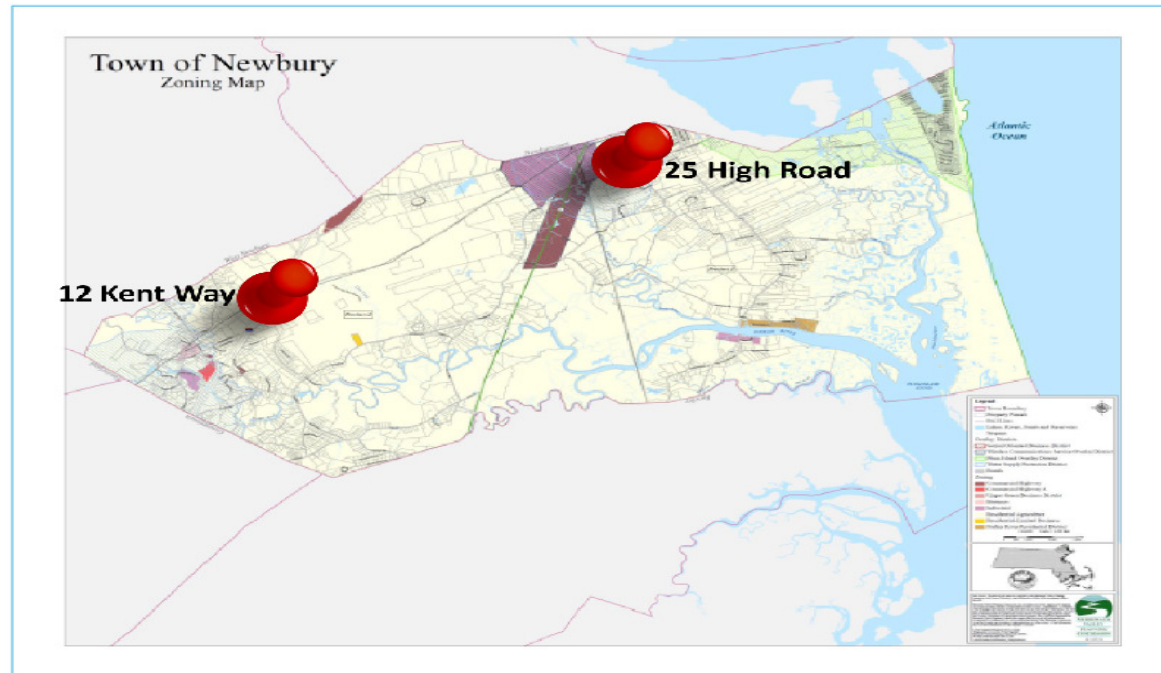


## NEWBURY MUNICIPAL BUILDING COMMITTEE



## 25 HIGH ROAD TOWN PROJECT



## 25 HIGH ROAD TOWN PROJECT

### THE ISSUE

“Newbury residents have long recognized that the current structure at 25 High Road has operated well past its planned life span. In addition, town employees moved out the facility and office trailers after health concerns were identified in 2016 into temporary office space that doesn't fully address the town's needs. By investing in a New Town Hall, Newbury can better serve its residents and control its future. Additionally, the investment cost can be offset by savings from not having to pay rent for office space in the future.”

# GOALS

01

To present/review all the work done to propose a solution to the programming needs and facility issues for the Town Hall.

02

To come to a joint understanding of each project component; scope, cost, site and project schedule

03

To reach a consensus on a single option to be studied for presentation to the Town's residents for preliminary design and engineering by a design professional.

04

25 HIGH ROAD TOWN PROJECT



# HISTORY

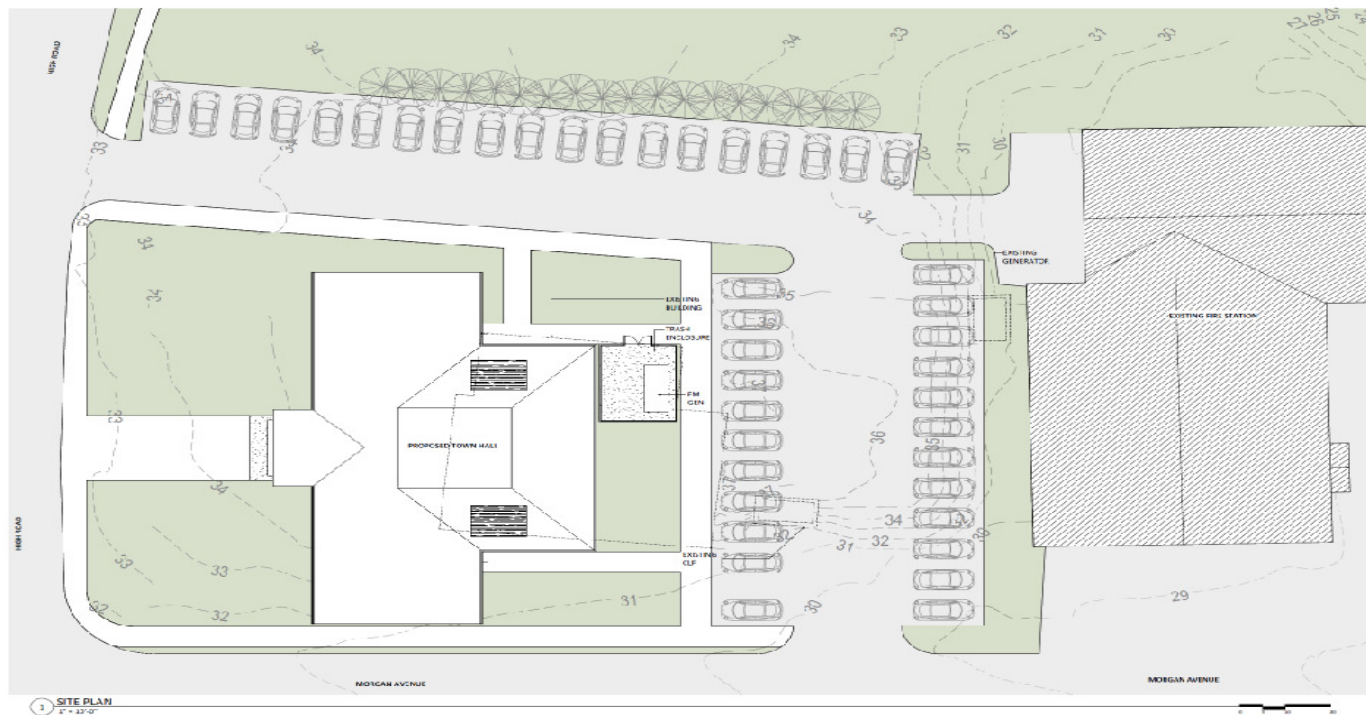
- **2004-25 HIGH ROAD LOWER LEVEL SELF-EVALUATION REPORT BY THE POLICE DEPARTMENT;**
- **2006-MASTER PLAN IDENTIFIES 25 HIGH ROAD TO BE OVERCROWDED AND SUGGESTS OPTIONS TO EXPLORE**
  - OVERCROWDED, NO ROOM FOR FUTURE GROWTH
  - FUNCTIONALLY OBSOLETE, NOT COMPLIANT WITH CURRENT BUILDING CODE,
  - RECOMMENDATION TO RELOCATE/REDEVELOP POLICE STATION, POTENTIALLY IN PUBLIC SAFETY
  - COMPLEX
- **2008-WOODBRIDGE SCHOOL COMMITTEE REPORT (March)**
  - CONFIRMED POLICE STATION DEFICIENCIES NOTED IN THE MASTER PLAN
  - EXPLORATION OF THE OPTION OF EXPANDING POLICE INTO THE FIRST FLOOR OF THE TOWN HALL IN CONJUNCTION WITH THE RELOCATION OF TOWN OFFICES TO WOODBRIDGE SCHOOL
- **2012-CPC - SITE INSPECTION REPORT & RECOMMENDATIONS (May)**
  - EVALUATION OF CURRENT POLICE STATION CONDITIONS
  - RECOMMENDATION TO CONDUCT SPACE NEEDS ASSESSMENT
  - RECOMMENDATION TO EXPLORE DEVELOPMENT/REDEVELOPMENT OPTIONS
- **2012-PUBLIC SAFETY SITE SELECTION COMMITTEE MIDTERM REPORT (December)**
  - IDENTIFICATION OF POTENTIAL SITES FOR POLICE FACILITY OR PUBLIC SAFETY COMPLEX
  - WOODBRIDGE SCHOOL — RENOVATION WITH ADDITION; GOVERNOR'S ACADEMY PROPERTY ON ROUTE 1; MANTER FIELD, BYFIELD; NEWBURY TOWN LIBRARY, BYFIELD; COMBINED TOWN HALL, POLICE STATION, AND FIRE STATION AT 25 HIGH ROAD/3 MORGAN AVE.; TOWN FOREST, BOSTON ROAD; OTHER TBD
- **2013-PUBLIC SAFETY COMPLEX COMMITTEE (June)**
  - ASSESSMENT OF SPACE NEEDS AND FUNCTIONAL DEFICIENCIES — FIRE, EMA, AND POLICE DEPARTMENTS
  - PLAN FOR FUTURE NEEDS — 30 YEARS
  - MAINTAIN TWO UP-TO-DATE FIRE STATIONS FOR A HIGH LEVEL OF SERVICE FOR ALL AREAS OF TOWN

# OPTION 1

## New Replacement Structure:

Building a new 2-1/2 story town hall to meet the programming needs that will address Newbury's projected growth over the next 30 years and beyond.

