



13 October 2009

# **Ambulance, Fire/EMO, Town Hall**

## **Space Analysis Study**

### **Recommendation**

#### **Community Facilities Committee**

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## **Introduction:**

The Community Facilities Committee (CFC), in collaboration with our Space Analysis Study consultant, Sheerr McCrystal Palson Architecture Inc. (SMP), developed three options, based on the CFC's findings (noted below) for accomplishing the facility improvements needed by the Ambulance Service, the Fire/Emergency Management Operations (EMO) Department, and Milford Town Hall. Each option contains multiple projects that would be accomplished separately but are related within each option.

## **Findings:**

The Options for facility improvements are based on the following findings (see *Community Facilities Committee Report Assessment of Ambulance Service, Fire Department/Emergency Management Office, Town Hall* dated January 2009):

1. The current Ambulance Facility located in Town Hall is inadequate in terms of space and code compliance to meet the Ambulance Service mission. The current facility cannot accommodate the larger Ambulance vehicle needed within the next two years nor can it meet Service needs for the next 15 – 20 years.
2. The current Fire Department/EMO facility is not adequate in terms of space and code compliance nor can it accommodate the mission needs of the Department for the next 15-20 years. The current site is extremely limited in developable area to accommodate building and site improvements.
3. The current Town Hall space configuration and location of various essential Town services is inadequate for operational efficiency, code compliance, public access, and does not meet the service needs of Town Hall operations for the next 15-20 years.

## **Facility Improvement Options:**

(Options are presented in no order of preference.)

### **Option 1:**

- Ambulance Service - New Facility on land at the Department of Public Works site on South Street
- Fire/EMO - Upgrade and expand the existing Fire Station with acquisition of three adjacent lots
- Town Hall – Renovate Ambulance area for offices; reconfigure main floor

### **Option 2:**

- Ambulance Service - New Facility on Garden Street adjacent to Police Station with acquisition of one adjacent lot
- Fire/EMO - Upgrade and expand the existing Fire Station with acquisition of three adjacent lots
- Town Hall – Renovate Ambulance area for offices; reconfigure main floor

### **Option 3:**

- Ambulance Service and Fire/EMO – Build a shared facility incorporating the existing Fire Station with acquisition of four adjacent lots
- Town Hall – Renovate Ambulance area for offices; reconfigure main floor

**Recommendation:**

The CFC used three major criteria to evaluate the options. To address both immediate and 15-20 year facility needs, the BOS must determine which of the following criteria is most important.

- **Staging the Projects**
  - Staging of bonding, land acquisition, and departmental impact
  - Addresses urgency of needed facility improvements such as space to accommodate the larger ambulance needed in two to three years
- **Operational Impacts**
  - Considers impact of location for facility improvement on provision of services
- **Cost**
  - Considers land acquisition and construction cost for all necessary improvements for Ambulance and Fire/EMO
  - There will be no cost estimates for Town Hall renovation until there is additional review of the concepts
  - No cost is allocated for possible temporary facilities during Fire Station renovation

