

INTERIM REPORT OF THE AD HOC TOWNWIDE FACILITIES MASTER PLANNING COMMITTEE

June 10, 2013

Townwide Facilities Master Planning

The Lexington Board of Selectmen (Board) wishes to have a Townwide Facilities Master Plan that will look out over a 10-year period. The Board charged the Ad Hoc Townwide Facilities Master Planning Committee (Committee) to evaluate the various facilities needs for the Town and to develop recommendations to be considered over that period. The charge is attached.

This interim report covers the work of the Committee that has been completed to date, next steps to be taken, a summary of the conditions of the townwide facilities, and preliminary recommendations.

The work of the Committee has to date encompassed:

- * Selection of The Cecil Group, Inc. as the consultant for Townwide Facilities Master Planning.
- * Review of the completed studies for the Fire Station, Police Station, Visitors Center, Senior Center, Community Center, Cary Memorial Building, Hosmer House (previously the “White House”), Stone Building, and schools, including the Final Report of the 2009 School Ad hoc Facility Committee. The complete results of this review will be in the Final Report.
- * Assessment of the impact of the deficiencies identified in these studies on the delivery of services and prioritization of the recommendations for improvements. The departments were asked to provide updated information on needs and service delivery impacts to incorporate into the plan.
- * Consideration of available prospective sites for the proposed facilities projects.
- * Identification of alternatives for sequencing the facilities construction/renovation for addressing the facility deficiencies. The alternatives are presented in the preliminary recommendations.

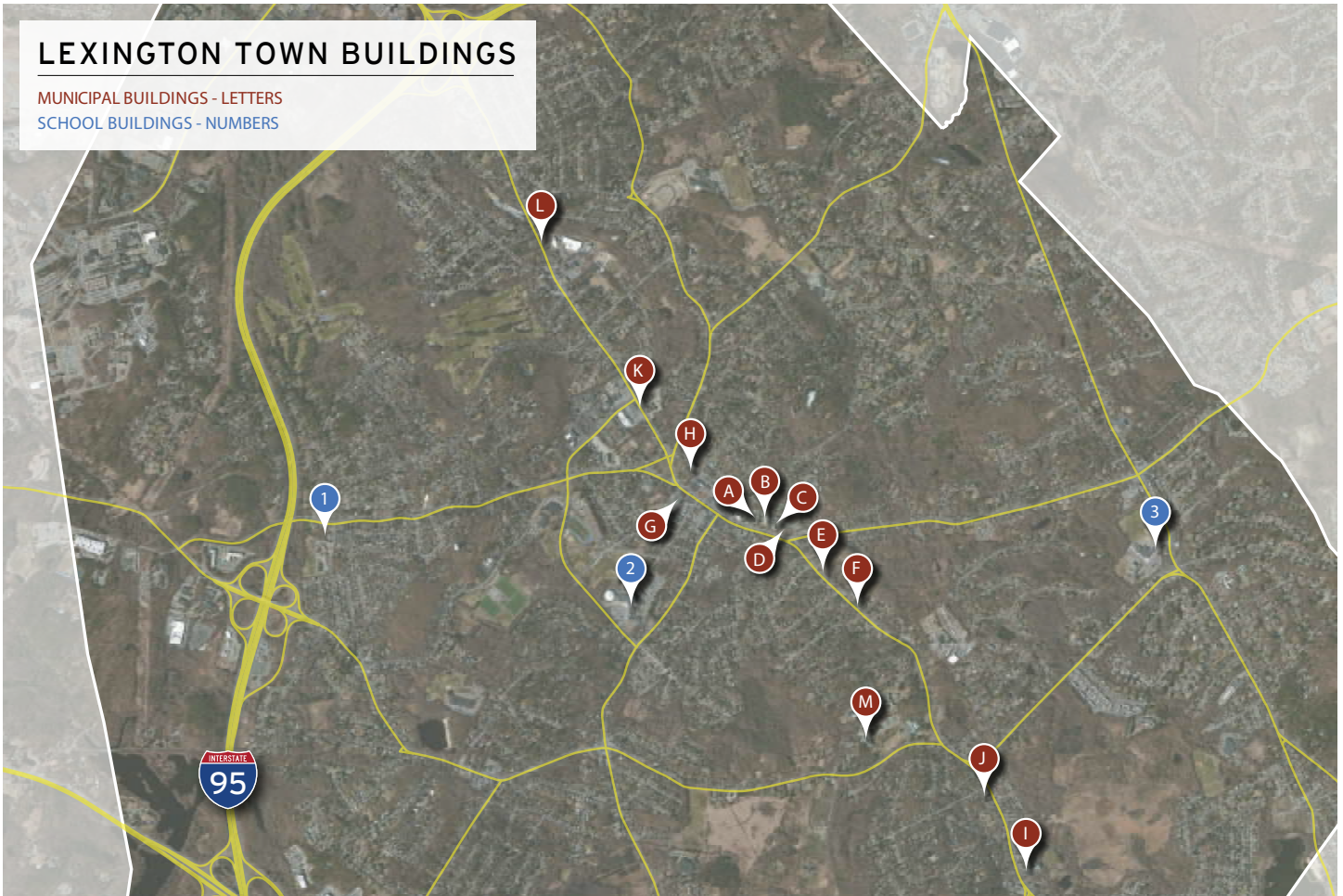
The next steps to be taken by the Committee are:

