

TOWN OF WELLESLEY



MASSACHUSETTS

ZONING BOARD OF APPEALS

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Record, Decision and Site Plan Approval

ZBA 2010-87

Petition of Town of Wellesley/Permanent Building Committee
20 Municipal Way

Name of Record Owner of Title to Subject Property: Town of Wellesley/Permanent Building Committee

On October 27, 2010, the TOWN OF WELLESLEY/PERMANENT BUILDING COMMITTEE (the Petitioner) filed a petition for modification of Site Plan Approval (ZBA 2006-69) that was granted on December 22, 2006 pursuant to the provisions of Section XVIA, Section II and Section XXV of the Zoning Bylaw for construction of an 8,564 square foot two-story DPW Operations Building Addition and a 4,307 square foot build out of the second floor of the Water and Sewer Division Building, at 20 MUNICIPAL WAY, in a Business District and a Single Residence A District.

Public Hearing

The Board conducted a Public Hearing on the modification of Site Plan Approval Permit on November 17, 2010 and voted to approve modification of Site Plan Approval.

Presenting the case at the hearing were Stephen Fader, Town Engineer, Michael Pakstis, Director of Department of Public Works (DPW), Douglas Stewart, Assistant Town Engineer, Raymond Porfilio, Project Architect, Karen Brezlowski, Project Architect, AECOM, Matthew King, Permanent Building Committee (PBC) and William Charlton, Board of Public Works.

Mr. Fader said that the site is approximately 18.6 acres. He said that the site houses the Fire Department, the DPW/MLP Administration Building, the MLP garage and warehouse, the DPW Highway and Park Building and garage, the now existing DPW Water & Sewer garage and office, and the Cochituate Aqueduct.

Mr. Fader said that the proposed project is essentially the same project that was presented to the Board in 2006 and was subsequently approved. He said that the idea at that time was to construct a Water & Sewer garage. He said that the second story of the building was deliberately left blank. He said that space is vacant except for some duct work and HVAC equipment. He said that the façade was left unfinished because the intent was to come back with the plan for the proposed building.

Mr. Fader said that the main difference between this proposal and the 2006 proposal is that there will be 15 fewer employees. He said that the Town Hall departments that were to move to the new facility will remain at Town Hall. He said that the design has been reduced by approximately 2,600 square feet.

Mr. Fader said that the proposed office and administrative space will house the DPW Engineering Division on the first floor and the Director's office, the Management Services Division, a board room, a lunch room, a mechanical room and a training room on the second floor. He said that the proposed footprint was generated in response to the needs of the Engineering Division.

Mr. Porfilio said that the proposed building will be two-story stick-built, steel-framed, and primarily masonry veneer with glazed elements on three sides. He said that the side that will face the front of the existing Water & Sewer Building will be metal panel.

Mr. Porfilio said that daylighting will be an important feature of the proposed building. He said that there are a few items that are being included in the project as add-alternates. He said that one of those items is north-facing skylight monitors on the roof. He said that if bids come in favorably the skylights will be added to the project.

Mr. Porfilio discussed how sustainability issues are being addressed. He said that they looked at the project using LEED guidelines. He said that there will be infiltration basins on the site and there will be no increase in impervious surface. He said that construction waste management, VOC's, and materials selection have all been considered in terms of LEED guidelines. He said that building insulation will exceed code standards. He said that there will be some passive solar energy use. He said that they are looking at low-flow water fixtures. He said that although sustainable issues were considered, this will not be a LEED Certified project.

Mr. Fader displayed on the Site Plan the location of the PCB cap area. He said that is now a "no dig zone." He said that and the location of the fuel pumps on the eastern side limited where they could build the proposed addition. He said that bringing the addition forward would upset the geometry of the roadway and the parking area.

Mr. Pakstis said that they have done tests in that area and everything has turned up clean. He said that there will not be any major excavation. He said that the foundation will sit on top of rammed aggregate piers. He said that there may be a foot or so of excavation. He said that their experience with the previous building was that there was not a lot of surplus material generated by the foundation installation.

Mr. King said that they will be operating under the same guidelines as in past projects for treatment of suspect materials on site. He said that they have an assigned LSP who is to be notified should contaminated soils be encountered. Mr. Fader said that PBC suggested that a contingency be built into the budget in case there are any issues with contaminated soils.

Mr. Fader said that the PCB area was shown on the plans but was not highlighted. He said that it is shown on Sheet 3 and labeled as AUL #2.

