

# Municipal Facilities Planning Task Force

Final Report – April 27, 2016

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Town of Boxford

## **ABSTRACT**

This report represents Boxford's first comprehensive building strategy as a road map and timeline for future building uses. It is the result of significant time and effort by Committee members and many others. The one certainty we had at the outset is that this would be a complex process and no easy answers were available. This report outlines the background to the project, the approach and process we used and describes the structured methodology used in developing our conclusions and recommendations.

As Chair of this Task Force I want to publicly thank my fellow members and many others who actively and positively participated over a period of several months. We believe our recommendations are responsive to the Town's current and future needs.

Jeff Kruck, Chair

## **Summary**

In March 2015, the Board of Selectmen invited the public to participate in a meeting to discuss options for use of the empty buildings in Town. At this meeting, many residents attended and provided ideas and options for not only the use of the empty buildings but for utilizing them in conjunction with existing buildings to provide necessary town services to the community.

The primary focus was about the need for a Library and a Senior Center; however, additional information about needs related to the DPW, Fire Station, and other community benefits were discussed.

A conclusion was reached that the Town needed to engage a Municipal Planning Consultant to help develop a plan and a “roadmap” to guide the Town towards a solution. The Permanent Building Committee was first asked if they wanted to handle the project. They deferred to the Planning Board citing the “planning” that the study entailed. The Planning Board voted to accept the challenge to handle the initiative.

At the May 2015 Town Meeting, a Warrant Article was passed to have the Planning Board hire a Municipal Planning Consultant to help determine a fate for the empty buildings, in the context of serving as a basis for a Facilities Municipal Building Master Plan. The total amount authorized by the Town Meeting was \$10,000. It was the feeling of the Planning Board that they would do the “heavy lifting work” and use the Consultant to guide them during the process.

## **Planning Board Process & Establishment of the Task Force**

The Planning Board developed a Request for Proposal and ultimately hired The Cecil Group as the planning consultant. Following a series of public meetings held by the Planning Board, it was agreed and voted to form the Municipal Facilities Planning Task Force (MFPTF), which was charged with developing a plan for the empty buildings and providing a basis for the Facilities Use Plan.

The task force was made up of the following members:

- Four members of the Planning Board (Bob Gore, Holly Langer, Steve Merriam and Jeff Kruck, Task Force Chairman),
- One at-large member (Kerry Stickney),
- One representative from the Finance Committee (Peter Bernardin),
- One representative from the Board of Selectmen (Al Vaz),
- Additionally, representatives from the COA (Dick Taylor), the Library Trustees (Julian Troake), and Town Hall (Alan Benson) participated in the process.

The mission was to consider all the non-school buildings that Boxford owns, especially the empty ones, and come up with a long range plan to satisfy all the user groups while keeping expenditures to a minimum, and attempting to preserve the vitality of the two villages.

#### **Task Force Process & Summary of Initial Conclusions**

The MFPTF looked at many proposals and ideas and put them through matrices that weighed the concerns above, plus other factors. Clearly, a library is needed, the COA space is sub-standard, and we have some vacant buildings. Those issues were being addressed with an eye toward keeping the costs to a minimum. This project also considers all other non-school building needs that the town will have in the foreseeable future, including the horrendous shape of the DPW building and the expected needs of the Fire Department. Past requests for libraries, COA, buildings, DPW buildings, etc. did not take into consideration the total costs for other projects that would be proposed in ensuing years. The task force will ultimately wrap all these projects into one plan and timeline so that taxpayers will have a clear understanding of timing and costs, without the fear that additional building projects will need to be undertaken.

The MFPTF held a series of bi-weekly working meetings beginning in October 2015, went to weekly meetings in January 2016, and culminated on March 29, 2016. Following a series of exercises and evaluations, using metrics and evaluation tools provided by and under the guidance of the Cecil Group, the group reviewed the following primary areas:

- Program requirements & approximate square footage
- Specific location options
- Compromises between sites and needs
- Financial considerations
- Strategic options around Central Campus & Villages

Following many weeks of discussion and review of historical studies completed over the last 10 years for the Library, Senior Center, DPW, and other Town entities, along with ongoing planning efforts and updates from the various user groups, the following conclusions were reached:

- The user groups presented program requirements, although the specific details still needed to be validated against current and future needs.
- Square footage requirements would need to be reviewed further.
- A solution needed to be a compromise acceptable for both the taxpayers and the user groups. The alternative is many more years of partisan efforts to build individual buildings.
- Specific Locations that were deemed viable alternatives included the Town Hall Campus, Area 4 Central Site, 10 Elm Street, and 188 Washington Street. Other existing buildings such as Lincoln Hall, Community Center, and Family Life Center (part of the First Church) were not seen as viable options to be part of any solution as they were too small to provide effective solutions and/or existing uses of those facilities would be compromised only creating a challenge on how to provide those services.

- ❑ Financial considerations for the development and capital costs were discussed at a more strategic level. The primary focus was the ultimate determination of taxpayer impact and how a capital cost to develop these facilities would be accepted by the Town.
  
- ❑ Strategic options – Central Campus vs. Town Villages  
Critical discussions occurred around the significance and value of having a Central Campus with community activities vs. having vibrant villages with localized community services. A solution that focuses solely on one or the other principle would result in a deficiency in community activity that could be detrimental to the character of the Town. We looked to solve the challenge of keeping both while still providing an efficient and cost effective facilities plan.

Thus, considering all of the above, the MFPTF recommends that the Town pursue investigation of the following option:

- Move the COA to 188 Washington Street with an addition.
- Expand the footprint of the library in town hall to encompass most of that building.
- Use some combination of the Community Center and/or a new, smaller building behind the Cummings Building for Town Hall. Clearly, there is still much to figure out, but the usage of the current Town Hall “Selectman’s Room” could still be used for town meetings, so we would not have to incur the cost of building a duplicate.
- Evaluate and determine recommended plan for DPW facilities
- Evaluate and determine long term facilities needs for Fire Department

There are more factors to the next phase of study, including most importantly COST! Additionally, we are working with an easement on the Elm Street property that requires some of the usage to be for library purposes. Hopefully, usage of the Cummings Building as a “library annex” will fulfill that easement requirement.

## **MFPTF Methodology**

The Cecil Group guided the task force with tools they had used in other towns when faced with similar challenges. Our first phase included a thorough tour of all facilities with the consultant and review of user needs based on programming needs. Using that data we then used a matrix analyses designed to minimize individual biases and preconceived outcomes.

These matrices assign ratings and weights to the factors that are important to both the user groups and townspeople. The strength of these tools is that they are both empirical and fluid. The Cecil Group advised us that the results of each matrix had to also pass the “gut test”, i.e., “Are the results logical, or did we weigh factors incorrectly and/or omit some pertinent factors?”

The first matrix, Exhibit 1, in short, resulted in giving the Library the first floor of Town Hall and moving the COA to 188 Washington Street. While that initially seemed plausible many on the task force felt:

1. Although we were providing gross square footage of roughly 7500 to the library, the space did not provide a reasonable level of usage for library functions.
2. The removal of the Library and COA from the East Village left that area of town devoid of the activity and energy, which it had previously enjoyed.

