

# TOWN OF STURBRIDGE

## PUBLIC SAFETY COMPLEX PROGRAM

### Prepared for:

The Town of Sturbridge Massachusetts





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## EXECUTIVE SUMMARY

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The Town of Sturbridge, interested in evaluating the adequacy of space at the existing Public Safety Complex at 346 Main Street in Sturbridge, engaged the services of CME Associates, Inc. to prepare a space needs analysis and facility program for use as a planning tool that will guide the future development of the facility. The study included an inspection of existing facilities, interviews with Fire and Police Department personnel, documentation of existing conditions and deficiencies, cursory research into potential future growth trends and recommendations for space required to meet future demand and to address operational and functional deficiencies.

Constructed in 1989, the building was designed to consolidate the Police and Fire Departments into a centrally located facility. Each Department alone has complex programming and circulation needs. Incorporating the two Departments together resulted in a complicated building with multiple levels and circulation paths. While each level is accessible by grade, each level is not fully ADA compliant. ADA compliance is being addressed as improvements and modifications have been made over the years, but full compliance has not been reached.

Overcrowding that has developed in both the Fire and Police Departments over the last 30 years may be ameliorated by reclaiming underutilized spaces, particularly on the Intermediate (Civil Defense / Emergency Management) Level. Additionally, the Second Floor Level was outfitted with windows and plumbing in order to be developed into finished space. Finishing the Second Floor could serve to remove stress on the overcrowding in the lower levels, but it will require the installation of an elevator to provide full accessibility. A strategically placed elevator would also serve the Intermediate Level that has the potential to handle some of the additional space needs outlined in this report.

Consideration of site programming is also addressed. In particular, the movement of fire apparatus is strained by the need to scale an upward slope to the street. Parking is maximized currently, but Police vehicles are parked out in the open and could be better protected.

The attached space needs analysis shows that the Police Department requires an additional 1,000 square feet of program space not including 1,500 square feet recommended for vehicle storage. The Fire Department requires an additional 2,300 square feet not including a recommended 200 square feet for a wash bay. While the current space needs could be addressed within the existing building by reorienting functional groupings and finishing the second story, the investment will be significant enough that it is wise to question if a new facility should be constructed to house

the Fire Department in a building that is more suited to the needs of apparatus, adjacency of personal to equipment, and adequate 24/7 facilities, and to redevelop the existing building for state of the art police facilities that reflect the multiple functions of the Department.

The 2011 Sturbridge Master Plan may serve as a guide to further action as re-stated here:

Public Service and Facilities Goals (from the 2011 Master Plan)

- Establish efficiency and cost-effectiveness as a guiding principle for delivery of public services.
- Ensure that the Town can meet its infrastructure and service needs as growth and demand increases.
- Given the often-conflicting demands, establish priorities for building and facility upgrades and replacement.
- Work to ensure that municipal staffing levels are adequate as the Town grows and service demands increase.
- Lead by example in municipal facilities and operations, fostering partnerships, communications, and sustainability principles through its investments and initiatives.

A complete feasibility study should follow this report in order to determine if the space needs and financial implications of an upgraded Safety Complex facility are best met within the existing building or in a new facility.

We express our thanks to members of the Police and Fire Department as well as Town Officials who assisted with this study.

Fire Chief John A. Grasso, Jr.

Lieutenant and Fire Inspector John Marinelli

Chief of Police Tom J. Ford III

Leon A. Gaumond, Jr., Past Town Administrator

Ashley Griffin, Facilities Coordinator

# EXISTING CONDITIONS SURVEY

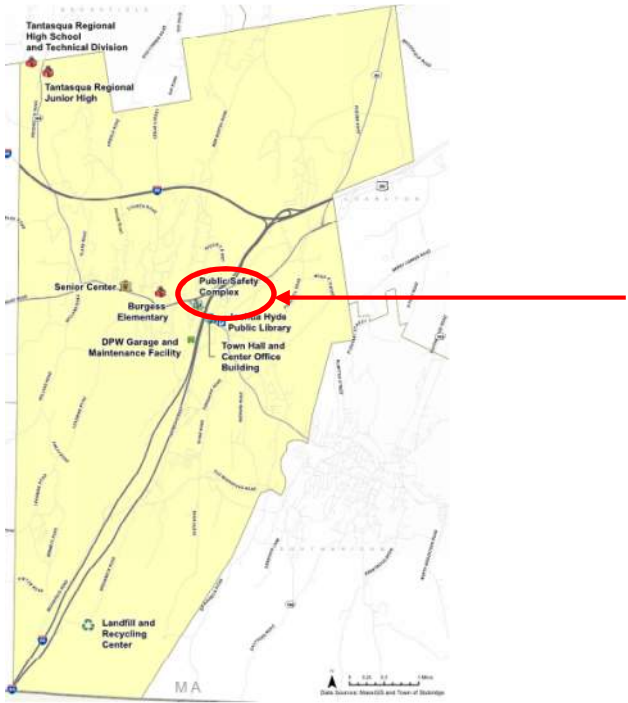


Figure 1: Map of Public Facilities. Town of Sturbridge Master Plan 2011.



Figure 2: Parcel Map of the Safety Complex.



Figure 3: Aerial view. Google Earth 2018. Image date 9/12/2017.

### ***Site Description***

Strategically located in the geographic center of the Town of Sturbridge, the Public Safety Complex is sited on 2 acres of land on Main Street with quick access to State Routes 20 and 131, and Interstate 395. The site slopes downhill to the north allowing for access on multiple levels.

There are three driveway cuts on Route 131 which access the facility: the eastern driveway serves the Police Department parking area and the eastern side of the drive-thru Apparatus Bays; the center driveway provides access to public parking area and entrance to the first floor of the building; and the western driveway serves as an egress for both fire department vehicles and apparatus, as well as for visitors. The grade has been retained with 10-foot high concrete walls to allow access to the Apparatus Bays to the north. Parking and access roads are paved and a drainage system is in place that releases storm water into a low-lying area behind the building.