Mr. Fader said that they met with the Design Review Board (DRB) on September 8, 2010 for an informal meeting. He said that they went back before DRB at the end of October. He said that DRB

recommendations have been incorporated into the plans. He said that the revised plans, dated November 2, 2010, will be submitted to the Board. He said that DRB had recommended some changes to the handicapped ramp, changes to the landscape plans and screening for the HVAC equipment on the roof.

Mr. Fader said that DPW has limited use of the Woodlawn Avenue access. He said that the gate is only open during business hours. He said that the main access is from Route 9. He said that site circulation is the same as what was proposed in 2006. He said that there will be one-way counter clockwise circulation around the Highway Building, around the Water & Sewer Building and out to what is now called "Municipal Way."

Mr. Fader said that most of the utilities will be fed through the existing Water & Sewer Building. He said that the sewer connection is at too high an elevation. He said that they will have a gravity line come out of the front and go down the drive to a manhole that hooks up to the new ejector station that is already up and running.

Mr. Fader said that they have installed the signage that was proposed in 2006 to better direct traffic on the site. He said that there are pavement markings on the west side of the Fire Station. He said that there is a designated right turn lane onto Route 9. He said that there is a queuing lane for traffic going across to Washington Street and for those vehicles making a left turn onto Route 9 East.

Mr. Fader said that they will need to put signs on up Route 16. He said that they were directed not to put the signs there until the bridge work was complete. He said that there will be signs for Route 9 Eastbound and Westbound. He said that they originally thought that there would be a left turn allowed on the bridge for traffic traveling Eastbound on Route 16 to access the Municipal Facility site and Route 9 West. He said that has been eliminated by MA DOT. He said that they will have to find an alternate route for Route 16 Eastbound traffic to access the Municipal Facility site.

Mr. Fader said that they had been asked to look at the driveway at the on-ramp. He said that they were able to shorten it by approximately six feet. He said that it was reduced from 57 to 51 feet and granite curbing was placed there. He said that the Police & Fire departments had been concerned about truck access.

Mr. Fader said that they installed granite curbing around all traffic islands. He said that they have tried to make the area as safe as possible for pedestrians. He said that the existing crosswalk into the Water & Sewer Building will be relocated so that it will be opposite the main entrance.

Mr. Fader displayed the location of two handicapped parking spaces on the side of the Water & Sewer Building. He said that there will be a sidewalk constructed around the side and front to the main entrance. He said that there will be appropriate signage at the crosswalk. He said that they will be taking part of an existing island to reconfigure the roadway to allow for enough width for vehicles.

Mr. Fader said that there are no noxious uses proposed. He said that there will be some new mechanical equipment but they will be screening it. He said that they do not want to create any issues with the neighbors. He said that they have worked hard over the years to maintain a good relationship with them.

Mr. Fader said that there will be no change in the number of employees. He said that the number of employees has remained constant over the past four years. He said that they are not planning any new hires.

Mr. Fader said that the DPW employees tend to arrive before the traffic peak hour in the morning and they tend to leave an hour or so earlier than the evening peak traffic hour on Route 9.

Mr. Fader said that they expect that all contractor and employee parking will be on-site. He said that materials storage will be on-site. He said that deliveries will be through Route 9 only. He said that typical hours of work will be 7 a.m. to 4 p.m., Mondays through Fridays. He said that there may be some days when they need to work later. He said that if they have to work on a Saturday, the hours will be 8 a.m. to 6 p.m.

The Board asked about phasing of this project in relation to phasing of the MLP project. Mr. Fader said that DPW will be looking for funding at the upcoming Annual Town Meeting in March. He said that if the project is approved subject to a debt exclusion vote, they expect to be under construction by July. He said that they anticipate a 10 to 12 month construction period. He said that he did not know what the MLP construction schedule will be. The Board said that both projects are small and, even with overlap, there probably will not be too much construction traffic. Mr. Pakstis said that both buildings were under construction at the same time for the 2006 project.

Mr. Fader said that there will be six foot high construction fences around the perimeter of the work area and the equipment, materials and contractor parking area. He said that there will be a Town Project Manager who will be responsible for the overall construction of the project and who will be responsible to the PBC.

The Board asked how many guests typically come to the DPW. Mr. Fader said that number varies from normal daytime business hours to the evening when there could be a meeting. He said that they may have project meeting on occasion. He said that the people who typically come to the DPW are contractors, developers and builders. He said that they expect that a portion of the parking lot that will be closest to the entrance of the proposed building will be designated for visitors.

