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Cumberland County Community Development Program
2015 CDBG Planning Program Application

Community Cover Page Project Title

Project Title Site Assessment and Preliminary Design Study for Relocated Public Works Facility

Lead Community Town of New Gloucester

Additional Communities None

Contact Information

Name William Johnston, Town Planner

Address Town of New Gloucester, 385 Intervale Road, New Gloucester, ME 04260

Email: wjohnston@newgloucester.com **Tel:** 207-926-4126 x4

Amount of CDBG Funds Requested \$20,000

Total Estimated Project Cost \$40,000

Name of Authorized Official Paul First, Town Manager

Signature of Authorized Official



1. COMMUNITY PROBLEM/NEED

a. **Scope, Magnitude and Severity:** The community faces a multi-faceted and urgent problem. Our aging public works facility has major structural and operational deficiencies – it is in need of replacement to adequately serve both current and future needs. The existing facility occupies a prime business location within the town’s Upper Village. Once a thriving business and residential center, this area has suffered from decline and disinvestment due largely to groundwater contamination problems. With the recent construction of a public water system and the creation of an Upper Village Master Plan, the area is slated for revitalization. The construction of a new public works facility in a different location both addresses the critical need for building replacement and makes the site available for redevelopment consistent with the Master Plan. Conducting an assessment to ensure the best site for the new public works facility and a preliminary design study for the new building will allow the town to move forward on addressing all of these issues.

The deterioration of the existing facility demonstrates our immediate need. The public works building has the following problems:

- Visible cracks in load-bearing and external walls. Temporary support beams have been installed to reduce the risk of roof collapse. Concrete blocks have been replaced in the façade on an ongoing basis to shore up that component.
- Roof degradation and punctures have resulted in leaks, which have caused water damage to roof decking and insulation. During major precipitation events, water leaks into the building around work areas and electrical equipment.
- The size of the facility has been outgrown by the machinery in use today. The crane can service only two of the four bays. Staff routinely handle heavy loads manually because support equipment cannot maneuver within cramped quarters.
- The facility contains no interior underdrain or waste collection system. Potential exists for petrochemicals and other residues from equipment to drain outside the facility.
- The adjacent sand/salt shed is also in disrepair, although to a lesser degree than the principal garage.

A sense of urgency to move the facility also exists due to its key location in the Upper Village. Relocation allows the community to implement its Master Plan for the area, and is identified as the critical first step in the Plan. The community has conducted planning activities for this area over the decade, and is now focused on implementation. With the help of federal and state funds, it has constructed a public water system to serve the area, which includes a high percentage of low and moderate income residents. It is now posed to take the next step necessary to transform the area into a vibrant mix-use center with increased employment and housing opportunities for a range of income levels.

b. **Past Efforts to Address Problem:** The town has resorted to a number of stop-gap measures to address the structural deficiencies and shortcomings of the public works facility, as described above. Many problems, such as the failing roof, persist. Early conceptual sketches of a new public works building and floor plans were adopted by the Selectmen in 2007.

The problems associated with the Upper Village have been the topic of considerable discussion and planning activities over the past 10 years. Beginning in 2003, the town began to confront the area’s main problems – groundwater contamination and economic stagnation – taking steps toward making

the Upper Village a viable growth center. To address the issue of groundwater contamination, the town, after detailed study and with the support of federal and state agencies, including the CDBG program, constructed a new public water system. Various planning and visioning exercises over the past decade have culminated in the recent development of the Upper Village Master Plan, which provides a blueprint for revitalization of the area. The core area for implementation of that Plan is the site now occupied by the Public Works complex, and the Plan calls for relocation of that facility as soon as possible.

c. Specific Impacts on Low/Moderate Income Households: The development of a new public works facility will improve services to residents of all income levels, but the relocation of the complex creates opportunities for better serving low and moderate income residents who live in the Upper Village area. In a survey conducted as part of the development of public water for the area, 66 percent of the households located within the service area were classified as low and moderate income, with a median household income of \$28,840. The Master Plan calls for the creation of a mixed use village center with new residential development including multi-family apartments. Besides increased housing opportunities, a revitalized Upper Village will provide increased employment opportunities and better access to services.

d. Criticalness of CDBG Funds to Activity's Success: While the town recognizes the need for replacement of its Public Works Facility and is eager to implement its Upper Village Plan, there are many other needs on a yearly basis that compete for limited financial resources. The town has demonstrated its ongoing support for improvements in the Upper Village area with its commitment of more than \$1 million in local support for a new public water supply for the area. This commitment was greatly enhanced by grant and loan assistance from federal and state agencies, including CDBG funds. This model of diversifying the funding of projects and forming partnerships seems to work well for the town, helping to mute the impact on property taxes and giving residents a strong incentive for approving local expenditures with the knowledge that they will leverage additional funds.

