



TOWN OF TYNGSBOROUGH
Public Safety Building Study Committee
Town Offices | 25 Bryants Lane
Tyngsborough, MA 01879
Tel: (978) 649-2300 Ext. 100 | Fax: (978) 649-2320

PUBLIC SAFETY BUILDING STUDY

FINAL REPORT

Prepared By:
Public Safety Building Study Committee
Town of Tyngsborough
25 Bryants Lane
Tyngsborough, MA 01879

Date Approved by PSBSC Committee: 12/7/2022

Date Approved by Select Board: 12/12/2022



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Executive Summary

The Public Safety Building Study Committee consists of nine members as defined below, and two alternates. The Committee reviewed the Public Safety Building conceptual designs and cost estimates prepared by Tecton Architects in 2019 and several older planning documents which are outlined at the end of this report. The Committee also reviewed the operations and conditions of the existing Police and Fire Department facilities and analyzed projected space needs based on population increases and operational increases for the next 30 years.

Membership– Appointed until acceptance of a final report by the Board of Selectmen

Ronald Keohane, Selectman Mike Moran, Selectman Edward Smith, Finance Comm.

Deborah Friedl, Resident Warren Allgrove, Resident Donald Lampron, Resident

Matthew Hanson, Town Admin. Wes Russell, Fire Chief Rich Howe, Police Chief

Shaun Keegan, Alternate *David Carney, Alternate*

The Committee conducted the following work and completed the following deliverables:

- Compared the relative advantages, disadvantages and associated costs of renovation / additions vs. new construction for each facility separately vs a combined facility
- Identified and prioritized several recommendations on building renovation and construction options, including the identification of 2 preferred locations.
- Visited Regional Dispatch center in Tewksbury, MA
- Visited Regional Dispatch center in Pepperell, MA (virtual meeting/visit)
- Assessed current and future space needs
- Explored and clarified the cost savings between the construction of a combined building versus separate police and fire buildings.
- Explored and identified cost savings through State 911 Department Development Grants
- Conducted 12 public meetings between 2021-2022



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Key Findings and Recommendations:

Space Needs

Upon hiring a design firm to proceed with a renovation or new construction option, the Town should re-examine the space needs of each department. The Committee reviewed square footage from comparable projects and identified the potential for reductions. The Committee is also concerned about the significant construction cost escalation seen in the market between 2020-2022.

Location

The Committee recommends securing a location that is large enough to allow for the construction of both buildings and room for expansion, even if funding is not immediately available to construct both buildings. The Committee reviewed approximately 11 location options and identified the two most advantageous options. These options are 180 and 282 Middlesex Rd. 180 Middlesex Road is owned by the Sisters of Notre Dame and includes a potential entrance on Westford Road.

282 Middlesex Road is owned by Nancy Van Alst and is situated between the existing town hall and former Winslow School. The Committee explored the possibility of renovating the Winslow School as a new town hall and subsequently locating the Police Station at the existing Town Hall. However, the total cost for this option mirrored the cost of a new Public Safety Building without address the needs of the fire department.

Acquiring a site large enough to accommodate both buildings is a relatively low cost as a percentage of total construction costs. The Committee believes the best location should be secured, and the town should not try to reduce project costs by moving the buildings to a remote location.

Cost and Separate Buildings vs. Combined Building

The Committee identified approximately \$4M in cost savings by constructing a combined public safety building versus constructing two separate buildings. However, the total cost of a combined building, which could now top \$30-40M, may be too much for the town to afford at this time. From the perspective of long-term planning, the Committee believes there are benefits to having a combined building, or at least a site that is capable of accommodating both public safety buildings at some point in time.

The decision to construct one or two buildings, or renovate the existing buildings, rests with the Board of Selectmen. This decision should be made based on the following criteria:

- town's ability to afford new debt service;
- the ability to offset some of the project funding within the operating budget, and;
- the availability and success obtaining State grants/earmarks.



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The Board of Selectmen may want to consider designing a combined building with the option to phase the construction. The design process will take over a year to complete. By the time the design is complete, the Board will have had more time to forecast economic conditions and plan for sufficient new growth tax revenue to offset some of the project cost within the operating budget. As of 2022, it is too early to tell if the town can support any debt for the public safety building within the operating budget. Having a phased design will allow the Select Board and Town Meeting to make the ultimate decision to fund one phase or the entire building at once.