The Board asked if there has been a change to the plans for public meetings at the Municipal Facility site since the 2006 approval. Mr. Pakstis said that they do not anticipate any changes. He said that the only regularly planned meetings are their Board meetings which occur once a month. Mr. King said that the layout of the interior space of the proposed building will not be conducive to holding large meetings.

The Board asked if parking is already tight on the site. Mr. Pakstis said that the parking lot was designed for the additional 15 Town Hall employees. Mr. Pakstis said that they do not anticipate an increased parking demand in the area. Mr. Stewart said that there are approximately 30 spaces available on a daily basis.

Mr. Pakstis said that the parking area and islands are already built. Mr. Fader said that the parking islands were needed to meet the requirement for landscaped interior space. Mr. Stewart said that calculations for greenspace were included in the original submittal in 2006.

The Board said that the parking space and maneuvering aisle dimensions for new spaces should be shown on Sheet 9.

The Board said that the existing MLP/DPW Administration is not being demolished and there is potential for intensification of use on the site. The Board said that issue was addressed in the Traffic Report. The Board said that even if the building will be fully occupied in the future, the net increase that was considered in 2006 was greater than what is being proposed for 2010. The Board said that it does appear that there is sufficient capacity on the site.

A Board member asked about relocating the crosswalk. He said that he was concerned about the switchback for the handicapped ramp. He said that re-working that area to a slight incline would allow the canopy to cover the ramp and the steps. Mr. Stewart said that the main reason for the switchback is because of the difference in elevation between the building and the street level. Mr. Pakstis said that they would look at that possible change.

The Board said that it might make sense to create another crosswalk to enable people in the visitors' parking to walk across to the corner of the building rather than walking in the traffic lane to the other end. Mr. Pakstis said that they would look at that. He said that one of the issues is that they are fighting the grade the whole way.

Mr. Fader said that there is no new site lighting proposed. He said that the site lighting will be implemented for the original 2006 project. He said that they are discussing lighting on the building.

The Board asked about the stop sign at the end of the ramp onto Route 9. Mr. Fader said that stop sign is mainly for access to Route 9. Mr. Pakstis said that there have been a few accidents over the years. He said that cars traveling westbound on Route 9 can turn into the Municipal Facilities site. He said that there had been jersey barriers there that extended the nose so that the turn could not be made. He said that the barriers were taken away during the bridge project. He said that they are trying to get the barriers back. He said that when the barriers were there, the Police recommended that the stop sign be removed.

The Board discussed the proximity of the fueling area shown on Sheet 11, just north of the proposed building and the mechanical equipment on the roof. Mr. Fader said that a hazard will not be created by that. The Board said that because there will be fueling and idling vehicles, they should make sure that the indoor air quality will not be compromised in the new building.

The Board discussed Stormwater Management. Mr. Fader said that the infiltration and detention system was put in place as part of the 2006 project. The Board said that the drainage structures should be protected during construction.

The Board discussed the Construction Management Plan (CMP). The Board confirmed that the total number of truckloads of concrete materials and structural steel that were listed in the table on page 3 were over the life of the project, not on a weekly basis.

The Board asked about contractors' parking shown on Sheet 8. Mr. Stewart said that some Water & Sewer employee parking will be displaced. He said that there are approximately 50 spaces at the Highway Department that can accommodate the displaced parking.

The Board said that a wheel cleaning mat had been added to the plans. The Board said that if Municipal Way is kept clean, it will not track onto Route 9. Mr. Pakstis said that if they did track onto Route 9 or Woodlawn Avenue, they would clean that up as well.

The Board asked if there will a water truck on-site for dust control. Mr. King said that the contractors are instructed under the general conditions to keep the area clean.

The Board discussed the Planning Board recommendation for removal of vegetation at the Woodlawn Avenue access. Mr. Fader said that they have done selective pruning to provide better sight distance. He said that, at the same time, they strive to maintain the natural screening between the Municipal Facility and the neighborhood.

There was no one present at the Public Hearing who wished to speak to the petition.