Thus, we felt that the matrix should encompass two additional factors, functional fit of the buildings and contribution to the Villages. This amended matrix is shown on Exhibit 2 with the two columns added. The results of that matrix resulted in our most energetic, lively, yet productive discussions. It showed putting the library at 188 Washington Street or at a combined site behind the current Town Hall. The former option was strongly opposed by most of the task force due to its “non-central” location. The second option; new buildings behind Town Hall was opposed by some due to the cost involved. The biggest conundrum we faced with this matrix was the decimation of village character if either of those options were chosen. We thought we had covered that with the inclusion of “Village Preservation” on the matrix. After much discussion we realized that just as

moving a user into the villages had a positive effect on the villages, moving out had a negative effect that we had not factored into our matrix.

Thus, the third matrix was developed, which is included as the final exhibit in the attached report from the Cecil Group. This weighed all of our previous concerns and added any negatives that were incurred should the villages not be used for the services in question. Upon completion of this matrix it became clear to the task force that the process had indeed developed the best alternative for all the buildings in question:

COA at 188 Washington

New library at 10 Elm

We did have a nagging feeling that moving the library out of town hall would leave Town Hall underutilized, especially as it's space requirements continue to be reduced due to increased internet usage by townspeople. The suggestion that we flip town hall and the library completed the puzzle! That meant we could build a smaller building in the East Village, which would not only save money, but it would fit the character of the area. Plus, we could use the Community Center as adjunct space for offices and meeting space, which would further reduce the new building size.

In summary, the process gave us a tested, organized structure that mitigated biases, provided a record of the deliberations and decision-making, and centered on the factors that are important to the town. While no answer will please every person in town this is the most cost efficient way to provide the services needed taking into consideration the buildings we already have and the continuing to maintain the "feel" of Boxford.

Attachments to this report include the three matrixes used in the process as well as the presentation made to the Selectmen to approve this warrant. Included is the further analysis and report provided by the Cecil Group detailing the process described above and a further review of the analytical tools utilized in the matrix evaluation process.

### **Next Step & Recommendation for Subsequent Planning Phase**

In order to evaluate each option in a comprehensive manner and determine the best direction to pursue as a capital project, the Task Force recommends that initiation of Phase 2 of the Facilities Efficiency Planning be undertaken with a goal of providing a final recommendation at the May 2017 Town Meeting.

The recommendation would provide the following deliverables:

- Specific location for Library, Senior Center, Town Administration
- Disposition or Retention/Use Plan for remaining buildings, if any
- Initial Conceptual Model for Buildings
- Preliminary Conceptual Budget including Design & Engineering Fees
- Financial Framework for recommended plan

As a means of providing those deliverables, a Municipal Facilities Planning Consulting Firm would be hired to develop a plan and provide these services for a fee not to exceed \$100,000, such fees to be managed under the direction of the Planning Board as part of the Non-School Municipal Facilities Use & Efficiency Plan.



# EXHIBIT 1

Town of Buxford

Facility Location Evaluation Matrix

Date:

Prepared By:

Facility Name: **Library**

Instructions:

Fill in the blue boxes only; all other boxes will automatically calculate the results

Edit the List of Evaluation Factors, Definitions and Scoring Method as necessary

Potential Locations	Site Availability /Capacity	Location Convenience	Weight	Time to Startup	Weight	Capital Costs	Weight	Operating Costs	Weight	Neighborhood Impact	Weight	Compatibility /Efficiency with Other Uses	Weight	Other Factor 1 (Define)	Weight	Other Factor 2 (Define)	Weight	Total Score
Town Hall	Y	8	8	8	3	9	9	9	7	5	10	7	5		0		0	299
Area 4 (near Town Hall)	Y	7	8	3	3	5	9	5	10	7	10	5	5		0		0	255
Other Town land near Town Hall	n		8		3		9			5		7	5		0		0	0
Police Station Area	Y	8	8	4	3	5	9	5	9	7	9	5	5		0		0	234
10 Elm Street	Y	8	8	8	3	7	9	7	9	5	10	7	5		0		0	271
4 Middletown Road	n		8		3		9			5		7	5		0		0	0
Lincoln Hall	n		8		3		9			5		7	5		0		0	0
Family Life Center	n		8		3		9			5		7	5		0		0	0
New Property Purchase	Y	2	8	2	3	4	9	5	8	7	8	7	5		0		0	174
188 Washington	Y	7	8	8	3	7	9	7	9	5	10	7	5		0		0	263

## Evaluation Factors

Factor	Definition	Scoring Method
Site Availability /Capacity	Site is or can reasonably be available and has the capacity for buildings and parking. If there are changes that need to be accomplished to make the site available or adequate, these should be factored into costs	Indicate yes or no; eliminate "no" sites from consideration
Location Convenience	Location will be perceived as convenient relative to other choices	Score 0 to 10 with 10 being most convenient
Time to Startup	Time required between a decision to locate the facility and when it can be in full operation, taking into account any phasing that is required or other considerations.	Score 0 to 10 with 10 being earliest start up
Capital Costs	Costs associated with providing the facility in this location to meet the program needs. Costs can include "opportunity costs associated with operating the facility in this location. This should focus on any cost savings or premiums associated with the particular location, such as utilities, maintenance, and the like.	Score 0 to 10 with 10 being least expensive
Operating Costs	Likely perceived impacts on the adjacent sites and surrounding neighborhood	Score 0 to 10 with 10 being the least impact
Neighborhood Impact	Likely compatibility with other municipal uses that are at this location or that may be added to this location	Score 0 to 10 with 10 being most compatible/efficient
Compatibility /Efficiency		
Other Factor 1 (Define)		
Other Factor 2 (Define)		

Relative Weight on a scale of 1 to 10 with 1 being least important and 10 being most important

# EXHIBIT 2

Town of Boxford  
 Facility Location Evaluation Matrix  
 Date: \_\_\_\_\_  
 Prepared By: \_\_\_\_\_  
 Facility Name: **Library**

Instructions:  
 Fill in the blue boxes only; all other boxes will automatically calculate the results  
 Edit the List of Evaluation Factors, Definitions and Scoring Method as necessary

Potential Locations	Site Availability /Capacity	Y/No	Location Convenience	Weight	Time to Startup	Weight	Capital Costs	Weight	Operating Costs	Weight	Neighborhood Impact	Weight	Compatibility /Efficiency with Other Uses	Weight	Functional Fit	Weight	Village Preservation	Weight	Total Score
Town Hall	Y	Y	8	8	8	9	5	5	9	5	10	7	7	5	5	8	2	7	353
Area 4 (near Town Hall)	Y	Y	7	8	3	5	5	9	5	5	10	7	10	5	10	8	2	7	349
Other Town land near Town Hall	n	n	8	8	3	5	5	9	5	5	9	7	7	5	8	8	0	7	0
Police Station Area	Y	Y	8	8	4	5	5	9	5	5	9	7	5	5	10	8	2	7	328
10 Elm Street	Y	Y	8	8	8	7	9	7	9	5	10	7	5	5	10	8	10	7	421
4 Middletown Road	n	n	8	8	3	9	5	5	9	5	7	7	5	5	8	8	0	7	0
Lincoln Hall	n	n	8	8	3	9	5	5	9	5	7	7	5	5	8	8	0	7	0
Family Life Center	n	n	8	8	3	9	5	5	9	5	7	7	5	5	8	8	0	7	0
New Property Purchase	Y	Y	2	8	2	4	9	5	5	5	8	7	7	5	10	8	5	7	289
188 Washington	Y	Y	7	8	8	7	9	5	5	5	10	7	5	5	10	8	10	7	413

