



OLD NORTH BRIDGE

TOWN OF CONCORD

TOWN HOUSE - P.O. BOX 535
CONCORD, MASSACHUSETTS 01742

Land Use Working Group Agenda

Friday, February 20, 2026 at 2:00 PM

Town House, 22 Monument Square
Select Board Room and via Zoom

Join Zoom Meeting

<https://concordma.zoom.us/j/85824813523?pwd=2mOUEWmRp57h1OHEtUwCp1qXkrlwBH.1>

Meeting ID: 858 2481 3523

Passcode: 521132

Dial In: 1-646-931-3860

	Agenda Item
I.	Call to Order
II.	Public Comment
III.	Approve Available Meeting Minutes
IV.	Presentations from Subgroups on Findings
V.	Workplan Updates <ul style="list-style-type: none"> - Data and Study Updates, including budget and timing - Next Steps - Future Meeting Schedule
VI.	Adjournment



The Town of Concord endeavors to make public meetings accessible to all members of the community. To request a meeting accommodation or modification, please contact our ADA Coordinator Jessica Porter at jporter@concordma.gov or at 978-318-3028. Please make any requests for accommodation or modifications at least two (2) business days prior to the scheduled meeting.

**Town of Concord
Land Use Working Group
Minutes
February 6, 2026**

Pursuant to notice duly filed with the Town Clerk, the Concord Land Use Working Group convened in a meeting on Friday, February 6, 2026 at 2:00 PM at the Town House, Select Board Room and via Zoom.

Present: Rob Almeida, Keith Bergman, Paul Boehm, Mary Hartman, Judith Long, Co-Chair, Tracey Marano, Mark Martines, and Sven Weber, Co-Chair

Staff Present: Kerry Lafleur, Town Manager, Megan Zammuto, Deputy Town Manager, Alan Cathcart, Director of Public Works, Russ Karlstad, Facilities Manager, and Shannon McAndrew, Management Specialist

Approval of Meeting Minutes

Upon a motion duly made and seconded, it was UNANIMOUSLY **voted:** to approve the Open Session minutes from January 9, 2026.

Roll Call Vote:

Mr. Almeida – Aye
Mr. Bergman – Aye
Mr. Boehm – Aye
Ms. Hartman – Aye
Ms. Long – Aye
Ms. Marano – Aye
Mr. Martines – Aye
Mr. Weber – Aye

Presentations on Recommendations from Subcommittees

Public Works

Mr. Almeida presented the findings and recommendations from the Public Works Subcommittee. The relocation of the Department of Public Works (DPW) from its current campus at Keyes Road has reached the end of its functional life, hampered by space constraints and flood zone vulnerabilities. The Subcommittee’s findings are to move toward a unified campus model, integrating Administrative/Operations, Highway and Grounds, and Water and Sewer.

The Subcommittee considered alternative locations for the campus in the following categories:

Good Use	Possible Use	Not Suitable
MCI Concord	133-135 Keyes Road	755 Walden Street
120 Meriam Road (former Ripley School)	2229 Main Street	Virginia Road
509 Bedford Street (Concord wastewater treatment plant)	1231 Old Marlboro Road (former Peabody School)	

**Town of Concord
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The Land Use Working Group discussed the following alternative locations in the “Good Use” categories:

- MCI Concord: Attractive due to the ability to repurpose existing structures on site that have good bones for DPW and its connectivity with the MCI Concord wastewater treatment plant that the Town is currently in negotiations with the State to potentially acquire. There are further discussions to be had regarding required buffer zones surrounding the MCI Concord wastewater treatment plant, which were asked to be addressed prior to the next Land Use Working Group meeting on February 20, 2026.
- (Former) Ripley School: While offering sufficient acreage, utilizing this site for DPW carries a significant land value opportunity cost, plus an estimated loss in tax revenue in the long-term, as it would preclude market-rate housing development.
- Bedford Street: Composed of agricultural fields near the Concord wastewater treatment plant, this option also has sufficient acreage, but there are also land value opportunity costs and concerns raised regarding pushback from the agricultural and conservation stakeholders.

Public Safety

Ms. Long, Co-Chair presented the findings and recommendations from the Public Safety Subcommittee. Similar to Public Works, the relocation of the Fire and Police Departments from its current campus at Walden Street has become necessary as it has reached the end of its functional life and has significant space constraints for both staffing needs and equipment storage.

The Subcommittee considered alternative locations for the Fire and Police Departments in order of urgency:

- New Fire Department Headquarters in West Concord: In response to growing demand for services in this area, with first consideration given the existing Main Street site, provide that adjacent parcels can be acquired to accommodate the larger footprint, in a cost and time efficient manner or at an alternate site in West Concord.
- New Police Department Headquarters: In response to growing demands for safety services and specialized needs, with consideration of building at the existing Walden Street site or in conjunction with the new Fire Department Headquarters in West Concord, or at an alternative site, and/or in conjunction with another facility.
- New Fire Department Substation in Concord Center: In order to continue meeting the needs in Concord Center, a new Substation would need to be built either at the existing Walden Street site, or at an alternative site, and/or in conjunction with another facility.

The discussion on Public Safety Subcommittee findings and recommendations will continue at the next Land Use Working Group meeting on February 20, 2026.

**Town of Concord
Land Use Working Group
Minutes
February 6, 2026**

Future Meetings

The next Land Use Working Group meeting is scheduled for Friday, February 20, 2026 at 2:00 PM at the Town House, Select Board Room and via Zoom.

Executive Session

Upon a motion duly made and seconded, it was UNANIMOUSLY **voted:** to enter Executive Session under M.G.L. c. 30A, § 21(a)(6) to consider the purchase, exchange, lease or value of real property if the chair declares that an open meeting may have a detrimental effect on the negotiating position of the public body and not to return to Open Session.

Roll Call Vote:

Mr. Almeida – Aye
Mr. Bergman – Aye
Mr. Boehm – Aye
Ms. Hartman – Aye
Ms. Long – Aye
Mr. Martines – Aye
Mr. Weber – Aye



Concord Land Use Working Group

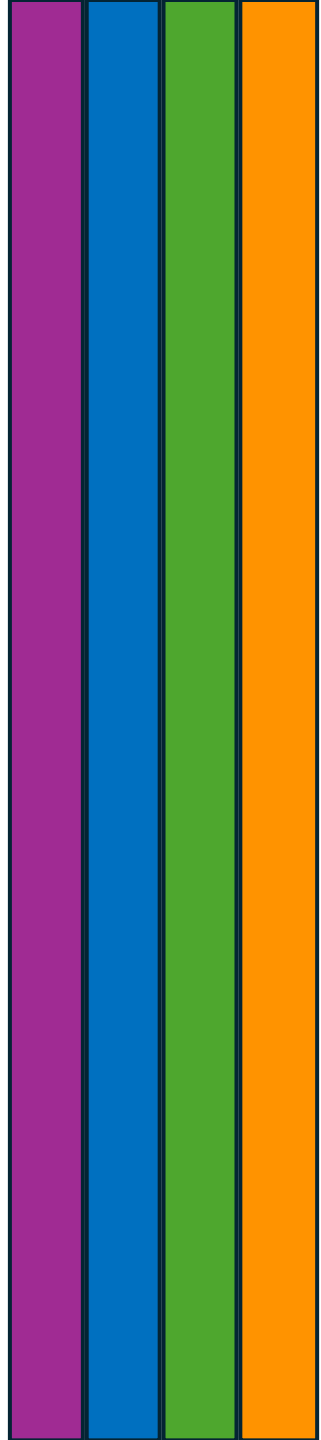
Public Safety Subgroup

Phase I
Summary Report

DRAFT February 2026

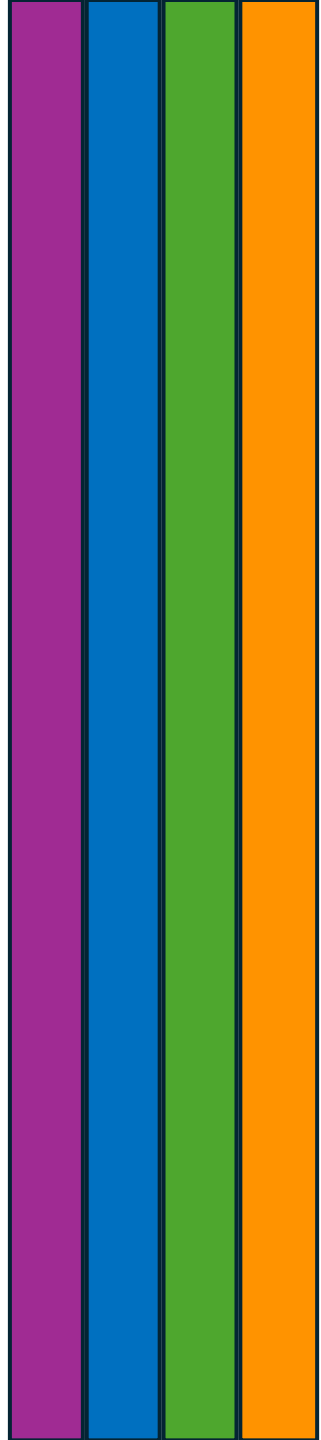
OVERVIEW

1. LUWG and Subgroup charge
2. Public safety facilities in Concord
3. Existing conditions
4. Future needs
5. Peer benchmarking
6. Identifying and evaluating options
7. Discussion and trade-offs
8. Recommendations to LUWG/SB
9. Next steps



1. LUWG and Subgroup Charge

- LUWG
 - Established in July 2025 to analyze future needs for municipal facilities in the context of several opportunity parcels (MCI, Peabody, Ripley, 2229 Main Street, etc.)
- Public safety subgroup
 - Three LUWG members (Long, Martines, Weber) assigned to reviewing future needs for public safety facilities
 - Input from Town public safety officials
 - Completed work between September 2025 and January 2026



2. Public Safety Facilities in Concord

- Three Concord facilities reviewed:
 - 1) Fire station on Main Street in West Concord
 - 2) Fire HQ on Walden Street in Concord Center
 - 3) Police HQ on Walden Street in Concord Center



West Concord Fire Station

1201 Main
Street

Current site
area is 0.34
acres

About 1.23
acres to the
rear on
Westgate

About 0.5
acres to the
west



**Concord
Center Fire
and Police
Station**

209/213
Walden

Building area is
about 20,000sf

Site area is
approx. 1.6
acres, about
1.2 acres +/-
buildable



3. Existing Conditions and 4. Future Needs

FACILITY	EXISTING CONDITIONS	FUTURE NEEDS
1	FIRE Station (WC) <ul style="list-style-type: none"> • 1201 Main Street • Built in 1932 • Built area: 2,094 sf • Site area: 0.34 acres • 3 truck bays • Historic building, bays too small • Limited onsite parking • Building in poor condition 	<ul style="list-style-type: none"> • More staff/equipment to meet increasing demand and response time requirements in West Concord • Room for modern trucks and other equipment, gear storage • Room for indoor/outdoor training • Improved staff wellness facilities including break rooms, fitness, accommodations • Accommodate Police satellite office if Police HQ is built in Concord Center
2	FIRE Station (CC) <ul style="list-style-type: none"> • 209 Walden Street • Built in 1960 • Built area: 20,407 sf • Site area: 1.59 acres • 4 truck bays • Building in fair to poor condition 	<ul style="list-style-type: none"> • Right-size Concord Center sub-station to demand north of Route 2 • Improved staff wellness facilities including break rooms, fitness, accommodations • Accommodate Police satellite office if Police HQ is built in West Concord
3	POLICE Station <ul style="list-style-type: none"> • 219 Walden Street • Built in 1960 • Built area: 20,407 sf • Site area: 1.59 acres • 4 truck bays • Building in fair to poor condition 	<ul style="list-style-type: none"> • More room for increasing policing/community safety programming • Indoor vehicle storage and sally port • Modern/scaled Dispatch/911 facility • Specialized spaces (i.e. range, evidence) • Improved staff wellness facilities including break rooms, fitness, accommodations

Police Department Facility Comparison

(Current)

1960s-Era Facility (Current)

Inefficient layout, outdated systems:

- Office space is limited and scattered throughout the building.
- Administrative offices are unevenly distributed.
- Some offices are secured with a key.
- Five (5) Patrol supervisors share an office.
- Also there is no privacy to meet with the Patrol Division Commander (Lieutenant).
- Patrol Division Commander (Lieutenant) limits availability as this office should be used for meetings.
- Officers have only two work spaces.
- doubles as a ready room and lunchroom.
- Second floor "staff" room is used for meeting room. No dedicated roll call room.
- Second floor office space is scattered.
- training, Safety Officer, Accreditation records keeping is limited and well cluttered.
- Second floor detectives have desks.
- calls and extremely limited file space.
- Patrol Division Commander (Lieutenant) file and storage space.
- Records room is vastly undersized.
- structure is too weak to support a mezzanine.
- Second floor interview room is not secure.
- as well.
- Second floor evidence room is not secure.
- limited cameras for surveillance in the room.
- undersized and sufficient to handle the volume of work.

Building has some modifications but is not fully accessible for mobility impaired individuals.

Minimal evidence processing area

- Evidence room is undersized
- There is no secure location to hold items.
- There is no location for Motor vehicle processing and/or hold.
- No secure location for other large items.
- There is no dedicated workspace for processing.
- There are no dedicated lockers for officers.
- being used which are outdated).

Police Department Facility Comparison

1960s-Era Facility (Current)	Modern 21st-Century Facility
Inefficient layout, outdated systems	Efficient, future-ready design for accessibility or two-story expansion capacity)
Not ADA compliant	Fully ADA compliant throughout
Minimal evidence processing area	Dedicated Evidence Processing, fingerprint recovery lockers
Shared spaces and computers	Private, secure offices and workstations with modern IT infrastructure
Limited parking	Covered parking with solar panels for staff and public areas
Minimal secure sally port	Multi-bay sally port directly into building
Minimal dispatch center	Separate, soundproof Communications/Dispatch center
Minimal Emergency Operations Center	Emergency Operations Center with fiber connectivity (doubles room)
Minimal training or fitness facilities	Training room and on-site fitness
Minimal community space	Public meeting room and lounge room for outreach
Minimal family or victim spaces	Dedicated interview rooms for violence & sexual assault; training conference rooms (audio-visual)
Minimal confidentiality features	Public conference rooms with soundproofing
Minimal security	Security bollards, security fencing, gated entrance/exits
Minimal site surveillance	Full exterior camera system including rear of building
Minimal secure perimeter	Fenced site with electronic access control
Minimal annex for seized vehicles	Annex/outbuilding for seized vehicles and evidence processing
Minimal staff wellness space	Outdoor picnic/break area with staff
Minimal dedicated cell block	Cell block area: sight & sound separate juvenile area
Minimal interview/bail space	Interview & bail room near side exit to secure lot
Minimal recording	Audio/video recording in all interview spaces
Minimal panic systems	Panic buttons throughout building
Limited armory	Dedicated armory with separate and ammunition storage



**CONCORD FIRE DEPARTMENT
Overview of Fire Station Needs and Deficiencies
For Land Use Working Group**



At the August 22, 2025 meeting of the Land Use Working Group's Public Safety Sub-Committee, we were asked to provide data and concerns regarding the capacity, condition, and location of our fire stations.

The following is a high-level overview outlining key issues, including space limitations, equipment storage challenges, training constraints, building condition concerns, and location-related considerations. This summary is intended to serve as an initial framework to support future needs assessment planning, site selection, and the design of modern fire station facilities.

Apparatus Bays/Garage

Fleet (background information):

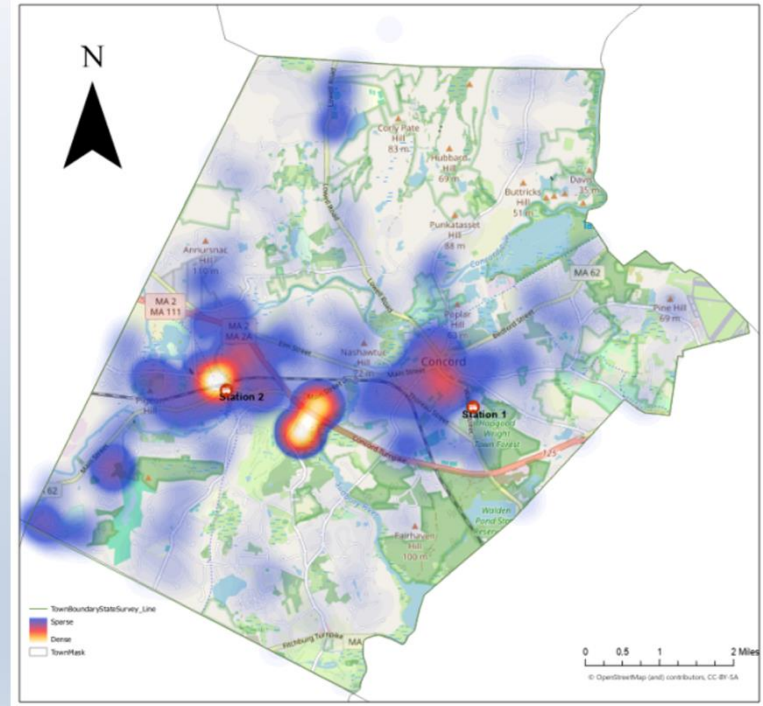
- 4 Fire Engines – Primary firefighting units for accidents, and general emergencies.
- 4 Ambulances – Two staffed 24/7, two reserve.
- 1 Ladder Truck.
- 1 Boat.
- 1 Water Rescue Vehicle – Carries specialized equipment for dive rescues.
- 1 HAZMAT Trailer – For hazardous material decontamination.
- 1 Utility Trailer – Transports support gear for training and other duties.
- 7 Command/Support Vehicles – Used by support staff for response and other duties.
- 2 Off-Road Utility Vehicles (RTV) – Access to areas where standard apparatus cannot operate.

Garage space issues:

- Apparatus bay and doors (garage):

**Input from
Town Police and
Fire Officials**

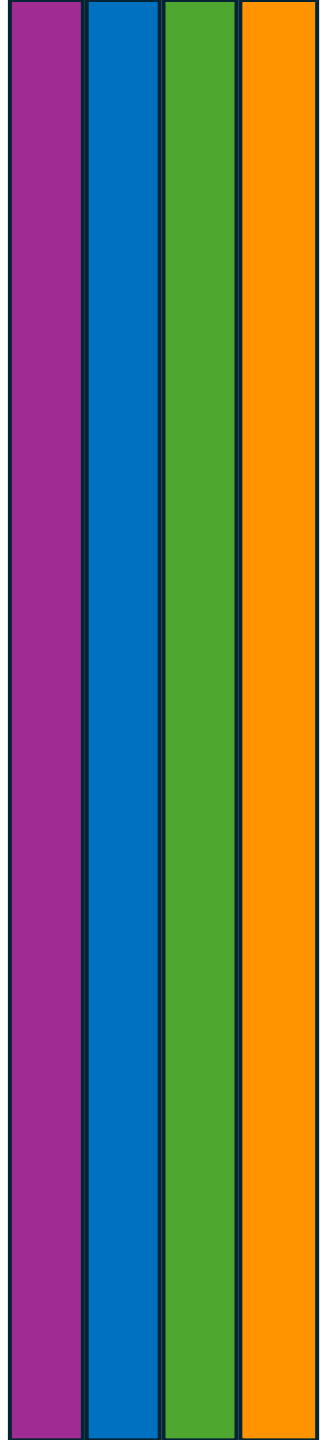
FIRE DEPARTMENT ALL RESPONSE HEATMAP



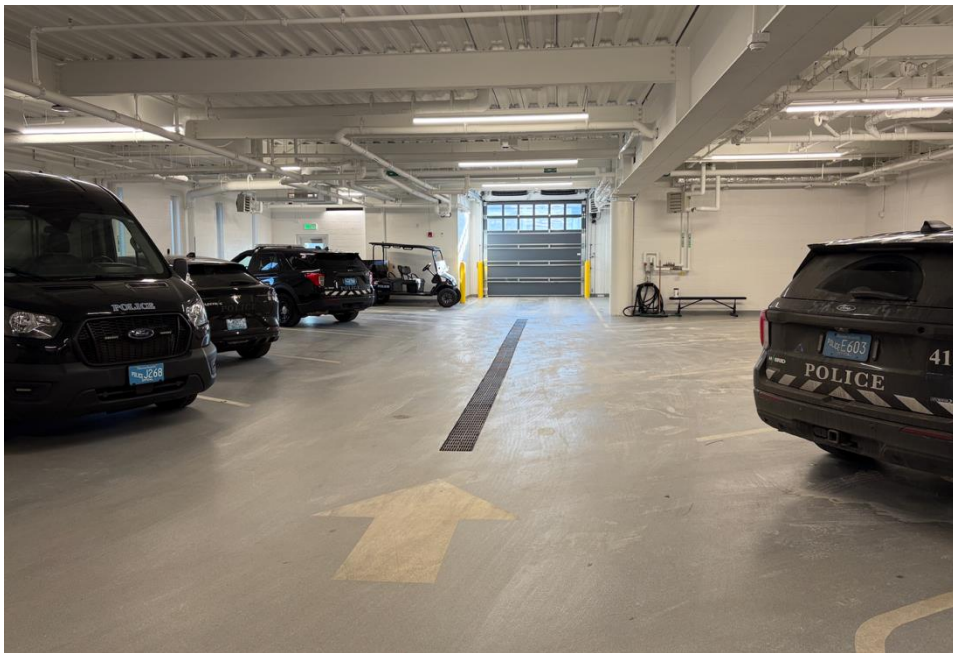
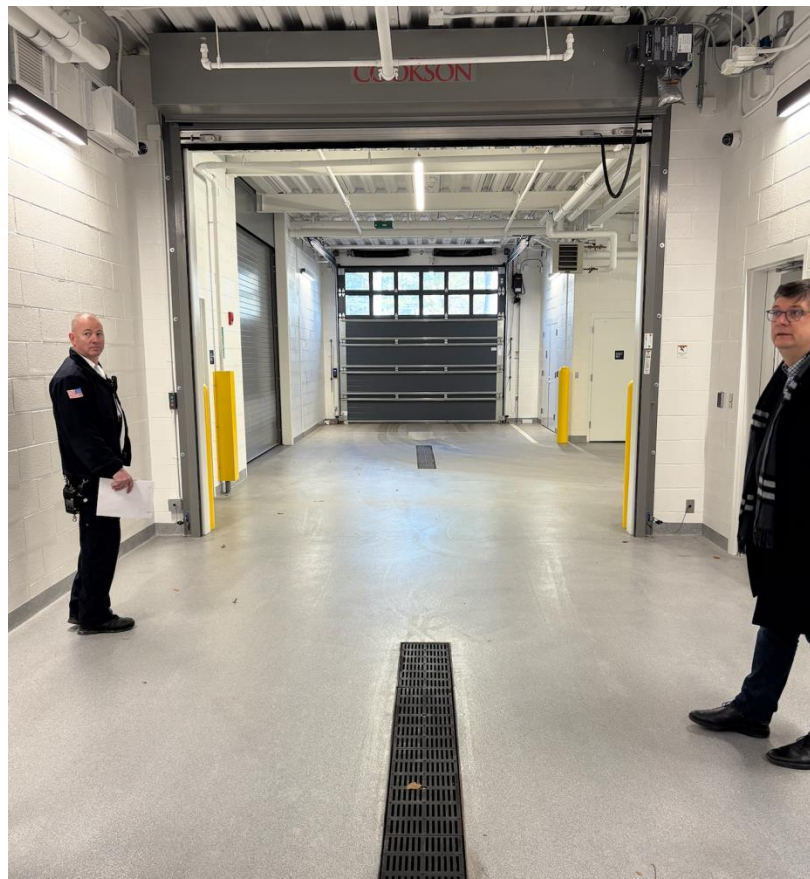
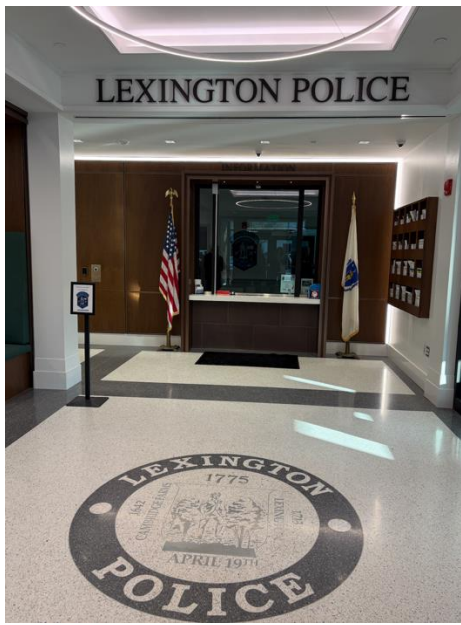
Responses for July 1, 2023 through June 30, 2024

5. Peer Benchmarking

- Concord's facilities are older, smaller than many peers
- How are similar towns upgrading their public safety facilities?
 - Most have Fire HQ/Police HQ in central location, fire subs in areas of new growth
 - Most building new rather than renovating
 - Most appear to be overbuilding in anticipation of future capacity needs
- Site visits
 - Subgroup members and town officials visited facilities in neighboring towns, both police and fire, HQ scale and sub-station scale (Lexington, Natick)







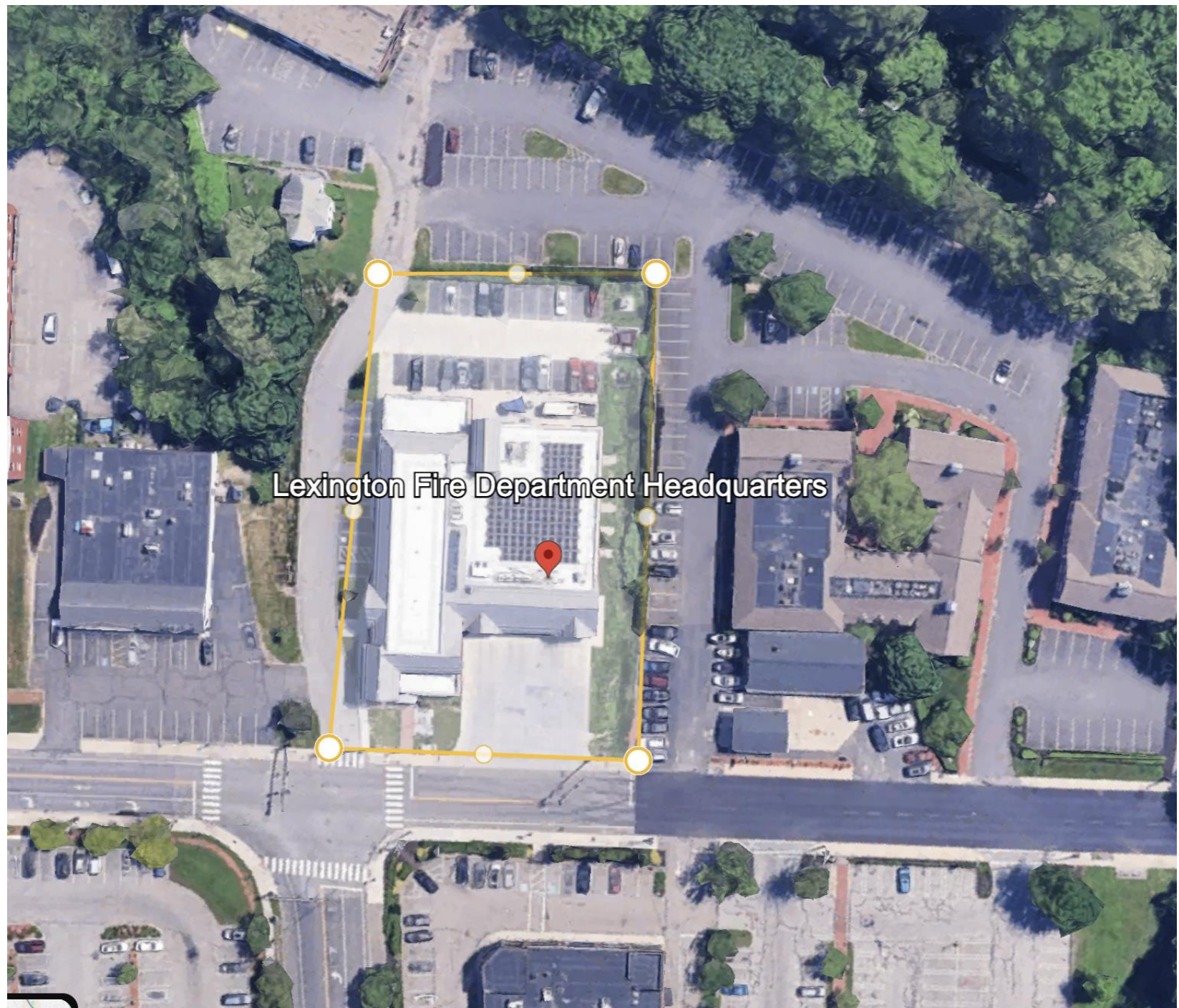
Lexington MA Fire HQ

Opened 2020

Approximately
26,000 s.f.
building

Current site
area is about
1.0 acre

Cost approx.
\$20m in 2020
= 770 per s.f.