Submittals from the Applicant

- Application for Special Permit, dated 9-24-10
- Project Description
- Application for Site Plan Approval, dated 9-24-10
- Site Plan Approval Review – Plans and Submittal Checklist
- Development Prospectus, dated 10-7-10
- Abutters List
- Stormwater Management and Water Quality Design
- Traffic Summary, Traffic Impact and Analysis & Parking Summary
- Subsurface Conditions, Soil Borings, Geotechnical Report
- Fire Safety, Fire Flow Certification & Fire Access
- Construction Management Plan, dated September, 2010
- Municipal Impact, Water, Sewer, Refuse Disposal, Electrical
- I & I Conservation Measures
- Municipal Facilities Building Project – ZBA and Planning Board Project Conditions and Actions Taken

Plan Number	Drawing Title	Date of Issue	Prepared By	Date of Revision
Sheet 1 of 18	Title, Index & General Notes	10-22-10	Stephen S. Fader, PE	
Sheet 2 of 18	Existing Conditions Plan	10-22-10	Stephen S. Fader, PE	
Sheet 3 of 18	Existing Conditions Plan	10-22-10	Stephen S. Fader, PE	
Sheet 4 of 18	Existing Conditions Plan	10-15-10	Stephen S. Fader, PE	
Sheet 5 of 18	Plot Plan	10-22-10	Stephen S. Fader,	

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			PE	
Sheet 6 of 18	Overall Site Plan	10-15-10	Stephen S. Fader, PE	
Sheet 7 of 18	Site Preparation & Demolition Plan	10-22-10	Stephen S. Fader, PE	
Sheet 8 of 18	Construction Management Plan	10-22-10	Stephen S. Fader, PE	
Sheet 9 of 18	Parking, Layout & Materials Plan	10-22-10	Stephen S. Fader, PE	
Sheet 10 of 18	Parking, Layout & Materials Plan	10-15-10	Stephen S. Fader, PE	
Sheet 11 of 18	Grading and Utilities Plan	10-22-10	Stephen S. Fader, PE	
Sheet 12 of 18	Grading and Utilities Plan	10-15-10	Stephen S. Fader, PE	
Sheet 13 of 18	Grading and Utilities Plan	10-22-10	Stephen S. Fader, PE	
Sheet 14 of 18	Sewer and Drain Profiles	10-22-10	Stephen S. Fader, PE	
Sheet 15 of 18	Construction Details	10-22-10	Stephen S. Fader, PE	
Sheet 16 of 18	Construction Details	10-22-10	Stephen S. Fader, PE	
Sheet 17 of 18	Landscape Plan	10-22-10	Stephen S. Fader, PE	
Sheet 18 of 18	Site Traffic Plan	10-15-10	Stephen S. Fader, PE	
A0101	First Floor Plan Part 1	5-2010	Raymond Porfilio, AECOM	7-21-10, 8-25-10, 9-29-10
A0102	First Floor Plan Part 2	5-2010	Raymond Porfilio, AECOM	7-21-10, 8-25-10, 9-29-10
A0103	Second Floor Part 1	5-2010	Raymond Porfilio, AECOM	7-21-10, 8-25-10, 9-29-10
A0104	Second Floor Part 2	5-2010	Raymond Porfilio, AECOM	7-21-10, 8-25-10, 9-29-10
A0300	Roof Plans & Details	5-2010	Raymond Porfilio, AECOM	7-21-10, 8-25-10, 9-29-10
A0400	Exterior Elevations	5-2010	Raymond Porfilio, AECOM	7-21-10, 8-25-10, 9-29-10
A0500	Building Sections	5-2010	Raymond Porfilio, AECOM	7-21-10, 8-25-10, 9-29-10

On June 13, 2006, the Wellesley Planning Board granted a Special Permit for a Project of Significant Impact, PSI-06-02, for the Municipal Facilities Project. On June 30, 2010, the Wellesley Planning Board

granted an Amendment to Project of Significant Impact Special Permit Decision, PSI-06-02. Negotiated improvements – Special Permit Conditions:

TRAFFIC AND PEDESTRIAN SAFETY

- a. The driveway entrance on the westbound Route 9 ramp will be narrowed to 30 to 35 feet to control access to and egress from the site.
- b. A stop sign will be installed on the driveway on the westbound Route 9 on-ramp and illumination will be provided at that location.
- c. Sight lines (sight distance) at Woodlawn Avenue driveway will be improved by selective removal and relocation of vegetation.
- d. Appropriate pavement marking will be added at the Fire Station egress driveway. This will enable the better operation of the traffic signal loops. Pavement markings shall also be provided on the site to direct visitors/customers to the various town departments.
- e. Signage will be added within the site to direct the public to the various town departments.

