

The background of the entire page is a grayscale aerial photograph of Middleton, Massachusetts, showing a mix of residential neighborhoods, parks with green lawns and trees, and a network of roads and highways. The image is slightly grainy and has a high-angle perspective.

Town of Middleton

Master Development Planning Committee

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# Municipal Center Master Plan

## Volume One: Planning Report

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September 2020



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# Municipal Center Master Plan

Town of Middleton

Massachusetts

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# Municipal Center Master Plan

Town of Middleton

Massachusetts

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## Executive Summary

The Town of Middleton was first settled in 1651 and officially incorporated in 1728. The town was initially settled as a farming community. During the 18th century it developed an ironworks industry that lasted for approximately 70 years. In the early 20th century the town also served as a vacation community for residents of nearby towns such as Lawrence and Lowell. During the twentieth century, much of the original farmland started to convert into single-family residential developments. Today, Middleton is one of the fastest growing communities in the Commonwealth and the fastest growing on the North Shore.

As Middleton grew from a farming community to a suburban community, the town center existed primarily at the intersection of South Main Street / Route 114 and Route 62. Unlike many older New England towns, the center never developed into a distinguishable “place” that could be identified as “Middleton”. Several notable buildings are located on South Main Street close to what is considered the town center, such as Memorial Hall, Flint Public Library and the Fire Station. In fact, these building orient to a major roadway, South Main Street / Route 114, with no public pathways or spaces that connect them to unite as a truly recognizable town center.



Existing Fire Station



Route 114



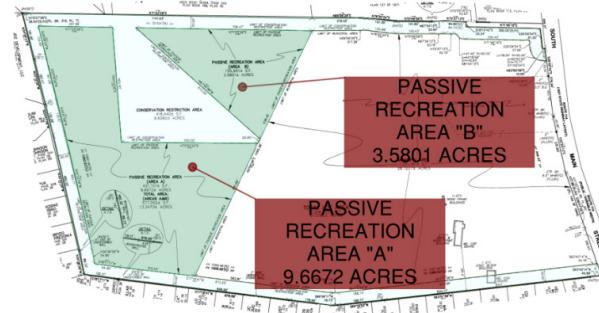
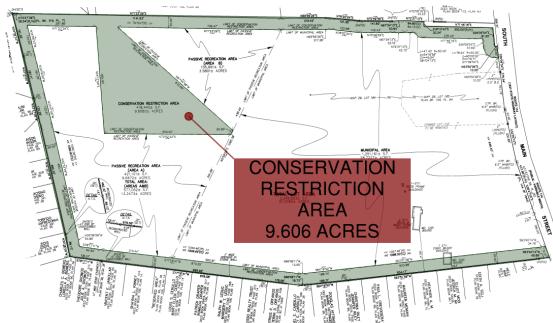
Flint Memorial Library

On March 19, 2019, the Town of Middleton appropriated \$3.8 million dollars at a special town meeting to purchase the Middleton Golf Course on South Main Street, just south of the present Town Center. The owners of this privately-owned golf course were willing to sell the 51.57 acre parcel to the town with the understanding that the property would be used as a Municipal Center. As part of this purchase, the town agreed to several deed restrictions:

- The land use would be limited to town buildings only and commercial and/or private development would not be permitted.
- In order to protect the surrounding residential properties, there would be a 50-foot setback around the perimeter within additional 50' establishing a 100-feet setback from adjacent property lines on the northern and southern boundaries to serve as a buffer to the immediate neighborhood as shown on the plan to the right.
- On the western portion of the site approximately 22.85 acres is reserved for non-municipal use. This is broken down with 9.6 acres to be preserved as a Conservation Restriction Area and 13.25 acres is set aside for Passive Recreational development such as walking trails and wildlife/vegetation management. Both designations were mandated to preserve the landscape and protect the wetlands as shown below.



Buffers and Setbacks



Site Plans showing minimum conservation and passive recreation areas as per the deed restriction

The Town's stated purpose for acquiring the land was for a public facilities complex. A facilities study completed in 2017 found that Middleton's fire station, police station, senior center, and town offices have exceeded their useful lives.

The study determined that all four facilities needed to be replaced or substantially renovated, expanded, and modernized. The 2017 study established an order of priority for the facilities: a new fire station, a new senior center/community center, a new police station, and a new town hall. As the current study evolved it was determined that there were operational and financial benefits to combining the fire and the police stations as the first phase as a Public Safety Building. Both facilities are outdated and do not support the contemporary needs of a modern public safety infrastructure to serve and protect the public.



Existing Police Department



Existing Fire Department



Existing Senior Center



Existing Town Hall

This master plan document was the result of a publicly driven effort that is described in more detail below. It could never have been possible without the help of those who represented the town by serving on the Master Development Planning Committee (MDPC) and the many residents who attended public meetings, participated in the open town planning charrette, and responded to the survey questions that appeared on the town website to express their views and goals for this project. Specifically, we would like to recognize the following participants whose help and advice were invaluable:

Amy Karas, Chair MDPC  
 George Dow, Member MDPC  
 Ken Lisiak Member MDPC  
 Tom Schank, Member MDPC  
 Bill Renault, Member MDPC  
 Frank Twiss, Member MDPC  
 Annie Wilton, Member MDPC  
 Tom Martinuk, Fire Chief  
 Jim DiGianvittorio, Police Chief  
 Jillian Smith, Council on Aging Director  
 Andrew Sheehan, Town Administrator



View of Proposed Site

## Planning Process

At the outset of this project, the Design Team and the MDPC, including the Town Administrator, agreed that success was entirely contingent on an open, inclusive, and transparent process that included all the residents of Middleton. Meetings would be open to the public and televised on the local cable station. In addition to the open meetings, it was agreed to solicit input from the community as follows:

Community Meeting: The first public meeting was held to introduce the work plan and to ask the community to offer ideas and comments to the design team and committee members prior to starting work. A summary of the anticipated process was explained including:

- o Programming Confirmation for Building Programs and Site Use.
- o Comprehensive Site Analysis.
- o Development of Options.
- o Development of Design Guidelines for Future Projects.
- o Community Engagement, Support and Participation.

The audience participated in an open discussion and provided written responses. Citizens shared their thoughts on what they envisioned as the outcome of the master plan. The questions they responded to included:

- o The best outcome for the Master Development Plan.
- o The biggest challenges or obstacles.
- o The best use of the site not dedicated for use by buildings and their related site elements.
- o How could this site “Represent the Best of Middleton”.

Community Design Workshop: As the design process unfolded, a Saturday design workshop was held for the community at large. After a presentation by the Design Team to summarize the progress to date, and to explain the four concepts that were being considered, the participants were divided into six teams that consisted of up to 10 members, including a representative from the Design Team and the MDPC. Each Team had red or green dots that were used for marking positive or negative aspects for each of the original four options. The teams were given a site plan scaled at 1 inch equaling 40 feet, tracing paper and markers to draw each of their ideas. In addition, each team named a “scribe” to record comments as related to the four options.

