Williamsburg Facilities Master Plan Committee Report

Facilities Master Plan Committee

Membership

Jim Ayres—Executive Director, United Way of Hampshire County
Bob Barker—Planning Board member
Kim Boas—Energy Committee member
Mitch Cichy—Owner of Cichy's Garage, Capital Planning
Carol Conz—Owner of Williamsburg Pharmacy and Hardware Store
Nick Dines—Member of Mill River Greenway Committee, Landscape Architect
Fred Goodhue—Chair of Council on Aging Advisory Board
Charlene Nardi—Town Administrator
Eric Weber—Cemetery and Trust Commission, Histoical Commission, Williamsburg Historical Society

Support

Dillon Sussman—Committee Facilitator, Pioneer Valley Planning Commission
Caitlin Marquis—Public Engagement, Healthy Hampshire
Marie Westburg—Public Engagement, Senior Center Director, Healthy Hampshire affiliate

Members of the Public who Regularly Attended Meetings

David Chase—Commons Group
Bill Sayre—Board of Selectmen

Funding

A District Local Technical Assistance Grant through Governor Baker's Community Compact Initiative funded PVPC's participation in this project. Healthy Hampshire provided community engagement support. Their work is funded by the Massachusetts Department of Public Health's Mass in Motion program. The workshop and fiscal impact analysis conducted by Smart Growth America was funded by a technical assistance grant from USDA Rural Development.

Table of Contents

Table of Contents ii

Approach iii

Summary Recommendations iii

Executive Summary v

Facilities Planning Process Findings & Recommendations v
Town Planning Findings & Recommendations v
Town Facilities Master Plan Findings & Recommendations vi

Charge to the Facilities Master Plan Committee 1

Making Decisions about Town Facilities 1

Framework for Evaluating Town Facilities Scenarios 2

Village Center Planning and Broader Town Goals 4

Williamsburg Town Planning and Economic Development Goals: 6

Summary of preliminary public input and committee discussions about Town Facilities improvements 9

Town Facilities Needs 9
Re-use of the Helen E. James Building 12
Senior Center Facility Needs 16
Public Safety Facilities 18

Facilities Scenario to Explore Further 36

Conclusion 38

Appendix 1, Findings from Recent Reports on Town Facilities 39

Appendix 2, Summary of Key Concerns with Public Safety Complex 43

Appendix 3, Preliminary Municipal Facilities Scenarios developed for FMPC 44

Appendix 4, What is a community Master Plan? 45

Appendix 5, Sense of Place in Williamsburg 47

Appendix 6, Space Use in Haydenville Town Offices 48

Appendix 7, Senior Center Space Use in Haydenville Town Offices 49

Appendix 8, Space Needs Estimate for Office and Meeting Space for Town Departments and Senior Center 50

Appendix 9, Senior Center Space Estimates 56

Estimate Based on Room Space Needs 56
Estimate Based on EOEA Population-based Formula 58

Appendix 10, Concept Drawing, Reusing Old Town Hall for Police Station 59

Appendix 11, Cost Comparison, DRA & Collier's Studies 60

Appendix 12, Site Evaluation for Williamsburg Town Facilities 61

Appendix 14, Fiscal Impact Analysis of Redevelopment of Selected Town Properties 72

Acknowledgements 78

Approach

A central theme of the Facilities Master Plan Committee (FMPC) process has been that the town needs to shift its approach to planning, decision-making, resource-allocation and problem-solving to one that is more holistic in nature. Committees should be tasked to think in ways that are interdepartmental and interdisciplinary, that embrace long-term goals and that fully consider broad alternatives so as not to close off future options.

It is with this approach that FMPC offers the following summary recommendations.

Summary Recommendations

After review of the excellent work and reports of other committees, and review of an opinion survey of the residents of Williamsburg, some of the key conclusions and recommendations of the Williamsburg Facilities Master Plan Committee are:

- The physical facilities for public safety departments, including fire, police and emergency operations, require major improvements. These improvements should not be postponed and should be the highest priority projects for the town.

- Improvements for the town offices and Council on Aging facilities should be the second highest priority physical projects for the town.

- Considering the costs, it is unlikely that the town can undertake a new safety complex while simultaneously moving or completing major improvements in the facilities for the town offices and Council on Aging.

- A recent survey has identified resistance by town residents to a new safety complex at the Helen James site. Possible alternatives and/or size and design of the complex should be re-examined.

- Town residents indicate concern regarding costs for the new public safety complex. Consider reducing costs with smaller but adequate facilities with capability to expand for future needs, and possibly making better use of existing buildings.

- Planning and capital budgeting should be a holistic process that includes expected changes in needs and functions for fire, police, emergency operations, town offices and Council on Aging, and reducing maintenance costs, over the next twenty to forty years, as well as town financial capacity and disposal of surplus properties.

- Short term decisions should carefully consider alternatives in an integrated manner to avoid closing off flexibility and ability of the town to meet future and changing needs over the next twenty to forty years.

- The Select Board should establish a permanent committee, or task an existing committee, providing professional assistance as needed, for long term oversight of town projects in the area of planning, economic development, and facilities.

- Minimize long term investments in the Haydenville Town Offices, with a plan to transition town office and Council on Aging functions to the Helen James building.

- The Select Board should approve a budget for all facilities projects for the next twenty to forty years. This budget is likely a minimum of $6-8 million (2017 dollars) over the next ten to twenty years. A coserted approach will be needed for community support, focusing on meeting critical needs and reducing annual maintenance costs.

Executive Summary

The Facilities Master Plan Committee (FMPC) was charged with advising the Board of Selectmen about decisions related to municipal facilities planning, especially the use of the Helen E. James building and parcel in the context of clarifying the vision of the town's village centers. The FMPC has been active for six months. During that time the Committee has made significant progress in reviewing past studies related to Town Facilities planning, soliciting public input, and debating the merits of various scenarios for long-term facilities improvements for the Town. This report documents the work of the committee to date, the conclusions it has arrived at thus far, and the next steps that the committee recommends.

The FMPC was initially commissioned for six months by the Board of Selectmen, a period that coincided with a technical assistance grant from Pioneer Valley Planning Commission (PVPC) to support the committee's work. The FMPC does not consider their work complete and requests that the Board of Selectmen extend the tenure of the FMPC so that we can continue to undertake this important work.

What follows is a brief summary of the conclusions and recommendations of the FMPC so far.

Facilities Planning Process Findings & Recommendations

1. Williamsburg needs a holistic vision for Town facility improvements that considers the full package of facility projects the Town will undertake in the next 20-40 years. Architectural feasibility studies that detail the space needs, costs, and construction details of individual projects do not provide sufficient guidance for the complex, multi-faceted decisions that the Town needs to make.
2. The FMPC developed a *Framework for Evaluating Town Facilities Scenarios* to evaluate the strengths and weaknesses of competing facilities scenarios. It is included in the body of this report. The FMPC recommends that the Town use the Framework in facilities planning and decision-making.

Town Planning Findings & Recommendations

3. The Town's facility planning efforts are somewhat hampered because the Town has not fully embraced a plan for the Village Centers that sets out a cohesive vision for the Village Centers, identifies goals for achieving that vision, and lays out specific actions related to housing, economic development, transportation, greenspace, town facilities, etc. The FMPC recommends that the Town move forward with creation and adoption of Village Center Plan and/or a Town Master Plan. The Town <u>does not need</u> to "wait" to make facilities decisions while this plan is created, but the document and the process of creating it could help support those decisions.
4. The Town has a history of forming committees to study specific topics and then disbanding them. This may be limiting progress in the Town. The FMPC recommends that the Board of Selectmen create a committee and/or obtain

professional services to oversee town projects related to Planning, Economic Development and Facilities.

5. The FMPC recommends that the Board of Selectmen and/or the Planning Board adopt the provisional *Williamsburg Town Planning and Economic Development Goals* (included in the body of this report) and use them to guide multi-factor planning in Williamsburg, until a Town Master Plan or other similar plan is completed.

Town Facilities Master Plan Findings & Recommendations

6. Like the Board of Selectmen and various previous committees, the FMPC concluded that improvements for public safety departments (police, fire and emergency operations center) should be the Town's highest priority facilities project.
7. Providing adequate facilities for the departments currently located in the Haydenville Town Offices Building should be the Town's second highest priority facilities project.
8. All of the Town's top priority facility projects—improvements for public safety, town office departments, and Senior Center—need to be planned so that none of them compromises the Town's ability to carry out the others within a reasonable time frame (within the next 10-15 years).
9. The Facilities Master Plan Committee recommends that the Select Board, in consultation with the relevant committees, set a total budget for all facilities improvements over the next 20-40 years. This budget should reflect both the tax increases that voters are likely to approve and the realistic cost of necessary improvements. We recommend a total budget between $6-$8 million for facilities projects over the next 20-40 years (in present dollars).
10. The FMPC recommends that after the Select Board has set target budget for all facilities, it then sets target budgets for facilities for public safety, the Town Offices, and the Senior Center. These budgets need to be constrained enough that the full package of projects is within the Town's fiscal means. The budgets should send a signal to departments to manage their expectations. At the same time, the budgets need to be adequate to build facilities that will meet the long-term needs of the Town. Overall, the full package of facilities improvements needs to be cohesive; it needs to be more than the sum of its parts.
11. The FMPC recommends that the Town treat buildings and their components as capital assets, not just at the time of new construction or major renovation, but throughout their lifetimes. For example, boiler and roof replacements have an expected lifetime and should be included on the Town's capital plan.
12. Planning and implementing Town facility projects will be a multi-year priority for the Town. The FMPC recommends that the Board of Selectmen establish a single standing committee to oversee facilities projects.
13. The FMPC has reached the consensus that the Town should retain ownership of the HEJ building and its full parcel.
14. Based on the town's limited capital budget, it is unlikely that the Town can afford upgrades to both the HEJ building and the Town Offices in Haydenville.
15. The FMPC has reached consensus that the Town should not make additional long-term investments in the Haydenville Town Offices and that the Town should begin

transitioning toward centralizing town functions at the HEJ building. The town departments currently located in the Haydenville Town Offices and the Senior Center should be moved to the Helen E. James Building. Any remaining space in the HEJ building should be used for the Historical Society and other community service organizations.

16. The FMPC recommends that the Town re-examine the model of the Senior Center. Models to explore include: a center that provides broader senior services for residents of the full Hilltown region; a multi-generational community center; a distributed Senior Center that takes advantage of spaces throughout Town.
17. After the best model for the Senior Center has been determined, the Town should commission an architectural feasibility study of the facility needs of the Senior Center and other town departments. The study should be guided by a reasonable target construction budget and robust public input. It should begin from the assumption that the Helen E. James building is the preferred location for these functions. This study would build on the Collier's Building Repurposing Study.
18. The FMPC recommends that the Town conduct a market study of potential surplus Town-owned buildings. In addition, the Town could consider issuing an RFI to identify which entities may be interested in surplus properties.
19. There does not appear to be sufficient voter support for the public safety complex as shown in the DRA report to warrant bringing it to town meeting for a vote.
20. Residents are concerned about the cost of the proposed Public Safety Complex. They recognize that buildings "cost what they cost," but they also recognize that the scope (program) of a building project can be reduced to reduce its budget.
    a. The FMPC recommends re-assessing (or better explaining the necessity of) the program of the public safety complex.
    b. The FMPC recommends that the Town clarify the expected operational structure and needs of the fire department over the lifetime of a new building (50+ years).
21. Residents are concerned that the public safety complex as shown in DRA drawing 2.1 significantly conflicts with the sense of place that defines Burgy.
22. There are significant competing desires for use of the HEJ site. *Given a choice*, many residents would not locate a public safety complex on the Helen E. James site.
    a. In order to reconcile the competing interests for the HEJ site, the FMPC recommends further study of potential sites for the Public Safety Complex, including redefining the program for the public safety complex in ways that may open new site possibilities.
    b. The FMPC developed a Decision Tree to determine whether or not to site a Public Safety Complex Site at the Helen E. James School. It recommends that the Town follow the steps outlined in the Decision Tree.
23. If the HEJ parcel proves to be the most suitable location for a public safety facility, the FMPC recommends that the site and building be more carefully designed so as to leave as much of the remainder of the site available to satisfy other Town goals, to reduce the bulk of the proposed building, to reduce the appearance of its scale particularly from the street, and to improve circulation pattern around the building—especially the width of the driveway entering Route 9.

Williamsburg Facilities Master Plan Committee Report

Charge to the Facilities Master Plan Committee

To advise the Board of Selectmen about crucial decisions related to municipal facilities planning. Specifically the committee should evaluate the best use for the Helen E. James building and parcel in the context of clarifying a vision for the town's village centers. The committee should build town-wide consensus for a plan for the Helen E. James building and parcel and key decisions around upcoming major municipal facilities.

-- Charge to Committee from Board of Selectmen

Making Decisions about Town Facilities

The Facilities Master Plan Committee (FMPC) was tasked with evaluating the best use for the Helen E. James building and parcel. The Committee quickly discovered that any long-term decision about the best use of the Helen E. James Building is intimately linked to decisions about nearly all other Town facilities and decisions about Town planning in general. The FMPC determined that it could not evaluate the HEJ building in isolation.

The FMPC reviewed work by past committees and recent architectural studies. The report of the Building Needs Committee's provided a good example of a holistic approach to facilities planning. Recent architectural studies have fleshed out the work of the Building Needs Committee. In particular, recent architectural studies have contributed valuable detailed information regarding departmental space needs, necessary code-related and functionality improvements to Town-owned buildings, and cost estimates. However, those details alone do not provide sufficient information for effective long-term decision-making about Town facilities.

Like the Building Needs Committee, the FMPC attempted to develop facilities planning scenarios, which would provide a holistic vision for all necessary major changes to all Town facilities for the long-term (20-30 years). A holistic vision for Town Facilities improvements is necessary because:

1. Any Town facility improvement should support the Town's broader goals (not just improve the functioning of a single Town department or single building), and
2. Individual facilities decisions should be part of a larger plan in which ripple effects are anticipated and prepared for. For example, if a facilities decision will result in a vacant building, the future use of the vacant building should be planned from the outset.

The scenarios developed by the FMPC used information from past studies[1] to create a cohesive plan for Town facility improvements related to public safety needs, town office needs, senior center needs, and re-use of various town properties including the Helen E. James School, the Old Town Hall building, the Haydenville Town Offices, the Williamsburg Fire Station, and the Haydenville Fire and Police Station.

The Committee found it very difficult to weigh the relative merits and demerits of various facilities scenarios solely within the confines of budgets and spatial area calculation criteria. In other words, **knowing the best fit of use to space and the cost of construction alone is not enough to make wise facilities decisions for the Town.**

Realizing it needed an explicit framework for decision-making, the FMPC developed the following *Framework for Evaluating Town Facilities Scenarios*. The Framework provides qualitative evaluation criteria, which are as important as the technical information provided by architectural studies (which focus on code requirements, constructability, programming, and costs). A technical architectural study tells the Town *what it can do*. The Framework helps the Town evaluate *why* it might want to pursue one facilities project over another, in the context of the Town's values.

Framework for Evaluating Town Facilities Scenarios

Effective Town Government: Town spaces allow our local government to function effectively, efficiently and professionally, with workspaces that are consistent with these standards.

- Enable Town employees to do their work efficiently and effectively
- Balance needs of Town departments
- Provide flexibility to adjust to changing Town needs

Wise Investments: Town spaces are fiscally-sustainable, in both the short- and long-term, for our town and taxpayers.

- Minimize immediate costs
- Minimize long-term costs
- Contribute to making Williamsburg an attractive place to live and do business (i.e. support property values)

Sense of Place: Town spaces are in keeping with our town's character, pride, aesthetics, natural features and historic values.

- Reflect architectural character of Town
- Inspire pride in Town
- Preserve historic buildings

[1] Without an architect on board, the FMPC was not able to contribute new information

- Site layouts and landscaping improve quality of greenspace in Town. Reflects the high quality landscaping present at Meekins Library, Angel Park, Williamsburg Market, day lily beds along Route 9, etc.

Community-Building: Town spaces are used creatively and collaboratively to offer social connection, promote economic development and address the social needs of residents. (May be achieved through co-location and/or public-private partnership models)

- Support collaboration between citizens and town employees
- Support economic development
- Provide space for community gatherings
- Provide space for community service functions
- Take advantage of public-private partnership models
- Improve quality of greenspace in Village Centers

Thoughtful Design: Town spaces are designed and laid out so as to be accessible, pedestrian-friendly, accommodate parking.

- Are accessible to all people
- Are pedestrian/bike friendly
- Provide adequate parking
- Provide extra parking for other uses in Town
- Create enjoyable outdoor spaces
- Buildings are legible to members of the public; it is easy to find the departments or rooms you want to visit; buildings appear welcoming of public.

The FMPC recommends that the Town decision-makers use the *Framework for Evaluating Town Facilities Scenarios* to evaluate the strengths and weaknesses of competing facilities scenarios.

Village Center Planning and Broader Town Goals

The charge from the Board of Selectmen to the FMPC asked the committee to evaluate Town facilities decisions *in the context of clarifying a vision for the town's village center*. The FMPC applauds the Board of Selectmen for recognizing that the broader context of Village Center Planning is intimately tied to facility decisions.

The FMPC reviewed past work related to planning for the town's village centers. While several studies about Village Center Planning or Town Planning have been completed in the past decade,[2] **the Town has not fully embraced a plan for the Village Centers** that sets out a cohesive vision for the Village Centers, identifies goals for achieving that vision, and lays out specific actions related to housing, economic development, transportation, greenspace, and town facilities. Instead, the Town appears to approach the Village Centers in a piecemeal manner: it commissions new committees to deal with specific projects or questions; and it supports projects initiated by local advocates. To some degree, this is the understandable result of the Town's small size, its lack of professional planning staff, and its reliance on volunteer board members. Nonetheless, if the Town was to commit to a specific plan for its Village Centers and follow through on it, it would make some of the Town's decisions easier—there would be a solid basis for decisions to flow from.

To advance Village Center Planning, the FMPC supported and attended a daylong workshop conducted by Smart Growth America (SGA),[3] which was focused on how changes in demographics and the economy can provide opportunities for Williamsburg to enhance its Village Centers. SGA's report on the workshop will be available soon and should provide valuable information for village center and economic development planning. What was clear from that workshop is that Williamsburg would benefit from a concerted effort on Village Center planning.

The FMPC discussed whether the Town needs a "Master Plan." A (Town) Master Plan, in this context, is a document that is the responsibility of the Planning Board. It is "designed to provide a basis for decision making regarding the long-term physical development of the municipality."[4] Creating a Master Plan is a major undertaking. A consultant usually facilitates the process of creating one, though some communities take it on without consultants. A consultant-led Master Plan typically costs between $100,000 and $200,000, depending on the complexity of the issues, the amount of public input, the amount of volunteer labor, and the level of detail required. Given the price tag, and the town's other priorities that are occupying volunteer boards, developing a full Master Plan at this time appears to be out of reach for Williamsburg. However, the FMPC recommends that the Town undertake some

---

[2] See for example, the Community Development Plan (2005), The Williamsburg Village Centers Study (2011), and the Williamsburg Healthy Aging and Community Design study (2016).