### Evaluation Factors

Factor	Definition	Scoring Method
Site Availability /Capacity	Site is or can reasonably be available and has the capacity for buildings and parking. If there are changes that need to be accomplished to make the site available or adequate, these should be factored into costs	Indicate yes or no; eliminate "no" sites from consideration
Location Convenience	Location will be perceived as convenient relative to other choices	Score 0 to 10 with 10 being most convenient
Time to Startup	Time required between a decision to locate the facility and when it can be in full operation, taking into account any phasing that is required or other considerations.	Score 0 to 10 with 10 being earliest start up
Capital Costs	Costs associated with providing the facility in this location to meet the program needs. Costs can include "opportunity costs", the particular location, such as utilities, maintenance, and the like.	Score 0 to 10 with 10 being least expensive
Operating Costs	Costs associated with operating the facility in this location. This should focus on any cost savings or premiums associated with the particular location, such as utilities, maintenance, and the like.	Score 0 to 10 with 10 being least expensive
Neighborhood Impact	Likely perceived impacts on the adjacent sites and surrounding neighborhood	Score 0 to 10 with 10 being the least impact
Compatibility /Efficiency	Likely compatibility with other municipal uses that are at this location or that may be added to this location	Score 0 to 10 with 10 being most compatible/efficient
Functional Fit		
Village Preservation		

# Boxford Municipal Facility Strategy Final Report



Prepared for the Town of Boxford  
Prepared by The Cecil Group/Harriman

April 22, 2016

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### 1.1 Overview

This Report provides a series of observations and recommendations regarding a strategy to provide a well-planned sequence of decisions and investments for the Town's municipal facilities.

The Town of Boxford is preparing a facility needs and efficiency strategy to establish a coordinated approach to match the Town's municipal needs with appropriate facilities. The Town requires an overall strategy so that the future investments in capital improvements are cost effective, predictable and undertaken in a well-planned sequence. The facility strategy is being studied and assembled by a working committee, the Municipal Facilities Master Plan Task Force. Its recommendations will be advanced to the Board of Selectmen and coordinated with other boards, committees prior to finalizing any specific proposals and actions, including those that would require Town Meeting approval.

This process recognizes that there is a mismatch between some of the Town's existing facilities and the provision of some of the services that it currently provides. In addition, Town properties include some underutilized and vacant buildings and lands for which there is no current plan for use or development. As a result, this process is focused on certain specific uses and needs that have been recurrent topics of debate and discussion, including:

- Library – The location, size and services offered by the Town's Library
- Senior Center – Facilities to serve senior citizens
- Town Hall and Town Offices – Making best use of available space within the existing building
- Department of Public Works – Accommodation of interior and exterior needs and aging structures
- Fire Stations – Consideration of space needs for changing equipment and practices
- Vacant or Underutilized Land and Buildings – Future use for the old Library buildings and property (10 Elm Street), land behind the Spofford School, Lincoln Hall, 188 Washington Street
- Condition and Use of the Community Center – This building is in generally poor condition relative to its existing use.

The process was intended to create a well-informed and organized basis for future decisions on the facility needs and Town properties by:

- Confirming space and facility needs – Providing an analytical basis for establishing both existing and future space needs for a variety of programs and services.
- Evaluating the capacity of sites and buildings relative to existing and future needs – Assembling key facts and information about how the conditions of existing town properties and improvements effect their suitability for municipal services.
- Articulating Town goals – Listing the range of objectives that the Town may accomplish
- Measuring costs and benefits of different choices – Considering alternative choices that the Town could reasonably make regarding its facilities and associated programs and uses.
- Creating a list of actions and priorities – Assembling recommendations that lay out a sequence of decisions and actions that would efficiently accomplish the Town's goals and fulfill the projected needs.

## 1.2 Process

The Cecil Group was retained to serve as advisors to the Town and the working committee that was established for the municipal facilities planning process. The Cecil Group focused its efforts on understanding the predominate issues and providing methods to assist the committee in reaching key recommendations regarding the best location for key facilities, methods to consider the use of land and facilities that are no needed for municipal needs, and to provide recommendations for action steps. This work did not include detailed facility condition reviews, programming, design studies or cost evaluations. Professional services to assist the Town in refining its decisions and preparing for future investments will be required in association

The Cecil Group's participation and contributions to the process included:

- Site visits and meetings with Town staff and officials regarding the facilities that are the focus of this effort.
- Participation in meetings with the participants and with the Municipal Plan Task Force beginning in 2015 and continuing through March, 2015.
- Preparation of evaluation and decision-making tools for various scenarios for s
- Preparation of this Report with observations and recommendations.

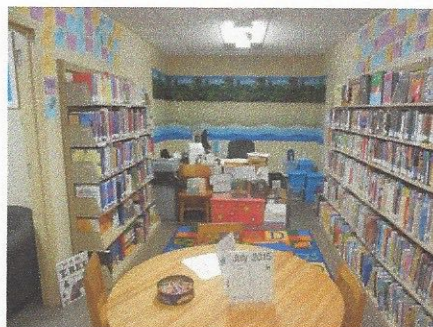
## 2 KEY FINDINGS AND OBSERVATIONS

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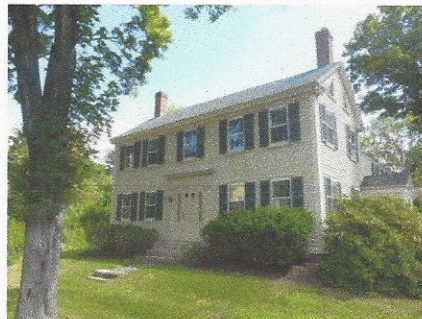
### 2.1 Building and Site Conditions

The Cecil Group accompanied Town staff and officials in tours of the sites and buildings that are of particular focus of the facilities. The reviews considered assessor's maps, plans (Community Center/ COA/Old Town Hall, East Village buildings, municipal complex buildings including the Town Hall, Fire Station, former Library on Elm Street, Committee members separately assembled data, plans and other information to assist them in considering conditions and issues. The following notes provide a general overview in relation to future facility planning.

- Library– The Town library is currently located within several rooms of the Town Hall. This is an interim location which has been provided because of the closing of the former library. It is significantly deficient in providing adequate reading areas, stacks, work tables, children's area, staff space and every other functional need typical for municipal libraries of its type.



- Former Library - The former Library was composed of a two-story structure attached to an historic house on Elm Street. The buildings were abandoned because of significant stormwater and moisture-related issues. The historic Cummings house was deeded to the Town with a restriction that it be employed for a library use. Legal opinions and documents associated with the library site were reviewed as part of The Cecil Group's services. Portions of the house were substantially modified to create a connection to an addition. The architectural quality of the addition was poor and was constructed of low grade materials and inadequate provisions for groundwater conditions. The historic house contributes the historic village character of its surroundings, but has been compromised by the poor quality addition and is not currently compliant with building code or accessibility standards.