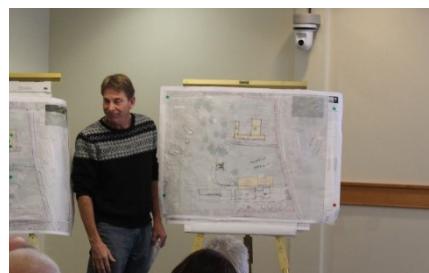
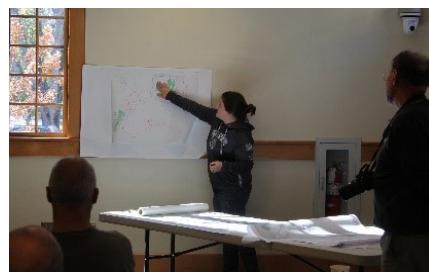


At the completion of the design charrette portion of the workshop, each team selected a member to present their team's best ideas to the participants. Comments and ideas included:

- Providing adequate separation of the Public Safety Building from the Town Hall/Community Center
- Maintaining the viewshed from Route 114
- Developing the “green” to be as natural as possible
- Minimizing the impact on the residential neighborhoods
- Combining facilities rather than constructing separate stand-alone buildings.

Concerns included traffic entering from and exiting onto Route 114, the length and location of the loop road, adequacy and placement of parking, and light and sound impact on the abutting neighborhood.

The summary of these comments is listed in Appendix A



After the presentations, the Design Team posed four questions to the audience relating to the Phase 1 Development. These included their comments on outdoor uses or activities for the proposed town green, outdoor uses or activities for a multi-generational community center and existing Middleton traditions that would be a successful fit for this site. Participants were asked to respond by writing their comments on 3 x 5 cards that were left for their use. Their responses are listed in Appendix A. This was an overwhelmingly productive endeavor with each team raising questions and/or contributing ideas that the Design Team could consider.



Community Survey: In addition, the members of the MDPC prepared a survey that was available to all through the town website and in hard copy. The summary of responses is listed in Appendix A.

The community input was primarily focused on site development including traffic patterns into and within the site, uses of the common space and potential amenities.

The **Programming Phase** focused on the development of the actual needs for each end user. The HKT team met with the department heads and staff to quantify their needs so that the Design Team could develop a space program that would become the basis for each building design. The programming process involved the following steps:

Questionnaires: Prior to in-person meetings, each department was sent a questionnaire to assist in analyzing the needs of their department or group. These included questions about personnel and public interactions, office, equipment and storage need, current and projected staffing, and general operations. See responses to questionnaires in Appendix B.

Follow-up Interview: Each department head and relevant staff met with the Design Team at their current facility to tour the buildings, review spatial needs as to how they operate as a department and to consider other items that were part of the questionnaire. In addition, there were three meetings that included multiple department heads for entities that might be co-located. These meetings focused on how spaces could be shared. The Police and Fire Chiefs met to discuss shared meeting/training space and overlapping operations and how spaces would be secured. A second meeting was held with all Town Hall professional staff and the DPW staff who would be relocated to the new building. That conversation focused on public interaction, cross training of staff and security of the work done at Town Hall. The final group meeting was attended by anyone that might occupy the community center including the Council on Aging, library staff to speak on meeting space, recreation volunteers, and members of the after school and camp enrichment programs.

Preliminary Program: The Design Team took the data from the questionnaires and the interviews and prepared a summary space program. The preliminary space program listed each operational space and common areas such as vertical circulation and mechanical/plumbing/electrical rooms. These were subsequently reviewed by each department. Important adjacencies of functions and spaces and any other pertinent information was included. In addition, site data was incorporated to include parking requirements, generators, transformers, dumpsters and communication equipment.

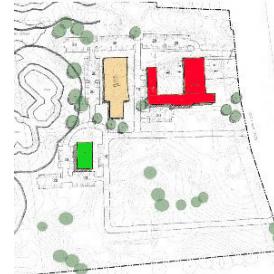
Final Program: After review by the departments, the final program was prepared that incorporated their comments. See final program in Appendix C

The master plan development was driven by this process. The following discussion is a summary of how this process resulted in the preferred master plan. The discussion is divided into two parts: Development of the Site Options and Development of Building Options.

## Development of Site Options

**Site Options:** Initially, the Design Team presented four concepts to the MDPC as to how the site might be developed. The only constant for each design was that the fire station would be located in the northeastern corner of the site. There was universal agreement that this was the best location to permit easy access to South Main Street / Route 114, for the fire apparatus without impacting the rest of the town buildings on the site. In addition, this location would be furthest from the residences on Meadow Drive. These options also included the concept that was formed during programming to join the Town Hall and the Community/Senior Center into one structure to address the broader needs of a multi-generational community and the specialized needs of Town Hall. The four conceptual plans are presented below, where public safety is identified in red, town hall in green and community center in yellow.

Option 1A: Clustering three buildings, the Public Safety Building, a multigenerational Community Building, and the Town Hall, to the north and west of a new Town green with an entry and an egress from South Main Street / Route 114. This option preserved the viewshed, maximized a central common, and separated buildings from Meadow Drive.



Option 1A

Option 1B: Clustering two buildings, the Public Safety Building, and the combined Town Hall/Community Center to the north and west of a new Town green with a single entry/exit from South Main Street / Route 114. This option preserved the viewshed and maximized a central common.



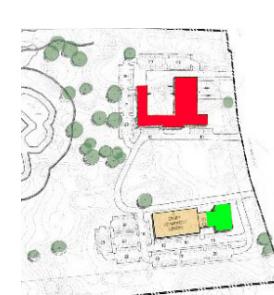
Option 1B

Option 2: Locating four new buildings, a Fire Station, Police Station, Town Hall, and Community Center, facing South Main Street / Route 114, with the Town green and parking located behind the buildings. This option is typical of developments along South Main Street / Route 114. As a result, it blocks the viewshed although a small Town green could be developed in front of the buildings. The central common at the rear of the new municipal buildings is connected to the remaining acreage which is to be reserved for passive recreation.



Option 2

Option 3: Locating two buildings, a Public Safety Building and the combined Town Hall/Community Center on the north and south portions of a Town green and orienting the buildings with a primary facade on Route 114. This option preserved the viewshed and created a large central common. The four initial concepts are shown on the adjacent page:



Option 3

All four options were included in the community workshop that took place on November 16, 2019. This workshop was designed to introduce the community at large to the planning effort to date by the MDPC and the Design Team. The description of the Community Design Workshop is described above under Section II-Planning Process.

At the conclusion of the Community Design Workshop, the Design Team reviewed the community's comments with the MDPC and revised the options accordingly.

Option 1B.1 included two buildings along a traditional ring road around the Town green with the buildings clustered to the north and west sides of the site. This option maintained the location of the Public Safety Building on the north-east corner of the site with direct access to South Main Street / Route 114 and placed the combined Town Hall/Community Center as far west as possible to maintain separation from the residents on Meadow Drive. The access driveway was also revised to a single entry/exit point placed as far north as possible from Meadow Drive.



