

NEWBURY TOWN CENTER
BUILDINGS COMMITTEE

FINAL REPORT

To

THE BOARD OF SELECTMEN

JANUARY 5, 2012

PART 1: INTRODUCTION

At the March 2011 Town Meeting in Newbury NH, a plan for a Veterans Memorial was presented to the voters of Newbury. The proposed location was on town-owned land commonly known as the Bald Sunapee/Camacho property adjacent to the existing library. Although there was general support for the construction of a Veterans Memorial, there was concern that the location of the memorial on the parcel could possibly hinder future development on the site, particularly the potential construction of new fire and police facilities.

In an effort to address the concerns of the voters, the Selectmen formed the "Newbury Town Center Buildings Committee" which met regularly beginning in May of 2011.

PART 2: COMMITTEE CHARGE AND MAKEUP

The following "Charge" was developed by the Selectmen and served as framework to guide the committee's efforts:

- To recommend an appropriate place for the proposed Veterans Memorial.
- To recommend if fire and police stations should be two separate buildings or a combined safety services building.
- To recommend the best place for the location of fire and police stations.
- To recommend other uses for the Bald Sunapee/Camacho property.
- To discuss the possible expansion of the library or miscellaneous buildings.
- To recommend the best building size and space needs for fire and police stations.
- To work with staff and consultant to determine building layouts and estimated costs for review at the 2012 Town Meeting.
- To give the minutes of all meetings within six (6) days to the town administrator for posting on the town website.
- To report monthly to the Board of Selectmen.
- To hold a public hearing prior to September 1, 2011 for review and comments by town residents.
- To submit a written report to the Board of Selectmen no later than October 15, 2011.
- The Board of Selectmen shall hold a public hearing prior to November 1, 2011 for comments by residents.

The committee consisted of the following voting and non-voting participants:

- Bruce Healey – Chair – Businessman, Planning Board Representative
- Patricia Sherman – Member– AIA Architect, Library Trustee
- Hal Krueger – Member – Veterans Representative
- Ken Holmes – Member – Fireman, Businessman
- Wayne Whitford – Member – Fireman, Businessman
- Clay Rucker – Member – Businessman
- Jim Powell – Member– Board of Selectman Chair
- Dennis Pavlicek – Ex-officio – Town Administrator
- Henry Thomas – Ex-officio – Fire Chief

- Bob Lee – Ex-officio – Police Chief
- Dick Wright – Ex-officio – Board of Selectman
- Peter Tennant – Consultant – AIA Architect
- Meg Whittemore - Recording Secretary

PART 3: EXISTING CONDITIONS

The Town Center Buildings Committee investigated the following existing parcels and buildings:

- The existing Newbury Fire and Police Station and the land parcel that the building is located on.
- The Bald Sunapee/Camacho property

The existing Newbury Fire and Police Station is a wood-framed building approximately 6400 square feet in size. The fire station uses approximately 5000 square feet and the police station uses approximately 1400 square feet. There are multiple areas of concern regarding the existing building including:

- The size allotted to the fire department is inadequate for today's needs.
- The size allotted to the police department is inadequate for today's needs.
- The present building is no longer up to current code requirements in the following areas:
 - Structural capacity
 - Electrical systems
 - Heating and ventilating systems
 - Energy conservation requirements
- There is inadequate storage space in both the police and fire departments for handling equipment and apparatus presently used on an ongoing basis.
- The existing police department layout is (aside from being too small) inefficient for the operations of the department.
- The existing police department layout presents areas of concern for the secure handling and storage of evidence and data, and affording privacy in the police officers' work areas.
- The existing fire department ceiling is too low for the needs of today's equipment.
- The existing fire department truck bay doors are too small for the needs of today's equipment.
- There are inadequate space/facilities in the fire department to address the cleaning and maintenance of today's emergency response equipment.
- There is inadequate turning space for fire department apparatus in front of the bay doors, necessitating maneuvering and backing up on NH Rt. 103 in a potentially dangerous manner.
- There is inadequate on-site parking.