Lexington MA Police HQ

Opened 2022

Approximately
35,000 s.f.
building

Current site area
is about 1.2
acres

Cost approx.
\$35m in 2022 =
1000 per s.f.



		Built or Under Construction	Completion Year	Cost	Area	\$/sq ft	Assumed Build Completion Year	Escalated \$/sq ft	Escalated w/o Outliers (1)
1	Mitchell Associates Architects (MAA)						2024		
2		Lisbon, CT	2023	\$ 11,662,635	17,924	\$ 651	2024	\$ 703	\$ 703
3		Purchase, NY Addition Only	2019	\$ 6,445,265	14,669	\$ 439	2024	\$ 646	\$ 646
4		Putnam Valley - Avg of 4 bids	2021	\$ 13,639,215	28,876	\$ 472	2024	\$ 595	\$ 595
5									
6	Other Architects								
7		Bedford Village, NY	2021	\$ 10,301,825	20,189	\$ 510	2024	\$ 643	\$ 643
8		Lexington, MA (High site & remediation costs)	2022	\$ 14,500,000	26,000	\$ 558	2024	\$ 650	NA
9		Yonkers as Built (Cost includes 6,731 sq ft garage under)	2019	\$ 13,755,000	14,618	\$ 941	2024	\$ 1,383	NA
10		Yonkers Assumed w/o Parking Below	2019	\$ 9,755,000	14,618	\$ 667	2024	\$ 981	\$ 981
11		West Natick (Tecton & PRA)	2020	\$ 14,072,984	17,000	\$ 828	2024	\$ 1,126	\$ 1,126
12	Woburn, MA	2022	\$ 18,512,000	33,858	\$ 547	2024	\$ 638	\$ 638	
13	Kaestle Boos Associates (KBA)								
14		Hyannis	2019	\$ 19,038,000	33,400	\$ 570	2024	\$ 838	\$ 838
15		Mansfield Fire, Police & DPW	2019	\$ 19,414,290	39,621	\$ 465	2024	\$ 683	\$ 683
16		Nantucket, FD Addition	2019	\$ 15,928,420	22,340	\$ 713	2024	\$ 1,048	NA
17		Needham Fire & Police	2021	\$ 34,593,300	60,690	\$ 570	2024	\$ 718	\$ 718
18		Needham Station 2	2021	\$ 12,493,280	22,204	\$ 563	2024	\$ 709	\$ 709
19		North Acton	2021	\$ 7,595,000	12,179	\$ 624	2024	\$ 786	\$ 786
20	Plainville Combined	2018	\$ 20,619,225	41,655	\$ 495	2024	\$ 786	\$ 786	
21									
22	Estimates - Unbuilt								
23	MAA								
24		Ithaca, NY - East Hill Station (DD Estimate)	2024	\$ 8,702,979	16,183	\$ 538	2024	\$ 538	\$ 538
25		New Rochelle - Concept Estimate	2019	\$ 17,175,600	36,700	\$ 468	2024	\$ 688	\$ 688
26		Poughkeepsie fire/police - Concept Estimate	2023	\$ 43,705,176	73,208	\$ 597	2024	\$ 645	\$ 645

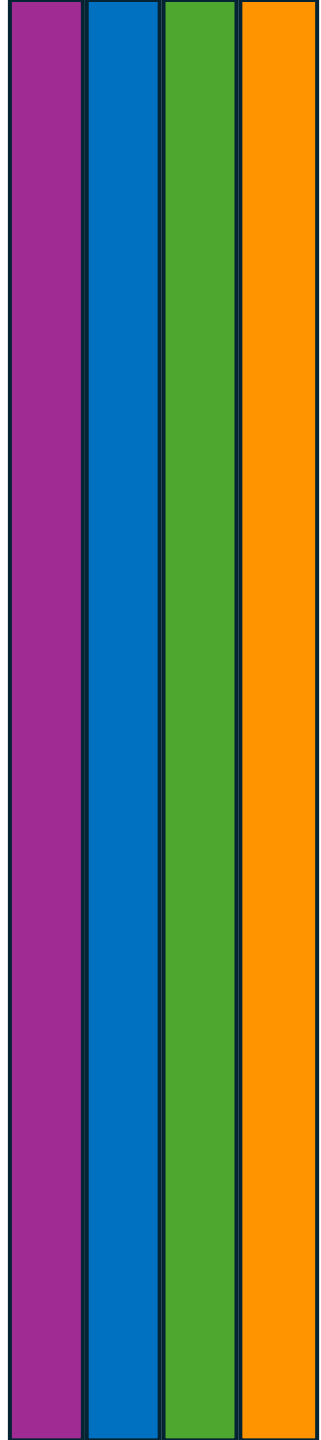
30	KBA								
31		Quincy, MA w/o active fire station	2021	\$ 98,000,000	130,000	\$ 754	2024	\$ 950	NA
32		Dennis, MA	2020	\$ 7,000,000	14,000	\$ 500	2024	\$ 680	\$ 680
33		Brockton, MA	2024	\$ 75,467,614	107,330	\$ 703	2024	\$ 703	\$ 703
34		Hingham, MA	2024	\$ 35,448,960	49,233	\$ 720	2024	\$ 720	\$ 720
35		Southbridge, MA	2024	\$ 19,629,000	26,800	\$ 732	2024	\$ 732	\$ 732
36		Middlefield, CT (Reno & addition)	2024	\$ 20,936,258	27,831	\$ 752	2024	\$ 752	\$ 752
37		Middlefield, CT (New Construction)	2024	\$ 21,444,148	28,423	\$ 754	2024	\$ 754	\$ 754
38									
39	Other Architects								
40		Norwich, MA (Noriko Estimate)	2019		1	\$ 519	2024	\$ 763	\$ 763
41		North Plymouth, MA (Noriko Estimate)	2020		1	\$ 415	2024	\$ 565	\$ 565
42		Stoughton, MA (Dore Whittier)	2021	\$ 23,237,000	36,630	\$ 634	2024	\$ 799	\$ 799
43		Maynard, MA	2022	\$ 10,275,000	18,000	\$ 571	2024	\$ 666	\$ 666
44		Greenfield (May not get built until 2023)	2022	\$ 10,100,000	19,800	\$ 510	2024	\$ 595	\$ 595
45		Millbury	2022	\$ 14,000,000	22,515	\$ 622	2024	\$ 725	\$ 725
46		Northbridge Fire HQ	2022	\$ 16,700,000	27,900	\$ 599	2024	\$ 698	\$ 698
47		Hanover Study (Saccoccio Study)	2023	\$ 9,009,688	15,344	\$ 587	2024	\$ 634	\$ 634
48		Colliers							
49		North Brookfield Fire Headquarters	2021	\$ 7,500,000	14,782	\$ 507	2024	\$ 639	\$ 639
50		Ashby Public Safety Complex (new & reno)	2022	\$ 6,900,000	16,000	\$ 431	2024	\$ 503	\$ 503
51		Hadley Fire Substation	2020	\$ 2,390,000	5,400	\$ 443	2024	\$ 602	\$ 602
52		Somerville Public Safety Facility	2022	\$ 50,000,000	77,000	\$ 649	2024	\$ 757	\$ 757
53		Westminster Public Safety Building	2023	\$ 17,500,000	21,500	\$ 814	2024	\$ 879	\$ 879
54		Williamstown	2024	\$ 19,214,600	27,215	\$ 706	2024	\$ 706	\$ 706
55	Williamstown Adjusted⁽²⁾	2024	\$ 18,000,000	27,215	\$ 661	2024	\$ 661	\$ 661	
							Average \$/sq ft (3)	\$ 734	\$ 705
							Escalation Rate	8.0%	

(1) The column labelled "Escallated w/o Outliers" excludes projects with abnormal cost data, such as environmental remediation

(2) For comparison purposes, the adjusted figure for Williamstown removes the cost of addressing specific site challenges and of aiming for net carbon-zero design.

6. Identifying and Evaluating Options

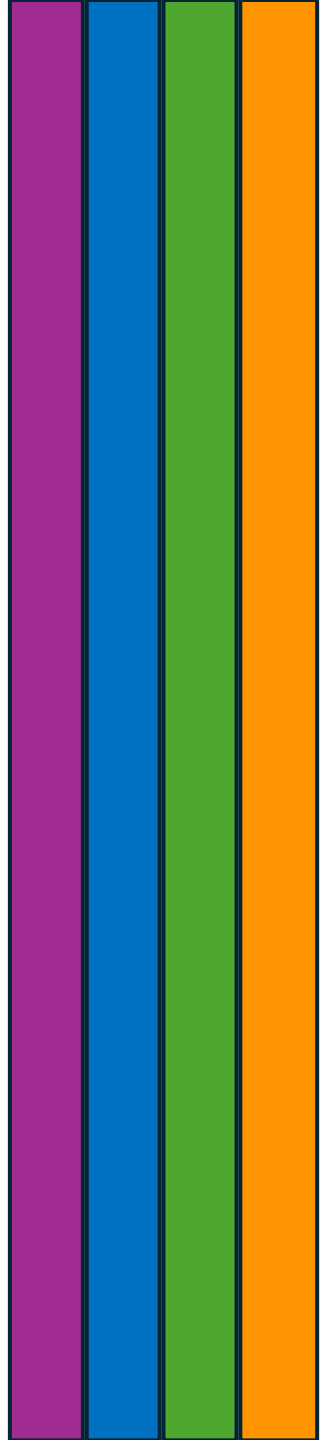
- Considered set of 16 options (next slide)
- Main evaluation criteria:
 - Functional efficiency:
 - Essential service delivery (i.e. response time)
 - Equipment accommodation/storage (i.e. vehicles, specialized)
 - Training (i.e. gun range, fire tower, meeting rooms)
 - Staff wellness (i.e. break rooms, fitness, accommodations)
 - Cost:
 - Cost estimate based on benchmarking
 - Expected building lifespan
 - Location:
 - Impact on service delivery (i.e. response time)
 - Current versus new: site area, buildable area, restrictions
 - Externalities: ability to absorb traffic, noise, other impacts
 - Delivery:
 - Complexity of project
 - Phasing, relative to other public safety, relative to other town priorities
 - Managing service disruptions



FACILITY		OPTIONS
1	FIRE Station (WC)	1A. Status Quo
		1B. Renovate
		1C. Build new FIRE HQ on current Main St. site
		1D. Build new FIRE HQ on alternate WC site
2	FIRE Station (CC)	2A. Status Quo
		2B. Renovate Walden St. as FIRE SUB station only
		2C. Build new FIRE SUB station on current Walden St. site
		2D. Build new FIRE SUB station on alternate CC site
3	POLICE Station (CC)	3A. Status Quo
		3B. Renovate Walden St. as POLICE HQ only
		3C. Build new POLICE HQ on current Walden St. site
		3D. Build new POLICE HQ on alternate site
4	OTHER Options	4A. FIRE HQ + POLICE HQ in WC, either Main St. or alternate site
		4B. FIRE SUB + POLICE HQ in CC, either Walden St. or alternate sites
		4C. New STAND-ALONE buildings for FIRE HQ, POLICE HQ + FIRE SUB
		4D. Three functions in ONE CENTRAL CAMPUS

7. Discussion and Trade-offs

- For each option, subgroup weighted pros and cons
 - Tables summarizing discussions included in final report
- Key findings
 - 1) Eliminate status quo options
 - All three facilities are not meeting current/near-term needs
 - Continued spending on maintenance and repairs is inefficient
 - 2) Likely eliminate renovation of Walden St.
 - Hard to cost-effectively reconfigure existing building for re-use
 - Final determination on this issue part of next steps/consultant study
 - 3) Recommended phasing:
 - i)WC Fire HQ, ii) Police HQ, iii) CC Fire sub-station



EXISTING FACILITY		OPTIONS
1	FIRE Station (WC)	<i>1A. Status Quo (ELIMINATED)</i>
		<i>1B. Renovate (ELIMINATED)</i>
		1C. Build new FIRE HQ on current Main St. site
		1D. Build new FIRE HQ on alternate WC site
2	FIRE Station (CC)	<i>2A. Status Quo (ELIMINATED)</i>
		<i>2B. Renovate Walden St. as FIRE SUB station only (LIKELY TO BE ELIMINATED)</i>
		2C. Build new FIRE SUB station on current Walden St. site
		2D. Build new FIRE SUB station on alternate CC site
3	POLICE Station (CC)	<i>3A. Status Quo (ELIMINATED)</i>
		<i>3B. Renovate Walden St. as POLICE HQ only (LIKELY TO BE ELIMINATED)</i>
		3C. Build new POLICE HQ on current Walden St. site
		3D. Build new POLICE HQ on alternate site
4	OTHER Options	4A. FIRE HQ + POLICE HQ in WC, either Main St. or alternate site
		4B. FIRE SUB + POLICE HQ in CC, either Walden St. or alternate sites
		4C. New STAND-ALONE buildings for FIRE HQ, POLICE HQ + FIRE SUB
		<i>4D. Three functions in ONE central campus (ELIMINATED)</i>

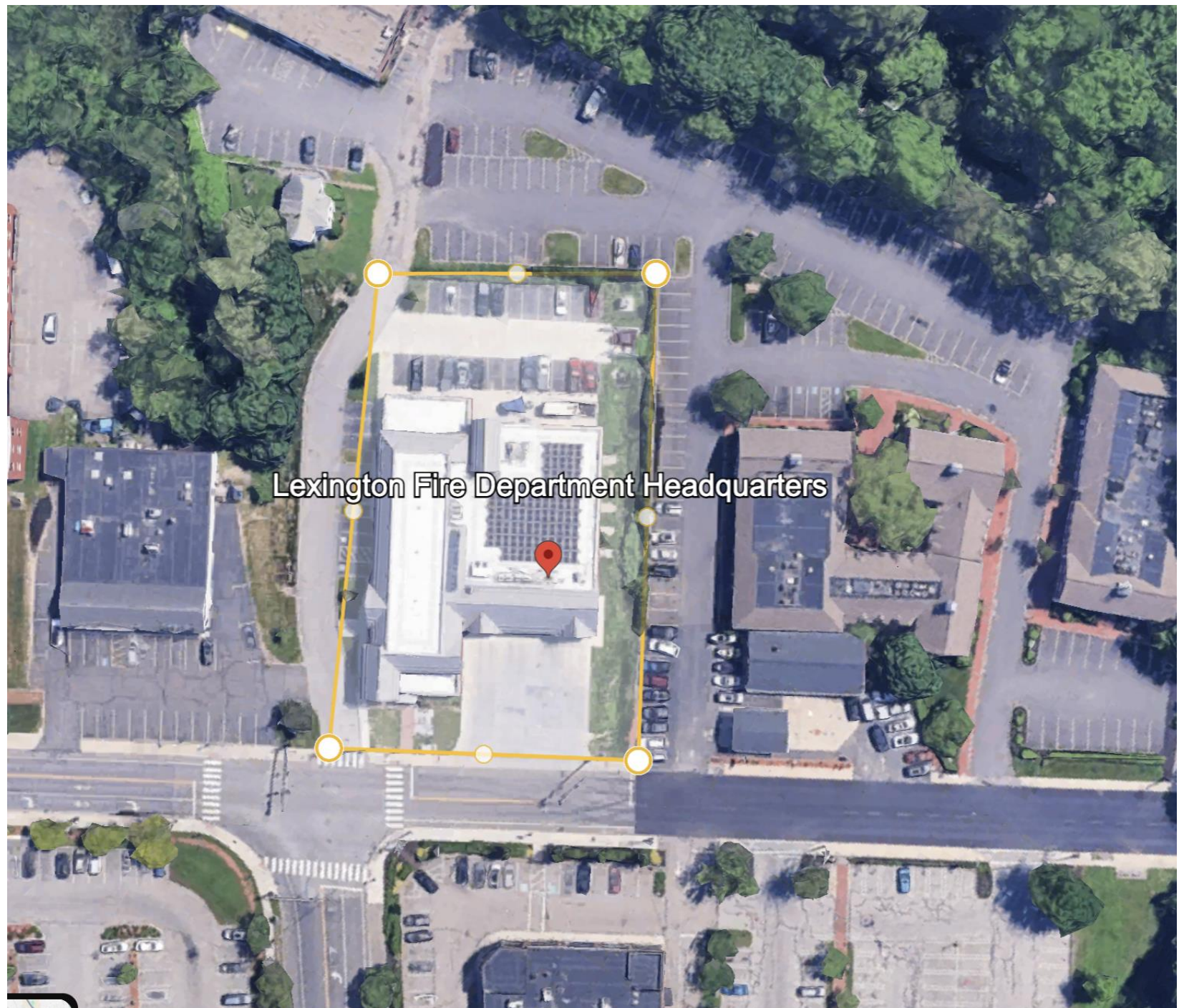
Lexington MA Fire HQ

Opened 2020

Approximately
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Current site
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Cost approx.
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Lexington MA Police HQ

Opened 2022

Approximately
35,000 s.f.
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Current site area
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acres

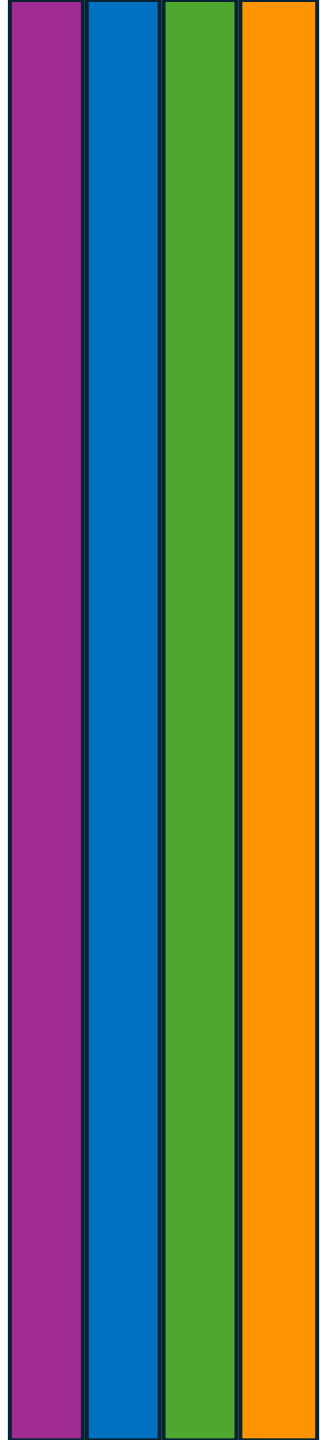
Cost approx.
\$35m in 2022 =
1000 per s.f.



EXISTING FACILITY		OPTIONS
1	FIRE Station (WC)	1C. Build new FIRE HQ on current Main St. WC site
		1D. Build new FIRE HQ on alternate WC site
		<ul style="list-style-type: none"> First priority, 20k sf, cost estimate* \$20 to \$30 million, 3- to 5-year delivery
2	FIRE Station (CC)	2C. Build new FIRE SUB station on current Walden St. site
		2D. Build new FIRE SUB station on alternate CC site
		<ul style="list-style-type: none"> Third priority, 10k sf, cost estimate* \$10 - \$15 million, 2- to 4-year delivery
3	POLICE Station (CC)	3C. Build new POLICE HQ on current Walden St. site
		3D. Build new POLICE HQ on alternate site
		<ul style="list-style-type: none"> Second priority, 25k sf, cost estimate* \$25 - \$35 million, 3- to 5-year delivery
4	OTHER Options	4A. Build combo FIRE HQ + POLICE HQ in WC, on Main St. or alternate site
		4B. Build combo FIRE SUB + POLICE HQ in CC, on Walden St. or alternate site
		4C. Build new STAND-ALONE buildings for FIRE HQ, POLICE HQ + FIRE SUB
		* Cost estimates based on \$1000/sf 2026 dollars, some underway running \$1200/sf

8. Findings and Recommendations

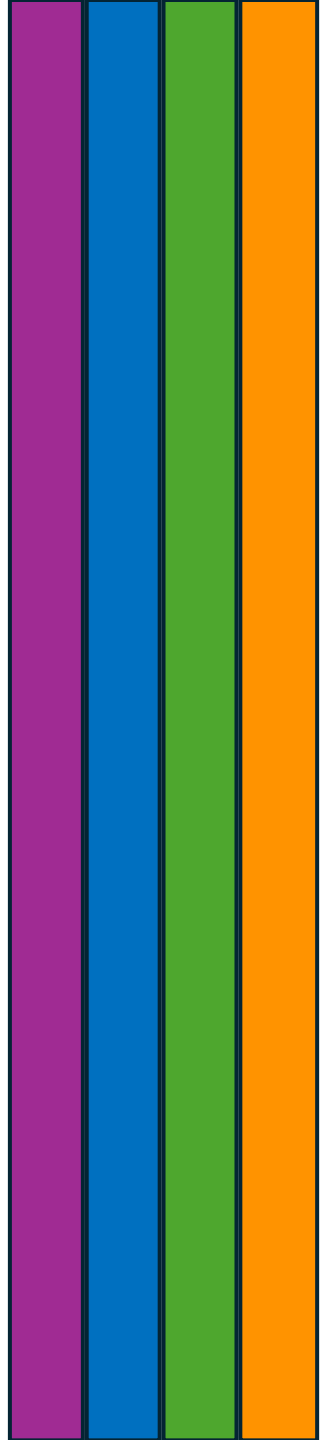
1. Concord's public safety facilities are in **high need of upgrading**
2. The **priority of needs for new public safety facilities are:** 1) a new FIRE HQ in West Concord, 2) a new POLICE HQ somewhere in town, and 3) a new FIRE SUB station in Concord Center.
3. Specifically, these options are recommended for detailed review:
 - i. Build a **new FIRE HQ be built in West Concord** in recognition of growing demand for services in this area, with first consideration given the existing Main Street site, provided that adjacent parcels can be acquired to accommodate the larger footprint, in a cost- and time-efficient manner; OR at an alternate site in West Concord;
 - ii. Build a **new POLICE HQ be in town** in recognition of growing demands for safety services and specialized needs, with consideration of building at the existing Walden Street site, OR in conjunction with the new FIRE HQ in West Concord, OR at an alternate site, and/OR in another combination with another facility; and
 - iii. Build a **new FIRE SUB station be built in Concord Center** to continue to meet fire service needs in this area, at the existing Walden Street site, OR at an alternate site, and/OR in another combination with another facility.