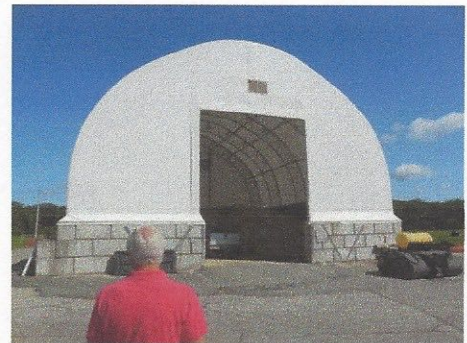
- Community Center/COA/Former Town Hall – This historic building has been retrofitted to serve as a senior center and to provide meeting and activity space for various civic needs. The building does not appear to be compliant with a number of current building code and accessibility standards, and will require upgrades and repairs to meet contemporary standards and extend its useful life, depending upon its future use. The area available for senior center activities is clearly insufficient for its current use, and parking is limited.



- Town Hall and Town Offices – This is a contemporary structure appears to be in excellent condition and is located within the municipal campus near the center of the Town. The building is likely to meet current accessibility standards and code standards. The building appears to be well suited to its use, but has had excess capacity that has not been required, which permitted the temporary installation of the Town Library. The office spaces have been consolidated, and there is the potential for additional storage space within the building. There appears to be adequate parking available on or near the site, with potential expansion area if needed.



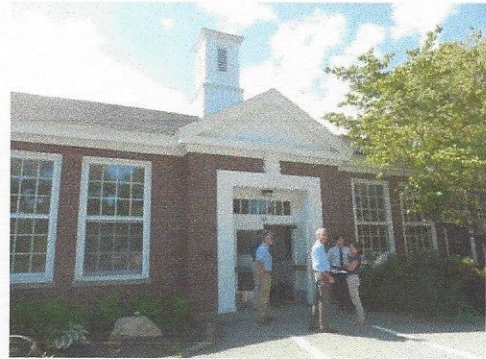
- Department of Public Works – This facility consists of assembled sheds and industrial structures, including the adaptation of mobile trailers to create office space. The site area around the facility is used for a variety of storage and maintenance functions. The facility site is constrained by the nearby recreational areas. Although the space needs of the DPW appear to be met by the current facility, the age and quality of the facilities is significantly below those in comparable communities. Improvements would be appropriate, including





confirmation of compliance with contemporary environmental and safety standards that would be required for new or renovated facilities.

- Police Station – The Town police station is of relatively recent construction and is generally configured and largely sufficient to serve the programmatic needs associated with contemporary public safety facilities of its types. There are some unmet needs associated with current operations that will need to be addressed. The building houses the special water treatment and pumping facility that serves the municipal campus.
- Fire Stations – Although these facilities were observed, no evaluation of their sufficiency relative to future equipment and training needs were performed within the scope of the study that was undertaken by The Cecil Group. Further evaluation of these facilities and their needs will be required as part of the Town’s ongoing facility planning and investment program.
- 188 Washington Street – This former school building appears to be in good condition, subject to some improvements. It is currently used for book storage for the library. It is not currently handicapped accessible, and has a basement level with limited windows. The code compliance with any future use would need to be confirmed, and improvements undertaken accordingly. The site includes substantial adjacent land that could be used for additions and/or additional parking. The parking area in front of the building could be visually improved with landscaping and re-organization or relocation of the parking spaces and circulation.
- Lincoln Hall – This small building, owned by the Town, appears to be adaptable to a number of potential uses but is not currently employed for municipal purposes.
- Available Town Land – The Town has several sites that could accommodate future municipal facilities. Specific locations discussed and evaluated by the working committee included potentially available land near the current municipal campus. It was noted that much of the Town’s land in this area is constrained by wetlands; buildable land would require extending roads and solving utility constraints associated with this area.



## 2.2 Criteria and Approach to Facility Decisions

Decisions about the appropriate investment, use or disposition of Town facilities requires the balancing of competing needs and priorities over time. As part of its advisory services, The Cecil Group provided the following recommendations for creating a disciplined, informed process.

- Program Requirements – It is very important to define and agree on the Town’s goals for the building areas, functional needs and space requirements for each of the Town uses under consideration. This must be accomplished separately from considering the space that is currently occupied by a use, or the building or site that might be available. There have been differing opinions about the appropriate size of the library and senior center that have been part of the Town discussion. Reaching consensus about the size and program requirements will need the input of Town staff, advocates and experts. However, the Town cannot act on different programmatic goals. Conclusions on program must be reached before design studies and cost estimates can be prepared.
- Facility and Site Capacity– The Town has assembled a solid base of information on the conditions of its sites and buildings for its consideration. It is apparent that the Town owns more land and buildings than it will have municipal needs to fill them within the foreseeable future. However, it is essential to resist the temptation to imagine how each should be filled; some will remain unused. Consideration of those buildings and sites that are not best suited to foreseeable Town needs should largely be considered separately and after the Town has resolved what and where is project needs will be accommodated.
- Criteria for Decisions – The criteria for decision-making consist of quantifiable factors and qualitative considerations. The Cecil Group has provided a method for listing and weighting these factors so that the rationale can be clear and supported through presentation and discussion. Quantifiable criteria include considerations such as capital costs, life cycle costs, operating costs, match between program requirements and facility or site capacity. Qualitative criteria include the contribution of the buildings to the historic and civic character of the Town, location and contribution to the vitality of village areas, impacts on surrounding properties, and convenience of the location for the users. The decisions must also take into account the overall financial position of the Town and citizens’ motivations concerning the scale and timing of future investments.

### 2.3 Key Facility Decisions: Library, Town Hall, Senior Center

The Town has several pressing facility needs associated with its Library and Senior Center/Council on Aging that are linked to the insufficiency of the facilities in which they are currently housed. The Town has undertaken previous unsuccessful initiatives to invest in new library and senior center facilities. As a result, it is appropriate to focus on advancing well-considered proposals to resolve the facility requirements for these two facilities, while continuing to establish a framework for other investments.

The deliberations of the working committee included the potential relationship between three facility requirements, and the resulting recommendations reflect the assessment of the match between sites and facility needs, having proceeded through extended discussions and comparative evaluations of different potential solutions. However, other siting and dispositions similar to the recommendations have merit and could be considered as options in the future, depending upon the outcome of the community discussions and technical analysis.

The recommendations for these key facilities that emerged from the committee process included the following points. We have added several related observations in italics.

- Library– The main library functions would occupy the entire existing Town Hall facility. *The evaluation of the building for this use should consider the “fit” between the needs of the library for a variety of functions, including the potential to host civic meetings or events that currently use the Police Station meeting room. The floor loads associated with book storage will need to be reviewed, and a cost estimate prepared to take into account any appropriate reconfiguration, code upgrades, parking or other site improvements that may be needed.*
- Cummings House – The Cummings House would be retained, the connection to the former library removed and the building repaired so that it becomes a distinct building. It could serve library-related functions such as meetings or other uses, and would be restored to provide appropriate but limited uses. *The approach to preservation and restoration should recognize the historic character and contributions of the house the village center. However, the extent of restoration and the uses intended for the buildings will need to recognize reasonable budgetary constraints and the impacts of current accessibility and code requirements. For example, public use and access may need to be constrained to the ground floor so that costly and architecturally disruptive vertical access (elevators) can be avoided.*
- New Town Hall – A Town Hall, smaller than the current facility, would occupy land behind the Cummings House. The former library addition would be

demolished as part of this project. *The program for this building needs to be established, including the amount of meeting space and parking areas that will be required.*