### ***Site Deficiencies***

From the perspective of the Fire Department, the location of the Apparatus Bays at the low point of the site requires that heavy equipment climb uphill directly out of the bays, by means of a curved driveway in either direction, and slow at the intersection of the street where hard left and right turns are necessary. This is particularly difficult for the 46' Ladder Truck.

In order to maintain access for fire fighting apparatus, personnel parking is limited throughout the site, and poor drainage has caused water infiltration into the building as well as



degradation of the paved roadways. Water movement is also partially responsible for the movement of the 10'-tall retaining walls which now require remedial action to deter further slippage.

Communication services could be brought to the building underground, rather than currently overhead, to assure availability of services during emergencies.

### ***Building Description***

The building was constructed in 1989 to house the Fire and Police Departments along with the Civil Defense Emergency Operations Center. The wood frame building is four-stories in height and pegged into the sloping site, allowing the two-story Fire Department Apparatus Bay to be accessed at grade in the rear of the site while the public entrance is accessed from the upper grade level of Route 131.

Integrating the two departments into a single building may have been cost effective at the time of construction, but it resulted in a complex building program which developed into a maze of spaces, on multiple levels, for each of the Departments. Police and Fire personnel have made good use of available spaces within their portion of the building, however there are many areas that are underutilized and other areas that are either inefficient on the one hand or over-programmed on the other. The attic area within the roof line was designed to be usable space, outfitted with dormers for daylighting and with provisions for future plumbing and HVAC. This space currently houses town records and supplies, but could be found space that could free up crowded spaces in other areas.

As previously stated, the building spaces are not connected on accessible routes within the building. The addition of an elevator is required in order to connect the four levels of the building in a meaningful and functional way. An elevator would open up possibilities for moving certain functions to the second floor and alleviate crowding on the first floor level.



## Building Overview

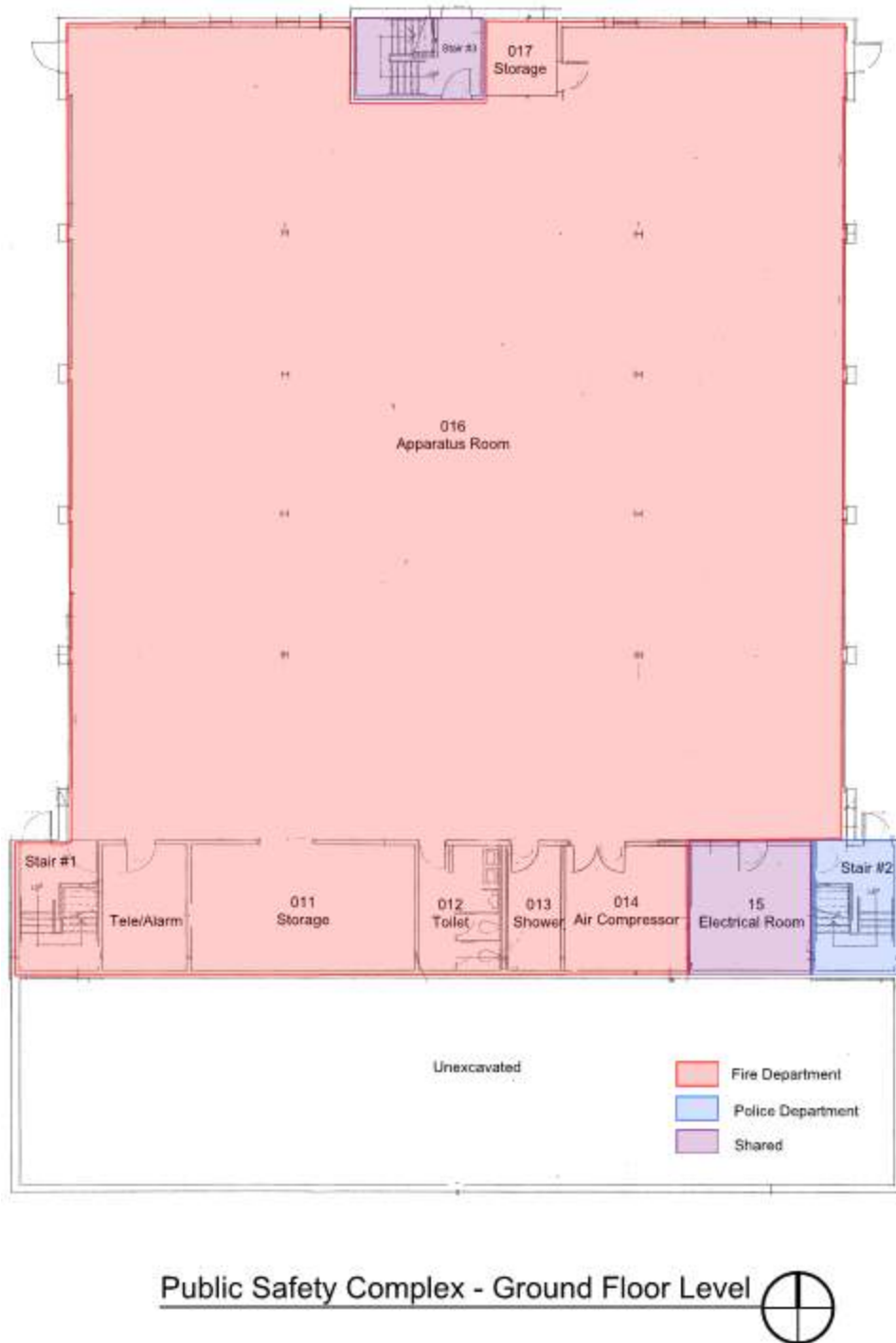


Figure 4: The Ground Floor plan consists of the two-story Apparatus Bay and support facilities dedicated to Fire Department use. The bays can be accessed from either side, or used as drive thru bays although the double vehicle depth is not conducive to moving vehicles quickly.