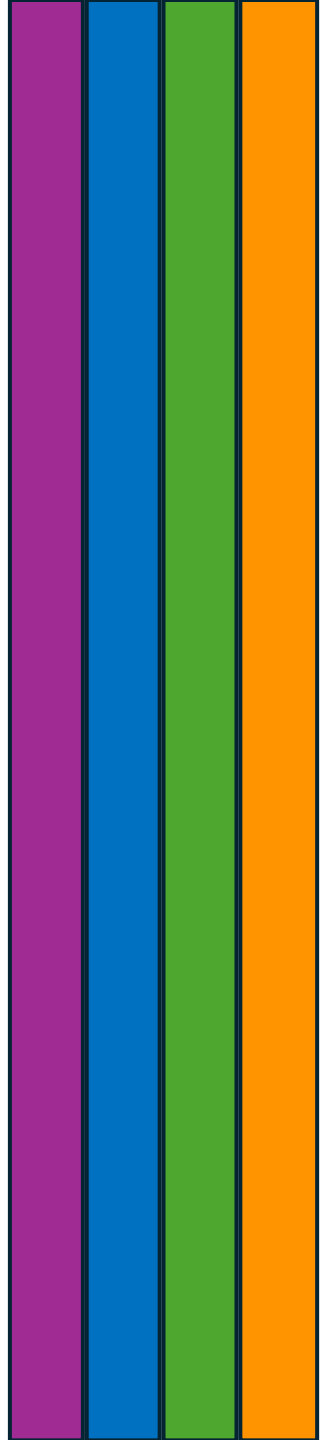
9. Next Steps

1. The Select Board should **establish a dedicated public safety facilities building committee to guide next steps** and that this new committee:
 - i. procure and oversee the work of an expert fire/police/EMS facility planning and design consultant(s);
 - ii. make recommendations about future building needs, location, design, costs, and fiscal impacts; and
 - iii. make a final determination about the feasibility of renovating the existing Walden Street building.

2. The Select Board should be advised that the **opportunity sites reviewed but eliminated from consideration** for public safety purposes include:
 - i. For fire: MCI Concord, 2229 Main Street, Keyes Road, Peabody, Ripley, and Harvey Wheeler.
 - ii. For police: MCI Concord, Peabody, and Ripley.



END



Concord Land Use Working Group (LUWG)

DRAFT Subgroup Report: Public Safety Facilities

Subgroup Members: Judith Grant Long, Mark Martines, Sven Weber

Staff Liaisons: Kerry Lafleur, Town Manager
Tom Mulcahy, Police Chief
Brian Whitney, Fire Chief
Brian Goldman, Police Captain
Sean Murphy, Asst. Fire Chief
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Date: February 16, 2026

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Executive Summary

The Public Safety Subgroup of the Land Use Working Group (LUWG) was tasked with evaluating Concord's major public safety facilities, specifically the Walden Street Public Safety Campus and the West Concord Fire Station, to determine their fitness for current operations and future municipal needs, and in the context of a set of opportunity parcels potentially available for redevelopment.

Key Findings

- *Existing facilities:* Both Walden Street and West Concord stations are aging, undersized, and increasingly unable to meet the complex requirements of modern public safety services. Significant deficiencies exist in accessibility, evidence processing, training space, secure storage, and staff wellness infrastructure.
- *Service needs:* Demographic shifts, especially growth in West Concord, are driving increased and diversified service demand. Emergency response requirements and regulatory standards highlight the need for flexible, adaptable spaces.
- *Peer benchmarking:* Comparison with peer municipalities demonstrates that modernization and investment are critical for efficiency and effectiveness. Concord's facilities lag behind regional examples in space, amenities, and operational design.
- *Feasibility and cost:* Cost assessments and benchmarking indicate that new construction, while expensive, delivers longer-term operational value, improved staff retention, and greater long-term savings than ongoing repair or limited renovations.

Recommendations

- *Upgrade public safety infrastructure:* Concord should prioritize significant upgrading of its public safety facilities to reliably meet present and future demands.
- *Respect priority order:* First priority should be placed on developing a new Fire Headquarters in West Concord. Second is upgrading or rebuilding the Police Headquarters, either at the current Walden Street location or potentially at a new site, including options for co-location with fire services. Third, the subgroup recommends enhancing or relocating the fire substation in Concord Center.
- *Advance specific options:* The subgroup recommends pursuing new builds at current sites where feasible, but also urges evaluation of alternate locations and integrated facilities to maximize flexibility, minimize service disruption, and ensure operational resilience.
- *Establish advisory committee:* A dedicated Public Safety Facilities Building Advisory Committee should be formed at the soonest opportunity to oversee feasibility studies, engage expert consultants, and guide the next phase of facility planning.

Risks & Considerations

- *Service disruption:* Upgrading or constructing new facilities will inevitably cause some disruption to police, fire, and EMS operations, requiring strategic planning and phased implementation.
- *Cost & uncertainties:* There are significant budget and schedule risks associated with unknown site conditions, evolving operational requirements, and market fluctuations.
- *Community Engagement:* Ongoing outreach to stakeholders, including town residents, businesses, staff, and elected officials, will be critical in refining options and ensuring transparency.

Next Steps

This report forms the basis for LUWG's Phase II deliberations and recommendations to Concord's Select Board. The subgroup urges prompt establishment of an advisory committee and recommends targeted feasibility studies to determine optimal locations and approaches for renovation or new construction of public safety facilities. Community engagement and expert input should guide all phases of project development.

1. Introduction

Charge of the Land Use Working Group

The Town of Concord established the Land Use Working Group (LUWG) in July 2025 to analyze how future municipal facility needs might be addressed using “opportunity parcels”: a set of larger-size properties under both town and private ownership expected to become available for potential repurposing or redevelopment.

The Select Board identified several opportunity parcels for LUWG’s review, including:

- *Town-owned sites available for redevelopment:* The former Peabody School and the former Ripley School, each offering substantial land area for potential redevelopment.
- *Town-owned sites potentially available for redevelopment if current public facilities uses are relocated:* In addition, some parcels such as Keyes Road and Harvey Wheeler could become available for redevelopment if existing public facility uses are relocated to other sites.
- *Non-town-owned sites:* Parcels such as MCI Concord and 2229 Main Street, which may be acquired in whole or part by the Town, should a strategic public use be identified.

The LUWG was directed to conduct its review over a one-year period, from July 2025 to June 2026. Accordingly, the LUWG divided its workplan into two phases, each of approximately six months in duration.

- *Phase I:* Three subgroups were created and tasked with reviewing three specific types of public facilities: i) public works, ii) public safety, and iii) municipal offices suitable for consolidation.
- *Phase II:* The full working group will make recommendations to the Select Board regarding the use of opportunity parcels as future sites for public facilities, as well as for other uses of strategic importance to the town, including housing, economic development, and recreation uses.

Work of the Public Safety Subgroup

The following report summarizes the Phase I work of the public safety subgroup. This subgroup included LUWG members Judith Grant Long, Mark Martines, and Sven Weber, working in conjunction with key public safety stakeholders, including Police Chief Mulcahy, Police Captain Goldman, Fire Chief Whitney, and other members of their teams, as well as the Town Manager and other relevant staff. This work spanned from September 2025 through January 2026.

Study Goals

The primary goal of the public safety subgroup was to evaluate whether Concord's current public safety facilities are capable of meeting the town's evolving needs, and, if not, to explore how "opportunity parcels" might be utilized to address these needs in the future.

Concord's public safety operations rely on the Walden Street Public Safety Campus and the West Concord Fire Station. These facilities are essential for emergency response, but they are older buildings increasingly in need of repair and upgrading. Further, these buildings have not kept pace with advances in public safety equipment, technology, community expectations, and demographic changes. In particular, increasing population from new developments, shifting geographic distribution toward West Concord, and changes in our demographic composition, are raising questions about the adequacy and adaptability our existing infrastructure to meet current and future needs.

Study Approach

To help answer Concord's questions about public safety facilities and the possible use of opportunity parcels, the subgroup took a practical and multi-faceted approach focused on a few core areas: current building condition, regulatory compliance, operational effectiveness, and how well our facilities might handle future demands.

- *Facility walkthroughs and condition assessments:* The subgroup toured the main public safety buildings alongside Town staff and public safety officials, taking stock of each building's structure, layout, accessibility, and everyday challenges, like space limitations and outdated features.
- *Staff and expert consultations:* We spoke with police, fire, public works, and facilities staff to understand day-to-day operations, regulatory requirements, and longer-term planning considerations. Both the Police and Fire Chiefs provided detailed feedback about the existing conditions of current buildings, and their future needs.
- *Comparative benchmarking:* We looked at what similar towns, including Lexington and Natick, have done with their public safety facilities, to learn from their experiences and modernization efforts.
- *Identifying options:* The subgroup identified a range of possible strategies, from keeping things as they are, to renovating or rebuilding, or shifting services to new locations or opportunity parcels. Each option was considered with operational needs and community impact in mind.
- *Selecting evaluation criteria:* We set criteria to help weigh different options, including operational efficiency, overall cost, community impact, risk of disruption, flexibility for future needs, and sustainability.
- *Pros and cons:* We considered the advantages and disadvantages of each plan, including trade-offs and uncertainties, to see how each would affect public safety services in Concord.

- *Recommendations and next steps:* Based on our work, we offer prioritized recommendations and outline possible next steps, knowing that many questions require additional analysis and community input.

Study Limitations

This report reflects the resources, expertise, and time available to the Public Safety Facilities Subgroup. While based on invaluable stakeholder input, informative site visits, and the careful review of available information, it does not constitute a formal consulting or technical study; rather, it offers a practical foundation for evaluating facility options going forward.

2. Public Safety Facilities in Concord

Concord's public safety facilities are essential to the Town's emergency preparedness and the delivery of police, fire, and EMS services. The two primary sites, the Public Safety Building on Walden Street and the West Concord Fire Station on Main Street, serve as the core infrastructure of Concord's emergency response network.

These facilities support critical functions such as emergency dispatch, incident response, evidence handling, administrative operations, training, overnight accommodations for staff, and community engagement. Each site is home to specialized personnel and infrastructure designed to meet the Town's public safety needs.

Walden Street Public Safety Campus (209, 219, and 203 Walden Street)

- Located in Concord Center, this facility was constructed in 1960 and covers approximately 20,400 square feet on a 1.6-acre site. It includes both the Fire Headquarters and Police Headquarters, sharing space and resources to support unified emergency operations.
- *Fire Headquarters (209 Walden Street):*
Occupying the northern half of the building, this fire section features four equipment bays, administrative offices, overnight quarters for firefighters, and dedicated areas for training and meals. The building is rated in fair to good condition, with further detail provided in the existing conditions discussion.
- *Police Headquarters (219 Walden Street):*
Occupying the southern half of the building, the police section contains administrative offices, booking and interrogation rooms, the emergency dispatch center, spaces for evidence storage and handling, and areas supporting specialized functions such as investigations. Condition is similarly rated fair, with more information in the existing conditions discussion.
- *Storage (203 Walden Street):*
Adjacent to the main sites, this building provides additional storage space for equipment and supplies.

West Concord Fire Station (1201 Main Street)

- Situated in West Concord, this historic station was built in 1932 and occupies just over 2,000 square feet on a 0.34-acre lot. It features three truck bays, which are undersized for modern fire apparatus, as well as administrative space and parking. The building is in poor condition, exacerbating operational challenges as service demands in West Concord increase.

Walden Street Public Safety Campus, Police Station, 219 Walden Street



Walden Street Public Safety Campus, Fire Station, 209 Walden Street



West Concord Fire Station, 1201 Main Street



3. Existing Conditions Assessment

Assessing the existing conditions of Concord's public safety facilities is critical for informed future planning, whether for renovation, repurposing opportunity parcels, or new construction. This evaluation examines location, site characteristics, and building conditions, emphasizing each facility's capacity to meet present and future needs. As peer communities are building public safety facilities with greater space and modern amenities, Concord must ensure its facilities keep pace to remain effective and sustainable.

Key Issues

Walden Street Campus

The Walden Street Public Safety Campus serves as Concord's primary hub for both police and fire services. While the combined headquarters maximizes operational cooperation, it faces several significant challenges. The facility's infrastructure is aging; many building systems and finishes are outdated and have recently suffered water leak damage, with mechanical and electrical systems nearing the end of their functional lives. Space constraints are a persistent issue, as the campus has outgrown its original design, leaving both departments limited in available square footage and hampering the ability to expand or adapt to increasing demands.

Safety and security concerns compound these difficulties: antiquated security systems, inadequate building access controls, and the absence of a secure perimeter all threaten staff wellbeing and operational continuity. Despite efforts to improve accessibility, the campus remains non-compliant with current ADA standards, further impacting both staff and public access.

For the police department specifically, these deficiencies translate to operational limitations: a lack of secure evidence handling spaces, inadequate facilities for interviews and meetings, unreliable dispatch operations, and the absence of dedicated areas for staff training hinder both effectiveness and morale. On the fire side, the apparatus bays and storage areas cannot accommodate modern vehicles and equipment, forcing personnel to use undersized, makeshift administrative, living, and fitness spaces. Critically, there are no dedicated decontamination facilities, putting staff and station hygiene at risk.

West Concord Fire Station

In contrast, the West Concord Fire Station on Main Street provides a smaller, satellite presence focused on fire and EMS response. The facility is fully at capacity, with undersized bays, storage, and living quarters severely limiting operational flexibility. The station's technology and physical plant are outdated, which restricts the department's ability to respond to evolving service demands. Expansion is effectively precluded by the limited site footprint.

1. Condition of Police HQ, Walden Street: Police Chief Input

- *Security deficiencies:* Evidence rooms, interview areas, and overall building access lack modern security. Surveillance is outdated and coverage is minimal. No secure perimeter or fenced vehicle/evidence storage areas.
- *Space and ergonomics:* Inadequate office space; supervisors and detectives work in cramped conditions without privacy. Minimal dedicated areas for confidential interviews, victims/families, or staff wellness.
- *Evidence processing & storage:* Firearms stored in old gym lockers; evidence rooms undersized and non-compliant, making safe, secure handling impossible.
- *Dispatch & emergency operations:* Dispatch is undersized and noisy, impacting reliability and efficiency. EOC is makeshift and lacks needed isolation and workspace during emergencies.
- *Training & community engagement:* No dedicated training or fitness areas; community outreach spaces are unavailable or not secure.
- *Parking & public access:* Only 32 spaces—mostly for staff and police vehicles. Public parking is reduced to two spots, hindering access.
- *ADA compliance:* Facility remains inaccessible for many, despite attempts at improvement.
- *Outdated infrastructure & technology:* HVAC is inefficient and unreliable. Security technology, servers, and recording systems are old, with frequent failures.
- *Layout inefficiencies:* Core spaces (squad, booking, roll call) are not adjacent; offices are scattered, resulting in poor workflow and staff frustration.

2. Condition of Fire HQ, Walden Street: Fire Chief Input

- *Apparatus bays & garage:* Doors are undersized (12' x 11' vs. USFA standard). Ladder truck fits only after significant modifications. Congested bays, with some vehicles parked externally.
- *Parking:* Exterior parking for command vehicles, trailers, staff; visitor parking is extremely limited. Shift changes lead to overflow on Walden Street.
- *Medical & equipment storage:* No climate-controlled, secure storage for advanced medical supplies. Gear is scattered in unsuitable areas: stairwells, crawl spaces, attics, hose tower, basements.
- *Administrative & office areas:* Makeshift offices (former bunks, storage), lack privacy, particularly problematic for HIPAA-related work. Staff dispersed across three floors; storage constantly repurposed for office use.
- *Living quarters:* Six-person capacity; no room for needed expansion.
- *Decontamination & hygiene facilities:* None exist; contamination risk to staff and facility.
- *Fitness/wellness area:* Converted police shooting range; limited space, poor environment for exercise.

3. Condition of Fire HQ, Walden Street: Fire Chief Input

- *Apparatus bays & garage:* Even smaller doors (9’6” x 9’2”). Larger vehicles cannot fit; special ordering required for ambulances. Bays constricted and fully occupied; some vehicles outside.
- *Parking:* Limited and requires constant shuffling; impacts shift change and visitor/training access.
- *Medical & equipment storage:* No secure medical storage; repurposed closet barely fits basic supplies. Fire equipment storage insufficient and scattered.
- *Administrative & office areas:* Only two desks in multipurpose room; lacks privacy and professional setting. Lieutenant’s office is part of bunk room, highly inadequate.
- *Living quarters:* Expanded from three to five bunks, but now maxed out; no further expansion possible.
- *Decontamination & hygiene facilities:* No dedicated facilities; risk of contamination.
- *Fitness/wellness area:* Former PPE room repurposed; undersized and next to dirty turnout gear.

Fire Building Feature	Fire HQ (Walden Street)	West Concord Fire Station (Main St.)
Apparatus Bay Door Size	12’ x 11’ (modifications needed)	9’6” x 9’2” (very restrictive)
Apparatus Fit	Ladder fits w/ mods; some vehicles outside	Ladder/large units cannot fit
Parking	Congested; limited visitor/staff/EOC parking	Small lot; frequent car shuffling
Evidence/Asset Security	Limited; poor perimeter/security	N/A
Medical Storage	No secure, climate-controlled space	No secure, climate-controlled space
Equipment Storage	Scattered, undersized	Scattered, undersized
Admin Office	Makeshift, converted rooms; dispersed staff	Two desks in multipurpose room
Living Quarters	Space for 6, cannot expand	Space for 5, cannot expand
Decontamination Facilities	None	None
Fitness/Wellness Facilities	Converted shooting range; limited	Former PPE room; limited, next to gear
Dispatch/EOC	Undersized, unreliable	N/A
ADA Accessibility	Inadequate	Inadequate
Training/Community Spaces	Unavailable	Unavailable
Facility Infrastructure	Aging, water leaks, systems near end-of-life	Aging, outdated

Existing Conditions Images

Walden Street Building, Staff Kitchen



Walden Street, Dispatch Center (relocated from flood damaged area on 1st floor)



Walden Street, Ceiling height too low for newest trucks



West Concord Fire Station, Ceiling height too low for many trucks



West Concord Fire Station, Police Satellite Office



West Concord Fire Station, Staff Accommodations



Water Damage at the Dispatch Center, Walden Street Public Safety Building



4. Future Needs Assessment

A future needs assessment is a systematic process that considers what facilities, resources, and functions public safety agencies will require as the community grows and changes. It looks beyond immediate problems to anticipate emerging needs, ensuring that investments in infrastructure, personnel, and technology keep pace with local trends and national standards. For public safety, this process is essential because each agency—police, fire, EMS, and dispatch—has distinctive operational demands, community interfaces, and regulatory standards.

This discussion reflects first stage consideration of these issues for public facilities in Concord. While we have looped in the chiefs, there has not been a systematic, formal, analysis. This would be the responsibility of an expert consultant, in conversation with appropriate town staff, elected officials, community groups, town residents and businesses.

Key Issues

As Concord plans for its future public safety needs, several critical factors stand out. Understanding these concerns is essential for guiding decisions about facility design, location, and investment. The following key issues shape how the Town might think about approaching upgrades and expansion:

- *Population and community change:* While overall population growth remains uncertain, there is a shift in residential and commercial activity toward West Concord. Redevelopment and new housing or business projects are reshaping where and how public safety services are needed. Precinct-based voter data and lists of proposed developments suggest that service demand may increasingly concentrate in these areas. Ongoing changes in community composition, such as varying age groups and household types, can also influence the nature and volume of calls.
- *Projected service demand:* Even without significant population growth, areas with new developments or changing demographics often see higher volumes and greater variety of calls, including medical emergencies, fires, and other incidents. Increases in school enrollment, business activity, and new transportation corridors can further affect service patterns. These factors suggest that Concord's public safety agencies may need to prepare for more frequent and diverse calls.
- *Operational and technology requirements:* Modern public safety operations depend on robust communications, secure evidence handling, and advanced IT infrastructure. Concord's facilities must support digital record-keeping, secure data management, and integration of new technologies. Spaces should be designed both for current needs and future upgrades to ensure the Town keeps pace with evolving standards and workflows.
- *Facility flexibility:* Public safety buildings should be designed for adaptability, allowing for phased reconfigurations and expansions as service demands and models evolve. Flexible layouts accommodate new equipment and changing staffing patterns while minimizing disruption. Investing in scalable infrastructure positions the town to respond effectively to fluctuating demand and advances in best practices.

Concord's Future Police Needs: Input from the Police Chief

Effective police facilities require a nuanced approach to location and design. Unlike fire stations, police station location is less constrained by rapid response radius, but demands accessibility for the public and operational efficiency for diverse police functions, including investigation, evidence handling, community engagement, custody, and collaboration with EMS and dispatch. The facility must also anticipate future growth, technological advances, and evolving standards in law enforcement. (See Appendix for the Police Chief's full report on existing conditions at the Police station.)

1. Location & Service Considerations

- *Accessibility:* Station placement should maximize accessibility for the public, staff, and partnering agencies, considering proximity to high-demand areas (downtown, West Concord, commercial districts, schools).
- *Service distribution:* Although not bound by NFPA-style response times, population shifts (e.g., increased activity in West Concord) can drive the need for flexible station locations and specialized satellite facilities.

2. Community Demographics & Service Population

- *Residential patterns:* Facility planning should reflect the diversity of the community: single-family homes, apartments, assisted living, as well as areas with changing demographics and new developments.
- *Service population:* Account for resident and non-resident populations: commuters, visitors, students, hospital patients, and those interacting with schools, business districts, medical facilities, rail and highway corridors, and correctional institutions.
- *Demand forecasting:* Utilize precinct-based data (such as voter counts, which correlate to population shifts), projected development tables, and trends in calls for service for data-driven planning.

3. Compliance & Standards

- *ADA accessibility:* Fully compliant for staff, public, and individuals in custody.
- *Police accreditation Standards:* Adherence to state and national law enforcement regulations (e.g., CJIS, NIBRS, PREA for custody areas).
- *Safety & security:* Incorporate standards for secure evidence and record storage, custody spaces, and site surveillance.
- *IT & data security:* Meet requirements for confidential communications, secure server rooms, and digital evidence protection.
- *Environmental & sustainability guidelines:* Leverage energy efficiency and green building standards.

4. Core Facility Functions & Features

- *Dispatch & emergency operations:* Separate, soundproof communications/dispatch center; Emergency Operations Center (EOC) with fiber connectivity, also serving as a training room.
- *Evidence processing center:* Secure facility equipped for advanced processing—fuming, fingerprint recovery, pass-through lockers, high-density evidence and records storage (including secure rooms for drugs, valuables, and assault kits).
- *Family & victim support spaces:* Dedicated, audio-recorded interview rooms for domestic violence/sexual assault cases; conference rooms for families.
- *Confidentiality spaces:* Soundproofed public conference rooms with window shades.
- *Surveillance & security:* Comprehensive site surveillance system (360° coverage), electronic monitoring, security bollards, window security film, fencing, gated entrance/exit, panic buttons throughout the building.
- *Custody & interview areas:* Sight-and-sound compliant cell block area, separate juvenile space, interview/bail room near cell block with secure exit, audio/video recording in all spaces.
- *Armory:* Secure storage for weapons and ammunition.
- *Training & wellness spaces:* On-site gym, training room, outdoor picnic/break area for staff to support health and resilience.
- *Community engagement:* Public meeting rooms, media/cable rooms for outreach and education.
- *Annex & storage:* Outbuilding for seized vehicles, extended evidence handling, and high-density archive storage; redundant server room with cooling.
- *Facility infrastructure:* Simplified, redundant HVAC for reliability; covered parking (solar-equipped) for staff and public; lunchroom/kitchen with water stations.
- *Workspace design:* Private, secure offices/workstations with advanced IT, ergonomic counters, and modern roll call room.
- *Flexibility:* Capacity for expansion to accommodate future staffing, service models, and technological upgrades; modular design for phased renovations and adaptation.

Concord's Future Fire Needs: Input from the Fire Chief

Effective fire facilities require careful attention to site selection and station design. Unlike police stations, fire station location is tightly governed by response times and geographic coverage—rapid access to emergencies is essential for community safety. Facilities must support a broad range of functions, including fire suppression, EMS, hazardous materials response, training, and equipment maintenance. The station must also be equipped to accommodate future growth, advances in fire service technology, and evolving standards in public safety and health. (See Appendix for the Fire Chief's full report on existing conditions at the Fire stations.)

1. Location & Response Considerations

- *Response times:* Optimizing response time is the top priority for station site selection, directly impacting community safety and aligning with NFPA 1710 standards.
- *GIS analysis:* Use geographic information systems to evaluate current and future coverage, ensuring rapid access to high-risk and high-density areas.
- *Recent examples:* Evaluate lessons from nearby builds—Lexington, Natick, and Maynard Fire Stations—to inform best practices.

2. Community Demographics & Service Population

- *Residential mix:* Plan for a variety of residential types—single-family homes, multi-family units, assisted living, and apartment complexes—all requiring tailored response strategies.
- *Population density:* Consider higher density areas that may pose increased risks or require specialized apparatus and staffing.
- *Service population:* Don't overlook non-resident groups. Include commuters, hospital patients, visitors, nursing home residents, prison populations, and the presence of transit infrastructure—rail, highways, waterways.

3. Compliance & Standards

- **OSHA 1910:** Occupational safety.
- **USFA Fire Station Design Guide:** Guidance on efficient station layout and safety.
- **ISO Public Protection Classification (PPC™):** Impacts homeowner insurance rates and risk assessments.
- **NFPA Standards:** **NFPA 101:** Life Safety Code, **NFPA 1500:** Firefighter Health & Wellness, **NFPA 1581:** Infection Control, **NFPA 1583:** Fitness Programs, **NFPA 1710:** Response time/service delivery benchmarks

4. Core Facility Functions & Features

- *Administrative suites:* Dedicated spaces for fire prevention, training, EMS, and HIPAA-compliant reporting.
- *Medical supply & equipment storage:* Secure, climate-controlled storage for medical supplies and fire equipment.
- *Decontamination & infection control:* Rooms for cleaning equipment, PPE storage & drying, and infection prevention.
- *SCBA maintenance:* Separate compressor and maintenance rooms for breathing apparatus.
- *Fitness & wellness spaces:* On-site gym and recovery areas supporting staff health.
- *Integrated training props:* Station design includes built-in props for realistic scenario training.
- *Maintenance workshops:* Dedicated areas for equipment servicing.
- *Apparatus bays:* Double-depth bays, larger bay doors to accommodate current and future vehicles.
- *Exhaust control:* Advanced diesel and exhaust removal systems for clean indoor air.
- *Emergency Operations Center (EOC):* Flexible space for incident management and staff training.
- *Sustainability:* Incorporate energy-efficient systems and environmentally responsible design.
- *Flexibility:* Modular layouts allow for expansion and adaptation to future needs.