# 25 HIGH ROAD TOWN PROJECT



1 SITE PLAN  
2" = 32'-0"

 <b>context</b> ARCHITECTURE <small>1000 Main Street, Suite 200, Newbury, MA 01951</small>	
<b>NEWBURY TOWN HALL</b> 25 HIGH ROAD, NEWBURY, MA 01951 <small>PROJECT NUMBER: 222</small>	
<b>SITE PLAN</b>	
Scale: 1" = 32'-0" Drawn by: JT	In: Title Date:
<b>SP.1</b>	

## VIEW DOWN HIGH RD

NEWBURY TOWN OFFICES



context  
ARCHITECTURE

VIEW DOWN HIGH RD

June 28, 2022

08

## 25 HIGH ROAD TOWN PROJECT

## VIEW UP HIGH RD

NEWBURY TOWN OFFICES



context  
ARCHITECTURE

VIEW UP HIGH RD

June 20, 2022

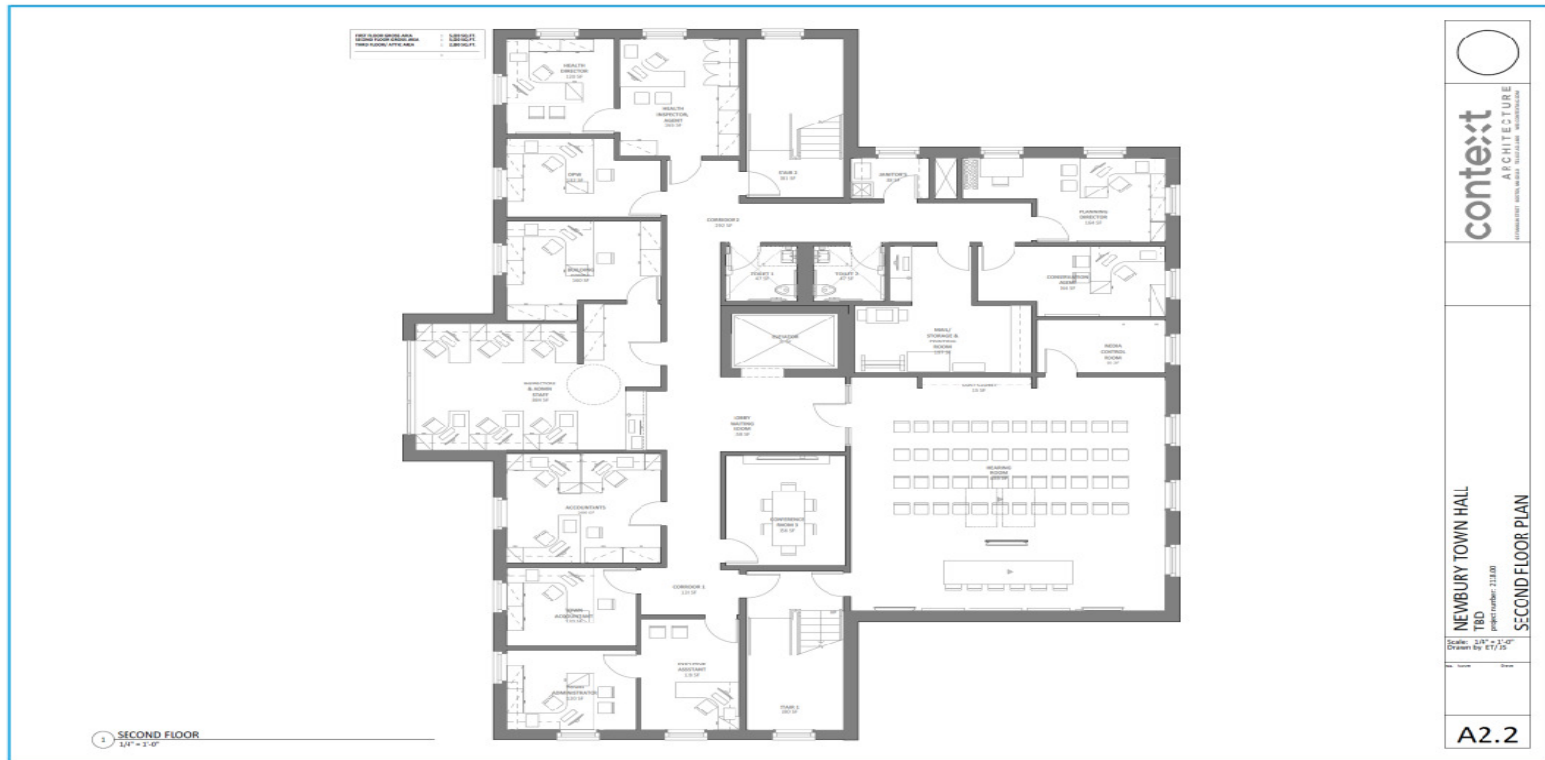
09

## 25 HIGH ROAD TOWN PROJECT

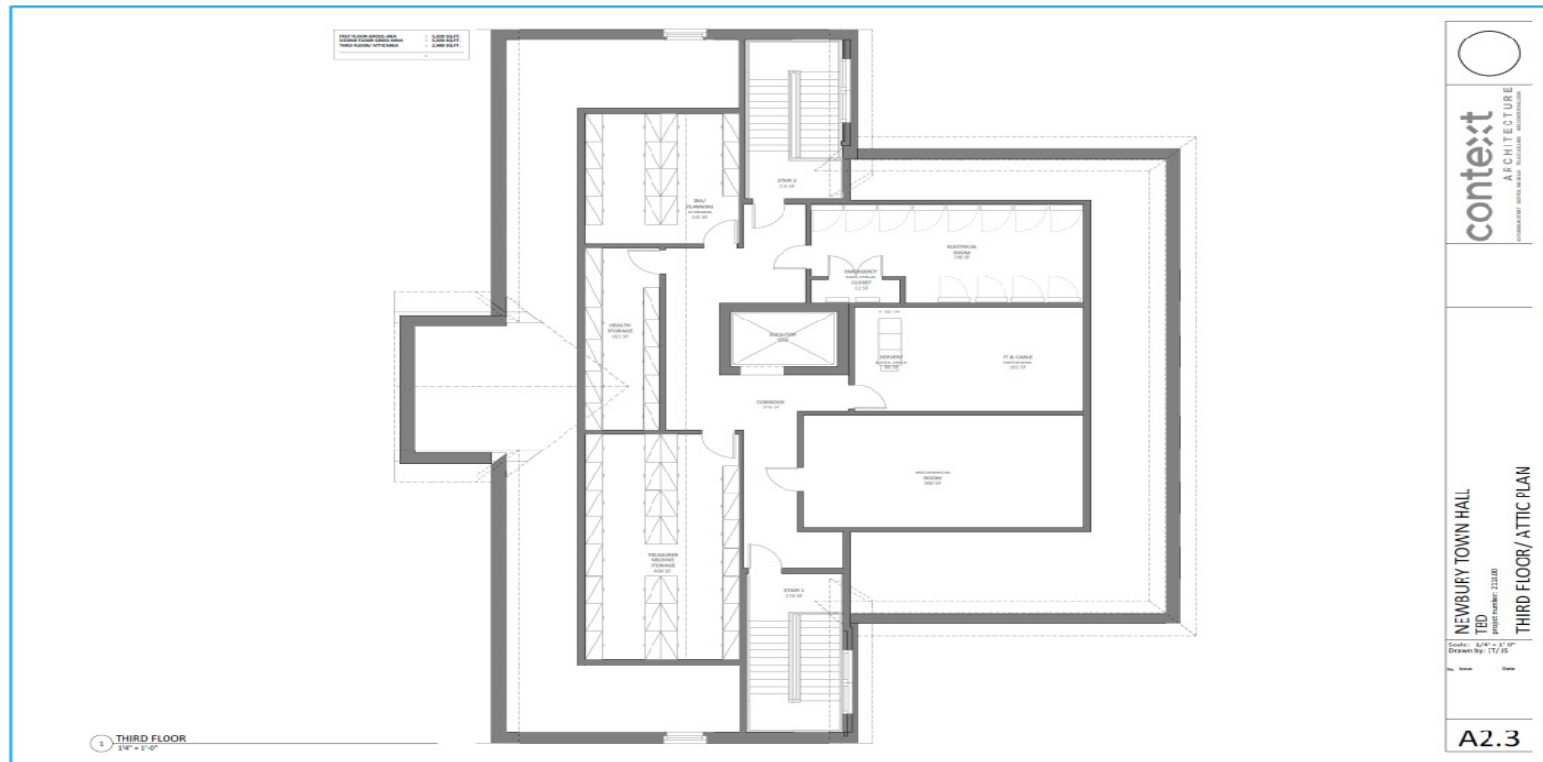








## 25 HIGH ROAD TOWN PROJECT



# OPTION 2

## Raise-Renovate-Expand Existing- Addition:

The current headroom height of the basement level doesn't meet the code, so there are Two approaches to address this: raise the first-floor level and install a new foundation or lower the slab. Both options have potential drawbacks and costs. Raising the upper level and installing a new foundation would provide more headroom but could create access issues. Additionally, the cost would likely be at the cost per square foot of new construction or even higher. Lowering the slab could also have drawbacks, including potential water table issues and the high costs of avoiding those issues.

Note: "All new work (including additions and new work within the existing structure) and anything existing that is altered must comply with current building code requirements."

# EXISTING CONDITIONS

Renovating the old Town Hall building at 25 High Road is more expensive than building a New Town Hall structure from scratch. Older buildings require significant upgrades to meet modern standards and current codes, which involve complex and costly work, updating electrical and plumbing systems, installing