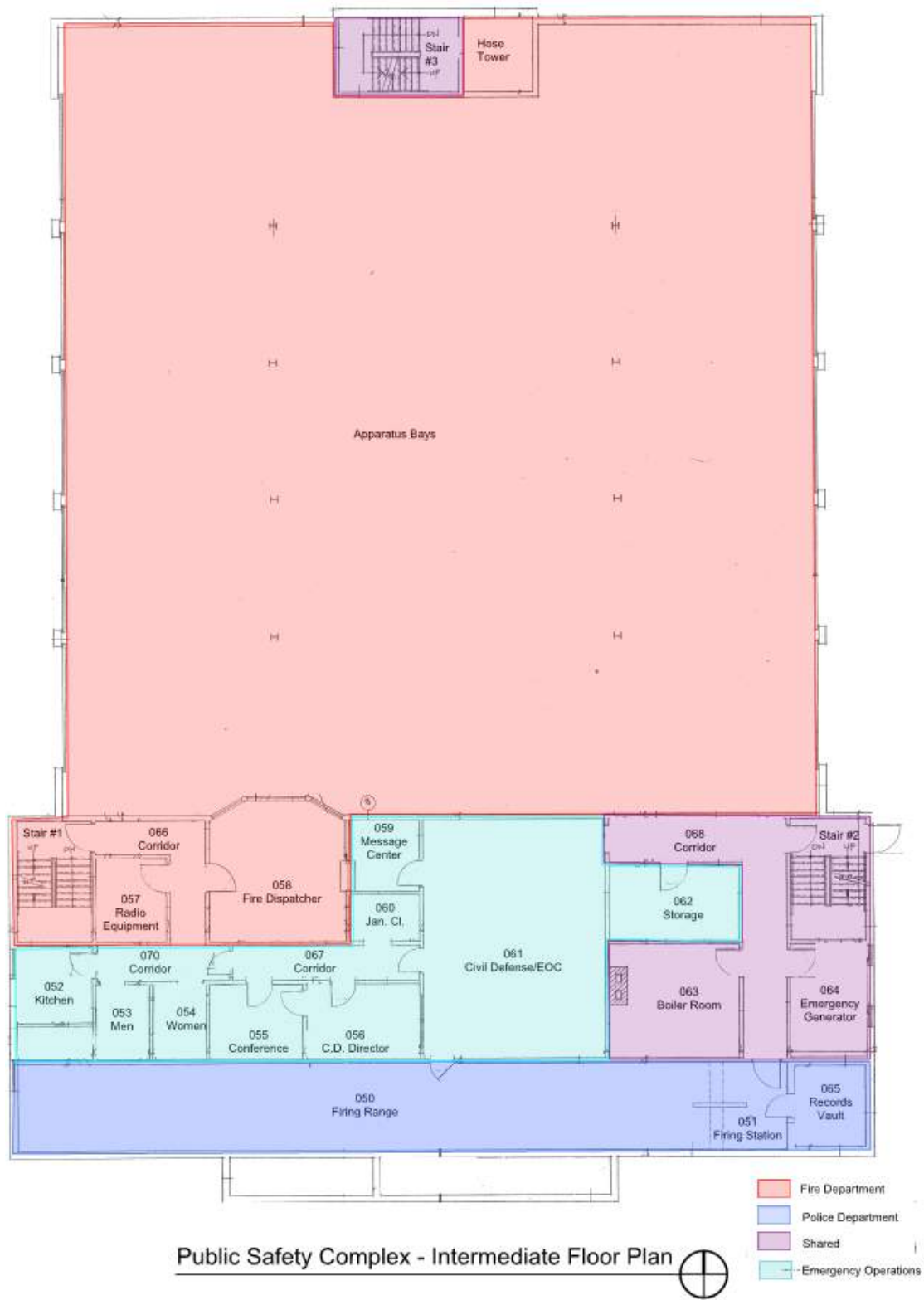
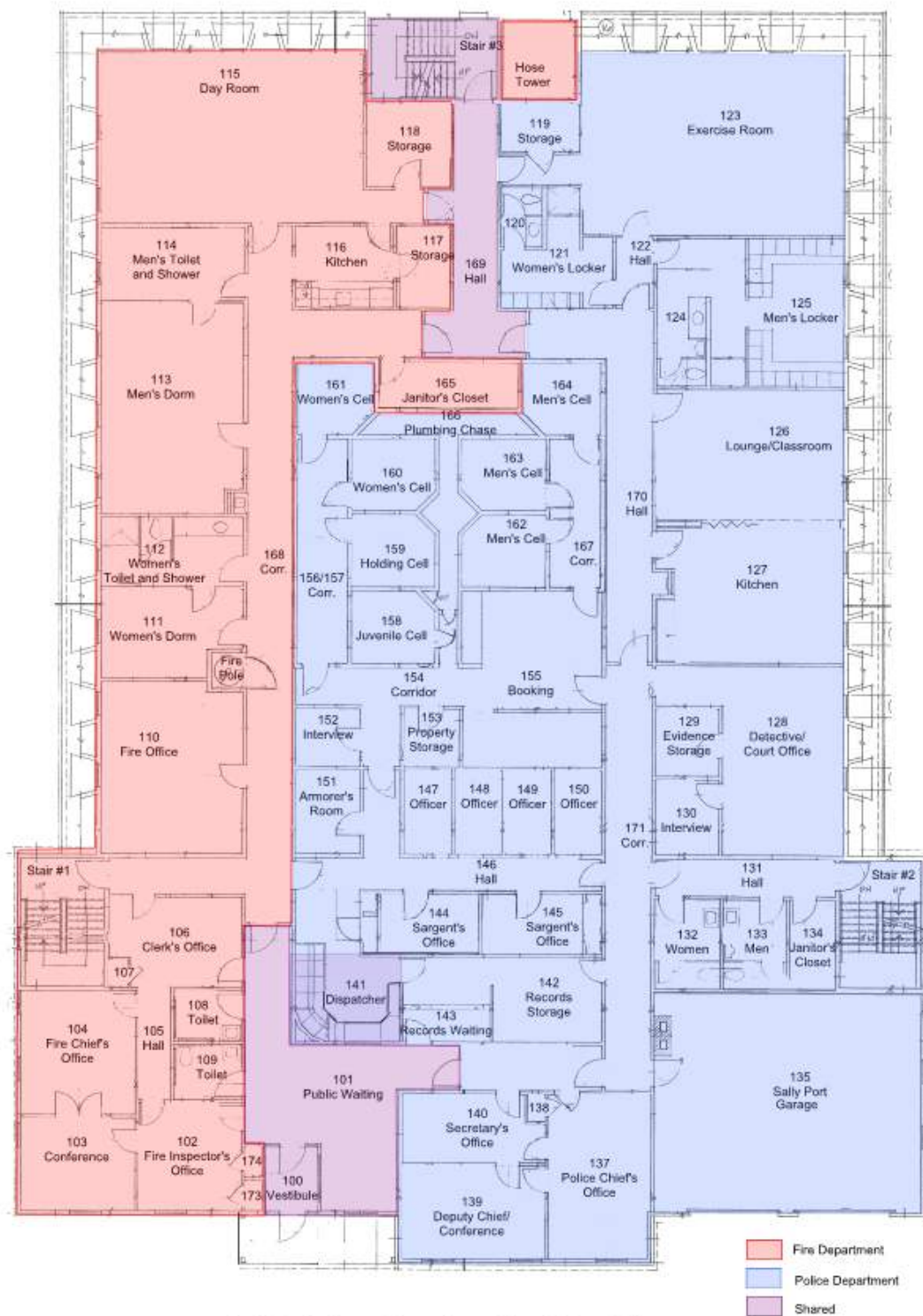