5. Peer Benchmarking

Understanding what peer communities are building, and at what cost, is a critical foundation for public safety facility planning in Concord. Peer benchmarking enables us to assess the choices of nearby and comparable municipalities, providing practical lessons for our own process.

By examining real projects recently undertaken by towns with similar populations, service expectations, and geographic challenges, we can answer key questions: Who is building? What types of facilities are they constructing? What do these projects actually cost? Are cost overruns a frequent occurrence, or are communities generally staying within their budgets? And how has the rapid escalation in construction costs affected the ability of towns to bring these projects to completion?

To build this picture, we reviewed a mix of sources, including consulting reports from firms like Tecton and KBA, municipal websites, published media articles, and case studies. Our sample is admittedly selective, reflecting more recent projects in comparable towns and cities, where data are publicly available or have been shared by local experts.

As such, the numbers and approaches captured here should be considered a helpful starting point, not a guarantee of what any project will cost in Concord. The true cost and scope of our facilities will ultimately depend on specifics like design decisions, site constraints, and local market conditions. Once engaged, expert consultants can provide more precise estimates and refine benchmarking data to reflect Concord's particular needs.

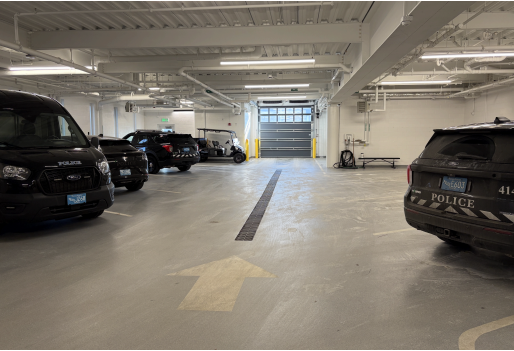
Our survey encompassed a range of facility types and configurations. Most commonly built are police headquarters, fire headquarters, and fire substations, with multiple municipalities favoring combined facilities that integrate police, fire, dispatch, and emergency medical services under one roof. We did not survey renovations, since this data can be harder to both find and trickier as the basis of meaningful comparisons. The town will need an expert consultant to provide more information about the cost of renovations, as appropriate.

When it comes to cost, benchmarking reveals striking variability (see table below). For example, the average construction cost for new fire headquarters and substations is approximately \$825 per square foot in 2026, while police headquarters often average around \$1,150 per square foot. Combined public safety facilities come in higher still, typically exceeding \$1,200 per square foot. These numbers reflect baseline construction costs, but recent history has shown a sharp escalation: since 2020, national construction costs have risen by more than 40 percent, mainly driven by material price increases and, in the Boston area, by substantial wage growth. To project current and future costs, we've used a 3.5 percent annual inflation adjustment, as informed by the Construction Cost Index (CCI), to provide a more realistic outlook for budgets.

For further benchmarking data for fire facilities in MA and other states, please refer to the Appendices.

Selected Public Safety Facility Construction Costs								
	<i>Location</i>	<i>Description</i>	<i>Year Open</i>	<i>Cost (\$M)</i>	<i>Built Area</i>	<i>Cost/sf Open</i>	<i>Cost/sf 2026</i>	<i>Current Pop</i>
POLICE HQ								
1	Beverly	Police HQ	2021	\$29.0	32,000	\$906	\$1,076	42k
2	Leominster	Police HQ	2023	\$30.0	30,000	\$1,000	\$1,109	44k
3	Shrewsbury	Police HQ	2023	\$42.0	44,300	\$948	\$1,051	39k
4	Lexington	Police HQ	2024	\$35	33,000	\$1,061	\$1,137	34k
5	Burlington	Police HQ	2025	\$46.2	39,000	\$1,185	\$1,226	27k
6	Falmouth	Police HQ	U/C	\$60.0	45,000	\$1,333	\$1,333	33k
	AVERAGE						\$1,155	
FIRE HQ								
1	Maynard	Fire HQ	2022	\$10.3	18,000	\$572	\$656	11k
2	Lexington	Fire HQ	2022	\$19.0	26,000	\$731	\$839	34k
3	Woburn	Fire HQ	2023	\$19.0	27,500	\$691	\$766	45k
4	Auburn	Fire HQ	U/C	\$31.0	30,000	\$1,033	\$1,033	18k
	AVERAGE						\$824	
FIRE SUBSTATION								
1	West Natick	Fire Station	2020	\$14.0	17,000	\$824	\$1,013	37k
2	Needham	Fire Station	2021	\$12.5	22,204	\$563	\$667	32k
3	Acton	Fire Station	2021	\$7.5	12,179	\$616	\$732	24k
	AVERAGE						\$809	
COMBINED POLICE/DISPATCH/FIRE HQ/FIRE SUB								
1	Needham	Police/Fire HQ	2021	\$34.6	60,690	\$570	\$667	32k
2	Dedham	Police/Fire HQ	2023	\$55.0	50,000	\$1,100	\$1,220	25k
3	Pembroke	Police HQ/Fire Sub	U/C	\$50.0	40,000	\$1,250	\$1,250	18k
4	Brockton	Police/Fire HQ/IT	2025	\$150.0	108,000	\$1,389	\$1,437	106k
5	Hingham	Police/Fire HQ	U/C	\$46.0	49,000	\$939	\$939	24k
	AVERAGE						\$1,212	
Notes:								
1. Data gathered from various consulting and media reports, and while useful as baseline figures may not reflect actual final figures.								
2. Inflation adjustments using a 3.5% annual rate. Since early 2020, national construction costs have risen by over 40%, mainly due to material cost increases. Boston area price increases run higher than the national average, mainly due to higher wages.								

Lexington Police HQ



Lexington Fire HQ



Natick Fire Station (not HQ), Exterior



Natick Fire Station (not HQ), Interior



6. Options Identification

This section presents a master list of alternatives for Concord's public safety facility planning, assembled by the working group. Our purpose is to clarify what each option means, how it might serve Concord's needs, and to be transparent about the range of pathways considered. Options are grouped by facility type and location, further distinguished by whether they involve maintaining the status quo, renovating existing structures, building new facilities on current sites, or building at new locations.

This section does not evaluate the options: that analysis follows in later sections. Importantly, while we aimed to capture the main options, it is possible there are additional options that could be added as the process moves forward.

The options share some basic terms:

- *Status quo*: Retaining the existing facility as-is, aside from routine repairs, with no major upgrades or expansions.
- *Renovation*: Upgrading the facility to modern standards, addressing critical needs, possibly reconfiguring interior layouts, and possibly expanding the building footprint.
- *Build new (current site)*: Constructing a brand-new facility at the same site, with the potential for expanded or reconfigured space, contingent on suitable available land.
- *Build new (alternate site)*: Building a new facility at a different location, chosen for improved access, space, or operational advantages.

Some options involve distinctions between types of facilities:

- *Fire headquarters (HQ)*: The primary administrative and operational center for the fire department, housing leadership, advanced equipment, training spaces, and serving as the main base for fleet and response coordination.
- *Fire substation*: A smaller, strategically located station providing localized firefighting and EMS response; relies on HQ for administrative and specialized support.
- *Police headquarters (HQ)*: The central facility for police administration, investigations, evidence handling, and core operations; anchors law enforcement in the community.
- *Police satellite office*: A smaller police presence, supporting community engagement and faster response in a specific area, but relying on HQ for command, processing, and specialized services. (In some cases, the need for a satellite was satisfied by a large single office.)
- *Public safety campus*: An integrated site hosting multiple agencies or functions (police/fire HQs, substation, satellite), designed for shared efficiencies and collaboration.

Set 1: Options for a new Fire HQ in West Concord

The first set of options is a response to the opportunity of shifting the Fire HQ to West Concord. A fire HQ is the primary facility for the department, providing housing, operations, advanced equipment, training spaces, most administrative activities, and serving as the main base for fleet, staff, and response coordination. Options range from maintaining or renovating the current station, to building a new HQ either at the existing Main Street site (assuming additional land can be acquired to accommodate the larger building footprint and circulation areas), or building a new HQ an alternate location in West Concord.

	Option	Description	Location	Facility Type
1A	Status Quo	Keep existing station, repair as necessary, no substantial improvements	1201 Main Street (West Concord)	Fire HQ
1B	Renovate	Upgrade existing station, renovate to meet future needs	1201 Main Street (West Concord)	Fire HQ
1C	Build New Fire HQ at Main St.	Build new main fire HQ in West Concord, at the current site, if additional adjacent property can be acquired	1201 Main Street (West Concord)	Fire HQ
1D	Build New Fire HQ, Site TBD	Build new main Fire HQ in West Concord, at an alternate site, TBD	TBD (West Concord)	Fire HQ

Set 2: Options for a New Fire Substation in Concord Center

The second set of options is a response to the opportunity to reduce the scale of the fire services in Concord Center to the “substation” level, if the HQ moves to West Concord. Fire substations (sometimes called satellite stations, neighborhood stations, or engine houses) enhance emergency coverage by providing strategic, localized response capacity across the district, especially in areas distant from headquarters. Substations are typically smaller than HQs, offering basic firefighting and EMS functions, but relying on the central HQ for administrative, specialized, or training needs. Options include keeping or renovating the existing Walden Street facility, or constructing a new substation either on the current site or elsewhere in Concord Center.

	Option	Description	Location	Facility Type
2A	Status Quo	Keep existing fire station, convert to “substation” scale,	Walden Street (Concord Center)	Fire Substation

		repair as necessary, no substantial improvements		
2B	Renovate	Upgrade existing fire station, convert to “substation” scale, renovate to meet future needs	Walden Street (Concord Center)	Fire Substation
2C	Build New Fire Substation at Walden St	Build new fire substation in Concord Center, at the current site on Walden Street	Walden Street (Concord Center)	Fire Substation
2D	Build New Fire Station, Site TBD	Build new fire substation in Concord Center, at an alternate site, TBD	TBD (Concord Center)	Fire Substation

Set 3: Options for a new Police HQ

The third set of options addresses the Police HQ as having more flexible location attributes than the fire HQ, since officers often respond to emergencies while off-site. The Police HQ is the central facility for law enforcement, containing administration, investigation, evidence processing, holding areas, and core response teams. As with fire HQ, this facility anchors police operations and interacts with substations or satellite offices (if they exist). These options cover keeping or renovating the current Walden Street building, or building a new HQ either at the current site or another location anywhere in Concord.

	Option	Description	Location	Facility Type
3A	Status Quo	Keep existing police HQ, repair as necessary, no substantial improvements	Walden Street (Concord Center)	Police HQ
3B	Renovate	Upgrade existing police HQ, possibly expand to take over entire building if fire substation located elsewhere, renovate to meet future needs	Walden Street (Concord Center)	Police HQ
3C	Build New Police HQ, at Walden St.	Build new Police HQ in Concord Center, at the current site on Walden Street	Walden Street (Concord Center)	Police HQ
3D	Build New Police HQ, Site TBD	Build new Police HQ, at an alternate site, TBD	TBD (Anywhere in Concord)	Police HQ

Set 4: Other Options, Combinations

The fourth set of options examines other approaches for organizing Concord’s public safety facilities, focusing on combinations that could lead to increased operational efficiency and reduced overall space needs through shared resources. One option is to create a single, combined headquarters in West Concord for both the police and fire departments. By integrating both departments under one roof, the Town could streamline operations, consolidate common functions such as training, meeting spaces, and infrastructure, and potentially save on total facility square footage.

Another option builds on this idea by pairing a new fire headquarters in West Concord with a smaller, satellite police office located within the facility. This allows for shared site amenities and increased police presence in West Concord, without fully relocating the main police headquarters, taking advantage of joint infrastructure while maintaining specialized spaces.

Alternatively, Concord could construct three stand-alone facilities—a new fire headquarters in West Concord, a police headquarters in Concord Center, and a fire substation also in Concord Center—to provide dedicated coverage for both central and outlying areas. (Note that this option also arises through choosing options C or D in all three earlier sets.)

Finally, the Town could consider a unified public safety campus that brings all police and fire functions together at a single site, maximizing efficiencies through shared spaces, centralized administration, and joint technology and operational systems. However, the feasibility of this option depends on whether a location can be found that meets response time standards.

	Option	Description	Location	Facility Type
4A	Combine Fire HQ and Police HQ in West Concord	Build combined Fire HQ & Police HQ	Main St./ Alt. Site (West Concord)	Fire HQ + Police HQ
4B	Combine Fire HQ and Police Satellite in West Concord	Build Fire HQ & Police satellite office	Main St./ Alt. Site (West Concord)	Fire HQ + Police Satellite
4C	Build three new separate facilities, in different locations	Build three stand-alone buildings: Fire HQ (West Concord), Police HQ (Center), Fire Substation (Center)	West Concord/ Concord Center	Fire HQ + Fire Substation + Police HQ
4	Build one central campus, housing Fire HQ and Police HQ	Build new public safety campus combining all needs, if site supports standards	TBD (as identified)	Fire HQ + Police HQ

7. Evaluation Criteria

Evaluation criteria are the standards used to compare the different options for Concord’s reviewing public safety facilities. The subgroup sought to select criteria to ensure the process is transparent and rooted in what matters most for Concord: operational effectiveness for public safety services, cost, community accessibility, and the facility’s ability to adapt over time. These benchmarks help guide discussions about pros and cons such as the impact on response times, the upfront and ongoing costs to taxpayers, risks to service continuity during construction or renovation, and accessible public safety services for a changing community.

It is important to note that since this assessment was completed on a rapid timeline and with limited data, our criteria are necessarily high-level and preliminary. Cost figures, for example, are order-of-magnitude estimates based on comparable projects, not detailed budget projections. Our judgments about operational and community impacts rely on our collective experience and publicly available data, not exhaustive analytics. As the planning process advances, as experts are engaged and more information emerges, we expect these criteria to become more refined, offering deeper insight and more reliable comparisons to inform future decisions.

Criteria Used

- *Operational efficiency:* Measures how well each option enables essential functions for police, fire, EMS, and dispatch. This includes service effectiveness (meeting current and anticipated demand), response times (especially crucial for fire and EMS), and facility capacity (space for staff, vehicles, equipment, and flexibility for future growth).
- *Cost:* Considers both upfront capital costs (land, construction, engineering) and life-cycle costs (maintenance, utilities, upgrades, staffing). Estimates are based on order-of-magnitude benchmarking and recent comparable projects. Exact costs will become clearer with further site studies and design development.
- *Community impact:* Looks at how each option affects equity, accessibility, and public trust. This includes physical accessibility for residents and visitors, potential for community engagement, visibility of public safety services, and responsiveness to demographic shifts. Community engagement will further refine these factors.
- *Disruption:* Assesses the risk to ongoing operations during construction, renovation, or relocation. This includes the likelihood of service interruptions, temporary relocations, or phased operations needed to maintain continuity—especially for critical emergency services.
- *Flexibility & sustainability:* Evaluates how adaptable and environmentally responsible each facility option is. Flexible, modular spaces can accommodate changes in staffing, technology, and service models. Sustainable design practices, like energy efficiency and climate resilience, are important town values, and future-proof the Town’s investments.
- *Risk management:* Considers readiness for unknowns: budgeting challenges, regulatory hurdles, and unexpected site or environmental constraints. Good options allow contingency planning and adaptability to shifting conditions.

8. Discussion

In evaluating the sixteen public safety facility options, our subgroup relied on transparent, community-centered criteria: operational effectiveness, cost, community accessibility and impact, minimization of disruption, and flexibility for the future. While each option has strengths and weaknesses, the realities of Concord's needs and resources meant several could be eliminated from consideration outright, others are likely to be set aside pending further study, and the remainder move forward for detailed review.

Eliminated Options

Status Quo (Options 1A, 2A, 3A):

Retaining current facilities without upgrade or expansion, while cost-effective in the short term and causing minimal disruption, was unanimously recommended for elimination. These options fail to address critical space, access, and operational shortcomings, for both fire and police, outlined in staff reports and reflected in the existing condition assessments. Continued reliance on outdated infrastructure would defer problems and almost certainly increase long-term maintenance costs, without meeting Concord's public safety needs.

Renovation of West Concord Fire Station (Option 1B):

Renovating the existing West Concord Fire Station was also eliminated. While somewhat less expensive than building new, structural and siting limitations, and the inability to adequately expand or modernize the facility, made this option impractical relative to its expected lifespan and investment required.

Likely Eliminated Pending Further Study

Renovation of Walden Street Facilities (Options 2B, 3B):

Renovations of the Walden Street fire and police buildings are likely to be eliminated. Both suffer from site constraints, odd interior layouts, and limitations in expansion potential. While renovation might offer lower upfront cost and preserve sites' central locations, they may fail to achieve the core standards needed for modern operations, especially regarding accessibility and specialized spaces. However, a final decision awaits the results of a consultant's cost study, as well as further assessment of the Walden site's adaptability.

Single Central Campus (Option 4D):

The idea of a single public safety campus could theoretically optimize operational synergy and create shared efficiencies. However, initial analysis suggests it may compromise fire response times and would require significant land acquisition, making it unlikely and recommended for elimination unless further studies can address these concerns.

Options Currently Under Review

New Builds on Same Sites (Options 1C, 2C, 3C):

Building new facilities at their current locations, on Main Street for West Concord Fire HQ and Walden Street for Fire Substation and Police HQ, remains under consideration and is among the most efficient options if sites are viable. These options benefit from familiarity, owned land, and established community presence. However, they hinge on being able to acquire additional land (especially for Main Street), as well as manage construction-related disruption. A dedicated

building advisory committees and professional consultants will be needed to guide design and public input, especially if expansion is required.

New Builds on Alternate Sites (Options 1D, 2D, 3D):

Alternatives involving new facilities on new sites will only move forward once current site options are fully evaluated. The flexibility of a new site could ease design limitations and reduce disruption to ongoing operations, but would add time for site identification, acquisition, and planning. This set requires further site search and detailed study by experts.

Combination and Stand-alone Options (Options 4A, 4B, 4C):

Combining Fire HQ and Police HQ at a shared West Concord site (Option 4A) or pairing a Fire Substation with Police HQ in Concord Center (Option 4B) offer capital and operational efficiencies. These options could streamline administration, reduce overall square footage, and support shared infrastructure. They do, however, risk complicated massing and site constraints, particularly on Main Street or Walden Street, where acquiring adjacent parcels may be necessary. Plus, in a matter needing more investigation, our cost benchmarking shows that these facilities are often more expensive to build based on per square foot costs.

Building three stand-alone facilities (Option 4C)—a Fire HQ in West Concord, a Police HQ in Concord Center, and a Fire Substation in Concord Center—maximizes flexibility and specialized space for each department. While potentially the most responsive to operational needs, it is also the most expensive and could multiply service disruptions and site acquisition needs.

Trade-Offs and Recommendations

Each remaining option comes with trade-offs—balancing capital costs, site acquisition, construction timelines, operational efficiency, and community impact. Staff perspectives stress the importance of future-ready facilities, modern training and evidence processing areas, and ADA compliance. Maintaining core operations during construction or renovation will be essential for uninterrupted emergency response.

Current data are preliminary, and many assumptions, including cost estimates, site suitability, and operational impacts, depend on detailed future studies. As options are narrowed, engagement with expert consultants, input from the community, and careful consideration of site-specific challenges and opportunities will be necessary to inform decision-making.

SET 1: EXISTING FIRE STATION, WEST CONCORD (Main Street)

	<i>Option</i>	<i>Cost</i>	<i>Pros</i>	<i>Cons</i>
1A	STATUS QUO ELIMINATED	<u>Cost</u> : \$ Low <u>Lifespan</u> : Low (5-10 yrs) <u>Scope</u> : Low <u>Timing</u> : Immediate	Low capital cost; minimal service disruption	Cannot meet FIRE HQ/WC needs , defers problems rather than solving; high operating/maintenance costs; building condition, capacity, and location remain issues; does not solve equipment storage issues; staff areas remain substandard
1B	RENOVATE ELIMINATED	<u>Cost</u> : \$\$ Med/High (\$500-600 sf) <u>Lifespan</u> : 20-30 yrs <u>Scope</u> : High <u>Timing</u> : 5 years	Lower cost than new build (w shorter lifespan), retain historic façade/streetscape (could be acknowledged in design of new build), good location central to West Concord service area	Cannot meet FIRE HQ/WC needs , not cost effective relative to lifespan; structure is old, cannot be expanded to needed size and modern functions; not efficiently sited on for new main station configuration; service disruptions
1C	BUILD NEW FIRE HQ at current Main St. site, with additional land for expansion	<u>Cost</u> : \$\$\$ High (\$800 sf) <u>Lifespan</u> : 30-50 yrs <u>Scope</u> : High <u>Timing</u> : 5 years (priority)	Can deliver FIRE HQ station in WC , meeting growing service needs; cost effective relative to lifespan; upgrades building/equipment to modern standards; externalities tolerated by adjacent uses; could also deliver POLICE station, or fire substation	High capital cost, broader scope, longer timeline; service disruption would need solution; requires land acquisition (costs unclear), dedicated committee, design consultants, public review
1D	BUILD NEW FIRE HQ at alternate site in WC	<u>Cost</u> : \$\$\$ High (\$800 sf) <u>Lifespan</u> : 30-50 yrs <u>Scope</u> : High <u>Timing</u> : 5 years (priority)	All above, plus new site could offer additional design and site planning flexibility, avoid service disruption by using WC station while new being built	All above, plus added time of site selection process, tolerance of adjacent parcels for public safety facilities

SET 2: EXISTING FIRE STATION, CONCORD CENTER (Walden St.)

	<i>Option</i>	<i>Cost</i>	<i>Pros</i>	<i>Cons</i>
2A	STATUS QUO ELIMINATED	<u>Cost</u> : \$ Low <u>Lifespan</u> : Low (5-10 yrs) <u>Scope</u> : Low <u>Timing</u> : Immediate	Low capital cost; minimal service disruption	Cannot meet FIRE HQ needs : site is too small; defers problems rather than solving; high operating/maintenance costs; building condition, capacity, and location remain issues; does not solve equipment storage issues
2B	RENOVATE LIKELY ELIMINATED Cost study needed	<u>Cost</u> : \$\$ Med - High (\$500-\$600/sf) <u>Lifespan</u> : Med (20-30 yrs) <u>Scope</u> : High <u>Timing</u> : 5-10 years	Could possibly deliver FIRE SUB station , lower cost than new build (w shorter lifespan), good location for Concord Center, externalities well tolerated by adjacent uses; Walden St. site has limited alternative uses currently	May not adequately deliver FIRE SUB station : site is small, reno. not cost effective relative to lifespan; existing structure is odd layout; footprint cannot be expanded; site configuration, wetland/drainage limitations
2C	BUILD NEW FIRE SUB at Walden site	<u>Cost</u> : \$\$\$ High (\$800+/sf) <u>Lifespan</u> : High (30-50 yrs) <u>Scope</u> : High <u>Timing</u> : 5-10 years (priority)	Can deliver FIRE SUB station , meeting response time needs in CC; new build more cost effective to lifespan; upgrades buildings, systems, equipment to modern standards; externalities tolerated by adjacent uses, possibly combine with new POLICE HQ (Option 4B)	High capital cost, broader scope, longer timeline; service disruption would need solution; requires land acquisition to expand site area (costs unclear), dedicated committee, design consultants, public review;
2D	BUILD NEW FIRE SUB STATION at alternate site	<u>Cost</u> : \$\$\$ High (\$800+/sf) <u>Lifespan</u> : High (30-50 yrs) <u>Scope</u> : High <u>Timing</u> : 5-10 years (priority)	All above, plus depending on site, could deliver additional design and site planning flexibility;	All above, plus added time of site selection process, tolerance of adjacent parcels for public safety facilities;

SET 3: POLICE HQ, CONCORD CENTER (Walden St.)