Option 1B.1

Option 3.1 also included two buildings along a ring road around the less traditionally shaped Town green with the buildings placed to the north and south sides of the Town green. This option maintained the location of the Public Safety Building on the north-east corner of the site and placed the combined Town Hall/Community Center to the south close to the buffer. This option placed a building closer to Meadow Drive but included a berm and plantings to screen parking from this residential neighborhood. It created a larger free-form Town green that would be contiguous with the remainder of the passive recreation portion of the site. The access driveway was also revised to a single entry/exit point centered between the two buildings.



Option 3.1

A formal vote was held and Option 1B.1a became the preferred scheme for further development. Furthermore, parking could be shared, the Town green, at +6 acres was large enough for a variety of activities and uses, the viewshed was maintained and there was a general understanding that the relationship between the two proposed buildings was better than that shown in Option 3.1.



Option 1B.1a

At the following meeting the preferred scheme, Option 1B.1a, was further developed to focus on options for phasing the project. Four phases were possible.

Phase 1 would include the Fire Station portion of the Public Safety Building with associated site needs, including the large public meeting space that is planned for both fire and police department use, as well as becoming a community meeting space when not in use by either public safety departments and some parking for the Town green. No further development of the loop road or Town green is planned. The existing entry point and parking lot off South Main Street / Route 114 would be maintained.

Phase 1A would substitute the entire Public Safety Building for just the Fire Station portion of the building.



Phase 1



Phase 1A

Phase 2 builds the Community Center portion including site needs, completes the loop road, and develops some portion of the Town green.



Phase 2

Phase 3 assumes Phase 1A (Fire Station) only was completed and therefore completes construction of the Public Safety Building. Development of the Town green continues.



Phase 3

Phase 4 completes construction of the combined Town Hall / Community Center, the remainder of the parking that supports the Town Hall, and the Town green is completed.



Phase 4

Following this review, the MDPC asked if we could remove the loop road which was planned to encircle the entire Town green and create a loop road limited to the front of the future Town Hall/Community Center. During the Community workshop there were teams that advocated for a single two-way access drive with a turn-around at the terminus which initially did not gain a majority of support. This would reduce the amount of paving to maintain, increase the size of the Town green and promote the use of outdoor spaces at the multi-generational portion of the building. The MDPC also decided that it might make sense to recommend building in two phases: one being a Public Safety Building and the second phase adds the Town Hall/Community Center. These two phases are shown as Option 2, Phase I and Phase II that have been presented in Section VI Phasing Options and Cost Estimates.

**Landscape and Topography:** The following is a summary of existing site features essential elements to consider in the development of the site master plan. The parcel of land available for the Master Plan development, a former golf course, is an extraordinarily beautiful site that offers a largely open eastern front along Route 114 with a gently sloping rise to the west, where stands of mature trees line the former fairways and the perimeters of several wetland areas, of which some were previously man-made water features. The site offers an attractive setting for Middleton's new municipal center.



**Tree Preservation.** An immediate goal is to preserve as many of the stately and mature trees as possible as well as some of the stands of trees located on the property. The current locations are interpolated from aerial photography on Google Earth which is accurate enough for master planning purposes. When the specific building projects move into the design phase, an accurate survey of the property will be required.

Once a survey is in hand and the tree locations can be precisely located, adjustments can be made as necessary to building locations, roadway and parking alignments to allow for adequate lateral distance between trees' root systems and areas where construction activities take place. These decisions will be made with the assistance of an arborist, who will be added to the Design Team. The arborist will determine the health of various trees and establish the limits of disturbance to their trunks with cutting or filling in order to maintain their long-term health.

In cases where tree roots (or foliage crowns) are known to be impacted, but with assurance by the arborist that these trees can remain in place, we will prepare drawings and specifications on pruning and root pruning to be reviewed by the arborist. It may be advisable in some instances to have the arborist on site to minimize any detrimental impact to the tree. Tree protection details will be provided to show:

- How stands of trees can be surrounded with construction fencing to keep all construction-related activities, including the stockpiling of materials and/or staging of equipment outside of the trees driplines to prevent damage to the root structure below.
- How tree trunks can be protected by surrounding them with 2 x 4s placed vertically around the trunks and tied securely in place with wire or twine.
- How foliage crowns can be tied up (like trees are when they are being transported) to minimize their crown spread, thus providing more room for construction to occur without damage to trees.

In addition to tree protection, the arborist will also provide a program describing suggested means of maintaining or improving the health of all existing trees to remain, whether they are located within areas of construction or not. This is done with a program of pruning, cabling, applications of insecticide, injections of fertilizer, disease treatments and other actions as may be deemed necessary.

Such a program will allow the Master Plan to respect as much of the existing tree cover as possible and provide a long-term maintenance schedule to keep the existing trees at least as healthy than they were prior to the commencement of construction.

Options for the Town green. A Town green is often the de facto center of many New England towns, and the parcel of land being planned for this development of a municipal center is opportunistically located on such a parcel. With its size and proximity within the town center, the new Town green can support many activities that are approved by the residents of Middleton.

The MDPC expressed its desire to develop the Town green over time based on additional input from the public. With the use of town website polls and public meetings, the Middleton community can participate in determining what activities should be included in the Town green. The following is a list of potential activities the Town of Middleton may wish to consider as part of their Town green:

- A space for large gatherings: With a focal structure to serve as a speaker's platform, bandstand or gazebo, the topography and openness in the center of the proposed Town green can readily be a place that attracts large gathering for Fourth of July celebrations, Veterans' Day remembrances, Friday night movies, and a host of other such high volume activities.
- Passive recreational activities: a large expanse of lawn edged by wooded areas can offer locations for barbecuing, picnics and sitting areas (with or without benches, or tables).
- Walking or jogging trails around the periphery of the space, which can be significantly expanded into the westerly portion of the property where conservation restrictions will preclude the construction of buildings or roads.
- A series of exercise stations around the periphery of the Town green can provide a means of maintaining the health of town residents who lack the ability to join a health club or keep exercise equipment in their houses

