

# Town Hall Reuse Study

June 2010

Prepared for and in Collaboration with:

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Sponsored by:

Department of Housing and Community Development  
Massachusetts Downtown Initiative



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## Acknowledgements

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Thank you to all of the people who participated in the completion of this Study. The following individuals contributed their time and insights.

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Richard Bonnie, Community Development Advisory Committee\*

Susan Como, Realtor, Century 21, Finance Committee\*

Gerry Sauer, Chairman, Capital Planning Committee\*

William Scanlan, Planning Consultant, Town of Warren\*

Chris Dunphy, Pioneer Valley Planning Commission\*

Jean McCaughey, Town Administrative Assistant

Bob Souza, Board of Selectmen, Chairman

Bob Downing, Board of Selectmen

David Delansky, Board of Selectmen

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Dave Sexton, Member, Community Development Advisory Committee

Ray Veitenheimer, Community Development Advisory Committee

Madeline Witaszek (Town Accountant), Community Development Advisory Committee

Leona Wrobel, Community Development Advisory Committee

Sylvia Buck, Historical Commission and Director of the Warren Library

Eliot Blackwell, original Town Hall Committee Member

Joel Girouard, Coin-O-Matic Laundry

Theresa & Chris Dagger, Cakettes

Cindy Fountain, Vice President of Spencer Savings

Vincent McCaughey, Attorney

Kathleen Crevier, Town Moderator

Randall Decoteau, Cultural Council

Kathy Cembura, Realtor, Quaboag Valley Real Estate

Susan Rutherford, Quaboag Valley CDC

*\*Study Review Committee Members*

And, thank you too the 246 Warren residents that completed the Town Hall Survey.

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## Background

- The Town of Warren has requested a study to explore feasible reuse strategies for Town Hall, an attractive historic property, located in Warren Center.
- The Town offices have been relocated out of Town Hall to another facility. Currently, the first floor is occupied by the Police Department which ensures that it receives basic maintenance, however the department is actively looking for another location.
- The second floor, with a large auditorium, stage and balcony, is currently not being used.
- In its current state, the Town Hall detracts from efforts to revitalize the Downtown. It is unlikely that the Town will decide to move its municipal office functions back to the Town Hall and if the Police Department vacates the premises, the building will become completely vacant, creating an impression of disinvestment. However, if re-used for other civic or private purposes, the building could add vitality to the Village Center.

## Purpose of the Study

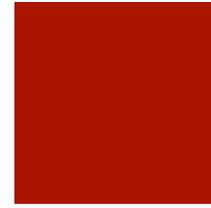
To investigate the feasibility of reuse options for the Town Hall Building (civic or private uses) that:

- Have the support of the community; and
- Would contribute to the revitalization and economic sustainability of Warren Center.



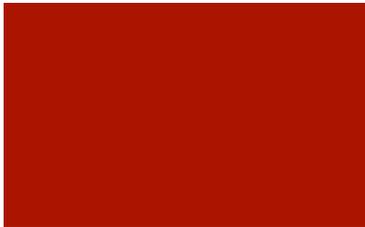
# Process

1. Meet with small group of Town Representatives;  
Conduct initial assessment of existing conditions -  
Town Hall Building and Downtown Business District
2. Conduct 15 interviews with Realtors, business owners, local officials, arts organizations, library representatives and community development & planning organizations to obtain informed perspectives about potential uses for the building
3. Obtain community input by conducting community-wide survey (designed by FinePoint, administered by Town Planning Consultant & Town Staff)
4. Evaluate local market conditions and demand for potential uses
5. Review Other Town Hall Restoration/Adaptive Reuse projects
6. Summarize potential building reuse options
7. Review potential funding sources
8. Present research results to study committee, engage members in evaluation of alternatives & determining what next steps should be recommended.



# Part One

Existing Conditions Assessment -  
Town Hall Building and  
Downtown Area



# Town Hall Building

Corner of Milton O. Fountain Way and Main Street

The Town Hall is a focal point for the Downtown Business District, but is currently underutilized.



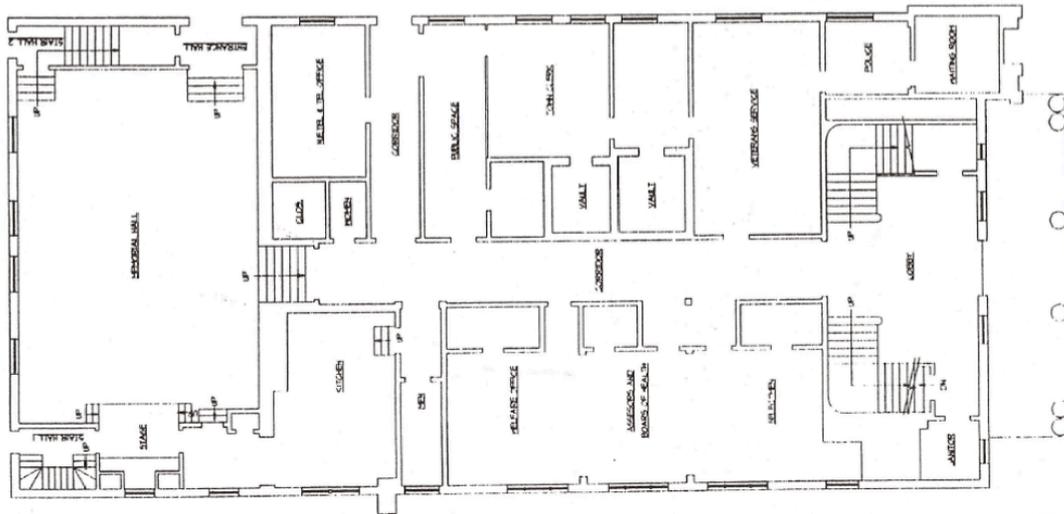


## Town Hall

- The original building was constructed in 1902 in the Classical Revival style, with a brick exterior, rubble stone foundation and a copper roofed clock tower.
- The “West Wing”, including the stage and Memorial Hall sections, was added at a later date.

- Fundamentally, Town Hall is a two story building, totaling approx. 13,200 s.f., exclusive of basement and balcony
- The west rear addition was constructed after the original building and contains 3 levels, under which is a crawl space and earth floor
  - Memorial Hall – level 1 (several ft. below first flr. of Town Hall)
  - Mezzanine – level 2 (stairs, non working bathrooms and spaces used for storage)
  - Stage – level 3 (42” above auditorium level)

## First Floor



Memorial Hall - several feet below first floor of Town Hall and street entrance; a portion of Memorial Hall has been divided off to provide ramp



## First Floor – Current Use

- Subdivided into a series of offices, the 1<sup>st</sup> flr. is currently occupied by the Police Department which ensures that the building receives basic maintenance.
- The department is actively looking for another location where they could have a more modern police station and a lock-up facility. (Lock-ups are required for Towns over 5,000 in population, which Warren will likely reach in the 2010 Census).



## Layout

- First floor currently broken up into several offices

## Handicap Accessibility Issues

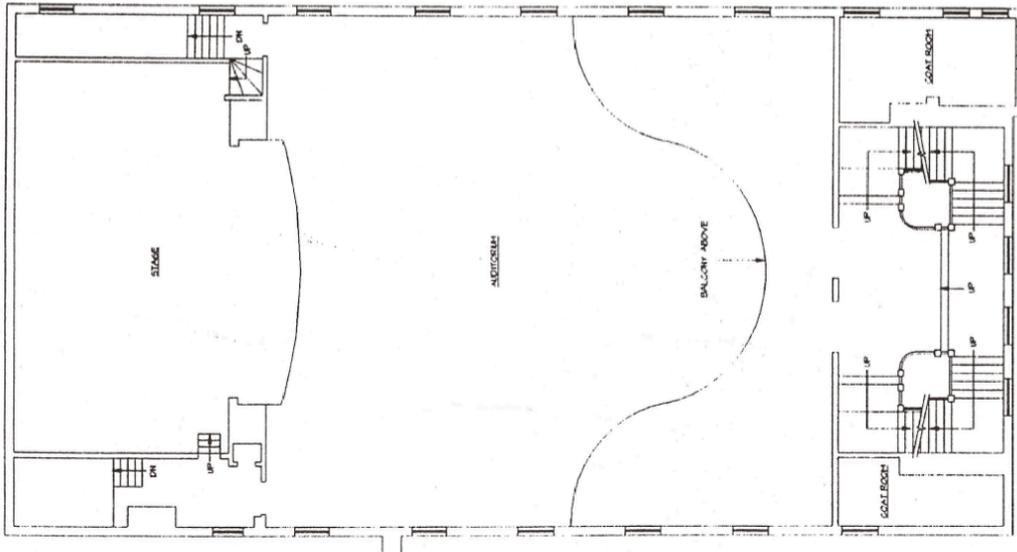
- First floor has multiple levels – stairs going down to Memorial Hall & office (previous kitchen)
- No elevator to second floor; stage area is 42" above floor



## Basement and some first floor space used for storage

- Stolen/lost bicycle storage in basement
- Rubber tire storage in basement and lobby

## Second Floor



## Grand Main Entrance Lobby

- Rising to to the auditorium and balcony – very attractive wood, decorative railings and wainscots in good condition



## Large Attractive Auditorium

- Approx. 4,000 s.f. auditorium (not including stage) with balcony
- Raised stage area in front and balcony in rear
- Lined with windows along both sides



- The second floor is currently not being used -- primarily due to lack of handicap access.
- Town meetings can no longer be held at this location.

## Parking Availability & Requirements for New Development

- There is no on-site parking associated with Town Hall.
- There are approx. 48 public parking spaces in the Town Center (11 on-street spaces along Milton O. Fountain Way and 15 on Main Street plus 22 in the central parking lot)
- Planned traffic & circulation improvements may result in addition of approx. 9 spaces if parking is allowed on Main Street from Town Hall west to the bridge bringing total to 57.
- Parking can be tight especially afternoons as people pick up mail.
- Typical parking requirements for new development
  - Office - 1 space per 400 s.f.
  - Retail - 1 space per 300 s.f.
  - Restaurant - 1 space per 100 -200 s.f. or 1.75 per employee on duty
  - Apartments -1.3 spaces per 1-bedroom, 1.6 per 2-bedroom
  - Library – 1.2 spaces per 1,000 s.f.