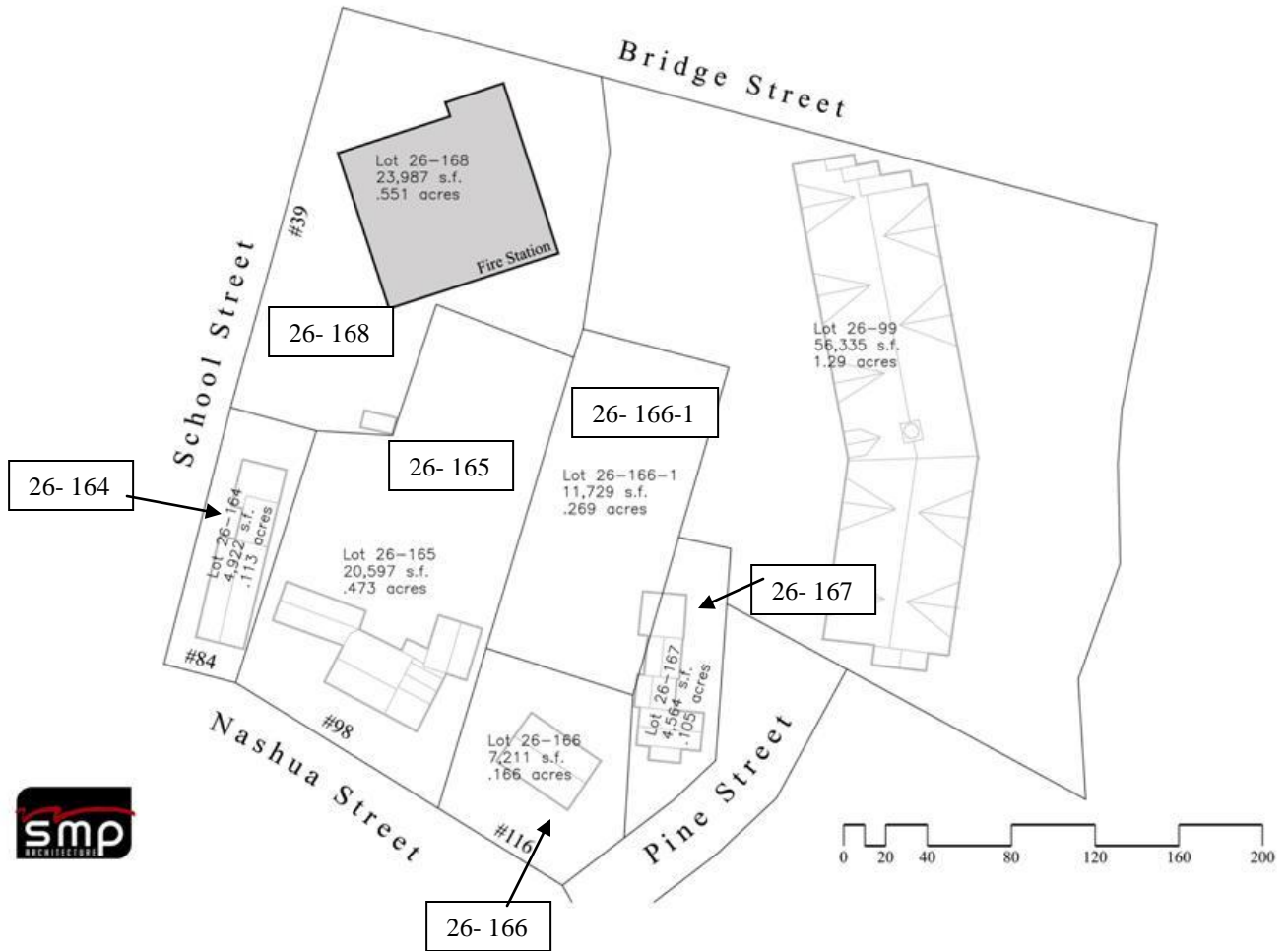
**Comparison Results:**

- **Option 1**
  - Can best be staged since there is no land acquisition for Ambulance
- **Option 2**
  - Can be staged and has low operational impact.
- **Option 3**
  - The lowest total cost to improve facilities for both departments

**This Table illustrates the comparisons for these three major criteria:**

<b>Options</b>	<b>Cost - Ambulance</b>	<b>Cost – Fire/EMO</b>	<b>Staging</b>	<b>Operational Impact</b>
<b>Option 1</b> (Amb at DPW, F/EMO on School St)	\$2.2M	\$4.4M	Easiest to Stage. Amb first, no land to acquire. Then acquire land for & upgrade FS	Location change for Ambulance Svc results in modest response time change
	TOTAL \$6.6 M			
<b>Option 2</b> (Amb on Garden St, F/EMO on School St)	\$2.7M	\$4.4M	Reasonable to Stage. Acquire land, build Amb then acquire land for & upgrade FS	Ambulance location remains downtown – no response time change.
	TOTAL \$7.1M			
<b>Option 3</b> (Shared Facility on School/Nashua St)	Shared Facility		Not fiscally practical to build in stages – defeats cost advantage if not built in single stage	No location change – no impact for either Fire/EMO or Ambulance response time
	\$6.2M			

## Existing Fire Station and Surrounding Lots



Lot #	Size (acres)	Acquire Lot For:
26-164	0.113	Only Option 3
26-165	0.473	Option 1, 2 or 3
26-166	0.166	Not required for any option
26-166-1	0.269	Option 1, 2, or 3
26-167	0.105	Option 1, 2, or 3
26-168	0.551	None - Current Fire Station

## Options Evaluation Matrix

Prepared by Liz Michaud

The CFC developed the following options for capital projects to solve the space and facility needs of the Ambulance, Fire/EMO, and Town Hall:

- **Option 1** - Ambulance to DPW Lot, Fire Station expansion on School St, Town Hall reconfigured
- **Option 2** - Ambulance to Garden St Lot, Fire Station expansion on School St, Town Hall reconfigured
- **Option 3** - Shared Fire and Ambulance Facility on School St., Town Hall Reconfigured

The CFC used multiple criteria to evaluate these options. For the criteria below all the options were determined to be equal:

- Lowest Impact to Department Operations (i.e. minimizes moves, etc.)
- In line with Downtown Revitalization
- Most Critical Need First (Sequencing of Capital Projects)
- Impact to "Downtown" Parking
- Allows for 15-20 year growth
- Adequate vehicle access and parking for services being provided
- 

For the criteria in the following table certain options were determined to have a higher rating, as indicated:

High Score is best

	Criteria	Ratings Explanation	Option 1	Option 2	Option 3
1	Political/Economic Reality (Small Bond Issues vs. One Large Issue)	3 – Multiple small bonds 1 - One large bond	3	3	1
2	Supports Mission of each Service	3 - Totally Meets 2 - Meets Majority 1 - Does not meet all	2	3	3
3	Maximizes leverage of Town owned Land vs. reducing Tax Revenue	3 - Most leverage of Town Land 2 - Mid leverage of Town Land 1 - Lowest leverage of Town Land	3	1	1
4	Maximizes potential for operational efficiencies across Town departments	3 - Highest ability to "share" facility resources 2 - Some ability to "share" facility resources 1 - No ability to "share" facility resources	2	2	3
5	Minimizes negative impact to surrounding neighborhood	3 - No negative impact 2 - Limited negative impact 1 - Major neighborhood impact	3	2	3

	<b>Criteria</b>	<b>Ratings Explanation</b>	<b>Option 1</b>	<b>Option 2</b>	<b>Option 3</b>
6	Provides opportunity for future growth	3 - Several opportunities 2 - Few opportunities 1 - No opportunities	2	1	1
7	Ambulance Director Recommendation	3 - Highest 2 - Middle 1 - Lowest	2	3	2
8	Fire Chief Recommendation	3 - Highest 2 - Middle 1 - Lowest	1	1	3
<b>9</b>	<b>TOTAL</b>		<b>18</b>	<b>16</b>	<b>17</b>
10	Probable Cost (Fire/EMO and Ambulance only) (construction only)		\$6.6M	\$7.2M	\$6.2M
11	Cost (maintenance - 20 yr) Rough estimate only		1.1x	1.1x	1x

## **Recommended “Next Steps” For Each Option**

Prepared by Mark Fougere and Kent Chappell

The CFC is providing this information to assist the BOS in moving forward in the near term with capital improvement action for the Ambulance, Fire/EMO, and Town Hall.

As stated in the Recommendation, the selection of a capital improvement option should be based on the Board’s selection of the priority factor – Cost, Staging, or Operational Impact. For each factor, but especially for the Cost factor, the long-term operation costs should be considered as well as the immediate land, construction, and fixtures costs. An operation cost analysis should be accomplished to quantify the long-term operation costs associated with separate or shared facilities.

The CFC further recommends that for all options the Departments’ space need requests (the “Programs”) should be thoroughly reviewed to separate wants from needs before finalizing building plans.

### **Option 1:**

#### **Ambulance Facility constructed on DPW site on South Street**

- Seek funding, either in budget or by warrant article, for design.
- Refine building dimensions, space needs and building design.
- Initiate RFP process to obtain architectural and civil engineering proposals for the proposed facility.
- Interview and select architectural and civil engineering firms.
- Develop detailed drawings for the ambulance project. Obtain all required local and state permits.
- With completed drawings, obtain construction bids to develop project costs.
- Obtain Town Meeting approval for construction funding.

#### **Fire/EMO – Current Site**

- Seek funding, either in budget or by warrant article, for design.
- Refine building dimensions, space needs, renovation details, and building design.
- Investigate the availability and cost of the required adjoining properties, and if possible, obtain purchase and sale agreements with owners.
- Initiate RFP process to obtain architectural and civil engineering proposals for the proposed facility.
- Interview and select architectural and civil engineering firm.
- Develop detailed drawings for the project. Obtain all required local and state permits.
- With completed drawings, obtain construction bids to develop project costs.
- Obtain Town Meeting approval for funding.

### **Town Hall**

- Seek funding, either in budget or by warrant article, for design
- Refine layout & space plan options.
- Initiate RFP process to obtain architectural proposals for the proposed renovation.
- Interview and select architectural firm.
- Develop detailed drawings for the project.
- With completed drawings, obtain construction bids to develop project costs.
- Obtain Town Meeting approval for construction funding.

### **Option 2:**

#### **Ambulance Facility on Garden Street**

- Seek funding, either in budget or by warrant article, for design
- Refine building dimensions, space needs and building design.
- Investigate the availability and cost of the multi-family property (lot 25/69), and if possible, obtain purchase and sale agreement with owner.
- Initiate RFP process to obtain architectural and civil engineering proposals for the proposed facility.
- Interview and select architectural & civil engineering firms.
- Develop detailed drawings for the ambulance project.
- With completed drawings, obtain construction bids to develop project costs.
- Obtain Town Meeting approval for funding.