- * Financial consideration of alternatives for addressing the facility needs of the Town.
- * Creation of a Final Report that includes the priorities, timing of projects, and proposed financing of the projects.

The following map shows the 13 municipal and three school buildings addressed in this report, including the purchased 39 Marrett Road property.

LEXINGTON TOWN BUILDINGS

MUNICIPAL BUILDINGS - LETTERS
SCHOOL BUILDINGS - NUMBERS



BUILDING	BUILDING (SQF)
A Town Office Building	22,900
B Cary Memorial Building	31,000
C Police Station	13,060
D Hosmer House	2,325
E Senior Center	9,236
F Munroe School	22,500
G Cary Memorial Library	62,500
H Visitors Center	2,591
I Stone Building	3,500
J East Lexington Fire Station	5,250
K Central Fire Station	11,841
L Public Services	82,227
M 39 Marrett Road	31,504
1 Maria Hastings School	50,400 + 9,453 modular
2 High School	328,500
3 School Administration	46,637

Preliminary Facilities Recommendations

The following is a summary of the Committee's most recent discussion on recommendations and alternatives for the town facilities considered in this study. These recommendations will be further refined in the next steps of the Committee's work after the financials and phasing plan are reviewed.

ACTION

At this time, the Committee considers the Maria Hastings School as the highest importance school project, and the Fire and Police Stations as the highest importance municipal building projects



CENTRAL FIRE STATION AND POLICE STATION

The Committee has spent much of its meeting time discussing the needs and alternatives for public-safety service facilities, including consideration of the 39 Marrett Road property for individual and combined facilities. The reasons are that the Committee places the Police and Fire facilities projects in the highest importance for implementation.

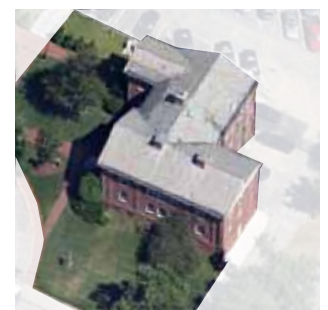
The following alternatives for public-safety services are considered in order of the majority of the Committee's preference:

1. Consideration for a combined facility on an appropriate new site location.
2. Sequentially phased projects that first puts Central Fire Station on a new site and then the Police Station on the existing Central Fire Station site permanently or as a swing space while the Police Station is rebuilt on site. If the Police Station moves permanently to the Central Fire Station, the Police Station would open up for alternative uses such as School Administration
3. Build new facilities in place, in accordance with the previous planning reports, but noting that additional property is required to accommodate the full building program for both projects.

A minority of the Committee recommended this order of preference be reversed.