## Building Condition/Renovation Needs

- The Building is currently in adequate shape for occupation on the first floor. There are, however, ongoing issues with the heating distribution system.
- Building is in need of repair to preserve the structure and prevent decline
- Handicap accessibility improvements, including an elevator, are required to fully utilize the building
- 1997 study cited a cost of \$836,000 to renovate Town Hall, including approx. \$140,000 for handicap accessibility improvements. According to one of the original Town Hall Committee Members, it would probably be around **\$2 million** now
  - The Committee Member felt that original figures were "low ball" estimates because the roof ended
  - up costing twice the estimate

# Overview of Downtown

Warren



## Downtown Warren . . .

- Also known as Warren Center
- Small, compact commercial district (less than 15 businesses)
- Planned Improvements: traffic circulation & parking improvements, storefront handicap accessibility improvements



## Classic New England Setting, situated around Town Common and Rotary with Monument

- Includes central public parking lot
- Town Common with gazebo/band stand
- Train station and active rail line (no current passenger rail service)



## Several Historic Structures with Attractive Architecture

- Including, but not limited to: Town Hall, Warren Library, Old Train Station, Spencer Savings Bank, Warren Federated Church
- Soldier's monument



## Downtown Businesses are predominantly convenience goods and services

- Small grocery, convenience store, liquor store
- Bank, insurance, Post Office, Library, Police Dept.
- Laundromat, dry cleaning, hair salon
- Coffee shop/bakery, pizza, casual restaurant, bar



## Cakettes – Business next to Town Hall

- New (2009) coffee & sandwich shop, specializes in in petite cakes
- About 450 customers per week, 50% from Warren, 40% Brookfield, 10% Southbridge, Sturbridge; also sells over the Internet
- Live music on Saturdays, local talent put out tip jar
- Attracted to site because low rent, next to post office (lots of foot traffic) plus ease of shipping (1 of the owners grew up in Warren)



## Post Office – Traffic Generator Two Doors from Town Hall

- Post Office attracts substantial foot traffic, especially because Warren does not have home mail delivery and residents must come to pick up their mail
- One of two post offices (Warren 01083, also West Warren 01092)



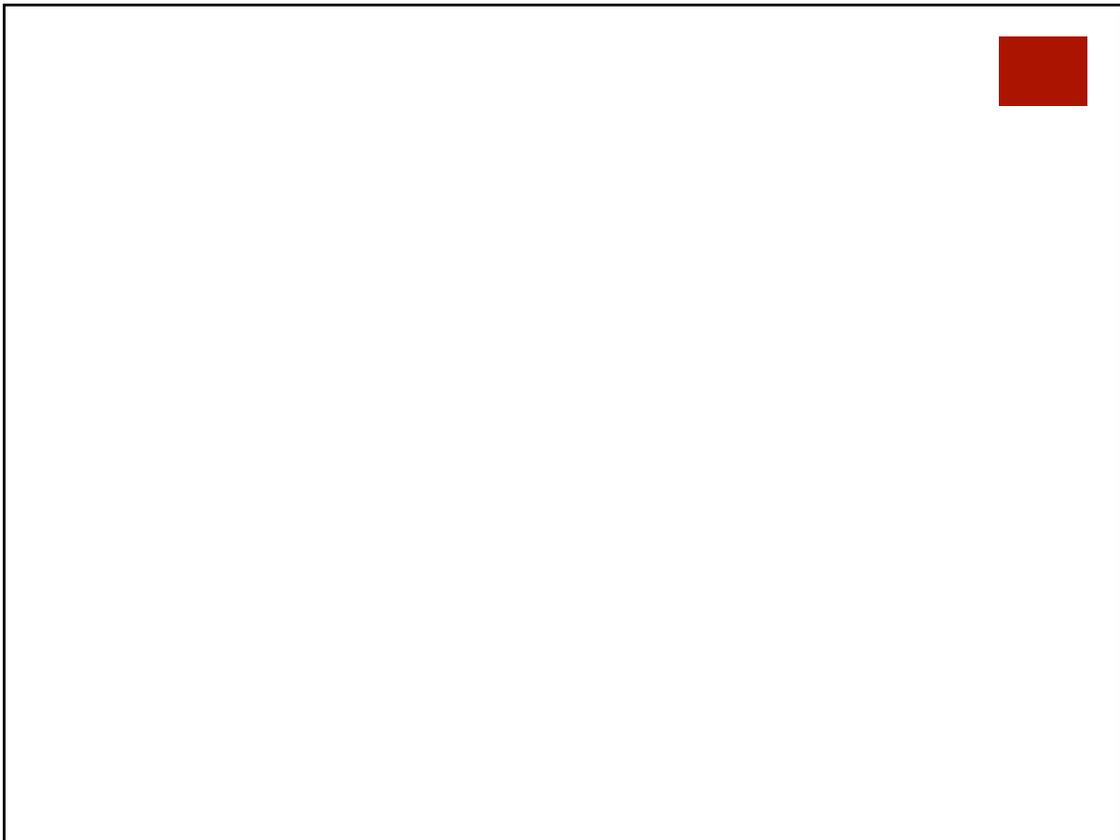
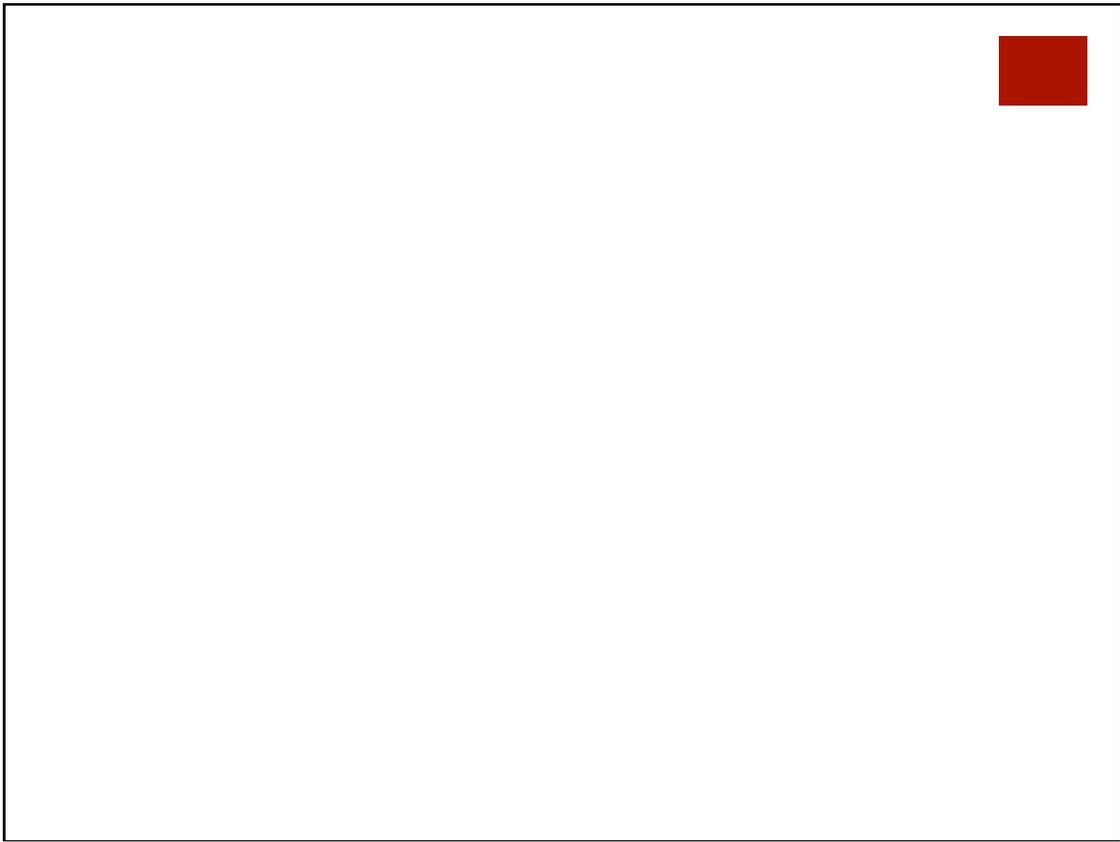
## Real Estate Conditions

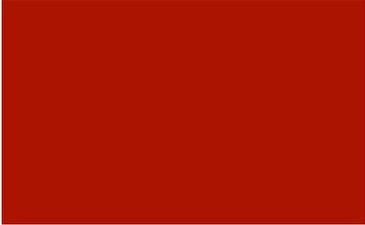
- Modest rents – approx. \$5 - \$6 per s.f. annually
- Vacant properties – train station, couple of stores
- Underutilized properties including Town Hall (vacant 2<sup>nd</sup> flr)



## Some of the Challenges in Downtown

- Underutilized/vacant properties
- Somewhat sleepy/tired appearance, stores with covered windows
- Small town, limited market area, not large volume of customers
- Parking can be an issue, especially afternoons (mail pick up)
- Traffic circulation, store handicap access (improvements planned)