The Newbury Fire and Police Station is currently located on a parcel of land at the intersection of NH Route 103 and Route 103A. The buildable portion of the parcel is relatively flat with embankments dropping down to abutting water bodies to the southeast and southwest. With the existing building and the parking lot, the parcel is fully developed.

The Bald Sunapee/Camacho property is a land parcel that consists of two contiguous properties purchased by the Town of Newbury. There are wetlands on the site that have been mapped and located. A playground has been developed on the site. The present town library abuts the site to the northwest. The majority of the Bald Sunapee/Camacho property parcel is flat. The Camacho parcel, which is the east-most parcel, has some

flat area along Route 103. However, more than three quarters of the Camacho parcel is a hill, rising approximately 40 feet above street level.

PART 4: PROJECTED SPACE NEEDS

One of the first tasks of the committee was to determine an appropriate size of both a new fire station and a new police station. Staff from both departments was consulted and the committee then analyzed, modified, and finalized department recommendations into a list of space needs. This projected space needs assume that the new safety services facilities should address the needs of the Town of Newbury for the next 20 to 30 years. In addition, the space needs served as the basis for the conceptual site layouts for the fire station and the police station that were generated by the committee.

The projected space needs for the fire department and the police department are as follows:

FIRE DEPARTMENT

<u>Individual Space</u>	<u>Suggested Square Footage (s.f.)</u>
Truck Bay 1	864 s.f.
Truck Bay 2	864 s.f.
Truck Bay 3	864 s.f.
Truck Bay 4	864 s.f.
Truck Bay 5	864 s.f.
Bay Aisle	224 s.f.
Lobby	64 s.f.
Communication/Reception	96 s.f.
Chief's Office	120 s.f.
Admin. Office	128 s.f.
Medical Storage	96 s.f.
Bathrooms	360 s.f.
Washer	64 s.f.
Storage	600 s.f.
Self Cont. Breathing App.	80 s.f.
Kitchen	256 s.f.
Gear Racks	250 s.f.
Meeting Room	800 s.f.
Decontamination Area	36 s.f.
Deputy Office	96 s.f.
Officers Area	128 s.f.
Subtotal	7718 s.f.
Circulation/Walls/Etc.	738 s.f.
TOTAL	8456 s.f.

POLICE DEPARTMENT

<u>Individual Space</u>	<u>Suggested Square Footage</u>
Entry Lobby	70 s.f.
Reception/Admin. Assistant	120 s.f.
Records	81 s.f.
Bath/Shower/Locker	250 s.f.

Evidence Storage	158 s.f.
Equipment Storage	93 s.f.
Supply Storage	35 s.f.
Officer's Work Area	420 s.f.
Chief's Office/Conference Room	200 s.f.
Data Closet	50 s.f.
Booking/Processing	66 s.f.
Archive Storage	80 s.f.
Meeting/Training Room	250 s.f.
Break Room	124 s.f.
Interview Room	48 s.f.
Reporting Office/Duty Officer	90 s.f.
Sally port	640 s.f.
Subtotal	2775 s.f.
Circulation/Walls/Etc.	705 s.f.
Total	3480 s.f.

COMBINING FIRE AND POLICE DEPARTMENTS INTO ONE NEW SAFETY COMPLEX

The fire and police departments need to be able to operate independently from one another for privacy, security, and safety reasons. This is necessary if they are in stand-alone buildings or if they are combined into one structure. If the fire and police departments are to be combined into one facility, it was the Police Chief's opinion that the only space that would be eliminated is the police department's Meeting/Training Room since the police department could use the fire department's Meeting Room for the same purpose. Eliminating this space and adding the other spaces together results in a total building size of approximately 11,500 square feet. Additionally, there was concern that the size of a combined fire and police building structure would not fit well architecturally with other town center buildings.