Figure 5: The Intermediate Level Floor Plan primarily houses the former Civil Defense spaces which are now devoted to the Emergency Operations Center and to a training room for both Police and Fire Department use.



Public Safety Complex- First Floor Plan

Figure 6: The first-floor area houses the bulk of the Police Department functions as well as Fire Department offices and dormitory facilities. A shared Public Waiting area connects the two departments. Note that these are original plans. Changes have been made over time.

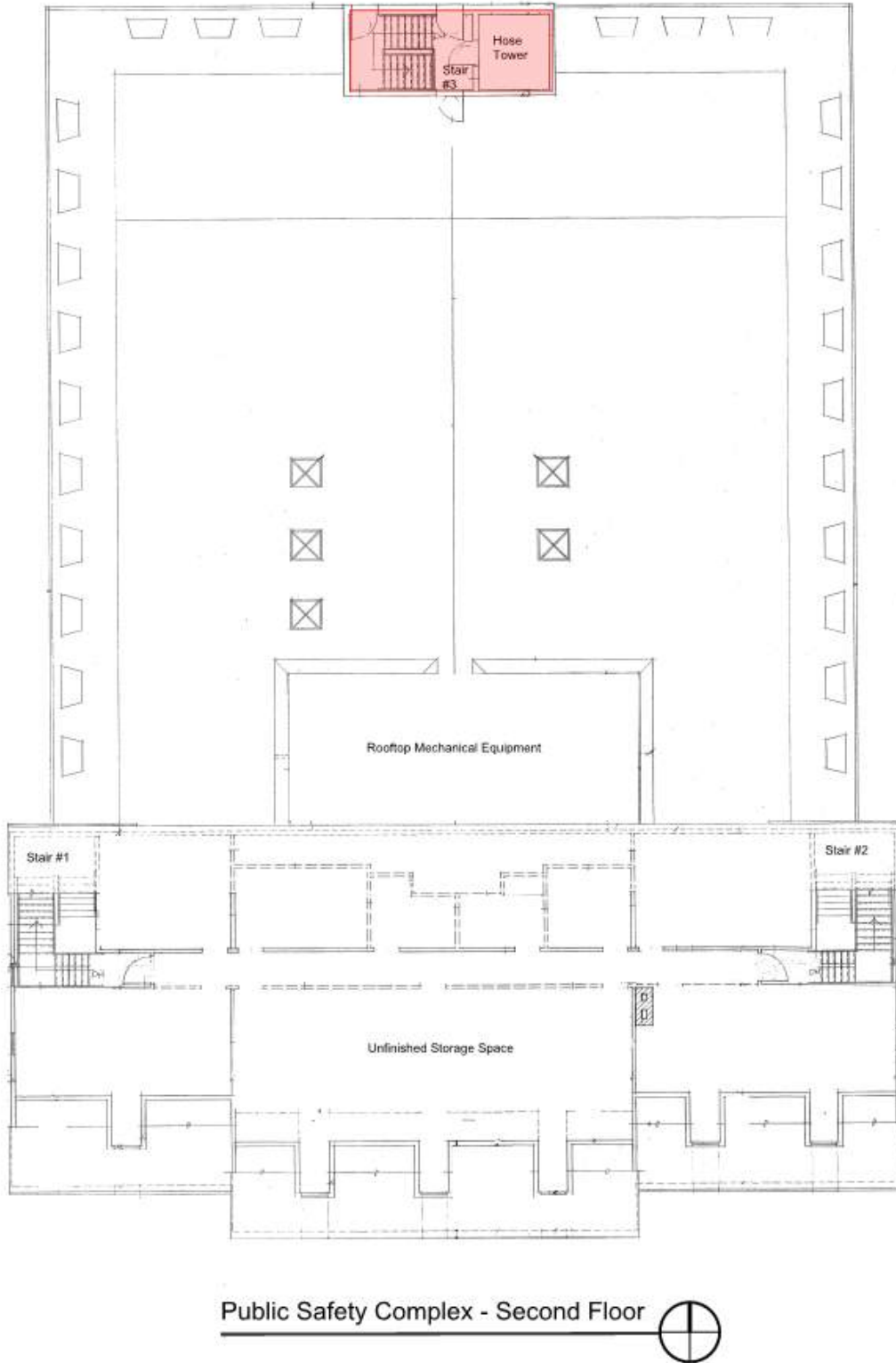


Figure 7: The unfinished second floor, approximately 2,452 square feet, is accessed by east and west stair towers. Currently the area serves as storage for town records and some Police Department equipment storage.