new HVAC systems, and reinforcing structural elements. Additionally, improvements to accessibility include installing ramps, elevators, and other features not present in the original design. These factors contribute to the higher cost of renovating an older building to meet modern standards.

# 25 HIGH ROAD DEFICIENCIES

- Poor to hazardous air quality per M.G.L. c. 111 sec. 5 continues to be an issue
- Leaking roof during mild storms
- Rodent activity (violation of 105 CMR and OSHA regulations)
- Improper fire separation between floors (violation of Chapter 5 of 780 CMR)
- Non-compliant accessibility issues (violation of 521 CMR)
- Inadequate restroom facilities (105 CMR and OSHA regulations)
- Sprinkler system is lacking but highly recommended
- Lack of proper document storage (violation of M.G.L. 6)
- Overall crowding of all offices led to multiple trailer purchases
- Floor-to-ceiling height in the basement level does not meet the code requirement for habitable space



"A two-story grange building was built on the 25 High Road site in the early part of the 20<sup>th</sup> century. It was replaced by the current structure after it was destroyed by fire c.1927."





**"The replacement grange hall was sold to the Town of Newbury in 1937 as a town Hall."**

## Town Hall addition 1977



18

25 HIGH ROAD TOWN PROJECT

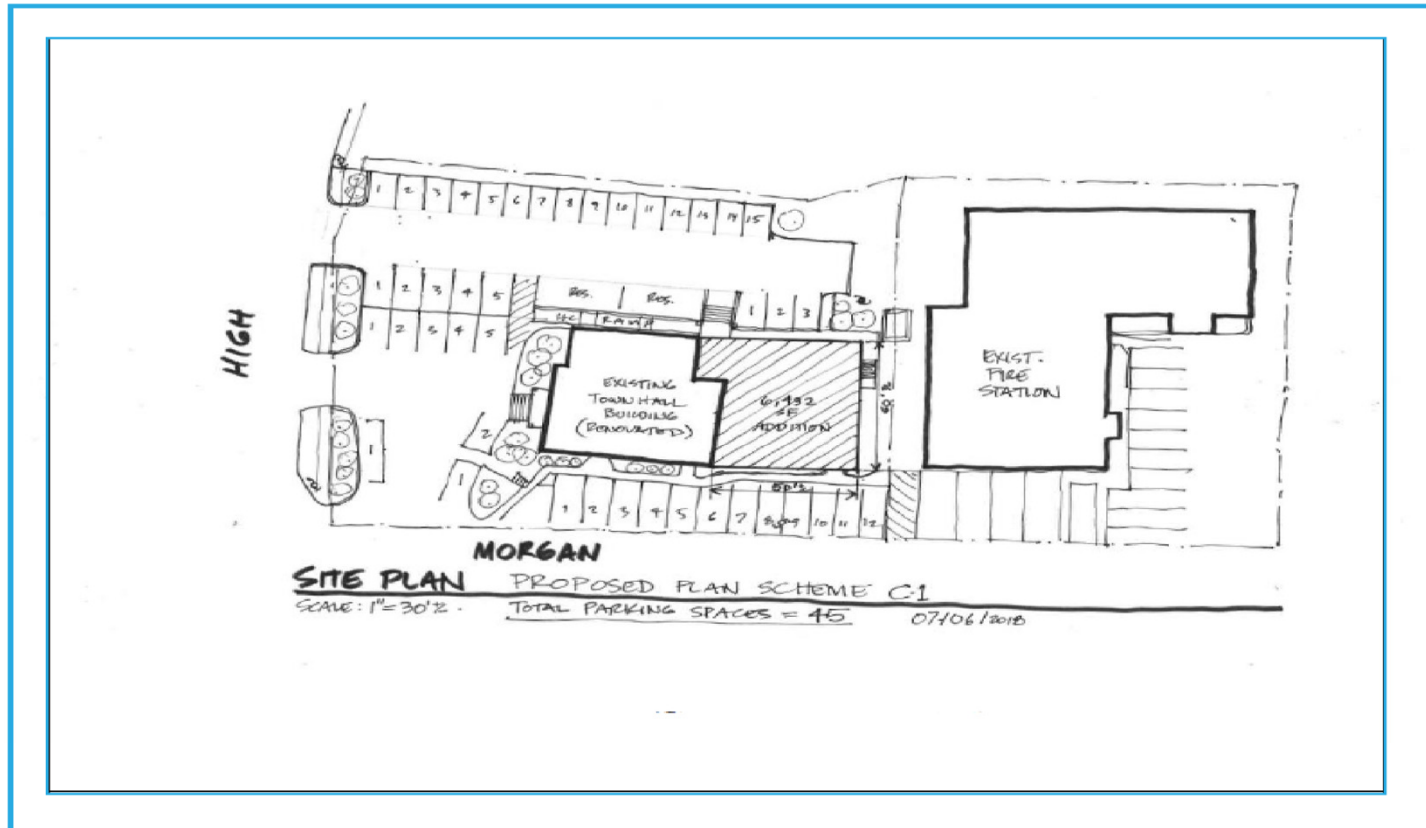
# Town Hall Trailers



19

25 HIGH ROAD TOWN PROJECT

## 25 High Road Proposed Plan with Addition



# DUE DILIGENCE

01

The committee has explored several potential sites, and various development options have been considered, illustrating how a New Town Hall facility could be constructed on multiple sites.

02

The 25 High Road location is the recommendation. In addition, the committee has considered the importance of Building Aesthetics to fit in with the surrounding historic district.