OTHER LAND USE NEEDS CONSIDERED INCLUDED:

PARKING

The following parking requirements were used as a basis for design:

Fire Department	20 parking spaces
Police Department	5 parking spaces
Playground	12 parking spaces

VETERANS MEMORIAL

The design of the Veterans Memorial as presented by the Veterans Memorial Committee at the March 2011 Newbury Town Meeting was modified by the Committee's work but largely preserved. Further, it was determined that a single well-situated location for the Memorial on the Bald Sunapee/Camacho property

would work in all three (3) Town Center Buildings Committee land use Approaches. However, the Veterans Memorial site dimensions were significantly reduced to fit the available land area. The reduction in the size of the land area dedicated to the Veterans Memorial was acceptable to the Veteran's Memorial Design Committee.

LIBRARY EXPANSION

Although specific space needs for a possible expansion of the existing library were not generated, library expansion in general was addressed. The ability to expand the library in the future is provided in all conceptual site layouts produced by the committee.

PART 5: CONCEPT DESIGN AND PROPOSED LOCATION OF THE VETERANS MEMORIAL

Numerous design options were explored and were narrowed down to three general approaches as follows:

- Approach "A" = A new police station, 3480 square feet in size, and a new fire station, 8456 square feet in size. Both of these facilities would be located on the Bald Sunapee/Camacho property.
- Approach "B" = A new police station, 3480 square feet in size, located at the existing police/fire station site; and a new fire station, 8456 square feet in size, located on the Bald Sunapee/Camacho property.
- Approach "C" = A new fire station, 8456 square feet in size, located at the existing police/fire station site; and a new police station, 3480 square feet in size, located on the Bald Sunapee/Camacho property.

Since the charge to the committee was to research and present a land use study, proposing a final building design was beyond the scope of this report. Final interior wall and space layouts, as well as final building exterior design will occur when the residents of Newbury determine that it is appropriate to do so.

However, certain design features/assumptions were developed to assist in the committee's land use planning as follows:

- That the fire station has five (5) single door bays with adequate length to hold more than one (1) piece of equipment per bay.
- That the police station has a functioning drive-through sally port that will allow safe transfer of individuals to and from a cruiser into the station.
- That all of the above proposed Approaches have a distance of approximately 100 feet adjacent to the existing library left undeveloped to allow for future expansion of the library.
- That the wetlands were not disturbed by any of the proposed Approaches.

On October 20, 2011 several members of the Veterans Memorial Committee attended a Town Center Buildings Committee meeting where the three proposed Approaches were presented in preliminary form. This was done to develop an acceptable location of the proposed Veterans Memorial. The Town Center Buildings Committee and the Veterans Committee worked together to explore different locations for the Veterans Memorial. The conclusion was that a smaller-sized Veterans Memorial would fit well on the Bald Sunapee/Camacho site and would be placed at the same location on the site for all three of the proposed Approaches. (See Conceptual Site Layouts below) Additionally, the Veterans Memorial can be constructed either before, during, or after other site development occurs.