[3] Thanks to the efforts of Marie Westburg, Healthy Hampshire, and others for writing the grant application that led to Smart Growth America reaching out to Williamsburg with an offer of free technical assistance and thanks to all who participated in the workshop.

[4] More information about what a Master Plan is can be found in Appendix 1. Also see the state legislation regarding Master Plans at: https://malegislature.gov/Laws/GeneralLaws/PartI/TitleVII/Chapter41/Section81D

from of scaled-back master planning—either by working on a couple of key chapters of a Master Plan (for example: Housing and Economic Development), or developing a Village Center Plan (a "small area plan" for the village centers, not technically a Master Plan). The plan will be most effective, if both the Planning Board and the Select Board are invested in its creation. Once it is completed, the plan should be adopted by one, or both bodies, so that its recommendations are taken seriously and acted upon.

The FMPC recommends that the Town move forward with creation and adoption of Village Center Plan and/or a Town Master Plan. The Town does not need to "wait" to make facilities decisions while this plan is created, but the document and the process of creating it could help support those decisions.

The FMPC also discussed the need for a body to implement a Master Plan or Village Center Plan. This body would be charged with coordinating and guiding efforts related to Town planning, economic development, facilities projects, and/or related projects. The body would be the repository for institutional knowledge—ensuring that every initiative builds on previous projects, and that decisions that have been settled are not unknowingly examined again. The body would also be responsible for coordinating grant applications and technical assistance opportunities. The FMPC discussed several options for how to create that body. They include:

- Establishing a standing committee charged with these tasks;
- Obtain professional services to do this work. Related options to consider:
    - Develop a new part-time staff position;
    - Expand and/or change the responsibilities of an existing staff person;
    - Hire a consultant;[5]
    - Explore hiring a shared planner with other communities in the area.[6]

The FMPC recommends that the Board of Selectmen create a committee and/or obtain professional services to oversee town projects related to Planning, Economic Development and Facilities.

The *Framework for Evaluating Town Facilities Scenarios* above provides criteria for comparing one facilities scenario with another. More fundamentally, the Town needs to ensure that each project it undertakes improves the town overall. This is especially true for facilities projects. Given limited budgets, the Town needs to leverage these very large expenditures to fulfill multiple goals. The FMPC strongly supports the Town using "multi-factor" (or holistic) planning in the future. In other words, each proposed improvement to the Town should be designed from the outset to satisfy numerous Town goals across several domains.

---

[5] One option would be to participate in PVPC's Planning Board Assistance Program, through which a municipality establishes a fee-for-service relationship with a planner at PVPC for a designated number of hours per year.

[6] For example, Russell, Huntington, Montgomery, Blandford, Chester and Middlefield are exploring a shared Economic Development Director. Contact Joshua Garcia at PVPC for more information.

For example, a facilities project can also support economic development, greenspace goals, traffic improvement, and historic preservation.

The FMPC drafted a set of broad goals for Town Planning and Economic Development in Williamsburg. These goals set out top-level priorities for guiding the Town's actions related to Town Planning and Economic Development.

The FMPC recommends that the Board of Selectmen and/or the Planning Board adopt the provisional *Williamsburg Town Planning and Economic Development Goals* and use them to guide multi-factor planning in Williamsburg, until a Town Master Plan or other similar plan is completed.

Williamsburg Town Planning and Economic Development Goals:

1. Williamsburg will preserve and enhance the unique character of its village centers.[7] We do this because:
    a. The character of our Village Centers reflects the efforts, investments, and pride of generations who have come before us.
    b. The character of our Village Centers can and will attract and retain residents and businesses.
    c. The character of our Village Centers sustains our community identity.
    d. The character of our Village Centers is fragile. Our Village Centers are small; a small number of conflicting changes could easily shift perception of the whole.
    e. Our region has very few village centers where one can easily walk to basic goods and services (library, school, post office, drug store, grocery market, bank, auto repair, hardware, restaurants, etc.). There is a growing demand for walkable centers as places to live and work. We can take advantage of that demand to make our community better for all.
    f. Williamsburg's village centers are not time capsules. They are the embodiment of the history and present of a living community. We need to enable change in the built environment in order to respond to a changing world around us, but we must also strive to ensure that changes to our built environment are compatible with our long history and the long-term future we desire.

2. Williamsburg will actively support, cultivate, and attract businesses that can sustain our residents. We do this because:
    a. We want people to be able to earn a living in our Town that supports them living here.

[7] The character of Williamsburg's village centers is includes historically significant architecture, human scale buildings, and high quality streetscape landscaping. The Village Centers have a limited set of building types: architectural massing, style and building siting clearly communicate the relative importance of buildings in Town life. For example, in Burgy Center, the Helen E. James School and the Library are more prominent buildings than houses between them.

b. The history of industry and work has defined our community. It is evident in the Brassworks, Lashway Lumber, and the many businesses along Route 9. Throughout our history, new industries have grown up, and some have passed on. We will continue to take advantages of new opportunities in the economy around us.
c. Businesses provide goods and services we need including food, hardware, and medicine.
d. Work places can enrich our community life: a bakery becomes a town gathering place; a coworking space becomes an after-school center.
e. Nearby communities provide a variety of good employment opportunities, especially in health care and education. Those jobs support our residents, but we do not want to become solely a bedroom community. There are business niches that Williamsburg can take advantage of. There are also market areas where it will be difficult for us to compete with adjacent communities. Knowing the difference will help us stay competitive with adjacent communities.
f. We need a diverse tax base to support the functioning of our Town governance without undue burden on homeowners.

3. Williamsburg will take advantage of the Mill River to unite the village centers. The Mill River will be featured as a town centerpiece that promotes vibrancy, a healthy ecosystem, recreation and economic development. We do this because:
    a. The Mill River has shaped our Town's development. It powered our Mills. It shaped the Town's streets, where buildings are located, and where centers developed.
    b. The Mill River continues to present flood hazards in Burgy and Haydenville Centers. These hazards must be considered when planning future development, and protecting existing development.
    c. Investments that Williamsburg makes (or others make for Burgy) to mitigate flood hazards from the Mill River should be designed to provide multiple benefits. For example, flood control can also improve transportation systems (as the Mill River Greenway plans have shown), or flood control can create recreational opportunities, (for example the trail along the Connecticut River dike on North Lane in Hadley).
    d. Reconnecting to rivers is a proven strategy for developing centers. Riverfront parks, linear parks along rivers, and riverfront restaurants and cafes have been implemented around the world and have proven to be valuable community amenities.
    e. The Mill River parallels Route 9 and therefore is intimately related to any attempts to improve pedestrian and bicycle transportation between the centers.

4. Williamsburg will preserve its forests and farms and take advantage of our proximity to the wild lands of the Hilltowns and the recreational and tourism opportunities they provide. We will work to sustain working farms and forests. We will continue to expand and improve hiking trails. We will preserve scenic vistas and our rural character. We do this because:

a. The close adjacency of our village centers and rural areas ("wild places") is one of the key defining features of Williamsburg. This distinguishes us from other nearby communities.
b. Our rural areas can and will attract and retain residents, support businesses and sustain community identity.
c. The character of our rural areas is fragile. Roadside development can quickly turn a rural place into a suburban one.
d. Northampton's real estate continues to increase in cost. Other adjacent communities have seen spillover growth (Easthampton, Hatfield). We should expect, and prepare for, "being discovered."

5. Williamsburg will support housing that meets the needs of its diverse population. This includes housing with a variety of price points, configurations, and settings. We do this because:
    a. Our people are what make our community great. First and foremost, people need housing.
    b. Our population has been remarkably stable for a long time, but household sizes and configurations have changed significantly over the course of our history. Smaller households (especially single-person households) are much more common now. This has two implications: our Town will continue to need additional housing even as its population remains flat; the type of housing our community needs (especially the size of units) will continue to change and is not necessarily what was built in the past.
    c. Our Town is rapidly aging and the housing needs of older adults are not met by our existing housing stock
    d. We want our housing to provide opportunities for a multi-generational community.
    e. The cost of housing in our community is becoming more expensive relative to prevailing wages than in the past. We do not want to lose our economic diversity.

6. Williamsburg will take advantage of Route 9, without allowing the road to dominate our Town. We do this because:
    a. 10,000-12,000 cars per day travel Route 9 between Burgy and Haydenville Centers (source: MassDOT traffic count portal). The people in those cars are an economic opportunity.
    b. Recent activity in adjacent communities shows how rapidly highway-based development can transform a road (Route 5 in Hatfield, Route 9 in Hadley).
    c. Route 9 already significantly impacts the character our Village Centers. Residents say they do not feel safe crossing the road. Noise from Route 9 is an irritant in our Village Centers and along the road's length.
    d. The speed of traffic on Route 9 presents a daily risk to our residents and those passing through our Town.
    e. Changes to the design of Route 9 could improve the quality of our village centers and knit them together into one walkable/bikeable corridor (such as those envisioned by the Mill River Greenway).

Summary of preliminary public input and committee discussions about Town Facilities improvements

Having discussed how the FMPC approached decision-making, we now turn to what the FMPC discussed in it meetings, what it heard from public input, and what it has concluded to date.

Town Facilities Needs

The information below is based on the work of the FMPC between July and December 2016. The committee met eight times over that period. The committee toured town-owned facilities with Jim Locke, conducted a survey to gather public input on facilities projects, and participated in a daylong workshop conducted by Smart Growth America, which included discussion of facilities projects. The FMPC carefully reviewed previous facility planning studies for Williamsburg including:

- A collection of letters and emails from Town Staff to the Board of Selectmen and or the Town Administrator describing facilities needs (April-May 2016).
- Williamsburg Public Safety Complex Committee Final Report to Board of Selectmen and Addendum (2016);
- Public Safety Complex Feasibility Studies, Drummey Rosane Anderson (2015);
- Building Repurposing Committee –Letter to Board of Selectmen (2015);
- Helen E. James School & Town Office Building Repurposing Study, Collier's International (2015);
- Feasibility Study Designer Services Phase 1 – Final Report, Williamsburg Old Town Hall, Austin Design (2012);
- The Building Needs Committee Report (2010);
- Williamsburg Senior Center Feasibility Study, The Office of Michael Rosenfeld, Inc. (2005);
- Energy Usage Comparison: Helen James School vs. Town Offices (undated).

The FMPC debated the merits of various scenarios for configuring Town facilities and uses, and attempted to come to a consensus about the best long-term plan for Town Facilities for Williamsburg. The FMPC was chosen to represent a cross-section of perspectives in Williamsburg and so their consensus, where it has been achieved, should be relatively representative of Williamsburg's citizenry. The following information summarizes the conclusions of the FMPC to date.

1. **Like the Board of Selectmen and various previous committees, the FMPC concluded that improvements for public safety departments (police, fire and emergency operations center) should be the Town's highest priority facilities project.**

2. Past studies and a tour of Town facilities show that the condition of many Town-owned buildings is poor. The FMPC concluded that working conditions in the Haydenville Town Offices were substandard and the building is lacking adequate restroom, storage and meeting space. The Town's employees, its volunteers and its citizens deserve better.

Providing adequate facilities for the departments currently located in the Haydenville Town Offices Building should be the Town's second highest priority facilities project. This is a pressing need. Improvements should be made within the next 10 years or so. The Haydenville Town Office contains two different types of functions—those associated with the offices and meeting spaces of various town departments (e.g. Town Administrator/Board of Selectmen, Assessor, Collector, Town Clerk, Accountant, Treasurer, Water/Sewer, Board of Health, Planning Board), and those associated with the Senior Center. The two different types of functions could be housed in the same facility but they do not need to be.

3. The condition of the Old Town Hall is dire. A 2012 study identified work that needed to be done to stabilize the building. Some, but not all of this work has been completed. While the Town has not identified a use for the Old Town Hall, the building itself is perhaps the most significant defining feature of Burgy Center and it should be cared for accordingly. Survey results show that 67% of Williamsburg residents say they would be open to a reasonable tax increase to preserve town buildings.[8] Other funding options for preservation of this building include the Community Preservation Act (if Williamsburg adopted it), a Massachusetts Preservation Projects Fund Grant from Massachusetts Historical Commission,[9] or private fundraising. The main challenges to imagining a reuse for this building is its lack of parking. The 2010 Williamsburg Village Centers Study recommended that the town undertake a comprehensive parking study for Burgy. This remains a priority recommendation for the Town. A parking study might reveal an off-site or shared parking arrangement that could make reuse of the Old Town Hall viable. In addition, the Town should continue to explore novel re-uses of this building, for example as a co-working space.

4. The Haydenville Library appears to be in stable condition, but is underutilized. The committee has discussed alternate uses for this building including meeting space for Town committees and citizen groups and a visitor's center for Williamsburg or the Hilltowns.

5. The Meekins Library, the Anne T. Dunphy School, and the Highway Garage appear to be in good condition and are not priorities for facilities improvements at this time. The Town does need to ensure it is adequately budgeting for maintenance of these buildings.

6. **All of the Town's top priority facilities projects—improvements for public safety, town office departments, and Senior Center—need to be planned so that none of them compromises the Town's ability to carry out the others within a reasonable time frame (within the next 10-15 years).**
    a. Any long-term Town facilities plan needs to consider the cumulative tax-impacts of projects whose debt-lifetimes will overlap. The FMPC has serious concerns

[8] The survey is higher than the percentage of respondents who say they would be open to tax increases to use town buildings after hours for purposes like recreation, community meetings, or educational events (56%), or the percentage of respondents who would be open to tax increases to support walkability in the village centers (55%), or the percentage who would be open to tax increase to support building a new public safety complex (48%).
[9] See: https://www.sec.state.ma.us/mhc/mhcmppf/mppfidx.htm

about the willingness (or ability) of Williamsburg taxpayers to absorb the cost of the Town's highest priority facilities needs. **It appears that the Public Safety Complex project as proposed (in the range of $2-4 million) will nearly extinguish the Town's ability to undertake other major capital projects for close to 20 years. The same is true for renovation of the Helen E. James Building (estimated at $3,876,800 to $6,370,000) or renovation of the Town Offices (estimated at $2,197,400 to $3,163,400).**[10] All Town departments will need to scale back their facilities expectations to reflect the likely limitations on how much additional taxation citizens will approve.

b. **The Facilities Master Plan Committee recommends that the Select Board, in consultation with the relevant committees, set a total budget for all facilities improvements over the next 20-40 years.** This budget should reflect both the tax increases that voters are likely to approve and the realistic cost of necessary improvements. We recommend a total budget between $6-$8 million for facilities projects over the next 20-40 years (in present dollars).

c. **The FMPC recommends that after the Select Board has set target budgets for all facilities, it then sets target budgets for facilities for public safety, the Town Offices, and the Senior Center.**[11] These budgets need to be constrained enough that the full package of projects is within the Town's fiscal means. The budgets should send a signal to departments that they need to manage their expectations. At the same time, the budgets need to be adequate to build facilities that will meet the long-term needs of the Town. Overall, the full package of facilities improvements needs to be cohesive; it needs to be more than the sum of its parts.

7. **The FMPC recommends that the Town treat buildings and their components as capital assets, not just at the time of new construction or major renovation, but throughout their lifetimes. For example, boiler and roof replacements have an expected lifetime and should be included on the Town's capital plan.**

8. **Planning and implementing Town Facilities projects will be a multi-year priority for the Town. The FMPC recommends that the Board of Selectmen establish a single standing committee to oversee facilities projects.**

---

[10] Estimates from the Building Repurposing Study, Collier's International, 2015

[11] The Senior Center of the future may be substantially different from the present configuration. See more below.

Re-use of the Helen E. James Building

The Select Board tasked the FMPC to determine the best use of the Helen E. James building and parcel. What follows are background information and a decision-tree to guide future work and decision making regarding the Helen E. James property and town facilities.

9. **The FMPC has reached the consensus that the Town should retain ownership of the HEJ building and its full parcel.**
    a. The HEJ building and site is one of the most prominent in Williamsburg. This is due to the size of the building, the size of its site, the site's relative freedom from floodplains, and its location at the visual axis of Route 9 when approaching from the west. **HEJ is the prime parcel for any number of uses in Burgy Center.**
    b. Based on survey results, committee discussions and informal discussions with residents of the Town, the people of Williamsburg have a very strong attachment to the Helen E. James building and site. Simply put, they want to retain ownership of the building and ground and they want to use them.
    c. The functions in the Haydenville Town Office appear to have outgrown the available space. The Helen E. James Building is larger than the Town Office and could provide the opportunity to absorb some or all of the functions currently located in the Town Office.
    d. While the Town likely owns more properties than it needs (as concluded by the Building Needs Report and reaffirmed by the FMPC), in the short to medium-term, the Town will need to retain some excess property in order to carry out facilities improvements elsewhere. For example, if the Town chooses to upgrade the Haydenville Town Offices significantly, the town offices and Senior Center would need to be relocated during construction. The HEJ building provides the opportunity for much needed flexible, or temporary space.
10. Determining the best use of the HEJ building:
    a. If the Town retains ownership of the HEJ building and intends to use it, the town will need to complete exterior envelope upgrades and upgrades to comply with the current building code. The estimated cost is $1,355,200.[12]
    b. The FMPC has reached a consensus that the southern portion of the ground floor of the HEJ building is suitable for active town use, if it is sufficiently upgraded with moisture control, air exchange, and improved finishes, and enlarged windows (if possible). The northern portion of the ground floor of the building is not a suitable for active workspace by Town employees. It is more suitable for long-term storage, or infrequent functions.
    c. In determining the best use of the building, consider the following factors:
        i. Will the public safety complex be sited on the HEJ lot? If so, would it be advantageous to locate some elements of the public safety complex in the HEJ building? See the discussion of the public safety complex below and also see the ***Framework for Evaluating Town Facilities Scenarios*** above to evaluate this decision.

