



Town of Orleans

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COMMUNITY PRESERVATION PROJECT APPLICATION

Project Title: Rehabilitation of Community Building (Old Firehouse) 44 Main Street
Submission Date: November 22, 2021

Applicant (*note if Town, individual or non-profit*): Select Board
Address: Town Hall

Co-Applicant, if any (*note if Town, individual or non-profit*):
Address:

Project Contact Person: Alan McClennen, Chair, Community Building Renovation Task Force

Telephone: (617) 448-3696 © (508) 255-9617 (h)

E-mail: alanboats@aol.com

Federal Tax Identification Number (if non-profit):

Project purpose (*Check all that apply*):

Open Space Historic Preservation Community Housing Recreation

Project Location/Address: 44 Main Street, Orleans MA

Community Preservation Funding Request: \$2.0 million dollars to be bonded over 20 years

Brief Project Summary, Including Justification of Project Category Checked Above:

The Old Firehouse was created by a Town Meeting vote on February 5, 1925 authorizing the Town to raise and spend \$7,000 to build the first town owned fire station on land donated by H.K and Theresa Cummings. At the completion the project it came in under budget and \$6.52 was returned to the town. The building was used as a fire station continuously until the joint fire/police station was built in 1967. During that 42-year period several additions were made to the original building when new fire equipment was acquired and when the police department moved into the rear of the building in 1954. Following the relocation of the Fire and Police Departments to the corner of Eldredge parkway and Route 28, in 1967, the building was used for a variety of purposes including public bathrooms, the office of the Orleans Chamber of Commerce and storage space for various municipal items that lacked a permanent home.

In 2012, the Orleans Community Partnership (OCP), a 501©(3) organization established in 2011, promoted the restoration of the Old Firehouse as an outgrowth of the update of the Orleans Comprehensive Plan, the Orleans Village Center Study and the Orleans Streetscape Plan which was prepared by the Cape Cod Commission. During this period, the OCP and the Select Board applied to the Massachusetts Cultural Council and received designation of the Orleans Village Center as a Cultural District with the Old Firehouse as its center.

On November 20, 2012 the OCP applied for a CPC grant of \$58,875 to study the feasibility of restoring the Old Firehouse as a critical historical asset in the Orleans Village Center. The request was supported by the CPC and ultimately voted by Town Meeting in May 2013. A full history of the progress towards achieving this goal is

described in the narrative below which shows in detail the methodical approach that has been followed over the last 9 years to get to this application in final form. The applicant seeks \$2.0 million dollars to be bonded over 20 years for the rehabilitation of this historic asset.

Please attach the following information with all applications:

- **Detailed Narrative:** A complete and detailed description of the project including goals and objectives, consistency with Community Preservation Act goals, compatibility with the Orleans Community Preservation Plan and the Orleans Comprehensive Long-Range Plan, and relevance to the community and its needs.

The Old Firehouse has been cited by the Orleans Historical Commission as an important part of Orleans History and therefore eligible for funding under the provisions of the Community Preservation Act. It has received funding in three separate tranches from the CPC and Town Meeting.

At the annual town meeting of 2013 it was listed as project #4: Old Firehouse Restoration Feasibility Study in the amount of \$68,000. Prior to the affirmative vote at town meeting, it received support from the Select Board 5-0-0 and the Finance Committee 7-1-0. These funds were used to study the restoration potential of the building. The initial focus of the work included the preparation of a historic structures report. The report, entitled Orleans Old Firehouse Historic Building Survey was prepared by the architectural firm of Bargmann Hendrie + Archetype, Inc of Boston MA. The report is on file in the permanent records of the CPC. In summary, it found that the Old Firehouse could be rehabilitated and improved for multiple uses under the Secretary of the Interiors Standards for the Rehabilitation of Historic Structures.

At the annual town meeting of 2014, it was listed as Project # 1: Old Firehouse Restoration – Phase II. The purpose of this grant was to allow the OCP to move ahead with the results of the Historic Building Survey and the conceptual consensus as to reuse options and the preparation of biddable construction documents. The project received a favorable vote from town meeting after it received the CPC recommendation and support from the Select Board 5-0-0 and the Finance Committee 9-0-0.