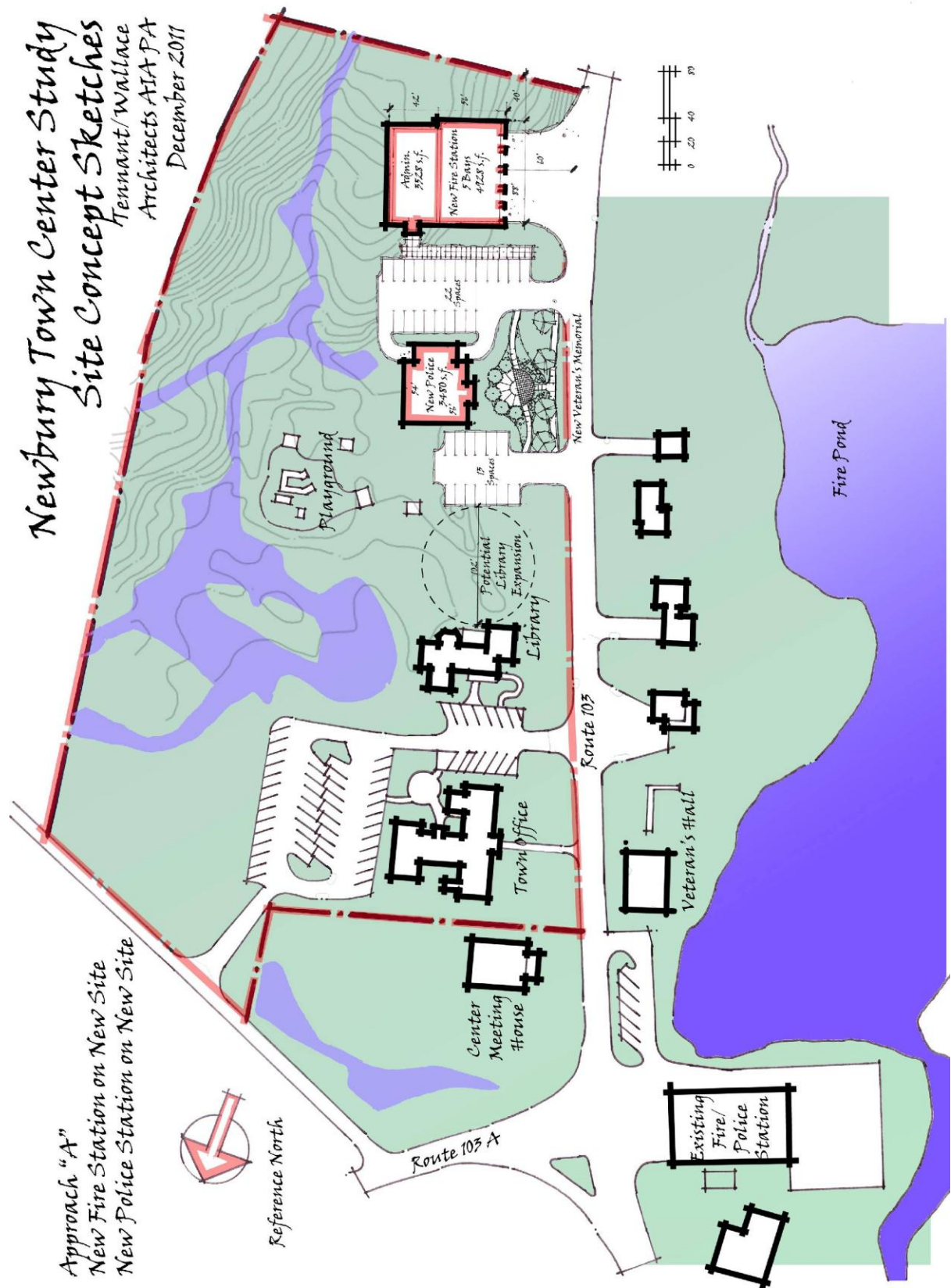
PART 6: CONCEPTUAL SITE LAYOUTS WITH PROS AND CONS OF EACH

After developing space needs, initial designs, and meeting with members of the Veterans Memorial Committee, three conceptual site layouts were developed. Each layout has strengths and weaknesses and the Town Center Buildings Committee made a concerted effort to document these. (Please note that there is no “perfect” Approach. The pros and cons to each Approach represent a variety of sometimes differing opinions by individual committee members. The Committee went to great lengths to optimize each design in light of the constraints presented at each site.)

Following are the three Approaches and the pros and cons of each.