CENTRAL FIRE STATION



POLICE STATION

The pros and cons for these alternatives which have been identified during the process to date are summarized in the following table:

ACTION	Decide on best alternative for Fire and Police, including space to accommodate future expansion		
ALTERNATIVE	PROS	CONS	COMMENTS
Combined Fire and Police facility	<p>Possible reduction in multiple spaces used for same function</p> <p>Reduction in size of mechanical/HVAC when buildings combined</p> <p>All emergency and other department services in one location</p> <p>Does not require any temporary (swing) space during construction</p> <p>Allows for coordination between departments</p>	<p>May be minimal reduction in total space with more complexity in design, utilization and operations</p> <p>All emergency services would be in one location at risk for an event</p> <p>Requires purchase of private property suitable for expansion to meet future demands as no current town land is suitable</p> <p>May require an eminent-domain taking</p> <p>Must review and mitigate neighborhood impacts</p>	<p>Only opportunity to explore a combined emergency services facility</p> <p>Current chiefs of Police and Fire are amenable to discussion</p> <p>Liberty Mutual site appears to be one option, but the site bounds could create restricted project design</p> <p>Allows sale of Central Fire Station property as fiscal benefit</p> <p>Police building requires visibility on the street</p> <p>Traffic on Bedford St. is becoming more difficult and may require roadway improvements</p>
Sequentially Phased Facilities	<p>Does not require temporary (swing) space during construction</p> <p>Allows full program to be constructed</p>	<p>Requires purchase of private property as no current town land is suitable</p> <p>May require an eminent-domain taking</p> <p>Must review and mitigate neighborhood impacts</p>	<p>Liberty Mutual site is one option</p> <p>May allow sale of Central Fire Station property as fiscal benefit</p> <p>Traffic on Bedford St. is becoming more difficult and may require roadway improvements including signalization</p>
Build on Site (includes adjacent space)	<p>Allows use of previous initial study results as basis for planning and design</p> <p>Maintains facades of existing older and historic buildings, which may expand the allowable use of Community Preservation Funds</p> <p>Eliminates need for additional land purchase for space at Police Station</p>	<p>Requires design considerations to fit current site and building, if building is reused</p> <p>Requires decision on Hosmer House for Police Station expansion either within the building or after building is moved</p> <p>Requires decision on additional land acquisition for Central Fire Station</p> <p>May require an eminent-domain taking</p> <p>Disruption of services during construction; will require swing spaces</p>	<p>Does not allow a combined facility</p>

Three prior actions should be taken prior to the decision on alternatives:

1. Review sites, including the Liberty Mutual site, as potential location(s) for siting emergency services, for either or both the Fire and Police facilities, while considering the following:
 - * Initiate a process to identify potential sites;
 - * Maintain emergency response time and service presence;
 - * Ensure flexibility in facility design and potential for future expansion on the chosen site;
 - * Understand that there are design options (see 2. below);
 - * If the facilities are to be combined, consider sale of Central Fire Station property as fiscal benefit.
2. Analyze the design options for a combined facility, while considering the following:
 - * Identify the shared facility elements to determine cost savings;
 - * Consider multi-story and below grade facility design to fit the program with the chosen site.
3. Make decision on relocating the Hosmer House.

MARIA HASTINGS SCHOOL

This school lags behind the other elementary schools because of program expansion and deferred maintenance. The modular classroom additions have outlived their useful life. The School Committee intends to submit a Statement of Interest to the Massachusetts School Building Authority (MSBA) in January, 2014. The recommendation is to address the School as soon as it is practical for rebuild. In the feasibility phase, consider options for alternate footprints, spaces, and programs.



ACTION			
Proceed with facility improvement including consideration for possible replacement			
ALTERNATIVE	PROS	CONS	COMMENTS
Renovate the building	Reduces the total project cost	Does not provide spaces for education comparable with other town schools Swing space is required	Building requires extraordinary maintenance



MUNROE SCHOOL

The activities provided under the Munroe School license address some, but not all, creative arts and education needs in the town. Currently, the building requires extraordinary maintenance. The Town needs to seek a viable program that considers this building in conjunction with other spaces.