	<i>Option</i>	<i>Cost</i>	<i>Pros</i>	<i>Cons</i>
3A	STATUS QUO ELIMINATED	<u>Cost</u> : \$ Low <u>Lifespan</u> : Low (5-10 yrs) <u>Scope</u> : Low <u>Timing</u> : Immediate	Low capital cost; minimal service disruption	Cannot meet POLICE needs : defers problems rather than solving; condition and capacity remain issues; configuration is odd; does not solve specialized space needs: sally port, dispatch, parking, etc.
3B	RENOVATE LIKELY ELIMINATED Cost study needed	<u>Cost</u> : \$\$ Med - High (\$500-\$600/sf) <u>Lifespan</u> : Med (20-30 yrs) <u>Scope</u> : High <u>Timing</u> : 5 years	Could possibly deliver POLICE HQ , possibly lower cost than new build (w shorter lifespan), established location in Concord Center, externalities well tolerated by adjacent uses; Walden St. site has limited alternative uses currently.	May not adequately meet POLICE needs : site is small, renovation not cost effective relative to lifespan; existing structure is odd layout; footprint cannot be expanded b/c site configuration limitations, wetland/drainage, etc.
3C	BUILD NEW POLICE HQ at current Walden site	<u>Cost</u> : \$\$\$ High (\$800+/sf) <u>Lifespan</u> : High (30-50 yrs) <u>Scope</u> : High <u>Timing</u> : 5-10 years (WC building highest priority)	Can deliver POLICE HQ , meeting town-wide service needs; new build more cost effective to lifespan; upgrades building and services to modern standards; externalities tolerated by adjacent uses, possibly combine with new FIRE SUB (Option 4B)	High capital cost, broader scope, longer timeline; service disruption would need solution; requires dedicated committee, design consultants, public review; remaining concerns about site configuration, size, drainage, etc.
3D	BUILD NEW POLICE HQ at alternate site	<u>Cost</u> : \$\$\$ High (\$800+/sf) <u>Lifespan</u> : High (30-50 yrs) <u>Scope</u> : High <u>Timing</u> : 5-10 years (WC building highest priority)	All above, plus depending on site, could deliver additional design and site planning flexibility, possibly combine with MAIN FIRE Station in West Concord (Option 4A)	All above, plus added time of site selection process, tolerance of adjacent parcels for public safety facilities;

SET 4: OTHER OPTIONS, COMBINATIONS

	<i>Option</i>	<i>Cost</i>	<i>Pros</i>	<i>Cons</i>
4A	FIRE HQ + POLICE HQ in West Concord	<u>Cost</u> : \$\$\$ High (\$1200+/sf) <u>Lifespan</u> : High (30-50 yrs) <u>Scope</u> : High <u>Timing</u> : 5 years (WC fire is highest priority)	Reduces capital and operating costs through combination of two functions into one building; <u>plus</u> the advantages of new FIRE HQ in WC, and new POLICE station	Service disruptions in WC during construction; acquisition of adjacent parcels required to accommodate building footprint, massing may be large for Main Street, site constraints
4B	FIRE SUB + POLICE HQ, in Concord Center	<u>Cost</u> : \$\$\$ High (\$1200+/sf) <u>Lifespan</u> : High (30-50 yrs) <u>Scope</u> : High <u>Timing</u> : 10 years (WC fire is highest priority)	Reduces capital and operating costs through combination of two functions into one building; <u>plus</u> the advantages of new SUB FIRE station in CC, and new POLICE station; Walden site can accommodate larger massing	Service disruptions in CC (fire) during construction, and town-wide police; Walden St. site may be too small, awkwardly configured for both functions
4C	Build three new STAND-ALONE BUILDINGS	<u>Cost</u> : \$\$\$ High (\$800-1200/sf) <u>Lifespan</u> : High (30-50 yrs) <u>Scope</u> : High <u>Timing</u> : 5-10 years (WC building highest priority)	Maximum flexibility for each building type, would require at least one additional site as Main St./Walden St. too small for 3 stand-alone, frees up POLICE station location to broader possibilities	Highest capital cost, lost efficiencies of combining buildings and sites, broader scope, longer timeline; service disruption would need solution
4D	SINGLE CENTRAL CAMPUS LIKELY ELIMINATED Need response time study	<u>Cost</u> : \$\$\$ High (\$1200+/sf) <u>Lifespan</u> : High (30-50 yrs) <u>Scope</u> : High <u>Timing</u> : 5-10 years (WC building highest priority)	Reduces capital and operating costs through combination of all functions into one building; operating, training, and morale synergies from being on same campus	Centralized location likely to present fire response time issues , requires acquisition of large parcel in a centralized location

9. Recommendations

The public safety subgroup offers the following recommendations to the LUWG for further consideration:

1. **THAT** Concord's public safety facilities require significant upgrading to reliably meet current and future demands.
2. **THAT** the priority order for addressing public safety facilities is as follows:
 - *First priority/most urgent:* Consider a new Fire HQ in West Concord
 - *Second priority/urgent:* Consider a new/renovated Police HQ in either Concord Center or West Concord
 - *Third priority/less urgent:* Consider a new/renovated Fire Substation in Concord Center
3. **THAT** the evaluation results identify the following options for detailed review:
 - *New Fire HQ in West Concord:*
Addressing service demand growth in West Concord, first consideration should be given to building on the existing Main Street site, provided adjacent parcels can be acquired to accommodate the necessary footprint efficiently and cost-effectively. If this is not feasible, an alternate site in West Concord should be evaluated.
 - *New Police HQ in Concord Center or West Concord:*
In response to increasing public safety needs and specialized facility requirements, detailed review should include either renovating or building new at the existing Walden Street site, OR locating in West Concord (potentially with the new Fire HQ), OR selecting another suitable site in Town. Alternative combinations with other facilities may also be considered.
 - *New Fire Substation in Concord Center:*
To sustain fire and emergency services in Concord Center, detailed review should include renovating or building new at the existing Walden Street site, OR on an alternate site in the Concord Center area, OR in combination with other public safety facilities.
4. **THAT** the LUWG recommend to the Select Board that a Public Safety Facilities Building Advisory Committee be created, without waiting until the delivery of the final LUWG in June 2026, so that necessary feasibility and analysis can be undertaken by outside consultants to inform next steps.

10. Next Steps

Phase I work complete: The three subgroup will present their reports to the Land Use Working Group (LUWG) during the month of February 2026. Upon receipt, review, and discussion, the LUWG will prepare group-wide recommendations and a Phase I Summary Report to present to the Select Board.

Pending further discussion of the LUWG, the subgroup recommends that the following opportunity properties be eliminated from consideration for public safety facility uses:

- For fire services: MCI Concord, 2229 Main Street, Keyes Road, Peabody, Ripley, and Harvey Wheeler.
- For police services: MCI Concord, Peabody, and Ripley.

Phase II work begins: The LUWG will continue to meet to discuss the “opportunity parcels” in the context of other land uses, such as housing, economic development, and recreation. The final report of the LUWG is scheduled for delivery in June 2026.

In the interim, the public safety subgroup would like to encourage the Select Board to establish a dedicated public safety facilities advisory committee to lead subsequent phases of work specific to our needs in the police, fire, EMS, and dispatch categories, without waiting for the delivery of the final LUWG report. This committee could:

- Procure and supervise expert fire, police, EMS, and dispatch facility planning and design consultants;
- Make recommendations regarding future building needs, locations, designs, costs, and fiscal impacts, including innovative capital structure approaches such as public-private partnerships; and
- Make a final determination about the feasibility of renovating the existing Walden Street building.

Appendices

- A. Report from Police Chief Mulcahy on the condition of police facilities
 - B. Report from Police Chief Mulcahey on the future needs for police services
 - C. Report from Fire Chief Whitney on the existing conditions and future needs for fire facilities
 - D. Current Heat Map of public safety calls, 2024
 - E. Selected cost and size benchmarking data for new facilities in New England, MA, and peer municipalities
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Appendix A:

Report from Police Chief Mulcahy on Existing Conditions of Concord Police Station

Police Department Facility Comparison

(Current)
1960s-Era Facility (Current)
<p style="text-align: center;"><u>Inefficient layout, outdated systems:</u></p> <ul style="list-style-type: none">• Office space is limited and scattered throughout the building.• Administrative offices are uneven in size and lack space along with privacy.• Some offices are secured with a key while others have FOB access. Some have both.• Five (5) Patrols supervisors share one office, with limited filing space and computer space, Also there is no privacy to meet with staff.• Patrol Division Commander (Lieutenant) is on the second floor away from patrol staff. This limits availability as this office should be on first floor rear sergeants and staff coming and going.• Officers have only two work spaces in an open room (squad room). No privacy. Room doubles as a ready room and lunchroom with constant foot traffic coming thru.• Second floor “staff” room is used for roll calls, another lunchroom, training room, and small meeting room. No dedicated roll call / ready room.• Second floor office space is scattered with only two available offices for the following: training, Safety Officer, Accreditation, Records Clerk, Mental Health Clinician. Spaces and records keeping is limited and well undersized if available at all.• Second floor detectives have desks on an open floor plan with no privacy to make phone calls and extremely limited file space. Detective Sergeant has no office.• Patrol Division Commander (lieutenant) has small office big enough for one. With limited file and storage space.• Records room is vastly undersized and cannot hold a modern filing system. The building / structure is too weak to support a modern system.• Second floor interview room is not in a secure location and serves as a small meeting room as well.• Second floor evidence room is not secure and could be entered thru the ceiling. There are limited cameras for surveillance in place due to location. The structures within are undersized and sufficient to handle all evidence recovered.
<p style="text-align: center;"><u>Not ADA compliant:</u></p> <p>Building has some modifications but is not ADA compliant for wheelchair access and other mobility impaired individuals.</p>
<p style="text-align: center;"><u>Minimal evidence processing area</u></p> <ul style="list-style-type: none">• Evidence room is undersized• There is no secure location to hold large pieces of evidence• There is no location for Motor vehicles that are seized and need to be secured for processing and/or held.• No secure location for other large items such as bicycles, trailers, etc...• There is no dedicated workspace to process evidence (fingerprinting, examination)

- There are no dedicated lockers for securing firearms in evidence (old gym lockers are being used which are outdated).

Shared spaces and computers:

- Insufficient number of work stations: Only three computer stations available for staff on any given shift. Sergeants five (5) share one of the three at one desk.
- No private space to conduct interviews of witnesses and victims
- No “quiet” or “safe” space
- No private space for sergeants to meet with staff.

Limited parking

- Station parking is extremely limited at 32 spaces:
 - 32 spaces includes:
 - One (1) Handicap space
 - One (1) Tesla charging station
 - One (1) Motorcycle Trailer
 - Four (4) Electric Vehicle Charging stations
 - Eighteen (18) spaces allocated for police vehicles
 - Fourteen spaces left for staff and the public. Dayshift staff accounts for, at a minimum, 12 of those spots. This leaves two for the general public.
 - Meeting groups are forced to park along the street
- **If CFD has a Fire truck parked along their side of the building, vehicles cannot exit out that side as dictated by the design of the lot.

Minimal secure sally port

- Police garage is limited to holding one vehicle
- If there are multiple arrests, one vehicle needs to wait for the other to unload or to remove prisoners in the parking lot. NOT SAFE.
- Newer Police Stations have at minimum, three or more oversized garage bays to bring cruisers into
- Newer Police Stations also have at least one oversized dedicated garage bay for storing and securing vehicles (stolen, seized, impounded)
- Modern Police Stations have dedicated space for police motorcycles, ATV’s, UTV,s and other secondary equipment. This would include equipment storage for those types of vehicles.

Minimal dispatch center

- Dispatch Center is undersized with no room for expansion. Computer server and other dedicated equipment are split between the first and third floors
- There is no separation between dispatch stations which is needed to control excess “noise”
- No storage space for personal items or duty gear
- No dedicated supervisor office in close proximity to dispatch
- 911 and other servers do not have dedicated space

Minimal Emergency Operations Center (EOC)

- EOC center also serves as a meeting room and training room
- EOC is one room versus having multiple workspaces
- Work areas are not isolated for sound.
- No private areas.

<p style="text-align: center;"><u>Minimal training or fitness facilities</u></p> <ul style="list-style-type: none"> • No dedicated Training facility • Shared fitness facility with FD which has limited space
<p style="text-align: center;"><u>Minimal community space</u></p> <ul style="list-style-type: none"> • Shared space with EOC, • No dedicated area, • Not secure
<p style="text-align: center;"><u>Minimal family or victim spaces</u></p> <ul style="list-style-type: none"> • No dedicated area • Currently use whatever common areas available
<p style="text-align: center;"><u>Minimal confidentiality features</u></p> <ul style="list-style-type: none"> • No dedicated area • Currently use whatever common areas available
<p style="text-align: center;"><u>Minimal security</u></p> <ul style="list-style-type: none"> • Building is not completely secure, can be accessed without restrictions • Some areas are FOB access, some are key access, some both
<p style="text-align: center;"><u>• Minimal site surveillance</u></p> <ul style="list-style-type: none"> • Current exterior and interior camera system are ten (10) plus years old • Equipment is outdated
<p style="text-align: center;"><u>Minimal secure perimeter</u></p> <ul style="list-style-type: none"> • No secure, fenced in area for cruisers, personal vehicles
<p style="text-align: center;"><u>Minimal annex for seized vehicles</u></p> <ul style="list-style-type: none"> • No dedicated secure area for securing and storing seized vehicles • No dedicated area for securing large items seized or recovered as evidence
<p style="text-align: center;"><u>Minimal staff wellness space</u></p> <ul style="list-style-type: none"> • No dedicated area
<p style="text-align: center;"><u>Minimal dedicated cell block</u></p> <ul style="list-style-type: none"> • Limited space for cell blocks • Juvenile / Female cell located in rear of un-securable garage
<p style="text-align: center;"><u>Minimal interview/bail space</u></p> <ul style="list-style-type: none"> • Interview located in un-secure area • Interview room doubles as small conference room • No dedicated bail space
<p style="text-align: center;"><u>Minimal recording</u></p> <ul style="list-style-type: none"> • Booking room recording is limited by space • Cellblock recording system outdated, tied into overall building camera system • Interview recording system in shared room
<p style="text-align: center;"><u>Minimal panic systems</u></p> <ul style="list-style-type: none"> • Panic system in booking and cellblock areas only • Outdated, from original design • Triggers a wired “blue” light as a signal, prone to not working
<p style="text-align: center;"><u>Limited armory</u></p> <ul style="list-style-type: none"> • Small room on second floor • Lacks space to store all necessary items such as targets, and other large sized training equipment • Not convenient for large ammo deliveries or accessing items for training

<u>Outdated HVAC</u>
<ul style="list-style-type: none"> ● HVAC system inconsistent throughout building ● Prone to failures ● No climate control -too cold in summer in some areas, to cold in winter ● No ventilation (windows) on first floor
<u>Minimal secure server space</u>
<ul style="list-style-type: none"> ● Third floor server room is the only secure room ● Som servers unsecured on first floor ● Not enough dedicated space for servers ● Small closet dedicated to some phone and computer equipment on first floor unsecure
<u>Paper storage only</u>
<ul style="list-style-type: none"> ● Small closet on second floor can only house paper ● Limited accessibility for 24 hour staff ● No location to house other office supplies
<u>Outdated roll call area</u>
<ul style="list-style-type: none"> ● Roll call room located on second floor ● Limited space ● Round table set up ● No monitor to display shift briefings ● Limits the ability to rapidly deploy as some equipment is not only available on the first floor squad room. ● No cooktop
<u>Outdated staff kitchen (limited)</u>
<ul style="list-style-type: none"> ● Kitchen consists of refrigerator sink and toaster on first floor ● Second floor (Roll Call room) has dorm size fridge ● No additional space for staff to store perishable food ● No cooktop
<u>Minimal ergonomics</u>
<ul style="list-style-type: none"> ● Layout and structure of building is scattered ● Not “user” friendly, difficult to navigate ● Offices, staff room and squad room are not in close proximity to each other ● Booking area is one of two entrances into squad room. Booking area should be isolated and not serve as a second entrance when not in use.
<u>Outdated detective bureau (small, limited)</u>
<ul style="list-style-type: none"> ● Workspace are limited (3 large, 2 small spaces) ● No barriers for privacy ● Desks are “leftovers” from other departments ● HVAC is not consisted ● No dedicated space to secure evidence while working on a case
<u>Outdated archive storage (limited capacity)</u>
<ul style="list-style-type: none"> ● Third floor ● Not secure, doubles as a location for janitorial services ● No secure racks or other devices for storage

Appendix B:

Report from Police Chief Mulcahy on Future Needs for Concord Police Station

Police Department Facility Comparison

1960s-Era Facility (Current)	Modern 21st-Century Facility (Proposed)
Inefficient layout, outdated systems	Efficient, future-ready design (single-floor for accessibility or two-story with expansion capacity)
Not ADA compliant	Fully ADA compliant throughout
Minimal evidence processing area	Dedicated Evidence Processing Center with fuming, fingerprint recovery, pass-through lockers
Shared spaces and computers	Private, secure offices and workstations with modern IT infrastructure
Limited parking	Covered parking with solar panels for all staff and public areas
Minimal secure sally port	Multi-bay sally port directly attached to building
Minimal dispatch center	Separate, soundproof Communications/Dispatch Center
Minimal Emergency Operations Center	Emergency Operations Center (EOC) with fiber connectivity (doubles as training room)
Minimal training or fitness facilities	Training room and on-site gymnasium
Minimal community space	Public meeting room and local cable/media room for outreach
Minimal family or victim spaces	Dedicated interview rooms for domestic violence & sexual assault; two family conference rooms (audio-recorded)
Minimal confidentiality features	Public conference rooms with shades and soundproofing
Minimal security	Security bollards, security film on windows, fencing, gated entrance/exit
Minimal site surveillance	Full exterior camera system, 360° coverage, including rear of building
Minimal secure perimeter	Fenced site with electronic monitoring
Minimal annex for seized vehicles	Annex/outbuilding for seized cars, storage, and evidence processing
Minimal staff wellness space	Outdoor picnic/break area with tables for staff
Minimal dedicated cell block	Cell block area: sight & sound compliant; separate juvenile area

Minimal interview/bail space	Interview & bail room near cell block with side exit to secure lot
Minimal recording	Audio/video recording in all custody and interview spaces
Minimal panic systems	Panic buttons throughout building
Limited armory	Dedicated armory with separate weapons and ammunition storage
Outdated HVAC	Simplified, redundant HVAC system for reliability
Minimal secure server space	Dedicated server room with redundant cooling
Paper storage only	High-density evidence & records storage (secure rooms for drugs, valuables, sexual assault kits)
Outdated roll call area	Modern roll call room for briefings, equipped with updated technology
Outdated staff kitchen (limited)	Lunchroom/kitchen area with water filling stations
Minimal ergonomics	Report writing counters at proper height
Outdated detective bureau (small, limited)	Modern Detective Bureau: detectives, detective sergeant, lieutenant offices
Outdated archive storage (limited capacity)	High-density archive storage for long-term retention

Appendix C:

Report from Fire Chief Whitney on Existing Conditions and Future Needs for Concord Fire Stations



CONCORD FIRE DEPARTMENT Overview of Fire Station Needs and Deficiencies For Land Use Working Group



At the August 22, 2025 meeting of the Land Use Working Group's Public Safety Sub-Committee, we were asked to provide data and concerns regarding the capacity, condition, and location of our fire stations.

The following is a high-level overview outlining key issues, including space limitations, equipment storage challenges, training constraints, building condition concerns, and location-related considerations. This summary is intended to serve as an initial framework to support future needs assessment planning, site selection, and the design of modern fire station facilities.

Apparatus Bays/Garage

Fleet (background information):

- 4 Fire Engines – Primary firefighting units equipped for structural fires, vehicle accidents, and general emergencies.
- 4 Ambulances – Two staffed 24/7, two reserve.
- 1 Ladder Truck.
- 1 Boat.
- 1 Water Rescue Vehicle – Carries specialized equipment for ice, swift-water, and dive rescues.
- 1 HAZMAT Trailer – For hazardous materials containment, mitigation, and decontamination.
- 1 Utility Trailer – Transports support gear for incidents and special events.
- 7 Command/Support Vehicles – Used by chiefs, inspectors, shift commander, and support staff for response and other duties.
- 2 Off-Road Utility Vehicles (RTV) – Access remote areas, trails, and events where standard apparatus cannot operate.

Garage space issues:

- Apparatus bay and doors (garage):



CONCORD FIRE DEPARTMENT Overview of Fire Station Needs and Deficiencies For Land Use Working Group



- Not built for modern apparatus. Garage door widths and heights are undersized for today's larger, heavier vehicles. Walden Street apparatus are 12 feet wide by 11 feet high. Main Street apparatus doors are 9 feet 6 inches wide by 9 feet 2 inches high. The USFA recommends at least 14 feet wide by 14 feet high. This results in custom ordering apparatus to fit each station, often costing more and/or losing vehicle capacity.
- Carrying beam notched at Walden Street fire station to allow space for the ladder truck. The ladder truck needed to have lighter weight springs installed for it to fit in the station (sits closer to ground to fit in the door).
- The ladder truck and some fire apparatus do not fit in the Main Street station.
- Ambulances are also special ordered so that they fit in at the Main Street station.
- Congested bays: Limited space around parked apparatus restricts safe movement, cleaning, and restocking operations.
- Fully occupied without room for all vehicles.
- Annex sharing: Half of the two-bay "Annex" garage next to Walden Street fire station was used for some expansion many years ago. Shared by CFD and CPD.

Parking and Vehicle Flow

- Walden Street fire station houses command vehicles, HAZMAT spill and RTV trailers, all in exterior parking spaces. Regular shifts fit six personal vehicles, leaving only two visitor spots. Shift change complicates parking. This limits visitor parking and parking for training or EOC participants, requiring parking on Walden Street.
- Main Street fire station's lot is smaller; outgoing personnel often move cars to let incoming staff park.

Medical and Fire Equipment Storage

Both stations lack secure, climate-controlled areas to store advanced life support (ALS) equipment and medications. Storage for current BLS supplies is also limited.



CONCORD FIRE DEPARTMENT Overview of Fire Station Needs and Deficiencies For Land Use Working Group



- Walden Street fire station uses stand-up cabinets on the apparatus floor and inside a stairwell, exposing supplies to temperature extremes and limited security.
- Main Street fire station repurposed an old supply closet in its stairwell, barely fitting current BLS gear.

Firefighting equipment and tools also exceed proper storage capacity.

- Fleet expansion and larger vehicles crowd apparatus bays, reducing maneuvering room. For example, the department now houses four ambulances compared to only one when the existing stations were first built.
- Equipment is spread across crawl spaces, attics, mezzanines, old hose towers, and basements.

Report Writing and Administrative Areas

- Walden Street fire station converted a former bunk room into a report writing office.
- The lieutenant office at Walden Street fire station is a converted storage area.
- Main Street fire station has two desks in the training/break room area. This results in distractions and more importantly, limited privacy handling protected health information (HIPAA).
- The Lieutenant office at Station Two is now part of the bunk room. This is less than adequate for both space and professional setting.

On-Site Training

- Drills requiring hose lays, ladder raises, or prop simulations force crews to relocate apparatus, blocking parking spaces, or the need to train off-site.
- The fire department training/conference room has been repurposed for the Emergency Communications Center.

Dormitory and Living Quarters



CONCORD FIRE DEPARTMENT Overview of Fire Station Needs and Deficiencies For Land Use Working Group



Current space is at capacity.

- Walden Street fire station has quarters for the six on-duty personnel. There is no room for further expansion or to support occasions of increased shift staffing needs.
- Main Street fire station expanded from three to five bunk rooms when the ambulance was added to West Concord. There is no room for further expansion or to support occasions of increased shift staffing needs.

Decontamination and Hygiene Facilities

Neither station has a dedicated decontamination area for equipment and firefighting personal protective equipment (PPE) cleaning or personnel showering following fire or medical incidents that require personnel decontamination prior to entering office and living areas.

Fitness and Wellness Spaces

- Walden Street fire station fitness area is the former police shooting range. Shared with the police it has limited open floor space and low ceiling height.
- Main Street fire station re-purposed its former Personal Protective Equipment (PPE) room for exercise, limited area and adjacent to dirty turnout storage.

Office Space for Day-Shift Personnel

To meet growing operational needs, the department has added daytime administrative staff and has outgrown available offices.

- Walden Street fire station, the fire prevention officer, clerk, and two assistant chiefs are spread over three floors. Storage areas have been reduced to accommodate new office needs.
- Main Street fire station has no dedicated office for the lieutenant and report writing.

General Considerations of Design Features and Location



CONCORD FIRE DEPARTMENT Overview of Fire Station Needs and Deficiencies For Land Use Working Group



New stations include the following common functional areas:

- Administrative offices for the various functions of the organization, such as fire prevention and fire education, training, EMS, HIPAA compliant report areas, etc.
- Secure and climate controlled medical supply storage.
- Fire equipment storage.
- Decontamination rooms.
- Personal Protective Equipment (PPE) storage and cleaning rooms.
- Self-Contained Breathing Apparatus (SCBA) compressor and maintenance rooms.
- Fitness rooms.
- Training props, including some integrated into the station design.
- Maintenance workshops.
- Larger garage bay doors.
- Double depth apparatus bays.
- Diesel and vehicle exhaust systems.
- Emergency Operation Center (EOC).
- Sustainability.
- Flexibility for future requirements.
- Some nearby recent new fire stations:
 - [Lexington Fire Station](#)
 - [Natick Fire Station](#)
 - [Maynard Fire Station](#)

Standards considered when considering station location and building design:

- OSHA 1910.
- United States Fire Administration (USFA) Fire Station Design Guide.
- Insurance Services Office Public Protection Classification (PPC™) Rating.



CONCORD FIRE DEPARTMENT Overview of Fire Station Needs and Deficiencies For Land Use Working Group



- NFPA –
 - NFPA 101 Life Safety Code.
 - NFPA 1500 Standard on Fire Department Occupational Safety, Health, and Wellness Program.
 - NFPA 1581 Standard on Fire Department Infection Control Program.
 - NFPA 1583 Standard on Health-Related Fitness Programs for Fire Department Members.
 - NFPA 1710 Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations and Special Operations to the Public by Career Fire Department (response time benchmarks).

Location considerations:

- Response times are the fundamental concern of site selection.
- GIS studies based on current and projected responses.

Community Demographics:

- Population demographics (single family, assisted living, etc.).
- Population density (single family, multi-family, apartment buildings, etc.).
- Service population (non-resident population that may require fire/EMS resources). Includes commuters, visitors, hospitals, nursing homes, medical facilities, one prison, rail, highways, waterways, etc.