# Part Two

**Assessment of Market  
Conditions**

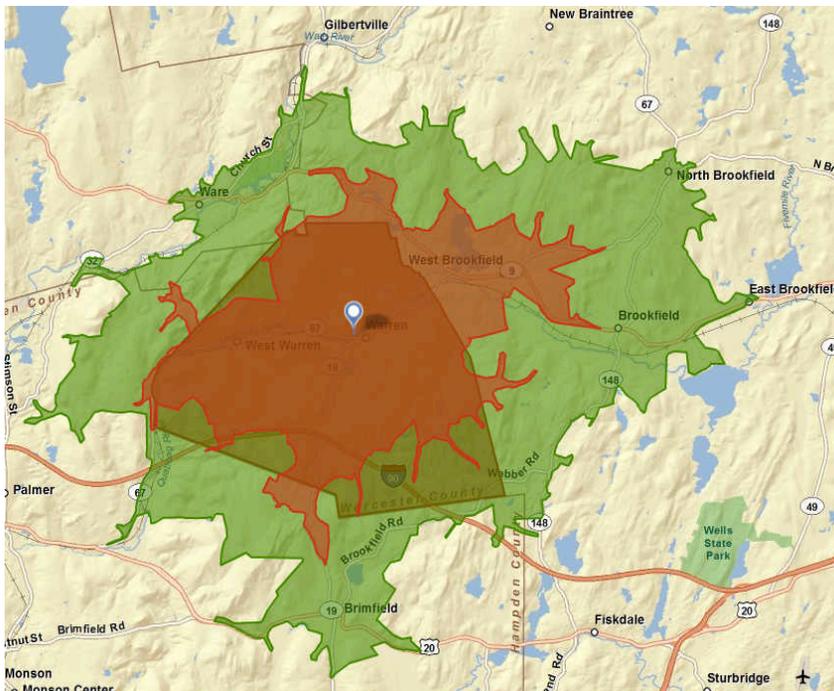


## Downtown serves residents and employees of surrounding area

- Residents of Surrounding Area
  - Primary Trade Area (for DT): 10 Min. Drive Time – 7,500 residents  
(includes Warren and slightly beyond including part of West Brookfield)
  - Secondary Trade Area (for DT): 15 Min. Drive Time – 19,300 residents  
(includes parts of the Brookfields, Brimfield and Ware)
- Non- Resident Market Segments
  - Employees of Area Businesses – 2,900 employees within PTA

Primary Trade Area: where most of the repeat business is expected to be derived (typically where 65 - 80% of sales generate from)

- Primary Trade Area: 10 Minute Drive Time
- Secondary Trade Area: 15 Minute Drive Time



Estimated Trade Area boundaries based on information from Downtown business representatives about local shopping patterns and location of competing facilities.

## Trade Area Demographics

(see Appendix Table 1 for details)

### Primary Trade Area

- 7,525 residents, 2,918 households
- \$50,033 median household income
- \$24,122 per capita income (\$35k in State)
- 17% over age 25 has at least 4-year college degree (37% state-wide)
- Average Household size is 2.47 compared 2.59 in State
- Median age is 41.7 (38.6 in State)
- 97% of the population is White
- Compared to the State, residents are older and slightly more likely to be married & own their home.

### Secondary Trade Area

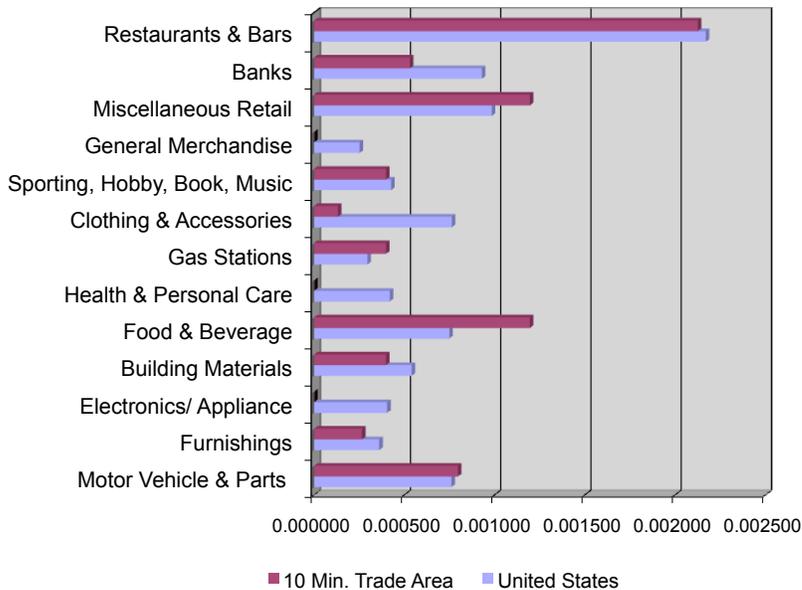
- 19,269 residents
- \$50,528 median household income
- 19% over age 25 has at least 4-year college

## Most Prevalent Market Segments

- Main Street, USA – 62% of PTA Households
  - Similar to the U.S. when comparing household type, age, race & education
  - Active members of community, participate in local civic issues & volunteer
  - Enjoy eating out at family restaurants, they use the Internet to shop online
- Cozy & Comfortable– 17% of PTA Households
  - Settled, married, and still working
  - Home improvement/remodeling is important
  - Television is significant; many households have four or more sets.
  - Residents eat at family restaurants (e.g., Friendly's, Bob Evans, Perkins)
- Midland Crowd – 16% of PTA Households
  - More than half of households are composed of married-couple families, half of whom have children. Median household income slightly lower than U.S.
  - Rural location and their traditional lifestyle dictate their consumer preferences. Have a do-it-yourself mentality when taking care of homes, lawns, vehicles.
  - When eating takeout, they often choose a fast-food restaurant

## Other Trade Area Economic Conditions: Availability of Retail & Services

### Retail & Service Businesses per Person



#### Below Average Representation

Furnishings  
Electronics/ Appliance  
Building Materials  
Health & Personal Care  
Clothing/ Accessories  
General Merchandise  
Banks

#### Similar Representation (+/- 10%)

Motor Vehicle & Parts  
Sporting, Hobby, Book, Music  
Restaurants & Bars

#### Above Average Representation

Food & Beverage  
Gas Stations  
Misc. Retail

## Unmet Market Demand/ Sales Leakage

- Sales leakage (or “retail gap”) is the difference between the amount that residents are spending each year on goods and services and the amount that local businesses are capturing in sales
- In other words, the **amount that residents are spending at stores and restaurants outside of the Trade Area**
- 100% capture would never be expected given so many shopping alternatives, but it might be possible to increase market capture if there is a large amount of leakage

## There is Moderate Amount of Sales Leakage/Unmet Market Demand

- Primary Trade Area (PTA) - 10 Min, Drive Time
  - Residents spend \$43 million on retail & restaurants each year
  - Spend \$29 million outside of the PTA -- sales leakage
  - Large %, but not large \$ volume per category (see following table)
- Secondary Trade Area (STA) – 15 Min. Drive Time
  - Residents spend \$ 114 million annually on retail & restaurants
  - Spend \$60 million outside of the trade area -- sales leakage

Sales Leakage Analysis	PTA - 10 Min. Drive Time	STA - 15 Min. Drive Time
	\$ Retail Gap/(Surplus)	\$ Retail Gap/(Surplus)
Furniture Stores	1,783,503	3,768,435
Home Furnishings	449,491	1,234,237
Electronics & Appliance	1,829,346	4,336,172
Bldg. Material & Supplies	669,314	2,184,825
Lawn & Garden Equip/Sup.	180,890	249,020
Grocery Stores	7,286,226	4,746,275
Specialty Food Stores	419,208	1,004,542
Beer, Wine, and Liquor	(845,507)	(1,164,831)
Health & Personal Care	3,077,118	5,385,331
Clothing Stores	2,483,522	5,628,722
Shoe Stores	353,861	864,499
Jewelry, Leather, Luggage	314,882	951,992
Sport Goods /Hobby/Mus. In	144,442	709,096
Book, Periodical, and Music	555,096	744,029
Department Stores	2,428,251	5,445,517
Other General Merchandise	1,840,137	4,931,400
Florists	88,348	230,816
Office Sup, Stationery, Gift	223,374	899,057
Used Merchandise	(105,788)	(1,064,330)
Other Misc. Retailers	499,132	1,206,178
Full-Service Restaurants	2,288,219	8,779,549
Limited-Service Restaurants	1,750,954	5,626,804
Special Food Services	652,095	1,518,106
Drinking Places (Alcoholic)	18,007	348,149

## Categories which show “Most Significant” Sales Leakage in PTA

- Clothing Stores\*
- Other General Merchandise (e.g., dollar store, variety store)
- Electronics & Appliances

\* clothing stores typically do better when clustered with other clothing and accessory stores

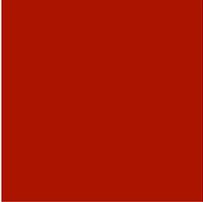
For the purposes of this analysis, “most significant leakage” is defined as a leakage amount sufficient to support a new business (given typical store size) under a 60% capture rate scenario for the category.

There appears to be only small amount of unmet demand for restaurants in PTA but significant unmet demand in STA

<b>Restaurants and Bars - Sales Leakage Analysis</b>	<b>PTA - 10 Min. Drive Time</b>	<b>STA - 15 Min. Drive Time</b>
	<u>\$ Retail Gap/ (Surplus)</u>	<u>\$ Retail Gap/ (Surplus)</u>
Full-Service Restaurants	2,288,219	8,779,549
Limited-Service Restaurants	1,750,954	5,626,804
Drinking Places (Alcoholic)	18,007	348,149
<b>Overall Restaurant &amp; Bars</b>	<b>4,057,180</b>	<b>14,754,502</b>

It is useful to look at the combined restaurant & bar category when investigating demand due to the fact that businesses are often incorrectly classified among the sub categories.