Following the approval of the second round of funding, the Town Administrator determined that the town should conduct a peer review of the Phase 1 work prior to moving ahead with the preparation of biddable construction documents. Following a public procurement process CBI Consulting Inc from Boston was engaged to conduct a peer review of the work undertaken by Bargmann Hendrie + Archetype, Inc. in part because one of their options was to tear down the existing Old Firehouse and replace it with a reproduction on the same footprint but with more floor space in a full basement. This option would have made the entire project ineligible for CPC funding since the historic structure would have been demolished.

CBI was responsible for two reports under the peer review. The first involved work performed by CBI, BLW Engineers and Code Red Consultants. The three firms did a thorough review of all the options including architecture and code issues. Following that review their work was passed to PM&C, Inc for cost estimate. That report was submitted on September 29, 2017.

Based on the completion of the peer review process, the Select Board voted on November 17, 2017 to submit a CPC request for \$75,000 to prepare plans and specifications and bidding documents for the rehabilitation of the Old Firehouse. The annual town meeting of 2018 approved Project #1: Old Firehouse Plans and Specifications. The Select Board supported the grant request 3-0-0 and the Finance Committee supported it 8-0-0.

Due to other priorities, the Old Firehouse project lay dormant until the fall of 2019 when the Select Board requested the Town Administrator to draft a charge for a new Community Building Renovation Task Force. The charge to the Task Force was reviewed and approved by the Select Board in February 2020 just prior to the COVID 19 pandemic shut down. The appointments to the Task Force were not made until September 2, 2020.

The Task Force began meeting remotely during the fall of 2020. After reviewing the past work undertaken with funds provided by the CPC, the Task Force met with the Select Board in January 2021 and recommended several changes to their Charge. Those changes were adopted and it was agreed that in order to comply with the procedures for public building projects in Massachusetts, a feasibility study should be commissioned. The RFP for that work was advertised on March 31, 2021. Proposals were received and after a review by a committee created by the Town Administrator ICON Architecture from Boston was selected.

The feasibility study was undertaken and presented to the Select Board by the Task Force on August 4, 2021. It received a unanimous vote from the Board to proceed to prepare final plans and specifications using the CPC funds originally approved in 2014 and 2018. In addition, on October 6, 2021, the Select Board authorized additional funding, in the amount of \$13,000, to be transferred from the Town's Building and Facilities Stabilization Account to cover the full cost of architectural services needed to prepare final plans and specifications for public bid in the spring of 2022.

On November 17, 2021 the Task Force presented schematic drawings and other supporting materials to the Select Board and recommended that the Board vote to file an application with the CPC for construction funding in the amount of \$2.0 million dollars.

The Select Board, after a lengthy discussion, voted 5-0-0 to submit this application.

- **Action Plan and Timeline:** Note the estimated dates for project commencement and completion and list (with an explanation) all action and steps that will be required for project completion, including any legal requirements or any impediments to implementation.

The design contract with ICON calls for plans to be prepared for public bid by the end of February. Ron Collins and Alan McClennen met with the Architectural Review Committee on Thursday November 18th for a preliminary review of the project and the exterior design. The Committee was impressed with the work to date and encouraged us to proceed. With the approval of the schematic plans by the Select Board, ICON can now proceed directly to the Design Development phase. It is expected that that work will be ready for presentation to the Select Board for their approval in late December or early January. Following their approval, ICON will prepare final plans for bidding. Those plans will be presented to the Select Board for their vote of support and when approved the public bidding process will begin in late February. The schedule must be timed so that we get a bid opening prior to Town Meeting which convenes on Monday May 9th. The results of the public bids will give us the final cost. During this period, we will be able to return to the Architectural Review Committee for their final approval of the exterior plans of the Old Firehouse.

- **Financial Data:** Provide financial information for the project including total cost, additional revenue sources (public, private, in-kind, volunteer time and services), basis for the fiscal estimates and any other fiscal details currently available. Applicants are encouraged to submit more than one quotation from potential contractors.