Town projects that will impact fire department responses:

Currently Under Construction

- Highland @ Main – 16 residential units
- Rothermal Place (Old Marlboro Rd) – 4 residential units
- Saddler (Main Street) – 3 residential units



CONCORD FIRE DEPARTMENT Overview of Fire Station Needs and Deficiencies For Land Use Working Group



- Middlesex School – New athletic field house
- 785 Main Street – Pyramid Health – 114-bed healthcare facility

Submitted Plans / Concept Drawings

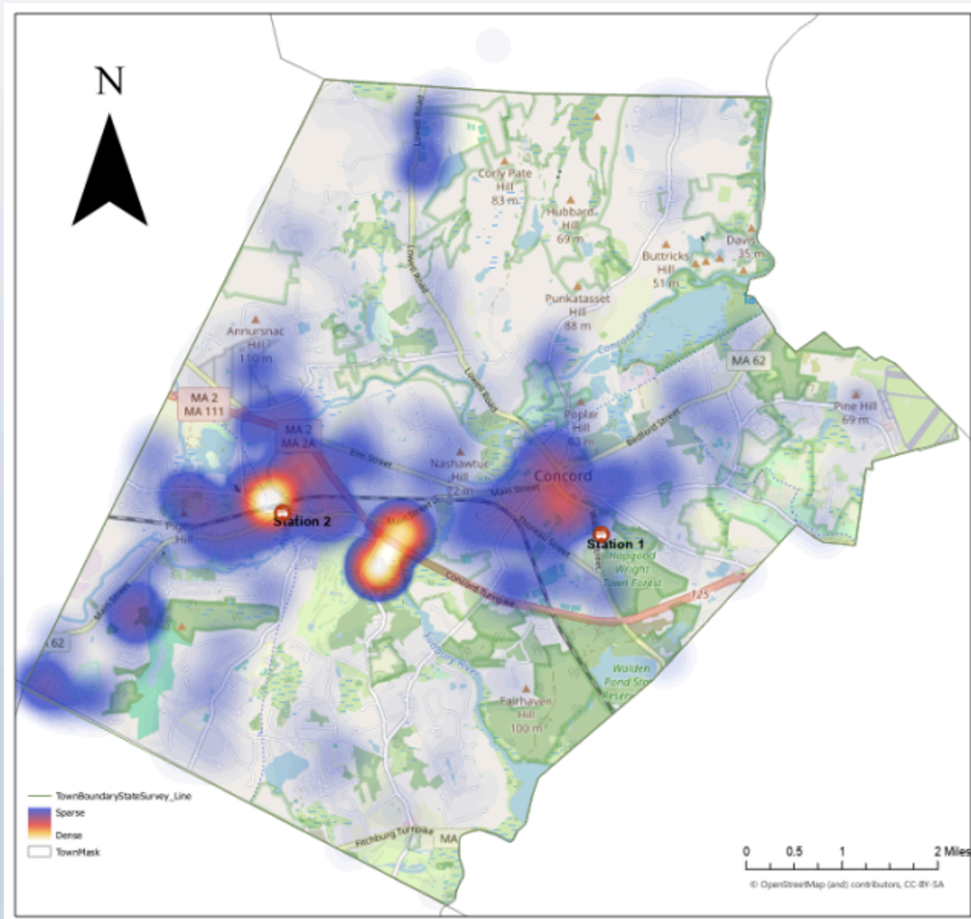
- Marabello Farm – 5 residential units
- Baker Avenue (NOVO) – 201 residential units
- Thoreau Hills – 200+ residential units
- 555 Virginia Road – New adult day care center
- Newbury Court 2.0 – Potential 100-unit senior living expansion

Future Developments

- Emerson Hospital – Emergency Room expansion
- MCI Concord – Redevelopment anticipated in 5–10 years

Appendix D:
Current Heat Map of public safety calls, 2024

FIRE DEPARTMENT ALL RESPONSE HEATMAP



Responses for July 1, 2023 through June 30, 2024

Appendix E:

Selected cost and size benchmarking data for new facilities in New England, MA, and peer municipalities

Benchmarking Fire Station Cost, Size

		Built or Under Construction	Completion Year	Cost	Area	\$/sq ft	Assumed Build Completion Year	Escalated \$/sq ft	Escalated w/o Outliers (1)
1							2024		
2	Mitchell Associates Architects (MAA)	Lisbon, CT	2023	\$ 11,662,635	17,924	\$ 651	2024	\$ 703	\$ 703
3		Purchase, NY Addition Only	2019	\$ 6,445,265	14,669	\$ 439	2024	\$ 646	\$ 646
4		Putnam Valley - Avg of 4 bids	2021	\$ 13,639,215	28,876	\$ 472	2024	\$ 595	\$ 595
5									
6									
7	Other Architects	Bedford Village, NY	2021	\$ 10,301,825	20,189	\$ 510	2024	\$ 643	\$ 643
8		Lexington, MA (High site & remediation costs)	2022	\$ 14,500,000	26,000	\$ 558	2024	\$ 650	NA
9		Yonkers as Built (Cost includes 6,731 sq ft garage under)	2019	\$ 13,755,000	14,618	\$ 941	2024	\$ 1,383	NA
10		Yonkers Assumed w/o Parking Below	2019	\$ 9,755,000	14,618	\$ 667	2024	\$ 981	\$ 981
11		West Natick (Tecton & PRA)	2020	\$ 14,072,984	17,000	\$ 828	2024	\$ 1,126	\$ 1,126
12		Woburn, MA	2022	\$ 18,512,000	33,858	\$ 547	2024	\$ 638	\$ 638
13	Kaestle Boos Associates (KBA)	Hyannis	2019	\$ 19,038,000	33,400	\$ 570	2024	\$ 838	\$ 838
14		Mansfield Fire, Police & DPW	2019	\$ 19,414,290	39,621	\$ 465	2024	\$ 683	\$ 683
15		Nantucket, FD Addition	2019	\$ 15,928,420	22,340	\$ 713	2024	\$ 1,048	NA
16		Needham Fire & Police	2021	\$ 34,593,300	60,690	\$ 570	2024	\$ 718	\$ 718
17		Needham Station 2	2021	\$ 12,493,280	22,204	\$ 563	2024	\$ 709	\$ 709
18		North Acton	2021	\$ 7,595,000	12,179	\$ 624	2024	\$ 786	\$ 786
19		Plainville Combined	2018	\$ 20,619,225	41,655	\$ 495	2024	\$ 786	\$ 786
20									
21									
22		Estimates - Unbuilt							
23									
24	MAA	Ithaca, NY - East Hill Station (DD Estimate)	2024	\$ 8,702,979	16,183	\$ 538	2024	\$ 538	\$ 538
25		New Rochelle - Concept Estimate	2019	\$ 17,175,600	36,700	\$ 468	2024	\$ 688	\$ 688
26		Poughkeepsie fire/police - Concept Estimate	2023	\$ 43,705,176	73,208	\$ 597	2024	\$ 645	\$ 645

30	KBA								
31		Quincy, MA w/o active fire station	2021	\$ 98,000,000	130,000	\$ 754	2024	\$ 950	NA
32		Dennis, MA	2020	\$ 7,000,000	14,000	\$ 500	2024	\$ 680	\$ 680
33		Brockton, MA	2024	\$ 75,467,614	107,330	\$ 703	2024	\$ 703	\$ 703
34		Hingham, MA	2024	\$ 35,448,960	49,233	\$ 720	2024	\$ 720	\$ 720
35		Southbridge, MA	2024	\$ 19,629,000	26,800	\$ 732	2024	\$ 732	\$ 732
36		Middlefield, CT (Reno & addition)	2024	\$ 20,936,258	27,831	\$ 752	2024	\$ 752	\$ 752
37	Middlefield, CT (New Construction)	2024	\$ 21,444,148	28,423	\$ 754	2024	\$ 754	\$ 754	
38									
39	Other Architects								
40		Norwich, MA (Noriko Estimate)	2019		1	\$ 519	2024	\$ 763	\$ 763
41		North Plymouth, MA (Noriko Estimate)	2020		1	\$ 415	2024	\$ 565	\$ 565
42		Stoughton, MA (Dore Whittier)	2021	\$ 23,237,000	36,630	\$ 634	2024	\$ 799	\$ 799
43		Maynard, MA	2022	\$ 10,275,000	18,000	\$ 571	2024	\$ 666	\$ 666
44		Greenfield (May not get built until 2023)	2022	\$ 10,100,000	19,800	\$ 510	2024	\$ 595	\$ 595
45		Millbury	2022	\$ 14,000,000	22,515	\$ 622	2024	\$ 725	\$ 725
46		Northbridge Fire HQ	2022	\$ 16,700,000	27,900	\$ 599	2024	\$ 698	\$ 698
47		Hanover Study (Saccoccio Study)	2023	\$ 9,009,688	15,344	\$ 587	2024	\$ 634	\$ 634
48		Colliers							
49		North Brookfield Fire Headquarters	2021	\$ 7,500,000	14,782	\$ 507	2024	\$ 639	\$ 639
50		Ashby Public Safety Complex (new & reno)	2022	\$ 6,900,000	16,000	\$ 431	2024	\$ 503	\$ 503
51		Hadley Fire Substation	2020	\$ 2,390,000	5,400	\$ 443	2024	\$ 602	\$ 602
52		Somerville Public Safety Facility	2022	\$ 50,000,000	77,000	\$ 649	2024	\$ 757	\$ 757
53		Westminster Public Safety Building	2023	\$ 17,500,000	21,500	\$ 814	2024	\$ 879	\$ 879
54		Williamstown	2024	\$ 19,214,600	27,215	\$ 706	2024	\$ 706	\$ 706
55	Williamstown Adjusted ⁽²⁾	2024	\$ 18,000,000	27,215	\$ 661	2024	\$ 661	\$ 661	

Average \$/sq ft (3)	\$ 734	\$ 705
Escalation Rate	8.0%	

(1) The column labelled "Escalated w/o Outliers" excludes projects with abnormal cost data, such as environmental remediation

(2) For comparison purposes, the adjusted figure for Williamstown removes the cost of addressing specific site challenges and of aiming for net carbon-zero design.



Land Use Working Group:

Recommendations of the Municipal Office Consolidation Subcommittee

**Paul Boehm, Mary Hartman,
Tracey Marano**

February 20, 2026

Purpose

- ▶ To present initial (Phase 1) findings and recommendations of the LUWG's Municipal Offices Consolidation (MOC) Subcommittee.
- ▶ Discuss:
 - ▶ Rationale, evaluation criteria, data sources, methodology and recommendations related to the opportunities to consolidate Concord's current municipal and school offices into a single location.
 - ▶ Discuss consolidation "candidates" and consolidation locations considered.



Rationale for Consolidation

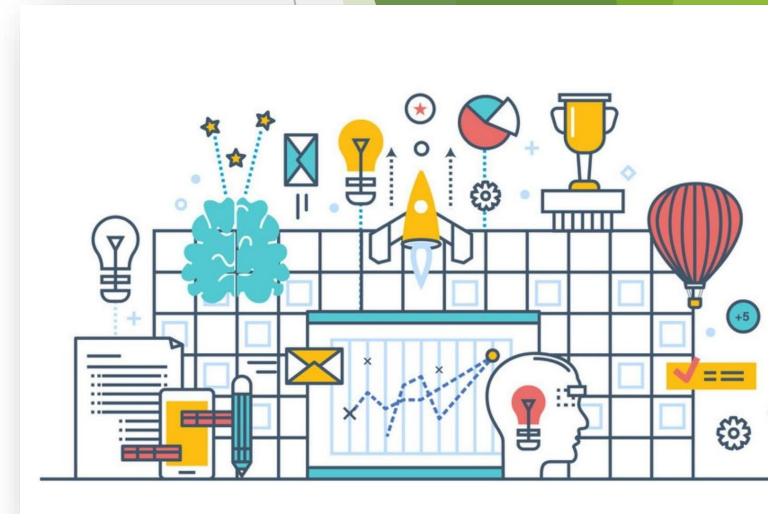
- ▶ Recognize economies of scale that reduce costs and optimize the value of available land
- ▶ Evaluate the options of repurposing and realizing potential revenues from existing Town buildings
- ▶ Improve communication, coordination, and collaboration among Town Departments and Town staff
- ▶ Allow for improved efficiency and uncover ways to potentially consolidate overhead functions in the future
- ▶ Provide fewer touch points for residents and as a result to improve services



Subcommittee's Methodology

Our overall methodology included the following steps:

- ▶ Gathered and evaluated information and data on all current municipal facilities and staff therein
- ▶ Developed a list of facilities to potentially be vacated and consolidated and those that would remain at current locations
- ▶ Identified potential consolidation locations
- ▶ Discussed approaches and overall strategies with Town Manager
- ▶ Developed a long list of consolidation locations
- ▶ Conducted multiple site visits
- ▶ Developed a short list- of locations and consolidation options
- ▶ Conducted quantitative (financial = cash flow model) and qualitative assessments of the short-listed options.
- ▶ Conducted an evaluation of “Pros and Cons” of each option
- ▶ Assessed uncertainties in data and limitations
- ▶ Decided on recommendations and next steps



Quantitative Analysis - Cash Flow Model

A **discounted cash flow model** was created to capture quantified benefits and costs over 10 years

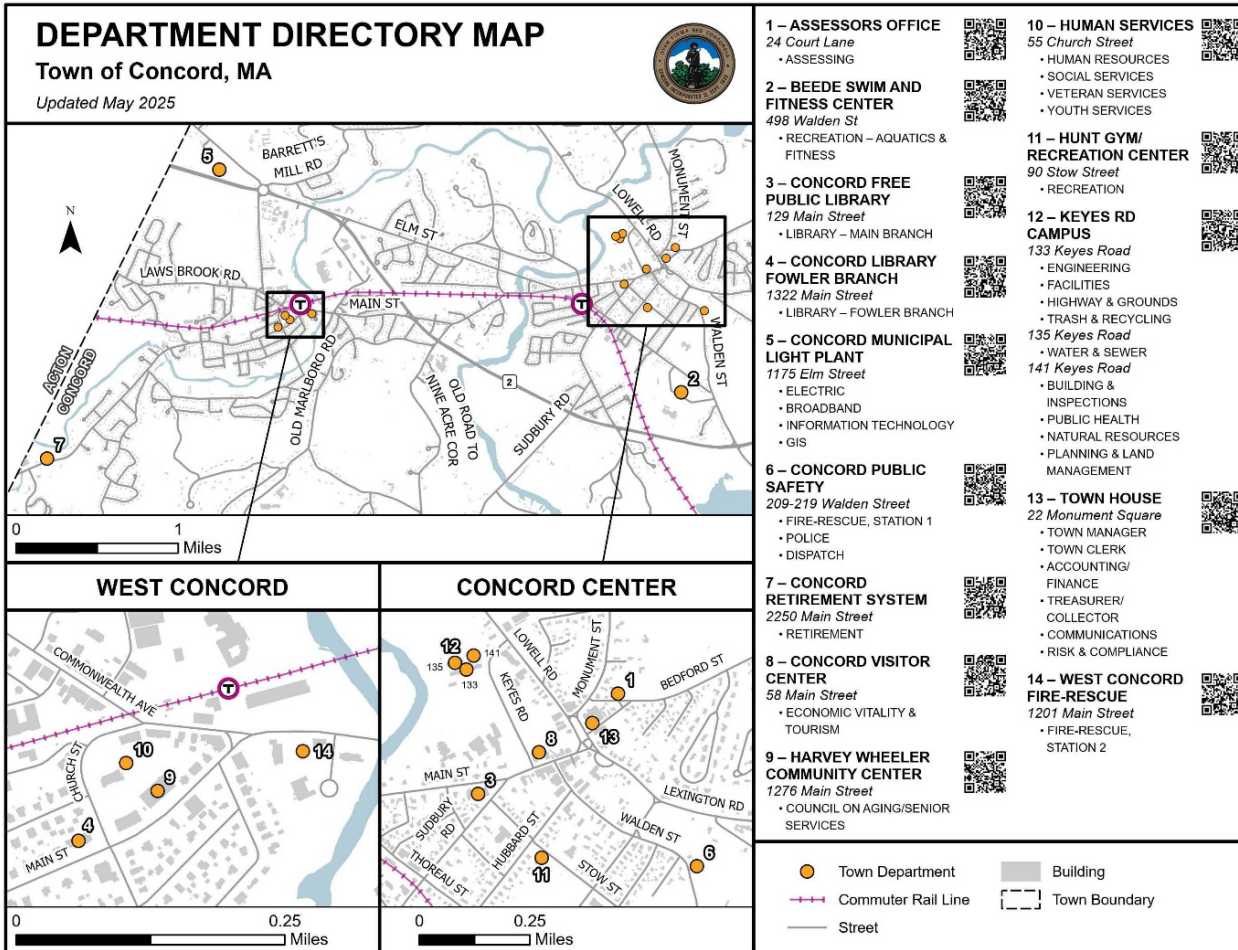
- ▶ The model estimates future cash inflows and outflows under different residential zoning scenarios

Model included:

- ▶ Projected operational costs of Town Buildings
 - ▶ Cost of maintenance and indicated capital expenses
- ▶ Estimated costs of relocation
- ▶ Estimated costs of renovations
- ▶ Estimated costs of new construction
- ▶ Estimated Market value (i.e., potential revenues) of vacated properties under different residential zoning assumptions



Consolidation “Candidates”



- ▶ Town House (partial)
 - ▶ Not including Clerk’s Office & Town archives
- ▶ Assessor’s Office
- ▶ 141 Keyes Road (Public Health, Community Development, DNR, Building Inspector)
- ▶ 133 Keyes Road (Engineering)
- ▶ 55 Church Street (Human Services)
- ▶ Harvey Wheeler (COA, Carousel Pre-School)
- ▶ Ripley (School Admin, STEM, CASE, Integrated Pre-School, etc.)

Space Requirements Were Assessed

- ▶ Total Indoor = 47,500 SQFT
 - ▶ 125 Staff/Support = 18,750 SQFT
 - ▶ Program Space = 28,750 SQFT
 - ▶ School programs
 - ▶ Town and School Pre-Schools
 - ▶ COA Program and Kitchen space

- ▶ Total Outdoor = 15,000 SQFT
 - ▶ 2 Playgrounds @7,500 each

141 Keyes Road	Planning, Health, Natural Resources, Building Inspector	21	3150				
133 Keyes Road	Engineering, Facilities, Cemeteries	10	1500				
37 Knox Trail	Facilities	8	1200				
Town House (22 Monument)	Offices, Finance, Accounting, Economic	18	2700				
Ripley School	School Admin; CASE Program; STEM; Integrated School	35	5250	Note A	16,000	Playground	7,500
55 Church Street	HR, Public Health, Nurse, Archive	10	1500				
Harvey Wheeler	Council on Aging, Concord Recreation/Carousel	11	1650	Note B	12,750	Playground	7500
CMLP (IT and GIS)	IT and GIS Staff Only	8	1200				
Totals		125	18,750		28,750		15,000
Note A From T. Marano 12-17-2025 (Not including 3000 SQFT of future needs based on Town Growth) 5 classrooms for integrated preschool 2 Speech and language rooms 2 OT rooms 1 PT room Preschool Psychologist room Nurse's Office STEAM lab Indoor playspace/gym School Committee/Large space meeting room Launch Space (1 Classroom)							
Note B COA programming and Concord Carousel - Estimated at 1.5x existing space (8,500 SQFT) - To Be Confirmed							

47,500 Indoor
15,000 Outdoor

Factors Considered in Evaluating Options

- ▶ **Scope of consolidation** - the consolidation objective focused on nearly all municipal and public school administrative functions and staff.
- ▶ **Sufficient size** - meeting these consolidation objectives required existing or new buildings of sufficient space (see Appendix).
- ▶ **Ownership** - the main consolidation targets were buildings and properties owned by the Town or the potential for ownership
- ▶ **Deferring/eliminating future operating and capital improvement costs**
- ▶ **Realizing revenue opportunities** - the buildings to be vacated offer revenue potential through sale of properties for “development”.
- ▶ **Renovation vs. new building costs** - Need to consider both options.

Consolidation Locations - Long List

- ▶ Peabody School Building and Site
- ▶ Ripley School Building and Site
- ▶ ~~2229 Main Street Site~~
- ▶ Office building to purchase



Short-List of Options

- ▶ Option 1: Status Quo - No consolidation
 - ▶ Sell: Peabody property for housing
- ▶ Option 2: Renovated Peabody School Building. Consolidate Staff and Programs into Renovated Peabody School Building
 - ▶ Sell: Ripley, 141 Keyes Road; 55 Church Street; Harvey Wheeler - for housing
- ▶ Option 3: New Building Peabody Site. Consolidate into Newly Constructed Building at Peabody Site
 - ▶ Sell: Ripley, 141 Keyes Road; 55 Church Street; Harvey Wheeler - for housing
- ▶ Option 4: New Building @ Ripley Site. Consolidate into Newly Constructed Building at Ripley Site
 - ▶ Sell: Peabody, 141 Keyes Road; 55 Church Street; Harvey Wheeler - for housing
- ▶ Option 5: Purchase and Renovate Existing Office Building. Consolidate into existing office building
 - ▶ Sell: Peabody, Ripley, 141 Keyes Road; 55 Church Street; Harvey Wheeler - for housing



Financial Results - Cash Flow Modeling

	Summary	Outflow	Inflow	Net
Option 1	Status Quo costs over 10 years with no consolidation & Sell Peabody with AA Zoning	\$ (28,676,468)	\$ 3,714,905	\$ (24,961,563)
	Status Quo costs over 10 years with no consolidation & Sell Peabody with B Zoning	\$ (28,676,468)	\$ 13,817,958	\$ (14,858,510)
Option 2	Consolidate into Renovated Peabody with current A Zoning at Ripley	\$ (42,630,615)	\$ 36,144,422	\$ (6,486,193)
	Consolidate into Renovated Peabody with B Zoning at Ripley	\$ (42,630,615)	\$ 45,569,950	\$ 2,939,334
Option 3	Consolidate into New Bldg at Peabody with current A Zoning at Ripley	\$ (41,931,959)	\$ 36,144,422	\$ (5,787,537)
	Consolidate into New Bldg at Peabody with current B Zoning at Ripley	\$ (41,931,959)	\$ 45,569,950	\$ 3,637,991
Option 4	Consolidate into New Bldg at Ripley; Sell Peabody with AA Zoning	\$ (41,931,959)	\$ 27,848,271	\$ (14,083,688)
	Consolidate into New Bldg at Ripley; Sell Peabody with B Zoning	\$ (41,931,959)	\$ 38,269,137	\$ (3,662,821)
Option 5	Buy & Renovate NEWMUNI; Sell Peabody at AA Zoning; Ripley at A zoning	\$ (42,463,949)	\$ 46,513,265	\$ 4,049,316
	Buy & Renovate NEWMUNI; Sell Peabody and Ripley at B Zoning	\$ (42,463,949)	\$ 59,705,721	\$ 17,241,772

Evaluation of Pros and Cons

Option	10 Year \$\$ Inflows	10 Year Costs	Net \$\$	Pros	Cons
Status Quo <ul style="list-style-type: none"> No consolidation Sell Peabody but keep playing fields 	With AA Zoning = \$4m ----- With B Zoning = \$14m	(\$29m) ----- (\$29m)	With AA Zoning = (\$25m) ----- With B Zoning = (\$15m)	<ul style="list-style-type: none"> Allows Town to prioritize DPW and Public Safety needs No disruption of services 	<ul style="list-style-type: none"> Costly to operate and maintain Missed opportunity to unlock revenues from vacated location No benefits from consolidation
Consolidate to Renovated Peabody <ul style="list-style-type: none"> Renovation to net zero Sell Excess Assets (Ripley, 55 Church, Harvey Wheeler, 141 Keyes) 	With AA Zoning = \$36m ----- With B Zoning = \$46m	(\$43m) ----- (\$43m)	With AA Zoning = (\$6m) ----- --- With B Zoning = +\$3m	<ul style="list-style-type: none"> Benefits of Consolidation <ul style="list-style-type: none"> a) Increased staff collaboration and satisfaction, b) reduced travel times, c) more convenience for residents d) increased operational efficiencies Flexible timing, i.e., can be done in stages Aligns with reuse sustainability goal Maintain unique distinctive architecture Some positive financial benefit compared to Status Quo 	<ul style="list-style-type: none"> Town perception of the health of the building Life span of building Moving Costs FFE costs Not Central Location Temp. Services Disruption Uncertainties/Risks**
Consolidate at a New Building at Peabody Site (retain playing fields) <ul style="list-style-type: none"> Sell Excess Assets (Ripley, 55 Church, Harvey Wheeler, 141 Keyes) 	With AA Zoning = \$36m ----- With B Zoning = \$46m	(\$42m) ----- (\$42m)	With AA Zoning = (\$6m) ----- --- With B Zoning = +\$4m	<ul style="list-style-type: none"> Benefits of Consolidation (see above) Longer lifespan than renovation Will be designed to meet Concord's specific needs including sustainability goals No disruption of services Flexible timing, i.e., can be done in stages Some positive financial benefit compared to Status Quo 	<ul style="list-style-type: none"> Moving Costs FFE costs Non-Central Location Temp. Services Disruption Uncertainties/Risks**
Consolidate at a New Building at Ripley Site <ul style="list-style-type: none"> Sell Excess Assets (Peabody, 55 Church, Harvey Wheeler, 141 Keyes) 	With AA Zoning = \$28m ----- With B Zoning = \$38m	(\$42m) ----- (\$42m)	With AA Zoning = (\$14m) ----- --- With B Zoning = (\$4m)	<ul style="list-style-type: none"> Benefits of Consolidation (see above) Longer lifespan than renovation Will be designed to meet Concord's specific needs including sustainability goals No disruption of services Less costly than status quo 	<ul style="list-style-type: none"> Moving Costs FFE costs Non-Central Location Temp. Services Disruption Uncertainties/Risks**
Buy & Renovate NewMuni Building <ul style="list-style-type: none"> Sell Excess Assets (Peabody, Ripley, 55 Church, Harvey Wheeler, 141 Keyes) 	With AA Zoning = \$46m ----- With B Zoning = \$60m	(\$42m) ----- (\$42m)	With AA Zoning = +\$4m ----- --- With B Zoning = +\$18m	<ul style="list-style-type: none"> Benefits of Consolidation (see above) Large Revenue potential from sale of excess space Rent revenue potential to balance operational costs Central Location Shorter term positive impacts (faster implementation) Flexible timing, i.e., can be done in stages 	<ul style="list-style-type: none"> Town becomes a landlord Moving Costs FFE costs

**Uncertainty and risks associated with estimates of cost to renovate and build new

Scoring Matrix - Combining Qualitative and Quantitative Criteria

		Option 1 No Consolidation - Sell Peabody		Option 2: Renovate Peabody		Option 3: New Bldg at Peabody		Option 4: New Bldg at Ripley		Option 5: Buy & Renovate NewMUNI	
Criteria	Weight	Score*	Weighted Score**	Score*	Weighted Score**	Score*	Weighted Score**	Score*	Weighted Score**	Score*	Weighted Score**
Financial Benefits	45	1	45	4	180	5	225	2	90	10	450
Staff Collaboration/Efficiency + Satisfaction	30	1	30	8	240	8	240	8	240	10	300
Convenience for residents	15	1	15	6	90	6	90	6	90	10	150
Sustainability	10	1	10	6	60	10	100	10	100	6	60
TOTALS	100	4	100	24	570	29	655	26	520	36	960
* Score Range 1-10											
** Weighted Score = Score x Weight											

Recommendation of the MOC Subcommittee

- ▶ Based on data and information available at the date of this report, including best estimates MOC recommends that the Municipal Consolidation part of the overall land use strategy should focus on the implementation of
Option 5: Purchase and Renovate of Existing Office Building and Its Renovation.
- ▶ Although there are uncertainties in the financial analysis that can only be minimized through additional work Phase 2 (e, g, new construction, renovation costs, space planning and market analysis) we believe that the strength of the recommendation is unlikely to change with new information.