## Note about Opportunities based on Sales Leakage Analysis



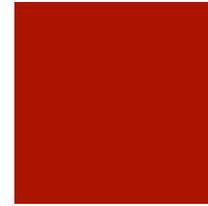
- The results only indicate that there is sales leakage in these categories.
- To determine the feasibility of capturing this leakage, it is necessary to evaluate the strength of the competing businesses outside of the trade area that are currently attracting these sales.
- If it can be determined that is possible to locate businesses in the district that offer comparable merchandise, service, pricing and convenience (compared with what consumers are now traveling further to obtain) it is likely that there is market potential for new outlets in the category

## Summary: Market Demand for Retail & Restaurants is Very Modest



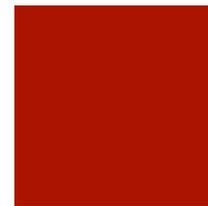
- Retail
  - Only a few categories in PTA (10-minute drive) have significant leakage (large % but not large \$ volume per category)
  - STA (15-minute drive) has more significant leakage; opportunity for new stores would be dependent on their ability to draw customers from STA
- Restaurants
  - Only small unmet demand in PTA; significant in STA; opportunity for new restaurant would be dependent on their ability to draw customers from STA
  - Residents of PTA have lower than average spending for restaurants (87% of national average)

## **Summary: Demand for Professional Office Space is likely Modest – Mixed opinions**

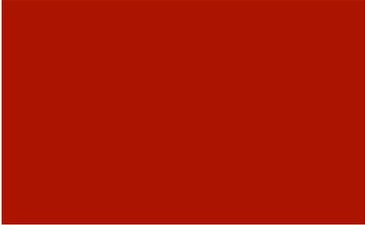


- Very little professional office space in Town now; a few people said that since the downsizing of local industries, they feel that there is not much demand; a few people cited need for dentist/doctor, accounting services, etc. and thought it might be possible to attract office users if better space was available
- One Realtor -- not very optimistic, cited many other empty buildings and lack of parking as issues
- Another Realtor – thinks there is some demand but cited modest rents at around \$5/s.f. per yr.
- A local attorney that might be looking for space in near future stated that none of the currently available space is really “professional office space quality”; he did not see parking as a problem, thinks Town Hall could be good location for office uses but space would need to be substantially reconfigured

## **Summary: Demand for Function Space, Community Meeting Rooms**



- Several people cited a need to have a facility for large community gatherings (Town meeting, elections, etc.) Several people noted that the senior center is the only event facility in Town and it is not appropriate for many events (small, low ceiling, not secure room, acoustics)
- Several people cited the need to have a facility for arts & culture events (community theater, arts & craft shows, dance recitals, Friday Movie Nights)
  - North Brookfield Community Theatre approached the Town several yrs ago about using auditorium as their main performance venue, but could not move forward w/o handicap access
  - Several community theatre & arts groups in the area and Dance School in W. Warren (use school facilities now but can be problematic)
- A few people cited need for day care/after school programs computer ctr
- Rental rates that could be charged for these types of uses would be modest (e.g. Middleboro rents Town Hall Ballroom with theater for \$50/day to residents, & \$100/day for non residents)

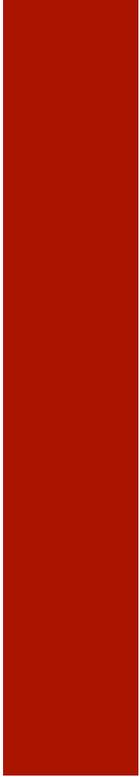


# Part Three

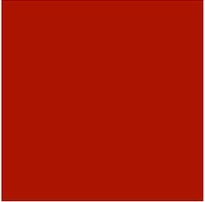
Community Input: Interviews  
and Community Survey



# Interviews with Community Members



## Interviews



- 15 interviews were conducted
  - with Realtors, business owners, local officials, arts organizations, library representatives and local community development & planning organizations
  - to obtain informed perspectives about feasible potential uses for the building
- Interview results are summarized in this section; interview results were also used in Part Two and Part Five of this Report

## Interviewees

### Library

- Sylvia Buck, Warren Library, Warren Historical Commission
- Susan Tower, West Warren Library (*\*made several attempts but was not able to speak with her*)

### Arts & Culture

- Kathleen Crevier, involved in the Arts, North Brookfield Community Theater, also Town Moderator
- Randall Decoteau, Cultural Council

### Realtors

- Susan Como, Realtor, Century 21
- Kathy Cembura, Realtor, Quaboag Valley Real Estate

### Local Businesses

- Cindy Fountain, VP of Spencer Bank
- Theresa & Chris Dagger, Cakettes
- Vincent McCaughey, Attorney

### Local Officials

- David Delansky, Selectman
- Eliot Blackwell, original Town Hall Committee Member

### Planning & Com Dev. Organizations

- Susan Rutherford, Quaboag Valley CDC
- Chris Dunphy, Pioneer Valley Planning Commission

### Other

- Jackie Shanley, Middleboro (handles Town Hall rental)

## Summary - Interview Results

- Common concern -- get the building back into use other than police station and preserve the structure
- Many people expressed the desire to maintain the auditorium and to use it for arts & culture events (theater, art shows, movie nights, etc.) and community gatherings, town meeting, etc. Many reminisced about all the past shows, dance classes, blood drives, dances, proms, reunions, etc. that had taken place there in the past.
- Many people liked the idea of the library moving in
- Some people suggested that they would like to see town offices back in the building
- People were open to professional offices or retail and cited that historically, there had been a millinery shop and bank on the Town Hall site
- A few mentioned needs for day care and after school programs for children

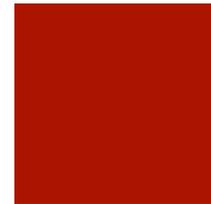


## Current Library Situation



- 2 libraries – Warren and West Warren, each is independent corporation, both are open about 20 hours per week
- Warren Library\*
  - Cramped and handicap access issues
  - Built for 6,000 items; actually have over 30,000
  - Needs about 6,000 s.f. (have about 4,000 s.f. now)
  - Suitability of Town Hall Building
    - Would have to be retrofitted to hold books
    - Reconfigured – no single rooms like it is now
    - Handicap accessible
  - Big Issue – What would happen to current historic building that the Warren Library Corp. owns? Would not move without assurance that the building would be preserved and maintained

*\*Source: Sylvia Buck, Warren Public Library and Chairman, Warren Historical Commission*



## Parking Issue Comments

- People came down on both sides of parking issue . . .
  - Some people think that shortage of parking is an issue and would deter office tenants and might provide difficulty if auditorium is used for events.
  - Others said that parking is not a major issue – “when there are events on Town Common, people get creative and find parking”. Also, a couple of people mentioned that the planned roadway improvements will make people more likely to use parking lot due to better pedestrian access.

## Other Issues that Came Up



- Who would manage the auditorium if used for events – who would do the scheduling and renting?
- Could the Town Hall be retrofitted to suit the Library needs with extra support for the books and handicap access?
- If the Library moved into Town Hall, what would happen to existing Warren Library Bldg? How could its preservation be assured?
- Is there a market demand for retail or professional office space and would it be feasible, given the need to substantially reconfigure space? (see more about market demand in Part Three)
- If the building was renovated for use as Police Station, it would have to be built to the new Earthquake Proof Standards and other regulations for public safety buildings -- this would complicate and increase cost of renovation.

## Community Survey

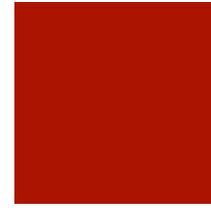


Source: Survey designed by FinePoint Associates and administered with the assistance of the Town staff and Warren Planning Consultant

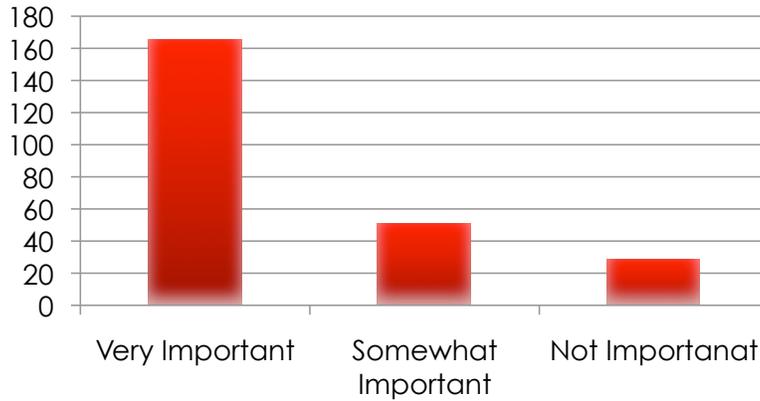
Spring 2010, surveys were distributed at the Town Election May 4<sup>th</sup>, the Town Meeting June 8<sup>th</sup>, and at paper copies at various businesses in Town. Responses were also solicited with a press release in The Telegram May 6<sup>th</sup> and received online via a web-based survey

**(246 Responses)**

The Vast Majority (72%) feel that it is "Very Important" to Preserve the Town Hall



**Importance of Preserving Town Hall**



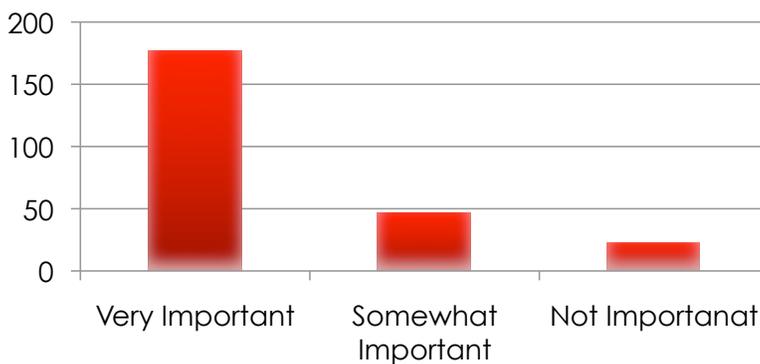
Another 19% said it is "Somewhat Important";

Only 9% said it is "Not Important"

The Majority (68%) feel that it is "Very Important" for the Town to continue to Own the Building



**Importance of the Town Continuing to Own Town Hall**



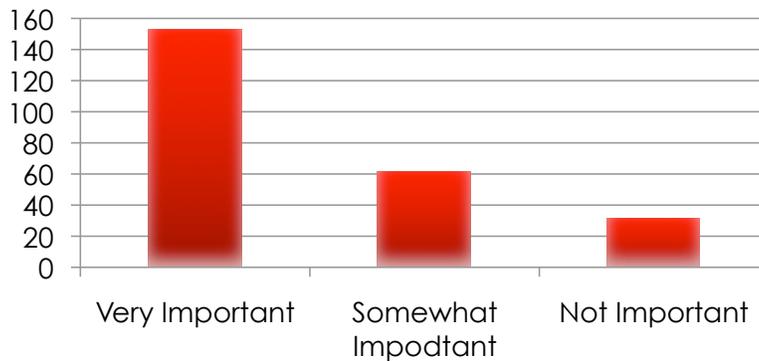
Another 20% said it is "Somewhat Important";