*Newbury Town Center Study
 Site Concept Sketches
 Tennant/Wallace
 Architects AIA PA
 December 2011*

*Approach "A"
 New Fire Station on New Site
 New Police Station on New Site*



Approach A

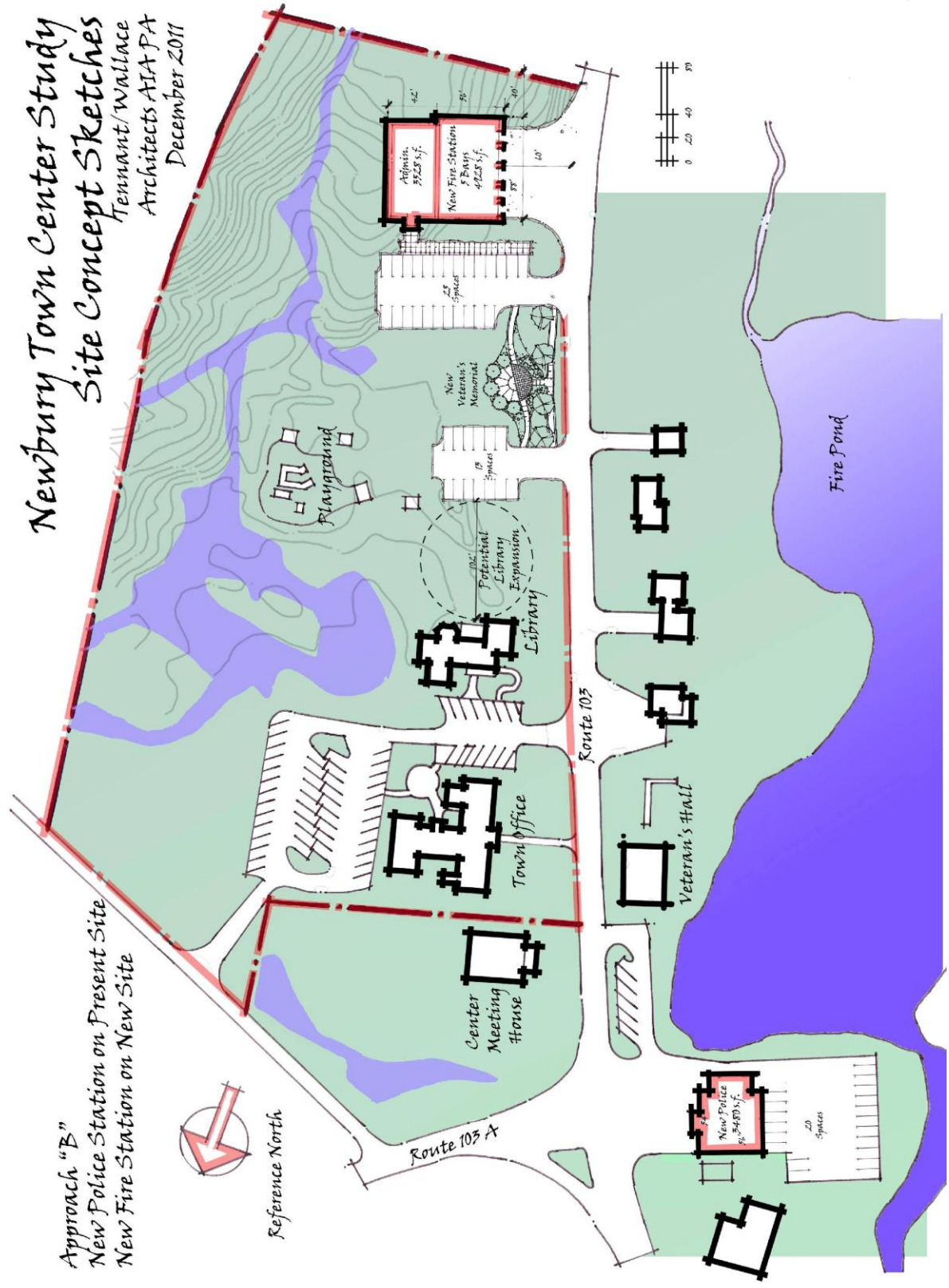
Pros

- Allows for future FD building expansion
- Creates a nice looking Town Center
- Locates all Town buildings on one site - shared utilities
- May use current FD/PD site for other Town uses
- Provides ample parking
- Offers best approach for meeting FD & PD needs & FD traffic flow
- Presents easiest new buildings phase-in

