA 01880  
rstinson@wakefield.ma.us  
781-246-6301

**Town of Weston**

Jerry McCarty  
11 Town House Rd.  
Weston, MA 02493  
mccartyg@mail.weston.org  
781-529-8088

**Town of Wilmington**

George W. Hooper, II  
Public Buildings Department  
32 Church Street  
121 Glen Road  
Wilmington, MA 00  
ghooper@townofwilmingtonma.com  
978-658-3017

**Town of Wrentham**

John J. McFeeley  
79 South Street  
Wrentham, MA 02093  
jmcfeeley@wrentham.ma.us  
508-384-5400

## **APPENDIX B: Final Survey Results**

**Municipal Facility Questionnaire Report**  
 conducted as part of the City of Gloucester Public Facilities Planning project

**Answers to General Questions**

<b>Municipality</b>	<b>Does your municipality have a committee or task force focused on municipal facilities?</b>	<u>Name</u>	<u>Establishment</u>	<u>Mission</u>
<b>Acton</b>				
<b>Ashland</b>				
<b>Bedford</b>		Facilities Committee	1997	Joint committee of Selectmen, School Committee, Town Manger and School Superintendent to advise Facilities Director
<b>Belmont</b>		Permanent Building Advisory Committee	Town Meeting, 1999	Oversee all projects undertaken by the Town with a value of \$50,000 or more
<b>Beverly</b>	No			
<b>Bolton</b>	No			
<b>Braintree</b>				
<b>Brookline</b>		Building Department- Public Buildings Division and Building Commission		
<b>Concord</b>		Facility Managers Group	Town Bylaw	Manage Public Buildings
<b>Essex</b>		Town Building Committee	~2006 by the Town Manager	To better coordinate facility maintenance.
<b>Franklin</b>		NO - In 2001 the Town Council adopted a comprehensive capital improvement plan to construct a new municipal building, fire station, dpw facility, senior center, \$5 million dollars for recreation improvements and \$6 million for school facilities, and a Town Museum. All projects complete except the museum which will be done in about 120 days.	Established by Selectmen about one year ago.	Planning for fire, police, town office, and library facilities.

**Municipal Facility Questionnaire Report**  
 conducted as part of the City of Gloucester Public Facilities Planning project

	No. We do have an Energy Study Comm.	Selectmen appt.	overall energy issue - projects, regulations, etc.
<b>Holliston</b>	Facilities Board	2001 Annual Town Meeting ad hoc committees created to manage EACH new building project usually established by board of selectmen	Provide guidance & advice to the Facilities Director provide policy input into the project development and oversight during construction
<b>Hopkinton</b>	varies (JFK Middle School Building Committee, Senior Center Building Committee, Fire Station Building Committee...		
<b>Hudson</b>	committees are ad hoc		
<b>Ipswich</b>			
<b>Lexington</b>	no	na	na
<b>Manchester</b>	no	N/A	N/A
<b>Marshfield</b>	NO		
<b>Medford</b>	N/A		
<b>Melrose</b>	no		
<b>Milford</b>	Permanent Building and Maintenance Committee	Town Meeting	Oversee construction and maintenance of town buildings
<b>Natick</b>			
<b>Norwell</b>			
<b>Quincy</b>	no, a Department		
<b>Reading</b>	no		
<b>Rockland</b>	capital planning committee	Town meeting	
<b>Saugus</b>	No		
<b>Sherborn</b>			
<b>Somerville</b>	OSPCD is studying the issue with hired consultants	Director of OSPCD	Assess the facility needs of all city hall functions
<b>Southborough</b>	Municipal Facilities Committee	Ad hoc committee created by the Board of Selectmen in 2003	Created to assist the Board and the town in developing a long-term plan for improving Southborough's municipal buildings (excluding schools).

**Municipal Facility Questionnaire Report**  
 conducted as part of the **City of Gloucester Public Facilities Planning project**

<b>Sudbury</b>	Permanent Building Committee	Town Meeting	The Permanent Building Committee has general supervision over the design and construction of all public buildings, including the authority to employ professional assistance and, subject to specific authorization by the Town, to enter into contracts on behalf of the Town for the preparation of construction plans and specifications and for the construction of buildings and other structures. All such plans and specifications shall be developed in conjunction with and subject to the approval of the appropriate committee, board, or department head concerned. Capital planning - Energy
<b>Wakefield</b>	Capital Planning Committee - Also Energy Committee	Capital Planning by Town Charter (1998) - Energy by Board of Selectmen (2008) By Selectmen in FY09	
<b>Weston</b>	Permanent Building Committee		Oversee construction and long term planning of facilities, capital projects involving permanent building construction
<b>Wilmington</b>	Answers not provided		
<b>Wrentham</b>	Answers not provided		