2. PROJECT STRATEGY

Planning Task 1: Site Assessment: The first task is a study of the suitability of sites for a new public works facility. The town needs to perform its due diligence to ensure that the chosen site is best one for the facility. A site adjacent to the Fire Station along Route 100 has been strongly considered as a possible relocation site. The property has some potential constraints. The study would evaluate the suitability of this location and 1-2 other sites, with a focus on the following considerations:

- Environmental Suitability
- Public Safety
- Road Access/Traffic Impacts
- Centrality of Location
- Permitting Issues

Based on this evaluation, the chosen consultant would make a recommendation on the most suitable site and identify site development considerations.

Planning Task 2: Preliminary Design Study: The second part of the project would be a Preliminary Design Study for a new public works building and salt/sand shed. This component will include the following tasks/outcomes:

- An assessment of space, equipment and other needs for the new facility.
- Preliminary site design and layout.
- Preliminary design of structures, including interior layout and architectural renderings. This

portion of the report will provide at least two different design options, based on initial feedback from town staff and officials.

- Recommendations regarding major mechanical system and infrastructure, including HVAC, lift systems, fuel and material storage and waste collection.
- Cost estimates of both site development and building construction options including permitting.

The purpose of this study is to allow the community to better conceptualize options for a new public works facility, quantify costs, build public support and facilitate the latter final engineering stage of the project.

b. Project Schedule

April 2015	CDBG award
May 2015	Request for Proposals
June 2015	Town selects contractor
July-August 2015	Contractor conducts Site Assessment
July-October 2015	Contractor conducts Preliminary Design Study
November 2015	Based on the study, town proceeds with submitting application to municipal CIP Committee for final engineering and facility construction.

c. Community Partnerships: This project is a component of the town’s larger Upper Village planning effort, which is the result of extensive public involvement, outreach to Upper Village businesses and residents, and partnerships with other organizations. The town has worked closely with the Maine Department of Transportation in discussing road and traffic options for the area. In the development of a public water system for the area, the town worked with the USDA, the Maine Department of Environmental Protection and the CDBG program.

3. READINESS

a. Conveyance to Residents: As previously mentioned, relocation of the public works facility is a central component of the Upper Village Master Plan, a document which has been created with considerable public input and participation. In the winter and spring of 2013/14, three public workshops were held on the Plan, with strong positive feedback and approval. Support for a Site Assessment and Preliminary Design Study has been demonstrated by the town’s intention to place on its next Town Meeting warrant an article to raise \$20,000 in matching funds to support the project if the grant is awarded.

b. Matching Funds: As mentioned above, the town is proposing to raise \$20,000 as a match for this project. The item will be placed on the warrant for its 2015 Town Meeting in May if the grant is awarded to the town.

c. Staffing/Consultants: If the project is funded, the town will put out a Request for Proposals for a qualified consultant to perform the site assessment and preliminary design study. Town staff – including the Town Planner, Town Manager and Public Works Director will be involved in the administration of the project and work closely with the chosen contractor. The Town Planner, in particular, will conduct preliminary research on possible relocation sites in order to facilitate the site assessment component. Although not factored in as part of the local match for this project, it is estimated that the town will devote \$3,000-\$5,000 of in-kind resources to the project.

d. Multi-Jurisdictional Bonus -- not applicable.