Cons

- Requires significant costs for site work
- Presents a very busy/crowded site with little green space
- Positions the FD close to the playground
- Required curb cuts are challenging
- Presents visual discord with FD building dominating site
- Presents proximity to residential homes
- Leaves empty FD/PD building that may require demolition

*Newbury Town Center Study
 Site Concept Sketches
 Tennant/Wallace
 Architects AIA PA
 December 2011*



*Approach "B"
 New Police Station on Present Site
 New Fire Station on New Site*

Approach B

Pros

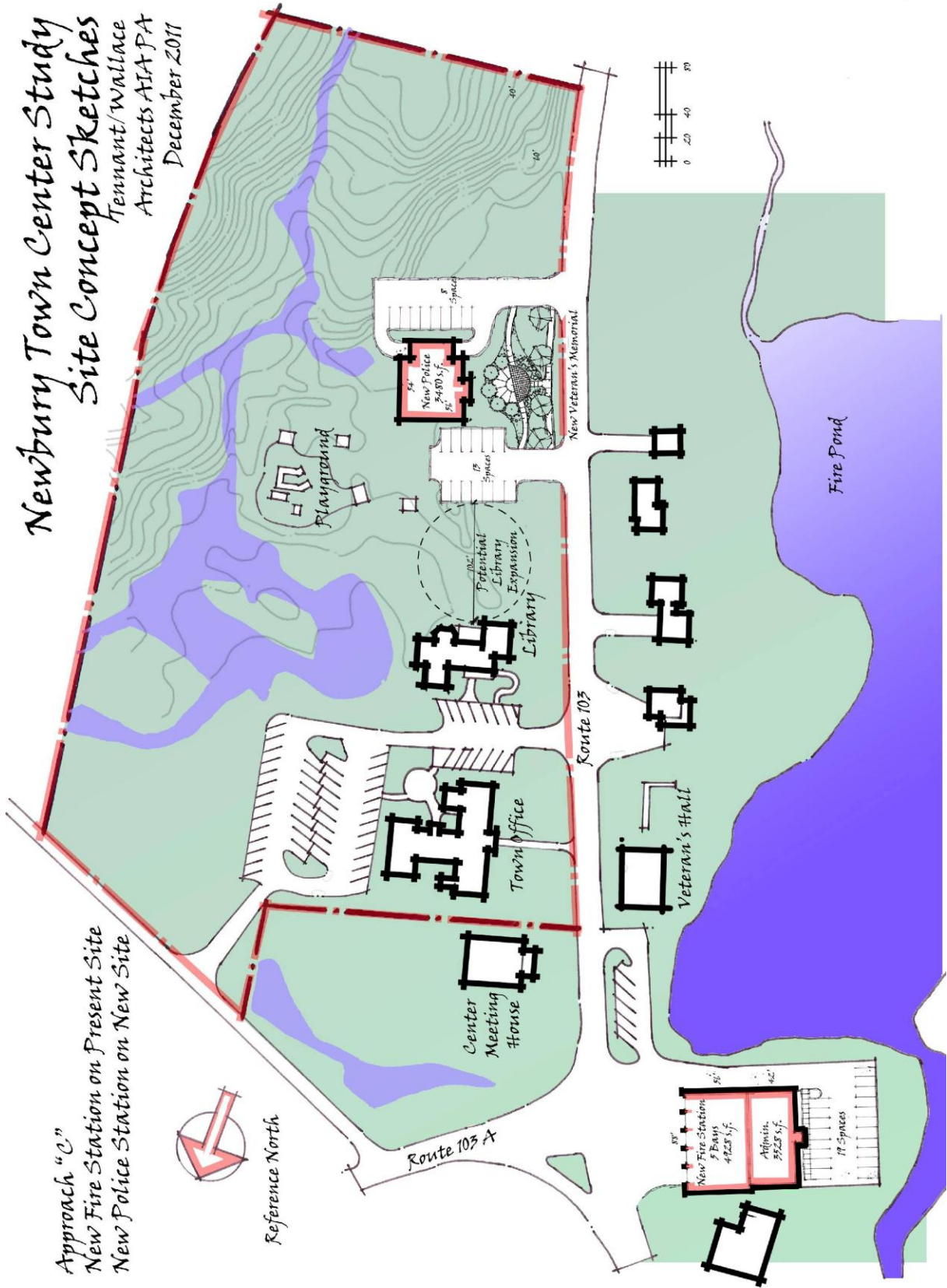
- Presents best approach for meeting FD/PD needs & FD traffic flow
- Allows maximum future expansion space for FD & PD
- Leaves open space & greenery on BS/C site - not crowded
- Allows for plenty of parking on both sites
- Positions Vets Memorial comfortably on site
- Fits nicely - smaller building on smaller site & vice versa
- FD not located at Rte. 103/103A intersection