#### **Fire/EMO – Current Site**

- Same steps as in Option 1

### **Town Hall**

- Same steps as Option 1

### **Option 3:**

#### **Fire/EMO & Ambulance Shared Facility**

- Seek funding, either in budget or by warrant article, for design
- Refine building dimensions, space needs and building design.
- Investigate the availability and cost of the required adjoining properties, and if possible, obtain purchase and sale agreements with owners.
- Initiate RFP process to obtain architectural and civil engineering proposals for the proposed facility.
- Interview and select architectural and civil engineering firm.
- Develop detailed drawings for the project. Obtain all required local and state permits.
- With completed drawings, obtain construction bids to develop project costs.
- Obtain Town Meeting approval for funding.

### **Town Hall**

- Same steps as Option 1



# **Plan B**

## **Options if Lot 26-165 on Nashua Street Cannot Be Acquired**

Prepared by Janet Langdell and Bill Parker

### **Situation/Assumptions:**

- Lot 26-165 is essential to expansion of the current Fire Station or construction of a shared Fire/EMO and Ambulance facility using the current Fire Station.
- These “Plan B” options are provided for use in considering how to proceed with Fire Station improvement in the event Lot 26-165 cannot be acquired
- Without Lot 26-165 the only properties found by the CFC to meet the space requirements for a shared facility are in less desirable locations for Fire and Ambulance response times.
- The current Fire Station building will at a minimum need some major maintenance work for continued use.
- Suitable locations for an Ambulance only facility are outlined in the CFC recommendations.
- The CFC is not recommending an alternative site for a shared Fire/EMO and Ambulance facility due to the Committee’s determination that any property of appropriate size, reviewed by the Committee, does not meet the location criteria for acceptable response times. Further discussion and changing circumstances may identify additional sites.

### **Option A Do Nothing to the Fire Station**

This option would postpone action to meet the space needs of the Fire/EMO Department

- Existing building or parking deficiencies are not addressed
- Unable to meet 20 year needs of our community
- Puts off addressing known problems which could in the near-term impact the ability of the Fire/EMO Department to fulfill their mission

### **Option B Renovate the Current Fire Station with No Land Acquisition and No Building Expansion**

This option would bring the Fire Station up to current electrical and fire safety standards, repair the roof and maximize the present space. The EMO element would stay in Town Hall. There are several negative aspects to this option:

- Plan would not meet the FD/EMO 20 year needs as currently outlined
- Existing building or parking deficiencies are not addressed
- Does not address the need for more training and storage space
- Disruption of FD/EMO work and service during construction

### **Option C Construct a New Fire Station on one of the alternate locations reviewed by the CFC**

This option will require further review of the properties and architectural assistance in designing a facility for the property chosen.

Alternate locations reviewed by CFC in order of recommended priority:

- 266 Elm St. Carrigan Place
- 206-210 Elm St. Residential
- 144-154 Elm St. Residential
- 509 Nashua St. Residential E of Medlyn Monument

(Note: alternate locations based on CFC property review as found in Report)

**Option D      Expand and Renovate the Current Fire Station with No Land Acquisition**

SMP estimates that additions could be made on three sides of the current building totaling approximately 9,000 sq ft. Additional analysis by SMP would be needed to assess the most essential needs for this limited expansion alternative. Factors for consideration with this option are:

- A Fire Sub-station may be needed sooner than currently anticipated
- Results of this option may not meet the department's 20 year needs
- Enables Fire and EMO to be in the same building
- Provides covered Fire Station space for some of the equipment currently housed outside or in other locations
- Keeps the Fire/EMO Department in the current town center location
- Does not relieve the shortage of parking for Fire/EMO call personnel
- Intense effort would be needed to minimize disruption of FD/EMO work and service during construction

**Option E      Renovate and expand the current Fire Station with acquisition of lots 26-164, 26-166-1 and 26-167**

This option would acquire property other than Lot 26-165 in order to retain the Fire Station in its current location. The following features apply to this option:

- Use limited to the Fire/EMO Department
- The lack of contiguous space connecting the current Fire Station lot to these lots will limit the use of the additional lots to parking or stand alone buildings
- These acquisitions provide inefficient space for building and parking due to lot configuration
- Construction additions to the Fire Station would be limited to the current Fire Station lot.
- Intense effort would be needed to minimize disruption of FD/EMO work and service during construction
- Results of this option may not meet the department's 20 year needs