Municipal Facility Questionnaire Report  
 conducted as part of the City of Gloucester Public Facilities Planning project

Answers to Questions about Public Facilities

Municipality	Has your municipality recently built a new fire or police station or public safety complex?			What were the determining factors that contributed to the need for shared facility space?	What have been the advantages and disadvantages of shared public facility space?	What was the total development cost to build the facility?	How many square feet is the facility?
	Fire Station	Police Station	Public Safety Complex				
<b>Acton</b>			Public Safety Complex	Needed new police station, as well as Fire/EMT Administration. We use combined dispatch for both.	Saved significant costs, helps the combined dispatch, police and fire chiefs are both housed in the same building In my opinion the only drawback is that the administration for fire is a bit more removed from the stations where the firefighters and equipment are housed.	approximately 22-24,000 square feet	
<b>Ashland</b>							
<b>Bedford</b>		Police Station		Not applicable	Not applicable	Approximately \$6 Million in 1996.	Approximately 15,000
<b>Belmont</b>	Fire Station			N/A - no shared facility	N/A - no shared facility	\$11 million - 2 fires	18,000 square -

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	space.	space.	stations	between 2 fire stations
<b>Beverly</b>				
<b>Bolton</b>	Public Safety Complex	The current police station is old and doesn't offer the amenities that a new police station would. Currently prisoners have to be handcuffed to a railing since there are no cells. Also the current fire station had very limited space and not enough meeting room space. Committees looked at various options of constructing a new police station and determine the most feasible was to add on to the existing fire station. The new public safety building will house police, fire and ambulance in one building.	Approximately 4 million dollars	It will add 7,297 ft to the existing fire station's 3,948 sq feet on the first level and another 4,533 ft to the upper level which currently only has storage space of 847 ft.
<b>Braintree</b>		It is currently under construction. The police, fire and ambulance will share space such as a large meeting room. They will also have one dispatcher. The shared space will also be more energy efficient and the town will be paying to heat and provide electricity for one building rather than two. The center will have a community room, evidence room, prisoner processing space, dining, kitchen, dispatch center, men's and women's locker room.		
<b>Brookline</b>				

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Concord				The Fire/Police Station was built in 1959 and renovated in 1996 and 2005. The West Concord Fire Station was built in 1932 and renovated in 1990. Neither building is new.	Advantages - better communication, coordinated response, shared training room, 24 hour occupancy combined in one building = probable lower energy costs Disadvantages - the site is small and there is not enough parking	N/A	14,431 SF
Essex							
Franklin	Fire Station					\$9.3 million -Include land acquisition of \$1,000,000	22,000
Holliston		Police Station				6,630,000	16,000
Hopkinton			Police Station	Does not apply	Does not apply	Does not apply	Does not apply
Hudson	Fire Station					\$6.5 million	approximately 20,000 sq. ft.
Ipswich							
Lexington							
Manchester							
Marshfield							
Medford							

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<b>Melrose</b>													
<b>Milford</b>							no shared facilities						
<b>Natick</b>													
<b>Norwell</b>													
<b>Quincy</b>													
<b>Reading</b>	Fire Station	Police Station			NA			NA		Police - 4.5 million Fire - 2.1 million			
<b>Rockland</b>		Police Station											
<b>Saugus</b>						Public Safety Complex							
<b>Sherborn</b>													
<b>Somerville</b>								NA			NA		NA
<b>Southborough</b>													
<b>Sudbury</b>	Fire Station												
<b>Wakefield</b>						Public Safety Complex	Facilities were adjacent to one another	Age of facilities Modernization Joint Dispatch	Improved communications, meet new regulatory requirements, reduced maintenance cost, improved morale. As of this date, joint dispatch has not happened, although, it	\$8.2 million			43,867 SF

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					is still being worked on. Facility requires an officer on the lower level where the public comes in. Staff reductions has not made this possible and a buzzer and intercom system are used.		
<b>Weston</b>			n/a	n/a	n/a	n/a	
<b>Wilmington</b>							
<b>Wrentham</b>		Public Safety Complex	The previous building housed the police, fire and Town Hall and was falling apart.			The Town borrowed \$8,580,000	37,980 SF

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Questions about Town Hall

**Municipal Facility Questionnaire Report**  
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Does your municipality occupy office space in an historic Town or City Municipality/Hall?	How many square feet is your municipality's Town/ City Hall?	If your municipality has municipal offices elsewhere, please select the current use(s) of the former Town or City Hall.						
Response		Residential	Commercial	Offices (not for municipal purposes)	Restaurant	Storage	Other	Please describe the other uses at the former Town or City Hall.
Acton	Yes							
Ashland	Yes					8,000		
Bedford	Yes			Offices (not for municipal purposes)		Approximately 25,000	Other	Reception hall available for rent.