Next Steps

- ▶ **Additional information needed to refine recommendation**
 - ▶ Study to refine estimate to renovate and bring an existing office building up to code
 - ▶ Study to refine estimates to renovate and bring Peabody up to code
 - ▶ Study to refine estimates to build new at Peabody
 - ▶ Detailed space planning
- ▶ **Implementation timing** needs to be discussed given time sensitivity and need for near-term Town actions
 - ▶ Purchase and renovations of office building
 - ▶ Realize revenues from vacant Peabody
 - ▶ Zoning changes needed to maximize value of Peabody
- ▶ **Public outreach**

**Town of Concord Land Use Working Group (LUWG)
Municipal Consolidation Subcommittee (MCS)
Report:**

LUW/MOC Members: Paul Boehm, Mary Hartman, Tracey Marano

**Staff Support: Kerry Lafleur, Megan Zammuto,
Alan Cathcart, Russ Karlstad,
Shannon McAndrew**

Date: February 20, 2026

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1. Executive Summary

Introduction. The Select Board has tasked the Land Use Working Group (LUWG) to evaluate parcels of land that are or may become available to the Town and to identify current town needs and recommend best matches between needs and available parcels. This report contains the initial (Phase 1) findings and recommendations of the LUWG's Municipal Consolidation Sub-group (MSG). It summarizes the evaluation criteria, data sources, and recommendations related to the opportunities to consolidate Concord's current municipal and school offices into a single location. This analysis does not include, but is related to, those of the other two Sub-groups focusing on Public Safety and Public Works.

Town administrative offices are now spread across 18 municipal buildings and a school administration building. As a result, information is not shared optimally and collaboration among staff is impeded. Furthermore, residents must navigate and travel across multiple locations to obtain in-person services.

The rationale for our analysis focused on the need to:

- Recognize economies of scale that reduce costs and optimize the value of available land
- Evaluate the options of repurposing and realizing potential revenues from existing Town buildings
- Improve communication, coordination, and collaboration among Town Departments and Town staff
- Allow for improved efficiency and uncover ways to consolidate overhead functions in the future
- Provide fewer touch points for residents and as a result to improve services

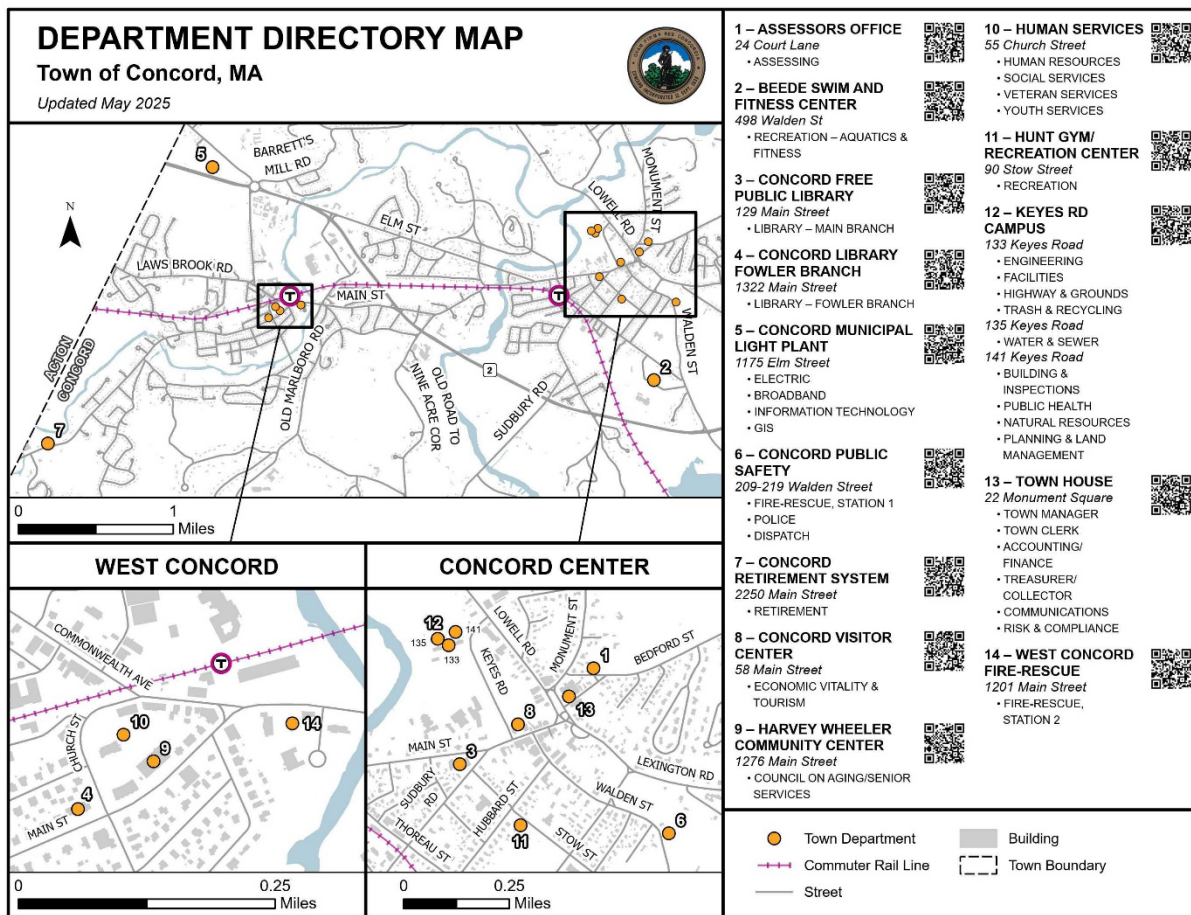
Consolidation Location Options. Several parcels of land that are or may become available to the Town as municipal offices' consolidation target sites include:

- Peabody School (existing building or newly constructed building on land)
- Ripley School (existing building or newly constructed building on land)
- Existing office building(s) (purchase and renovation)

Consolidation Candidates. The subgroup evaluated current municipal offices and program locations (see map below) and through discussions with the Town Manager and School Committee representatives, narrowed the candidates to:

- Existing Town buildings to be totally or partially vacated:
 - Total: (Assessors Office @ 24 Court Lane (#1); 55 Church Street (#10); Harvey Wheeler Community Center (#9); 37 Knox Trail), Town House (#13); 141 Keyes Road (#12); plus the Ripley School campus.
- Existing programs to be moved and co-located with municipal staff (Council on Aging and Concord Carousel Pre-School both @Harvey Wheeler; CPS Integrated School Classrooms @ Ripley School Building),

Figure E1



Data Acquisition and Preliminary Analysis. A large amount of information and data related to both the consolidation candidate locations/buildings and relocation candidates were collected from existing Town reports, Town and Department Managers, site tours of current municipal sites and conversations with staff, and inputs from knowledgeable outside sources.

Based on extensive sub-group discussion, discussions with staff, feasibility discussions, and analysis of needs, an overall assessment was conducted including:

- Numbers of Town and School administrative staff (ca. 125) to potentially be relocated
- Functions to remain at the Town House (archives and Clerk’s Office)
- Existing programs to be moved and co-located with municipal staff (Council on Aging, Concord Carousel Pre-School; CPS Integrated School Classrooms),
- Existing Town buildings to be vacated (Assessors Office @ 24 Court Lane; 55 Church Street; Harvey Wheeler Community Center; 141 Keyes Road; Ripley School; 37 Knox Trail)

Short list of Options. Based on our initial analysis of all information, five (5) options were selected for detailed financial analysis regarding consolidation of Town staff, School Administration staff and associated programs (pre-school classrooms; senior center) currently at those locations¹:

- Option 1: Status Quo – No consolidation
 - Sell: Peabody property for housing
- Option 2: Renovated Peabody School Building. Consolidate Staff and Programs into Renovated Peabody School Building
 - Sell: Ripley, 141 Keyes Road; 55 Church Street; Harvey Wheeler – for housing
- Option 3: New Building Peabody Site. Consolidate into Newly Constructed Building at Peabody Site
 - Sell: Ripley, 141 Keyes Road; 55 Church Street; Harvey Wheeler – for housing
- Option 4: New Building @ Ripley Site. Consolidate into Newly Constructed Building at Ripley Site
 - Sell: Peabody, 141 Keyes Road; 55 Church Street; Harvey Wheeler – for housing
- Option 5: Purchase and Renovate Existing Office Building. Consolidate into existing office building
 - Sell: Peabody, Ripley, 141 Keyes Road; 55 Church Street; Harvey Wheeler – for housing

Detailed Evaluation of Short-Listed Options. Each of the five (5) options received a rigorous analysis based on existing information. This analysis included both financial analysis and the application of non-financial criteria.

The financial analysis included operational costs of Town Buildings; cost of maintenance and anticipated capital expenses, costs of relocation; costs of renovations; costs of new construction; market value (i.e., potential revenues) of vacated properties under different residential zoning assumptions. A discounted cash flow model described in Section 8 was created to capture quantified benefits and costs. The model estimates future cash inflows and outflows under different residential zoning scenarios. Results are summarized in Table E1.

¹ See Appendix for staff locations, staff numbers, and programs to be consolidated

Table E1

Summary	Outflow	Inflow	Net
Status Quo costs over 10 years with no consolidation & Sell Peabody with AA Zoning	\$ (28,676,468)	\$ 3,714,905	\$ (24,961,563)
Status Quo costs over 10 years with no consolidation & Sell Peabody with B Zoning	\$ (28,676,468)	\$ 13,817,958	\$ (14,858,510)
Consolidate into Renovated Peabody with current A Zoning at Ripley	\$ (42,630,615)	\$ 36,144,422	\$ (6,486,193)
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Consolidate into New Bldg at Ripley; Sell Peabody with B Zoning	\$ (41,931,959)	\$ 38,269,137	\$ (3,662,821)
Buy & Renovate NEWMUNI; Sell Peabody at AA Zoning; Ripley at A zoning	\$ (42,463,949)	\$ 46,513,265	\$ 4,049,316
Buy & Renovate NEWMUNI; Sell Peabody and Ripley at B Zoning	\$ (42,463,949)	\$ 59,705,721	\$ 17,241,772

The subjective, non-financial analysis included application and subjective scoring of the following criteria applied to each option included:

- Staff collaboration opportunities, inferred staff satisfaction, and operational efficiencies
- Convenience for residents (customer service)
- Sustainability considerations

Results. These analyses resulted an integrated assessment of the “Pros and Cons” of each option Table E2) and were also captured in a scoring matrix (Table E3).

Table E2

Option	10 Year \$\$ Inflows	10 Year Costs	Net \$\$	Pros	Cons
Status Quo <ul style="list-style-type: none"> No consolidation Sell Peabody but keep playing fields 	With AA Zoning = \$4m ----- With B Zoning = \$14m	(\$29m) ----- (\$29m)	With AA Zoning = (\$25m) ----- With B Zoning = (\$15m)	<ul style="list-style-type: none"> Allows Town to prioritize DPW and Public Safety needs No disruption of services 	<ul style="list-style-type: none"> Costly to operate and maintain Missed opportunity to unlock revenues from vacated location No benefits from consolidation
Consolidate to Renovated Peabody <ul style="list-style-type: none"> Renovation to net zero Sell Excess Assets (Ripley, 55 Church, Harvey Wheeler, 141 Keyes) 	With AA Zoning = \$36m ----- With B Zoning = \$46m	(\$43m) ----- (\$43m)	With AA Zoning = (\$6m) ----- With B Zoning = +\$3m	<ul style="list-style-type: none"> Benefits of Consolidation <ul style="list-style-type: none"> a) Increased staff collaboration and satisfaction, b) reduced travel times, c) more convenience for residents d) increased operational efficiencies Flexible timing, i.e., can be done in stages Aligns with reuse sustainability goal Maintain unique distinctive architecture Some positive financial benefit compared to Status Quo 	<ul style="list-style-type: none"> Town perception of the health of the building Life span of building Moving Costs FFE costs Not Central Location Temp. Services Disruption Uncertainties/Risks**
Consolidate at a New Building at Peabody Site (retain playing fields) <ul style="list-style-type: none"> Sell Excess Assets (Ripley, 55 Church, Harvey Wheeler, 141 Keyes) 	With AA Zoning = \$36m ----- With B Zoning = \$46m	(\$42m) ----- (\$42m)	With AA Zoning = (\$6m) ----- With B Zoning = +\$4m	<ul style="list-style-type: none"> Benefits of Consolidation (see above) Longer lifespan than renovation Will be designed to meet Concord's specific needs including sustainability goals No disruption of services Flexible timing, i.e., can be done in stages Some positive financial benefit compared to Status Quo 	<ul style="list-style-type: none"> Moving Costs FFE costs Non-Central Location Temp. Services Disruption Uncertainties/Risks**
Consolidate at a New Building at Ripley Site <ul style="list-style-type: none"> Sell Excess Assets (Peabody, 55 Church, Harvey Wheeler, 141 Keyes) 	With AA Zoning = \$28m ----- With B Zoning = \$38m	(\$42m) ----- (\$42m)	With AA Zoning = (\$14m) ----- With B Zoning = (\$4m)	<ul style="list-style-type: none"> Benefits of Consolidation (see above) Longer lifespan than renovation Will be designed to meet Concord's specific needs including sustainability goals No disruption of services Less costly than status quo 	<ul style="list-style-type: none"> Moving Costs FFE costs Non-Central Location Temp. Services Disruption Uncertainties/Risks**
Buy & Renovate NewMuni Building <ul style="list-style-type: none"> Sell Excess Assets (Peabody, Ripley, 55 Church, Harvey Wheeler, 141 Keyes) 	With AA Zoning = \$46m ----- With B Zoning = \$60m	(\$42m) ----- (\$42m)	With AA Zoning = +\$4m ----- With B Zoning = +\$18m	<ul style="list-style-type: none"> Benefits of Consolidation (see above) Large Revenue potential from sale of excess space Rent revenue potential to balance operational costs Central Location Shorter term positive impacts (faster implementation) Flexible timing, i.e., can be done in stages 	<ul style="list-style-type: none"> Town becomes a landlord Moving Costs FFE costs

**Uncertainty and risks associated with estimates of cost to renovate and build new

Table E3.

Criteria	Weight	Option 1 No Consolidation - Sell Peabody		Option 2: Renovate Peabody		Option 3: New Bldg at Peabody		Option 4: New Bldg at Ripley		Option 5: Buy & Renovate NewMUNI	
		Score*	Weighted Score**	Score*	Weighted Score**	Score*	Weighted Score**	Score*	Weighted Score**	Score*	Weighted Score**
Financial Benefits	45	1	45	4	180	5	225	2	90	10	450
Staff Collaboration/Efficiency + Satisfaction	30	1	30	8	240	8	240	8	240	10	300
Convenience for residents	15	1	15	6	90	6	90	6	90	10	150
Sustainability	10	1	10	6	60	10	100	10	100	6	60
TOTALS	100	4	100	24	570	29	655	26	520	36	960
* Score Range 1-10											
** Weighted Score = Score x Weight											

Recommendation. Through the analysis described above including the overall assessment of “pros and cons” of each option, as detailed in the following sections, the LUWG’s MCS recommends to the Select Board that the Municipal Consolidation part of the overall Land Use strategy should focus on the implementation of

- **Option 5: Purchase and Renovate of Existing Office Building and Renovation.**

Based on data and information available at the date of this report, including best estimates, our analysis strongly supports this option.

Although there are uncertainties in the financial analysis (see Section 9) that can only be minimized through additional work Phase 2 (e, g, new construction, renovation costs and market analysis) we believe that the strength of the recommendation is unlikely to change with new information. The value (i.e. revenues) and the net financial benefits that can be realized by the Town through the execution of Option 5 align with the clear preference for this option based on non-financial criteria.

Next Steps and Timing Considerations.

Next Steps. Our recommendation must now be integrated with the recommendations and findings of the sub-groups looking at locations for DPW and public safety operations. Also, to gain confidence in our recommendations, we must do further study.

Since the financial benefits play a big role in the decision to consolidate or not, our confidence in our recommendation must be confirmed/refined via independent, objective study by knowledgeable consultants. These include:

- Study to refine estimates to renovate and bring Peabody up to code
- Study to refine estimate to renovate and bring the selected existing office building up to code
- Study to refine estimates to construct a new building at Peabody
- Develop a specific space plan for the proposed office building to ensure that space requirements can be accommodated

Timing . The timing of any or all of these potential moves needs to be discussed soon given the critical nature of the timing related to: a) the availability of the preferred office building and the need for Town approvals related to purchase, b) the need/desirability of the Town generation of revenue from potential sales of Town properties, and c) the potential impact on MCI negotiations if housing is build on vacated municipal land.

Public Involvement. Furthermore, our recommendations, and the assumptions behind them, must be held up for public scrutiny. We recommend our recommendation be presented to the public and that Town hire a professional firm with a solid track record of soliciting broad, public input and organizing it in a meaningful way for decision-makers.

2. Introduction

The Land Use Working Group (LUWG) was established to make recommendations to the Select Board regarding the best use of parcels as they become available. The Select Board tasked the Land Use Working Group (LUWG) to evaluate parcels of land that are or may become available to the Town and to identify current town needs and recommend best matches between needs and available parcels. The group initially focused will future municipal needs, particularly concerning the inadequate Public Works and Public Safety facilities and potential administrative consolidation. The LUWG was divided into three subgroups, each to focus on current and future facility and land needs related to: 1) Public Safety; 2) Public Works; 3) Consolidation of Municipal offices. This report contains the initial (Phase 1) findings and recommendations of the LUWG's Municipal Consolidation Sub-group (MSG).

The work was focused on the evaluation of current municipal offices including the school administration, their multiple (15) locations and condition of existing facilities in order to determine if consolidation of the staff and programs into a single location was feasible, desirable, and financially viable.

It summarizes the evaluation criteria, data sources, and recommendations related to the opportunities to consolidate Concord's current municipal and school offices into a single location. This analysis does not include, but is related to, those of the other two Sub-groups focusing on Public Safety and Public Works.

3. Current Roles of Municipal/School Offices in Concord

Town administrative and public school functions are currently distributed across multiple municipal buildings and the Ripley Administration Building. These facilities collectively support core governance, education, human services, recreation, public works, and community programming.

Municipal Offices (Figure 1)

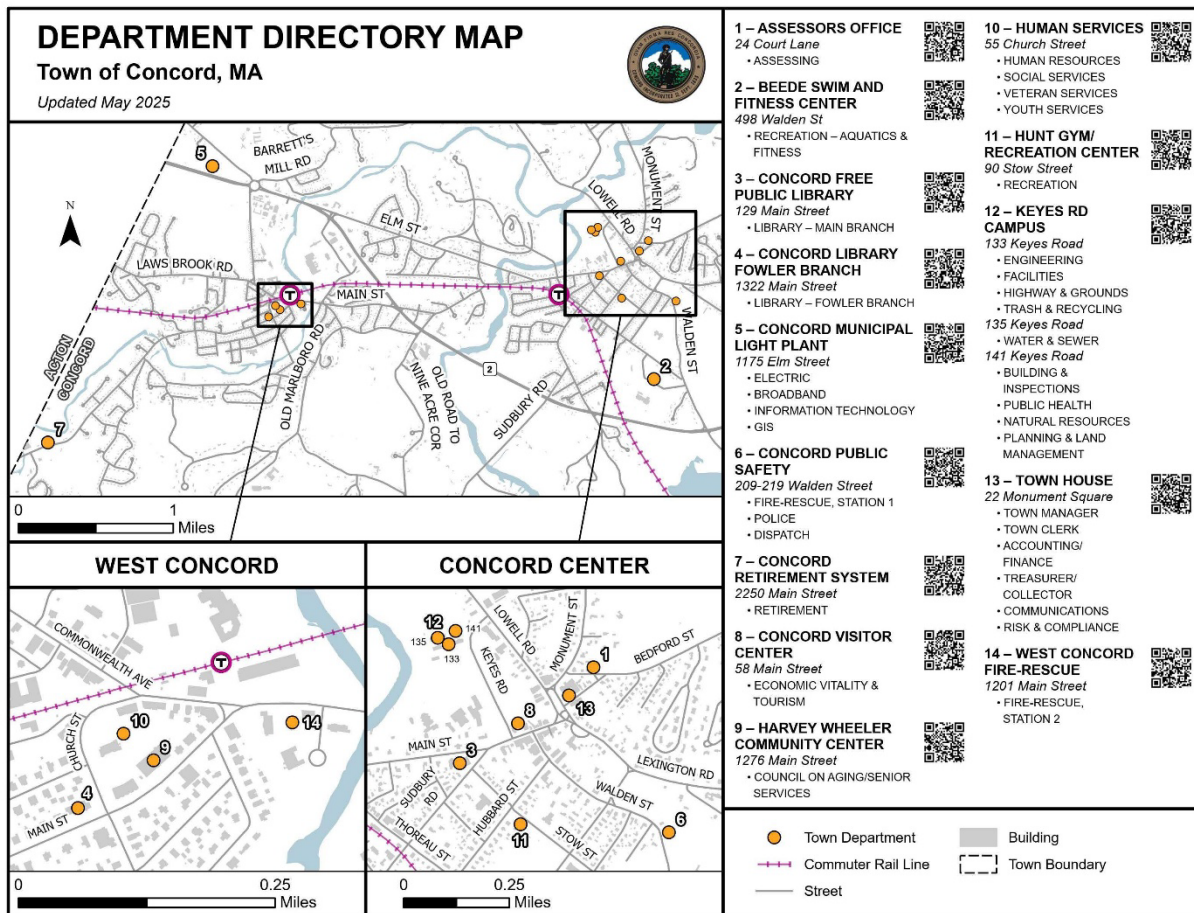
Municipal services are provided by the following facilities:

- **Town House (22 Monument Square, ~27,000 SF):** Historic municipal building housing central administrative offices and public meeting space.
- **24 Court Lane (~6,000 SF):** Small municipal office building currently serving the Assessor's Office.
- **1276 Main Street – Harvey Wheeler (~32,000 SF):** Multi-use community facility housing Recreation, Council on Aging, preschool, and community programs.
- **Hunt Gym (~10,000 SF):** Gymnasium supporting recreation and athletic programming.
- **50 Main Street – Visitor Center (~3,000 SF):** Facility providing visitor and tourism services.

- **55 Church Street (~12,000 SF):** Houses Human Services, Youth Services, Veterans Services, Community Services, and Facilities.
- **37 Knox Trail (~8,500 SF):** School transportation offices and Regional Housing (non-Town).
- **141 Keyes Road (~9,000 SF):** Planning and Land Management, Natural Resources, and Health.
- **133–135 Keyes Road (~36,000 SF combined):** Public Works administrative offices and operational facilities including Highway & Grounds and Water & Sewer.

These buildings vary significantly in age, layout, and condition, resulting in fragmented operations and limited opportunities for collaboration across departments.

Figure 1



School Administrative and Program Functions at Ripley

The Ripley Administration Building serves as the central hub for Concord Public Schools administration and specialized educational programs. Functions housed at Ripley include:

- Superintendent's Office, Assistant Superintendent for Teaching and Learning, and Assistant Superintendent for Finance and Operations
- Finance and Human Resources Departments
- Diversity, Equity, Inclusion, and Belonging (DEIB) Director
- Special Education Director
- CASE Collaborative Administration
- Concord Integrated Preschool
- STEAM and Innovation Labs
- Launch Special Education Transition Program

Concord Integrated Preschool provides inclusive early childhood education for preschoolers with learning disabilities and community peers, emphasizing kindergarten readiness, independence, and curiosity.

The **STEAM and Innovation Labs** function as maker spaces supporting hands-on learning in Science, Technology, Engineering, Art, and Math, including robotics, 3D printing, recycled art, and engineering challenges tied to curriculum.

The **Launch Program** serves young adults ages 18–22, focusing on functional academics, vocational training, life skills, and community experiences to support transition from high school to adult life.

Together, Ripley supports administrative functions alongside instructional and therapeutic programming, creating significant space and infrastructure demands.

4. Existing Conditions Assessment

School Administration Building (Ripley)

<u>Building</u>	<u>Existing Conditions</u>	<u>Cost & Plan for Maintenance</u>
Ripley Administration Building	Aging exterior envelope with deteriorating masonry and sealants; roof nearing end of useful life; outdated HVAC systems; electrical infrastructure undersized for modern loads; plumbing fixtures at or beyond expected lifespan; interior finishes worn; accessibility upgrades needed; life-safety systems require modernization.	<p>Immediate (0–2 yrs): Address roof repairs, masonry repointing, sealant replacement, HVAC controls, electrical panel upgrades, and life-safety items. <i>Estimated cost: ~\$1.2–\$1.5M.</i></p> <p>Short-Term (3–5 yrs): Replace roof, upgrade HVAC equipment, improve ADA accessibility, update lighting to LED, selective plumbing replacement, interior refresh. <i>Estimated cost: ~\$2.0–\$2.5M.</i></p> <p>Long-Term (6–10 yrs): Full HVAC replacement, major electrical upgrades, comprehensive plumbing renewal, exterior envelope improvements, interior modernization. <i>Estimated cost: ~\$3.0–\$3.5M.</i></p> <p>Total projected investment over 10 years: approximately \$6–\$7.5M, phased to prioritize building envelope, mechanical systems, and safety first.</p>

Municipal Facilities

Municipal buildings range from historic structures to mid-20th-century operational facilities:

<u>Building / Site</u>	<u>Existing Physical Conditions</u>	<u>Maintenance Requirements to Sustain Current Use</u>
Town House (22 Monument Sq.)	Structurally sound historic building with multiple floors and attic/basement spaces. Interior layouts reflect incremental modifications over time, resulting in inefficient circulation and limited functional storage. Mechanical, electrical, and plumbing systems require ongoing maintenance and upgrades to meet current needs. Limited on-site parking and constrained service access.	Regular maintenance of historic fabric (roof, masonry, windows). Upgrades to mechanical, electrical, and plumbing systems as needed. Routine cleaning and minor repairs. Coordination for limited parking and deliveries. Periodic accessibility improvements.
24 Court Lane	Small, older office building with a compact footprint. Building systems are serviceable but limited by the size and configuration of the structure. Interior space offers minimal flexibility for reconfiguration or expansion.	Routine system inspections and preventive maintenance. Minor interior repairs and painting. HVAC and plumbing upkeep. Limited space means any operational change requires careful planning.
1276 Main St. – Harvey Wheeler	Multi-use community facility with varied interior spaces and phased renovations. Building systems and finishes vary by area. Some spaces are well-suited to current uses, while others reflect dated construction and limited adaptability.	Ongoing maintenance for multiple system types and finishes. Targeted renovations to keep high-use spaces functional. Scheduling and custodial care across varied uses. Monitoring aging areas to prevent service disruptions.
Hunt Gym	Single-purpose gymnasium structure designed for recreation use. Building is straightforward in layout with limited support or ancillary space. Physical condition supports continued use but offers little flexibility for alternative functions.	Routine HVAC, lighting, and floor maintenance. Safety inspections for gym equipment and structure. Minimal interior repairs, but high-use surfaces require frequent attention.