Emergency Communications Dispatching

A large cost associated with a new standalone police station or public safety facility is the cost of a dispatch center, which could be upwards of \$2M. The State is strongly discouraging investment in standalone dispatch centers that support one community. The State 911 Department's first priority is "Expansion of existing regional PSAPs or RECCs through the addition of one (1) or more PSAPs to an existing regional PSAP or RECC, with an executed IMA." The Town should pursue grant funding to either have an abutting community join a new regional emergency communications center (RECC) in Tyngsborough, and or join a neighboring RECC. January-March is the timeline to apply to the State 911 Department for a development grant.

The Committee explored two RECC options. These visits confirmed that the promises the State made were exactly what the communities experienced. For example, the Tewksbury police department received a complete radio upgrade which cost over \$600k fully funded by state, along with ancillary upgrades, CAD system upgrades, and significant operational savings. This is with a two-community RECC. The State provides even more support to centers with 3 or more communities. For new communities joining a RECC, all operating costs for 3 years are 100% covered, 50% covered in year 4 and 25% covered in year 5. Communities fully fund operations after 5 years but most equipment replacement is still covered.

The State will not cover costs to backfill staff positions at the existing police station. Tyngsborough's current communications personnel serve a dual function; they provide dispatching services, ensure that the police station is staffed 24/7, 365 days a year, and perform additional administrative and clerical functions. If the dispatching functions are moved to a regional center, the Town may have to factor in additional costs to staff the station 24/7, particularly in the evenings. This will reduce the total amount of savings realized by the town. A financial analysis taking into consideration these additional costs should be done prior to the Board making any decision. Once the Town moves to a RECC, we cannot have buyers remorse and move back, that will not be an option.

Finally, and needless to say, the well being of our communications staff, and their security and value as essential employees should be prioritized. We must balance the human element with any potential cost savings, while also taking into account the impact on personalized service. The Select Board should



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begin open communications with our communications personnel so we move forward with the most effective plan for our employees and community.

Timeline

Due to budget uncertainty and ballooning construction costs, the Committee is not able to recommend a definite timeline for the next steps. However, the next steps are outlined in chronological order at the end of this report. They include securing land, securing grant funding, design funding, and construction funding.

In summary, both buildings are aging and have varying needs. The final decision is up to the Select Board and the funding decision will be made by the voters of Tyngsborough, based on what they can afford. The Committee is providing the Select Board with several options to consider because our ultimate goal is to ensure that the final project selected will have a high likelihood of being approved. Our recommendations are based on what will make the most sense for the town 50 years into the future, at full build out. Ultimately, the committee would like to see a large site acquired with room for expansion, even if it takes longer to complete all aspects of the project.



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Existing Space Assessment and Space Needs

The Committee reviewed and discussed the 2019 Public Safety Feasibility Study, completed by Tecton Architects. In 2019, the Police and Fire Chief worked closely with Tecton to complete a comprehensive existing conditions assessment and projected future space requirements. The same Chiefs are members of the existing PSBSC and were able to share their experience going through the space assessment with Tecton.

The Tecton findings are summarized as follows:

| Police Station | Tyngsboro (current) | Tecton (proposed) |
|-------------------|---------------------|-------------------|
| sf. ft. | 9,495 | 23,145 |
| Training Room | 0 | 1,450 |
| site area (acres) | 0.56 | 1.57 ac. |

The Committee conducted an independent review of comparable Police Stations and believes the square footage recommended by Tecton was slightly higher than the comps. For example, Westport, Wilbraham and Sutton completed new police stations within the past five years and they were approximately 15-16k sq.ft. However, the need and importance of several large spaces within the building vary by community. For example, the need for spaces such as training rooms, emergency operations centers, lockup and dispatch can vary depending on other local or regional options, which ultimately has a large impact on the final space needs of a community.

| Fire Station | Tyngsboro (current) | Tyngsboro (proposed) |
|-------------------|----------------------|----------------------|
| sf. ft. | 3,510 + 1,664 garage | 20,616 |
| # of bays | 3 | 8 (4 double bays) |
| site area (acres) | 0.5 | 1.67 ac |

The Committee conducted an independent review of comparable Fire Stations headquarters and believes the square footage recommended by Tecton was in-line with the comps. For example, the Groton, MA Fire headquarters was completed in 2014, included 4 drive through bays, and included 18,500 sq.ft. on approximately 2 acres of dry land.