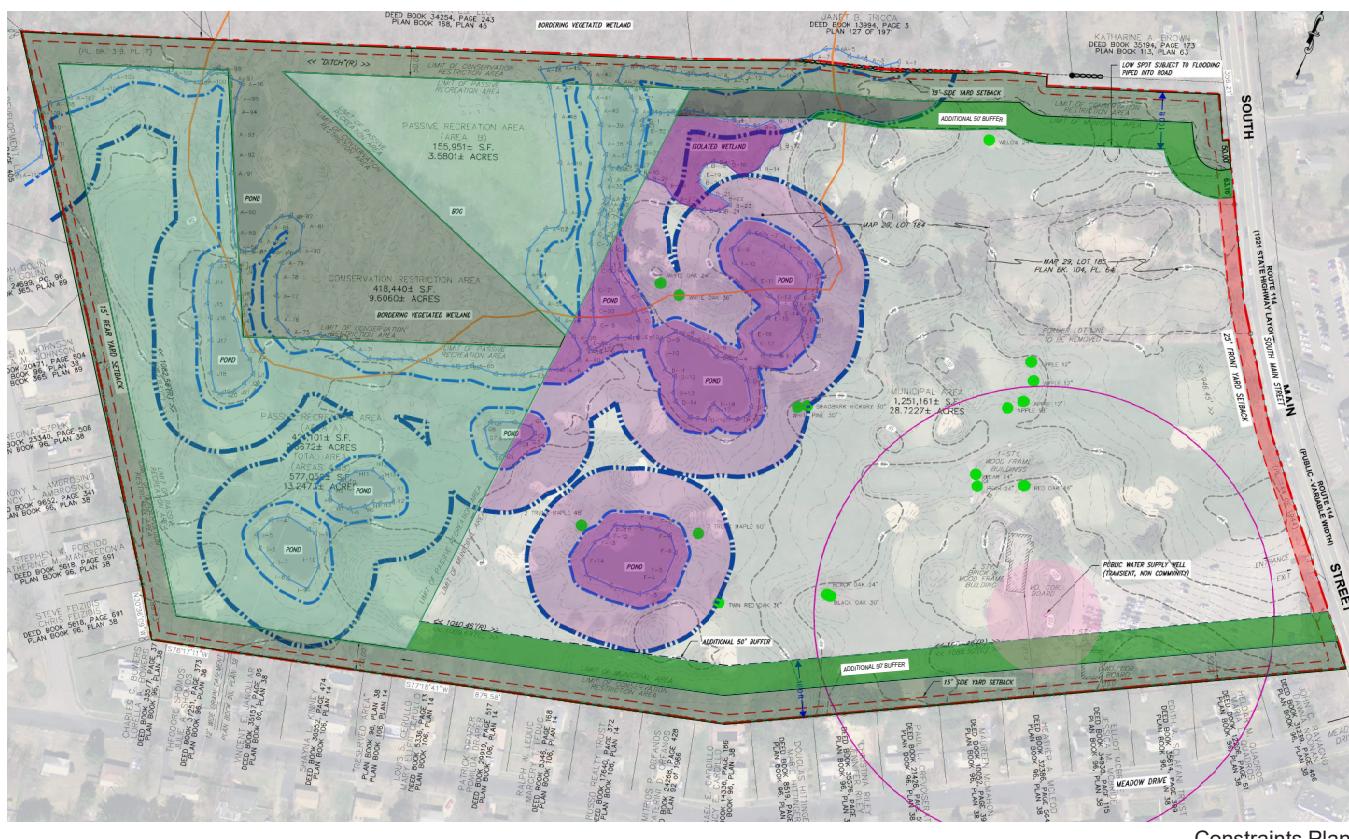
Other Potential Master Plan Considerations. There are several other options that the Town may consider as part of this Master Plan:

- A Master Plant List; Such a list, when included in a Master Plan statement, can guide the landscape design of all future phases of work and lead to a homogeneity of vegetative types the Town can rely on as being drought-tolerant and hardy in this hardiness zone.

- Irrigation; although a Master Plant List should of necessity rely on drought-tolerant species, all proposed plants, drought-tolerant or not, should rely on regular watering during their initial period of germination post-transplantation. The only alternative to irrigation to ensure the health of new plant material is to specify that the landscape contractor who installs the plants be responsible for watering the plants until they have germinated, a process that requires watering trees and shrubs multiple times per week and watering lawn areas daily for several months. The cost of this cycle of watering can be as expensive as the cost of an irrigation system, which makes such an investment not nearly as costly as one might imagine.

**Civil Design Considerations:** The following narrative highlights the civil site issues that are critical to this master plan development. These issues have been addressed in the overall planning and their impacts on the overall projected costs.

Regulated Areas: There are wetland resource areas that impose regulatory constraints on the site. These constraints drive the available building envelope for the proposed uses. A constraints map displaying the present constraints is shown below. Constraints include wetland resource areas and buffer zones, flood zone, and a wellhead protection zone associated with the existing well servicing the clubhouse building. Furthermore, zoning controls add setbacks and restrictions to building location.



The Wetland Report prepared by Pare Corporation describes the limits, characteristics, and regulatory restrictions associated with each of the resource areas on site. Generally, development is preferred to maintain adequate distance to the existing resource areas.

These factors were used to identify the available buildable area in which to locate the proposed buildings and site features as the concept options were developed. (See Appendix D)

Legend for property line features and zoning setbacks:

- Red dashed line: Approximate Property Line (GIS)
- Red dashed line: Zoning Setbacks
- Blue line with triangle: Wetland Edge
- Blue dashed line: 25' No Disturb Zone
- Dark blue dashed line: 100' Buffer Zone
- Grey dashed line: 1' Contour (Lidar)
- Green circle with 'TYPE #': Specimen Trees (Partial Inventory)
- Orange line: FEMA Zone x (GIS)
- Black line: Zone 1 Wellhead Protection (GIS)
- Pink line: Interim Wellhead Protection Zone (GIS)

**Parking, Circulation, and Site Access:** A traffic study was conducted by Pare to determine the impacts of the proposed master plan development and whether any offsite mitigations would be required. Those findings are included in the Traffic Impact Analysis. The report concluded that the construction of the proposed Middleton Town Complex is expected to have minimal impact on the traffic and safety operations within the study area, and no offsite mitigation is necessary to support the fire station. Future development options adding traffic and turning into and from the Site would need to be evaluated for additional impacts. (See Appendix D)

Parking within the Site would be provided at an adequate capacity to support each of the site uses. Parking which is dedicated for official public safety vehicles would be located to the rear of the building and would have limited access to the public. Parking for the public is provided both along the driveway entrances as well as in a parking lot located between the two proposed buildings. Parking spaces are positioned to minimize the need of pedestrians to unnecessarily cross traffic lanes. Parking lots are designed to minimize dead end parking bays, where possible, and keep a smooth and intuitive flow of vehicles.

**Utilities:** The existing utility infrastructure available and currently on the Site is described in the existing conditions narrative.