[12] Building Repurposing Study, Collier's, 2015. DRA study 3 estimated the cost of envelope and site work for the Helen E. James building associated with locating the police station at $1,702,500.

ii. What is the long-term plan for improvements for the Town Office building? Should the Town Office operations remain in the Haydenville building? Should they be moved to the HEJ building?
    1. The HEJ building appears large enough to accommodate both the Town Office operations and the Senior Center with some room for flexibility to changing future needs.
    2. The estimated per square foot renovation costs for the HEJ building and the Haydenville Town Office are roughly the same. However, the HEJ building is larger than the Town Office and so the total cost of renovating the HEJ building will be proportionally more than the cost of renovating the Haydenville Town Office building. The question is, essentially, "which building does the Town want to "buy?" The answer appears to be that the Town wants to buy the HEJ.
    3. While the Town could retain the Haydenville Town Office building as it is and do very little renovation, reusing the HEJ building (for example, for Town Office operations), will trigger the need for building code upgrades, because this will be considered a "change of use." These upgrades carry a significant price tag. In other words, the town departments could stay in Haydenville and the Town will be able to set the pace of upgrades at their whim, but moving town departments to the HEJ will trigger expensive renovations—whether the town <u>wants</u> to do them or not. Nonetheless, the FMPC feels that a significant investment in renovating the HEJ building is a wiser use of money than continuing to patch up the Town Office.
    4. If the Town Offices are moved to the HEJ building, the phasing of renovation and move-in is straightforward. If, on the other hand, the Town Offices are retained in the Haydenville Town Office Building, it will be more difficult to make improvements to that building without disturbing the functioning of Town government.
    5. The results of the survey and public input during the Smart Growth America workshop indicates that moving the Town Offices to the Helen E. James building is politically viable. 83% of survey respondents didn't see it as a problem if "most of the town's municipal departments are located in only one of the village centers." On the other hand, Haydenville center is seen as being more in need of the *activity* generated by the Town Offices than Burgy Center. The Town should work to identify a reuse for the Haydenville Town Offices that will bring people and activity to Haydenville.

iii. As the Building Repurposing Committee concluded, the HEJ building appears to be more viable to redevelop for private sector use than the Haydenville Town Office (e.g. housing or office space). However, there has not been a rigorous evaluation of the development potential of either of the buildings.
    1. The FMPC did contact a housing development team who

evaluated the HEJ property.[13] They concluded the building would be viable to redevelop for housing only if additional housing units could be built on the parcel's open space.

2. The FMPC believes it unlikely that either property will garner a significant purchase price since their necessary renovation costs for the buildings are so large. The towns of Easthampton and Hatfield essentially gave away schools for recent school-to-housing conversion projects.
3. Smart Growth America prepared a fiscal impact analysis of redevelopment of the Helen E. James property, the Williamsburg Fire Station and the Haydenville Fire and Police Station. They estimated that the sales prices would be $100,000, $85,000, and $60,000 respectively. They then analyzed the potential tax revenue of the properties redeveloped for residential use. They found that HEJ would generate $53,667 per year; Williamsburg Fire Station would generate $7,469, and Haydenville Fire and Police Station would generate $7,649, for a total of $68,965 in tax revenue annually (based on 2016 tax rate). The Town would save about $37,908 in annual property maintenance costs. The total combined fiscal impact of residential redevelopment of these properties would be $2,736,330 over 32 years or about $85,510 per year, which is 1.2% of the Town's tax revenues from 2016. This could enable the Town to reduce its Town tax rate by $.43 per/$1000, or the Town's could take on additional expenses. For example, the Town could borrow $1,850,000 to pay for a facilities project without raising taxes. If the number of housing units were double SGA's assumptions, the total fiscal impact would jump to $4,021,634 or $125,676 (1.8% of the Town's 2016 tax revenue) or $.73/$1000, which could offset $3,000,000 in new borrowing. See the Appendix for SGA's full presentation.
4. **Regardless of the redevelopment potential of the HEJ building, the FMPC concluded that the many benefits of the Town retaining the building would outweigh any money the Town could get for the building** (either through purchase or property tax income).
5. The FMPC recommends that the Town continue to consider the redevelopment potential of any properties it may surplus in its facilities planning. **The FMPC recommends conducting a market study of potential surplus buildings.[14] In addition, the Town could consider issuing an RFI to identify which entities may be interested in surplus Town properties. This approach might spark novel ideas for solving the Town's facilities challenges through public/private partnerships.**

[13] Don Southwick, Barry Roberts, and John Kuhn

[14] In December, the Town applied for a grant from Mass Downtowns Initiative to conduct a real estate market analysis for Williamsburg and Haydenville centers with a focus on potential surplus buildings. The Town is awaiting news of whether the grant will be awarded.

iv. If, as the FMPC recommends, the HEJ building is retained by the Town, it will need a significant amount of work that will likely consume a large portion of the community's potential capital budget (including feasible over-rides) for the coming decades.

v. **Based on the town's limited capital budget, it is unlikely that the Town can afford upgrades to both the HEJ building and the Town Office in Haydenville.** Given that the Town is outgrowing the Haydenville Town Office, there is substantial impetus to move the town office functions and senior center to the HEJ and to surplus the Haydenville Town Office. The FMPC has considered several alternative approaches:

1. Retain both buildings and do a partial renovation of both of them. For example, renovate only one floor (plus the envelope) of HEJ and move either the Town Offices or the Senior Center there. Retain the other function in the Haydenville Town Office with minimal renovations. This approach may carry higher operational costs since the Town would need to operate two buildings instead of one. It would maximize the Town's flexibility in the future.
2. Retain both buildings and use some form of public/private partnerships to pay for renovations and/or operations.
    a. For example, the Town could move its functions to the HEJ but retain the Town Office and arrange a triple-net lease to a private entity (likely a community service organization). This approach has several advantages. The Town retains space that it may need in the future. As can be seen with the public safety complex site exploration, acquiring new property for public use in Williamsburg is a formidable challenge. Also, it could catalyze private sector activity that the Town desires.
3. **The FMPC has reached consensus that the Town should not make additional long-term investments in the Town Office and that the Town should begin transitioning toward centralizing town functions at the HEJ building.**

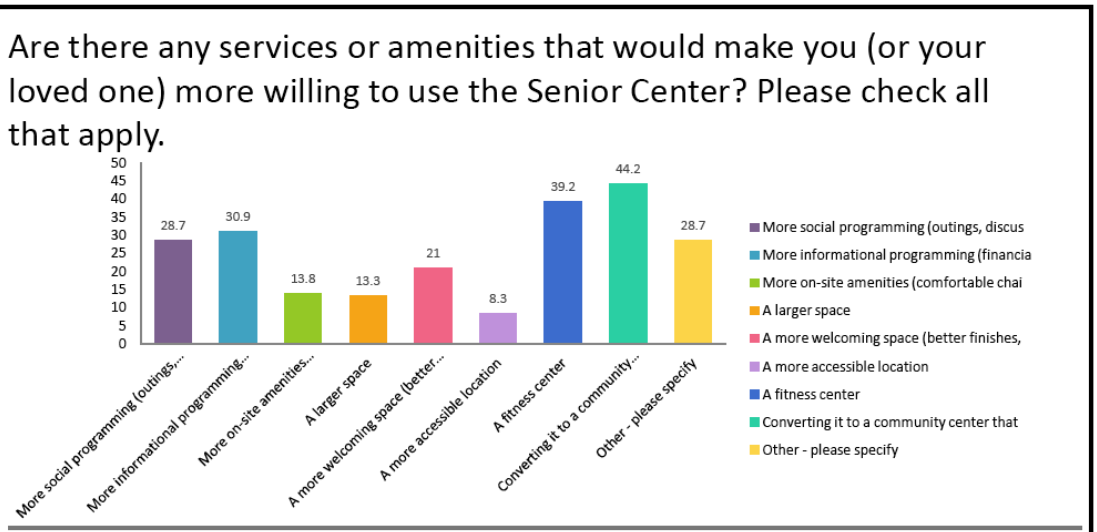
11. The consensus of the FMPC regarding reuse of the Helen E. James building should be viewed as provisional at this point. Space programming, design work, and cost estimating need to be completed in order to confirm that the building would support the uses that the FMPC envisions for it. Information that is needed includes:
    a. the long-term space needs of departments currently located in the Haydenville Town Office including the Senior Center,
    b. the suitability of the HEJ building and site for various functions (how well the rooms and structure of the building would meet needs),
    c. the Town's long-term budget for facilities projects,
    d. and the values and goals of the community at large.

Senior Center Facility Needs

12. Background on Senior Center Facility Needs
    a. The Senior Center is outgrowing its space in the Town Offices. The Senior Center currently uses about 3,405 square feet of space in the Haydenville Town Offices.[15] 1,465 square feet is dedicated to the Senior Center only, while 1,940 square feet is shared with other departments (for example auditorium, bathroom, and planning board room are shared). The 2005 Senior Center Study estimated that a standalone Senior Center would need about 3,475 square feet[16]—about the same amount as the space the Senior Center is currently using. Since 2005, the population of older adults in the town has grown substantially and so a new feasibility study would likely result in a larger estimate in space needed.
    b. If the Haydenville Town Offices were to undergo a major renovation, it is possible that both the Senior Center and offices and meeting space for other town departments could be accommodated in the building, but there will be little room for growth or flexibility. Competing needs for spaces and room scheduling would be long-term challenges.
    c. The rising generation of older adults is much larger than past generations of older adults in Williamsburg and will live longer. This group will need services, but is not attracted to the current Senior Center. Survey results and committee discussions indicate that the type of programs offered by the Senior Center, its hours of operation, and its branding may be limiting utilization of the current Senior Center. Survey respondents say they would be more willing to use the Senior Center if it included a fitness center (39% of respondents) or if it was converted to a Community Center (44%). See the graph below:

[15] Based on measurements taken from an un-dimensioned floor plan in the Building Needs Report. Estimates are very approximate. Estimate does not include circulation space or wall thickness.

[16] Not including circulation and wall thickness, which bring total to 4,518 square feet.



Value	Percent	Count
More social programming (outings, discus	28.7%	52
More informational programming (financia	30.9%	56
More on-site amenities (comfortable chai	13.8%	25
A larger space	13.3%	24
A more welcoming space (better finishes,	21.0%	38
A more accessible location	8.3%	15
A fitness center	39.2%	71
Converting it to a community center that	44.2%	80
Other - please specify	28.7%	52

Figure 1: Survey results, services or amenities that might increase Senior Center usage

d. The Haydenville Town Office building is a suitable location for the Senior Center if additional space could be dedicated to the Senior Center

e. The Helen E. James building is a suitable location for the Senior Center. It is large enough to accommodate both the Senior Center and the Town Offices and some additional functions.

f. A previous study found that there is space on the Haydenville Town Office site to build a freestanding Senior Center. Several concerns with this idea have been raised: 1. this reduces parking for the Town Offices and the church next-door; 2. the program for the previous study may not meet the current needs of the Senior Center given the growing population of older adults in the Town and the desire for expanded Senior services

g. The site of the Haydenville Police/Fire Station is not large enough for use by the Senior Center.

h. The Old Town Hall is smaller than the space required for a Senior Center and lacks convenient parking.

i. The site of the Williamsburg Fire Station Site has not been evaluated for use by the Senior Center. It is too small to accommodate a Senior Center.

13. Next Steps for facilities planning for the Senior Center

a. **The FMPC recommends that the Town re-examine the model of the Senior Center.** Models to explore include: a center that provides broader senior services for residents of the full Hilltown region; a multi-generational community center; a distributed Senior Center that takes advantage of spaces throughout Town.

b. **After the best model for the Senior Center has been determined, the Town**

should commission an architectural feasibility study to determine the facility needs of the Senior Center and other town departments. The study should be guided by a reasonable target construction budget and robust public input. It should begin from the assumption that the Helen E. James building is the preferred location for these functions. This study would build on the Collier's Building Repurposing Study.

c. Despite the lack of clarity of a model for the Senior Center, the previous Senior Center study and guidance from Executive Office of Elder Affairs provide rough guidance on the total space needs for the Senior Center. It appears that a Senior Center would require approximately 4,500 square feet minimum. 1,950 square feet would be dedicated space for the Senior Center. An additional 2,500 square feet could be shared with other town departments if they are located in the same building. Shared spaces would include bathrooms, a multi-purpose room, a kitchen, a conference room, janitor's closet, and building circulation and mechanical space. It would be reasonable to use this number for rough space planning until a more detailed program has been developed for the Senior Center. See the materials in the Appendix for more on existing and projected space needs for the Senior Center.

Public Safety Facilities

14. The Williamsburg Public Safety Complex Committee (WPSCC) has made admirable progress in the development of the public safety complex concept. The FMPC recognizes the time effort and money that has gone into the effort thus far. In addition, the FMPC recognizes the deplorable state of the current Haydenville Fire/Police Station and the Williamsburg Fire Station, and the challenges inherent in siting a new facility. The FMPC has carefully evaluated the public safety complex concepts represented by the DRA report, *Public Safety Complex Feasibility Studies, Williamsburg, MA* (2015), subsequent memos from the WPSCC to the Board of Selectmen, meeting notes from the public input sessions related to the project, and has toured the two current facilities. In addition, the FMPC conducted a survey, which solicited input on the public safety complex proposal.

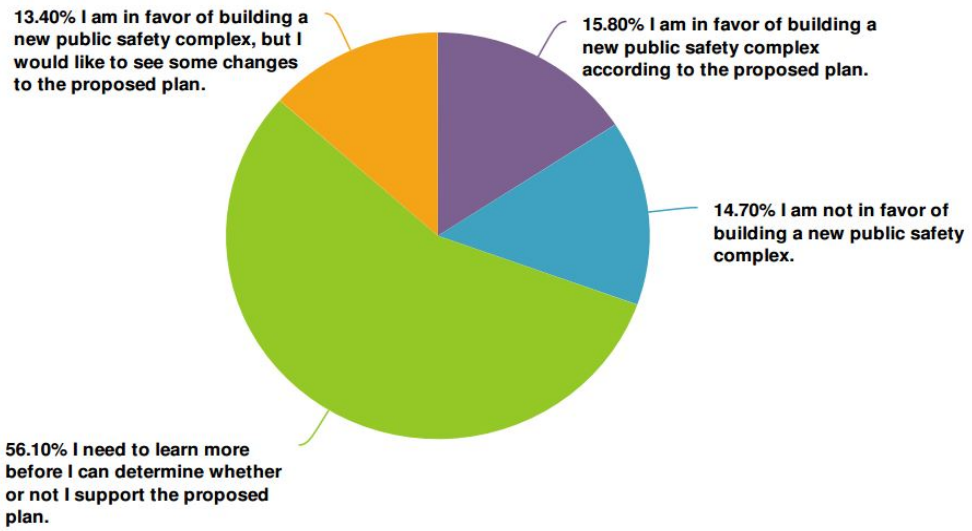
15. **Like the Board of Selectmen and various previous committees, the FMPC concluded that improvements for public safety departments should be the Town's highest priority facilities project**. Their facilities are inadequate and in poor condition. Survey respondents highly prioritized continued spending on Fire and Police services as shown in Table 1.

Survey Results, Which of the following should the town prioritize for continued spending on services or physical infrastructure?

High Priority	# (out of 454)	Medium Priority	# (out of 454)	Low Priority	# (out of 454)
Fire services	290	Building Maintenance	262	Cemeteries	267
Schools	281	Solid waste management	261	Trails and Recreation	157
Police services	213	Senior services	241		
Library	204	Grounds Maintenance	236		
		Town finance & administration	231		
		Town government	230		
		Board of Health	228		
		Road maintenance	208		
		Sidewalk construction & maintenance	207		
		Veterans programs	199		
		Inspectional services	198		

Table 1: Survey results, priorities for spending on services or infrastructure

16. **There does not appear to be sufficient voter support for the public safety complex as shown in the DRA report to warrant bringing it to town meeting for a vote.**[17] Survey results show that many residents are open to facilities improvements for public safety, but committee discussions and public outreach[18] have shown that few people are enthusiastic advocates of the project, as proposed. The project does not appear to have the groundswell of support that it would require to be approved at town meeting.



Value	Percent	Responses
I am in favor of building a new public safety complex according to the proposed plan.	15.8%	61
I am not in favor of building a new public safety complex.	14.7%	57
I need to learn more before I can determine whether or not I support the proposed plan.	56.1%	217
I am in favor of building a new public safety complex, but I would like to see some changes to the proposed plan.	13.4%	52
	Total:	387

Figure 2: Survey Results, feelings about proposed public safety complex.

[17] This applies to either DRA drawing 2.1 (the freestanding public safety complex on the Helen E. James school site) or DRA drawing 3.1 (a free standing fire station/EOC with police in the ground floor of the Helen E. James school site).
[18] Including informal discussions and a straw poll held at the Smart Growth America workshop on November 30.

Residents recognize the need for public safety facilities improvements, and appear willing to pay for reasonable improvements, but they have concerns about the specific proposal(s) on the table. DRA 2.1 appears to be the preferred concept coming out of the Williamsburg Public Safety Complex Committee. Concerns about the DRA 2.1 proposal include:

a. The program (and resulting preliminary building design and cost estimate) for the public safety complex is perceived as being out of scale with the Town's needs and fiscal resources.

b. Residents highly value the Helen E. James School site. They feel that site is the prime opportunity to improve Williamsburg Center for any number of goals. Residents would like the site to be actively used for public functions to which residents have day-to-day access. Siting a public safety complex there is perceived as closing off other opportunities—especially the possibility of a town green. If any other site option proved viable, it appears that a majority of residents would not choose to locate a public safety complex on the Helen E. James School site. However, the DRA report about the Public Safety Complex—as well as the FMPC's investigation into siting—has shown that the Helen E. James School site may well be the only viable option for a consolidated public safety complex.

   i. **In order to reconcile the competing interests for the HEJ site, the FMPC recommends further study of potential sites for the Public Safety Complex, including redefining the program for the public safety complex in ways that may open new site possibilities.** Examples of programmatic changes that might open new site possibilities include: reducing the size of the building; reducing the number of apparatus bays; considering apparatus bays that are not drive-through; considering a two-story building; retaining separate facilities for police, fire, and/or emergency operations center.

   ii. **In addition, the FMPC recommends that any design for a public safety facility located at the HEJ site be more carefully designed so as to leave as much of the remainder of the site available to satisfy other Town goals.**

c. Residents are concerned that the Public Safety Complex, as proposed in the DRA report, will degrade the historic and aesthetic character of Williamsburg Center. The bulk of the building (in particular the large gambrel roof) is not in character with it surroundings. The street-side front of the building lacks visual interest. The building does not have a public front door facing the street, the garage doors dominate the façade, the wall adjacent to the garage doors lacks sufficient windows or other elements to break up its long plane, and the brick wainscoting is out of character with local vernacular.

   The FMPC recommends exploring whether it is possible to reduce the bulk of the proposed public safety complex building, reduce the appearance of its scale particularly from the street, and add a front door facing the street.

d. Residents are concerned about the site design for the public safety complex as shown in the DRA report. In particular, the driveway from the public safety, as shown in the DRA report will conflict with the proposed Mill River Greenway.

The driveway is very wide and will degrade walkability, bikeablilty, and streetscape aesthetics at a key gateway to Burgy Center.

The FMPC recommends further exploration of how the building would be sited in relation to the HEJ School and of the circulation pattern around the building—especially the width of the driveway entering Route 9.

e. Residents are concerned about the cost of the proposed Public Safety Complex. They recognize that buildings "cost what they cost," but they also recognize that the scope (program) of a building project can be reduced to reduce its budget.
   i. **The FMPC recommends re-assessing (or better explaining the necessity of) the program of the public safety complex.** This could include re-examining the assumption that a single combined public safety complex is the Town's best option, or evaluating the number and size of rooms within the building and the number and configuration of apparatus bays.
   ii. **The FMPC recommends that the Town clarify the expected operational structure and needs of the fire department over the lifetime of a new building (50+ years).** Will the fire department contract? Expand? Will it shift from a volunteer fire department to a paid department, or hybrid model? What is the anticipated balance of emergency response and fire-fighting functions? Will the proposed building meet—and not exceed—the operational needs of the Fire Department? Is it possible to build the bare minimum now while providing flexibility to grow in the future?