Only 12% said it is "Not Important"

## The Majority (62%) feel it is "Very Important" to retain the Auditorium for Community/Social/Cultural Functions



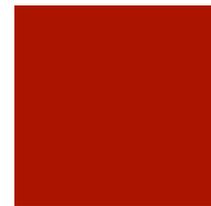
### Importance of Retaining the Auditorium



Another 25% said it is "Somewhat Important";

Only 13% said it is "Not Important"

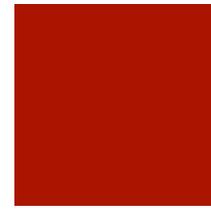
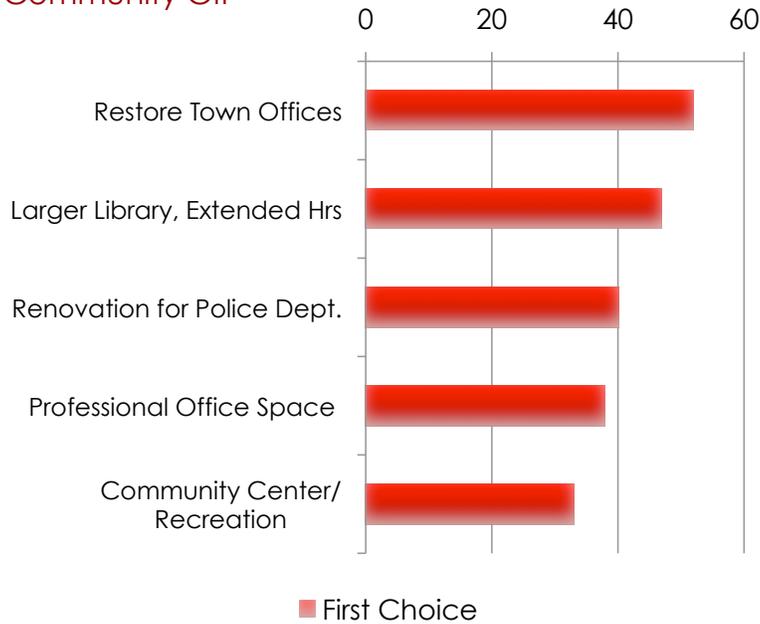
## Variance of Opinion based on Respondent Characteristics



- Opinions about the Importance of Preserving Town Hall, Retaining the Auditorium and Keeping the Town Hall in Public Ownership do not appear to vary significantly based on age, household size or zip code.

## Town Offices and Library were Selected as Top Choices for Reuse

(from list of 11 Options) followed by Police, Prof. Office & Community Ctr

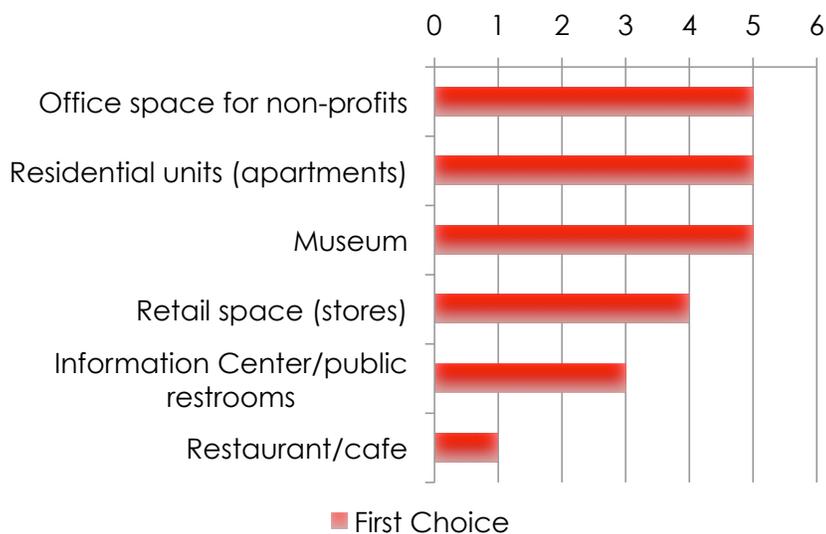


22% chose "Town Offices" as First Choice

20% chose "Library" as First Choice

17% chose "Police Station" as First Choice

## Very Few People Selected Residential, Retail, Restaurant or Museum as "First Choice"

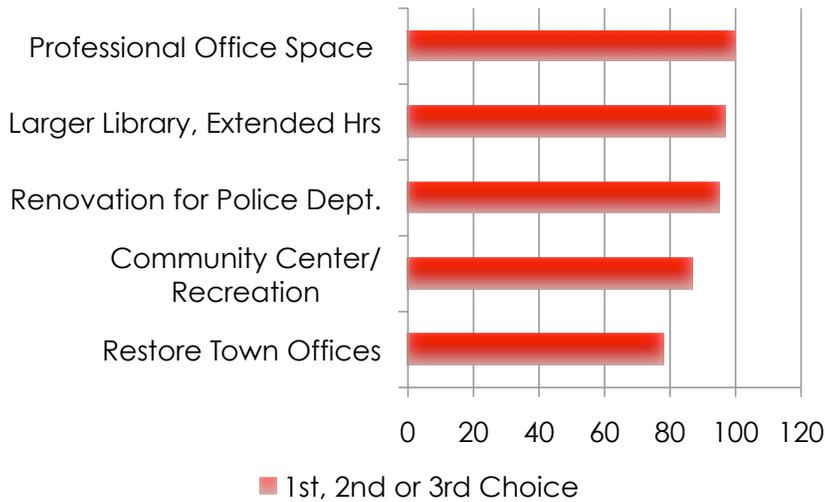


Only 2% chose "Non profit Office Space", "Residential Units" or "Museum" as First Choice

Less than 2% chose "Retail", "Restaurant" or "Info Ctr."

## A large portion of respondents Included Prof. Office, Library or Police among their Top 3 Reuse Choices

**Reuse Option Include in Top 3 Choices**

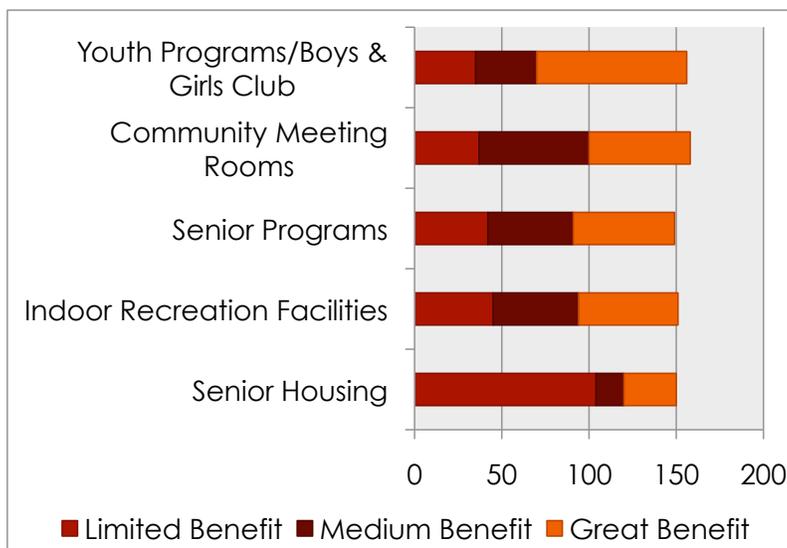


42% included "Prof. Office Space" among their top 3 choices

41% included "Library" among their top 3 choices

40% included "Police" among their top 3 choices

## Most Respondents think Youth Programs and Meeting Rooms would provide Medium or Great Benefit



50% think **Youth Programs** would have Great Benefit, 71% say Medium or Great Benefit

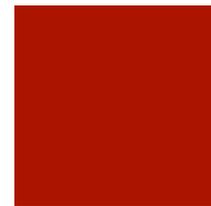
71% think **Meeting Rooms** would provide a Medium or Great Benefit

## Variance of Opinion based on Respondent Characteristics



- Opinions about the Selection of Reuse Option do not appear to vary significantly based on age, household size or zip code.
- The value placed on the benefit of various community amenities appears to vary slightly with household size (as might be expected with households that contain children). Of the Households with 3 or more individuals:
  - 70% think Youth Programs would provide a Great Benefit compared to 50% overall
  - Almost ½ think that Indoor Recreation Facilities would provide a Great Benefit compared to 38% overall

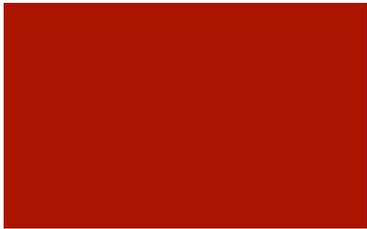
## Summary of Survey Results



- There is a clear consensus that Town Hall should be preserved
- A strong majority feel it is important for the Town to continue to own the Town Hall Building and Retain the Auditorium
- There is not a strong consensus on exactly what the best Reuse/Restoration Option is, however, the following options received the most support:
  - Town Offices
  - Library
  - Police Dept.
  - Community Center/Recreation Programs
  - Professional Office

# Part Four

**Examples of Other Town Hall  
Restoration/Reuse Projects**



## Middleboro - Town Hall Reuse



- \$3 million renovation – 2000
- Repair deteriorated conditions, building code & ADA compliance, new elevator, accessible restrooms, handicap ramp.
- Two floors were redesigned to accommodate new town offices and archival spaces
- Auditorium (holds 400) is rented out for functions (NRP community theatre, weddings, proms, etc.)
- Issues Limiting Use of Auditorium - No air conditioning, no lighting or sound equipment; no freight elevator - heavy equipment must be carried)

## Town Hall Rental Pricing

- Ballroom: \$50 for 8 hrs (resident) \$100 (non resident)
- Meeting Rooms: \$20 for 8 hrs. (resident) \$40 (non-resident)
- 1 day Liquor License: \$25 plus \$100 additional fee (renter must take out an insurance policy & pay for police detail if serving alcohol)
- Security – to lock & unlock, must be there entire time (approx. \$31/hr for security fee and admin fee, 3hr. Min.)
- Renter responsible for clean up and bathroom cleaning
- \$100 security deposit



## Town Hall Rental as Community Service More than Revenue Generator

According to Selectmen Admin.  
Assistant that handles the  
rental. . .