## *Fire Department Overview*



### **Mission Statement**

The primary mission of the Sturbridge Fire Department is the protection of life and property from fire and other disasters or emergencies. Included within this mission are a number of other major tactical activities:

- Providing rescues and or medical response in case of fire, accident, natural disaster, or sudden illnesses.
- Maintaining a regular routine of fire prevention activities, including inspection of town properties.
- Educating citizens of the Town of Sturbridge in prevention activities, and techniques.
- Ensuring ongoing training and readiness of members of the department.
- Maintaining the property, equipment and other assets assigned to the department.
- Investigating the causes of fire with an aim to prevent future recurrences.

### ***Fire Department Organization and Personnel***

In concert with the Mission Statement, the Department has been providing fire protection, rescue and emergency medical services as well as fire prevention and fire safety education to the community of Sturbridge for over 80 years. Serving a population of approximately 10,000 citizens, the Department strives to protect lives and property through personnel training and education, maintaining emergency equipment, and delivering services in an efficient manner.

The core administrative group of the Fire Department consists of the Chief of the Department, the Fire Prevention Officer, the EMS Coordinator, the Training Coordinator, and the Community Education Officer, all supported by a full-time Administrative Assistant.

Additionally, there are 4 full-time fire fighters and 8 part-time fire fighters with the expectation that 4 additional part-time members will be added over the next few years. The increase in personnel is due in part to continued population growth and property development in the Town.

The Administrative group requires offices and support facilities adjacent to the public entrances. Currently office support space and storage is limited. The Billing Office, which should be in a secure area now shares space in the Officers Office.

Dorm facility design has evolved over the thirty years since this building was constructed to incorporate privacy features such as dedicated single-user sleeping rooms and storage areas for personal bedding and clothing. Given that the facility is staffed 24/7 by Fire Department personnel, updated dormitory spaces to accommodate the full and part time staff are necessary.

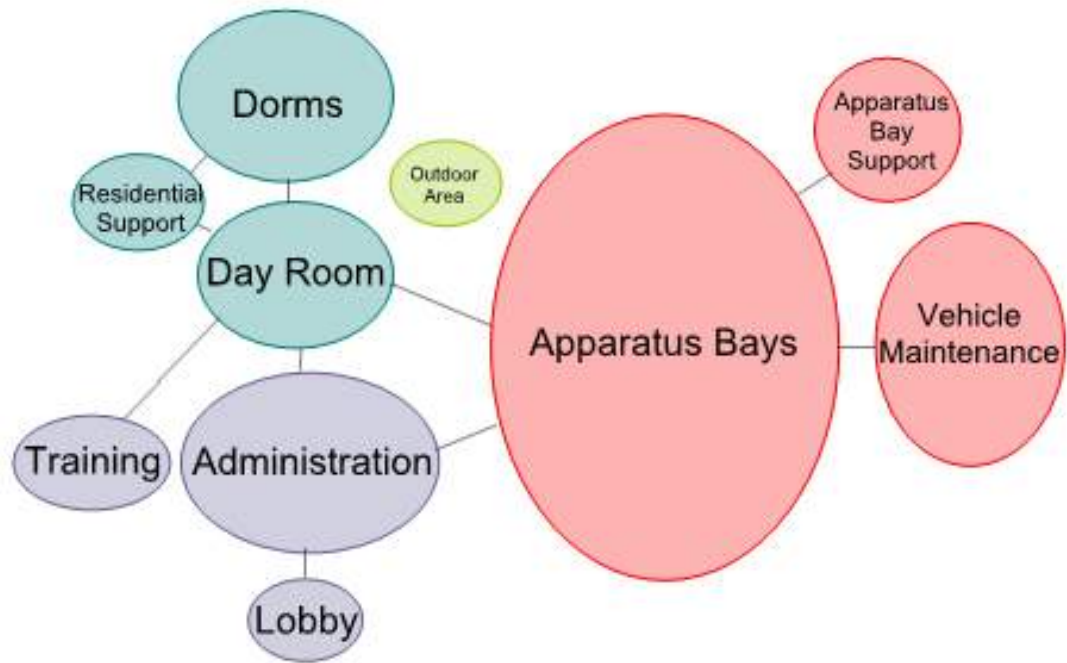


Figure 3: A simple bubble diagram shows the potential separation of activities and the connectivity of spaces for a typical Fire Department. The Sturbridge facility is arranged according to this illustration with the Apparatus facilities on the lowest level and the other spaces two floors above. It is possible to further separate the Administration functions by moving them to the currently unfinished second floor level in order to free up space for other uses.





### ***Fire Department Space Needs***

The following chart is organized by room numbers in the existing building. Desirable square footage is shown adjacent to square footage provided in the existing Safety Complex.