- Water service is currently provided to the Site with an onsite drinking water well. However the proposed water service for municipal uses would be provided via connection to an existing main in South Main Street / Route 114. The existing on-site well is anticipated to be abandoned.
- Sanitary sewerage is currently managed with an onsite treatment system. The proposed buildings will also need to be managed with onsite systems designed to manage their use. Record soil mapping through NRCS (Natural Resources Conservation Service) suggest that the soils on the eastern portion of the site where development will be located is Canton Fine Sandy Loam. This typical soil profile is anticipated to consist of soil textures and depth to groundwater which will be appropriate for siting an onsite disposal system. A location to the north of the site in the master plan has been designated as the tentative location of the onsite septic systems. Further soil investigations will be done to confirm the siting is appropriate and to inform the system design.
- Stormwater runoff from the existing golf course flows overland and contributes to the onsite wetlands, while a portion of the runoff to the northeast side of the property discharges to the closed drainage system in South Main Street/ Route 114. The proposed site design will be responsible for using onsite Best Management Practices for water quality treatment, groundwater recharge, and control of peak flow rates. Wherever possible, above ground low impact development practices will be used to control the water as close to its source as possible. Stormwater management onsite can be an asset to the site design. Where necessary, subsurface storage and infiltration systems will be utilized to provide additional storage volumes. (See Appendix D)

## Development of Building Options

The original concept was to build four buildings and seek funding in four discrete phases. As the programming and conceptual design of the four buildings progressed, it became clear that combining the four buildings into two (a public safety building to include the fire and police departments and a combined town hall/community center) would result in a more advantageous solution. Two combined buildings would make operations more efficient and generate savings in construction and site development. Furthermore, it was agreed that constructing two combined buildings uses less land, allowing more of the property to remain open and undisturbed. It was also agreed that the design of both buildings had to have the ability to accommodate a phased construction approach, if phased construction and funding was ultimately the decision of voters. The following plans and renderings are located at the conclusion of this master plan study.

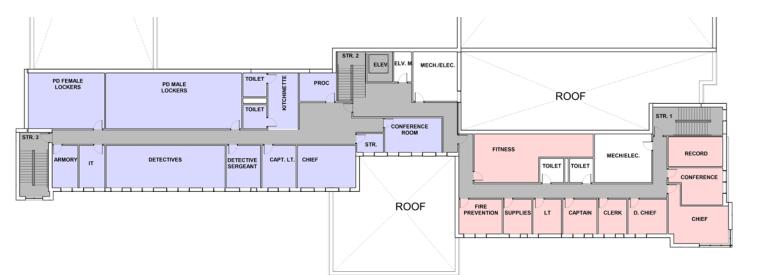
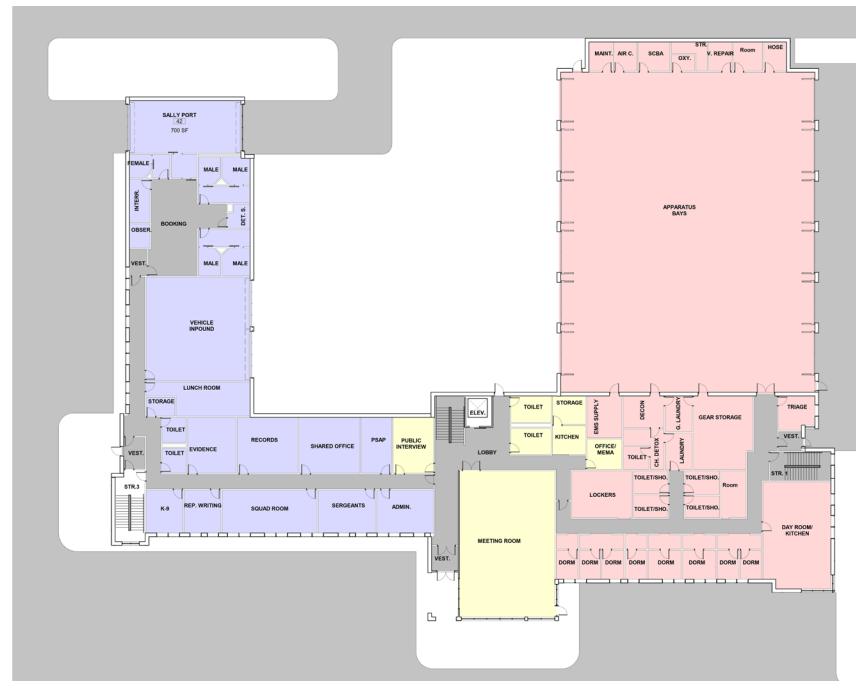
The **Public Safety Building** would include the fire and police departments and the single building would realize the following benefits:

- Shared facilities such as the entry lobby, training room/ emergency operations center (EOC)/ community room, fitness facility.
- Shared circulation including elevator and stairs.
- Shared mechanical, plumbing and electrical systems.
- Shared visitor parking.
- Shared outside areas for dumpster, generator, transformer and a communication tower that will be required.
- If the process requires phasing for each of the four buildings, the fire station, which is the first priority, will include a large meeting space for use by police, fire, public meetings and citizens.

The shared elements of the building for the public include a common and secured entry, a local dispatch room known as a secondary Public Services Answering Point (PSAP), alarm room and a large meeting room. This shared area provides one location for community members seeking help from both fire and police personnel, prevents the movement of visitors to other more secure areas of the building including private offices and living quarters, and provides a large new meeting room for public safety personnel and the public. In this case a large meeting/ training room is planned for up to 75 persons and for use as the Emergency Operations Center (EOC). A safe haven lock-down is also planned for the entry vestibule so that any person believed to be in immediate danger can alert public safety personnel and be protected from imminent danger. The location of these major shared spaces has been planned to face onto the Town green and connect with similar spaces located in the shared town hall / community center.

Parking provides sufficient spaces for visitors during normal business hours, during emergencies and when the public meeting room is in use. Staff parking, located behind gates, is provided for staff on multiple shifts. The number of spaces accounts for daily overlap of shifts.

The **Fire Department** portion of the building includes three major areas: administration, staff support and operations. Offices and a conference room, along with copy/supply room, and archive document storage are provided for command staff, administrative support and fire prevention officers. Firefighter support spaces include living quarters and a day room, locker rooms, toilet and showers room, and areas for report writing. Operations areas, which



Department Legend

■ CIRCULATION ■ FIRE ■ POLICE ■ SHARED

take up the most space in any fire station, include apparatus bays, storage for fire hoses and protective gear, gear washer /dryer, workshops, medical decontamination, triage, storage of medical supplies, a self-contained breathing apparatus room, and storage of oxygen and hazardous material supplies.

Particular attention is focused on the health of firefighters. This includes planning for decontamination of personnel and gear so that equipment and personnel movement is limited to a selected area of the building. In addition, steps are taken to prevent transfer of any contamination to other parts of the building. The apparatus bays are separated from living quarters to lessen the impact on vehicle exhaust migrating throughout the building. Source capture systems, tailpipe venting systems, are provided to improve those results.

As part of the initial planning, an imperative goal is to provide the quickest and easiest pathway for firefighters as they move from any part of the building to their trucks when a call is placed. That response time is critical. Administrative personnel, who do not respond in this manner, can be located more remotely.

The **Police Department** portion of the building includes four major areas: administration, operations, staff support and detention. Offices, interview and conference rooms, along with copy/supply room, and archive document storage are provided for command staff, administrative support, detectives and prosecutors. Operations include areas for sergeants, shared officer workspace, a report writing room, a squad room, IT workspace including E911, evidence processing and storage, and an armory. Police officer support spaces include a lunch / break room, locker rooms, and toilet/shower rooms. Detention includes a sally port, impound and vehicle bays, bulk evidence storage, recovered property storage, booking, cells and interrogation. A carport is provided for police vehicles that are operational so that the cars are always ready to go but are protected from the elements to extend life.