- It is a community service not a profit generator -- not making much money
- Meets a community need (art shows, plays, dances, weddings, etc.)
- Fees will be increasing July 1, 2010



Blue Heron  
Restaurant  
& Catering

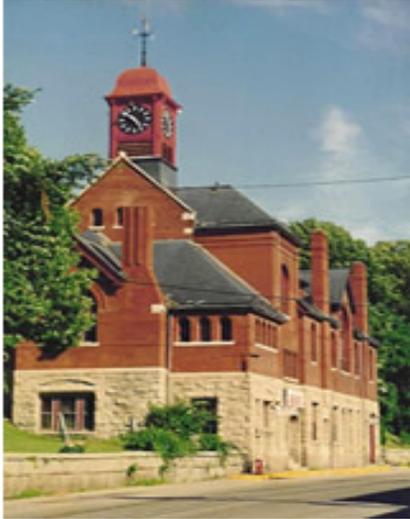


### Sunderland, MA

The Town sold the Historic Town Hall (built in 1868) to the owners of Blue Heron restaurant for minimal sum and Blue heron funded the restoration.



## Wilton Town Hall Movie Theater (NH)



- Wilton Town Hall, built in 1886
- For-profit movie theater is now operated in the theater portion of the building
- "Big House" seats 250 patrons
- "Screening room" is a small, 63 seat theater
- On street parking with a few on-site spaces for handicapped
- 2 movies shown one time each per day 7:30 PM & Sunday matinees, special events, first run movies, more independents/"artsy" economical price -\$6 and \$4 child/Sr

## Newport Town Hall Opera House (NH)

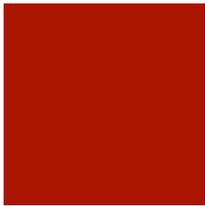


- Town Hall with Opera House on Second Floor
- In 50s and 60s, started showing age & not used as much
- 1974 - non-profit group dedicated to the restoration needed to bring the "grand old hall" back to its former glory
- Fundraising and over 200 volunteers
- Wide variety of entertainment – stand up comics, dance groups, jazz artists, community theatre
- Supported through aggressive membership drive, contributions from local businesses and individual citizens



### Mission Statement - NOHA

- The Newport Opera House Association was originally founded to restore and maintain the historic Opera House as a center for the arts and humanities for the community of Newport. The purpose of the N.O.H.A is to provide cultural opportunities for Newport and the surrounding area by presenting and sponsoring events and performances such as Concerts, Dances, Films, Lectures, Variety Shows, Plays, Musicals, Talent Shows and Community Fairs.



### Bedford Town Hall – Adaptive Reuse



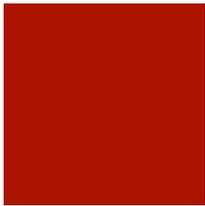
- Restored building continues today to be a central meeting space in the town
- The “great room” is available for public and private functions to provide income to support the building, and the town created a long-term stabilization fund to further insure the building is maintained.



## Merrimac Town Hall – Restoration & Renovation



- In 2002, the town voted to appropriate funds to restore and rehabilitate the historic building by excavating the basement to add office space, adding offices and meeting spaces to the upper levels, adding a small rear addition for an elevator and accessible bathrooms, and refurbishing the auditorium with museum exhibit space and for continued use as a meeting space.



## Somerville Armory– Art Center

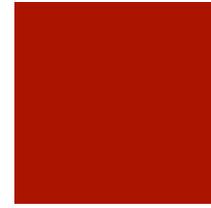


[www.artsatthearmory.org](http://www.artsatthearmory.org)

- Underutilized for 30 years
- State of MA sold in 2004 to 2 brothers that owned Middle East Music Club in Central Square
- Created non profit arts organization and renovated facility – now has performance hall (7,000 s.f. ,395 capacity) rented for concerts, shows, fundraisers, etc., classrooms, gallery for exhibitions, café and 2 artist live/work artist studios

## Armory Rental Pricing

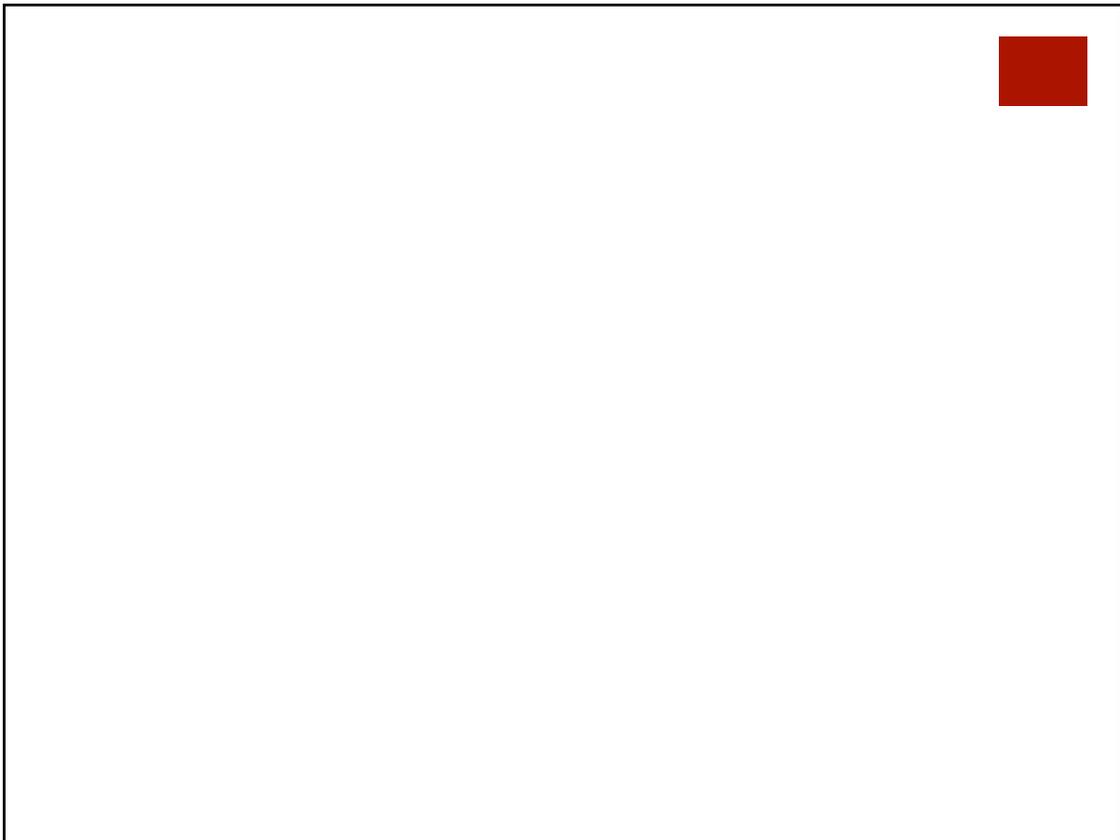
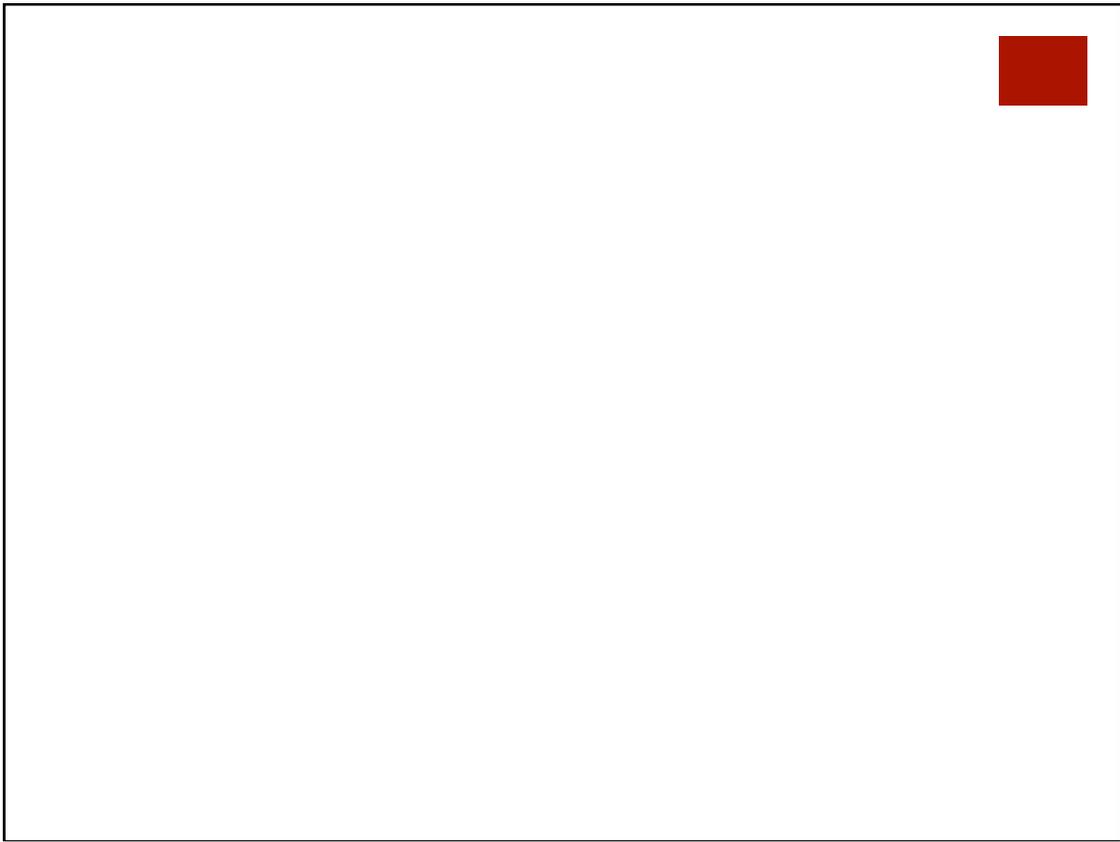
- Performance Hall – The Gem of the Armory, 7,000 square feet of space, capacity is a maximum of 395 seated or standing. A mahogany-framed 9X9 stage is set in the room. Cost: \$3000/event (corporate); \$1500/event (non-profit)
- Mezzanine – curved balcony offers lofty views and cozy seating, overlooks the Performance Hall and stage. Whether used for additional audience space or as a semi private viewing area, the 1,700 square foot upper level has a capacity of up to 100 people. Cost: \$300/event\* or included in Performance Hall rental
- 52, \$500/event
- Classrooms: capacity 30, \$30/hr
- Conference Room: capacity 15, \$25/hr