- Senior Center/Council on Aging - This facility would be composed of a combination of renovation and addition to 188 Washington Street. *The Town will need to finalize the program for the new center. The evaluation of the building will need to consider approaches to useful inclusion of the existing lower level and creating a fully handicapped accessible facility.*

## 2.4 Other Facility Decisions

- Community Center/COA/Former Town Hall – Portions of this building may be able to be repurposed for some Town departments, in combination with a new Town Hall planning and design process. If it is not needed or useful to reduce capital or operating costs, the Town should consider leasing the building for short term tenants, or leasing it selling it through a public disposition process. Long-term sale or lease will require conformance with public proposal or bidding processes established by the State and would require Town Meeting approval.
- Department of Public Works – This facility is substandard in many respects. A focused study of potential improvements including replacement of the collection of sheds and trailers should be undertaken, along with site improvements that may need to be required. The Town should then project the potential timing, cost and financing for replacement and upgrades.
- Police Station – Consideration of reconfiguration or potential future additions to meet current and future operational needs should be evaluated and addressed within a comprehensive capital improvement program and financial model.
- Fire Stations – Further evaluation of these facilities and their needs will be required as part of the Town’s ongoing facility planning and investment program.
- Lincoln Hall – A separate study and decision-making process should be used to establish the potential for sale or lease of this property. Long-term sale or lease will require conformance with public proposal or bidding processes established by the State and would require Town Meeting approval.
- Available Town Land – The Town can consider the use of existing vacant and useable land for long term municipal use, open space and recreational purposes. If no municipal benefit can be envisioned for the long-term future, the Town can consider sale of surplus land.

### 3 EVALUATION OF ALTERNATIVES

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#### 3.1 Comparison Matrices: Evaluation Tools

The Cecil Group provided the working committee with a series of evaluation tools intended to support two different, but related steps. The matrix tools and instructions were provided in Microsoft Excel spreadsheet format. Copies of this matrix tool are provided in the appendix.

- Step One: Facility Location Evaluations – The first set of matrices provide the basis for evaluating the most advantageous locations for any of the facilities that the Town might consider for potential relocation. This evaluation can take into account the relative costs and benefits of remaining at a current site, or moving to another site.
- Step Two: Facility Disposition – For facilities not needed for municipal uses after completing the first step, a matrix tool was provided to assist the Town in reaching conclusions about its prospective retention, use, or disposition

#### 3.2 Commentary on Matrix Comparison

The working committee used the facility location matrix to evaluate multiple scenarios for the key facilities that are a particular focus of the Town's strategic process.

The committee members established relevant criteria, weighting factors and provided the following results to support their recommendations which will be advanced to the Board of Selectmen and as part of their report to Town Meeting. This matrix evaluation is included in the appendix.

## 4 EVALUATION OF ALTERNATIVES

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### 4.1 Key Investments: Library, Senior Center and Town Hall

The debates and past proposals for the Library and Senior Center have dominated facility planning and discussions for several years, leading to significant expenditures of time and resources. The working committee has provided a clear route towards resolution of these key issues, including an innovative approach to a reconfiguring and relocating Town Hall.

We recommend continuing with a multiple step process to confirm and finalize a recommended approach, preparing the way for Town Meeting action and implementation of successful reinvestments in the Town's facilities and its future civic life.

- Step One: Feasibility and Design Concept Confirmation – The Town should create a committee or committee to oversee the preparation of feasibility and design concept confirmation for each of the three major facilities and complexes. This should not include expensive and complete design and engineering, until there is “proof of concept”, informed budgets, and Town Meeting actions to fund subsequent design and construction. It is imperative that a process be established that will first resolve the target program (facility size) and approximate budget goal for each of the facilities. Then technical architecture and engineering studies can be undertaken and design concepts advanced for consideration by the appropriate committees and advanced for Town Meeting approval. The professional cost for these studies is estimated at \$50,000 each for the three facilities and complexes: Library retrofit of Town Hall, new Town Hall and new Senior Center. This should be accomplished within one year of initiation at a cost of approximately \$150,000.
- Step Two: Town Meeting Approval – The Town leadership should reach a decision about the timing of the investments and bring the projects to Town Meeting for approval.
- Step Three: Design and Construction – The final step will consist of the final design and engineering, permitting and approvals, bidding, construction – and the opening of each of the new facilities that have been approved.

### 4.2 Establishing a Coordinated Investment and Capital Funding Program

The Town should establish a working group to work with the Town Finance Committee to create a comprehensive projection of future facility investments of the type described in this report. This should result in a composite projection over time that indicates the

approximate capital costs, sources of revenues and implications for operating costs on an annual basis for a reasonable, foreseeable time frame of at least ten years.

#### **4.3 Process and Decisions for Vacant Buildings and Properties**

A separate process should be established to plan for the future use or disposition of all properties and land that the Town establishes as being unnecessary for municipal purposes. This should consist of a working group to advance feasibility or market studies and help implement any lease or sale propositions in keeping with established State procedures.

## Appendix A

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### Evaluation Forms Prepared by the Committee

During the course of the facility planning process, The Cecil Group/Harriman prepared a series of matrix evaluation tools for the use of the Municipal Facilities Master Plan Task Force. Samples of these evaluations tools are provided in Appendix B. They use Microsoft Excel spreadsheets to list options and compare alternative scenarios.

Several of the evaluation tools were employed by the Committee to assist in their discussions and deliberations about various aspects of the future facility needs for the Town. These tools were used interactively during meetings to test various ideas and to help shape the recommendations that emerged.

#### Location Matrix Evaluation

Early discussions focused on the appropriate location for key facilities and speculation regarding the best use for the Town's array of existing sites and buildings.

The Cecil Group/Harriman advised the Committee to first focus on the size, character and best location for each of the facilities that might reasonably be the subject of moving to a different site or be the subject of significant new investment. A Location Matrix evaluation tool was created to help the Committee to consider the relative advantages of candidate locations for the Library, Senior Center, Town Hall and other facilities. The Committee evaluated the prospective alternative locations by assessing a number of key factors and considering the relative importance of each factor in establishing the most appropriate site for each facility. This was accomplished using real-time input and reviews of the results. Representative factors included:

Factor	Basis for rating the match between a municipal use and a site
Site Availability /Capacity	Site is or can reasonably be available and has the capacity for buildings and parking. If there are changes that need to be accomplished to make the site available or adequate, these should be factored into costs. Sites with adequate capacity are favored.
Location Convenience	Location will be perceived by its users as convenient relative to other choices. Convenient locations are favored.
Time to Startup	Time that would be required between a decision to locate the facility and when it can be in full operation, taking into account any phasing that is required or other considerations. Short startup times are favored.
Capital Costs	Costs associated with providing the facility in this location to meet the program needs. Costs can include "opportunity costs", such as the lease of the property if not used for municipal needs, or other costs incurred to implement this location. Lower capital costs are favored.
Operating Costs	Costs associated with operating the facility in this location. This should focus on any cost savings or premiums associated with the particular location, such as utilities, maintenance, and the like. Lower operating costs are favored.