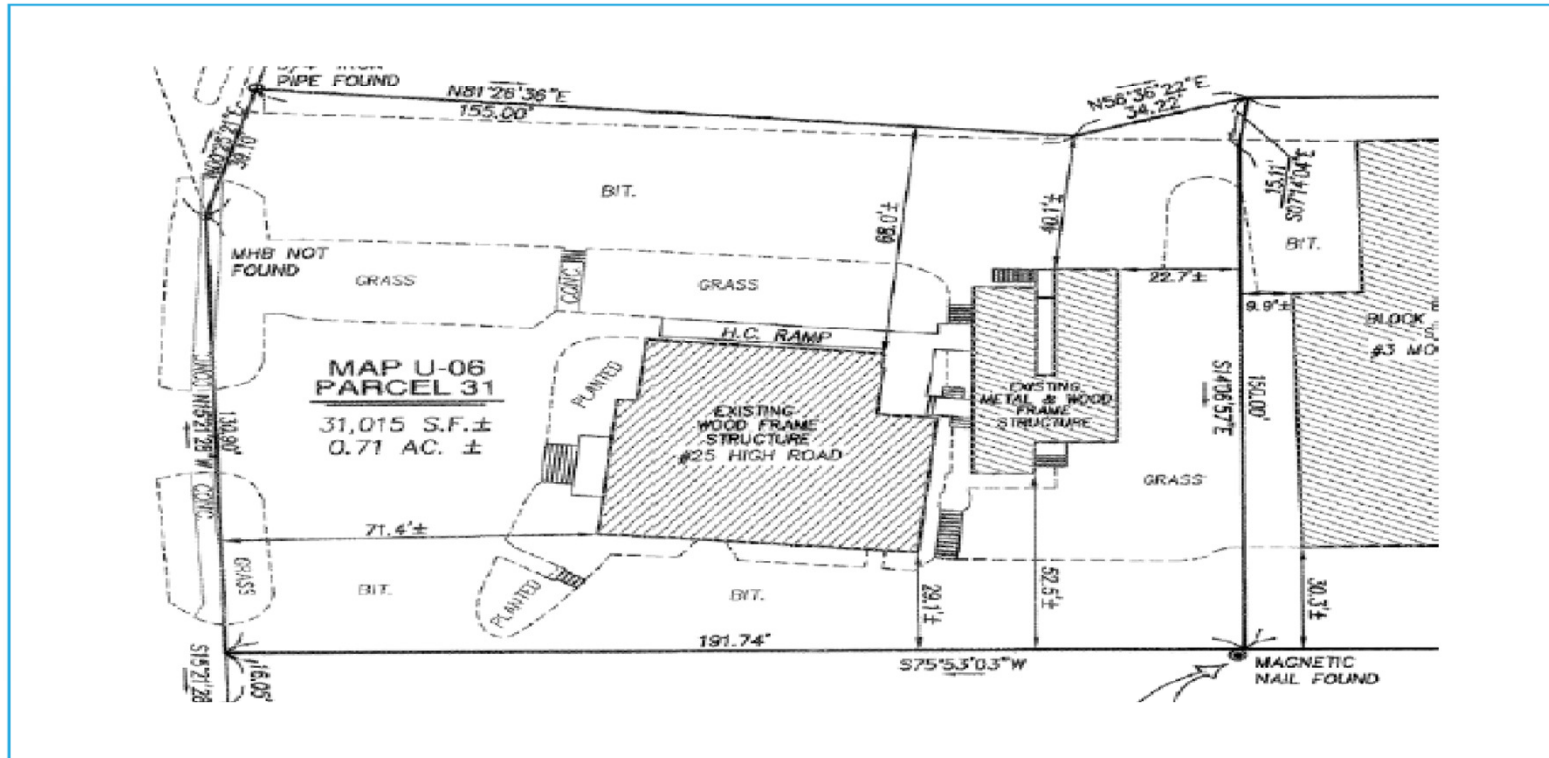
## OPTIONS CONSIDERED

01. New Town Hall & New Police Station on the Existing Hall Site.
02. New Police Station – Somewhere (Several locations) Town Hall Renovation.
03. New Town Hall – Somewhere New Police Station on the Existing Town Hall Site.
04. Renovated Town Hall with New Addition Renovated Police Station with New Addition.
05. Public Safety Complex, Combined Police & Fire.