ACTION		Decide on whether to complete building renewal	
ALTERNATIVE	PROS	CONS	COMMENTS
Disposition of the property	One-time financial gain and reduces capital maintenance	Lose public building	
Retain ownership	Maintains portfolio of municipal spaces	Expense without direct municipal use	



STONE BUILDING

The Town needs to seek a viable program that considers this building in conjunction with other spaces. Once a viable use is determined, complete the suggested historic restoration with a rear 'el' building addition which will allow ADA accessibility to the 2nd floor lyceum for public activities.

ACTION		Determine viable program of use	
ALTERNATIVE	PROS	CONS	COMMENTS
Restoration of building and addition to permit use of 2 nd floor	Expand programming options for the building	Cost of renovation	

CARY MEMORIAL BUILDING

The Committee encourages proceeding apace with the renovation of Cary Memorial Building. This building is in need of improvements to support townwide space needs. Action on financing the project will hopefully be timely to open opportunities for other projects with later starts.



ACTION

Continue currently planned and already initially funded renovation project

VISITORS CENTER

The Visitors Center is in the correct location and the facility should be improved for basic services – providing information and public toilets. However, while the facility is considered inadequate for proposed visitor programs, there must be further vetting to address overlapping of townwide visitor needs before expanding beyond the recommended improvements for basic information and public toilets.



ACTION

Open review of proposed program

COMMUNITY CENTER

The Committee presented its position on the Community Center at 39 Marrett Road to the Board of Selectmen. The Committee supports that the Board of Selectmen has created an Ad hoc Community Center Advisory Committee to assist with the definition of what is to be accomplished at that recently purchased property. Once a program is defined, the Selectmen should proceed with the project. No further action by the Committee will be taken on this subject.



ACTION

Proceed with the project at 39 Marrett Road for a Community Center



HOSMER HOUSE

Regardless of other facilities actions, the Hosmer House should be relocated; preferably within a Historic District. The Hosmer House should not restrict options for the improvement of the Police Station.

ACTION		Determine option for relocating the building	
ALTERNATIVE	PROS	CONS	COMMENTS
Incorporate into Police Station expansion	Maintains building on the current site Provides function for building	Requires compromises in program and spaces for Police	
Move Hosmer House	Allows building to be incorporated into a different context Allows vacated space to be part of larger public programs	Need to find appropriate location for the building	



THE HIGH SCHOOL

The building and site layout functions are not consistent with current educational needs. The High School will be a significant fiscal burden that should be addressed within a 10-year planning horizon to prepare for the project and ensure it is completed. Move on other projects prior to the High School to smooth the financial burden to the town when the project starts.

ACTION		Maintain the High School in 10-year capital planning	
ALTERNATIVE	PROS	CONS	COMMENTS
Phased construction	Allows on site construction during other uses of the site	Increases time of disturbance and increases the total cost of the project	New footprint of the building has to be determined
Full rebuild	Reduces period of disruption	Swing space may be required	New footprint of the building has to be determined

SCHOOL ADMINISTRATION

Prioritize the Administration offices for later phases, as a lower priority. Prepare for consideration of alternatives; adjunct to the High School project, inclusion in a vacated Police Station, or renovation in place.



ACTION		Maintain existing building until decision on future of program and space	
ALTERNATIVE	PROS	CONS	COMMENTS
Adjunct to High School	<ul style="list-style-type: none"> Links school construction with other needs Links administration with major school property 	Existing building requires extraordinary maintenance before High School project is built	
In vacated Police Station	Centralizes the core school administrative functions within the municipal building complex	Would require other non-core functions to be housed separately	
Renovation in place	Maintains existing programs and spaces	Existing space is larger than necessary for program of uses	

MUZZEY SENIOR CENTER

The facility may have a purpose for some other senior-related function, but otherwise is appropriate for disposition.