17. A design exercise was undertaken to illustrate how the DRA proposal program might be re-configured to reflect a broader set of community values and needs by re-orienting buildings to reduce the apparent bulk, while providing the same area program requirements (with the exception of eliminating one vehicle bay in the Garage), and employing a more standard structural system more conducive to fabricated steel building shell construction. Combined and separate facilities were explored (based on the programs for DRA drawing 2.1 and 3.1 respectively). The results show that re-design can result in a permanent green common of about one third of an acre and that the garage doors may be hidden from the street view, but the use of the land is restricted with regard to other important Town Center functions on such a prominently important site. The following two drawings illustrate alternate configurations of a public safety complex on the Helen E. James site that attempt to address some of the concerns identified above.

Figure 3: Alternate Design for Public Safety Complex, based on DRA Study #2

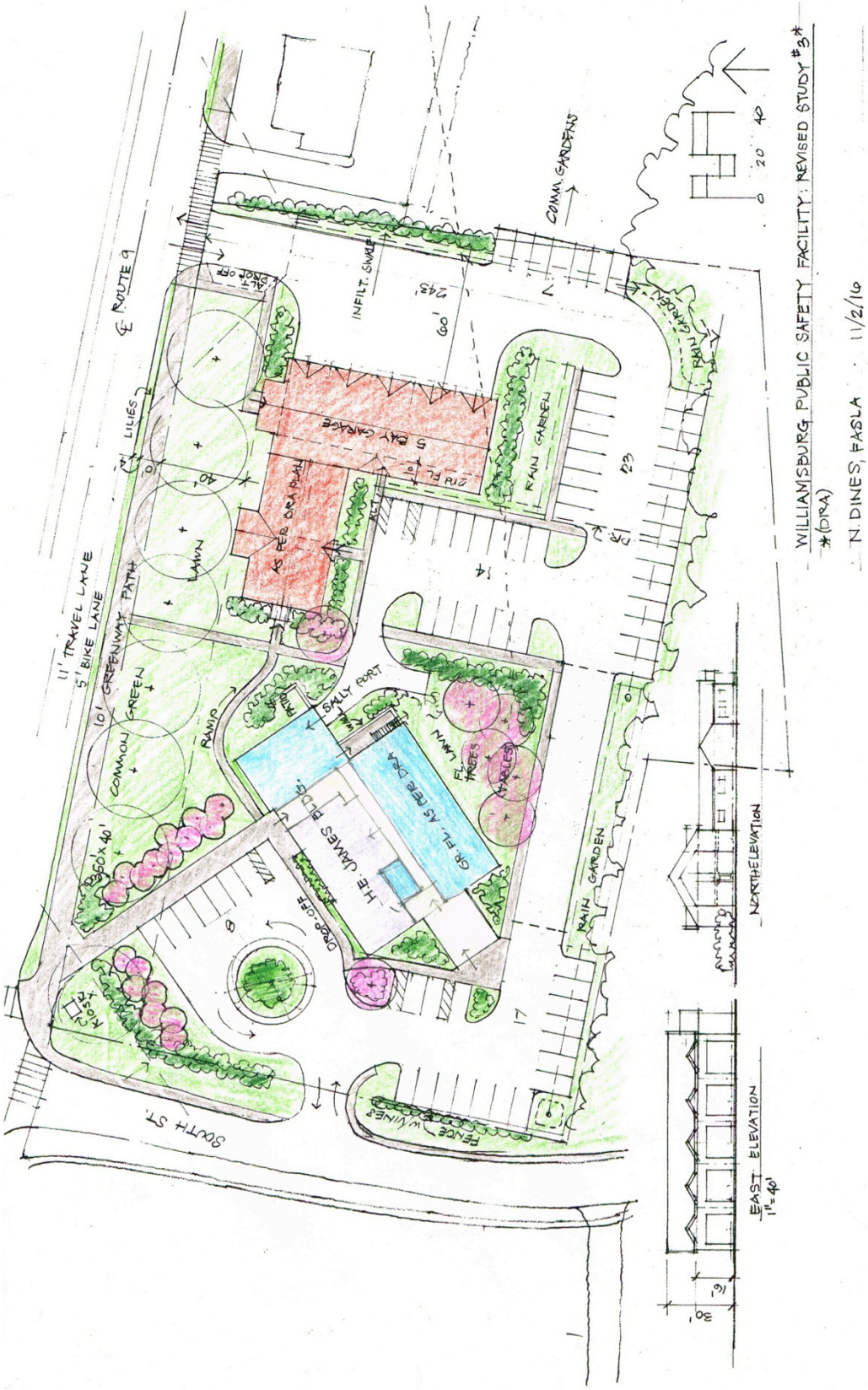


Figure 4: Alternate Design for Public Safety Complex, based on DRA Study #3

18. The FMPC has extensively debated the concept of locating the Police Department in the ground floor of the Helen E. James School (DRA drawing 3.1 or the second alternate concept drawing above). In addition to the Pros and Cons listed on page 9 of the DRA report, the FMPC's debate has revolved around the following points about locating the police department in the ground floor the HEJ building:
    a. Pros
        i. Reduces the scale of the fire station, which could open other possible sites for the fire station and/or could improve the site design and character of the fire station if it is located on the HEJ site.
        ii. If the Town retains the HEJ building, it will need to invest in envelope and site improvements to the building, whether or not Police are located there. If the Police Department is located on the ground floor, these costs can be spread across more Town functions, potentially reducing the overall cost of all of the Town's necessary facilities improvements.
        iii. Takes advantage of space in the HEJ building that the Town may not have another immediate use for.
    b. Cons
        i. Reduced space and operational efficiency between Police and Fire
            1. However, the loss of efficiency in shared spaces between Fire and Police may be partially made up by shared spaces between Police and other town functions. For example, some long-term storage space may be partially sharable with other Town departments. Meeting and training rooms may be sharable with other Town functions.
            2. However, some members of the FMPC are not convinced that a single public complex adds significant operational efficiency, given that Williamsburg's departments are part-time and/or volunteer and so do not spend as much time at their facilities as full-time departments would.
        ii. Potential incompatibility of police use and other Town uses in the building.
        iii. When Police are located in the ground floor of the HEJ, the site design becomes more complicated. Some members of the FMPC are concerned that the whole southeast face of the HEJ building will become de facto private space for the Police due to safety concerns with the sally port entrance. This conflicts with the goal that as much of the HEJ site as possible is open to regular public use, as possible.
    c. Overall, the FMPC is not fully convinced that a combined public safety complex is the best solution for Williamsburg. It recognizes the political, construction, and operational efficiencies of consolidating public safety into one building. But it also recognizes that the approach comes with inherent challenges due to the scale of the facility that results—especially in a town with few large flat parcels outside the floodplain.
    d. If the police and fire are to be located in separate facilities, the FMPC does not currently support locating the Police in the ground floor of the HEJ building. The Cons stated above outweigh the Pros. That said, given the significant unknowns about other potential locations for public safety, and unknowns about other future uses of the HEJ building, the FMPC is open to reconsidering this

conclusion.

19. A design exercise was undertaken to illustrate how the Helen E. James parcel might be used if the Town retains ownership of the building and land and finds an alternate location for the public safety complex. Two concepts were developed. The first concept, "Town Common and Park Plan Study," shows a large open lawn, community gardens, a terrace and space for a winter skating rink on the open land. The second concept, "Old Town Hall Site Plan with Park & Ride Lot," shows the Old Town Hall moved to the Helen E. James site, a public parking lot is located next to it, an open lawn completes the campus. Both concepts incorporate a wide greenway path buffered by a wide greenspace with regularly spaced trees.

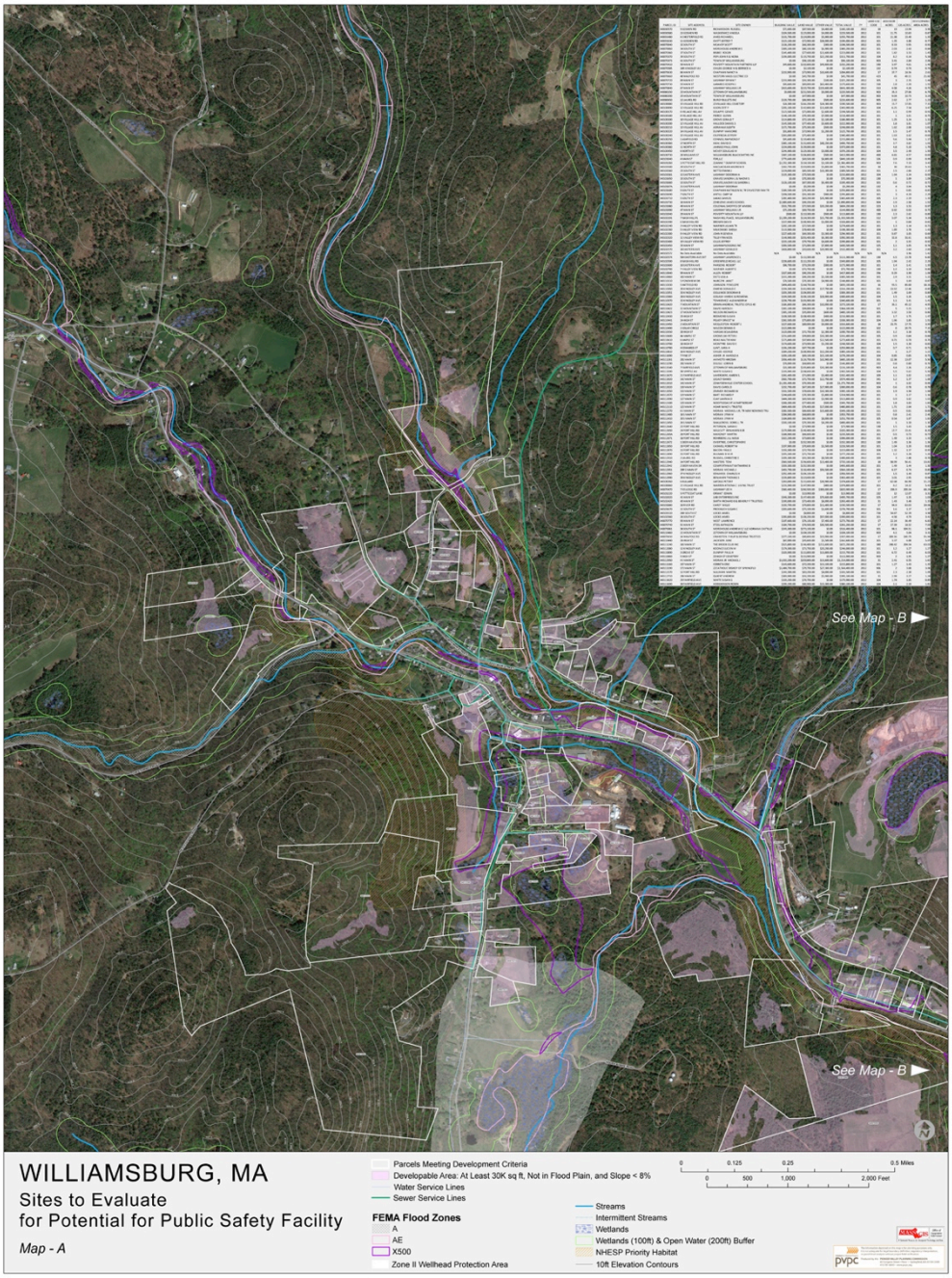
Figure 5: Town Common and Park Plan Study, assumes public safety complex not located at HEJ site.

Figure 6: 'Old Town Hall' Site Plan with Park & Ride Lot, assumes public safety complex not located at HEJ site.

20. The FMPC recommends that the Town use the following *Decision Tree* to determine whether or not to site a Public Safety Complex Site at the Helen E. James School.

a. Evaluate all other possible sites for public safety complex:

i. Use the map called *Sites to Evaluate for Potential for Public Safety Facility,* to identify potential sites that may be appropriate for public safety functions. Large format prints and a digital version of this map have been provided to the Town. A low-resolution version is included here for reference.



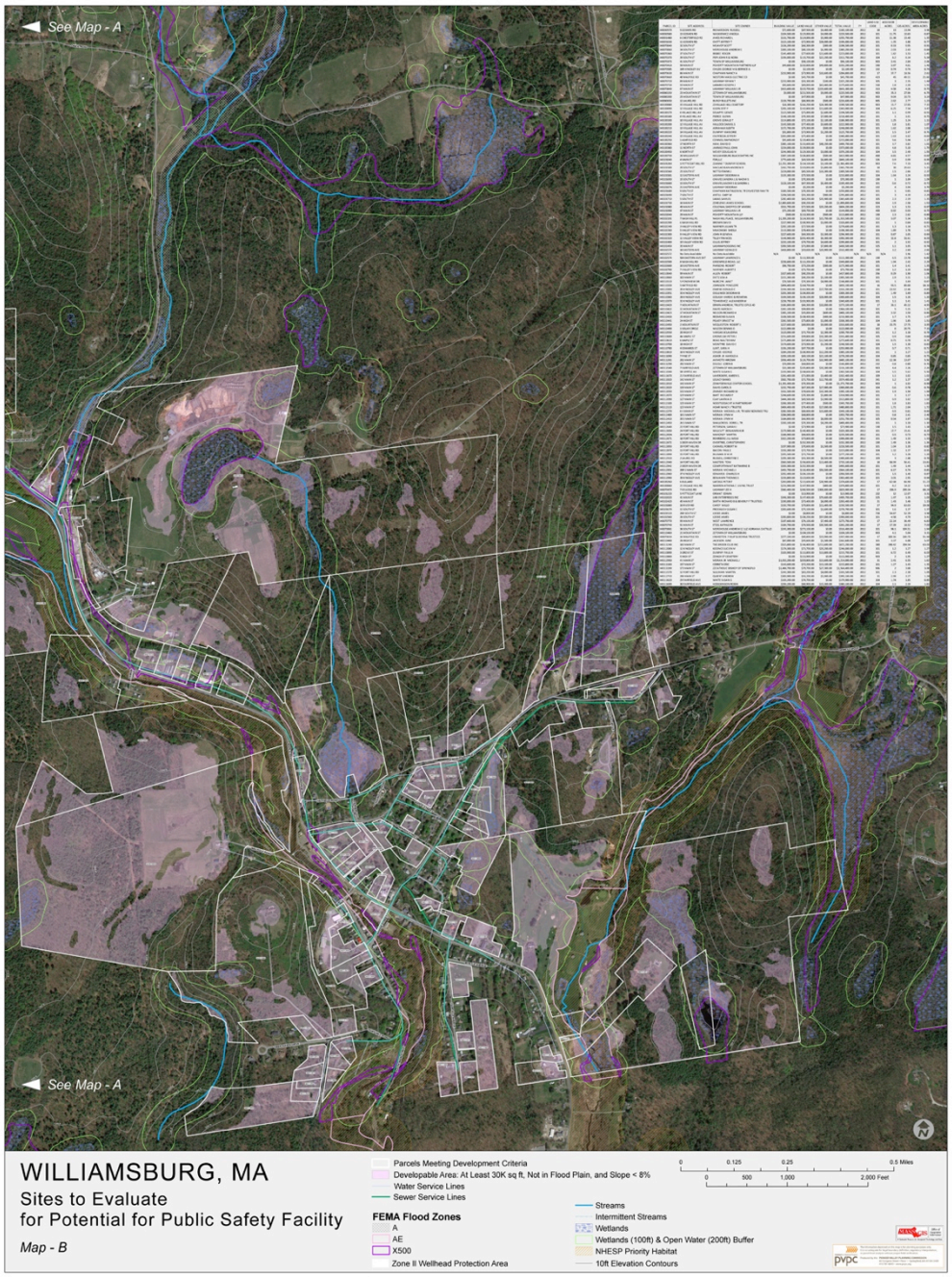
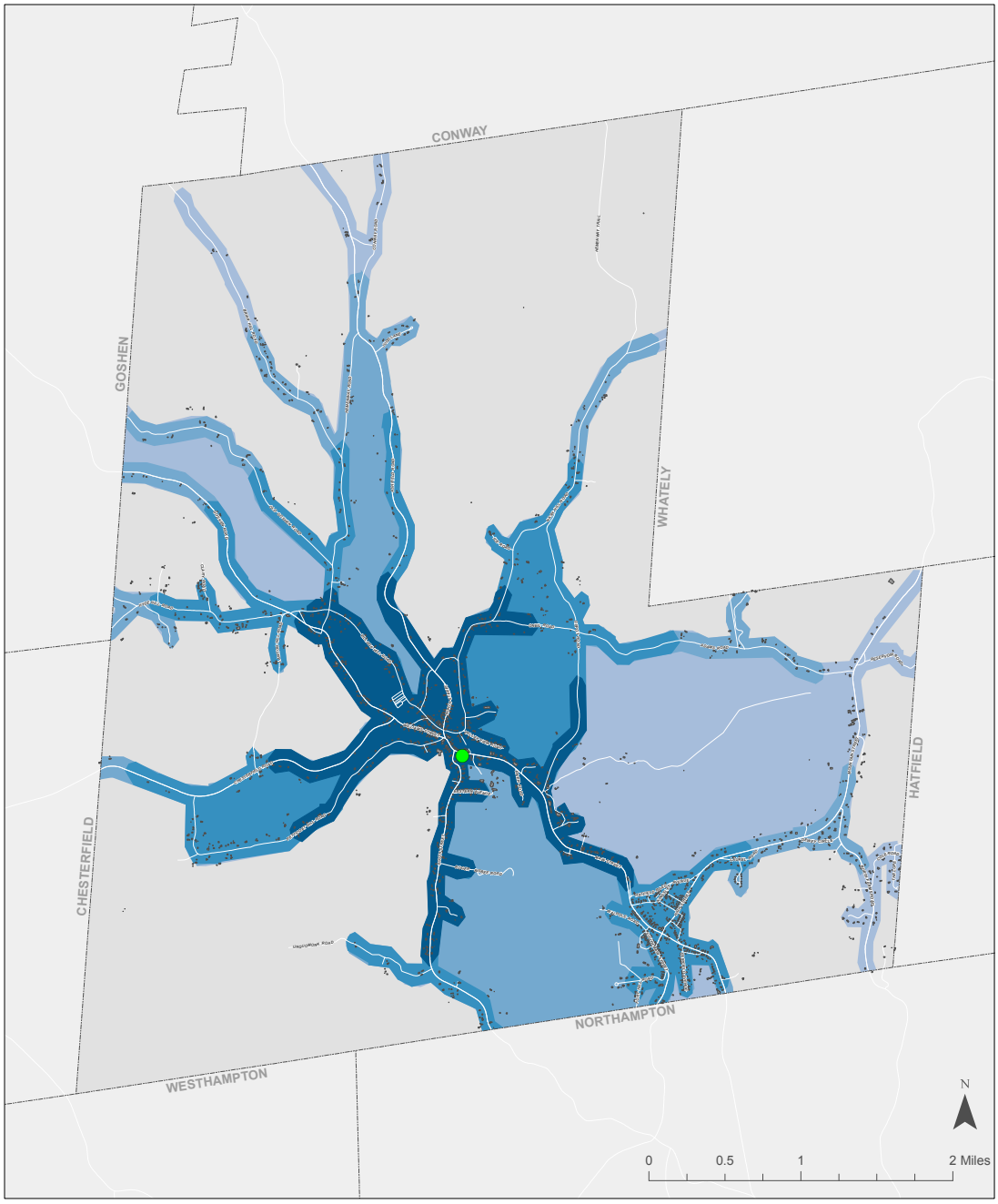


Figure 7 and Figure 8: Sites to Evaluate for Potential for Public Safety Facility, Maps A and B

ii. In addition to the criteria shown on the site evaluation map (floodplains, slope, availability of sewer and water), the Town should consider the following site selection factors:

1. Response time. Response time for fire services in Williamsburg has two aspects: the time it takes to muster volunteer firefighters to the station and the time it takes to drive equipment to the emergency site. The time to muster volunteers changes from moment to moment and is highly dependent on the varied schedules of volunteers. Currently, the vast majority of volunteer firefighters live between Burgy and Goshen. This means they can access a Burgy center location faster than a location in Haydenville. However, that could change over the lifetime of a public safety building. The time to travel from the station to the site of an emergency is more predictable. Burgy center provides quick access to more households than other locations in Town—that is because households are more clustered around Burgy Center than any other location in Town. See the Fire Station Location Maps below.