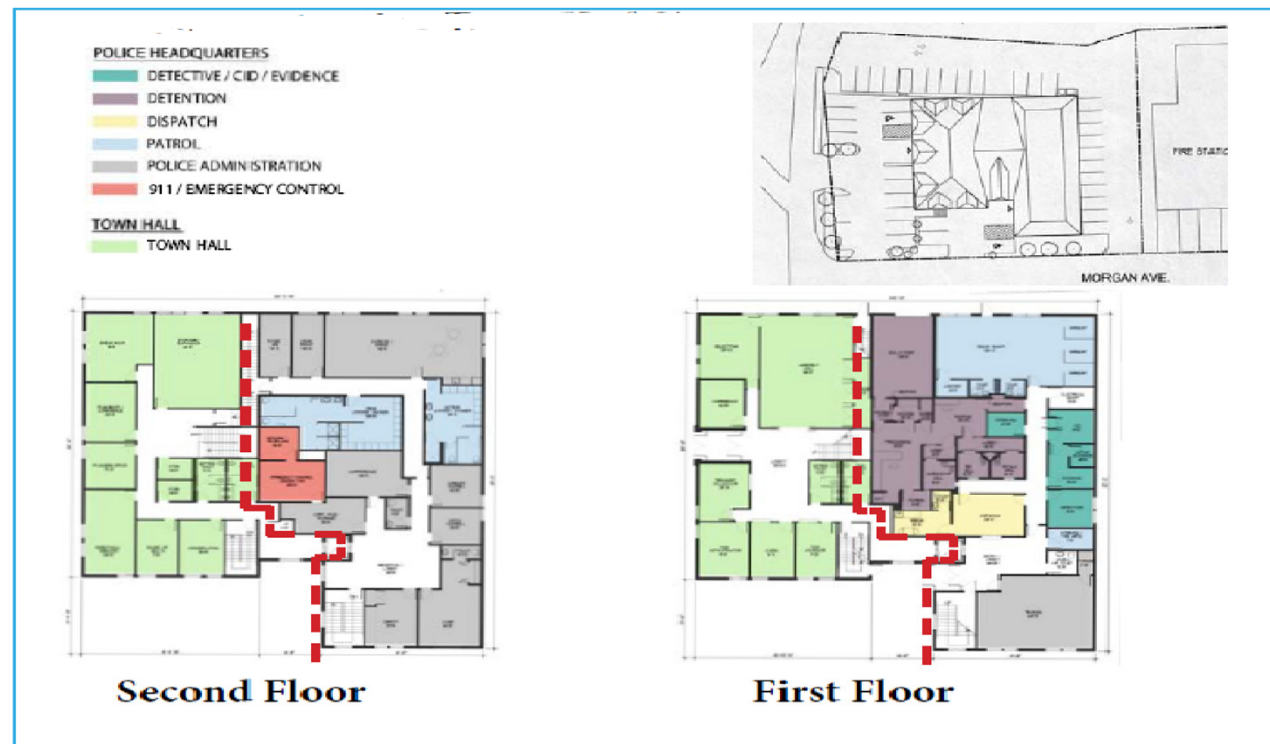


# Sites considered as follows:

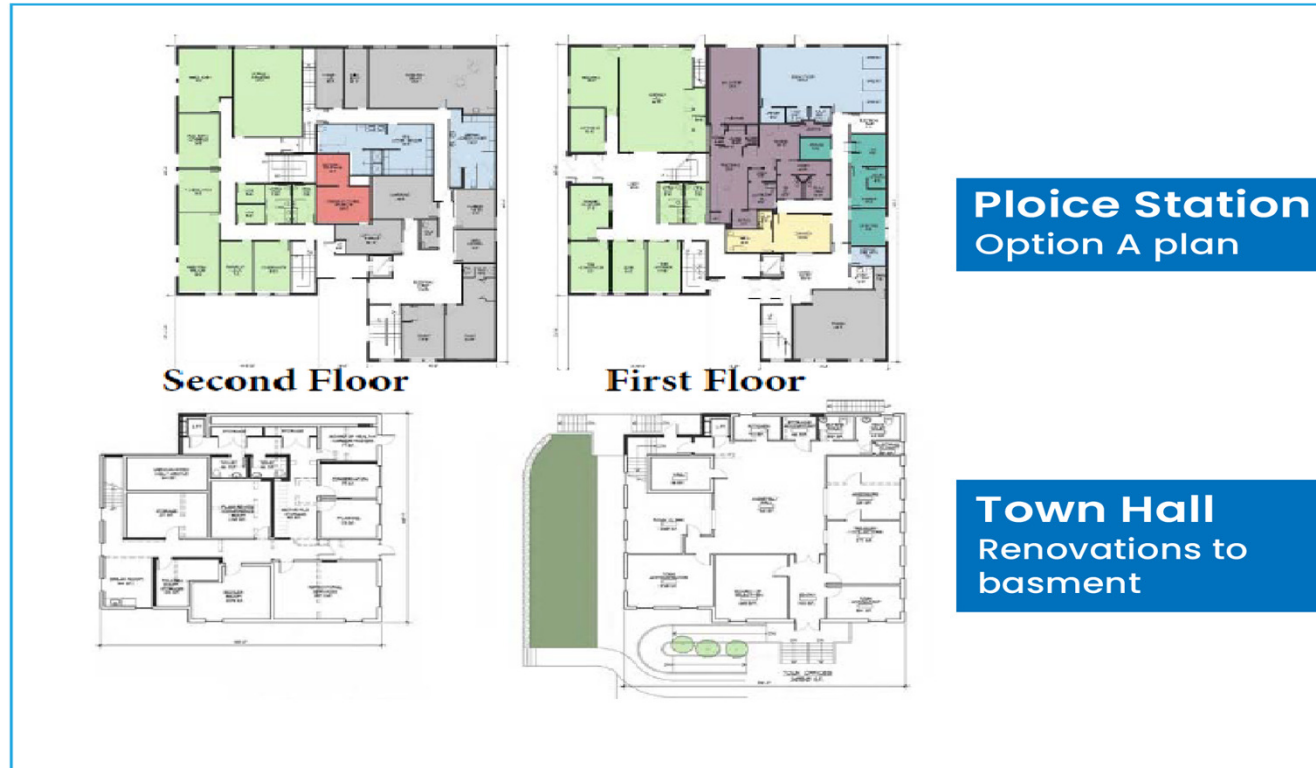
## Existing Town Hall & Police Site Plan



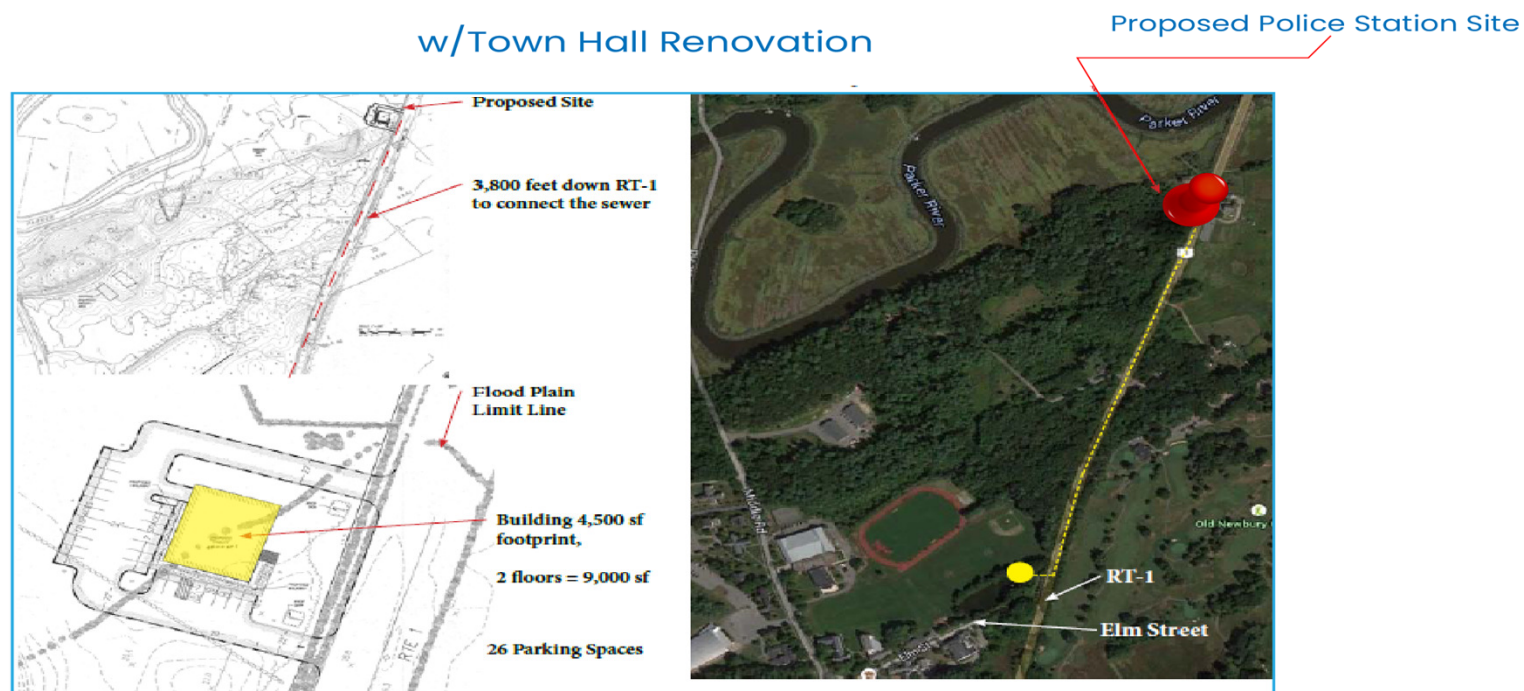
# Option A – New Town & New Police Station on the Existing Town Hall Site



## Option B – New Police Station – Somewhere in Town



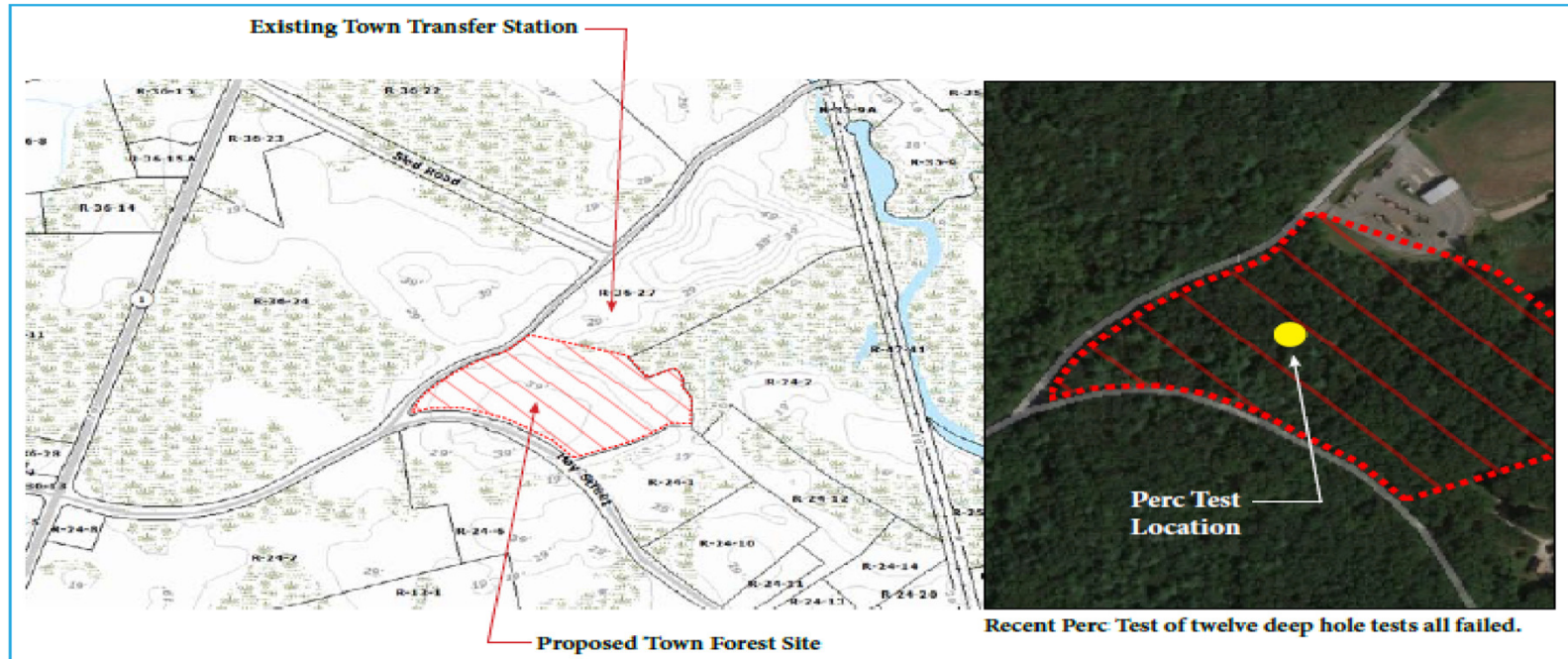
## Option B1 – New Police Station – Governors Academy Site RT-1