Room #	Space Name	Space Purpose	Square Footage Required	Square Footage Provided
010	Telephone and Alarm		140	140
011	Fire Fighting Equipment Storage	Dedicated room for storage of firefighting equipment adjacent to Apparatus Bays	336	336
012	Toilet	Separate Male and Female	252	126
013	Shower	Separate Male and Female	140	70
014	Air Compressor		196	196
016	Apparatus Bays	Five double bays required to handle current equipment	8,300	8,300
	Vehicle Maintenance Bays	Wash Bay	800	-
017	Apparatus Hose Tower	Three-story tower for hose drying adjacent to Apparatus Bays	210	210
058	Fire Dispatch	See shared facilities	-	140
066	Corridor		60	60
102	Fire Inspector's Office	Office for inspection staff adjacent to Admin. Asst. and Conference.	120	82
103	Conference	Private meeting room for 6 persons adjacent to Chief and other core Administrative personnel.	120	75
104	Chief of Department Office	Office for department head adjacent to Admin. Asst. and Conference	120	91
105	Hall		22	22
106	Administrative Assist.	Office for issuance of permits and support of staff adjacent to staff offices and public waiting area	120	114
107	Closet	Office supplies	4	4
110	Officers Office	Office space with 4 workstations for Officers to prepare reports, etc.	256	156
111	Women's Dorm Rooms	Private or shared room with bed, locker, nightstand for 4 women	480	82
112	Women's Toilet Room	Shared toilet and shower facilities, for 2 women	140	70
113	Men's Dorm Rooms	Private or shared room with bed, locker, nightstand for 6 men	720	190
114	Men's Toilet Room	Shared toilet and shower facilities, for 2 to 3 men	280	70
	Billing Office	Private office for Billing Clerk	120	-
	Firefighter's On-line Training Room	Room with 2 workstations for on-line training	120	-
115	Meeting and Training Room	Gathering room for on-call personnel adjacent to kitchen, recreation and dorm rooms. Quick access to Apparatus Bay	314	314

116	Kitchen	Residential style kitchen suitable for preparation of communal meals adjacent to Day Room	60	60
117	Storage		27	27
118	Lockers	Locker area for part-time personnel	100	50
		<b>Total Fire Department Area</b>	<b>13,557</b>	<b>10,985</b>

#### Deficiencies

The difference in square footage area between existing and proposed program area is 2,572 square feet. This difference is attributable to the proposed addition of an equipment wash bay, additional private dorm rooms, additional Billing and Training offices and overall increased space to provide ADA compliance. Specific deficiencies are listed below.

- Separate Male and Female Toilet and Shower Rooms should be provided on the Apparatus Floor.
- A vehicle wash bay could be incorporated into the Apparatus Bay portion of the building to control runoff and provide winter cleaning area.
- Administrative Offices are cramped and lack storage and support areas.
- Dorm facilities for both men and women are inadequate, lack privacy and are not ADA compliant.
- Toilet and shower facilities relating to the dorms are limited and do not meet ADA requirements.
- A private office for ambulance billing and records should be provided.
- A room to accommodate 2 work stations for on-line training should be provided.
- Lockers for part-time personnel are small and distant from related functions.

## *Fire Department Current Conditions and Deficiencies*



Figure 4: The Apparatus Bays hold heavy equipment as well as rescue boats and small vehicles. The amount and quality of existing space is adequate for the equipment needs into the foreseeable future. Drawbacks are that there is no wash/maintenance bay, no separate toilet and decontamination facilities for men and women, and access to the main road is uphill with a sharp turn onto the State Highway.



Figure 5: One of the toilet rooms off the Lobby has been removed to provide additional space in the Administrative Assistant's office for an internal waiting area. The Administrative area is compact without adequate storage spaces for supplies and dress uniforms.



Figure 6: The Officer's Office holds four desks including the Billing Clerk. The Billing Clerk and associated records should have a separate, private and secure space. Officers require a desk and computer, along with file, printing and communications equipment in order to write and file reports. This area is currently used as video training space which might better be separated for noise and privacy for both the report writers and the trainees.



Figure 7: The Men's Dormitory features four twin beds, metal lockers and storage shelving. An optimal layout would include single unit sleeping quarters and dedicated furnishings for personal belongings.



Figure 8: The Kitchen facility has been further upgraded since this photograph. Space and equipment are adequate to the needs of the Fire Department. Adjacent closet space provides for dry storage needs.



Figure 9: The Day Room/Training Room is adequate to the needs of the Department. Associated storage space includes the lockers for part time members. The adjacency of the lockers to toilet rooms and changing facilities could be improved upon. The training area of the Day Room also serves as the dining area.



Figure 10: The Fire Department dispatch area overlooking the Apparatus Bays has been abandoned in favor of a combined 911 fire-police-ambulance dispatch center.



Figure 11: The current dispatch room is centrally located at the main lobby of the building. The dispatcher serves as the receptionist directing visitors. The space is crowded

## Police Department Overview



### Mission Statement

“The Mission of the Sturbridge Police Department is to work in partnership with the Community to protect life and property, solve neighborhood problems, and enhance the quality of life in our Town”.

The Police Department, like the Fire Department, provides multiple services to the community. The Operations group forms the base of Police activities including law enforcement, traffic control, animal control, and outreach in the Community. The Administrative Services division oversees in-house management, ensures training and professional standards are met, manages the dispatch center, and coordinates with the Court system among other tasks. Multiple activities throughout the year promote safety education for residents. The Emergency Management group oversees the enhanced 911 system known as PSAP (Public Safety Answering Point). Currently the department includes 26 full time and 5 part time staff with the expectation of increasing staffing in the coming years.

