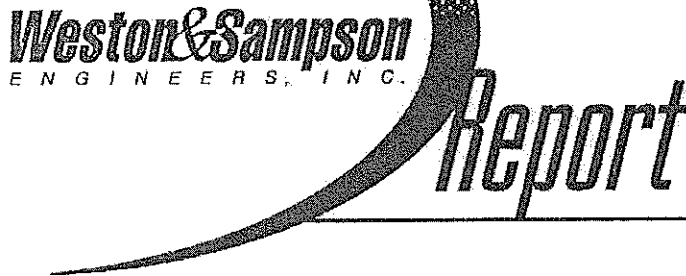


Canton,
Connecticut

FINAL REPORT

Department of Public
Works (DPW)
Site Selection Study

May 27, 2009



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I. Introduction

The Town of Canton retained the services of Weston & Sampson to conduct a site selection study for a new Department of Public Works (DPW) facility. The site selection process included identifying potential public and private sites, conducting a fatal flaws analysis, gathering data on the sites that passed the initial analysis, and conducting a detailed assessment on the remaining sites to determine their ability to support a new DPW facility. Sites were analyzed using a site selection matrix consisting of 12 evaluation criteria. Each of the criteria was assigned a weighting factor and utilized to rank the sites. Conceptual site plans were then created for the top ranked sites for use in confirming the suitability of the site to support a new facility and the associated yard operations. The programming requirements from the Weston & Sampson December 18, 2007 Highway Garage Facilities Plan Update Report were utilized in preparing the conceptual plans.

II. Identification of Potential Sites and Initial Screening

An initial list of potential sites was created with the assistance of Town personnel. This list consisted of Town owned property and privately owned property. The list of Town owned property was developed from the Grand List of Taxable Real Property Abstract. The list of potential privately owned parcels was developed from input from long term Town residents and employees with knowledge of the disposition of parcels in Town. Each parcel was assembled into a master list consisting of 68 sites (see Appendix A). A fatal flaws analysis was then conducted for each site.

The fatal flaws analysis consists of reviewing each parcel to determine if it passed the basic criteria necessary to be further considered for a DPW site. A site was considered to be inadequate to support a DPW facility if it answered in the affirmative for any one of the following criteria:

1. Active use - A site which contains an active use which cannot be changed or relocated to allow the construction of a new DPW facility.
2. Site size - A site which does not meet the minimum 2 acre requirement.
3. Wetlands - A site which contains unusable wetland areas which would render the useable areas less than 2 acres.
4. Open space - A site which is designated as Open Space and may not be utilized for a new DPW facility.
5. Flood plain - A site which falls within the 100 year flood plain.
6. Hazardous Waste - A site which has a known history of soil or groundwater contamination which would impact development.
7. Topography - A site with greater than 30% grades which would impact site development.

8. Availability - A privately owned site which is known to be unavailable for purchase by the Town.

Review of the remaining criteria was not completed once a site answered in the affirmative for any one of the fatal flaws criteria. The results of the fatal flaws analysis can be found in Appendix A of this report. Zoning compatibility was not included as a basic evaluation criterion since there are no zoning districts which currently permit the construction of a new DPW Facility / Highway Maintenance Facility. Consequently, the Town will need to either apply for a use variance from the Zoning Board of Appeals or develop a floating zone district which would include a DPW Facility / Highway Maintenance Facility, ultimately requiring a special exception from the Zoning Commission.

Based on the results of the initial fatal flaws analysis, it was recognized early that although there is a substantial amount of undeveloped land in Town, few viable sites exist which meet the basic criteria for a new DPW facility.

III. Site Assessment

Upon completing the initial assessment, the master site list was reduced to 10 sites. These sites consisted of 2 Town owned sites, 5 privately owned sites which are anticipated to be available for sale, and 3 privately owned sites whose availability for sale is currently unknown. The following is a list of the short listed sites:

1. 51 River Road - Town owned
2. 55 Lawton Road - Town owned
3. 100 Commerce Drive - Privately owned and available for sale
4. 275 Commerce Drive - Privately owned and available for sale
5. 325 Commerce Drive - Privately owned and available for sale
6. 375 Commerce Drive - Privately owned and available for sale
7. 5 Cherry Brook Road (Hart's Corner) - Privately owned and available for sale
8. 541 Albany Turnpike - Privately owned / unknown availability for sale
9. 674 & 22 Albany Turnpike - Privately owned / unknown availability for sale
10. 13 Canton Spring Road - Privately owned / unknown availability for sale