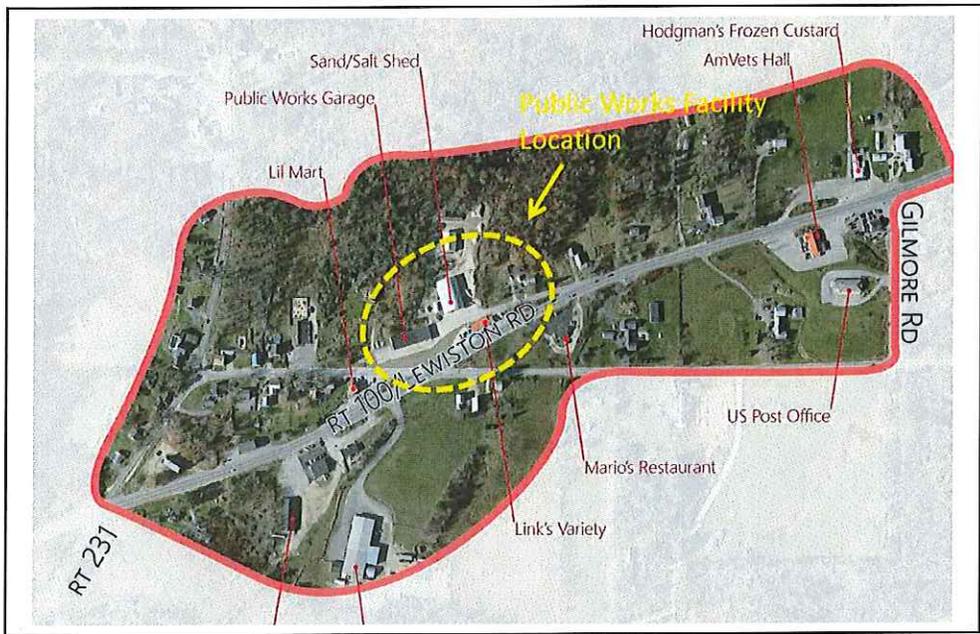
Appendix II: Budget

Planning Grant – Program Budget				
Cost Category	CDBG Funds	Municipal Funds	Other Funds	Total
Consulting Services: Site Assessment	\$4,000	\$4,000		\$8,000
Consulting Services: Preliminary Design Study	\$16,000	\$15,700		\$31,700
Advertising for RFP		\$100		\$100
Public Meetings		\$100		\$100
Printing		\$100		\$100
Other		0		
Total Costs	\$20,000	\$20,000		\$40,000
<p>Provide the Basis for determination of Budget Amounts:</p> <p>Amounts for Site Assessment and Preliminary Design Study were derived from conversations with four consulting firms as to costs for similar type studies and a rough estimate of consultant hours needed.</p>				

EXHIBIT A: EXISTING PUBLIC WORKS FACILITY



Public Works Garage (Left) and Sand/Salt Shed (Right)



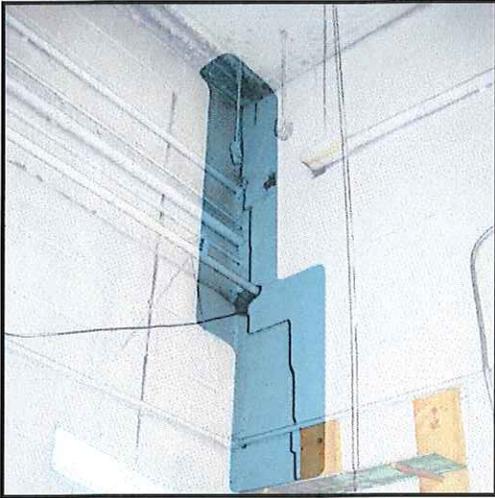
Aerial View of Upper Village Area, including Public Works Facility Site



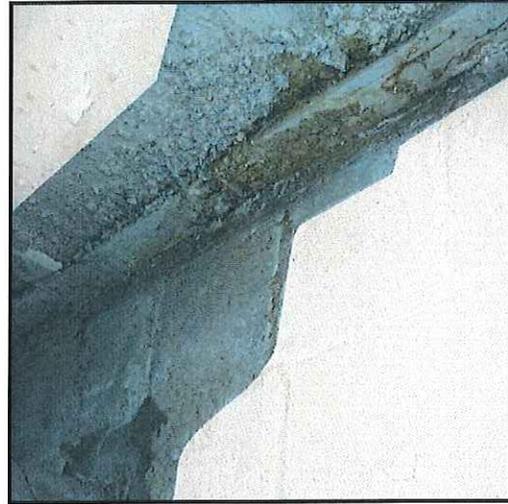
Examples of deteriorating conditions on selected Upper Village properties