Cons

- Requires significant site work
- Positions FD close to playground and residential homes
- Requires building demolition costs
- Results in FD building dominating the site
- Will require temporary PD station
- Required curb cuts are challenging
- Land use not optimal

*Newbury Town Center Study
Site Concept Sketches*
Tennant/Wallace
Architects AIA PA
December 2011

Approach "C"
New Fire Station on Present Site
New Police Station on New Site



Approach C

Pros

- Presents less crowded/more park-like/least impact on BS/C
- Presents least amount of site work
- Offers favorable development/building costs if PD is priority
- Leaves FD building in best location - safety concerns if on BS/C
- Positions Vets Memorial & PD in complementary setting
- Presents pleasing building appearance at both BS/C and Current Site
- Meets FD & PD building needs for foreseeable future

Cons

- Relocation of FD during new building construction
- Future FD building expansion
- Limits FD sight distance/traffic flow/turning radius
- Requires demolition costs
- Limits parking for FD to 19 spaces
- Large building footprint at Rte. 103/103A intersection
- Requires emergency access on Rte.103 from two locations

PART 7: PUBLIC MEETING AND FEEDBACK

On November 12, 2011 the Town Center Buildings Committee (TCBC) hosted a “Public TCBC Land Use Concepts Meeting” to solicit feedback and opinions from Newbury residents regarding work done to date by the Committee. The turnout was exceptional and participation by the public was outstanding. At the end of the meeting, those present were given a ballot and asked to vote on which approach they favored. The result of the voting is as follows:

- Approach A = 27 votes
- Approach B = 28 votes
- Approach C = 28 votes

In addition to the above votes, numerous suggestions were offered by the public during the meeting concerning alternative considerations for the land use on the two sites under examination (Bald Sunapee/Camacho and the existing site of the current safety services building).

Following is a sample of the public's suggestions:

- Place the Veterans Memorial behind the police department on the current site by the fire pond
- Does a larger fire department match the proposed build-out for downtown Newbury?
- Combine the Veterans Memorial with the Veterans Hall which would allow more parking for Approach “B”.
- Place the Veterans Memorial in front of the Town Hall which would open up more flat space at Bald Sunapee/Camacho site. The fire department could then be moved further away from the hill and it would increase parking space, too.
- Redesign the Veterans Memorial to fit in with Town Hall.
- Place the veterans Memorial on the corner of the Center Meeting House or (in Approach “C”) to the right of the fire department. The Memorial could also be located at Fisherfield Park.
- Consider a two-story police department with a smaller footprint.
- Leave the hillside on the Bald Sunapee/Camacho site open for future development.
- Combine the police department and fire department in one building.
- Consider the buildings in South Newbury that are not being used as possible locations for the police and fire departments.
- The first consideration for future development should be the fire department since it must function in the face of all disasters.
- Take the safety services current site and make it a park overlooking the fire pond. This would add parking to the downtown area.
- Develop an overall concept to address the beauty of downtown and the parking challenges.
- If the safety services current site becomes a park, the Veterans Memorial could be placed in front of the park at that location.
- Develop an Approach that will result in the least disturbance possible to the Bald Sunapee/Camacho property.