# Option B2-New Police Station-Boston Road-Town Forest

Town Hall Renovation



## Option C – New Police Station @ High Road

Town Hall Moves to Another Location, TBD

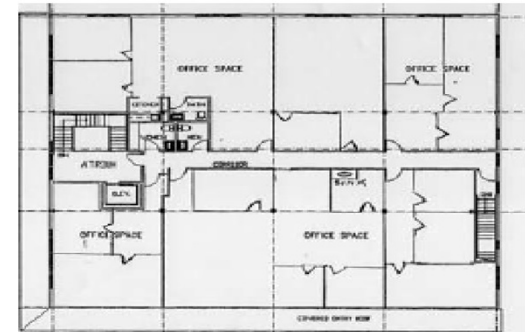


Total Gross Area = 14,220 sf

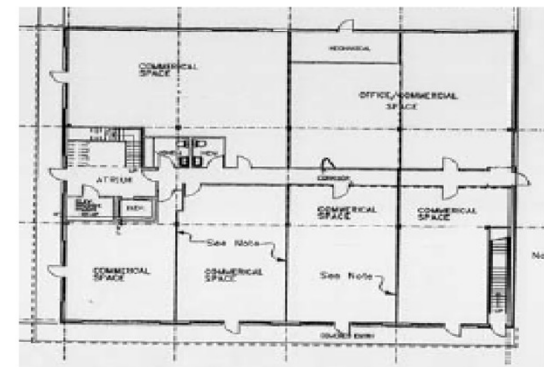
First Floor = 7,110 sf

Second Floor = 7,110 sf

Parking = 45 spaces



Second Floor

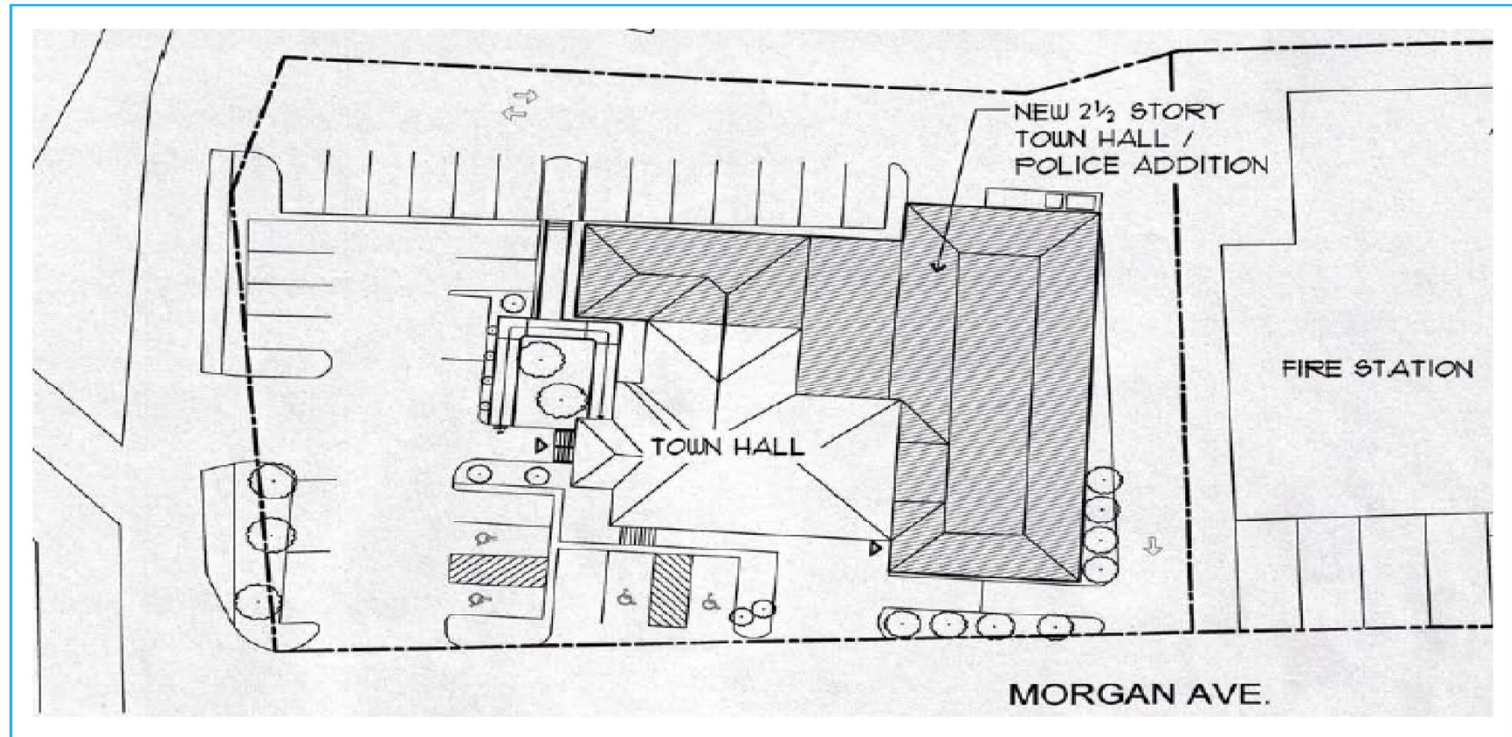


First Floor



## Option D – Renovated Town Hall With New Addition

Renovated Police Station with New Addition



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25 HIGH ROAD TOWN PROJECT

## Option E – Public Safety Complex, Combined Police & Fire

“Town Hall Renovation/Addition”