Middleton Public Safety Building

The combined **Town Hall/Community Center** would realize the following benefits:

- This combination of uses would find similar efficiencies in site and shared mechanical, plumbing and electrical systems.
- A common entry point can provide better security, particularly during the evening hours when individual town hall functions are scheduled that might overlap with regularly booked community center functions.
- The community center, which is planned with a variety of small and large meeting rooms would have the advantage of providing appropriate meeting spaces for town committee meetings or special training sessions that could not be rationalized by inclusion in a stand-alone Town Hall.
- The Town Hall has the smallest programming needs but as the center of town government should not be insignificant in scale to the other town buildings with which it will be co-located. It is shown on the renderings as a two-story structure.

The Community Center is a one-story structure that connects to the surrounding landscape and Town green visually - through large expanses of glazing, and spatially - through doors leading out to terraces. It will be a focal point for community life, visible from South Main Street / Route 114 and adjacent open spaces. It replaces the inadequate Council on Aging at 38 Maple Street as well as providing spaces for intergenerational recreational activities to everyone. The Veterans Services Officer will be in the Community Center in order to better serve veterans.

The Center shares an entry with Town Hall and provides a series of meeting rooms that support Town Hall uses as well as a broad range of civic activities. Immediately inside the entry are Council on Aging offices where a variety of services can be provided. An interior "Main Street" serves as a circulation spine offering access to sitting and socializing areas, a lounge, a café, and a series of multi-purpose and flexible activity spaces. This spine opens to the landscape in a number of locations to connect users to outdoor activities. Each activity room has storage areas to maximize flexibility for changing uses over the course of a day, the week, or the years. The kitchen opens out to a service and delivery area in back, to the Multi-Purpose Room for daily Meals-on-Wheels service to seniors and large mealtime events and to the open café area. Light from windows and skylights and the fluid arrangement of spaces will make it a delightful place for Middleton residents of all ages, close to a broad range of other Town amenities.

The Town Hall consolidates all offices currently located at Memorial Hall and the Department of Public Works into two main categories: Business Offices and Land Use Offices. The Business Offices include offices and support spaces for all personnel related to the Town Administrator, Town Accountant and Assessor, Treasurer/Collector, the Town Clerk and all functions required for elections.

Land Use includes offices and support spaces for the Public Health Director, Public Health Nurse, Animal Control officer, Conservation Agent, Building Inspector, Town Planner, and land use support staff.



The intent of the Town is to provide dedicated service points that are easily accessible to citizens whether they need to speak with business or land use personnel. A common counter and workspace will co-locate clerks and administrative personnel from various areas so that staff can be cross-trained to provide help whenever it is needed. These points of service will provide controlled access so that staff always feels safe and secure and so that town officials can have private offices to conduct Town business. While a conference room will be provided, all large meetings, including meetings held for elections training, or regularly scheduled planning board or conservation commission meetings will be accommodated in rooms located in the community portion of the building.



## Preferred Plan

The preferred plan envisions two buildings to cover all four uses and creates a new gathering location for all citizens. This plan will provide the Town of Middleton with municipal buildings that will support major town services for the next 30-50 years and will improve working conditions for town employees and provide enhanced indoor and outdoor meeting spaces for all generations of residents. In addition, there is the prospect of creating a new "Town green" that is responsive to a variety of town activities. These could include food truck festivals, Earth Day, Winter Festivals, holiday events and concerts. An extraordinary opportunity that was repeated by the committee and residents members at every meeting.

At this point in time, it is difficult to propose a preference inasmuch as the residents of Middleton must be comfortable with the ultimate decision. The Master Development Planning Committee's mandate is to present the pros and cons of each option with a recommendation so that Town Meeting can make the ultimate choice. The plan below is the preferred buildout of the site.





Bird's Eye View of Final Buildout

## Phasing Options and Costs Estimates

When the Town voted to purchase the golf course in March of 2019, the original premise was that the development would be undertaken in four stages, with the fire station being the first building constructed. The second building would house a senior center/community center and the third phase would be the new police station. The fourth phase would be a new town hall. As the planning progressed, however, several new thoughts began to emerge that made a lot of sense to the Design Team and the MDPC as described in Section IV above and recapped below:

- A Public Safety Building, combining the fire and police departments, has several advantages over constructing two separate buildings specifically at the shared entry and large meeting/training room.
- Likewise, combining the Community Center with a new Town Hall also provided flexibility in sharing of meeting spaces as well as another layer of security for both building occupants.
- Financially, there are potential savings by building more than one phase at a time. While the initial cost would be higher than building each phase separately, savings would be realized by economies of scale and savings on future costs due to escalation.

The development of the town green will be staged according to which option is accepted by the Town. The Design Team has earmarked a budget for the Town green for each phase but has not designed a specific plan for each. During the planning process, it was apparent that there are differing opinions as to what should be included in the Town green. This is a decision that will rest on continued input from Middleton residents.

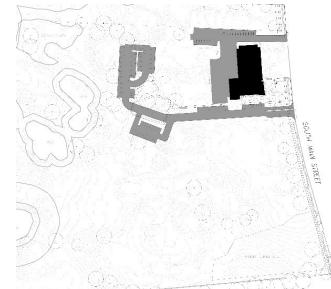
The Design Team with the MDPC's input have generated four possible phasing options that are described below. These were developed in consideration of the impact of taxation. Building all structures in one phase (Scheme 4) costs the least money—due to the increasing cost of construction over time, the particular competitive environment for construction projects at this time and the reduced cost of a single project rather than 2 or 4 independent projects—as well as retiring obsolete buildings as soon as possible. However, breaking the construction into multiple projects keeps the initial tax rate impact to a minimum, but will both cost more in total (eventually) in construction expenses as well as the need to continue to maintain the failing public town buildings which all suffer from deferred maintenance and the pending need for major repairs. Those details are provided below, followed by initial cost analysis.

Scheme 1 is to build the development as originally conceived in four separate projects. The building designs for phases I (fire station) and II (Community Center) anticipate the future additions to each building and they are planned accordingly.

The four-phase full build-out option will take the longest to complete, stretching over 10 to 15 years. It will also be the most expensive. This is due to the escalation of construction costs and the cost of borrowing, which is at historic lows, but cannot be expected to remain there.

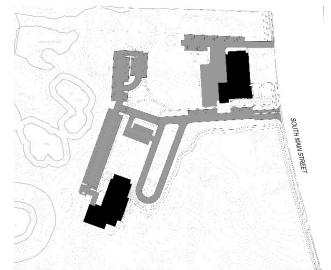
As noted on the previous page, the MDPC proposes construction of two combined buildings in order to take advantage of construction efficiencies and reduce overall project costs.

Scheme 1 - Phase I includes the new fire station only with the access road and parking to serve the fire station and an initial development to the Town green. Parking for Town green events will utilize the current asphalt lot that was part of the former golf course. The small parking lot to the south west of the fire station will serve as a turnaround in Phase I prior to extending the loop for the community center in Phase II.