Factor	Basis for rating the match between a municipal use and a site
Neighborhood Impact	Likely perceived impacts on the adjacent sites and surrounding neighborhood. Low impacts are favored.
Compatibility /Efficiency	Likely compatibility with other municipal uses that are at this location or that may be added to this location. Compatible with adjacent or nearby municipal uses is favored.
Functional Fit	The match between an existing building or site being considered for a use, and the functional needs of that use. A close functional fit is favored.
Village Preservation	The contribution of the location of a facility relative to established Town goals to preserve and enhance the vitality of its village centers. Locating a use so that it helps preserve or enhance the vitality of a village center is favored.

Using the matrix tool, the Committee reached some preliminary conclusions with adequate consensus to narrow the range of options to match sites and locations. These preliminary conclusions included:

- Because the municipal offices and civic functions in Town Hall uses do not require the full building area, other candidate uses such as an expanded Library or Senior Center could be considered for this location.
- The benefits of a combined Senior Center/Library did not seem to outweigh the benefits of creating separate facilities.
- Alternatives that would demolish the Cummings House did not appear as favorable as approaches that would repair and improve the building adequately to support some Library-related functions.
- Alternatives that would locate municipal uses on vacant land on the Town campus ("Area 4") are less favorable than locations that re-use existing Town buildings or sites that have previously been developed.
- Concepts for using Lincoln Hall, the Police Station Area, leasing private facilities or purchasing property for municipal uses are not as favorable as using other existing land and buildings.
- The most favorable sites for locating key facilities consist of the East Village (10 Elm Street property), the central Municipal Campus, and the West Village (188 Washington Street).

### Facility Distribution Matrix Evaluation

After considering the initial results regarding favorable locations, the Committee members discussed an additional set of concerns about the distribution of facilities. In particular, members were concerned that the location of facilities should be a balanced distribution of facilities within the Town between the east, central and west parts of Boxford. In addition, the members were very concerned that the traditional village centers not be burdened by vacant or underutilized land and buildings that were in the control of the Town.

The Cecil Group/Harriman created an evaluation tool to help the Committee in considering the relative balance and village impacts associated with the location of key facilities among the final candidate sites. This tool was used in real-time to explore different factors, priorities and potential impacts of different scenarios. The results of this analysis established the benefits of a scenario that would provide for a new Library at the 10 Elm Street Site and locate the Senior Center at 188 Washington.

After further consideration, the Committee discussed the relative merits of moving the Town Hall into a new structure at 10 Elm Street and converting the Town Hall to library uses. This Committee found that this approach has the same relative merits in terms of distribution and impacts on village centers. However, the Committee found that the construction of a new, smaller Town Hall would have cost benefits relative to creating a new Library and leaving the municipal offices in an underutilized Town Hall. As a result, they recommend pursuing this direction.

The following matrix reflects the Committee relative evaluation of various alternatives. The rating for the preferred scenario (Scenario 7) are based on the rankings that the Committee established for Scenario 1 as interpreted by The Cecil Group. The preference for Scenario 7 is based on overall cost benefits relative to Scenario 1.

**Town of Boxford**  
Facility Distribution Matrix

Rating of Scenarios for Library, Town Hall and Senior Center Distribution  
Ratings Prepared by the Municipal Facilities Master Plan Task Force and as Interpreted by The Cecil Group/Harriman

Scenario	East Village (10 Elm and 4 Middleton)			Center Campus (Municipal Buildings)			West Village (188 Washington)			Town Balance		Scenario Scores		
	Cummings House	Benefit to Village Vitality and Community Ctr Bldg	Risk to Village: Unused Buildings or Sites	Benefit to Town Center Library Use	Risk to Town Campus Character: Unused Sites	Benefit to Village Vitality and Senior Center Use	Risk to Village: Unused Buildings or Sites	Benefit to Village Vitality and Senior Center Use	Risk to Village: Unused Buildings or Sites	Town Balance Factor	Total Score	Rating (Percent of Total Possible Score)	Conversion to Distribution Rating	
Scenario 1	●	8	9	5	2	7	2	5	8	10	8	337	48%	4.81
Scenario 2	●	8	9	5	2	8	2	5	8	8	8	241	34%	3.44
Scenario 3	●	2	7	5	2	10	2	5	0	6	7	211	30%	3.01
Scenario 4	●	2	7	5	2	8	2	5	8	10	7	251	36%	3.59
Scenario 5	●	2	7	5	2	8	2	5	8	10	7	251	36%	3.59
Scenario 6	●	2	7	5	2	7	2	5	9	8	7	215	31%	3.07
Scenario 7	●	8	9	5	2	7	2	5	8	10	7	337	48%	4.81

**Key**

- Moderate cost renovation of the Cummings House for limited Library-related use
- Location is not employed for this use
- Building is reused through sale or lease
- Site is used for Library
- Site is used for Senior Center
- Site is used for Town Hall

**Scenario Summary**

Scenario	Score	Rating
Scenario 1	337	48%
Scenario 2	241	34%
Scenario 3	211	30%
Scenario 4	251	36%
Scenario 5	251	36%
Scenario 6	215	31%
Scenario 7	337	48%

**Weighting Factors**

8	East Village Benefit	10 is great benefit to the village character and vitality
5	East Village Risk	10 is low risk that the village will decline if this scenario is adopted
2	Central Campus Benefit	10 is great benefit to the village character and vitality
2	Central Campus Risk	10 is low risk that the village will decline if this scenario is adopted
8	West Village Benefit	10 is great benefit to the village character and vitality
7	West Village Risk	10 is low risk that the village will decline if this scenario is adopted
8	Town Balance Factor	10 is well balanced in terms of the east, west and central geographic distribution

**Scoring Method**

- 10 is great benefit to the village character and vitality
- 10 is low risk that the village will decline if this scenario is adopted
- 10 is great benefit to the village character and vitality
- 10 is low risk that the village will decline if this scenario is adopted
- 10 is great benefit to the village character and vitality
- 10 is low risk that the village will decline if this scenario is adopted
- 10 is well balanced in terms of the east, west and central geographic distribution

## Appendix B

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### Evaluation Matrix Formats

The following evaluation matrices were provided to the Municipal Facilities Master Plan Task Force to assist in defining priorities and distinguishing the relative benefits of competing scenarios for the location and use of key municipal facilities. These matrices were provided in Excel format with integral calculation formulas. The Committee then confirmed the scenarios and factors that it wished to consider. The matrices provide for explicit weighting of the component factors for any scenario. The resulting calculation provide a ranking and relative merits of different scenarios, based on the factors and their weighting.