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| Combined | Tyngsboro (Tecton proposed) |
|-------------------|--------------------------------|
| sf.ft. | 32,841 |
| # of bays | 4 |
| site area (acres) | 3.07 ac |

The comments regarding the space needs of the separate buildings, as noted above, should be considered if the Town considered the construction of a combined building.



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Location Options

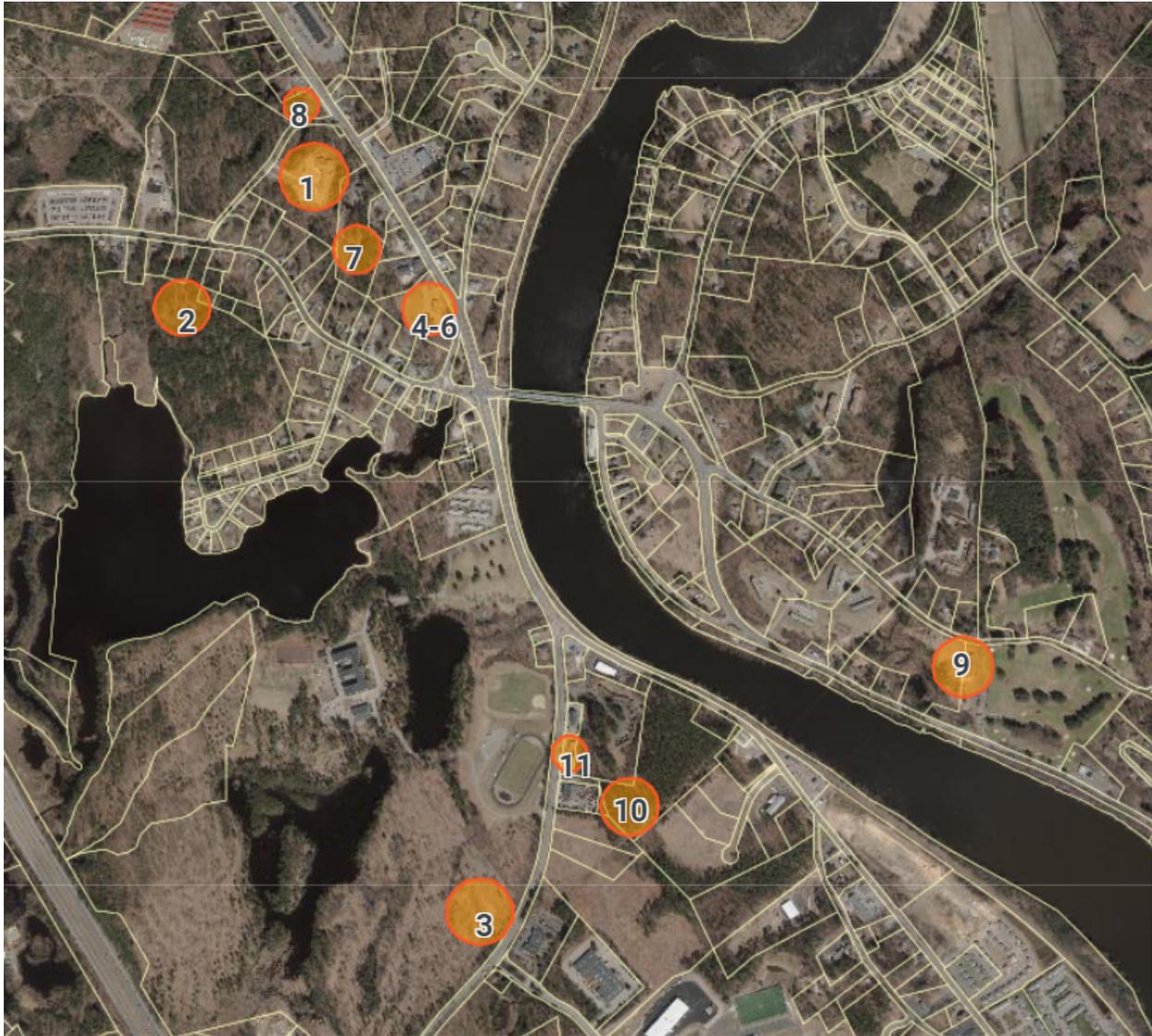
The Committee reviewed the pros, cons, and costs of the following proposed location options:

1. 25 Bryants Lane- Existing Town Offices
2. 84 Kendall Rd- Vacant Land
3. 180 Middlesex Rd- Notre Dame Land, entrance on Westford Rd
4. 250 Middlesex Rd- Build new public safety building on site adjacent to Winslow School
5. 250 Middlesex Rd- Renovate Winslow School into a public safety building
6. 250 Middlesex Rd- Town Hall to Winslow and move Police Department to Town Offices
7. 282 Middlesex Rd- Vacant Land
8. 292 Middlesex Rd- Vacant Land
9. 80 Pawtucket Blvd- Vacant Land
10. 50 Westford Rd- Vacant Land
11. 20 Westford Rd- Two options to expand existing Police Department at current location

A summary of the findings for each property is shown on the following pages.



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<https://tyngsboroughma.mapgeo.io/datasets/properties?abuttersDistance=500&basemap=f3a19f6e-d484-4019-84e1-bf5a3a189d39&latlng=42.67294%2C-71.415206&panel=themes&share=384b350c-af6d-415b>



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| (1) 25 Bryant Lane | Pros | Cons | Cost Considerations | Time Considerations |
|-----------------------------|--|--|---|--|
| MapGeo Link | Centrally located | Town office is not built to standards necessary for an Emergency Services building | Average site development costs | Building could not start until new Town Hall is located or constructed. 3+ years minimum |
| Zoning: B2 | | | Significant costs to renovate existing building and relocate Town Offices, no cost savings on renovation vs. new construction at this location. | |
| | Steep contours on parts of site | | | |
| | Back of site contains bedrock, making it expensive to build on | | | |
| | Wetlands on west end of site | | | |
| | Limited potential for further development as addition or renovation of existing building | | | |
| | Overall, site is cost-prohibitive for development | | | |
| | Potential abutter concerns re location and driveway | | | |
| | Kendall Road unsafe as main entry/exit for fire trucks | | | |



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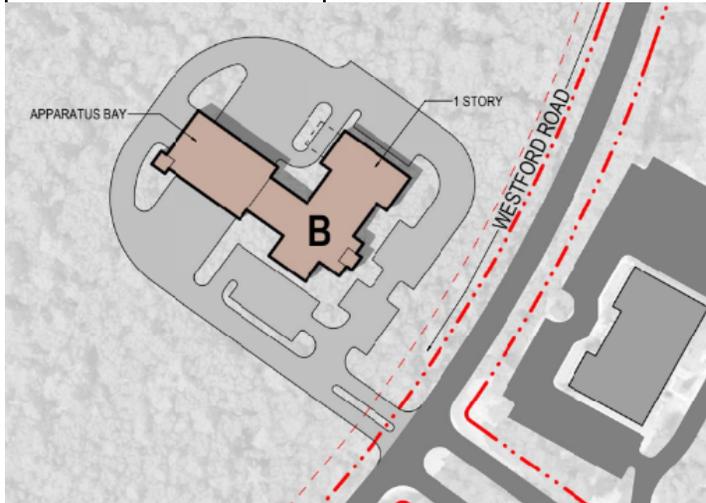
| (2) 84 Kendall Rd | Pros | Cons | Cost Considerations | Time Considerations |
|-----------------------------|--------------------|--|--|---------------------|
| MapGeo Link | Centrally located | Not town-owned | Longer driveway and pull for utilities, sloped grade | Average timeline |
| Zoning: B2 | Potential donation | Infrastructure costs for long driveway and utilities | | |
| | | Potential abutter concerns re location and driveway | | |
| | | Kendall Road unsafe as main entry/exit for fire trucks | | |





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| (3) 180 Middlesex Rd (Notre Dame Land) Enter on Westford | Pros | Cons | Cost Considerations | Time Considerations |
|---|---|--|--|--|
| MapGeo Link | Large, flat area that can support entire program and site needs comfortably | Land not currently owned by Town | Average site development costs | 6-18 months to complete purchase or eminent domain |
| Zoning: B2/I1 | Strong street presence possible | Potential concerns having a police station so close to a school building | Additional cost to purchase the land \$650K-\$950K | |
| | Space for future growth | | | |
| | Proposed drive intersects at an existing roadway | | | |