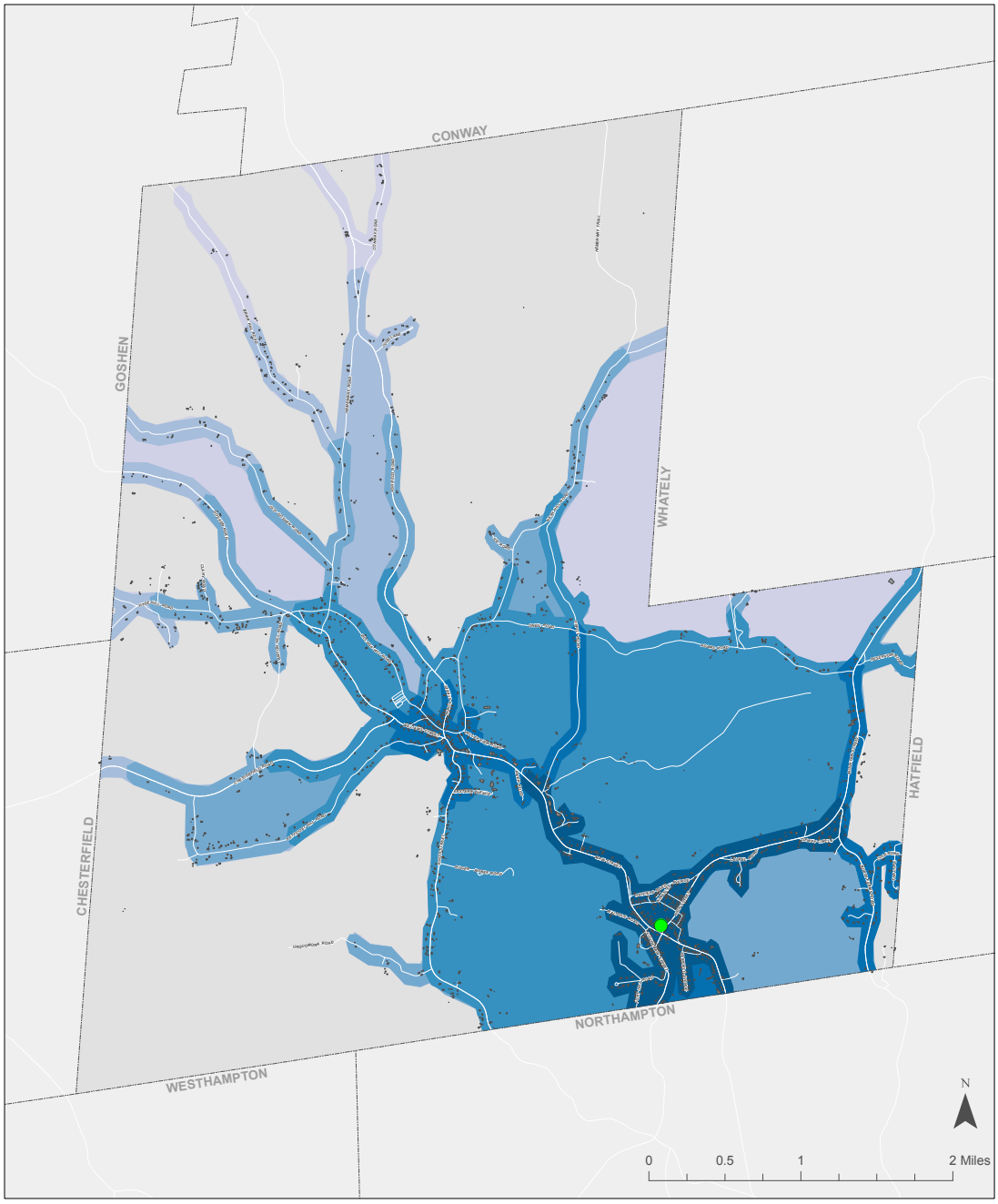


Fire Station Location:
Helen E. James School

Fire Station Location

1.5 Mile Service Area: 162 Households
2.5 Mile Service Area: 542 Households
3.5 Mile Service Area: 712 Households
4.5 Mile Service Area: 814 Households

Figure 9: Service Area Map for a Fire Station Located at Helen E. James School



Fire Station Location:
Town Offices

Fire Station Location

1.5 Mile Service Area: 243 Households
2.5 Mile Service Area: 329 Households
3.5 Mile Service Area: 679 Households
4.5 Mile Service Area: 854 Households
5.5 Mile Service Area: 900 Households
6.5 Mile Service Area: 947 Households

Figure 10: Service Area Map for a Fire Station Located at Haydenville Town Offices

2. Redundancy of routes. The location of public safety functions should provide several routes to other locations in Town, in case the primary route is blocked—due to flooding, fallen trees or another obstruction. Because the Town's population is largely clustered around Burgy and Haydenville Centers, connections between them are the primary concern with regard to road redundancy. A location near the intersection of Route 9 and North Street in Burgy Center, or near Route 9 and High Street would provide the quickest access to redundant routes between Haydenville and Williamsburg. More information on this topic can be found in the Town's Hazard Mitigation Plan including:
    a. There are several roads in Williamsburg that are prone to periodic flooding including Route 9 at the Snack Shack. Route 9 flooded at Worthington Air Automotive during Hurricane Irene. Whether the likely depth of flooding would prevent emergency response vehicles from crossing these points has not been determined.
    b. The Bridge Street Bridge between the current Haydenville Fire/Police station and Route 9 in Haydenville could be unusable in heavy flood events and therefore emergency responders at this location could be stranded. According to the Town's 2016 Hazard Mitigation Plan, "The center bridge pier is subject to scour and could be undermined. Heavy flows could put the structure at risk."
    c. Roads can be blocked by fallen trees, especially in high wind or heavy precipitation events.
3. Availability of sufficient water for a sprinkler system. There is insufficient water for a sprinkler system along Route 9 between just east of the Helen E. James School and approximately the Haydenville Library. Sites without adequate water will require a booster and water storage.[19] **The FMPC recommends further investigation of the cost of equipment to provide sprinklers in locations with insufficient water pressure or volume.**
4. Wetlands and buffers and river resource areas
5. Steep slopes and curves along roads between potential sites and population centers.
6. Compatibility of adjacent uses
7. Purchase price

iii. Contact owners of properties that may provide a reasonable site for the public safety complex to inquire whether they have any interest in selling or donating land within a reasonable time frame.

iv. If a reasonable alternative site with purchase potential is identified, proceed with evaluation of whether it is preferable over the HEJ site based on the holistic planning goals and criteria above

v. If there is no reasonable alternative go to the next step

[19] These locations need to be confirmed with Bill Turner, Williamsburg Highway Superintendent.

b. Further evaluate the floodplain at the HEJ site.[20] The FEMA flood plain maps for Williamsburg were last updated in 1981. The technology with which they were produced is outdated and conditions within the watershed have changed in the intervening years—additional development and more frequent large precipitation events likely will result in more frequent large flood events. A representative from MEMA suggested that the flood plains shown on FEMA maps for Williamsburg be considered "plus or minus two-hundred feet." That range is significant on a parcel the size of the HEJ—especially when the design of the proposed public safety runs up to the edge of the floodplain shown on the map. Recent discussion at a meeting of the Williamsburg Public Safety Complex Committee indicated that FEMA intends to update the flood maps for Williamsburg in 2017. The FMPC was unable to confirm this with either MEMA or FEMA.

   The FMPC recommends that: 1. the Town continue outreach to FEMA to determine whether FEMA is planning on revising its maps in the near future; 2. the Town hires an appropriate consultant (landscape architecture or surveying and engineering firm) to survey the property and the relevant watershed and model the likely 500-year flood events on the property.[21]

   i. If the 500-year floodplain covers less of the property than shown on FEMA map, then
      1. Apply to FEMA for Letter of Map Amendment (LOMA)
   ii. If the 500-year floodplain covers more of the property than shown on the FEMA map, then
      1. Re-evaluate design of public safety complex. Is it still feasible on the HEJ site? Does the public safety complex need to be downsized to fit available land (by separating police, fire, and/or EOC, and/or by retaining two fire stations)

c. Concurrent with a. and b. above: Set a not-to-exceed budget for public safety complex that reflects a long-term plan including other Town facilities needs.

d. Work with Public Safety Complex Committee to revise program for public safety complex to match budget, including exploration of whether separate facilities for police, fire and/or emergency operation center has advantages over a single facility.

e. Proceed with additional architectural studies, as needed.

---

[20] This step could be concurrent with a. above

[21] There may be concern that if the Town were to evaluate the floodplain and learn that it is larger than shown on the FEMA map it could eliminate the last remaining suitable site for the public safety complex. The FMPC believes the Town would be "better safe, than sorry." There has been some confusion about the role that floodplains play in public safety siting. There is an executive order that precludes federal funding to any aspect of a critical facility in a floodplain. This includes federal grants the Town routinely uses to pay for things like radios, or re-breathing equipment, not just construction of the public safety facility itself. However, a Town can site a public safety complex in a floodplain, if appropriate mitigation techniques are employed such as flood proofing the building. Mitigation techniques however cost money and they can compromise the efficiency of emergency response.

Facilities Scenario to Explore Further

The Facilities Master Plan Committee has come to a consensus that the Town should work toward implementing the following facilities scenario:

Location	Use									Notes
	Town Departments					Community Orgs. Using town-owned space		New Uses		
	Town Office functions	Senior Center	Fire	Police	Emergency Operations Center	Historical Society	Commons Group	Other (see notes)	Redevelop [22]	
Helen E. James										
Building	■	■				■		■		Other Use: storage on ground floor
Site								■		Site use: Town green, community garden, parking, etc. Also consider moving Old Town Hall to site
Town Offices, Haydenville									■	Preference would be for reuse by a community service organization
Old Town Hall									■	Preference would be for reuse by a community service organization or Commons Group. Consider moving building to HEJ site as a last resort if no suitable reuse can be identified
Williamsburg Fire Station									■	Surplus
Haydenville Fire/Police Station									■	Preference would be for reuse by a community service organization.
Haydenville Library								■		Other use: Meeting space and/or visitor's center
Other Location			■	■	■					Identify alternate location, if possible

[22] Could include a variety of surplus methods or public/private partnership arrangements. For example, lease for business use, sell for housing development, sell to property developer and lease back part of a building, etc.

Relative Cost of Facilities Projects

Project	Cost of Project	Source
Helen E. James Renovation	$3 - 7 million	Collier's/DRA
Haydenville Town Offices, Renovation	$1.5 - 3.1 million	Collier's
Free-standing Public Safety Complex	$4,000,000	DRA 2.1
Free-standing Public Safety Complex (pre-engineered)	$1.9 – 3.2 million	WPSCC Dick Kiloski – DRA Estimate for Heath Public Safety Project
Freestanding Fire Station. **With architect designed offices and pre-engineered apparatus bays (4 single-loaded bays). Includes $700,000 for site work**	$1.9 million	PVPC estimate based on relevant DRA estimates
Old Town Hall Renovation	$1.25 million	Austin Design
Old Town Hall Renovated for Police Station with addition	$1.8 million	PVPC based on Austin Design + relevant DRA estimates
New Senior Center	$1.5-2.5 million	Various sources

Estimated Cost of Proposal: Low-end estimate: $7 million; High-end estimate: $11 million

Estimating Debt and Property Tax Impacts

			Increase in annual tax bill, per assessed value:				
Amount Borrowed	**Debt Service (annual equal payments)**	**Tax Rate Impact per $1000 assessed value**	**$200,000**	**$250,000.00**	**$300,000.00**	**$350,000.00**	**$400,000.00**
$1,000,000	$73,582	$0.24	$48.00	$60.00	$72.00	$84.00	$96.00
$3,000,000	$220,000	$0.73	$146.00	$182.50	$219.00	$255.50	$292.00
$6,000,000	$441,000	$1.46	$292.00	$365.00	$438.00	$511.00	$584.00
$7,000,000	$515,072	$1.70	$340.00	$425.00	$510.00	$595.00	$680.00
$9,000,000	$662,000	$2.18	$436.00	$545.00	$654.00	$763.00	$872.00
$11,000,000	$809,399	$2.67	$534.00	$667.50	$801.00	$934.50	$1,068.00

Conclusion

Years of deferred maintenance combined with aging buildings and the changing needs of town departments have left Williamsburg with significant needs for town facilities improvements. These improvements, if planned carefully, will enable Williamsburg's Town government to function efficiently over the next 50-100 years. The Town faces significant capital costs over the coming decades that will be a burden to both Town government and taxpayers. However, if those investments are made wisely, the Town will be left in a better position with buildings that are cost-effective to operate and maintain. The Town has been left a legacy of historic buildings by past generations. Those buildings have served admirably for many years. The Town once again has the opportunity to invest in facilities that will define the sense of place for Williamsburg for generations to come, inspiring pride in the Town, supporting community building, and improving the village centers with attractive green spaces, safe legible sites, and attractive buildings.

The FMPC thanks the people of Williamsburg for the opportunity to participate in these weighty decisions and looks forward to continuing to work with the Board of Selectmen to advance the Town's facility planning.

Appendix 1, Findings from Recent Reports on Town Facilities

(Prepared by PVPC for FMPC Meeting #1)

Town of Williamsburg, Building Needs Committee

(Final Report of Building Needs Committee)
December 7, 2010

Contains detailed inventory and evaluation of town owned buildings. Makes recommendations for repair and improvements.

Evaluation

- Many of the Town's buildings are in disrepair and suffer from deferred maintenance.
- Town Offices:
    - Survey of Town Boards and committee indicates need for 5,000 square feet of additional space
    - Building requires substantial renovation and reconfiguration of spaces
- Public Safety Facilities in Haydenville and Williamsburg
    - Facilities are inadequate and present many safety issues
    - Estimated that Williamsburg would need a facility of approx. 11,000 square feet, identified two potential sites James and Mass Electric sites) and produced conceptual site layouts
- Town Libraries
    - Meekins in best condition of any Town Building
    - Haydenville Library is architectural significant but operationally challenging. Both building need a set aside of capital funds to pay for deferred maintenance
- Old Town Hall
    - This building and the Grange are most prominent examples of Greek Revival architecture in the village center.
    - Condition of serious concern
    - Historical society would need at least 2,000 sq. ft. of conditioned space (building currently unheated)
- Town Highway Garage
    - Building in adequate condition.
    - Could use improvements to driveway and parking areas
    - Has been maintained
- Elementary Schools
    - Not studied in depth (the town was embarking on a state-sponsored study of the school buildings)
- Overall:

- Town has more square footage than it needs, but is hampered by duplication of spaces and loss of efficiency from dual locations for several services.

Recommendations

- Establish position for Building Maintainer [this was completed]
- Continue to work with Energy Committee to do energy upgrades to town buildings [Work has been ongoing including recent replacement of heat system in Haydenville Town Offices funded in part by Green Communities program]
- Likely that James School will be vacated [this did happen]
    - Reuse James school for Town offices and Life Safety (aka Public Safety). Estimated $3.4 million to renovate James for Town administrative offices, Council on Aging, Historical Society and Police Department. Estimated Fire Department at $1.6 million.
- Investigate Electric Company site for public safety complex [completed and determined to be not available]

Town of Williamsburg, MA: Helen E. James School and Town Office Building Repurposing Study

Colliers International (formerly Strategic Building Solutions)
June 19, 2015

Report summarized a visual survey of Town Offices in Haydenville and Helen E. James School and estimated costs of improvements.

Town Office Building

Option	Description	Construction Budget	Project Budget
1	Repairs only, no reconfigurations	$1,099,500	$1,462,700
2	Entire renovation, no reconfigurations	$1,576,900	$2,197,400
3	Gut renovation w/reconfigurations	$2,241,200	$3,163,400

Helen E. James School Building

Option	Description	Construction Budget	Project Budget
1	Repairs only, no reconfigurations	$1,013,000	$1,355,200
2	Entire renovation, no reconfigurations	$2,858,900	$2,876,800
3	Gut renovation w/reconfigurations	$4,489,100	$6,370,000

Public Safety Complex, Feasibility Studies, Williamsburg MA

November 18, 2015
DRA Architects

- There is only one viable site in Williamsburg for a public safety complex—the Helen E. James School. Evaluated three sites:
    - Mass Electric/National Grid Lot, 77 Main Street (not available)
    - Town Offices Lot, 142 Main Street (insufficient size)
    - Helen E. James Lot, 16 Main Street (satisfactory)
    - Criteria for appropriate site
        - Min 2 acres of reasonably level site without floodplain or other deed restrictions
        - Sites with restrictions subject to further evaluation
        - Must be served by municipal water and sewer.
        - Good sightlines on both sides at the street
        - If not Town-owned, the Owner must be willing to sell
        - Consideration should be given for future growth of the Town and growth/expansion of the facility.
        - Site proportions (no odd shapes, not too large)
        - Location should be easily found and accessible to public
        - It may be desirable to have the facility centrally located (convenience, prominent location to convey importance)
        - Avoid sties that contain shallow ledge (bedrock)
- The scheme shown in Drawing 2.1 can be built within the $4 million limit set by the committee.
    - This scheme includes a freestanding combined structure for Police/Fire. It includes three double bays for apparatus.
- Scheme 3, which includes renovation of the existing Helen E. James School for the Police Department (1st floor) and construction of a new building on the HEJ site for Fire Department, will cost more than an all-new building with combined Police/Fire.