As part of the Feasibility Study approved by the Select Board on August 4th, the Task Force and ICON commissioned a conceptual cost estimate for the project. It is important to note that this estimate is based on the conceptual plans only. It was prepared by Miyakoda Consulting Inc and is attached to this application. It is higher than earlier estimates but, upon review we believe that some of the increase is due to inflation of construction costs during COVID19. Other increases are due to ICON's focus on higher energy efficiency in the rehabilitated building. Our contract with ICON includes funds for a second estimate prior to opening bids. Also, this bid does not include the costs of the Owner's Project Manager who must be engaged by the Town to manage a project of this size.

The Old Firehouse has operated for many years under the provisions of a town meeting approved revolving fund. The Chamber of Commerce and the Orleans Community Partnership pay a monthly license fee which is large enough to cover the operating expenses of the building. We fully expect that when the building is rehabilitated it will be leased out for many functions which will increase the income stream to the revolving fund.

As of this writing, we do not see any other capital funds to support the rehabilitation of the Old Firehouse. It may be eligible for a Massachusetts Historical Commission grant but the next grant round for that process has yet to be announced.

Due to the projected cost of this project, it must go out to public bid. That means that the Town will receive competitive prices in the then current construction market.

SELECTION GUIDELINES

1. Consistency with the Orleans Comprehensive Plan, Conservation, Open Space and Recreation Plan, and Affordable Housing Strategy Plan as well as any other planning documents that have received wide scrutiny and input:

The rehabilitation of the Old Firehouse is consistent with the goals as stated in the Orleans Comprehensive Plan as follows:

Goal: To preserve the important historic and cultural features of the Cape landscape and built environment that are critical components of Orleans' heritage and economy.

Policies: Additions or alterations to historic structures should be consistent with each building's architectural style and should not diminish its historic and architectural significance.

The distinguishing, original qualities of a historic building, structure, landscape, or site and its setting should be preserved.

The destruction, removal or alteration of historic material or architectural features should be avoided.

The rehabilitation of the Old Firehouse is consistent with the Historic Preservation Goals and Objectives as set forth in the current version of the Community Preservation Plan.

Goals: The CPC, in consultation with the Orleans Historical Commission, has identified the following historical preservation goals. Proposals brought before the CPC must meet at least one of the following conditions:

A project which contributes to the essential element of public education on the history and heritage of Orleans, and the importance of the “built environment” in preserving our heritage.

A project which preserves, restores and/or rehabilitates a structure, landscape, artifact, that is on the Orleans Historic Property Survey or that has been designated by the Historical ‘commission as being historically significant.

The proposed rehabilitation of the Old Firehouse meets both of the above criteria.

Objectives: Proposals may be given preference for funding if they accomplish some or all of the following objectives:

Protection, preservation, enhancement, restoration or rehabilitation of a historic, archaeological or cultural resource, especially those that are threatened. Resources may be either public or private.

Protection, preservation, enhancement restoration or rehabilitation of an historical aspect of a property or site.

Encouragement of the use of historic buildings for affordable housing, while maintaining the historic character and integrity of the building and the site.

Encouragement of the preservation of historic landscapes as open space.

Serve a community need to the greatest extent possible.

Provide for the education of the public on the importance of historic preservation.

The proposed rehabilitation of the Old Firehouse meets four of the above objectives.

2. Preservation of the essential character of the Town as described in the Comprehensive Plan

The rehabilitation of the Old Firehouse is consistent with the Vision Statement set forth in the Comprehensive Plan as follows:

The Orleans Village Center is and will continue to be, a vibrant commercial and community center for the town, and will develop into a focal point for community and cultural activities and services for residents and visitors. The small-town character of the village will be maintained and enhanced. Mixed use and other appropriate development will be encouraged through changes to the zoning bylaws. Street trees and decorative landscaping will be encouraged. Improved sidewalks, lighting, street furniture and the

placement of utility lines underground will be pursued. Consistent with a traditional village development pattern that will be safe and attractive for pedestrians, it will be desirable to have small shops lining the streets with parking provided to the rear of the buildings where possible. Sidewalk cafes will be encouraged. The scale and materials used for new construction in the village will be in keeping with the village character, and property owners will be encouraged to improve the appearance of existing buildings. Residential units above storefronts will be encouraged. Provisions will be made to accommodate the flow of vehicular traffic, but not at the expense of providing a safe and attractive pedestrian environment. Appropriate parking to serve businesses and village residents will be provided for.