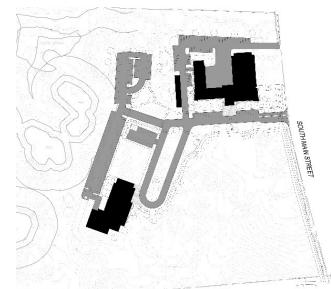
Scheme 1 - Phase I

Scheme 1 - Phase II adds the community center and extends the parking, roadway and bicycle paths as well as further development to the Town green.



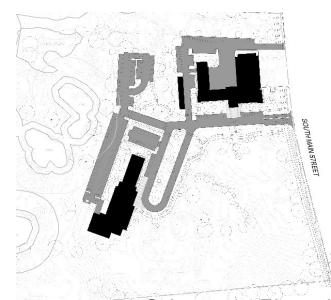
Scheme 1 - Phase II

Scheme 1 - Phase III The police station is added to the fire station as well as the final sitework and parking to complete the public safety portion of the complex and possible further development to the Town green.



Scheme 1 - Phase III

Scheme 1 - Phase IV completes the full build-out of the site with the addition of the new Town Hall to the Community Center and expands the Town green by eliminating the original asphalt parking. In its place will be a grassed area that will be designed to accommodate overflow parking for special events.



Scheme 1 - Phase IV

Scheme 2 is a halfway measure between four separate projects (Option I) and the full build-out of the site. In this case the object is to take advantage of the current low cost of borrowing and reduce the cost of construction through the economy of scale by building a full public safety building in one phase. Similarly, the second phase would include the Town Hall and the Community Center as one project.

## Town of Middleton

Scheme 2 - Phase I includes the new public safety facility with the access road and parking to serve the public safety facility and an initial development to the Town green. Parking for Town green events will utilize the current asphalt lot that was part of the former golf course. The small parking lot to the south west of the fire station will serve as a turnaround in Phase I prior to extending the loop for the community center in Phase II.

Scheme 2 – Phase II includes the combined Community Center / Town Hall, the completion of the loop road, all the parking that remains, and the completion of work on the Town green.

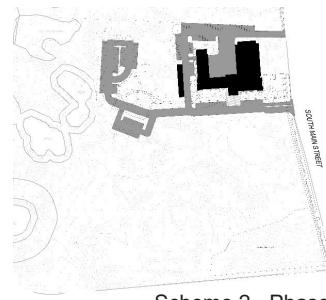
Scheme 3 is a similar variation of Option 2. This option builds the complete Public Safety complex in the first phase. This approach is in response to public feedback where some residents feel that a new police station should take precedence over the community center.

Scheme 3 - Phase I includes the new public safety facility with the access road and parking to serve the public safety facility and an initial development to the Town green. Parking for Town green events will utilize the current asphalt lot that was part of the former golf course. The small parking lot to the south west of the fire station will serve as a turnaround in Phase I prior to extending the loop for the community center in Phase II.

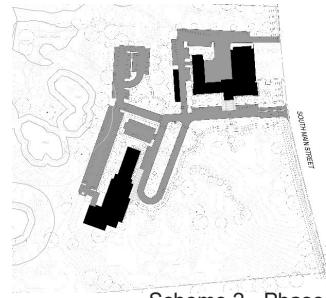
Scheme 3 - Phase II adds the community center and extends the parking, roadway and bicycle paths as well as further development to the Town green.

Scheme 3 – Phase III completes the full build-out of the site with the addition of the new Town Hall to the Community Center and expands the Town green by eliminating the original asphalt parking. In its place will be a grassed area that will be designed to accommodate overflow parking for special events.

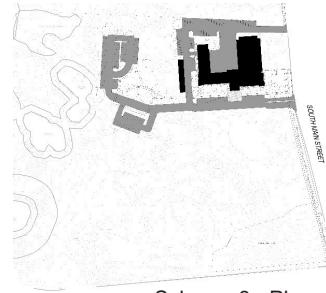
## Master Development Planning Committee



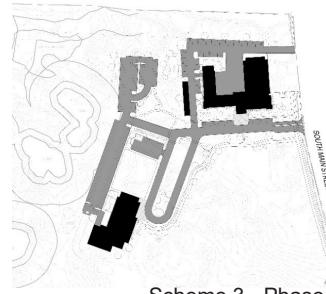
Scheme 2 - Phase I



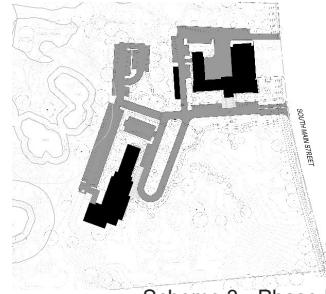
Scheme 2 - Phase II



Scheme 3 - Phase I



Scheme 3 - Phase II



Scheme 3 - Phase III

Scheme 4 is the full build-out of the site in a single phase. This approach takes advantage of the current borrowing climate as well as eliminating additional costs due to escalation since the entire build-out would be bid as one project.

#### Projected Cost Estimates

In order to construct a cost estimate that could provide a look at various options constructed over a period of ten years, the design team developed a comprehensive group of individual building or site construction items to be estimated which could then be re-configured in various manners to respond to a variety of development scenarios. The following ten items were estimated:

- Item #1: Fire Department with Shared Spaces
- Item #2: Shared sitework for the Fire Department
- Items #3: Sitework for the Town green
- Items #4: Stand-Alone Community Center
- Items #5: Remaining sitework
- Items #6: Police Department addition to Fire Department
- Items #7: Town Hall addition to the Community Center
- Items #8: Combined Public Safety Building
- Items #9: Combined Town Hall / Community Center
- Items #10: Stand Alone Town Hall

Item #	Phase	Description	Square Footage	Building Construction Costs	Total Project Cost in 2020	Total Project cost in 2021
1	1	Fire Department with Shared Spaces	28,770	\$13,579,439	\$17,653,271	\$18,359,402
2	1	Sitework for FD		\$5,819,642	\$ 6,983,570	\$7,262,913
3	1A	Sitework – Town green		\$3,060,130	\$ 3,978,169	\$4,137,296
4	2	Community Center Stand-Alone	22,522	\$9,684,460	\$12,589,798	\$13,093,390
5	2	Sitework – Remaining		\$3,416,494	\$4,441,442	\$4,619,100
6	3	Police Department Addition to FD	12,216	\$6,816,762	\$8,861,791	\$9,216,263
7	4	Town Hall – Addition to CC	11,254	\$5,345,650	\$6,949,345	\$7,227,319
8	1	Combined Public Safety Building	40,986	\$20,288,070	\$26,374,491	\$27,429,471
9	2	Combined TH/CC	33,770	\$15,196,500	\$19,755,450	\$20,545,668
10	4	Town Hall - Stand Alone	14,450	\$7,008,250	\$9,110,725	\$9,475,154

The professional cost estimator's work for each of these ten items was calculated in 2020 dollars and included:

- Buildings:
  - Fire and Police Department buildings based on plans and elevations.
  - Community Building and Town Hall based on a square foot basis.
- Sites: Phase 1, Phase 1A and Phase 2 sites based on drawings, narratives and descriptions by the civil engineer and landscape architect.
- Total Project Cost: Included construction of buildings/site, 30% soft cost and contingency on buildings, and 20% on sitework.
- Soft Costs Include: Design Fees, Owner's Project Manager Fees, Clerk-of-Works, Printing Costs, Advertising, Legal, Financing, Commissioning, Testing and Inspections, Furnishings, Finishes and Equipment, Communications, Permitting, Utility Company Back-charges and Moving Costs including others to be defined.