- Combine Approach “C” with creating a park at the safety services current site and placing the Veterans Memorial in front of Town Hall.
- Consider the state shed that has been closed by the state as a possible site.

PART 8: COMMITTEE RECOMMENDATION

On December 1, 2011 the Town Center Buildings Committee met to select one Approach as the preferred option in order to make a recommendation to the Selectmen as requested in the original committee charge. A vote took place and the results were as follows:

- Approach A = 4 votes
- Approach B = 1 vote
- Approach C = 2 votes

The results of the Committee vote did have a clear majority opinion (Approach A) whereas there was nearly a three-way tie from the November 12, 2011 public meeting vote. However, the Committee did not achieve a unanimous consensus.

Although all voting committee members selected a preferred Approach, several committee members stated that making a recommendation of final fire and police station locations was premature in light of the timeframe of potential site development.

It was felt that the needs and priorities of the Town of Newbury 2012 may be significantly different than the needs and priorities of the town in several years, and this appears to be the soonest that actual construction of one or both buildings will occur.

With this in mind, it was felt that it should be recognized that changes may occur which could indicate that an approach other than the “recommended” Approach “A” could be possible - and desirable - in the future.

PART 9: SUMMARY IN RELATION TO ORIGINAL COMMITTEE CHARGE

In response to the Selectmen's original charge (see PART 2: COMMITTEE CHARGE AND MAKEUP) the committee offers the following:

The proposed position of the Veterans Memorial indicated in Approaches "A", "B" and "C" is a logical and appropriate location. Further, the proposed location of the Veterans Memorial allows for reasonable site development including the possibility of both stand-alone fire and police department buildings on the site in the future.

The combining of fire and police stations into one facility does not represent a logical approach at this time for the following reasons:

- There is only a very small reduction of square footage required to be built as each department must be able to function independently even if they are housed in the same facility. Therefore there does not appear to be a significant economic advantage to combining the facilities.
- If both fire and police are in one building the building would be a fairly large single structure that may have an inappropriate scale for the center of Newbury. In addition, the larger structure would be more difficult to place on the Bald Sunapee/Camacho property, and would not fit on the existing fire/police site with adequate parking.
- Expansion of either the fire or police department individually at a future time becomes more difficult when the facilities are combined.
- Combining the facilities requires that the construction of both the fire and police department occur simultaneously and all funds for both projects must be raised at the same time.

At this time, a majority of the Committee feels the best location of the fire and police stations is as represented in Approach "A" with both a new fire station and a new police station on the Bald Sunapee/Camacho property. However, this may undergo significant revisions when actual construction occurs due to opportunities/constraints presently unknown that may arise in the future.

The placing of a new Veterans Memorial, a new fire station, and a new police station on the Bald Sunapee/Camacho property is an appropriate and workable use of the property and should be anticipated before other uses are explored for that parcel.

Additionally, a new Veterans Memorial, a new fire station, and a new police station may be placed on the Bald Sunapee/Camacho property in such a manner so as to allow adequate room for future library expansion.

Based on today's need, and the projected needs for the next 20 to 30 years, the sizes and spaces indicated in "PART 4: PROJECTED SPACE NEEDS" represent appropriate planning guidelines for future development of new police and fire stations for the Town of Newbury.

The conceptual layouts developed for this study will serve as an invaluable starting point for future full design of Newbury's fire and police departments. Because these facilities will be fully designed and built a minimum of several years from now, specific cost estimating cannot be done in a reasonably accurate manner at this time. However, all

presented Approaches represent the exact same square footage of new construction and it is reasonable to assume that the construction costs of Approach "A", "B", or "C" would all be within a few percentage points of each other. (Additional site work required for Approach "A" is largely offset by demolition and existing fire and police site development costs associated with Approaches "B" and "C".)