Therefore ,the rehabilitation of the Old Firehouse meets this decision guideline.

3. Acquisition of, preservation of or rehabilitation of threatened resources

The rehabilitation of the Old Firehouse meets this decision guideline

4. Serving currently under-served populations

The Old Firehouse currently serves as the home base for Nauset Together We Can and space has been specifically set aside for these under-served middle school students. In addition, as can be seen in Attachment # 5 the building provides a home for many community groups each month.

Accordingly, the rehabilitation of the Old fire House meets this decision guideline.

5. Meeting more than one CPA purpose (linking open space, historic preservation recreation and community housing) or demonstrating why serving multiple needs is not possible.

The rehabilitation of the Old Firehouse meets this decision guideline since it is enhancing Theresa's Way, a public path privately funded by the Orleans Improvement Association, that connects Parish Park through the site all the way to Cove Road.

6. Feasibility and Practicality

The description of the project history submitted in the detailed narrative above shows how the Town has gone to extremes to determine that the rehabilitation of the Old Firehouse is both feasible and practical and thus meets this decision guideline.

7. Urgency. Not applicable, but it should be noted that the planning for the rehabilitation of this historic asset has been underway since 2012.

8. Affordability and ability to be implemented expeditiously and within budget.

The detailed history of the project's development over the past nine years as described in the narrative above shows that the Town has gone to extremes to ensure that this project can now be implemented expeditiously and within budget, thus it meets this decision guideline.

9. Advantageous cost/benefit value

This building currently serves many small users that have no other place to meet as it fills its role as the center of the Orleans Cultural District. Yes, it is an expensive rehabilitation of an historical building in the Orleans Village Center but it provides a destination point to bring many diverse groups to Downtown. Thus, it has a positive cost/benefit value.

10. Leverage of additional or multiple sources of public and/or private funds.

The CPC receives a state match equal to about 30% of the Town's annual surtax. Given the current amount of state match, this project could be financed entirely with a portion of the State match and therefore be funded entirely with state funds. If so, it will meet this decision guideline.

11. Preservation or utilization of currently owned town assets.

The Old Firehouse has been owned by the Town since 1926. It functioned solely as a fire station until 1954 when the police department moved into the building. In 1967 police and fire departed and the building became an "orphan" and was used for a variety of uses. The Orleans Community Partnership has managed the use of the building on a volunteer basis since 2012. Through its stewardship of the building has become a center for many community activities. This CPC grant application provides an opportunity to preserve a currently owned town asset. Therefore, this CPC application meets this decision guideline.

12. Consistency with recent town meeting actions.

As noted in the project description above, the rehabilitation of the Old Firehouse has been voted by Town Meeting on three separate occasions (2013, 2014 and 2018) and has received funding through action at each of the three Town Meetings. Therefore, the rehabilitation of the Old Firehouse meets this decision guideline.

13. Successful implementation by applicant of similar projects or demonstrations by applicant of ability to implement project as proposed.

The applicant is the Town and therefore it has the required experience to implement this project. **Therefore, the rehabilitation of the Old Firehouse meets this decision guideline.**

14. **Qualifications of any individual or team proposed to work on the project.**

The applicant is the Town and therefore has the required qualifications to work on the project. **Therefore, the rehabilitation of the Old Firehouse meets this decision guideline.**

15. **Endorsement by other municipal boards or departments.**

The Select Board voted unanimously to proceed with the rehabilitation of the Old Firehouse and submit this application on November 17, 2021. **The Architectural Review Committee gave a preliminary endorsement to the project on November 18, 2021.**

16. **Creation of incentives for other public and/or private projects and/or collaboration to occur.**

It is hoped that the rehabilitation of the Old Firehouse will encourage other businesses along Main Street to invest in their properties.