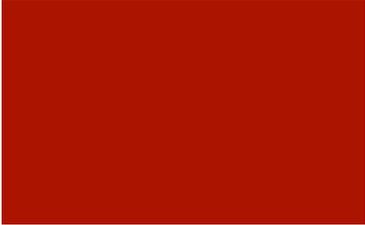


## Arlington Town Hall – Auditorium Rental

- Rental space in the town hall includes the entrance lobby, the auditorium, the gallery corridor, the bride's lounge, the Historical Hearing Room, the balcony, the caterer's kitchen, and the caterer's corridor.
- The Hall is handicapped accessible, including an elevator, lifts, and accessible bathroom.
- Rates
  - Official Town Purposes - No Charge
  - Private functions - \$300 an hour
  - Arlington residents - \$250 an hour
  - Non-profit organization - \$250 an hour
  - Town-affiliated Organizations - \$150 an hour

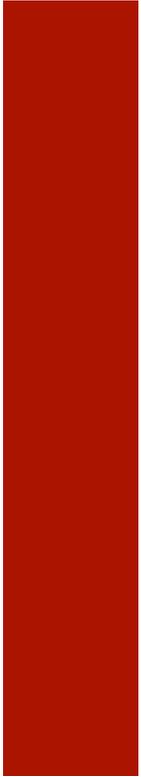






# Part Five

**Summary of Potential Reuse  
Options and Funding Sources**



# Summary of Potential Reuse Options

## Potential Reuse Scenarios – Private/Public Uses

### 1. Residential Units

- Multifamily housing on 2 floors (approx. 12 units)
- No preservation of 2<sup>nd</sup> flr. auditorium
- Parking burden: 18 spaces (usually onsite, dedicated) (1.5 per unit)
- Issues: parking req. may prohibit residential units, residential dev. precludes preservation of auditorium because uses are incompatible.

### 2. Retail & Function Hall

- 1st Flr - 1 - 2 retail stores (e.g. independent pharmacy, some interest expressed, independent drugstore – typically 4,000 s.f.)
- 2<sup>nd</sup> Flr. – preserve/renovate auditorium for community use/function rental
- Parking burden: 6,000 s.f. retail - 20 spaces, function parking - ?
- Issues: building layout not well suited to typical retail that relies on street frontage/window display for customer attraction & marketing, market demand is not strong - current vacancies and modest rent rates, Is off-site public parking adequate?

## Potential Reuse Scenarios – Private/Public Uses

### 3. Professional Office with or wo Function Hall

- Office spaces on first or both floors
- 2<sup>nd</sup> flr – office or auditorium preserve/rental
- Parking burden: 15 – 30 spaces (1 per 400 s.f.), function parking –?,
- Issues: market demand for office space is uncertain, current vacancies and modest rent rates, if office on 2<sup>nd</sup> flr - no auditorium preservation, Is off-site public parking adequate?

### 4. Restaurant, Prof. Office & Function Hall

- 1st Flr – full service restaurant (e.g. average 3,500 s.f.), 2 office spaces
- 2<sup>nd</sup> Flr. – renovate auditorium for community use/function rental
- Parking burden: restaurant - 18 spaces, office – approx. 5 - 7 spaces, function parking – ?
- Issues: restaurant might not need all first floor but office & restaurant use might be incompatible, market demand not strong for restaurants/uncertain for office, current vacancies & modest rent rates, Is off-site public parking adequate?

## Potential Reuse Scenarios – Public Uses

### 5. Library & Function Hall

- Consolidate Warren and West Warren Libraries into one facility; extend library operating hours; possibly add computer center.
- 2<sup>nd</sup> flr – renovate auditorium for community use/function rental
- Parking burden: Library – Warren library currently in Downtown, but will generate increased demand if consolidated, function parking –?,
- Issues: small revenue - function rental only, however currently operating costs to support both libraries so could be savings from consolidation. Library use would require retrofit to allow for book load and handicap access to all areas. Is off-site public parking adequate?

### 6. Community Center & Function Hall

- 1st Flr – renovate for meeting rooms to be used for community recreation/cultural uses, youth programs, day care/after school programs, computer ctr., etc.
- 2<sup>nd</sup> Flr. – renovate auditorium for community use/function rental
- Parking burden: -?
- Issues: costs with small revenue from meeting room & function rental, likely be able to make use of most of the space including basement areas, Is off-site public parking adequate?

## Potential Reuse Scenarios – Public Uses

### 7. Town Offices & Function Hall

- Renovate building and move some Town offices (particularly those that have frequent public interface/ collect \$) from current location in Shepard Bldg.
- 2<sup>nd</sup> flr – renovate auditorium for community use/function rental
- Parking burden: 15 -20 spaces (1 per 400 s.f.), function parking –?
- Issues: likely be able to make use of multiple rooms & basement areas, small revenue from function rental only, Is off-site public parking adequate?

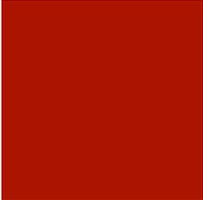
### 8. Police Dept. & Function Hall

- Renovate building for modern Police Dept. facility
- 2<sup>nd</sup> Flr. – renovate auditorium for community use/function rental
- Parking burden: similar to current demand for Police Dept., function parking – ?
- Issues: little revenue - from function rental only, however, Police Dept will have to be accommodated somewhere with associated costs. Renovation for Police dept would be extensive and would invoke earth quake building standards required for public safety buildings

# Potential Funding Sources



## Community Development Block Grant (CDBG)



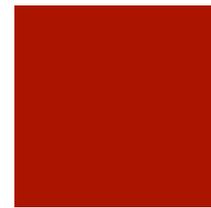
- Administered By DHCD, apply once per year
- Community can apply for \$800 - \$1 million per year
- Warren has several other potential projects that have been identified for this funding but a portion could be used for Town Hall
- Eligibility of Town Hall Redevelopment Project
  - If there is a clearly defined use (Town Vote), Warren could apply for \$ to do handicap improvements (elevator, etc.)
  - If use is a benefit to entire community (e.g. Community Center, Library), could also apply for \$ for general improvements

## Economic Development Fund



- Component of the MA CDBG program, but has rolling application deadline and represents additional funding, not limited to the \$800,000 - \$1 million
- Specifically for projects with economic development benefits
- Eligibility of Town Hall Redevelopment Project
  - If will create jobs – it is eligible
  - Other ED Benefits
    - attract people into downtown, potential customers for other businesses
    - If library includes computer center with Internet – ED benefits might include support for workforce and small business development

## Economic Development Fund (Cont'd)



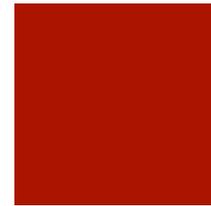
- Could be used for next step in process - continued feasibility study and architectural plans for selected use (max. planning amount = \$50,000)
- Also, can be used for renovation costs (max. is \$500,000 but might have funding limit based on # of new jobs created e.g., \$35,000 per new job)
- EDF applicants are evaluated according to a two-stage process throughout the yr. based on funding availability, contact program staff for assistance at 617-573-1400

## Rural Development – USDA Community Facilities Program

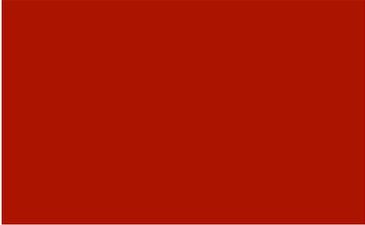


- Funds can be used to construct, enlarge, extend or otherwise improve community facilities providing essential services in rural areas (pop. under 20,000)
- Provides a mix of grants & loans -- given Warren's median income, the community would likely qualify for more grants (For Grant - median household income must be below the poverty line or 80 percent of the state non-metropolitan median household income)
- Eligibility of Town Hall Redevelopment Project
  - Eligible uses – Library, community center, town hall, police station
- More info is available at:
  - Loans: [http://www.rurdev.usda.gov/rhs/cf/brief\\_cp\\_direct.htm](http://www.rurdev.usda.gov/rhs/cf/brief_cp_direct.htm)
  - Grants: [http://www.rurdev.usda.gov/rhs/cf/brief\\_cp\\_grant.htm](http://www.rurdev.usda.gov/rhs/cf/brief_cp_grant.htm)

## Massachusetts Public Library Construction Program



- Two MPLCP grant programs.
  - Project for Planning and Design - assists in the preliminary planning stages. - \$40,000 cap with the State paying 2/3 of eligible costs, which must be matched 1/3 by the town.
  - New Construction, Addition and Renovation - intended to assist libraries in the design, development and construction stages of their project. The State share ranges from 35% of a larger project to 60% of a project under \$1.2 million.
- Eligibility of Town Hall Redevelopment Project
  - Eligible uses – Library
- More info is available for Towns with populations under 10,000, contact:
  - Rosemary Waltos, Library Building Consultant/Small Library Specialist  
617-725-1860, x246 [rosemary.waltos@state.ma.us](mailto:rosemary.waltos@state.ma.us)



# Part Six

**Study Committee Evaluation  
and Recommendations**

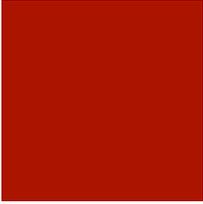


## Evaluation of Reuse Options



- A Study Review Committee met on June 23, 2010 to review the results of the Study and evaluate potential reuse options. The Review Committee members present were:
  - Rich Eichacker, Chairman, Community Development Advisory Committee
  - Madeline Witaszek, Community Development Advisory Committee
  - Bonnie Richard, Community Development Advisory Committee
  - Gerry Sauer, Chairman, Capital Planning Committee
  - Susan Como, Finance Committee
  - Bill Scanlan, Planning Consultant
  - Chris Dunphy, Pioneer Valley Planning Commission

## Evaluation Scorecard



- Based upon the results of the research and other currently available information, the Study Committee evaluated how well eight potential reuse options would meet the following criteria:
  - Contributes to revitalization & economic sustainability of Warren Center
  - Supported by the Community
  - Physical Space & Parking needs Can be Met
  - Financially Feasible (based on preliminary review of financing availability & market conditions)
- The Evaluation Rating System follows:
  - 1 = Low
  - 2 = Low-to-Medium
  - 3 = Medium
  - 4 = Medium-to-High
  - 5 = High
- The following table illustrates the consensus reached by the Committee.