ACTION		Dispose of space	
ALTERNATIVE	PROS	CONS	COMMENTS
Disposition of space	One-time financial gain and reduces the town's operating and capital expenses, along with reducing its liabilities	Lose town asset	
Maintain ownership	Maintains current portfolio of municipal spaces	Requires finding a function for the space	



WALDORF SCHOOL

Under the existing long-term agreement, the building was sold and the lease for land is up to year 2063. The use will continue on the site beyond a phase contemplated by the Committee planning horizon. However, the town should consider allowing expansion of the Waldorf School's programming into the adjacent Stone Building to further justify the improvements to Stone Building, and add another source of revenue. This action should include a discussion of responsibilities for maintenance of the building.

ACTION

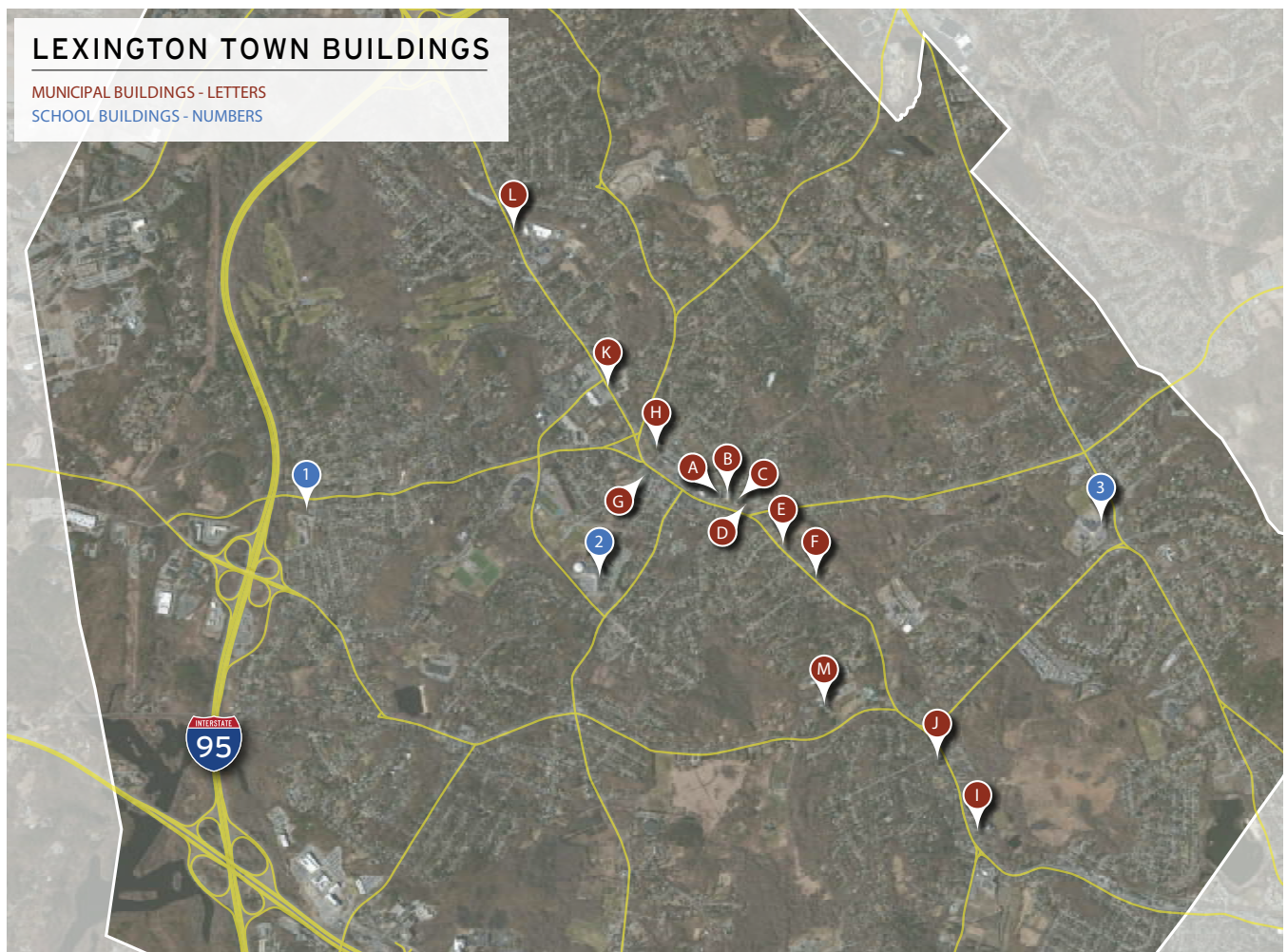
Approach Waldorf School about extension into Stone Building

Lexington Townwide Buildings Surveyed

Recommendations and alternatives for buildings and program needs are summarized in this section.