For establishing preferred facility locations:

- Boxford Facility Location Matrix
- Boxford Facility Location Matrix Example

For establishing the end use of sites and buildings not needed for principal municipal use:

- Boxford Site Use Matrix
- Boxford Site Use Matrix Illustrative Example

For exploring the relative merits of distributing facilities among the east, west and central parts of the Town:

- Facility Distribution Matrix

**Town of Boxford**  
 Facility Location Evaluation Matrix

Date: \_\_\_\_\_  
 Prepared By: \_\_\_\_\_

Facility Name: \_\_\_\_\_

**Instructions:**

Fill in the blue boxes only; all other boxes will automatically calculate the results  
 Edit the List of Evaluation Factors, Definitions and Scoring Method as necessary

Potential Locations	Site Availability /Capacity	Yes/No	Location Convenience	Weight	Time to Startup	Weight	Capital Costs	Weight	Operating Costs	Weight	Neighborhood Impact	Weight	Compatibility /Efficiency with Other Uses	Weight	Other Factor 1 (Define)	Weight	Other Factor 2 (Define)	Weight	Total Score
Town Hall				0		0		0		0		0		0		0		0	0
Area 4 (near Town Hall)				0		0		0		0		0		0		0		0	0
Other Town land near Town Hall				0		0		0		0		0		0		0		0	0
Police Station				0		0		0		0		0		0		0		0	0
10 Elm Street				0		0		0		0		0		0		0		0	0
4 Middletown Road				0		0		0		0		0		0		0		0	0
Lincoln Hall				0		0		0		0		0		0		0		0	0
Family Life Center				0		0		0		0		0		0		0		0	0
New Property Purchase				0		0		0		0		0		0		0		0	0
Other Location (Define)				0		0		0		0		0		0		0		0	0

**Evaluation Factors**

Factor	Definition	Scoring Method
Site Availability /Capacity	Site is or can reasonably be available and has the capacity for buildings and parking. If there are changes that need to be accomplished to make the site available or adequate, these should be factored into costs	Indicates yes or no; eliminate "no" sites from consideration Score 0 to 10 with 10 being most convenient
Location Convenience	Location will be perceived as convenient relative to other choices	Score 0 to 10 with 10 being most convenient
Time to Startup	Time required between a decision to locate the facility and when it can be in full operation, taking into account any phasing that is required or other considerations.	Score 0 to 10 with 10 being earliest start up
Capital Costs	Costs associated with providing the facility in this location to meet the program needs. Costs can include "opportunity costs", such as the lease of the property if not used for municipal needs, or other costs incurred to implement this location.	Score 0 to 10 with 10 being least expensive
Operating Costs	Costs associated with operating the facility in this location. This should focus on any cost savings or premiums associated with the particular location, such as utilities, maintenance, and the like.	Score 0 to 10 with 10 being least expensive
Neighborhood Impact	Likely perceived impacts on the adjacent sites and surrounding neighborhood	Score 0 to 10 with 10 being the least impact
Compatibility /Efficiency	Likely compatibility with other municipal uses that are at this location or that may be added to this location	Score 0 to 10 with 10 being most compatible/efficient
Other Factor 1 (Define)		
Other Factor 2 (Define)		

Relative Weight on a scale of 1 to 10 with 1 being least important and 10 being most important

Town of Boxford  
Facility Location Evaluation Matrix

Date: Feb. 1, 2016  
Prepared By: Steve Cecil

Instructions:

Fill in the blue boxes only; all other boxes will automatically calculate the results  
Edit the List of Evaluation Factors, Definitions and Scoring Method as necessary

Note: This matrix is an example and does not represent an actual proposed use or need; it is intended to show how the tool can be used.

Facility Name: **New Recreation Center**

Potential Locations	Site Availability /Capacity	Yes/No	Location Convenience	Weight	Time to Startup	Weight	Capital Costs	Weight	Operating Costs	Weight	Neighborhood Impact	Weight	Compatibility /Efficiency with Other Uses	Weight	Other Factor 1 (Define)	Weight	Other Factor 2 (Define)	Weight	Total Score
Town Hall	no			6	2	8	2	8	2	9	2	3	0	0		0		0	0
Area 4 (near Town Hall)	yes		5	6	8	5	8	5	2	10	2	3	5	3		0		0	201
Other Town land near Town Hall	yes		3	6	8	5	8	5	2	10	2	3	5	3		0		0	189
Police Station	no			6	2	8	2	8	2	9	2	3	0	0		0		0	0
10 Elm Street	no			6	2	8	2	8	2	9	2	3	0	0		0		0	0
4 Middletown Road	no			6	2	8	2	8	2	9	2	3	0	0		0		0	0
Lincoln Hall	no			6	2	8	2	8	2	9	2	3	0	0		0		0	0
Family Life Center	no			6	2	8	2	8	2	9	2	3	0	0		0		0	0
New Property Purchase	yes		8	6	2	7	8	4	2	2	2	5	3	3		0		0	149
Other Location (Define)	no			6	2	8	2	8	2	9	2	3	0	0		0		0	0

Evaluation Factors

Factor	Definition	Scoring Method
4 Site Availability /Capacity	Site is or can reasonably be available and has the capacity for buildings and parking. If there are changes that need to be accomplished to make the site available or adequate, these should be factored into costs	Indicate yes or no; eliminate "no" sites from consideration Score 0 to 10 with 10 being most convenient
6 Location Convenience	Location will be perceived as convenient relative to other choices	Score 0 to 10 with 10 being earliest start up
2 Time to Startup	Time required between a decision to locate the facility and when it can be in full operation, taking into account any phasing that is required or other considerations.	Score 0 to 10 with 10 being least expensive
8 Capital Costs	Costs associated with providing the facility in this location to meet the program needs. Costs can include "opportunity costs", such as the lease of the property if not used for municipal needs, or other costs incurred to implement this location.	Score 0 to 10 with 10 being least expensive
2 Operating Costs	Costs associated with operating the facility in this location. This should focus on any cost savings or premiums associated with the particular location, such as utilities, maintenance, and the like.	Score 0 to 10 with 10 being the least expensive
9 Neighborhood Impact	Likely perceived impacts on the adjacent sites and surrounding neighborhood	Score 0 to 10 with 10 being the least impact
3 Compatibility /Efficiency	Likely compatibility with other municipal uses that are at this location or that may be added to this location	Score 0 to 10 with 10 being most compatible/efficient
Other Factor 1 (Define)		
Other Factor 2 (Define)		

Relative Weight on a scale of 1 to 10 with 1 being least important and 10 being most important

**Town of Boxford**  
 Site Use Evaluation Matrix

Date: \_\_\_\_\_  
 Prepared By: \_\_\_\_\_

Site Name: \_\_\_\_\_

**Instructions:**

Fill in the blue boxes only; all other boxes will automatically calculate the results  
 Edit the List of Use, Evaluation Factors, Definitions and Scoring Method as necessary

Potential Uses	Site Availability /Capacity	Yes/No	Location Convenience	Weight	Revenues	Weight	Capital Costs	Weight	Operating Costs	Weight	Neighborhood Impact	Weight	Compatibility /Efficiency with Other Uses	Weight	Demand	Weight	Other Factor 1	Weight	Total Score
Future Municipal Use (List)				0		0		0		0		0		0		0		0	0
Storage				0		0		0		0		0		0		0		0	0
Maintain Buildings and Grounds, no new use				0		0		0		0		0		0		0		0	0
Partial Demolition				0		0		0		0		0		0		0		0	0
Demolition and Site Clearance				0		0		0		0		0		0		0		0	0
Lease Property (list use)				0		0		0		0		0		0		0		0	0
Sell Property (list use)				0		0		0		0		0		0		0		0	0
Other Use 1				0		0		0		0		0		0		0		0	0
Other Use 2				0		0		0		0		0		0		0		0	0
Other Use 3				0		0		0		0		0		0		0		0	0