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| (4-6) 250 Middlesex Rd | Pros | Cons | Cost Considerations | Time Considerations |
|-----------------------------|---|--|---|---------------------|
| MapGeo Link | Large site | Steep contours on road side of site | Average site development costs | Average timeline |
| Zoning: B2 | Centrally located | Both historic buildings will need extensive modifications to bring them up to the minimum standard of an Emergency Services building and building code | Minimal cost to demo existing school, significant costs to renovate, or move existing buildings | |
| | Site could support either program independently, although not optimally unless additional space is acquired | Renovations and/or additions will most likely disrupt the historic character | | |
| | No acquisition cost | Public safety functions will likely be extremely inefficient and expensive to achieve due to existing building layout (if layout is kept) | | |
| | Proximity to Town Hall and Highway garage | Compromises may have to be made; no drive-through bays, prisoner entry near main entrance | | |
| | Continued investment in the Town Center revitalization | Partial use of site leaves limited opportunity for future development or restoration of historic buildings | | |
| | | Loss of land in town center for other future business or municipal uses that are more pedestrian friendly | | |



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| (7) 282 Middlesex Rd | Pros | Cons | Cost Considerations | Time Considerations |
|-----------------------------|--|---|--|--|
| MapGeo Link | Centrally located | Topography challenges | Potentially higher price due to location in town center and frontage on Middlesex Rd | 6-18 months to complete purchase or eminent domain |
| Zoning: B3 | Close to Town Hall and Tyngsborough Bridge | Need to negotiate acquisition with private property owner | | |
| | Direct access to Middlesex Rd | | | |





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| (8) 292 Middlesex Rd | Pros | Cons | Cost Considerations | Time Considerations |
|-----------------------------|---|--|--|---|
| MapGeo Link | Centrally located | No room for future expansion (can accommodate at least 4 double deep bays so this may not be a problem in the foreseeable future) | Wetlands surrounding site to be filled and relocated | 2/3rds vote of the legislature 6+ months. Can't submit until August 1, 2026 |
| Zoning: B3 | Tax-title, could be town owned soon | Need legislative approval (2/3rds majority), can't be taken out/modified conservation land area until 30 yrs in preservation, (August 1, 2026) | | |
| | Close to Town Hall and/or Police Station as shown in Historic Commission Rec. | | | |





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| (9) 80 Pawtucket Blvd | Pros | Cons | Cost Considerations | Time Considerations |
|-----------------------------|-----------------------|--|--------------------------------|---------------------|
| MapGeo Link | Town-owned | East side of bridge/river will significantly increase response times to Highway and 60% of calls | Average site development costs | Average timeline |
| Zoning: R1 | Room for expansion | Loss of scenic open space near river | | |
| | Public Utility access | | | |





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| (10) 50 Westford Rd | Pros | Cons | Cost Considerations | Time Considerations |
|-----------------------------|-------------------|--|--|--|
| MapGeo Link | Centrally located | Not town-owned | Added site work to cross wetlands, excavate hill | 6-18 months to complete purchase or eminent domain |
| Zoning: I1 | | Potential high development costs due to topography and site conditions | | |





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| (11) 20 Westford Rd | Pros | Cons | Cost Considerations | Time Considerations |
|-----------------------------|-------------------|--|---|--|
| MapGeo Link | Centrally located | Too small for new construction or significant expansion of the building or parking. | Renovating or upgrading existing building is cheaper than building a new building but the final product will be as functional as a new building | Renovating or upgrading existing building is faster than building a new building but the final product will not be as functional as a new building |
| Zoning: B3 | | If a significant amount of money is invested in the existing building, it must be for a long-term improvements as the Town residents will be less likely to support a new building in the near-future. | | |