- Escalated Costs: Costs to construct start in 2021.

- Costs are projected for 10 years.
- Costs projections are based on Total Project Costs.
- Escalation: 4% per year average thereafter. Following this review the escalation for 2021 was increased to 5% in year 2021 and remained at 4% per year after that.

The cost projections for the various scenarios as noted below used the escalated costs in years 2021, 2024, 2027 and 2030 dependent on the bid dates anticipated. For each of the possible 4 phases there were various options considered.

Phase 1, projected year 2021, possibilities include the following three:

Phase 1, projected year 2021, possibilities include the following three:

Item #	Phase	Description	Square Footage	Building Construction Costs	Total Project Cost in 2020	Total Project Cost in 2021
<b>Possibility 1</b>						
1	1	Fire Department with Shared Spaces	28,770	\$13,579,439	\$17,653,271	\$18,359,402
2	1	Sitework for FD		\$5,819,642	\$6,983,570	\$7,262,913
			<b>TOTALS</b>	<b>\$19,399,081</b>	<b>\$24,636,841</b>	<b>\$25,622,315</b>
<b>Possibility 2</b>						
1	1	Fire Department with Shared Spaces	28,770	\$13,579,439	\$17,653,271	\$18,359,402
2	1	Sitework for FD		\$5,819,642	\$6,983,570	\$7,262,913
3	1A	Sitework – Town green		\$3,060,130	\$3,978,169	\$4,137,296
			<b>TOTALS</b>	<b>\$22,459,211</b>	<b>\$28,615,010</b>	<b>\$29,759,611</b>
<b>Possibility 3</b>						
8	1	Combined Public Safety Building	40,986	\$20,288,070	\$26,374,491	\$27,429,471
2	1	Sitework for FD		\$5,819,642	\$6,983,570	\$7,262,913
			<b>TOTALS</b>	<b>\$26,107,712</b>	<b>\$33,358,061</b>	<b>\$34,692,384</b>

Phase 2, projected year 2024, possibilities include the following two:

Item #	Phase	Description	Square Footage	Building Construction Costs	Total Project Cost in 2020	Total Project Cost in 2024
<b>Possibility 1</b>						
4	2	Community Center Stand-Alone	22,522	\$9,684,460	\$12,589,798	\$14,728,283
3	1A	Sitework – Town green		\$3,060,130	\$3,978,169	\$4,653,896
			<b>TOTALS</b>	<b>\$12,744,590</b>	<b>\$16,567,967</b>	<b>\$19,382,179</b>
<b>Possibility 2</b>						
9	2	Combined TH/CC	33,770	\$15,196,500	\$19,755,450	\$23,111,083
3	1A	Sitework – Town green		\$3,060,130	\$3,978,169	\$4,653,896
5	2	Sitework – Remaining		\$3,416,494	\$4,441,442	\$5,195,860
			<b>TOTALS</b>	<b>\$21,673,124</b>	<b>\$28,175,061</b>	<b>\$32,960,839</b>

Phase 3, projected year 2027, possibility include the following one:

Item #	Phase	Description	Square Footage	Building Construction Costs	Total Project Cost in 2020	Total Project Cost in 2027
<b>Possibility 1</b>						
6	3	Police Department Addition to FD	12,216	\$6,816,762	\$8,861,791	\$11,661,514
	1	Sitework for PD – mostly completed during FD construction		TBD	TBD	TBD
			<b>TOTALS</b>	<b>\$6,816,762</b>	<b>\$8,861,791</b>	<b>\$11,661,514</b>

Phase 4, projected year 2030, possibilities include the following two:

Item #	Phase	Description	Square Footage	Building Construction Costs	Total Project Cost in 2020	Total Project Cost in 2030
<b>Possibility 1</b>						
10	4	Town Hall - Stand Alone	14,450	\$7,008,250	\$9,110,725	\$13,486,098
	1	Sitework for Town Hall – mostly completed during CC construction		TBD	TBD	TBD
			<b>TOTALS</b>	<b>\$7,008,250</b>	<b>\$9,110,725</b>	<b>\$13,486,098</b>
<b>Possibility 2</b>						
7	4	Town Hall – Addition to CC	11,254	\$5,345,650	\$6,949,345	\$10,286,729
	1	Sitework for Town Hall – mostly completed during CC construction		TBD	TBD	TBD
			<b>TOTALS</b>	<b>\$5,345,650</b>	<b>\$6,949,345</b>	<b>\$10,286,729</b>

The possibilities are numerous but one likely option is to build in 2 phases: Public Safety Building first followed by a combined Town Hall / Community Center.

The Public Safety Building project would include all parking, sidewalks and aprons related to the Public Safety Building plus the lot at the north end of the access road and a lot that will be adjacent to the Town Hall/Community Center used in Phase 1 as a turn-around for traffic. The project would also include maintaining the current parking near South Main Street / Route 114 to handle events on the Town green, the demolition of the clubhouse, a regrading of the Town green to smooth out golf course features, loam and seed, and the construction of all site required underground utilities including water, sewer and septic fields and subsurface infiltration and bioretention areas.

The combined Town Hall and Community Building project would include all remaining pathways, sidewalks, parking and roadways, landscaped areas, the demolition of the garage and demolition of existing parking lot with final regrading with loam and seed.

Other likely scenarios include a total site development that includes just two buildings in the end, but those buildings would be constructed in stages, as additions to the original construction. In that case the first part of the building constructed would include most, if not all, of the mechanical, electrical, plumbing and fire protection systems, and large public spaces that would enhance services to the town immediately.

A final updated cost estimate included revising the 2021 escalation factors from 4% to 5% and added an additional category, Item #11, for a minimal “Town green” site development. (See Appendix E)

## Conclusion

This is an extraordinary property offering the Town and its residents a remarkable opportunity to reshape the community. The goal of developing the property as a Municipal Center can be met. The design team received extensive, insightful, and beneficial input from the MDPC, Town staff, and residents. The initial programmatic direction - a fire station, a senior center/community center, a police station, and a town hall – evolved into two combined buildings. These are shown as a public safety building consisting of a fire station and police station, and a combined community center and town hall. These modern facilities will ensure Middleton can serve and protect its citizens for many years to come. The proposed new town green has endless options that will play out over whatever timeframe the Town desires. It can become the new center for community life with acres of outdoor opportunities.



View of Final Buildout from RT. 114