Letter to Board of Selectmen from Building Repurposing Committee

(Final Report of Building Repurposing Committee)
December 10, 2015

- **Williamsburg Fire Station**—has no Town reuse and should be declared surplus at proper time.
- **Old Town Hall Building in Williamsburg**—best possible use is for building to be torn down or moved and replaced with parking. Because cost of renovation and lack of parking make redevelopment unattractive
- **Haydenville Fire and Police Station**—has three possible uses:
    1. Renovate or rebuild as Council on Aging Building
    2. Renovate or Rebuild as Police Station

3. Use as auxiliary space for fire department to reduce size of proposed safety complex

- **James School**—Most versatile building in Town with various possible reuses with market rate or subsidized/elderly housing highlighted. The committee said:

  "Any large structure built near this building greatly reduces the possibility of such reuse. Any use of even a portion of the building by the town virtually eliminates any possible outside or private reuse of that building.

  We feel either placing a building next to the James School or using part of the building, eliminate outside or private use and limits the building's only reuse as town offices. We believe this is not the right decision. We feel this way because reusing the building for town offices has increased costs and moves all town functions into Williamsburg Center (unless some town function is kept at the current Haydenville fire department – police station as outlined above). We feel politically moving all functions into Williamsburg will be difficult to explain and also that such a move would leave a vacant building in Haydenville, one with limited reuse, explained more next."
- **Town Office Building in Haydenville—**
  - Functions adequately as town offices. Invest in annual improvements to it.
  - Has limited potential for housing or reuse (especially reuse that would produce revenues for the Town).
  - If town Offices were moved to James School, then consider demolishing Town Offices in Haydenville and locating Public Safety Complex there
- **Additional Conclusions:**
  - "It should be noted here that none of the above buildings [Williamsburg Fire Station, Old Town Hall in Williamsburg, Haydenville Fire Department and Police Station], if declared surplus and turned over to a private developer will generate much in terms of dollars in the resale or future tax revenues."
  - James School should be declared surplus and put out for a request for proposals with appropriate conditions for its reuse. "Great care should be taken in the construction of any building near it as that greatly reduces the possibility of reuse. Preferably no building would be built there. The building can generate revenues for the town going forward, although due to its challenges, not a large amount is expected in its sale.
  - We do not feel the town should maintain ownership of any of these buildings for non-town use.

Appendix 2, Summary of Key Concerns with Public Safety Complex

(Prepared by PVPC with input from Bill Sayre)

As revealed by small group meetings held by Williamsburg Public Safety Complex Committee (April-May 2016)

1. Concerns about the cost of the Public Safety Complex
    a. impacts on property taxes
    b. impacts on long-term municipal fiscal health
2. Is the proposed architectural program (size and number of spaces) correct?
    a. Is it too big? Too small? (Especially the number of bays)?
    b. Will it suit the fire and police departments 20-30 years down the road?
3. How will building a public safety complex impact other municipal facility need?
    a. by opening or constraining spaces
    b. impacting availability of funding for other projects
4. How would siting on James School lot affect other potential uses of that site?
    a. Other town uses
    b. Development for residential and/or commercial use
    c. Park/ open space
    d. Public parking (town parking and/or park and ride)
5. If on James school site, how can the Public Safety complex visually complement the James School?
    a. Potential conflict between attractive design and lowest reasonable cost
    b. Opportunities to improve site design

Appendix 3, Preliminary Municipal Facilities Scenarios developed for FMPC

(Scenarios developed by PVPC for first meeting of FMPC. Were explored further by Facilities Master Plan Committee throughout their work)

Scenario 1

- Build public safety complex on James School site
- Renovate James School and move town offices there
- Redevelop current Town Offices (141 Main St, Haydenville)
- Redevelop Police/Fire Station #2 (16 South Main St)
- Redevelop Fire Station #1 (5 North Main St)

Scenario 2

- Build public safety complex on James School site
- Renovate current Town Offices as needed
- Redevelop James School
- Redevelop Police/Fire Station #2 (16 South Main St)
- Redevelop Fire Station #1 (5 North Main St)

Scenario 3

- Build public safety complex at James School using existing James School building + building new space on site
- Renovate current Town Offices as needed
- Redevelop Police/Fire Station #2 (16 South Main St)
- Redevelop Fire Station #1 (5 North Main St)

Scenario 4

- Purchase suitable privately owned parcel for public safety complex and build public safety complex there (location TBD—is there an appropriate parcel?)
- Renovate current Town Offices as needed
- Redevelop James School. Including additional development on James School lot as viable
- Redevelop Police/Fire Station #2 (16 South Main St)
- Redevelop Fire Station #1 (5 North Main St)

Appendix 4, What is a community Master Plan?[23]

A Master Plan is a document that is defined by Massachusetts State statute. It is the role of the Planning Board to create one and update it periodically. Essentially, a Master Plan is a tool for getting all the boards and staff working together toward a common vision, goals, and objective. It helps align their actions. Master Plans do not often get to the site-specific level. For example, a Master Plan will not say exactly when a community will need a new school, where to site it, and how much it will cost to build. A Master Plan will provide a big picture view of the current opportunities and constraints in a town, demographic, development and housing trends, major transportation issues, major issues of governance, etc. It will also provide goals and objectives for moving forward. Master Plans typically involve significant public input so that substantive issues are out in the open and some consensus around solutions evolves.

The cost to do a Master Plan varies widely, but a full Master Plan typically costs in the $100,000 to $200,000 range to produce. PVPC has produced full Master Plans for communities on a fee for service basis. See our website for examples of Master Plans we have worked on. We have also worked with many communities through District Local Technical Assistance (DLTA) to work on specific elements of a Master Plan. DLTA budgets are typically about 1/10th the cost of a full Master Plan, so it stands to reason that we can produce about one chapter of a Master Plan with a DLTA budget. Typically that includes conducting public outreach through a forum and a survey, producing necessary maps, and drafting the chapter. DLTA is funded by the Department of Housing and Economic Development. They require that the grants advance housing or economic development, so we typically use DLTA funds to work on the Land Use, Housing, or Economic Development chapter of a Master Plan.

The nine required chapters of a Master Plan are below. Some communities choose to add additional chapters.

NINE CHAPTERS OF A MASTER PLAN

(1) Goals and Policies - identifies the goals and policies of the municipality for its future growth and development. Each community shall conduct an interactive public process, to determine community values, goals and to identify patterns of development that will be consistent with these goals.

(2) Land Use - identifies present land use and designates the proposed distribution, location and inter-relationship of public and private land uses. This element shall relate the proposed standards of population density and building intensity to the capacity of land available or planned facilities and services. A land use plan map

[23] *This is a handout from PVPC to the Williamsburg Board of Selectmen for their meeting on March 3, 2016*

illustrating the land use policies of the municipality shall be included.

(3) Housing - identifies and analyzes existing and forecasted housing needs and objectives including programs for the preservation, improvement and development of housing. This element shall identify policies and strategies to provide a balance of local housing opportunities for all citizens.

(4) Economic Development - identifies policies and strategies for the expansion or stabilization of the local economic base and the promotion of employment opportunities.

(5) Natural and Cultural Resources - provides an inventory of the significant natural, cultural and historic resource areas of the municipality, and policies and strategies for the protection and management of such areas.

(6) Open Space and Recreation - provides an inventory of recreational and resources and open space areas of the municipality, and policies and strategies for the management and protection of such resources and areas.

(7) Services and Facilities - identifies and analyzes existing and forecasted needs for facilities and services used by the public.

(8) Circulation - provides an inventory of existing and proposed circulation and transportation systems.

(9) Implementation Program - defines and schedules the specific municipal actions necessary to achieve the objectives of each element of the master or study plan. Scheduled expansion or replacement of public facilities or circulation system components and the anticipated costs and revenues associated with accomplishment of such activities shall be detailed in this element. This element shall specify the process by which the municipality's regulatory structures shall be amended so as to be consistent with the master plan.

Appendix 5, Sense of Place in Williamsburg

(Prepared by Nick Dines for the FMPC)

At the workshop SGA encouraged Williamsburg to identify the "sense of place" that makes the Town unique and then to use that unique sense of place as the basis for economic development efforts. It was pointed out, that if we wish to propagate and sustain the Sense of Place, we need to be specific about what characteristics or features of the Town must be protected, preserved, nurtured and propagated in all future planning decisions that affect the Town's physical pattern and form, its culture and social values, its environmental qualities, and its institutions that support our population.

The following key aspects of Williamsburg's "sense of place" were identified by one breakout group at the SGA workshop:

1. Historically significant architecture, human scale, and diversity of styles and types of built forms.
2. The Mill River: "A Rivers Runs Through Us."
3. Public and Private Services.
4. Housing mix and Community values.
5. Regional Location with regard to access to adjacent communities of Northampton and Amherst as well as Boston and New York City.

These factors are manifest in the following aspects of Town Life:

A. Economic Life: Williamsburg is located adjacent to large employers in higher education within the 5-Colleges and retail and businesses in surrounding communities as well as in our own community

B. Services: Public-Library, School, Post Office, Town Police and Fire personnel, Highway Dept., Town Offices and Employees; Private: Drug Store, Market, Bank, Restaurants, Auto Repair, Hardware, etc. (These are the Federal elements required for ideal Elderly sites and facilities).

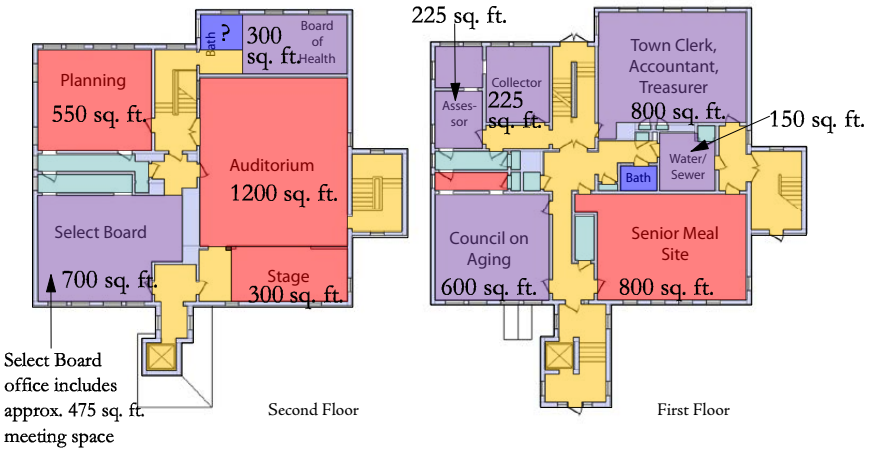
C. Employment: Local businesses provide a number of opportunities, including logging/lumber manufacturing and food services, to contracting and professional consulting. Adjacent communities provide institutional employment opportunities.

D. Recreation: The area is noted for access to walking trails, bike routes, scenic vistas, Mill River access for fishing and nature study, as well as proximity to commercial ski and other seasonal facilities.

E. Preservation: Preservation of historically significant buildings and sites/open spaces, are essential in maintaining historical continuity and linkage to the social and cultural values that have influenced the current Town character. Currently, the Town lacks a clear and enforceable Historic Overlay District aimed at protecting these resources.

Appendix 6, Space Use in Haydenville Town Offices

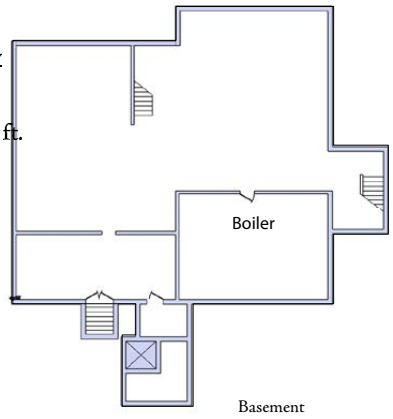
Space Use Estimate
Town Offices, Haydenville, MA



Approximate Space Use by Category

- Office Space: 3000 sq. ft.
- Program/Meeting Space: 2950 sq. ft.
- Storage/Utility: 350 sq. ft.
- Restroom: 115? sq. ft.
- Circulation: 1960 sq. ft.

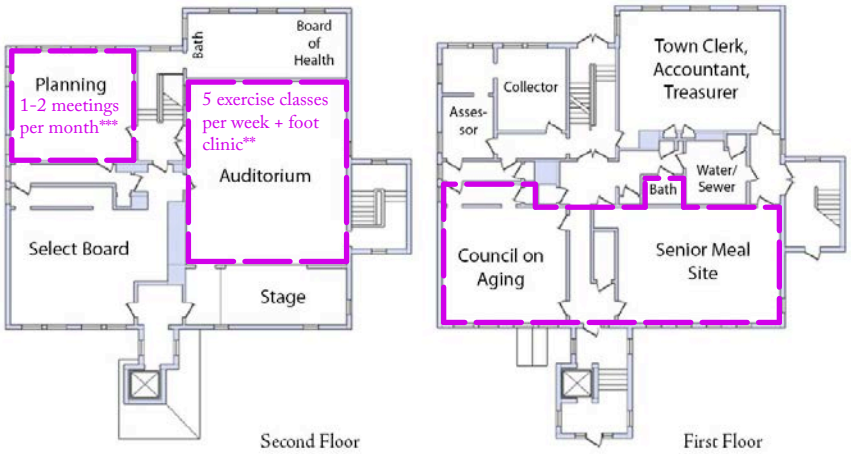
Note: Space sizes were estimated from a undimensioned floor plans contained in the Williamsburg Building Needs Committe Reoprt (2010). Estimates are very approximate.



approximate scale: 1"=30'

Appendix 7, Senior Center Space Use in Haydenville Town Offices

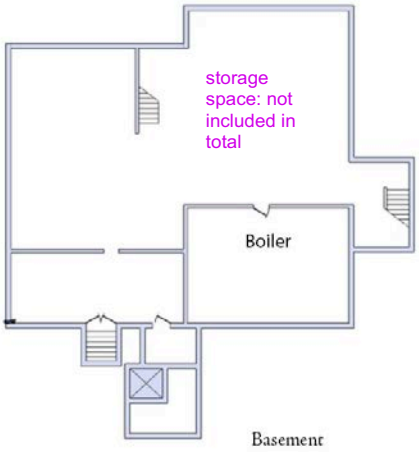
Senior Center Space Use: Town Offices, Williamsburg, MA



Space currently used by Senior Center*
Dedicated space (COA room & meal site):
approximately 1450 sq. ft.
Shared space (2nd floor + bathroom):
approximately 1200 sq. ft.

Total Space used:
approximately 2650 sq. ft.

Total does not include circulation (halls, stairs, etc.) or storage



* Approximate square footages were calculated from an umeasured plan
** Only 1/2 of auditorium typically used for exercise classes
*** used for Board Meetings, room is larger than needed or this function

KEY

Space used by Senior Center

Approximate Scale: 1"=30'

Appendix 8, Space Needs Estimate for Office and Meeting Space for Town Departments and Senior Center

	Existing Conditions- Town Offices- Approximate Estimate*	Williamsburg- Building Needs Report 2010. Space Needs	Brimfield, DRA Report	Essex, Reinhardt Report	PVPC 2016 very rough Space estimation based on Brimfield and Essex studies**	PVPC 2016 Estimate, Notes
Town Population		2,583	3,667	3,580		
Median Income		65,147	82,365	89,185		
Town Offices Space Needs						
Select Board, office		180	235		100	
Select Board, meeting		300	300		300	
Select Board, storage			50		35	based on Building Needs 2010. Needed?
Select Board, Total	**700**	**480**	**585**	**-**	**435**	
Town Admin, office		90	200	360	150	
Town Admin, meeting			150	300		
Town Admin, storage				120	35	based on Building Needs 2010. Needed?
Town Admin, Total		**90**	**350**	**780**	**185**	
Town Clerk, office		260	400		100	
Town Clerk, Reception		60		240	180	
Town Clerk, Storage		180	100	120	105	based on Building Needs 2010. Needed?
Town Clerk, Vault			100	360	360	
Voting Room						

	Existing Conditions-Town Offices-Approximate Estimate*	Williamsburg-Building Needs Report 2010. Space Needs	Brimfield, DRA Report	Essex, Reinhardt Report	PVPC 2016 very rough Space estimation based on Brimfield and Essex studies**	PVPC 2016 Estimate, Notes
Voting Room, Storage					50	To be confirmed by Town Clerk
Town Clerk, Total		**500**	**600**	**720**	**795**	
Treasurer, office		180	150	120	200	
Treasurer, Reception		60		180	180	
Treasurer/Collector Storage				60	35	based on Building Needs 2010. Needed?
Treasurer, Total		**240**	**150**	**360**	**415**	
Accountant, Office		90		180	100	
Accountant, Storage					21	based on Building Needs 2010. Needed?
Accountant, Total		**90**	**-**	**180**	**121**	
Town Clerk, Treasurer, Accountant, Total	**800**					
Tax Collector, office		90	300		100	
Tax Collector, reception		60			180	
Tax Collector, storage					35	based on Building Needs 2010. Needed?
Tax Collector, Total	**225**	**150**	**300**	**-**	**315**	
Assessor, office		270	100	240	300	
Assessor, Reception		60	200		180	

	Existing Conditions-Town Offices-Approximate Estimate*	Williamsburg-Building Needs Report 2010. Space Needs	Brimfield, DRA Report	Essex, Reinhardt Report	PVPC 2016 very rough Space estimation based on Brimfield and Essex studies**	PVPC 2016 Estimate, Notes
Assessor, Vault			100		100	based on Building Needs 2010. Needed?
Assessors, Additional Storage?						
Assessors, Total	**225**	**330**	**400**	**240**	**580**	
Water Sewer Office					100	
Water Sewer, Storage					35	based on Building Needs 2010. Needed?
Water Sewer	**150**	**90**			**135**	
Board of Health, Office		90	250	120	100	
Board of Health, Reception		200		180	180	
Board of Health, Storage				60	35	based on Building Needs 2010. Needed?
Board of Health, Sink					3	
Board of Health Total	**300**	**290**	**250**	**360**	**318**	
Conservation Commission, Office			**260**	**120**	**-**	
Planning Board Office	**550**			**150**	**150**	
Community TV			**450**	**60**	**100**	
Conference Room, private			150		300	