17. **Provision of a dedicated source of funding for on-going maintenance, not from CPA funds.**

The Old Firehouse has been operated through a revolving fund for many years so the cost of operations comes from the license fees paid by the users and not from the taxpayers. **Therefore, the rehabilitation of the Old Firehouse meets this decision guideline.**

18. **Compliance with the current or proposed Orleans 'Zoning Bylaw and/or the laws of the Commonwealth.**

The Old Firehouse is a municipal use listed under the Schedule of Use Regulations of the Zoning Bylaw as a use permitted as a right in the Village Center Zoning District. **Therefore, the rehabilitation of the Old Firehouse meets this decision guideline.**

ATTACHMENTS

1. **Schematic Plans**

2. **Colored renderings showing site and building layouts**
3. **Conceptual Estimate prepared by Miyakoda Consulting Inc July 27, 2021.**
4. **Summary of community events at the Old Firehouse January 2020-March 2021**
5. **User Groups 2017-2018 Meetings per Month**
6. **Photos of recent events**

GUIDELINES FOR Projects Submission

Please submit **one paper copy** of the application materials to the Community Preservation Committee, c/o Town Administrator, Town of Orleans, 19 School Road, Orleans, MA 02653 by Nov. 22, 2021. **Applicants must also email complete applications in PDF** to Jennifer Fountain, Administrative Assistant, at genuinejenfountain@gmail.com. A single PDF file which appends materials described in item 3 to the application form is preferred.

1. Applications must be received by Monday, November 22 to be considered for recommendation at the Annual Town Meeting.
2. Funds will be available on July 1st following the Annual Town Meeting.
3. Applicants may include any maps, diagrams, and/or photographs pertaining to the project. Letters of Support for the project from community organizations or other sources may also be submitted.
4. The Community Preservation Committee may require additional (or more detailed) information or further clarification to a submitted application.
5. Prior to submission of funding applications, applicants should review the Community Preservation Act (MGL, Chapter 44B, through the Community Preservation Coalition Web site), the Orleans Community Preservation Plan and the Orleans Community Preservation Bylaw, copies of which are available on the Town Web site at <https://www.town.orleans.ma.us/community-preservation-committee>. Nonprofit organizations applying for historic preservation funds for historic structures should obtain a sample copy of an acceptable historic preservation deed restriction (available from the Town Administrator's office) since this type of document will be required. Applicants other than the Town of Orleans should also obtain a sample copy of the Agreement with the Town of Orleans that all successful nonprofit applicants will be required to sign. Please contact the Administrative Assistant by email with any questions.
6. Eligible projects must address one or more of the uses outlined in the Community Preservation Act, Sections 2 and 5 (2), as follows:

Open Space

Acquisition, creation and preservation of land to protect existing water supply/aquifer areas, agricultural and forest land, coastal lands, frontage to inland water bodies, wildlife habitat, nature preserves and scenic vistas.

Community Housing

Acquisition, creation, preservation and support of community housing defined as housing for low and moderate income individuals and families, including low and moderate income senior housing. The Community Preservation Committee is required to recommend, wherever possible, the reuse of existing buildings or construction of new buildings on previously developed sites.

Historic Preservation

Acquisition, restoration, rehabilitation and restoration of historic structures and landscapes that have been determined by the local historic preservation commission to be significant in the history, archeology, architecture or culture of the Town or that are listed on the State Register of Historic Places.

Recreation

Acquisition, creation, preservation, rehabilitation and restoration of land for active and passive recreational uses, including land for community gardens, trails and noncommercial youth and adult sports and the use of land as a park, playground or athletic field and for preservation and restoration of recreational facilities. (Community Preservation funds cannot be used for a stadium, gymnasium or similar structure or for the acquisition of artificial turf for athletic fields.)

Sept 10, 2021