30

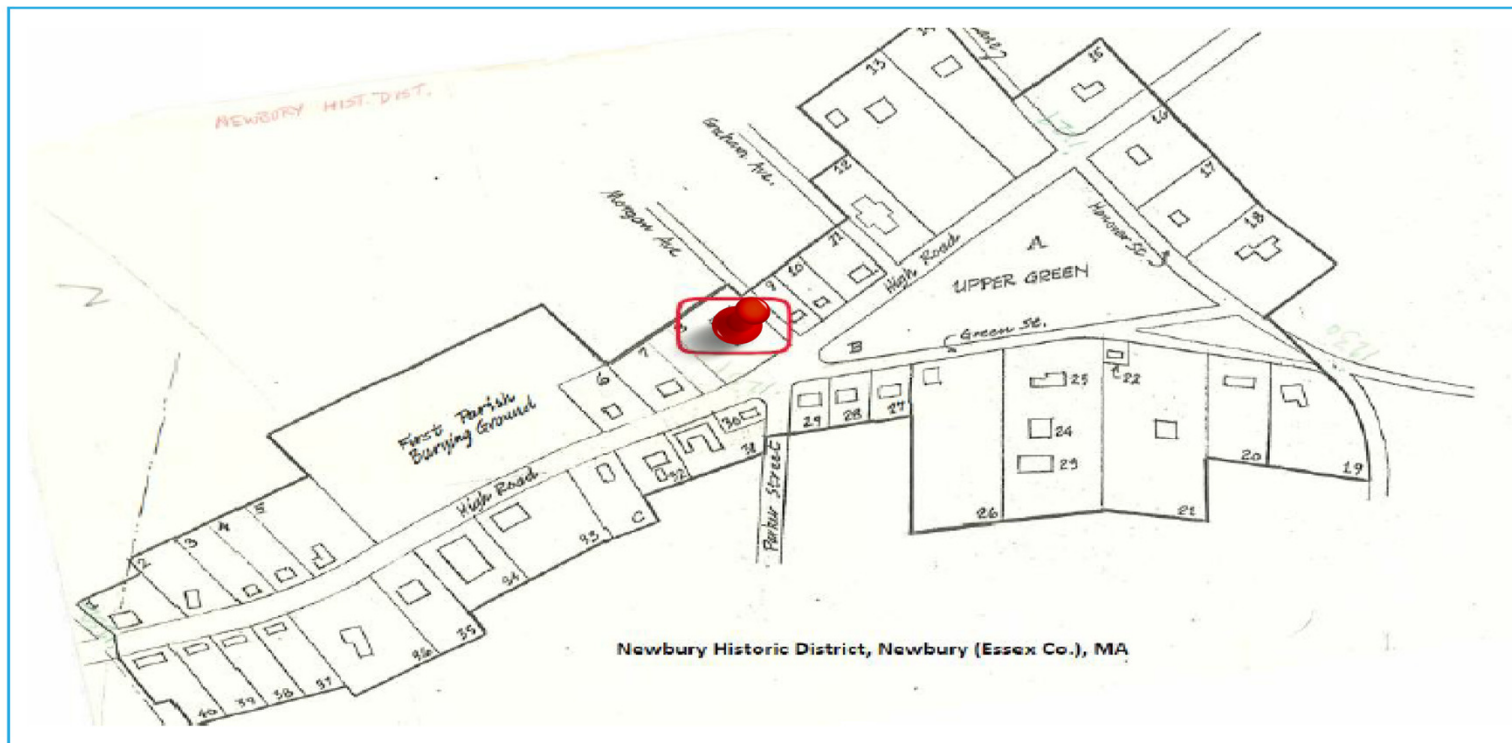
25 HIGH ROAD TOWN PROJECT

## SOLUTION

25 High Road is situated in the heart of the Newbury Historic District. The district's buildings have served as the community center of Newbury for many years and is a fitting location for the long-awaited Newbury TOWN HALL project and will help to preserve and enhance this historic district for years to come.

Town meeting members have approved approximately \$4.5 million for TOWN HALL needs in the past and will again consider adding another \$1 million to the town hall fund, reducing potential borrowing costs. Today, if the town borrowed \$7,000,000.00 at the current A.A.A. rate of 3.5%, for about \$120 PER YEAR (average household), Newbury residents can control the future of our town, not relying on rented office space that doesn't address our town's needs.

# Newbury Historic District



32

## 25 HIGH ROAD TOWN PROJECT

## MUNICIPAL BUILDING COMMITTEE RECOMMENDATION

25 High Road is situated in the heart of the Newbury Historic District. The district is home to a variety of important community structures, including residential, civic, educational, religious, cultural, and commercial buildings. The district's buildings have served as the community center of Newbury for many years and is a fitting location for the long-awaited Newbury Town Hall project and will help to preserve and enhance this historic district for years to come.

The MUNICIPAL BUILDING COMMITTEE recommends Option 1 as the most cost-effective and esthetically compatible with the Newbury Historic District. It would reduce potential traffic flow problems, reduce the number of curb cuts, and cars backing out onto Morgan Ave.



NEWBURY TOWN HALL  
MEMO – 4/6/2023

Subject: Renovation/Addition Challenges to Project Cost and Complexity  
Distribution: Bob Connors Chair, Municipal Building Committee  
File: 2118: 2.1

### Renovation/Addition Challenges to Project Cost and Complexity

Compared to new construction, there are pronounced differences in cost and complexity when contemplating a renovation/addition project like one that could include renovating and expanding the Newbury Town Hall. There are several factors that increase risk to the Owner and must be considered. These include:

1. Increased designer cost – The documentation of existing conditions is expensive work that is now done mostly with 3D laser scanning tools to create digital building models. Digital models must be examined and reworked before they can begin to be used in drafting new plans. The costs for the engineers and architects to repeatedly visit the site to document conditions and details as well as the inefficiency of the design for these areas create added cost to the owner.
2. Reduced efficiencies – by having to deal with unusual, challenging, or archaic conditions, the builder must deviate from the most efficient practice, this leads to increased time needed to complete tasks and the overall work which translates directly into increased cost.
3. Planning and documentation challenges – the designer must attempt to understand the existing conditions and pass this understanding along to the contractor using 2D depictions. The extent to which a designer can document the totality and specificity of the conditions is limited which routinely leads to added cost where conditions differ from the documents.
4. Hidden latent conditions – regardless of the state of the existing conditions, there will always be hidden areas, unseen and unknown to the owner, designer, and contractor. Once exposed during construction, it is often the case that accommodation must be made in the work and would constitute a legitimate change order.
5. Public Bidding Requirements – When issuing requests for bid to contractors on public building construction projects the State requires the totality of the work to be clearly documented within the plans and specifications and requires the owner to generally choose the lowest bid. It is not possible for the contractor to properly bid the project and take any "contingencies" or "assumptions" into account as theirs will likely not represent the lowest bid. Therefore, from the beginning the owner should carry a sizeable contingency to account for the items the contractor will encounter and will need to be incorporated. This contingency is typically 10% or greater for renovation projects.
6. Compromising owner requirements – frequently existing conditions will require the owner to compromise their requirements for the space, function and use of a project due to physical limitations (height, width depth) as well as cost driven concerns.

These factors lead directly to increased cost and/or increased time (which equates to cost) needed to construct the work. In our opinion, sound practice for renovation projects should anticipate the cost per square foot will be equal or greater than new construction of the same area, plus the owner must also include a higher contingency in their project budget, leading to an overall greater project cost.

We have recently heard from local builders that customarily perform work in the public bidding sector, and they concur with the expectation that renovation is a costly method. Their points include:

Project Name  
Page 2 of 2

1. Cost per square foot will equal or exceed new construction.
2. The Owners contingency for renovation-addition should be carried at 25% of the construction cost, not 7 to 10% which is routine for new construction.
3. The total excusable delay for the contractor should be anticipated at 5-7 months, sorting through unknown existing conditions.
4. Excusable delay costs \$140,000 per month to account for the contractors' general conditions and the cost of the Owner's project manager and designer.

As it pertains specifically to the renovation of the Newbury Town Hall, it is highly likely that all of the factors above will come into play and consequently any project budget will need to be properly increased to accommodate these issues.

**Newbury Town Hall cost components 4-6-23**

	A	B	C
1	Estimate of Probable costs	Renovation-Addition	New construction
2	Construction costs New addition (7,000SF) to existing; v. new construction (10,000SF)	\$ 4,489,000.00	\$ 8,282,429.00
3	Attic improvements (3rd floor) (3,000SF)	\$ 1,250,000.00	
4	Building removal		\$ 68,000.00
5	Renovation existing structure (3200SF)	\$ 2,048,000.00	
6	Escalation (4%)	\$ 311,480.00	\$ 334,017.00
7	sub total	\$ 8,098,480.00	\$ 8,684,446.00
8			
9	SOFT COSTS		
10	Design & Engineering		
11	Architectural and Engineering fees	\$ 950,000.00	\$ 950,000.00
12	Allowance for extra services and Owner changes	\$ 30,000.00	\$ 30,000.00
13	Reimbursable expenses	\$ 7,500.00	\$ 7,500.00
14	Furnishings Design fee	\$ 10,000.00	\$ 10,000.00
15	Tel/Data & Security Consultant	\$ 20,000.00	\$ 20,000.00
16	sub total	\$ 1,017,500.00	\$ 1,017,500.00
17			
18	Professional Services		
19	Owners Project Manager & Clerk of the Works	\$ 350,000.00	\$ 400,000.00
20	MEP Commissioning	\$ 30,000.00	\$ 30,000.00
21	Construction Testing	\$ 30,000.00	\$ 30,000.00
22	sub total	\$ 410,000.00	\$ 460,000.00
23			
24	Fixtures, Furnishings & Equipment		
25	Furnishings & Equipment (incl HD storage)	\$ 155,000.00	\$ 155,000.00
26	Allowance for Computer Equip., Network cable server	\$ 250,000.00	\$ 250,000.00
27	Allowance for Telephone System & Equip.	\$ 50,000.00	\$ 50,000.00
28	Allowance for Security & CCTV System	\$ 144,000.00	\$ 144,000.00
29	sub total	\$ 599,000.00	\$ 599,000.00
30			
31	Project Related Expenses		
32	Topographic and Utility Survey	\$ 11,000.00	\$ 11,000.00
33	Printing bid sets & advertising	\$ 5,000.00	\$ 5,000.00
34	Moving Expenses	\$ 30,000.00	\$ 30,000.00
35	Utility Fees & Back charges	\$ 10,000.00	\$ 10,000.00
36	sub total	\$ 56,000.00	\$ 56,000.00
37			
38	Project Contingency (7%) New construction		\$ 757,186.22
39	Project Contingency (25% Renovation-addition	\$ 2,531,245.00	
40	PROJECT TOTAL	\$ 12,656,225.00	\$ 11,574,132.22
41			
42	*Reserve	\$ 980,000.00	
43	Renovation-Addition project Total	\$ 13,636,225.00	
44	* Reserve: Renovation-addition projects typically add 5-7 Months of excusable delay		
45	increasing soft costs (AIA/OPM)-General conditions monthly costs of \$140,000.00 per month		