	Existing Conditions-Town Offices-Approximate Estimate*	Williamsburg-Building Needs Report 2010. Space Needs	Brimfield, DRA Report	Essex, Reinhardt Report	PVPC 2016 very rough Space estimation based on Brimfield and Essex studies**	PVPC 2016 Estimate, Notes
Meeting/Hearing Room (Auditorium)	**1,500**			300	500	
Meeting/Storage				80		
Misc. Meeting, Total		**-**	**150**	**380**	**800**	
Multi-purpose Work Room with workstation, mail/copier				240		
Multi-purpose Workroom Supply Room				60		
Multi-purpose Work Room, Total	**-**			**300**	**-**	
Lunch Room	**-**		**200**	**150**	**100**	
Storage, General Building				360	70	"forever" records storage. To be confirmed by Town staff
Closet			8			
Office Supply Closet			150		100	
Janitor/Supplies			40	60	50	
Copier			50		50	
I.T./Server Room			50	120	50	
Electrical Communication				120		
Building Storage and Utility	**350**	**-**	**298**	**660**	**320**	

	Existing Conditions-Town Offices-Approximate Estimate*	Williamsburg-Building Needs Report 2010. Space Needs	Brimfield, DRA Report	Essex, Reinhardt Report	PVPC 2016 very rough Space estimation based on Brimfield and Essex studies**	PVPC 2016 Estimate, Notes
Entry Vestibule				80	80	
Entrance Lobby/Waiting				240		
Entry, Total	**256**			**320**	**80**	
Restroom, H.C.	40		52	50	55	
Restroom, H.C.	70		52	50	55	
Restroom, H.C.			52	50	55	
Restroom, H.C.				50	55	
Restroom, Total			**157**	**200**	**220**	
						Space needs without extra storage below:
Subtotal	**5,166**	**2,260**	**4,150**	**4,980**	**5,069**	4683
Circulation	**1,960**	**678**	**1,245**	**1,494**	**1,521**	1405
Total	**7,126**	**2,938**	**5,395**	**6,474**	**6,590**	**6088**

Senior Center Space Needs	
Senior Center, Office	585
Senior Center, Meal Site	800
Senior Center, Private Consultation Closet	65

	Existing Conditions- Town Offices- Approximate Estimate*	Williamsburg- Building Needs Report 2010. Space Needs	Brimfield, DRA Report	Essex, Reinhardt Report	PVPC 2016 very rough Space estimation based on Brimfield and Essex studies**	PVPC 2016 Estimate, Notes
Total: Senior Center, Dedicated space	**1,450**	**2,249**			**1,918**	from Senior Center Program based on 2005 Senior Center Study
Multi-purpose room	included in Town Offices above				**1,100**	
Multi-purpose room Circulation + Wall Thickness					**330**	
Total Combined Town Offices & Senior Center	**8,576**	**5,187**			**9,937**	

* Existing space use for Town Offices was estimated from floor plan drawings in the Building Needs Report. The floorplan drawings were not dimensioned and, when scaled, did not match outside dimensions of the building. These estimates contain errors are included for rough town planning purposes only.
** Note: Space estimates need to be studied by a qualified architect. PVPC estimate are provided for rough town planning purposes only

Appendix 9, Senior Center Space Estimates

Estimate Based on Room Space Needs

	Rough Estimate of Space Currently Used by Senior Center (PVPC 2016)*	Williamsburg-Building Needs Report (2010), space needs estimate	Senior Center Study (2005), space needs estimate	Notes
Space Needs				
Vestibule			50	could be shared w/Town Offices
Sitting Area			200	
Reception Area, Total		**60**	**250**	
Receptionist/Volunteer Area			**100**	
Directors's Office			150	
Program Director			150	
Council on Aging, office, Total	**600**	**270**	**300**	
Classroom/Crafts/Conference	**550**	**300**	**450**	could be shared w/Town Offices
Game Room			**450**	
Multi-purpose Room	1,200		1,000	could be shared w/Town Offices
Multi-purpose Room Storage			100	
Meal Site	800			
Multi-purpose Room, Total	**2,000**	**900**	**1,100**	
Downstairs Private Consultation				
Closet	65			
Foot Clinic	150			
Medical Consultation Room	**215**		**125**	
Kitchen			**200**	could be shared w/Town Offices

	Rough Estimate of Space Currently Used by Senior Center (PVPC 2016)*	Williamsburg-Building Needs Report (2010), space needs estimate	Senior Center Study (2005), space needs estimate	Notes
Public Toilets	40		250	could be shared w/Town Offices
General storage		200	100	
Medical Equipment Storage			100	
Janitor's Closet			50	could be shared w/Town Offices
General, Total	**40**	**200**	**500**	
Subtotal	**3,405**	**1,730**	**3,475**	
Circulation, Wall Thickness, Mechanical, Misc.	**1,022**	**519**	**1,043**	
Total	**4,427**	**2,249**	**4,518**	

Breakdown of Shared Space and Dedicated Space based on estimates above

Space shared with Town Offices	**1,940**		**2,000**	Space that could be shared between Senior Center and Town Offices
			600	Circulation, wall thickness, etc.
			2,600	Shared Space total
Dedicated Senior Center Space	**1,465**		**1,475**	Dedicated Senior Space--should not be shared with Town Offices
			443	Circulation, wall thickness, etc.
			1,918	Dedicated Senior Center Space for a shared use scenario

KEY AND NOTE FOR TABLE ABOVE

	Space that could be shared with Town Offices
	Dedicated Senior Space--should not be shared with Town Offices

* Existing space use for Town Offices was estimated from floor plan drawings in the Building Needs Report. The floor plan drawings were not dimensioned and, when scaled, did not match outside dimensions of the building. These estimates contain errors are included for rough town planning purposes only.

Estimate Based on EOEA Population-based Formula

Assumptions:

1. Executive Office of Elder Affairs: Recommends that based on the design considerations for Senior Centers (2013), planning should consider five to six (gross) square feet (GSF) per elder. Additionally, add 1 square foot per elder, for self-prep kitchen or supportive day programs. Allow 30% of designed space for storage.
2. Cost of construction is $160-400 sq. ft. (sources: $160--Collier's Study, minimal renovation to Town Offices; $400-- DRA PSCC Study, new construction).

Population Projections 60+ years old, Williamsburg, MA						
	Census 2010	**Projection 2015**	**Projection 2020**	**Projection 2025**	**Projection 2030**	**Projection 2035**
Donahue Institute projection	606	797	937	1,021	1,041	1,038
The Research Unit, Executive Office of Elder Affairs, based on MISER 12/2002 projections	555	N/A	770	N/A	N/A	N/A

Space Needs						
	Census 2010	**Projection 2015**	**Projection 2020**	**Projection 2025**	**Projection 2030**	**Projection 2035**
Space Need, Low (5 sq. ft. per older adult)	2,775	3,985	3,850	5,105	5,205	5,190
Space Need, High (7 sq. ft. per older adult)	4,242	5,579	6,559	7,147	7,287	7,266

Construction Cost						
	Census 2010	**Projection 2015**	**Projection 2020**	**Projection 2025**	**Projection 2030**	**Projection 2035**
Space need, low estimate @ 160/sq. ft.,	$444,000	$637,600	$616,000	$816,800	$832,800	$830,400
Space need, low estimate @400/sq. ft.	$1,110,000	$1,594,000	$1,540,000	$2,042,000	$2,082,000	$2,076,000
Space need, high estimate @ 160/sq. ft.	$678,720	$892,640	$1,049,440	$1,143,520	$1,165,920	$1,162,560
Space need, high estimate @ 400/sq. ft.	$1,696,800	$2,231,600	$2,623,600	$2,858,800	$2,914,800	$2,906,400

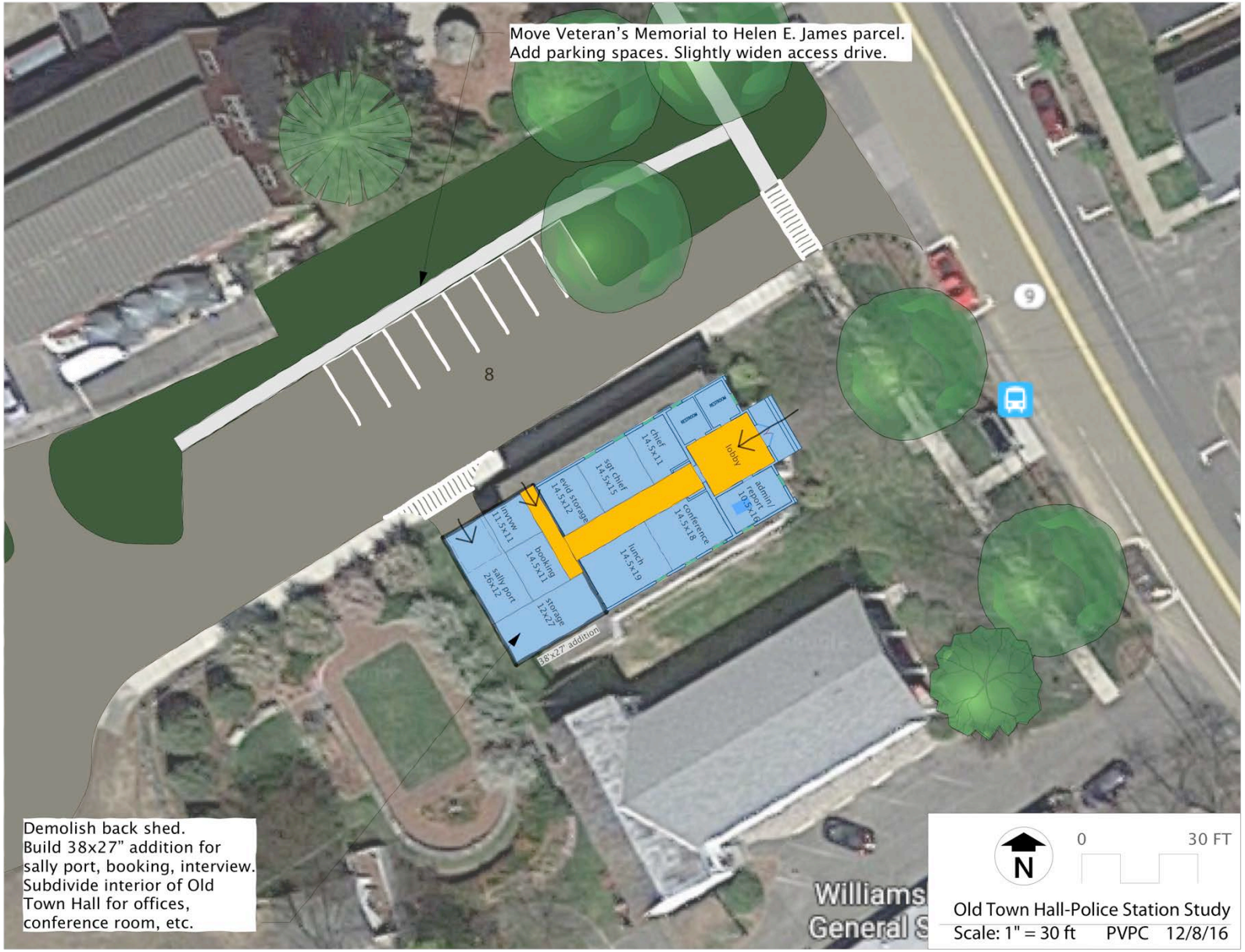
Estimated Cost of Senior Center	**$444,000-$2,906,400**

NOTES

Senior Center currently uses about 4,425 sq. ft. Of that, 1,465 sq. ft. is dedicated space. The remainder is shared with other Town departments.

2005 feasibility studies for the Williamsburg Senior Center found that Senior Center would need 4,518+/- sq. ft.

Appendix 10, Concept Drawing, Reusing Old Town Hall for Police Station



Appendix 11, Cost Comparison, DRA & Collier's Studies

Study	Construction Cost Per Square Foot	Soft Costs	Total Cost per Square Foot	Total Construction Cost	Total Construction Cost with Soft Costs
DRA 2.1, New Construction (Combined public safety)	$300	$75	$375		
DRA 3, Fire Department New Construction	$315	$79	$394		
DRA 3, Full Renovation HEJ Basement Level	$200	$50	$250		
DRA 3, Partial Renovation, HEJ Basement Level	$50	$13	$63		
DRA 3, Envelope and selected site work HEJ	$60.67		$75.84	$1,362,000	$1,702,500
Collier's Town Offices, Repairs Only	$81		$107	$1,099,500	$1,462,700
Collier's Town Offices, Minimal Renovations/Reconfigurations	$116		$161	$1,576,900	$2,197,400
Collier's Town Offices, Major Renovation/Reconfiguration	$165		$232	$2,241,200	$3,163,400
Colliers, HEJ Envelope Only	$45		$60	$1,013,000	$1,355,200
Collier's HEJ, Minimal Renovations/Reconfigurations	$127		$173	$2,858,900	$3,876,800
Collier's HEJ, Major Renovation/Reconfiguration	$200		$284	$4,489,100	$6,370,000

Appendix 12, Site Evaluation for Williamsburg Town Facilities

Prepared by PVPC for a meeting of the Williamsburg Facilities Master Planning.
First drafted: November 8, 2016. Slightly revised December 2016.

Introduction

This document lays out pros and cons for a variety of potential sites in Williamsburg for siting Town Offices/Senior Center and a Public Safety complex. The evaluation of sites for the Town Offices/Senior Center is limited to two town-owned properties. For the public safety complex, we evaluated some additional privately owned parcels on Route 9. These sites were chosen because they represent the approximate geographic center of Williamsburg, and therefore are ideally located for emergency response. They are the type of site that the town may want to consider if locating a public safety complex on the Helen E James property prove infeasible or undesirable to the community as a whole. Inclusion in this document in no way represents the town's interest or intention in acquiring these properties. They are included solely to illustrate the type of tradeoffs the town may need to consider if the Town determines that there is no Town-owned property that is appropriate for a public safety complex. This document is a work in progress.

Evaluation of Potential Sites for Town Offices and/or Senior Center

16 Main Street (Helen E James School site)

Pros:

1. Building appears more substantial and attractive than Haydenville Town Office
2. Building is larger than Haydenville Town Offices. The size of a floor of HEJ is larger than a floor of Haydenville Town Offices (approx. 7500 vs. approx. 4500 square feet). However, the north side of the ground floor of HEJ is less than optimal space. The wide corridors in HEJ make the building somewhat less space efficient than the Town Offices
3. Location is very prominent and is appropriate for Town Offices. The same is true for the building itself.
4. Site provides space for ample parking, outdoor space (town green), and room for additional buildings if needed (if not occupied by public safety complex).
5. Plans for future Mill River Greenway complement town office use.
6. Easy phasing of renovation and then moving town office operations
7. Building would provide room for growth of town office operations or may accommodate extra uses like historical society, co-working, or social services

Cons:

- Wetland and floodplain issues reduce buildable area and depending on site work might require offsite riverfront area restoration (extra cost). These concerns will likely not limit site uses associated with Town Offices and/or Senior Center alone. They would become more significant if additional buildings are to be located on the site. Nonetheless DRA Architects found these concerns did not disqualify the site if a public safety complex is to be located there.
- Estimate of per square foot cost for renovation is slightly higher than estimate of per square foot for Town Office renovation. The total cost is higher too.
- Renovation of the north side of the ground floor level for full use would have equal cost as other floors but deliver lower quality space.
- Cost of entry is higher than cost of staying in the Town Office building. Moving town office operations into this building will likely trigger building code upgrades. In other words, Town can stay in the Haydenville Town Office and do no renovation. But moving to the HEJ triggers expensive renovations—whether the Town wants to do them or not.
- Moving Town Office operations here, could leave Haydenville Town Office building empty. What use will it be put to? Is there redevelopment potential for that building?

141 Main Street, Haydenville (Town Office)

Pros:

- Town Offices are already here. Minimal work needs to be done.
- Quality of workspaces is less than ideal but town departments can probably continue as is with minimal incremental upgrades
- Preserves a Town use in Haydenville
- Total renovation cost is less than for the HEJ building (largely because the building is smaller).
- If building was to undergo a major renovation, it might just fit the existing uses (including Senior Center), but there would be no room for growth of Town departments, and sharing space would be a constant challenge.
- Not in floodplain
- Just upgraded heating system

Cons

- Limited room for expansion either of building or on site
- Legal basis for access to parking lot is unclear
- Aging building and all the associated issues including potential structural issues
- Existing floor plan is inefficient, especially oversized auditorium, closet/hallways between offices
- Difficult to renovate without moving Town Offices out of building
- Without major renovation the building appears to not have enough space—needs more room for senior center, private meetings/conference room, and storage. Can't meet these needs without a major renovation.
- Doesn't feel as substantial or prominent as HEJ building and site. The HEJ building is perceived as being better quality.

Evaluation of Selected Potential Sites for Williamsburg Public Safety Complex

Potential Sites that are Town Owned

16 Main Street (Helen E James School site)

Pros:

- Town-owned property
- Large, relatively flat site
- Adequate water volume and pressure for sprinkler system
- Plans for building on site have already been developed by architects
- Good vehicular access with reasonable sight lines
- Plans, as drawn by DRA, avoid flood plains

Cons:

- Wetland and floodplain issues significantly reduce buildable area on site, which constrains options for building and site design. DRA Architects found that there is sufficient space to build on the site if the building reaches just up to the edge of the regulated floodplain.
- Orientation of HEJ building on site makes adding another building on that site difficult to fit in while retaining space for other uses (open space, greenway, etc.).

- Existing greenspace has high value. Williamsburg's last opportunity for a Town green.
- Site is very prominent and contributes to character of Burgy center significantly. Building and site design may require a higher level of design than other locations in Town in order to not degrade the current appeal of the Town Center.
- Future Mill River Greenway crosses site. A very wide driveway (as shown in DRA drawings) conflicts with pedestrian and bicycle use of the area.
- Development of public safety complex could reduce reuse possibilities of the HEJ building (especially for non-municipal use like housing or offices).

53 & 55 South Street (Town Well and Pump House property)

Pros:

8 Town-owned property
9 large, relatively flat site
10 Site is free of wetlands or floodplain issues
11 Adequate water volume and pressure for sprinkler system

Cons:

- Within town well supply area (Zone II)
- May require legislative approval to change use
- May require DEP approval
- Storage of hazardous material including oil and gas would violate the Town's watershed protection zoning
- Risk of hazardous material contamination of the Town's drinking water
- Possible conflicts with rural residential context
- Adds about .8 miles to response times to any location north, west, or east of Williamsburg center (including Haydenville).
- Steep slope with curve on South Street between site and center of Williamsburg could be difficult for emergency vehicles to navigate in icy conditions
- Requires a sewer extension, which would add about $180,000 to the project.

141 Main Street, Haydenville (Town Office)

Pros

- Town-owned property
- Relatively flat site
- Minimal wetland issues and no floodplain issues
- Adequate water volume and pressure for sprinkler system

Cons:

- Inadequate space for both a public safety complex and Town Offices on this site
- Shape of site makes it difficult to site a public safety complex with offices that are connected to apparatus bays—even if theTown Office building was torn down.
    - Double loaded fire apparatus bays would need to exit directly onto Route 9. Similar issues for pedestrians and community character as with DRA design for the Helen E James site.
        - If offices must be directly connected to apparatus bays, then a two-story building is required. Sally port is then problematic.
        - If offices don't need to be directly connected to apparatus bays, then offices would be located in a separate building at the back of the lot (where the playground is).
- Legal basis for access across church property is unclear.
- Poor sight lines exiting onto High Street
- A location closer to Burgy center would serve more houses more quickly
- If Route 9 floods, which is likely to happen, emergency vehicles would need to take Mountain Street and Adams Road to reach Burgy center. This is also true for a public safety complex located in Burgy center. However, there are more households in Burgy center, so this is arguably a bigger problem for a Haydenville location.