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<b>Belmont</b>	Yes	21,600							Other	We use several former classrooms in a middle school that was converted into administrative office space for the School Dept. School Dept. also rents out space in same bldg. to an alternative high school
<b>Bolton</b>	Yes	9,632 sq ft								
<b>Braintree</b>										

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<b>Brookline</b>	No	90,000							Other	There are three former Town Halls- one is a church and the others are demolished
<b>Concord</b>	Yes	14,838 SF								N/A
<b>Essex</b>	Yes	8,000								

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Franklin	No	30000			Offices (not for municipal purposes)	Other	1. former town hall houses recreation, alternative HS, Solutions admin offices ( pre and post school and adult ed) I think we may sell it in a few years. storage- 2. the very old town hall is being converted into the town's historic museum
Holliston	Yes	15000					
Hopkinton	Yes	17,500 SF / 3-story w/basement					
Hudson	Yes	6,500 sq. ?					

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<b>Ipswich</b>	No								Other	Awaiting private development for a theatre and retail.
<b>Lexington</b>	Yes	26,000								
<b>Manchester</b>	No	5,578								
<b>Marshfield</b>	No	20,000								
<b>Medford</b>										
<b>Meirose</b>										
<b>Milford</b>	Yes	30,780 sq. ft.								
<b>Natick</b>										
<b>Norwell</b>	No	Approximately 36,000 sq ft (top floor unoccupied)					Offices (not for municipal purposes)		Other	The former town hall is rented office space and a function hall.
<b>Quincy</b>	Yes	44,000								
<b>Reading</b>	Yes	30,000 sf								
<b>Rockland</b>										
<b>Saugus</b>	Yes									



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<b>Wrentham</b>	Our municipal offices are located in a newly constructed building.	14,400 SF							
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<p><b>Municipality</b></p>	<p>Please provide the approximate total construction cost of rehabilitating or constructing a new Town or City Hall in the box provided below. Please describe the scope of any rehabilitation or work.</p>	<p>What funding was used to finance your Town or City Hall improvements or construction?</p>
<p><b>Acton</b></p>	<p><u>Open-Ended Response</u></p>	<p><u>Response</u></p>

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<b>Ashland</b>	4,200,000 Complete renovation in 2005	Municipal
<b>Bedford</b>	This was about \$2 Million when a school building was renovated in 1987/1988.	Municipal
<b>Belmont</b>		
<b>Beverly</b>	No rehabilitation or new construction has been made in recent memory.	
<b>Bolton</b>		
<b>Braintree</b>		

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<p><b>Brookline</b></p>	<p>Recent renovation including new electrical, HVAC, windows and walls was \$16.5 million (approx) in 2007-8</p>	<p>Municipal</p>
<p><b>Concord</b></p>	<p>Storm Windows = \$22,880 (Sawyer Trust Fund grant)                  Fire Suppression System = \$114,000 (CPA Funds)                  Handicap Renovations = \$47,700 (CPA Funds)</p>	<p>Municipal</p>

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<p><b>Essex</b></p>	<p>It will be approximately \$1.7M just to renovate the exterior of the building. Interior renovation costs have not been estimated to date. The Town Building Committee has recommended moving the Town offices and library (both part of the building) into a new building in the future. No renovation work has been conducted to date.</p>
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<p><b>Franklin</b></p>	<p>We purchased a medical office building in 2003 and converted it to the 30,000 sq ft Municipal office building. It cost \$3,000,000 to purchase and about \$3,000,000 to renovate. Total cost under \$6,000,000. For more details contact Mike D'Angelo (Facilities director) at 508-553-4802</p>	<p>Municipal</p>
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<b>Holliston</b>	Gut/rehab of two of the three levels of the 150 year-old Town Hall building in 2002 at a cost of \$2,950,000. The two levels that were renovated include office and meeting spaces. The third level, which received minor rehabilitation, is a large public assembly area.	Municipal
<b>Hopkinton</b>	Does not apply	
<b>Hudson</b>	Historic rehab cost \$2.4 million - completed in 1998	Municipal
<b>Ipswich</b>	\$4.2 million	Municipal
<b>Lexington</b>		
<b>Manchester</b>		

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<b>Marshfield</b>			
<b>Medford</b>			
<b>Melrose</b>			
<b>Milford</b>		State Grant	
<b>Natick</b>			
<b>Norwell</b>			
<b>Quincy</b>			
<b>Reading</b>		Municipal	
<b>Rockland</b>			
<b>Saugus</b>			
<b>Sherborn</b>			
<b>Somerville</b>	Unknown		
<b>Southborough</b>			
<b>Sudbury</b>			
<b>Wakefield</b>	Rehabilitation project, majority was for accessibility improvements. Approximately \$1.0 million. Prior to 1998.	State Grant	

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<b>Weston</b>	Addition and renovations: \$4.5 million in 2001.	Municipal
<b>Wilmington</b>		
<b>Wrentham</b>	The previous town hall was gutted and just a shell was left. A small addition was added to the back of the building for an elevator. The Town borrowed \$3,475,000 for the project.	