The site selection process included conducting the following activities:

- Field visits to each of the short listed sites
- Assembling all existing available reports, maps, and figures
- Reviewing local Zoning Regulations, Plan of Conservation and Development report, and Town of Canton / Capital Region Council of Governments (CRCOG) web based GIS system and environmental resource mapping

The data obtained from the reports, maps, figures, and GIS system were assembled for use in conducting a detailed site assessment for each of the sites and are included in Appendix B of this report. Photographs of the sites were also assembled and are included in Appendix C of this report. The assessment consisted of reviewing each site and assigning a score to each of the 12 evaluation criteria. The 12 criteria were developed to identify the most cost effective and efficient sites to support DPW operations while taking into consideration the impacts on the immediate surrounding community. These criteria included:

1. Property Ownership
2. Location
3. Physical Site Features
4. Site History
5. Zoning Consistency
6. Environmental Impacts
7. Access to Utilities
8. Permitting
9. Traffic Impacts
10. Operational Impacts
11. Cost of Site Development
12. Cost of Construction

The criteria were further divided into sub-factors with associated weighting values. Weston & Sampson used these criteria and sub-factors to conduct the site selection analysis and to identify the appropriate score for each of the evaluation criteria. Upon completing the analysis, the scores were added together to produce a total score for each site. Sites with higher scores demonstrate that they have a higher potential of efficiently and cost effectively supporting a new DPW facility while minimizing impacts to the surrounding community. The following is a summary of the results of the analysis.

| <u>Site Description</u> | <u>Matrix Score</u> |
|--------------------------------|---------------------|
| Site 1 - 51 River Road | 75 |
| Site 68 - 5 Cherry Brook Road | 70 |
| Site 6 - 100 Commerce Drive | 63 |
| Site 2 - 55 Lawton Road | 59 |
| Site 7 - 541 Albany Turnpike | 57 |
| Site 8 - 674 Albany Turnpike | 57 |
| Site 11 - 275 Commerce Drive | 53 |
| Site 13 - 325 Commerce Drive | 53 |
| Site 12 - 375 Commerce Drive | 51 |
| Site 9 - 13 Canton Spring Road | 45 |

It is important to note that the purpose of the analysis is to identify a group of top ranked sites for further detailed analysis. The analysis does not infer that the highest ranked site is necessarily the best alternative. The criteria and sub-factors provide a broad view of the strengths and weakness of each site. Sites with more strengths are then advanced to the next phase of developing conceptual plans to assess the ability of the site to support the building and operations. The Site Selection Matrix and associated scoring for each site is included in Appendix D of this report.

IV. Conceptual Plans

Weston & Sampson reviewed the top ranked sites with the Permanent Municipal Building Committee (PMBC) to identify which sites should be further analyzed. The 3 top ranked sites were initially considered as viable options. However, upon further review of the top ranked sites, it was determined that Site 68 - 5 Cherry Brook (Hart's Corner) was no longer available for purchase by the Town. Consequently this site no longer met the basic fatal flaw criteria and was removed from further evaluation. The PMBC, Weston & Sampson, and the Town Engineer conducted field visits to further assess the viability of the remaining 2 sites.

Conceptual design alternatives were subsequently prepared for the remaining 2 sites; Site 6 - 100 Commerce Drive and Site 1 - 51 River Road. Conceptual designs were prepared utilizing the program identified in the December 18, 2007 Highway Garage Facilities Plan Update Report consisting of the following:

- +/- 1,700 SF office and office support area
- +/- 2,500 SF employee facilities area
- +/- 1,850 SF work shop area
- +/- 4,650 SF vehicle maintenance area
- +/- 1,700 SF wash bay area
- +/- 13,100 SF vehicle and equipment storage area
- 500 ton capacity salt storage structure
- Sander body storage rack
- Bulk material storage area
- Fueling facility
- 11 parking spaces

Weston & Sampson prepared existing conditions plans using available resources and reports. These plans were not prepared from an actual field survey. These existing conditions plans were then utilized to develop multiple alternatives for each of the sites. Alternatives were developed with the assistance of AutoTURN, an AutoCAD based vehicle turning movement

program, which allowed the design team and the PMBC to develop alternatives which would limit turning movements on the site and improve operational efficiencies and safety. Each of the alternatives was reviewed with the PMBC and subsequently combined into a preferred alternative for each site. A copy of the preferred alternatives can be found in Appendix E of this report. A list of advantages and disadvantages was then prepared for each of the alternatives. The following is a summary of the findings:

Site 1 - 51 River Road

Advantages

1. Site is located between the Police Station and the Fire Department facility creating a municipal campus.
2. Site is generally located in the same area as the existing operations.
3. Fueling facilities are centrally located providing convenient access by all Town departments.
4. Site supports full program requirements.
5. Adequate utility availability.
6. Site is publicly owned eliminating the additional cost associated with purchasing a new parcel.
7. Site layout shields yard operations with a courtyard configuration.
8. Good central location.
9. Good frontage on major arterial.
10. Site is clear and level.

Disadvantages

1. A DPW facility is not considered an allowable use in the Residence District AR-3.
2. The maximum building coverage of 10% is exceeded.
3. Potential contamination issues or foundation issues may exist from the former rail yard use.
4. Site will require the use of higher cost underground stormwater management features due to limited space preventing the use of the less expensive above ground features (e.g. detention basins).
5. Building will require more expensive finishes along the public way.
6. Development of the site will displace an existing ball field.
7. Buildings are not consolidated impacting operational efficiencies and cost.
8. Wash bay is drive-in / back-out.
9. Site is located close to residential property.
10. Site has limited ability for future expansion.

Site 6 - 100 Commerce Drive

Advantages

1. Site supports full program requirements.
2. Consolidated facility improves operational efficiencies.
3. Greater potential opportunity for a buffer to the abutters.
4. Adequate utility availability.
5. Full drive-through provisions provided at the vehicle and equipment storage garage and wash bay.
6. Site has space for some future expansion provisions.
7. Good central location to transportation infrastructure.

Disadvantages

1. Site is privately owned and must be purchased by the Town.
2. DPW Facility is not an allowable use for zoning and also requires approval from the IPD District owners.
3. Wetland and zoning setbacks restrict the useable width of the site resulting in the need for an accessible partial 2 story structure.
4. Site grades will require the construction of some retaining walls.
5. Fueling facilities are not centrally located.
6. A portion of the site is unusable due to an existing aboveground stormwater management system.
7. Building may require more expensive finishes according to the Declarations of Easements, Covenants and Restrictions for the Canton Commerce Center which state that all buildings on site shall present architecturally finished surfaces on all walls which are compatible with the surrounding buildings.
8. Private ownership subject to Declarations of Easements, Covenants and Restrictions for the Canton Commerce Center.
9. Use as a DPW site will eliminate commercial property.
10. Potential negative impact to high density abutters.

V. Recommendations

Based on the results of the initial screening, site assessment, and the preparation of conceptual plans, Site 6 - 100 Commerce Drive and Site 1 - 51 River Road appear to be viable sites for a new DPW facility. The following is a list of activities which must be completed to ensure that the sites can be developed or purchased and developed for a New DPW facility.

Site 1 - 51 River Road

1. The AR-3 Zoning District does not permit the construction of a new DPW Facility / Highway Maintenance Facility. Consequently, the Town will need to either apply for a use variance from the Zoning Board of Appeals or establish a floating zone district which would permit the construction of a DPW Facility / Highway Maintenance Facility.
2. The Town must address the building coverage infringement as part of the variance or the floating zone.
3. The Town should conduct a subsurface investigation to determine if the subsurface conditions are appropriate to support a new building, are appropriate to support underground detention/infiltration of stormwater runoff, or have significant subsurface contamination which could significantly impact construction costs.

Site 6 - 100 Commerce Drive

1. The Industrial Park District does not permit the construction of a new DPW Facility / Highway Maintenance Facility. Consequently, the Town will need to either apply for a use variance from the Zoning Board of Appeals or establish a floating zone district which would permit the construction of a DPW Facility / Highway Maintenance Facility.
2. The Declarations of Easements, Covenants and Restrictions for the Canton Commerce Center state that each Site shall be used only for purposes permitted under the Zoning Regulations of the Town of Canton. No use shall be permitted on any Site until such use shall have been approved in writing by the Declarant. Approval by the Declarant shall be based on, among other things, conformity and harmony with the uses on other Sites and conformity to the purpose and general plan and intent of the Declaration. The Town should obtain use approval from the Declarant prior to purchasing the parcel.
3. The Declarations of Easements, Covenants and Restrictions for the Canton Commerce Center state that noxious or offensive activity and nuisances are prohibited (activities which produce a nuisance to adjacent sites such as, but not limited to, vibration, sound, electro-mechanical disturbances and radiation, air or water pollution, dust, or emission of odorous, toxic or non-toxic matter). The Town will need to confirm that the operation of the DPW fleet and the salt/sand operations are not considered noxious, offensive, or a nuisance by the Declarant prior to purchasing the site.
4. The Declarations of Easements, Covenants and Restrictions for The Canton Commerce Center contains restrictions associated with exterior storage of