Potential Sites that are Not Town-Owned

29 Main Street, (Lashway Lumber Firewood Lot)

Pros

12 Large, relatively flat site, that is currently cleared (no demolition required to build, and riverfront area already disturbed minimizing mitigation required)

- Burgy center location provides fast emergency response to most households
- Public safety complex as shown in DRA 2.1 with double-loaded bays would fit within buildable area of site.
- Public safety complex fits context better than one at the HEJ site. A pre-engineered building is similar to the character of adjacent buildings
- While an expansive driveway would not be pedestrian or bicycle friendly, the impact is less severe than the same driveway located in Burgy or Haydenville centers.
- Leaves HEJ site with maximum possibilities for reuse
- Owner is reportedly interested in selling this property

Cons

- Would likely require purchase which would increase cost of project
- Water supply is not adequate for a sprinkler system. Would require water storage and booster or replacing the water main to this site. Adds cost to project.
- Floodplain and wetlands/river regulations restrict buildable area, but buildable area is adequate for public safety complex as show in DRA 2.1, including double-loaded bays. The site flooded during Hurricane Irene (reportedly from water flowing in from Route 9 as opposed to from the river at the back of the property). A public safety complex located on this site would require flood proofing, which increases cost of the project and decreases its functionality. If

FEMA updates flood maps, buildable area may be further constrained and/or flood-proofing requirements increased.

- Flooding on Route 9 both east and west of this site has happened in recent memory. This site could be marooned in a severe flood event. Further study should confirm whether the possible depth of floodwaters would in fact impede public safety vehicles.
- Removes prime commercial property from tax rolls.

37 Main Street (former Cumberland Farms, now vacant)

Pros

13 No floodplain restrictions on property.

- Burgy center location provides fast emergency response to most households
- Public safety complex fits context better than one at HEJ site. A pre-engineered building is similar to the character of adjacent buildings
- While expansive driveway would not be pedestrian or bicycle friendly, impact is less severe than the same driveway located in Burgy or Haydenville centers.
- Leaves HEJ site with maximum possibilities for reuse

Cons

- Relatively small site. Could not fit double load bays on this site. Could possibly fit a scaled back public safety complex on this site, likely only if it is two floors or if office functions are located elsewhere.
- It is unknown whether site is available
- Would likely require purchase which would increase cost of project
- Water supply is not adequate for sprinkler system. Requires water storage and booster. Adds cost to project.
- Would require demolition of existing building, which would increase project cost.
- Flooding on Route 9 both east and west of this site has happened in recent memory. This site could be marooned in a severe flood event. Further study is required to confirm this.
- Removes prime commercial property from tax rolls.
- No room for expansion on site.

45 Main Street (between Lashway lot and Elbow Room Coffee)

Pros

- Large, relatively flat site
- Burgy center location provides fast emergency response to most households
- Public safety complex as show in DRA 2.1 with double-loaded bays would fit within buildable area of site.
- Public safety complex fits context better than one at the HEJ site. A pre-engineered building is similar to the character of adjacent buildings
- While expansive driveway would not be pedestrian or bicycle friendly, impact is less severe than the same driveway located in Burgy or Haydenville centers.
- Leaves the HEJ site with maximum possibilities for reuse

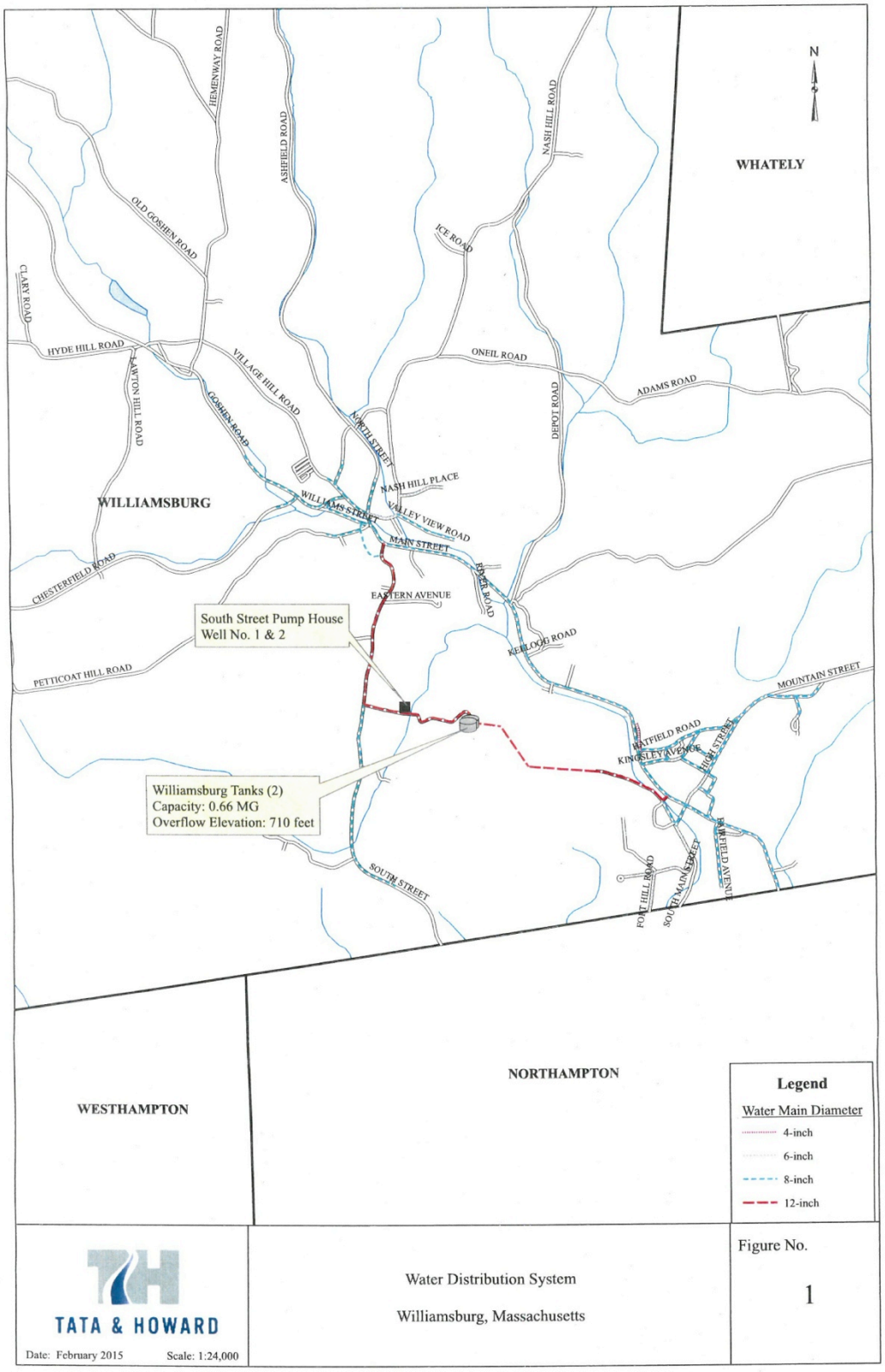
Cons

- It is unknown whether the site is available
- Would likely require purchase which would increase cost of project
- Water supply is not adequate for sprinkler system. Requires water storage and booster. Adds cost to project.
- Floodplain and wetlands/river regulations restrict buildable area, but buildable area is adequate for public safety complex as show in DRA 2.1, including double-loaded bays.
- Flooding on Route 9 both east and west of this site has happened in recent memory. This site could be marooned in a severe flood event.
- Removes prime commercial property from tax rolls.

Comparing 29 Main Street and 45 Main Street

- Overall, 45 Main Street and 29 Main Street have similar pros and cons, except that
- 29 Main Street does not require demolition to build; 45 Main Street does.
- Cost of acquiring 29 Main Street would likely be lower because it does not contain structures.
- 45 Main Street has more area outside of the 500-year floodplain and has not flooded in recent memory (need to confirm this). Could more easily fit public safety with room to grow.
- 45 Main Street could be expanded if 37 Main Street was also acquired.

Appendix 13, Map of Town Water Distribution System



Appendix 14, Fiscal Impact Analysis of Redevelopment of Selected Town Properties

(*The slide show below was delivered by Smart Growth America at their workshop in Williamsburg in November 2016.*)

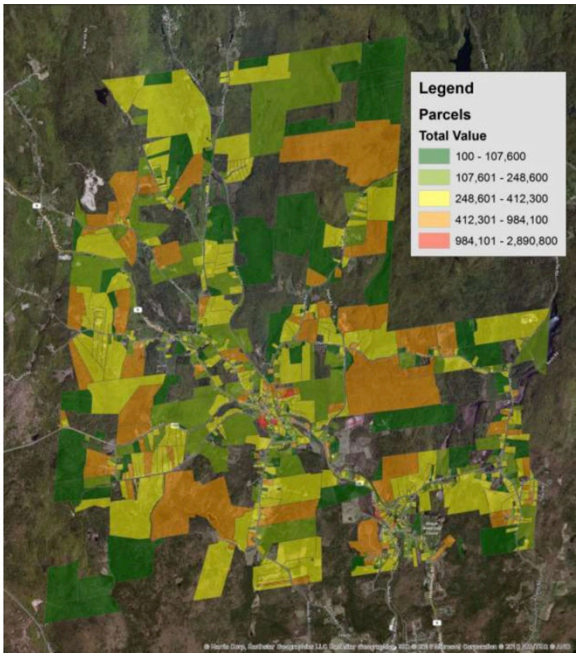
Smart Growth America
Improving lives by improving communities

Fiscal Analysis

Williamsburg, MA
November 29, 2016

Parcel Value

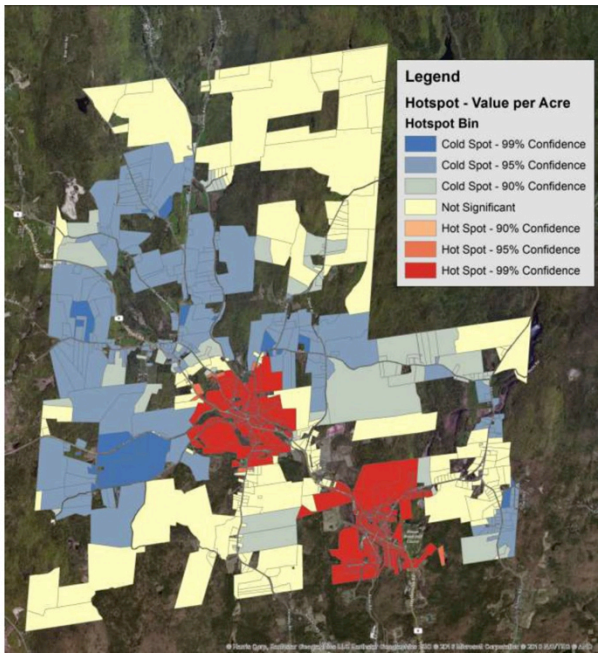
- Total value of parcels dispersed throughout Williamsburg
- Some high-value parcels near:
  - Downtown: Main & North
  - Near Main & High



Smart Growth America
Improving lives by improving communities

Parcel Value – Hot Spot Analysis

- Hotspots defined by GIS analysis
- Uses "Total Value per Acre"
- Identifies "Clustering" of higher-value parcels (on a per-acre basis)
- Identifies two main cores:
  - Downtown
  - Haydensville
- Using "Hotspot" parcels as basis for analysis

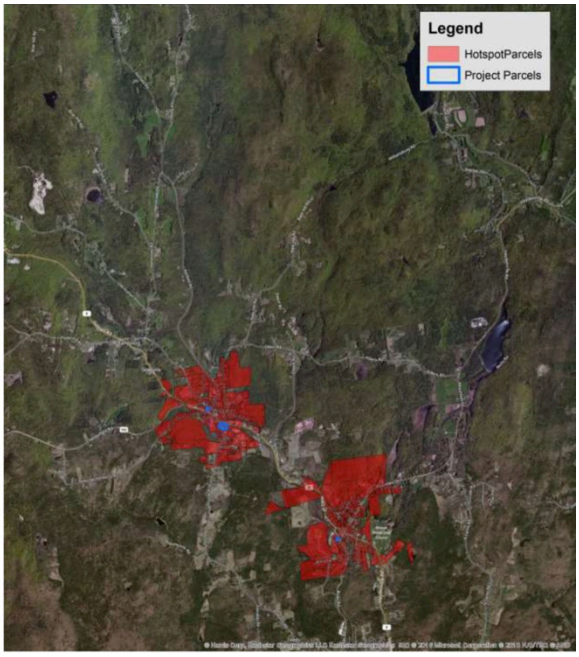


Smart Growth America
Improving lives by improving communities

Parcel Value – Hot Spot Analysis

- Hotspot Parcel Statistics
  - 10% of Town assessed acreage
  - 47% of Town assessed value
  - 51% of Town building value
- Includes 3 Project Parcels

	All Parcels	Hotspot Parcels	% of Total
Lot Size	10,859	1,063	10%
Building Val	185,697,300	94,891,500	51%
Lot Value	98,744,500	39,145,900	40%
Other Value	5,763,700	2,184,900	38%
Total Value	284,441,800	134,037,400	47%



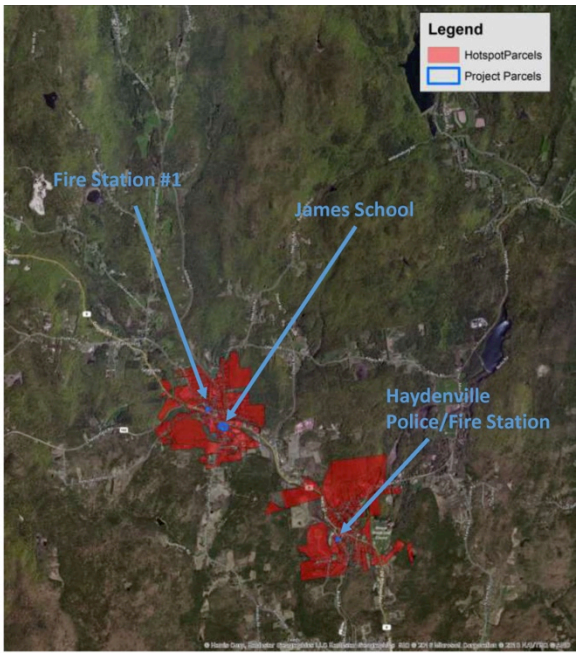
Smart Growth America
Improving lives by improving communities

Parcel Value – Hot Spot Analysis

- Hotspot Parcel Statistics
  - 10% of Town assessed acreage
  - 47% of Town assessed value
  - 51% of Town building value
- Includes 3 Project Parcels

	All Parcels	Hotspot Parcels	% of Total
Lot Size	10,859	1,063	10%
Building Val	185,697,300	94,891,500	51%
Lot Value	98,744,500	39,145,900	40%
Other Value	5,763,700	2,184,900	38%
Total Value	284,441,800	134,037,400	47%

Smart Growth America
Improving lives by improving communities



Redevelopment Scenarios – Assumptions

- Land sold in 2017
- Redevelopment and construction occurs by end of 2018
- Residential occupancy starting 2019
- Town saves in maintenance costs

Smart Growth America
Improving lives by improving communities

Redevelopment Scenarios

Site	Proposed Development	Sales Price Assumption (Sell at price commensurate with land-value only)
Fire Station #1	Develop into a 2-unit residential structure, with 2x 1,500 s.f. units	$85,000
James School	Develop school site into 4x 3,000 s.f. units. Develop 8 additional units on site at 2,500 s.f. per unit	$100,000
Haydenville Police/Fire Station	Develop into a 2-unit residential structure, with 2x 1,500 s.f. units	$60,000

Smart Growth America
Improving lives by improving communities

Redevelopment Analysis – Property Taxes

- Conducted regression of residential units in "hot spot zone"
  - Constant = $94,660
  - +$12,773 for every acre of land
  - +$70 for every square foot of building area
  - +$82,115 for "modern buildings" (built after 1990)

Site	Estimated Assessment (2016 $)	Annual Taxes ($18.75 / $1000)
Fire Station #1	$407,925	$7,649
James School	$2,862,259	$53,667
Haydenville Police/Fire Station	$407,925	$7,649
Total	$3,678,109	$68,965

Smart Growth America
Improving lives by improving communities

Redevelopment Analysis - Maintenance

- Town saves on maintenance of buildings once they are sold in 2017

Site	Annual Maintenance Savings (2016 $)
Fire Station #1	$5,396
James School	$25,195
Haydenville Police/Fire Station	$7,317
Total	$37,908

Smart Growth America
Improving lives by improving communities

Redevelopment Results

- Analysis over from 2017, plus 30-year period post-construction (2019-2048) = 32 year analysis period.
- Using present-value analysis (2016 $ @ 3% discount rate)

Category	Net Fiscal Impact 2017-2048	At 2x Density Net Fiscal Impact 2017-2048
Sales of property	$237,864	$237,864
Maintenance Savings	$961,021	$961,021
Property Taxes	$1,537,445	$2,822,749
Total	**$2,736,330**	**$4,021,634**
Total / year (over 32 years)	**$85,510** = 1.2% $6.89 M Annual Town Revenues (2015)	**$125,676** = 1.8% $6.89 M Annual Town Revenues (2015)

New Residents

- 16 units = 16 "consumer units" (or families)
- Average household size = 2.39
- Approximately 38 new residents
- $18,292 in consumer spending per year per household
  - (US Census Data for "Northeast Region")
- Additional Local Spending

Scenario	Annual Spending (starting 2019)	Total Local Spending 2016 $ PV (2019-2048)
Low (50% local)	$8,752	$213,969
Med (75% local)	$13,128	$320,954
High (90% local)	$15,753	$385,145

Smart Growth America
Improving lives by improving communities

Smart Growth America
Improving lives by improving communities

Smart Growth America is the only national organization dedicated to researching, advocating for and leading coalitions to bring smart growth practices to more communities nationwide.

www.smartgrowthamerica.org

1707 L St. NW Suite 250, Washington, DC 20036 | 202-207-3355

Acknowledgements

The Facilities Master Plan Committee would like to thank:

- Williamsburg boards and committees whose reports and studies were used in preparation of this work.
- Residents who completed the survey and attended the SGA workshop
- Healthy Hampshire and Marie Westburg
- Smart Growth America
- Town Administrator Charlene Nardi who supported the committee's work
- Bill Sayre, Selectman, who attended meetings regularly and provided valuable insight
- Members of the Board of Selectmen who commissioned the FMPC
- The Community Compact Cabinet and Massachusetts Department of Housing and Community Development who supported this project