50 Main St. – Visitor Center	Small historic structure adapted for public-facing use. Limited interior space and storage. Building condition is generally adequate for current use, with inherent constraints related to size and age.	Preservation of historic elements. Regular cleaning and minor repairs. Mechanical systems require ongoing checks. Management of limited storage and visitor flow.
55 Church St.	Older multi-department office building with fragmented interior layouts. Building systems and finishes are dated in several areas. Physical configuration results in smaller office areas and shared support spaces, limiting efficiency.	Frequent maintenance of older mechanical and electrical systems. Repairs to worn finishes. Coordination of shared spaces. Updating safety systems as needed.
37 Knox Trail	Late-20th-century office building in generally good physical condition. Interior office spaces are functional, and building systems are serviceable. Site is largely developed, limiting expansion. Observed condition is stable, with no major structural concerns noted.	Standard preventive maintenance for building systems. Routine cleaning, minor repairs, and landscaping. Occasional modernization of office systems or finishes.
141 Keyes Road	Mid-20th-century office building on the DPW campus. Interior spaces are compact and shared among departments. Building systems are aging, and the layout provides limited separation between public and staff functions.	Regular system inspections and preventive maintenance. Interior upkeep to manage high-density shared areas. Minor remodeling for operational efficiency. Safety and accessibility monitoring.

Collectively, these facilities reflect incremental adaptation over time rather than coordinated planning, resulting in inefficiencies and increasing maintenance burdens.

5. Future Needs Assessment

The future needs of the school district are uncertain due to the types of specialty programs and potential increase in enrollment with more housing being built in the future. The current space needs and programmatic needs are listed below.

Current Ripley Program Spaces

Administrative space supports approximately 35+ FTE across HR, Finance, IT, Special Education, Teaching and Learning, Superintendent, DEIB, Facilities, Food Service, and CASE.

Ripley currently accommodates:

Specialty Spaces	Total Square footage needed
5 classrooms for integrated preschool	1,089 sq ft each
2 Speech and language rooms	190 sq ft, 432 sq. ft
2 OT rooms	1,089 sq. ft.
1 PT room	360 sq. ft
Preschool Psychologist room	360 sq. ft
Nurse's Office	250 sq. ft
STEAM lab	1,764 sq. ft
Indoor playspace/gym	3,060 sq. ft
Outdoor spaces	7,500 sq. ft
School Committee/Large space meeting room	1,782 sq. ft

Launch Space (1 Classroom)	1,184 sq. ft
Potential additional classroom space for housing growth (3 classrooms)	1,089 sq. ft each

Office Space Needs
3 conference rooms
HR space (3 FTE)
Finance department (6 FTE)
Offices, Facilities Director, Food Service Director (2 FTE)
IT department (6 FTE)
Special Education / Student Services (4 FTEs)
Teaching & Learning Dept. (5 FTE)
Superintendent's Office (2 FTE)
DEIB Director office (1 FTE)
CASE Administration space (6 FTEs)

The school district's planning for future growth and enrollment are not explicitly considered in this analysis

Current Municipal Needs

The current space requirements for staff and programmatic needs are summarized in Appendix 1. Consolidation planning includes approximately 90-100 administrative staff across all Town Departments (see Figure 1) except: Recreation Department (staff, Beede and Hunt)), Clerk's Office,

Town Archives, and Visitor Center. The staff and operations address multiple departments and functions.

The ability to accommodate growth, adapt to changing service models, and improve collaboration while central to long-term planning, are not explicitly considered in our analysis.

6. Peer Benchmarking & Best Practices

There are many examples of Massachusetts towns (and some cities) that have consolidated municipal departments or operations — whether through formal statutory consolidation, shared services, intermunicipal cooperatives, or reorganized internal departments. Many of these examples involve shared staffing, merged functions, or streamlined structures that cut across traditional independent departmental silos. Most examples center around the formation of a municipal complex where municipal offices and public safety operations were merged into a single complex. Examples include the Towns of Medway, Hubbardston, Lee, Tisbury and Reading and all involve new construction projects rather than the conversion of existing building into centralized municipal offices

However, such a “municipal complex” is not being contemplated in this report or in the LUWG as a whole.

More common has been the conversion of excess or decommissioned school buildings into municipal offices. Examples (source ChatGPT) include:

- The historic Ames Schoolhouse (built 1898) in **Dedham** was repurchased and *renovated to serve as the Dedham Town Hall and Senior Center*, with most town administrative offices moving into the building in June 2020
- In **South Deerfield**, the 1888 Building (originally a town grammar school built 1888) is undergoing major renovation to become municipal offices for the town.
- The building originally served as high school until 1957 and later elementary school; now it is repurposed for municipal office use in **Methuen**.
- **Granby** is moving forward with plans to renovate the former West Street School into a new town office building and senior center.
- **Royalston** is renovating the old Raymond School (WPA-era building) to house town administrative offices that are currently in Whitney Hall. The building will become the new municipal offices once upgrades (including energy system improvements) are finished.
- The **City of Watertown** has agreed to purchase the former Parker School building with the intention of using it to house municipal staff and relieve crowding in City Hall. This effectively converts a former school into municipal office space.

Although the scopes of these projects vary widely, the range of costs of these conversions have been cited as \$8-20+ million.

7. Methodology

Our overall methodology included the following steps:

- Gathered information on all current municipal facilities and staff therein
- Evaluated current information and data related to the operations of the current facilities (e.g., building footprints; staff numbers; costs of ongoing operations, etc.)
- Identify potential consolidation locations
- Discussed approaches and overall strategies with Town Manager
- Developed a list of facilities to potentially be vacated and consolidated and those that would remain at current locations
- Developed a long list of consolidation locations
- Pared down the list to a short list- of locations and consolidation options
- Conduct quantitative (financial) and qualitative assessments of the short-listed options.
 - A discounted cash flow model was created to capture quantified benefits and costs.
 - Subjective evaluation criteria were established; those criteria weighted and scored collectively by the SubGroup members; and a scoring and ranking “matrix” of options was established combining qualitative and quantitative results
- Conducted an evaluation of “Pros and Cons” of each
- Uncertainties in data were assessed
- Decided on recommendations and next steps to be presented to the Select Board

Benefits to consolidation are both quantifiable and hard-to-quantify. Quantifiable benefits include:

- Avoid operational and maintenance costs of vacated buildings, many of which are old, obsolete and/or energy inefficient buildings.
- Avoid necessary capital expenditures of vacated buildings.
- Realize revenues through the sale of vacated lots and use the proceeds to offset tax increases.
- Realize incremental property tax revenues from potential new housing under different zoning rules.

Qualitative (Hard-to-Quantify) benefits include:

- Improved staff collaboration/efficiency/satisfaction
- Convenience for residents
- More sustainable energy sources

Benefits are estimated using a variety of data sources* and professional opinions of town management and real estate professionals. We offset benefits with the cost to renovate or build

new at a target site, including the cost of demolition, to arrive at the net benefit to the town. We also include the cost of moving and fit-up for staff and programming at a potential target.

Date Sources – Data were gathered from discussions with staff as well as from written reports, specifically including:

- TBA Architects, *Concord Municipal Facilities Assessment and Masterplan*, July 2020
- Gorman Richardson Lewis Architects, Building Condition Assessment for Concord Public Schools, 2023.
- Current budget spending by department compiled by town staff.
- Tour of town facilities and conversations with staff.

8. Options Analysis

Although there were many land parcels and buildings potentially available as a consolidation target, a short list of options was developed by the MSG using the following criteria and principles:

- Scope of consolidation - the consolidation objective focused on nearly all municipal and public school administrative functions and staff. Along with these functions related “programs” (i.e., Council on Aging/Senior Center, Department of Recreation’s Carousel Pre-School; Concord Public School’s Integrated Pre-School were part of the objectives)
- Sufficient size – meeting these consolidation objectives required existing or new buildings of sufficient space (see Appendix).
- Ownership – the main consolidation targets were buildings and properties owned by the Town, of the potential for ownership
- Advantages of deferring future operating and capital improvement costs – All of the buildings under consideration will require significant operating costs as well as capital improvements if they remain under Town ownership
- Revenue opportunities – the buildings to be vacated offer revenue potential through sale of properties for “development”. “Development” was defined for this work as housing which included both the property sale market value and residential tax potential
- Renovation vs. new building costs – The uncertainty in the relative costs of renovation of existing structures versus new construction to accommodate staff and programs drove the need to consider both options.

We identified a short-list of scenarios/options that could yield net benefits from the consolidation of select town and school offices.

The Consolidation Sites included for this analysis include:

- Peabody school (potential target site)
- Ripley School campus (vacate)
- Purchase an existing building (potential target site)

Consolidation Candidates/Locations to be vacated partially or completely and consolidated include:

- Ripley School campus
- Assessors' Office, Court Lane
- 141 Keyes Rd, Division of Community Development
- 133 Keyes Road – Engineering
- Harvey Wheeler Campus
- 55 Church Street
- 37 Knox Trail
- Town House (partial)

Based on extensive discussions, review of building layouts, and preliminary financial considerations the MSG arrived at the following short list of five (5) options:

- Option 1: Status Quo – No consolidation, sale of Peabody property for housing
- Option 2: Consolidate into Renovated Peabody School Building
- Option 3: Consolidate into Newly Constructed Building at Peabody Site
- Option 4: Consolidate into Newly Constructed Building at Ripley Site
- Option 5: Purchase of Existing Office Building and Renovation

9. Results

Financial . A discounted cash flow model was created to capture quantified benefits and costs. The model estimates future cash inflows and outflows under different scenarios. Factors considered to estimate cash flows under various scenarios include:

- Avoid operating, maintenance and capex cost of vacated buildings. These figures were obtained from the 2020 TBA report as well as the FY26 approved town budget.
- Cash realized from the sale of vacated land. These figures were estimates from local real estate professionals.
- Cash realized from incremental property tax revenues from housing at various zoning requirement. These figures applied our current tax rate against the expected market value of new homes built.
- Cost to renovate/rehab or build new at a target site. These are estimates from architects and staff yet require a closer look.
- Cost to move and fit-up new facility for staff and programs. These were derived from costs incurred to move and fit up the recently built middle school.

Cash outflows are deducted from inflows to arrive at potential net benefit to the town over a 10 year period, discounted at a 2.3% discount rate to account for expected inflation.

The net cashflows under various scenarios are shown in Table 1.

Table 1 – Cash Flow Model Results Summary

Summary	Outflow	Inflow	Net
Status Quo costs over 10 years with no consolidation & Sell Peabody with AA Zoning	\$ (28,676,468)	\$ 3,714,905	\$ (24,961,563)
Status Quo costs over 10 years with no consolidation & Sell Peabody with B Zoning	\$ (28,676,468)	\$ 13,817,958	\$ (14,858,510)
Consolidate into Renovated Peabody with current A Zoning at Ripley	\$ (42,630,615)	\$ 36,144,422	\$ (6,486,193)
Consolidate into Renovated Peabody with B Zoning at Ripley	\$ (42,630,615)	\$ 45,569,950	\$ 2,939,334
Consolidate into New Bldg at Peabody with current A Zoning at Ripley	\$ (41,931,959)	\$ 36,144,422	\$ (5,787,537)
Consolidate into New Bldg at Peabody with current B Zoning at Ripley	\$ (41,931,959)	\$ 45,569,950	\$ 3,637,991
Consolidate into New Bldg at Ripley; Sell Peabody with AA Zoning	\$ (41,931,959)	\$ 27,848,271	\$ (14,083,688)
Consolidate into New Bldg at Ripley; Sell Peabody with B Zoning	\$ (41,931,959)	\$ 38,269,137	\$ (3,662,821)
Buy & Renovate NEWMUNI; Sell Peabody at AA Zoning; Ripley at A zoning	\$ (42,463,949)	\$ 46,513,265	\$ 4,049,316
Buy & Renovate NEWMUNI; Sell Peabody and Ripley at B Zoning	\$ (42,463,949)	\$ 59,705,721	\$ 17,241,772

Table 2 – Supporting Financial Data

Peabody				Notes
Assumptions	AA Zoning (2 Acre lots)	B Zoning (1/2 acre lots)		
Building lots/homes net of infrastructure space	4	16		8 acres that excludes 10 acres for playing fields and 2 acres for septic
Revenue when sold to a developer (net of demolition)	\$ 2,700,000	\$ 11,700,000		Assumes \$950k per bldg lot (AZoning) and \$800/lot(B Zoning) less \$1.1M demolition
Assessed Value of Lot and new House	\$ 2,500,000	\$ 1,500,000		Sales price = \$2.5 with 2 acre lots; \$1.5 with 1/2 acre lots
Tax Revenue Year built	\$ 132,600	\$ 318,240		Assumes 13.26 tax rate in Year 1
Tax increase per year	3%	3%		Assumes taxes grow at 3% per year
Ripley				
Assumptions	A Zoning (1 Acre lots)	B Zoning (1/2 acre lots)		
Building lots/homes net of infrastructure space	12	24		12 acres that excludes 6 for playing fields (18 acres total site)
Revenue when sold to a developer (net of demolition)	\$ 9,624,000	\$ 17,856,000		Assumes \$900k per bldg lot (AZoning) and \$800/lot(B Zoning) less \$900k demolition
Assessed Value of Lot and new House	\$ 2,000,000	\$ 1,500,000		Sales price = \$2.0 with 1acre lots; \$1.5 with 1/2 acre lots
Tax Revenue Year built	\$ 311,875	\$ 467,813		Assumes 13.26 tax rate in Year 1
Tax increase per year	3%	3%		Assumes taxes grow at 3% per year
Harvey Wheeler & Chruch St Complex				
Assumptions	Mixed Use Zoning			
Housing units	49			Per staff
Revenue from a developer	\$ 12,250,000			Assumes cost to developer = 25% of selling price
Assessed Value of Housing Units	\$ 1,000,000			Assumes 1,500 sq ft condos at a \$1m selling price
Tax Revenue Year built	\$ 649,740			Assumes 13.26 tax rate in Year 1
Tax increase per year	3%			Assumes taxes grow at 3% per year
141 Keyes Rd. (16,800 sq ft only)				
Assumptions				
Housing units	15			Per staff
Revenue from a developer	\$ 4,687,500			Assumes cost to developer = 25% of selling price
Assessed Value of Housing Units	\$ 1,250,000			Assumes 1,500 sq ft condos at a \$1.25m selling price
Tax Revenue Year built	\$ 248,625			Assumes 13.26 tax rate in Year 1
Tax increase per year	3%			Assumes taxes grow at 3% per year
Cost to Renovate Peabody	\$ 36,166,667			Avg of three estimates of \$28.5m, \$30m and \$50m
Cost to Build New at both Peabody and Ripley	\$ 35,000,000			Collaboration between Russ and Paul
Cost to Purchase and Update NewMUNI	\$ 36,000,000			Assumes \$6m purchase price plus \$400/sq ft for 75000 sq ft
Demolition Cost	\$ 1,577,000			Based on cost for demolition of Sandborn middle school
Cost to add Play area	\$ 300,000			Per Tracey

Subjective (Qualitative). A benefit that does not lend itself to straightforward quantification is still a benefit that is relevant to this analysis. To include these criteria in a meaningful way, we used a score and weight technique. To begin with, we assigned a weight to each benefit based on its relative importance. The sum of the weights must = 100. Next, we score a value of 1-10 for each scenario based on its ability to achieve a specific benefit. Finally, we multiply the score * weight and summarize for each scenario. The results are shown in Table 3:

Table 3 – Scoring Matrix Results

Criteria	Weight	Option 1 No Consolidation - Sell Peabody		Option 2: Renovate Peabody		Option 3: New Bldg at Peabody		Option 4: New Bldg at Ripley		Option 5: Buy & Renovate NewMUNI	
		Score*	Weighted Score**	Score*	Weighted Score**	Score*	Weighted Score**	Score*	Weighted Score**	Score*	Weighted Score**
Financial Benefits	45	1	45	4	180	5	225	2	90	10	450
Staff Collaboration/Efficiency + Satisfaction	30	1	30	8	240	8	240	8	240	10	300
Convenience for residents	15	1	15	6	90	6	90	6	90	10	150
Sustainability	10	1	10	6	60	10	100	10	100	6	60
TOTALS	100	4	100	24	570	29	655	26	520	36	960
* Score Range 1-10											
** Weighted Score = Score x Weight											

Overall Evaluation. The overall Pros and Cons of each option were assessment by the subgroup (Table 3)

Table 3

Option	10 Year \$\$ Inflows	10 Year Costs	Net \$\$	Pros	Cons
Status Quo <ul style="list-style-type: none"> No consolidation Sell Peabody but keep playing fields 	With AA Zoning = \$4m ----- With B Zoning = \$14m	(\$29m) ----- (\$29m)	With AA Zoning = (\$25m) ----- With B Zoning = (\$15m)	<ul style="list-style-type: none"> Allows Town to prioritize DPW and Public Safety needs No disruption of services 	<ul style="list-style-type: none"> Costly to operate and maintain Missed opportunity to unlock revenues from vacated location No benefits from consolidation
Consolidate to Renovated Peabody <ul style="list-style-type: none"> Renovation to net zero Sell Excess Assets (Ripley, 55 Church, Harvey Wheeler, 141 Keyes) 	With AA Zoning = \$36m ----- With B Zoning = \$46m	(\$43m) ----- (\$43m)	With AA Zoning = (\$6m) ----- --- With B Zoning = +\$3m	<ul style="list-style-type: none"> Benefits of Consolidation <ul style="list-style-type: none"> Increased staff collaboration and satisfaction, reduced travel times, more convenience for residents increased operational efficiencies Flexible timing, i.e., can be done in stages Aligns with reuse sustainability goal Maintain unique distinctive architecture Some positive financial benefit compared to Status Quo 	<ul style="list-style-type: none"> Town perception of the health of the building Life span of building Moving Costs FFE costs Not Central Location Temp. Services Disruption Uncertainties/Risks**
Consolidate at a New Building at Peabody Site (retain playing fields) <ul style="list-style-type: none"> Sell Excess Assets (Ripley, 55 Church, Harvey Wheeler, 141 Keyes) 	With AA Zoning = \$36m ----- With B Zoning = \$46m	(\$42m) ----- (\$42m)	With AA Zoning = (\$6m) ----- --- With B Zoning = +\$4m	<ul style="list-style-type: none"> Benefits of Consolidation (see above) Longer lifespan than renovation Will be designed to meet Concord's specific needs including sustainability goals No disruption of services Flexible timing, i.e., can be done in stages Some positive financial benefit compared to Status Quo 	<ul style="list-style-type: none"> Moving Costs FFE costs Non-Central Location Temp. Services Disruption Uncertainties/Risks**
Consolidate at a New Building at Ripley Site <ul style="list-style-type: none"> Sell Excess Assets (Peabody, 55 Church, Harvey Wheeler, 141 Keyes) 	With AA Zoning = \$28m ----- With B Zoning = \$38m	(\$42m) ----- (\$42m)	With AA Zoning = (\$14m) ----- --- With B Zoning = (\$4m)	<ul style="list-style-type: none"> Benefits of Consolidation (see above) Longer lifespan than renovation Will be designed to meet Concord's specific needs including sustainability goals No disruption of services Less costly than status quo 	<ul style="list-style-type: none"> Moving Costs FFE costs Non-Central Location Temp. Services Disruption Uncertainties/Risks**
Buy & Renovate NewMuni Building <ul style="list-style-type: none"> Sell Excess Assets (Peabody, Ripley, 55 Church, Harvey Wheeler, 141 Keyes) 	With AA Zoning = \$46m ----- With B Zoning = \$60m	(\$42m) ----- (\$42m)	With AA Zoning = +\$4m ----- --- With B Zoning = +\$18m	<ul style="list-style-type: none"> Benefits of Consolidation (see above) Large Revenue potential from sale of excess space Rent revenue potential to balance operational costs Central Location Shorter term positive impacts (faster implementation) Flexible timing, i.e., can be done in stages 	<ul style="list-style-type: none"> Town becomes a landlord Moving Costs FFE costs

**Uncertainty and risks associated with estimates of cost to renovate and build new

10. Trade-Offs and Uncertainties

Our financial modelling includes many assumptions. Many of these are based on solid data and/or have a relatively insignificant impact on the results. Others, however, have a relatively significant impact on our results and need more study to gain confidence in our projections. A summary of all the assumptions used to quantify cost and benefits:

Assumptions that need further study include:

- Cost to renovate Peabody
- Cost to build new at Peabody or Ripley
- Cost to purchase and update an existing building

Finally, the scenarios that assume changes to zoning regulations of vacated parcel is critical to forecasting expected revenues from the sale of these parcels and the incremental property tax realized from incremental, new housing units. These zoning changes require approval at town meeting.

11. Recommendations

Through the analysis described above including the overall assessment of “pros and cons” of each option, as detailed in the following sections, the LUWG’s MCS recommends to the Select Board that the Municipal Consolidation part of the overall Land Use strategy should focus on the implementation of

- **Option 5: Purchase and Renovate of Existing Office Building and Renovation.**

Based on data and information available at the date of this report, including best estimates, our analysis strongly supports this option.

Although there are uncertainties in the financial analysis (see Section 9) that can only be minimized through additional work Phase 2 (e, g, new construction, renovation costs and market analysis) we believe that the strength of the recommendation is unlikely to change with new information. The value (i.e. revenues) and the net financial benefits that can be realized by the Town through the execution of Option 5 align with the clear preference for this option based on non-financial criteria. Our recommendation include the selection of this option plus moving forward on the next steps as summarized in the next section.

12. Next Steps

Our recommendation must now be integrated with the recommendations and findings of the subcommittees looking at locations for DPW and public safety. There may be some synergies or conflicts among our findings. For example, a recommendation to buy a new existing building at a location near DPW or public safety could further enhance the benefits of improved staff collaboration and citizen convenience. On the other hand, a recommendation to vacate a certain parcel may not have public support. To gain confidence in our recommendations, we must do further study.

Since the financial benefits play a big role in the decision to consolidate or not, our confidence in our recommendation must be confirmed/refined via independent, objective study by knowledgeable consultants. These include:

- Study to refine estimates to renovate and bring Peabody up to code
- Study to refine estimates to build new at Peabody
- Study to refine estimate to renovate and bring an existing building up to code

- Develop a specific space plan for the proposed office building to ensure that space requirements can be accommodated

Most importantly, our recommendations, and the assumptions behind them, must be held up for public scrutiny. The ideas presented here will have lasting impact on the town. Public outreach via forums, surveys, hearings, focus groups, etc. must be conducted to hear from our citizens. We recommend the town hire a professional firm with a solid track record of soliciting broad, public input and organizing it in a meaningful way for decision-makers.

Appendix 1 - Summary of Space Needs

Land Use Working Group - Municipal Consolidation Indoor Space Requirements (Dec 18, 2025)									
Municipal Properties		Staff/Staff Support Space		Specialized Program Spaces (To Support Programs/COA/Schools, etc.)		Specialized Outdoor Spaces			
Bldg.	Functions	Staff No. (For Muni Consolidation)	Estimate of Required Staff Space (@150SQFT/Staff) (Includes Offices, Conf Rooms, Bathrooms, Kitchenettes, IT, Storage, Corridors)	Required Program Spaces (From Note A List)	Required SQ FT Needed for Programs	Description	Required SQ FT Needed for Outdoor Spaces		
24 Court Lane	Assessors	4	600						
141 Keyes Road	Planning, Health, Natural Resources, Building Inspector	21	3150						
133 Keyes Road	Engineering, Facilities, Cemeteries	10	1500						
37 Knox Trail	Facilities	8	1200						
Town House (22 Monument)	Offices, Finance, Accounting, Economic	18	2700						
Ripley School	School Admin; CASE Program; STEM; Integrated School	35	5250	Note A	16,000	Playground	7,500		
55 Church Street	HR, Public Health, Nurse, Archive	10	1500						
Harvey Wheeler	Council on Aging, Concord Recreation/Carousel	11	1650	Note B	12,750	Playground	7500		
CMLP (IT amd GIS)	IT and GIS Staff Only	8	1200						
Totals		125	18,750		28,750		15,000	47,500	Indoor
								15,000	Outdoor
Note A	From T. Marano 12-17-2025 (Not including 3000 SQFT of future needs based on Town Growth)								
	5 classrooms for integrated preschool								
	2 Speech and language rooms								
	2 DT rooms								
	1PT room								
	Preschool Psychologist room								
	Nurse's Office								
	STEAM lab								
	Indoor playspace/gym								
	School Committee/Large space meeting room								
	Launch Space (1 Classroom)								
Note B	COA programming and Concord Carousel - Estimated at 15 x existing space (8,500 SQFT) - To Be Confirmed								