### Police Department Organization and Personnel

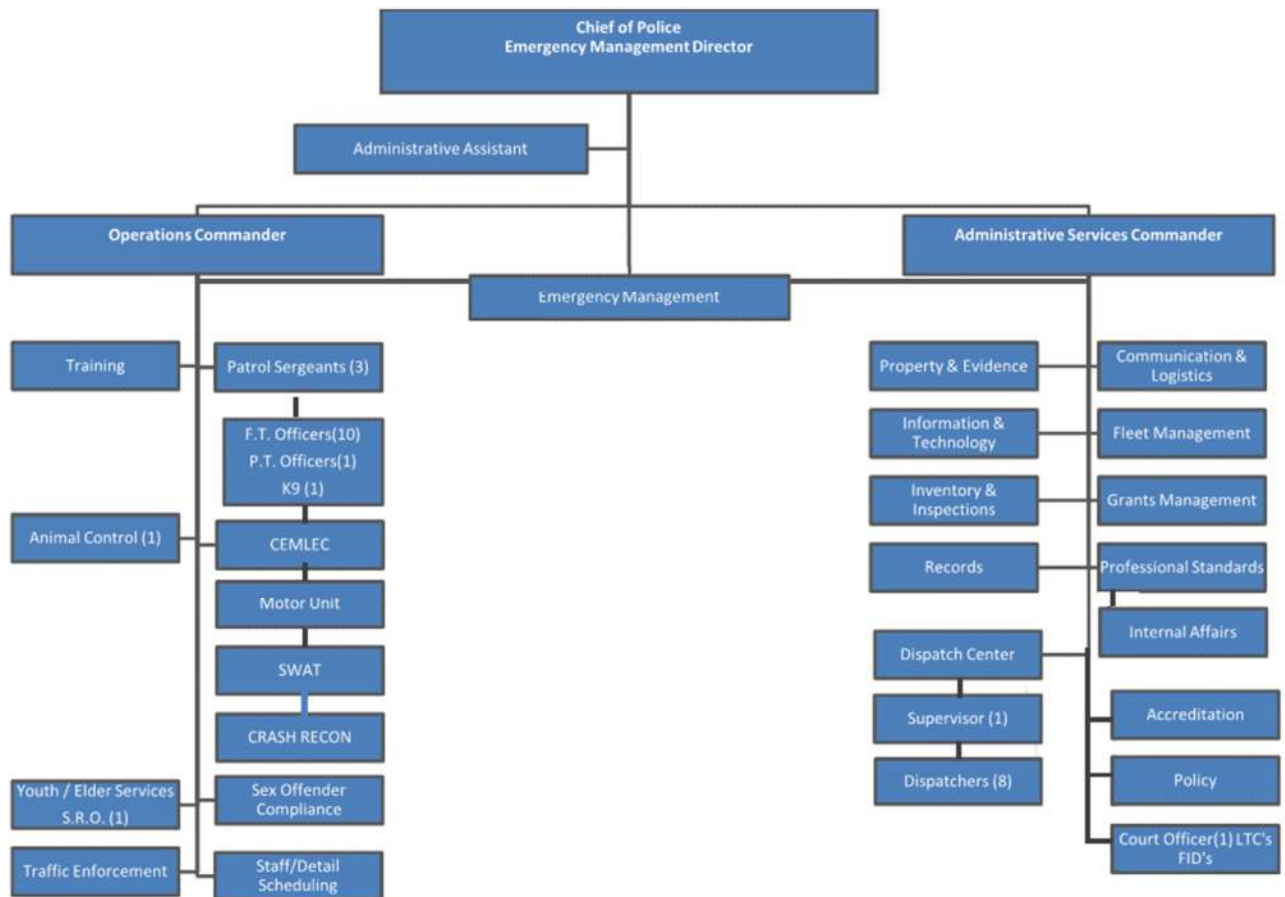


Figure 12: Sturbridge Police Department Organizational Chart (Jan. 2017)

## Police Department Space Needs

The following chart is organized by room numbers in the existing building. Desirable square footage is shown adjacent to square footage provided in the existing Safety Complex.

Room #	Space Name	Space Purpose	Square Footage Required	Square Footage Provided
050	Firing Range	Remote and sound proof location	463	463
051	Firing Station	Adjacent to Firing Range	53	53
065	Records Vault	Remote and secure	80	40
068	Corridor	Typical	138	138
119	Storage	General associated with Locker Rooms	22	22
120	Women's Toilet Room	Multi-user toilet and shower facilities	120	20
121	Women's Locker Room	Lockers for 6 female employees	100	50
122	Hall	Typical	15	15
123	Exercise Room	Adjacent to Locker Rooms	400	317
124	Men's Toilet Room	Multi-user toilet and shower facilities	120	90
125	Men's Locker Room	Lockers for 10 male employees	200	100
126	Lounge/Classroom	Multi-purpose dining and training	180	170
127	Kitchen	Residential style kitchen and storage	200	178
128	Detective/Court Officer	Office for Detective and client	180	168
129	Evidence Storage	Secure. Could be remote	100	26
130	Interview	Adjacent to Detective. Private	30	30
132	Women's Toilet	Administrative staff toilet	50	45
133	Men's Toilet	Administrative staff toilet	50	45
134	Janitor	Cleaning supplies and sink for area	25	25
135	Sally port	Restricted entrance adjacent to booking	40	-
136	Garage	Multi-bay for small vehicles and cruisers	2,000	400
137	Chief of Police Office	Office for department head adjacent to Admin. Asst., Deputy Chief and Conference	120	120
138	Closet	For each office for dress attire	6	2
139	Deputy Police Chief Office	Office for adjacent to Admin. Asst., Police Chief and Conference.	120	90
140	Secretary	Adjacent to Chief and Deputy Chief	80	70
142	Records Storage	Adjacent to Sargent' Office and Records Waiting	400	92
143	Records Waiting Area	Adjacent to Sargent' Office and Records Storage	20	20
144	Sargent's Office	Office for Sargent	50	40
145	Sargent's Office	Office for Sargent	50	50
147	Officer	Work station for Officer, shared	30	25
148	Officer	Work station for Officer, shared	30	25
149	Officer	Work station for Officer, shared	30	25
150	Officer	Work station for Officer, shared	30	25



151	Armorer's Room	Secure room for storage and delivery of arms to police personnel.	35	35
152	Interview	Adjacent to Booking	24	24
153	Property Storage	Adjacent to Booking	20	20
155	Booking	Adjacent to Sally port	170	170
158	Juvenile Cell	Adjacent to Booking	35	35
159	Women's/Matron Cell	Adjacent to Booking	40	40
160	Women's Cell	Adjacent to Booking	40	40
161	Women's Cell	Adjacent to Booking	40	40
162	Men's Cell	Adjacent to Booking	40	40
163	Men's Cell	Adjacent to Booking	40	40
164	Men's Cell	Adjacent to Booking	40	40
165	Janitor	Adjacent to cells	48	48
166	Chase	Typical	60	60
167	Corridor	Typical	48	48
168	Corridor	Typical	155	155
169	Corridor	Typical	90	90
170	Corridor	Typical	115	115
171	Corridor	Typical	116	116
172	Corridor	Typical	42	42
173	Storage Closet	Typical	8	8
174	Coat Closet	Typical	8	8
		<b>Total Police Department Square Footage</b>	<b>6,746</b>	<b>4,193</b>

#### Deficiencies

The 2,553 square foot difference between existing and proposed facilities relates in part to adding space for ADA compliance, reunification of remote records and evidence storage, and increased vehicular storage. Specific deficiencies are noted below.