The Committee and consultant team conducted building tours and reviewed previous studies and reports to better understand the existing conditions of municipal facilities in Lexington. These documents largely focused on the physical condition of Lexington's municipal buildings as well as the space needs of Town departments. Many of the documents described structural, mechanical and other deficiencies of the buildings; the key issues and needs have been summarized below.

Shown on the map below and in the summary chart on the following page are the 13 municipal buildings and three school buildings considered in this facilities review and addressed in this report.



BUILDING	LOT (ACRES)	ASSESSED VALUE	BUILDING (SQF)	RECOMMENDATIONS AND ALTERNATIVES
A Town Office Building	3.4 ¹		22,900	No change
B Cary Memorial Building	3.4 ¹	\$8.1m	31,000	Proceed with building renewal
C Police Station	3.4 ¹	\$8.1m	13,060	a. Rebuild on another site with Central Fire Station b. Rebuild on another site c. Repair and expand in place
D Hosmer House	1.8	\$1.0m	2,325	Define program Move historical building
E Senior Center		\$2.8m	9,236	Move to 39 Marrett Road
F Munroe School	1.6	\$3.3m	22,500	Continue use as arts center
G Cary Memorial Library			62,500	No change
H Visitors Center	2.5	\$1.7m	2,591	Define program Improve in place
I Stone Building	0.4	\$1.0m	3,500	Define program Expand restoration to add ADA access
J East Lexington Fire Station			5,250	No change
K Central Fire Station	1.4	\$3.0m	11,841	a. Rebuild on another site with Police Station b. Rebuild on another site c. Repair and expand in place
L Public Services			82,227	No change
M 39 Marrett Road	10.3	\$5.6m	31,504	Proceed with Community Center
1 Maria Hastings School			50,400 +9,453 modular	Rebuild
2 High School	56.5	\$36.4m	328,500	Rebuild
3 School Administration	8.7	\$24.1m	46,637	a. Repair in place b. Rebuild with High School c. Move core functions to vacated Police Station

¹This lot includes the Town Office Building, Cary Memorial Building, and the Police Station.

Next steps

The Committee expects to complete a Final Report by June 30, 2013. The Committee has agreed to the following report outline to submit to the Selectmen.

FINAL REPORT OUTLINE

Introduction

A. Existing Conditions

1. Assessments of Properties and Buildings
2. Building Programs and Plans
 - a. Schools: Ad hoc Facility Committee report (2009)
 1. High School
 2. Old Harrington School/School Administration Offices
 3. Hastings School
 - b. Fire Station
 - c. Police Station
 - d. Visitors Center
 - e. Senior Center
 - f. Community Center
 - g. Cary Memorial Building
 - h. Hosmer House
 - i. Munroe School
 - j. Stone Building
 - k. Waldorf School

B. Program and Project Policies and Goals

1. Planning
 - a. Master Planning
 - b. Scoping and Program Planning
 - c. Sustainability
 - d. Validation
2. Service Delivery
 - a. Basic Services
 - b. Collaboration
 - c. Technology
 - d. Shared Space
 - e. Scalability
 - f. Location
 - g. Feedback
3. Project Phases
 - a. Study/Feasibility
 - b. Design and Engineering
 - c. Construction (including Commissioning)
4. Facility Maintenance
 - a. Yearly Maintenance
 - b. Building Renewal
 - c. Building Renovation and Replacement