materials which must be approved. The Town will need to confirm that the bulk material storage bins and the sander body storage racks are acceptable for exterior storage by the Declarant prior to purchasing the site.

5. Investigate potential land swap of the wetlands area at the entrance of the site to allow improved / more efficient development of the site.



Appendix A

Weston & Sampson

3/31/2009

Town of Canton
Department of Public Works
Site Selection Study - Initial List

| Site # | Address | Map / Parcel | Description | Private / Public | Active Use No Change Permitted No = Pass Yes = Fail | Site Size 2 Acres or > = Pass < 2 Acres = Fail | Wetlands No Impact on min. size = Pass Impact on min. size = Fail | Open Space No = Pass Yes = Fail | Flood Plain No = Pass Yes = Fail | Known Haz. Waste No = Pass Yes = Fail | Usable Area Topo > 30% Grades No = Pass Yes = Fail | Major Route Access < 1/2 mile = Pass > 1/2 mile = Fail | Score |
|--------|---------------------------|---------------|--|------------------|---|--|---|---------------------------------------|--|--|--|---|-------|
| 56 | 13 Allen Place | 10-4 / 31 | | Public | n/a | 3 acres = Pass | Fail | n/a | n/a | n/a | Yes = Fail | n/a | Fail |
| 57 | 72 Simonds Ave | 11-6 / 60 | Education | Public | Yes = Fail | 4.43 acres = Pass | Fail | Yes = Fail | n/a | n/a | Yes = Fail | n/a | Fail |
| 58 | 22 Woodland Drive | 5-6 / 89 | | Public | n/a | 6.34 acres = Pass | Fail | n/a | n/a | n/a | Yes = Fail | n/a | Fail |
| 59 | 2 Woodlodge Circle | 3-8 / 5900002 | | Public | n/a | 0.93 acres = Pass | Fail | n/a | n/a | n/a | n/a | n/a | Fail |
| 60 | 76 Simonds Ave | 11-6 / 81 | High School | Public | Yes = Fail | 26 acres = Pass | Fail | n/a | n/a | n/a | n/a | n/a | Fail |
| 61 | 17 Shumard Road | 10-6 / 67 | | Public | n/a | 1.2 acres = Fail | Fail | n/a | n/a | n/a | n/a | n/a | Fail |
| 62 | 7 Westbrook Drive | 3-10 / 72-A | | Public | n/a | 7.39 acres = Pass | Fail | Yes = Fail | n/a | n/a | n/a | n/a | Fail |
| 63 | 6 Westbrook Drive | 3-10 / 72-B | | Public | n/a | 4.28 acres = Pass | Fail | Yes = Fail | n/a | n/a | n/a | n/a | Fail |
| 64 | 6 Westwood Ave | 10-6 / 3 | | Public | n/a | 0.5 acres = Fail | Fail | n/a | n/a | n/a | n/a | n/a | Fail |
| 65 | 100 Simonds Ave | 10-6 / 6 | Contaminated Poor site conditions won't support DPW | Public | n/a | 4.66 acres = Fail | Fail | n/a | n/a | Yes = Fail | n/a | n/a | Fail |
| 66 | 88 Sycamore Lane Site | - | | Public | n/a | 2 acres or > = Pass | Fail | n/a | n/a | n/a | n/a | n/a | Fail |
| 67 | 89 Shopping Playing Field | - | | Public | n/a | 2 acres or > = Pass | Fail | n/a | n/a | n/a | n/a | n/a | Fail |
| 68 | 85 Cherry Brook | - | Hart's Corner | Private | No = Pass | 9.25 acres = Pass | Pass | No = Pass | No = Pass | No = Pass | No = Pass | n/a | Pass |

Notes:
1. Once a site receives one (1) failing score, the site is no longer considered viable. The remaining evaluation criteria are not reviewed and are labeled "n/a".