EXHIBIT B: PUBLIC WORKS GARAGE STRUCTURAL ISSUES

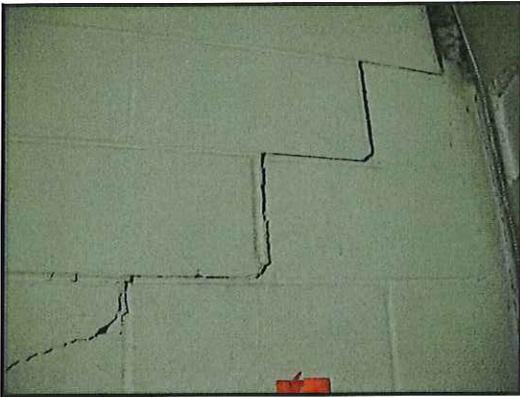
Wall Cracks



Water Damage



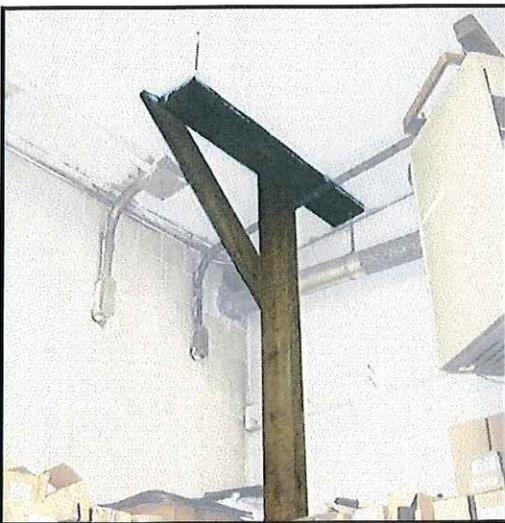
Wall Cracks



Shifting Walls



Structural Support Beam



Shifting Walls

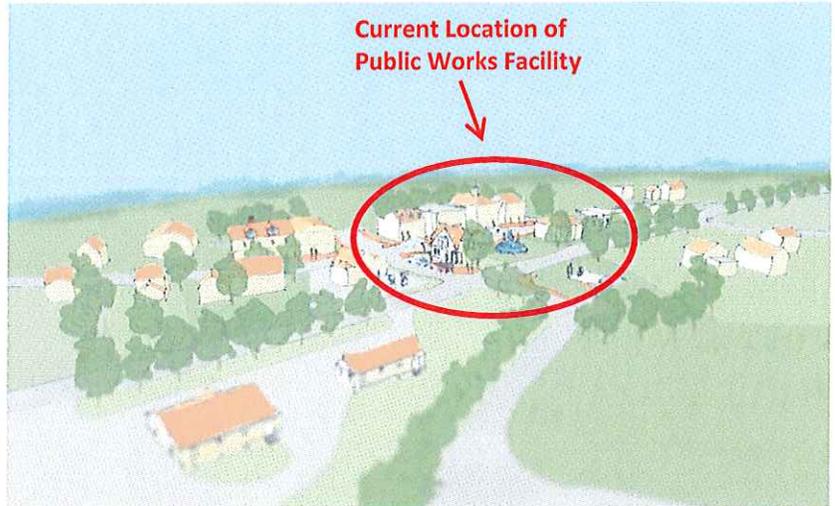


EXHIBIT C: UPPER VILLAGE PLAN EXCERPTS AND GRAPHICS

Excerpt From Upper Village Plan

“Success attracting investment to redevelop the Upper Village is unlikely without first addressing the problems caused by the public works facilities. Relocation of the building... is recommended.”

From description of Master Plan as realized: *“The sand/salt shed and public works facility is relocated. They are replaced by a row of mixed-use buildings to form the core of the Upper Village.”*



Conceptual Rendering of Upper Village Plan as Implemented

Excerpt From Town Study of Public Works Garage

“Redeveloping the Upper Village depends greatly on addressing the public works facilities located in the heart of the planning area.... The activities associated with the public works facilities generate significant nuisances for abutting residential properties and diminish the quality of the public realm, contributing to depressed property values. The primary facility, an eight-bay garage, is also in poor condition and can no longer accommodate public works operations. Relocating the public works facilities will attract investment to the Upper Village, dramatically improve public works operations and efficiency, and result in a safer, more attractive environment in one of New Gloucester’s historic village areas.”



Conceptual Rendering of Redeveloped Site (on left) as approached from South on Route 100.



Revitalization in Action: Top: The recently constructed Veteran's Monument Park across from the Public Works Facility.
Bottom: 2014 Ribbon Cutting for new Water District



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Town of New Gloucester

385 Intervale Road
New Gloucester, ME 04260

January 13, 2015

Aaron Shapiro
Cumberland County
Community Development Office
142 Federal Street
Portland, ME 04101

Dear Mr. Shapiro:

As the chief elected official of the Town of New Gloucester, I am writing to express strong support for the Community Development Planning Grant Application being submitted by the Town. The proposed planning activity of a *Site Evaluation and Preliminary Engineering Study* will allow us to proceed with replacement of an aging public works facility, consistent with the CDBG priority of improving public facilities and infrastructure. But perhaps more importantly, relocating the facility is a critical first step in the implementation of our *Upper Village Master Plan*, which is the culmination of over 10 years of related planning activities by the town and its citizens. Our goals for that plan dovetail well with CDBG Planning Grant priorities, including economic development and job creation, village revitalization, affordable housing and increased access to services.

We hope you will strongly consider our application. Our Town Planner, Will Johnston, will be happy to answer any questions you have concerning our application and the Upper Village Planning effort in general.

Sincerely,

Steven Libby,
Chair, New Gloucester Board of Selectmen