In addition, the applicant has agreed to seek MHD approval of the following measures; however, the completion of these additional measures is not required as a condition of this Special Permit:

1. Add directional signage on Route 9 to indicate to motorists where to turn to enter the site.
2. Relocate the current Route 9 crosswalk and pedestrian signal (west of the entrance to the Fire Station) to a new location east of the Fire Station entrance. Necessary pedestrian connections would involve sidewalk construction on the northerly side of Route 9 at this location.
3. Repair the sidewalk along the north side of the Route 9 westbound on-ramp, which has been identified as being in poor condition.
4. Add signage on Route 9 at the Route 9/Fire Station driveway intersection to discourage illegal U-turns and left turns.

On October 22, 2010, George Saraceno, Senior Civil Engineer, DPW, reviewed the plans and submitted comments regarding the proposed project.

On October 28, 2010, Douglas Stewart, P.E., Assistant Town Engineer, reviewed the Site Plan Approval comments prepared by George Saraceno on October 22, 2010 and stated that the responses have been incorporated into the plan set.

On November 2, 2010, George Saraceno, Senior Civil Engineer, DPW, reviewed the response letter, documents and revised plans from the Department of Public Works and stated that his review comments have been addressed and are appropriately shown on the revised plans dated October 22, 2010.

On October 27, 2010, Adam Bossi, Wetlands Protection Committee, stated that the proposed project is located outside of areas subject to the Massachusetts Wetlands Protection Act, MGL Chapter 131, Section 40 and/or the Town of Wellesley Wetlands Protection Bylaw, Article 44.

On October 29, 2010, the Design Review Board completed its Final Review of the proposed project and recommended that the Zoning Board of Appeals approve the proposed project subject to the following conditions:

1. If and where visible, screen from view all mechanical equipment on the roof of the building;
2. Plant more trees in the landscape islands within the parking area. This could be accomplished by transplanting existing trees with the area that will accommodate the addition;
3. Plant larger trees and shrubs;
4. Ensure the ramp beside the handicapped parking spots in ADA compliant. According to Mr. Law, the ramp as presented in the Overall Site Plan (9/19/10) does not appear to be ADA compliant.

On November 9, 2010, Captain Donahue, Fire Department, stated that he had reviewed and approved the application for the proposed project. He stated that the Fire Department reserves the right for final approval at time of issuing permits with a complete set of building documents.

On November 17, 2010, the Planning Board recommended that the petition for modification of Site Plan Review be granted. Based on a review of the application, it was the Planning Board's opinion that the subject petition is consistent with the decision issued under PSI-06-02. The Planning Board recommended that the Special Permit for a public use in a Single Residence District be granted.

The Board voted unanimously to approve the modification to the Site Plan Approval (ZBA 2006-69), subject to the conditions listed below.

The Board voted unanimously to grant the Special Permit for a public use in a Single Residence District, subject to any conditions that are already in effect.

The Board's approval of the Site Plan for the Project is premised on the Applicant's and Project's compliance with the following conditions (the "Conditions"). All requirements imposed by the Conditions or this Site Plan Approval shall be applicable to the entity responsible for the administration of the Project regardless of whether the condition specifically identifies the Applicant, the responsible entity, or no entity as having responsibility for a particular condition. By accepting this Site Plan Approval, the Applicant agrees to the terms, covenants, conditions, and agreements contained herein.

CONDITIONS

1. A revised parking plan with dimensions shall be submitted.
2. Site Plan Approval, ZBA 2006-69, shall be incorporated into this decision.
3. PSI 06-02 and Amended PSI 06-02 shall be incorporated into this decision.
4. The recommendations of the DRB shall be incorporated into this decision.
5. The recommendations of the Planning Board shall be incorporated into this decision.
6. The Construction Management Plan shall be incorporated and shall specifically include requirements for notification to a Licensed Site Professional if PCB's or contaminated soils are encountered during construction

7. The most recent plans that address all ZBA comments shall be submitted for the record

APPEALS FROM THIS DECISION,
IF ANY, SHALL BE MADE PURSUANT
TO GENERAL LAWS, CHAPTER 40A,
SECTION 17, AND SHALL BE FILED
WITHIN 20 DAYS AFTER THE DATE
OF FILING OF THIS DECISION IN THE
OFFICE OF THE TOWN CLERK.

Cynthia S. Hibbard, Acting Chairman

Robert W. Levy

David G. Sheffield

cc: Planning Board
Inspector of Buildings
lrm