Appendix D

Weston & Sampson

Note: Maximum Score = 100

| | Factors | Site 1 41 Pine Rd | Site 2 651 Cedar Rd | Site 6 100 Commerce Dr | Site 7 541 Albany Trunk | Site 8 614 Albany Trunk | Site 9 15 Carlos Rogers Rd | Site 11 216 Commerce Dr | Site 12 252 Commerce Dr | Site 13 276 Commerce Dr | Site 19 4 Cherry Brook Rd |
|---|--|----------------------|------------------------|---------------------------|----------------------------|----------------------------|-------------------------------|----------------------------|----------------------------|----------------------------|------------------------------|
| 1. Property Ownership (8 Points) | Town owned parcel, no displacement of existing active/proposed use - high Town owned parcel, displacement of existing active/proposed use - low Active replacement Town owned parcel - available Privately owned parcel - unknown availability | 8 | 8 | 3 | 0 | 0 | 0 | 3 | 3 | 3 | 3 |
| 2. Location (8 Points) | Located on or near a Major Arterial Located on or near a Minor Arterial Not easily accessible to any arterials Condition of access roadway favorable Condition of access roadway poor | 4 | 2 | 4 | 4 | 4 | 0 | 4 | 4 | 4 | 4 |
| 3. Physical Site Features (10 points) | Useable area adequate (adequate future growth potential) Useable area limiting (impacting future expansion capabilities) Useable area inadequate Past use favorable Past use potentially unfavorable No known hazardous materials issues Unresolved hazardous materials issues | 6 | 6 | 3 | 0 | 6 | 0 | 3 | 3 | 3 | 6 |
| 4. Site History (6 points) | Allowable use Allowable use with variance Allowable use with variance and other private development restrictions No residential abutters Residential abutters (1 site) with adequate area for screening Residential abutters (multiple sites) with adequate area for screening Residential abutters (multiple sites) with limited area for screening | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| 5. Zoning Consistency (4 points) | Unresolved hazardous materials issues | 4 | 4 | 4 | 4 | 4 | 4 | 4 | 4 | 4 | 4 |
| 6. Environmental Impacts (16 points) | Allowable use Allowable use with variance Allowable use with variance and other private development restrictions No residential abutters Residential abutters (1 site) with adequate area for screening Residential abutters (multiple sites) with adequate area for screening Residential abutters (multiple sites) with limited area for screening No impacts to wetland area Indirect impact to wetland area Direct impact to wetland area Sewer available Sewer available nearby Water available Water available nearby No 7 minutes emergency permits required Excessive specialty permitting required | 2 | 2 | 0 | 2 | 2 | 2 | 0 | 0 | 0 | 2 |
| 7. Access to Utilities (8 points) | Not centrally located to other Town operations - no increase in trips Not centrally located to other Town operations - increase to current trip traffic | 4 | 4 | 4 | 4 | 4 | 4 | 4 | 4 | 4 | 4 |
| 8. Signaling (4 points) | Minimal impacts to DPW Excessive impacts to DPW | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| 9. Traffic Impacts (5 points) | Minimal impacts to DPW Excessive impacts to DPW | 10 | 10 | 10 | 10 | 10 | 10 | 10 | 10 | 10 | 10 |
| 10. Operational Impacts (12 points) | First and central to Town buildings First and central to town buildings Minimal cut and/or fill Moderate cut and/or fill Excessive cut and/or fill | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| 11. Cost of site development (14 points) | No acquisition costs No moderate acquisition costs (based on acreage) High acquisition costs (based on acreage) Minimal clearing Normal clearing Excessive clearing No restrictions impacting cost Some restrictions impacting cost Significant restrictions impacting cost | 6 | 6 | 2 | 0 | 2 | 2 | 2 | 2 | 2 | 2 |
| 12. Cost of construction (8 points) | Subtotal Site Score (not including acquisition cost impacts): | 61 | 44 | 58 | 57 | 57 | 43 | 46 | 48 | 48 | 67 |
| | Total Site Score (with acquisition costs factored into analysis): | 75 | 69 | 63 | 57 | 57 | 45 | 53 | 53 | 51 | 70 |
| | Ranking: | 1 | 4 | 3 | 5 (tied) | 5 (tied) | 10 | 7 (tied) | 7 (tied) | 9 | 2 |