**Evaluation Factors**

Factor	Definition	Scoring Method
Site Availability /Capacity	Site is or can reasonably be available and has the capacity for use. If there are changes that need to be accomplished to make the site available or adequate, these should be factored into costs.	Indicate yes or no; eliminate "no" sites from consideration
Location Convenience	Location will be perceived as convenient relative to other choices for this use	Score 0 to 10 with 10 being most convenient
Revenues	Revenues that the Town would receive is this use were implemented	Score 0 to 10 with 10 being high revenues
Capital Costs	Municipal costs associated with providing for the use in this location. Costs can include "opportunity costs", such as the lease of the property if not used for municipal needs, or other costs incurred to implement this location.	Score 0 to 10 with 10 being least expensive
Operating Costs	Municipal costs associated with operating the use in this location. This should focus on any cost savings or premiums associated with the particular location, such as utilities, maintenance, and the like.	Score 0 to 10 with 10 being least expensive
Neighborhood Impact	Likely perceived impacts on the adjacent sites and surrounding neighborhood	Score 0 to 10 with 10 being the least impact
Compatibility /Efficiency	Likely compatibility with other municipal uses that are at this location or that may be added to this location	Score 0 to 10 with 10 being most compatible/efficient
Demand	Likely demand for this use, whether municipal or non-municipal	Score 0 to 10 with 10 being the most demand
Other Factor 1 (Define)		

Relative Weight on a scale of 1 to 10 with 1 being least important and 10 being most important

Town of Boxford  
 Site Use Evaluation Matrix

Date: Feb 1 2016  
 Prepared By: Steve Cecil

Instructions:  
 Fill in the blue boxes only; all other boxes will automatically calculate the results  
 Edit the List of Use, Evaluation Factors, Definitions and Scoring Method as necessary

Site Name: **Old Waterworks Site**

Note: This matrix is an example and does not represent an actual proposed use or need; it is intended to show how the tool can be used.

Potential Uses	Site Availability /Capacity	Yes/No	Location Convenience	Weight	Revenues	Weight	Capital Costs	Weight	Operating Costs	Weight	Neighborhood Impact	Weight	Compatibility /Efficiency with Other Uses	Weight	Demand	Weight	Other Factor 1	Weight	Total Score
Future Municipal Use (Sewer Treatment)	n			4		8		7	2	9		3		8		0		0	
Storage	y		5	4	0	8	2	7	3	9	1	10	2	8		0		95	
Maintain Buildings and Grounds, no new use	y		10	4	0	8	1	7	1	9	3	8	5	8		0		140	
Partial Demolition	y		10	4	0	8	4	7	1	9	2	6	5	8		0		146	
Demolition and Site Clearance	y		10	4	0	8	2	7	1	9	1	8	5	8		0		129	
Lease Property (Industrial use)	y		3	4	3	8		7	0	9	4	0	3	2	8		0	88	
Sell Property (housing)	y		9	4	8	8		7	0	9	8	0	3	8		0		236	
Other Use 1				4		8		7	2	9		3		8		0		0	
Other Use 2				4		8		7	2	9		3		8		0		0	
Other Use 3				4		8		7	2	9		3		8		0		0	

Evaluation Factors

Factor	Definition	Scoring Method
5 Site Availability /Capacity	Site is or can reasonably be available and has the capacity for use. If there are changes that need to be accomplished to make the site available or adequate, these should be factored into costs.	Indicate yes or no; eliminate "no" sites from consideration
4 Location Convenience	Location will be perceived as convenient relative to other choices for this use	Score 0 to 10 with 10 being most convenient
8 Revenues	Revenues that the Town would receive is this use were implemented	Score 0 to 10 with 10 being high revenues
7 Capital Costs	Municipal costs associated with providing for the use in this location. Costs can include "opportunity costs", such as the lease of the property if not used for municipal needs, or other costs incurred to implement this location.	Score 0 to 10 with 10 being least expensive
2 Operating costs	Municipal costs associated with operating the use in this location. This should focus on any cost savings or premiums associated with the particular location, such as utilities, maintenance, and the like.	Score 0 to 10 with 10 being least expensive
9 Neighborhood Impact	Likely perceived impacts on the adjacent sites and surrounding neighborhood	Score 0 to 10 with 10 being the least impact
3 Compatibility /Efficiency	Likely compatibility with other municipal uses that are at this location or that may be added to this location	Score 0 to 10 with 10 being most compatible/efficient
8 Demand	Likely demand for this use, whether municipal or non-municipal	Score 0 to 10 with 10 being the most demand
Other Factor 1 (Define)		

Relative Weight on a scale of 1 to 10 with 1 being least important and 10 being most important



**Town of Boxford**  
Facility Distribution Matrix

Rating of Scenarios for Library, Town Hall and Senior Center Distribution  
Ratings Prepared by the Municipal Facilities Master Plan Task Force and as interpreted by The Cecil Group/Harriman

Scenario	East Village (10 Elm and 4 Middleton)			Center Campus (Municipal Buildings)			West Village (188 Washington)			Town Balance		Scenario Scores			
	Cummings House	Library Site	Community Cr Bldg	Benefit to Village Vitality and Character	Risk to Village Unused Buildings or Sites	Library Use	Benefit to Town Center	Risk to Town Campus Character : Unused Sites	Library Use	Benefit to Village Vitality and Character	Risk to Village Unused Buildings or Sites	Town Balance Factor	Total Score	Rating (Percent of Total Possible Score)	Conversion to Distribution Rating
Scenario 1	●	●	●	0	0	0	0	0	0	0	0	0	0	0%	0.00
Scenario 2	●	●	●	0	0	0	0	0	0	0	0	0	0	0%	0.00
Scenario 3	●	●	●	0	0	0	0	0	0	0	0	0	0	0%	0.00
Scenario 4	●	●	●	0	0	0	0	0	0	0	0	0	0	0%	0.00
Scenario 5	●	●	●	0	0	0	0	0	0	0	0	0	0	0%	0.00
Scenario 6	●	●	●	0	0	0	0	0	0	0	0	0	0	0%	0.00
Scenario 7	●	●	●	0	0	0	0	0	0	0	0	0	0	0%	0.00

**Key**

- Moderate cost renovation of the Cummings House for limited Library-related use
- Location is not employed for this use
- Building is reused through sale or lease
- Site is used for Library
- Site is used for Senior Center
- Site is used for Town Hall

**Scenario Summary**

Scenario	Score	Rating
Scenario 1	0	0%
Scenario 2	0	0%
Scenario 3	0	0%
Scenario 4	0	0%
Scenario 5	0	0%
Scenario 6	0	0%
Scenario 7	0	0%

**Weighting Factors**

0	East Village Benefit	10 is great benefit to the village character and vitality
0	East Village Risk	10 is low risk that the village will decline if this scenario is adopted
0	Central Campus Benefit	10 is great benefit to the village character and vitality
0	Central Campus Risk	10 is low risk that the village will decline if this scenario is adopted
0	West Village Benefit	10 is great benefit to the village character and vitality
0	West Village Risk	10 is low risk that the village will decline if this scenario is adopted
0	Town Balance Factor	10 is well balanced in terms of the east, west and central geographic distribution

**Scoring Method**

Scenario 1 Library in East; Senior Center in West; nothing added to Central Campus  
 Scenario 2 Library in East; Senior Center at Central; nothing added to West  
 Scenario 3 Nothing added to East; Nothing added in West; Lib/SC combined at Central  
 Scenario 4 Nothing added to East; Senior Center in West; Library at Central  
 Scenario 5 Nothing added to East; Library in West; Senior Ctr at Central  
 Scenario 6 Nothing added to East; Lib/SC combined in West; nothing added at Central  
 Scenario 7 New Town Hall in East, Library in the existing Town Hall, Senior Center in the West