**Municipal Facility Questionnaire Report**  
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**Answers to Questions about Maintenance**

Municipality	What are the annual maintenance costs for your Town/ City Hall and how are those costs funded?	Does your municipality outsource upkeep and maintenance or do you have a custodian for Town/ City Hall?	
	<u>Open-Ended Response</u>	<u>Response</u>	<u>Other (please specify)</u>
<b>Acton</b>		Municipal Custodian	
<b>Ashland</b>	•	Municipal Custodian	
<b>Bedford</b>	Not possible to separately report. All costs for the maintenance of municipal buildings are combined in one Facilities Department budget account.	Municipal Custodian	
<b>Belmont</b>			
<b>Beverly</b>	Annual maintenance costs for City Hall cannot be determined readily. The costs, whatever they are, are funded through the City's general fund.	Contract with Contractor(s) for maintenance repairs	Some of the above; City contracts with cleaning company for routine (daily) cleaning of offices and floors; maintenance repairs are either done by staff of the Public Services Department or by contractors hired for the purpose.

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<b>Bolton</b>	We have one line item for the maintenance of all town buildings of 74,450 that includes maintenance, repairs and miscellaneous. This is funded out of the town's budget. This figure does not include electricity, gas, heating etc...	Municipal Custodian
<b>Braintree</b>		
<b>Brookline</b>	Capital Budget - not sure of precise costs since new renovation has changed the bottom line	Municipal Custodian
<b>Concord</b>	Typically Budgeted within CIP: \$10,000 (General Fund) Actual Supplies cost for FY 2009: \$6,374.92 Actual Improvements cost for FY 2009: \$6,533.76 Actual Maintenance cost for FY 2009: \$9,416.64	Municipal Custodian
<b>Essex</b>	Maintenance beyond basic cleaning has been deferred.	Municipal Custodian
<b>Franklin</b>	Contact the facilities dept for details all costs paid form operating budget	Contract with Cleaning Company for routine upkeep
<b>Holliston</b>	\$60,000 including utilities, contracted cleaning, supplies and routine maintenance/repair.	Contract with Contractor(s) for maintenance repairs
		The town uses several part time custodians (15 hours per week +/-) to clean all non school facilities at about \$15 per hour.

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<b>Hopkinton</b>	\$50,000 custodial \$30,000 maintenance funded through annual Town Manager departmental budget	Municipal Custodian	
<b>Hudson</b>	70M by appropriation.	All of the above	
<b>Ipswich</b>	Maintenance costs circa \$20,000	Municipal Custodian	Facilities Department budget for all municipal buildings is \$630,000
<b>Lexington</b>		Contract with Cleaning Company for routine upkeep	
<b>Manchester</b>	\$60,000 from taxation.	Contract with Contractor(s) for maintenance repairs	
<b>Marshfield</b>	?	Contract with Cleaning Company for routine upkeep	
<b>Medford</b>			
<b>Melrose</b>			
<b>Milford</b>	annual operating budget	Municipal Custodian	
<b>Natick</b>			
<b>Norwell</b>	\$15,000. Town meeting appropriation	Municipal Custodian	
<b>Quincy</b>		Municipal Custodian	
<b>Reading</b>	municipal operating budget	Contract with Cleaning Company for routine upkeep	contractor for public spaces, Town custodian for office areas

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<b>Rockland</b>					
<b>Saugus</b>					
<b>Sherborn</b>					
<b>Somerville</b>	Unknown; General Fund		Municipal Custodian		
<b>Southborough</b>			Municipal Custodian		
<b>Sudbury</b>			Municipal Custodian		
<b>Wakefield</b>	Do not have a specific breakdown of Maintenance cost for the Town Hall. Maintenance funded from operating and capital budget		Municipal Custodian		For maintenance we combine in-house staff and contractors for repairs. Majority of cleaning is done by municipal custodian who serves two facilities. Rug cleaning and some other items are contracted out.
<b>Weston</b>	\$160,000, general fund		Municipal Custodian		
<b>Wilmington</b>					
<b>Wrentham</b>		25000	Contract with Cleaning Company for routine upkeep		Our DPW does the maintenance and repairs on Town Hall and the Public Safety Building.