Newbury Town Hall cost components 3-10-23			
	A	B	C
1	Estimate of Probable costs	Budget 1-11-23	Budget 3-10-23
2	Construction costs (10,400 SF)	\$ 6,656,000.00	\$ 8,282,429.00
3	Attic improvements (3rd floor)	\$ 1,250,000.00	
4	<i>Building removal</i>		\$ 68,000.00
5	Escalation (4%)	\$ 317,000.00	\$ 334,017.00
6	sub total	\$ 8,223,000.00	\$ 8,684,446.00
7			
8	SOFT COSTS		
9	Design & Engineering		
10	Architectural and Engineering fees	\$ 950,000.00	\$ 950,000.00
11	Allowance for extra services and Owner changes	\$ 30,000.00	\$ 30,000.00
12	Reimbursable expenses	\$ 7,500.00	\$ 7,500.00
13	Furnishings Design fee	\$ 10,000.00	\$ 10,000.00
14	Tel/Data & Security Consultant	\$ 20,000.00	\$ 20,000.00
15	sub total	\$ 1,017,500.00	\$ 1,017,500.00
16			
17	Professional Services		
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32	Printing bid sets & advertising	\$ 5,000.00	\$ 5,000.00
33	Moving Expenses	\$ 30,000.00	\$ 30,000.00
34	Utility Fees & Backcharges	\$ 10,000.00	\$ 10,000.00
35	sub total	\$ 56,000.00	\$ 56,000.00
36			
37	Project Contingency (7%)	\$ 635,775.00	\$ 757,186.22
38			
39	PROJECT TOTAL	\$ 10,885,275.00	\$ 11,574,132.22

## PROJECT SCHEDULE

- 2023 April 25th ATM – Request Funding for Project
- 2023 May 9th Ballot Initiative for Debt Exclusion Override
- 2023 May 15th Design and Engineering notice to proceed to July 2023
- 2023 July 21st Complete documents for design & development cost estimate
- 2023 July 23rd Value Engineering (if needed)
- 2023 July 24th Construction Documents start to October 2023
- 2023 October 10th Review of construction documents and estimate
- 2023 Oct 15th Value Engineering (if needed)
- 2023 Nov 1st Project Bidding
- 2024 Jan 5th Construction Starts, estimated 12 months of construction
- 2025 January 20th Construction Completed – Start Finishes-Furnishings-Equipment
- 2025 March 10th Facility ready to occupy

PROGRAM COMPARISON

12 KENT WAY  
VS.  
TOWN HALL SPACE NEEDS

KENT WAY	Square footage	TOWN HALL PROGRAM NEEDS	Square footage
Current net footage	5,116	Proposed net footage	6,814
Missing locations net footage	2,400		
Grossing factor	2,254	Grossing factor	3,258
Missing MEP-HVAC-Vault	1,123		
Storage trailers	580		
Sub-total	11,473	Sub-total	10,072
		Attic storage	2,600
TOTAL	11,473	TOTAL	12,672

Kent Way v. Newbury Town Hall, Program Comparison

SPACE NEEDS SUMMARY

Program Type	Space	Kent Way Net SF	1st	Floor 2nd	Attic
SHARED SPACE			TOWN HALL NEEDS		
1.0	Public & Other Shared Spaces				
1.1	Vestibule	0	170		
1.2	Public Lobby	0	320		
1.3	Toilet (single user)	0	98	98	
1.4	Media Control Room	0		80	
1.5	Large Meeting / Hearing Room	852		760	
1.6	Medium Conference Room	0	240		
1.7	Small Conference Room	0	160	140	
1.8	Printing / Plotting / Storage	417		220	
1.9	Break Room	203		240	
1.10	Archive Storage	0	0	0	
2.0	Administration & Finance				
2.1	Town Administrator	150		125	
2.2	Executive Administrator	620		110	
2.3	Town Accountant / Assist. Finance Director	137		125	
2.4	Accountants (2ppl)	204		175	
3.0	Clerk				
3.1	Town Clerk (incl state computer)	295	125		
3.2	Assistant Town Clerk (existing counter)	130	100		
3.3	Clerk File Storage	90	300		
3.4	Vault	0	520		
4.0	Assessor				
4.1	Principal Assessor	127	125		
4.2	Assessors Clerk (existing counter)	166	110		
4.3	Assessing File Storage	37	160		
5.0	Treasurer				
5.1	Treasurer / Collector	123	125		
5.2	Assistant Treasurer / Collector (existing counter)	166	100		
5.3	Treasurer File Storage	37	100		
6.0	Planning & Zoning				
6.1	Planning Director	196		140	
6.2	Planning Board Admin	123		95	
6.3	Planning File Storage	37			160

2

## 25 HIGH ROAD TOWN PROJECT

Kent Way v. Newbury Town Hall, Program Comparison

Prgm Type No.	Space Description	Existing NASF	1st	Floor 2nd	Attic
<b>7.0</b>	<b>Inspectional Services &amp; Conservation</b>				
7.1	Building Commissioner	227		140	
7.2	Inspectors	0		200	
7.3	Building File Storage	0			100
7.4	Conservation Agent	shared		120	
7.5	IS/Conservation/ZBA Admin (existing counter)	166		95	
7.6	Conservation File Storage	0			160
7.7	ZBA File Storage	0			160
<b>8.0</b>	<b>Health</b>				
8.1	Health Director	205		120	
8.2	Health Inspector	shared		100	
8.3	Health File Storage	0		135	
8.4	Health Storage	0			160
<b>9.0</b>	<b>IT</b>				
9.1	IT Director & Operations	117	125		
9.2	IT Equipment Storage	0			150
<b>10.0</b>	<b>Public Works</b>				
10.1	DPW Director	0		80	
<b>11.0</b>	<b>Building Support</b>				
11.1	Building Supplies	0	0		
11.2	Janitor Closet	0	80		
11.3	Elevator (stops)	0	64	64	64
11.4	Elevator Machine Room	0	80		
11.5	Network Room	291			400
11.6	Electrical Room	0	150		
11.7	Mechanical Room	0			250
11.8	Sprinkler Room	0	70		
11.9	Trash & Recycling	0	70		
	Subtotal (Net Square Footage)	5,116	3,392	3,422	1,664
	Missing location/function at Kent Way	2,400			
	Grossing Factor (walls, corridors, chases, etc.)	2,255	1,644	1,614	1,216
	<b>TOTAL SQUARE FOOTAGE</b>	<b>9,770</b>	<b>5,036</b>	<b>5,036</b>	<b>2,880</b>
	Outside storage at Kent Way	580			
	Missing storage space inside at Kent way	1,123			
	<b>Total</b>	<b>11,483</b>			<b>12,952</b>

## 25 HIGH ROAD TOWN PROJECT

NEWBURY POLICE DEPARTMENT FACILITY  
SITE INSPECTION REPORT AND RECOMMENDATIONS



RESPECTFULLY SUBMITTED  
BOB CONNORS

CHAIR, NEWBURY CAPITAL PLANNING COMMITTEE  
MAY 8, 2012

Newbury municipal facilities continue to operate well past their planned life span and the Police Department's facility is no exception. The facility has become seriously overcrowded, suffers from a lack of sufficient infrastructure (HVAC, electrical, data, and telecommunication) and is challenged to provide Newbury with vital services given outdated security and safety systems which if not addressed will ultimately result in a decline of operational efficiency and morale.

In brief, the facility does not meet current standards for the programmatic needs of a 21<sup>st</sup> century police department facility such as a secure entry lobby, a communications center, a cellblock, interview rooms, men's and women's locker rooms, training rooms, offices, evidence storage, booking room, squad room, day room, garage or a sallyport.

Building a new police station is of course an expensive and complicated endeavor that will need full public support to be successful. To gain support, the public must first understand *why* this project is so important as well as *how* critical concerns and shortcomings with our current Police Department's facility puts public safety at risk. The following site inspection evaluation and related recommendations are respectfully submitted for consideration in addressing the Newbury Police Department's facility.

## **INDOOR AIR QUALITY ASSESSMENT**

**Commonwealth of Massachusetts  
Newbury Town Hall  
25 High Road  
Newbury, MA**



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