- Men's and Women's Locker Rooms and associated toilet facilities are inadequate in terms of space and accessibility.
- Enlarge Kitchen facilities.
- Administrative staff toilet rooms are not ADA accessible.
- Evidence storage is partially on the first and partially on the second floor. Ideally it should be consolidated.
- Sally port is through the garage area with access to Booking through internal staff corridor.
- Currently there are 2 garage bays. The majority of cruisers are housed in the parking lot, unprotected from the weather. The maximum number should be housed under cover.
- Storage for Chief and Deputy Chief for dress uniforms is lacking as is storage for office supplies in the administration area.
- A portion of records storage is remotely housed in the unfinished second floor.
- All facilities should be made ADA compliant.
- Storage areas should be found to eliminate storage within egress corridors.

## *Police Department Current Conditions and Deficiencies*



Figure 13: The Police Chief's Office has been enlarged to incorporate a conference area. Aside from the break room table, there is no other shared conference space within the Police Department area.



Figure 14: The Sargent's Offices are small shared spaces that incorporate common storage.



Figure 15: The Booking Room facilities are adequate at this time.



Figure 16: The Kitchen is a well-used area that could be expanded.



Figure 17: An office for the Detective / Court Officer is well used.



Figure 18: Toilet rooms and locker room facilities are extremely limited and small without adequate or ADA accessible facilities.



Figure 19: The Exercise Room is furnished with multiple types of exercise equipment. The room could be larger to increase safely around the equipment, and possibly shared with the Fire Department.



Figure 20: Lack of storage space has led to code violations where egress corridors are blocked by objects within the egress path.



Figure 20: The Firing Range on the Intermediate Level is utilized but the working condition of the exhaust system remains an ongoing issue.



Figure 21: The Garage is composed of two bays which typically house the Chief's vehicle and smaller vehicles that need indoor protection. The Sally Port enters through the garage and down a corridor to the booking area. The route should be more secure and direct.

### ***Emergency Operations Description***

The Intermediate Level of the building houses the Emergency Operations facilities. The EOC collects, records, analyzes and recommends action in an emergency. This area serves as a command center for multiple public safety organizations on the local, state and even federal level. Critical to the Emergency Operations Center is a large room with multiple work surfaces and seating areas, and access to critical communications equipment and monitoring systems. Associated with the command center are facilities that support personnel during a long-term emergency such as a kitchen, toilet facilities and optimally, sleeping quarters.

New approaches to emergency management have evolved from the Civil Defense programs of the 1980's. The intermediate level of the Safety Complex is primarily devoted to spaces related to Civil Defense functions which are now obsolete. The current EOC is used for training of both Fire and Police Departments. The kitchen is rarely used, and the associated office areas are occasionally used as interview or study rooms by the Police and Fire. While there had been negotiation to relocate the EOC to a shared regional facility, the Town opted to maintain the existing facility.

### ***Emergency Operations Space Needs***

The following chart is organized by room numbers in the existing building. Desirable square footage is shown adjacent to existing square footage provided in the existing Safety Complex.

Room #	Space Name	Space Purpose	Square Footage Required	Square Footage Provided
052	Kitchen		44	44
053	Men's Toilet Room		50	28
054	Women's Toilet Room		50	28
055	Conference		-	55
056	Civil Defense Director		-	64
059	Message Center		-	40
060	Janitor's Room		22	22
061	Civil Defense / Emergency Operations Room		337	337
062	Storage		80	80
067	Corridor		138	138
070	Corridor		50	50
		<b>Total Emergency Operations Square Footage</b>	<b>771</b>	<b>886</b>

### **Deficiencies**

The difference in square footage areas for existing and proposed square footage is 115 square feet.

- Obsolete Civil Defense Offices could be incorporated into the EOC Room.

## *Emergency Operations Current Conditions*



Figure 22: The Emergency Operations Room stands at the ready and serves as a training room as necessary.



Figure 23: A former storage room has been converted to an interview room while other rooms associated with the former Civil Defense program are underutilized or serve as impromptu storage areas.





Figure 24: Obsolete equipment could be removed and the rooms used for other purposes.



Figure 25: The former Director of Civil Defense Office lies vacant.



Figure 26: The small unit kitchen is rarely used but should be kept updated for future use by the EOC.



Figure 27: The Radio Equipment Room is an active space that could be better organized and obsolete equipment removed.

### **Shared Facilities**

The following chart is organized by room numbers in the existing building. Desirable square footage is shown adjacent to square footage provided in the existing Safety Complex.

Room #	Space Name	Space Purpose	Square Footage Required	Square Footage Provided
015	Electrical Room	Incoming Electrical service and subpanels	182	182
057	Radio Room	Adjacent to 911 Call Center	56	56
063	Mechanical Room	Centrally located for heating / cooling equipment	150	112
064	Emergency Generator	Exterior wall for exhaust	120	64
100	Vestibule	At Public Entrance	126	126
101	Public Waiting Room	At Public Entrance	200	188
108	HC Male Toilet	Adjacent to Public Waiting	50	-
109	HC Female Toilet	Adjacent to Public Waiting	50	32
141	Dispatcher	Adjacent to Public Waiting	150	112
		<b>Total Shared Facilities</b>	<b>1,084</b>	<b>872</b>

Note: If separate facilities are created for each department, the total square footage of shared facilities must be added to each department program.

The difference between proposed and existing facilities relates to the addition of square footage for currently cramped mechanical rooms.



Figure 28: The Second Floor was intended to be finished at a future date. It currently houses Town records and Police Department storage and secure evidence areas.



## REFERENCES

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