5. Facility Use and Reuse
 - a. Design for Use and Reuse
 - b. Lifecycle Design
6. Building and Land Preservation
 - a. Interim Preservation
 - b. Disposal

C. Alternatives

1. Scenarios and Alternatives
2. Building Design Concepts
3. Alternative Project Costs
 - a. Projected Design, Development, and Construction Costs
 - b. Projected Capital and Operating Costs
4. Benefits and Impacts
 - a. Service Impacts
 1. Department Improvements
 2. Potential Customer Benefits and Demands
 - b. Considerations of Health, Safety, and Environment
 1. Public Accessibility
 2. Effect on Town Infrastructure
 3. Legal Issues
5. Phasing
 - a. Phasing and timelines for projects

D. Financial Model

1. Relative Financial Demands and Risks
2. Projected Town Budgeting

E. Planning Options

1. Public-Private Partnerships
2. Options for Master Plan Project Phasing and Delivery of Services

Attachment: Charge of the Ad Hoc Townwide Facilities Master Planning Committee,
Amended September 24, 2012.

Ad Hoc Townwide Facilities Master Planning Committee

Members:	7 Members
Appointed by:	Board of Selectmen
Length of Term:	Preliminary recommendations to Board of Selectmen December 15, 2012 Final Report by March 1, 2013
Meeting Times:	One evening every other week (day to be determined)

Description: To evaluate the various facility needs for the Town and develop a plan of recommendations to be considered over a 10 year period.

The work of the Ad Hoc Facility Master Plan Committee will include, but not be limited to:

1. Review the completed studies for Schools, Fire Station, Police Station, Visitors Center, Senior Center, Community Center, Cary Memorial Building, White House, Stone Building, Munroe School and the Final Report of the 2009 School Ad Hoc Facility Committee;
2. Assess the impact of the deficiencies identified in these studies on the delivery of services and then prioritize the recommendations;
3. Consider various financial options for meeting the facility needs of the Town;
4. Propose sequencing of facility construction/renovation options for addressing the facility deficiencies;
5. Make a Final Report that includes the priorities, timing of projects, and proposed financing of the projects.
6. An initial task of the Committee will be to utilize the Designer Selection Process, M.G.L Ch.7, to select a consultant experienced in Municipal Master Planning. The consultant will provide technical expertise to the Committee and provide additional information as required by the Committee.
7. Consider available or prospective sites when considering proposed facility projects. In particular, assess whether the 33 Marrett Road property, owned by the Scottish Rite and available for purchase, can meet any of the Town's facility needs. This aspect of the Committee's work should be given priority, as the Town should respond to the Scottish Rite by early December.

Criteria for Membership: The Task Force members shall consist of members of other committees, town staff with and citizens with sufficient background to understand facility and operational management and impact on delivering services. Appointments will be made by the Board of Selectmen, who will also designate a Chairman. Representatives from the following boards will be considered for this committee:

- Two members of the Board of Selectmen
- One School Committee member or designee
- Four members appointed by the Board of Selectmen

Staff Support: The Director of Public Facilities will provide staff support to the committee.

Ex Officio/Liaisons (non-voting):

- Capital Expenditures Committee
- Appropriation Committee
- Permanent Building Committee member or designee
- Police Chief or designee
- Fire Chief or designee
- Superintendent of Schools or designee
- Town Manager or designee
- Council on Aging or designee
- Community Center Task Force

Prior to serving as a member of this Committee, appointees are required to:

1. Acknowledge receipt of the Summary of the Conflict of Interest Statute. Further, to continue to serve on the Committee the member must acknowledge annually receipt of the Summary of the Conflict of Interest Statute. Said summary will be provided by and acknowledged to the Town Clerk.
2. Provide evidence to the Town Clerk that the appointee has completed the on-line training requirement required by the Conflict of Interest statute. Further, to continue to serve on the Committee, the member must acknowledge every two years completion of the on-line training requirement.

Ref: Adopted by the Board of Selectmen on June 4, 2012.
Board of Selectmen voted to designate as Special Municipal Employees on July 30, 2012.
Charge amended by the Board of Selectmen on September 24, 2012.