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Preferred Location(s)

| (3) 180 Middlesex Rd (Notre Dame Land) Enter on Westford | Pros | Cons | Cost Considerations | Time Considerations |
|--|---|--|--|--|
| MapGeo Link | Large, flat area that can support entire program and site needs comfortably | Land not currently owned by Town | Average site development costs | 6-18 months to complete purchase or eminent domain |
| Zoning: B2/I1 | Strong street presence possible | Potential concerns having a police station so close to a school building | Additional cost to purchase the land \$650K-\$950K | |
| | Space for future growth | | | |
| | Proposed drive intersects at an existing roadway | | | |
| (7) 282 Middlesex | Pros | Cons | Cost Considerations | Time Considerations |
| MapGeo Link | Centrally located | Topography challenges | Potentially higher price due to location in town center and frontage on Middlesex Rd | 6-18 months to complete purchase or eminent domain |
| Zoning: B3 | Close to Town Hall and Tyngsborough Bridge | Need to negotiate acquisition with private property owner | | |
| | Direct access to Middlesex Rd | | | |



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Cost Summary

| | |
|---------------------|--|
| \$13,895,614 | Police (Standalone building) |
| \$13,596,581 | Fire (Standalone building) |
| \$27,492,195 | Total if built Separate |
| \$22,848,525 | Total if built Combined |
| \$4,643,670 | Cost Difference |
| 17% - 20% | % Increase to build separately or % savings to build combined |

2019 figures- not adjusted for inflation

Please note, when Tecton Architects removed the shooting range from the Police Department, they only removed the range from the design/cost estimate of the combined building, not the standalone option. This inadvertently increased the apparent price of the standalone building options vs a combined building. In addition, the price of standalone buildings includes the cost of building a new Emergency Operations Center of over 2k sq. ft., in addition to other training rooms, in both buildings. The Town would not actually build two EOC's in a two-building model. When you calculate the extra EOC and shooting range space that was included in the individual Tecton models to more accurately compare that option to the combined building, the difference is reduced by \$2,774,66, to a total of only \$4,643,670.

Regional dispatch could save the town upwards of \$400k+ per year every year moving forward. In reality the savings may be closer to \$300k+ per year if the town backfills clerical staff to cover the front desk of the Police Station 24/7 365 days per year. The savings in the first 5 years are anticipated to be much higher, over \$1.5M, followed by \$300k+ per year after that. Those savings could be earmarked for the construction or renovation of a police, fire, or public safety facility. These figures should be updated and thoroughly vetted prior to making any decision to move to a RECC.



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Recommended Next Steps

1. RECC DEVELOPMENT GRANT

- 1.1. The Board of Selectmen should submit one or two applications to the State 911 Department for a **Development Grant**, to construct or join a regional emergency communication center (RECC, aka regional dispatch)
- 1.2. All applications must be received by 5:00 P.M. on Thursday, March 2, 2023.
- 1.3. Documents are available at the following link:
<https://www.mass.gov/how-to/apply-for-the-development-grant>

2. PREFERRED LOCATION

- 2.1. The Board of Selectmen should enter into negotiations with the owners of the **"Preferred Locations"** at;
- 2.2. 180 Middlesex Rd, and;
- 2.3. 282 Middlesex Rd

3. ACQUISITION FUNDING

- 3.1. Once negotiations are complete, the Board of Selectmen should request **Acquisition Funding** at the following Town Meeting.

4. DESIGN FUNDING

- 4.1. At the same meeting, or a subsequent meeting, the Board of Selectmen should request **Design Funding**.
- 4.2. Based on the economic climate when this decision is made, the Board of Selectmen should decide to request funding to design;
 - 4.2.1. a combined public safety building, or;
 - 4.2.2. one or two standalone buildings, and or;
 - 4.2.3. additions/renovations to existing police department, including parking lot expansion and resurfacing, training room over sally port, elevator, replace windows, add AC, and new office space in current dispatch center (if move to regional dispatch center is successful)

5. CONSTRUCTION FUNDING

- 5.1. When the design is substantially complete, the Board of Selectmen should request **Construction Funding** at the subsequent town meeting.



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Supporting Documents

Supporting documents can be found on the Committee's website at

<https://www.tyngsboroughma.gov/departments/all-boards-and-committees/psbsc/>

Documents Available for review:

1. Town Hall, Winslow School and Police Department feasibility study- DRA Architects 2022
2. Public Safety Feasibility Study- Tecton Architects, 2019
3. Town Building Master Plan- DRA Architects, 2015