Evaluation of Reuse Options – 4 Highest Scoring

Reuse Alternatives	Contributes to Revitalization of Warren Center	Supported by Community	Physical Space & Parking needs Can be Met	Financial Feasibility	TOTAL
Library & Function Hall	4	5	4	3	16
Professional Office & Function Hall	5	5	3	3	16
Town Offices & Function Hall	4	4	3	2	13
Community Center & Function Hall	4	4	3	2	13

Evaluation of Reuse Options – 4 Lowest Scoring

Reuse Alternatives	Contributes to Revitalization of Warren Center	Supported by Community	Physical Space & Parking needs Can be Met	Financial Feasibility	TOTAL
Retail & Function Hall	5	1	2	2	10
Police Dept. & Function Hall	1	5	1	2	9
Restaurant, Prof. Office & Function Hall	5	1	2	1	9
Residential Units	2	1	1	2	6

## Findings & Recommendations



### **1. The reuse options for the first floor that deserve further consideration include: Library, Professional Office, Town Offices & Community Center.**

- These options were selected after the Committee's review of the research findings and evaluation of reuse options based upon the following criteria: 1.) contribution to the revitalization of Warren Center, 2.) community support, 3.) physical space/parking requirements, and 4.) preliminary review of financial feasibility (funding availability/market conditions)

### **2. Residential, retail and restaurant uses do not merit further consideration at this time.**

- In light of the research findings, the Committee determined that these uses had much less resident support and would be less feasible and beneficial to the community.

### **3. The second floor auditorium should be made accessible and retained for community use.**

- Given the majority opinion expressed by the survey respondents, the Committee recommends the auditorium be made usable again.

### **4. Some definitive decisions need to be made about the Police Department, Library and Fire Department before more progress can be made in planning a first floor use for Town Hall.**



- The Committee discussed the difficulty of making decisions about Town Hall when there are so many concurrent ongoing issues with other public facilities, including the following possibilities being considered:
  - Relocation of the Police Department;
  - Consolidation of the 2 Fire Departments; and
  - Consolidation of the 2 Libraries (and potential relocation into the second floor of the Shepard Building after the Regional School vacates the space)
- The resolution of these issues will have a direct impact on the potential redevelopment of the Town Hall. For example, the decisions that are made regarding the Fire Department might create an opportunity for relocation of the Police Department into one of the Fire Stations. And, the decisions that are made about the Library Consolidation and the Shepard Building might eliminate the Library as a potential use for the Town Hall.



**5. A Capital Plan addressing the Police Department should be developed.**

- The Committee suggested that this task should either be assigned to the Capital Committee or a specific Police Department Facility Committee should be created. As one Committee member put it “Until a decision is made about the Police Department, nothing will happen with Town Hall.”

**6. More information is needed about the space requirements for the consolidation of the two Libraries before the Town Hall can be considered further as a viable option.**

- A previous study suggested that the Warren Library requires about 6,000 square feet to accommodate its holdings and functions. This is close to the size of the Town Hall first floor (approx. 6,600 s.f.). It is not known if this would be adequate to house the two combined libraries.



**7. If the Library were to be moved to the Town Hall, a plan to ensure the preservation of the existing historic Warren Library Building would be required.**

- The Committee discussed the possibility that the Library building might be well suited for professional office space. It was suggested that it might be possible for the Library Corporation (or the Historic Commission) to own and manage the building, rent it out for professional office space and use the revenue to maintain the building.

**8. The potential impact of moving the Warren Library out of the Town Center should be considered.**

- Currently the Library attracts residents (potential customers) into the Downtown and adds to the identity of the Town Center and “sense of place”.

**9. The Town should exercise caution when considering “interim moves” if renovation is required.**

- There was some discussion about the fact that the Library move to the Shepard Building might be considered an interim step to facilitate the consolidation and that it may be possible to move the Library to the Town Hall at a later date. However, it was pointed out if State grant funding is used to make improvements at the Shepard Building for the Library, the Town could not apply for Library renovation funds again. Plus, it might not be practical to make another move after the Library has been settled and the building retrofitted.

**10. Issuing an RFP might not be appropriate given the strong community sentiment about retaining public ownership of Town Hall.**

- The Committee discussed the idea of issuing a Request for Proposal (RFP) to see if there is any private developer interest in the Town Hall (citing the positive example of the Blue Heron Restaurant that bought and redeveloped the Sunderland Town Hall). However, the group concluded that this conflicts with the community input that was received – a large majority of survey respondents felt strongly that the Town should continue to own the Town Hall.

**11. A “phased approach” should be considered – starting with creating a usable community space/function hall on the second floor.**

- In the short term, the Town should move forward with addressing the accessibility issues (including elevator and bathrooms) to make the second floor usable for community functions, and then, as a plan for relocating the Police Department is developed, focus on addressing the reuse of the first floor.

**12. A Town Hall Committee should be formed to begin working toward redevelopment of the second floor and application for funding.**

The following are suggested initial tasks that this Committee could accomplish:

- a. Create a name for the second floor multi-function hall to distinguish the space from the rest of Town Hall and the project (e.g., Community Hall, Great Room, Multi-function Center, etc.). The name could be a temporary “working title” to be replaced by a permanent title later. (Eventually, the space could be named after a person/place of historical significance; through a community contest, etc.)

- 
- b. Define the Proposed Use -- Identify potential uses and users. Contact Town departments, cultural organizations, non-profit service organizations, theater groups, youth programs, etc. Develop a list of functions/activities that could be conducted in the Community Hall that would benefit the Town of Warren if space were accessible and available. Obtain information about the space/equipment needs for these events/functions. Determine if North Brookfield Community Theater group is still interested in using the theater and consider how that might figure into the project. Example of potential functions include: Recreation Department activities including Friday Night Movies, Cultural Council sponsored activities such as Local Art Shows, Town functions like elections and Town meeting, Girl Scout/Boy Scout events, Rotary Club Craft Shows, etc.
- c. Create a Concept for the design of a multi-function space that would accommodate the proposed uses. Begin to develop a program for the use of the space and the requirements to facilitate decision-making about the extent of the renovation to be undertaken (e.g., barrier removal vs. more extensive improvements).

- 
- d. Strategize with PVPC representative about applying for DHCD/CDBG funding for the project. Determine what decisions must be made and what steps need to be taken.
- e. Get letters of interest/support from organizations and departments that could be used in support of CDBG grant application.
- f. Discuss options for how the community hall/multi-function center could be managed after it is created – who would be in charge of allocating the space usage, maintaining the calendar, collecting rent, developing policy for rental rates, etc.? Further investigate how other Towns manage the rental of similar spaces (e.g. examples of rental agreements from Middleboro and Arlington are provided as an addendum to this report.)



# Appendix

## Market and Demographic Data

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## Demographic Summary

Demographics	Warren Town	Primary Trade Area - 10 Min. Drive Time	Secondary Trade Area - 15 Min. Drive Time	MA
<b>Population</b>				
Population (2000)	4,776	7,156	18,352	6,349,097
Population (2009)	4,983	7,525	19,269	6,499,354
Population (2014)	5,021	7,601	19,517	6,543,317
<b>Households</b>				
Households (2000)	1,889	2,772	7,263	2,443,580
Households (2009)	1,969	2,918	7,649	2,516,974
Households (2014)	1,988	2,955	7,767	2,541,353
<b>Income</b>				
Median HH Income (2000)	\$34,529	\$38,648	\$39,056	\$50,539
Median HH Income (2009)	\$44,412	\$50,033	\$50,528	\$68,225
Median HH Income (2014)	\$47,314	\$53,522	\$54,042	\$71,891
Average HH Income (2000)	\$42,366	\$47,305	\$48,285	\$66,365
Average HH Income (2009)	\$53,853	\$61,041	\$61,207	\$88,801
Average HH Income (2014)	\$56,336	\$63,502	\$63,824	\$94,165
Per Capita Income (2000)	\$17,192	\$18,980	\$19,381	\$25,952
Per Capita Income (2009)	\$21,305	\$24,122	\$24,470	\$34,904
Per Capita Income (2014)	\$22,333	\$25,206	\$25,607	\$37,151
<b>Characteristics</b>				
Median Age (2009)	38.5	41.7	40.4	38.6
Avg. persons per Household (2009)	2.53	2.47	2.47	2.50
Married Couple Households (2000)	51%	53%	51%	49%
Other Family (no spouse) (2000)	17%	15%	16%	16%
Single Person Households (2000)	26%	26%	27%	28%
Roommate Households (2000)	6%	6%	6%	8%
Households with Children (2000)	35%	34%	34%	33%
Households with Persons Over 65	25%	26%	26%	25%
Households with no vehicle (2000)	9%	8%	9%	13%
<b>Educational Attainment (25+) (2000)</b>				
Less than High School	16%	16%	15%	12%
High School Graduate	47%	41%	41%	28%
Some College, No Degree	17%	19%	18%	15%
Associate Degree	8%	7%	7%	8%
Bachelor's Degree	8%	10%	12%	21%
Master's/Prof/Doctorate Degree	4%	7%	7%	16%
<b>Race &amp; Ethnic Origin<sup>2</sup> (2009)</b>				
White Alone	96%	97%	96%	81%
Black/African American Alone	1%	0%	1%	6%

Native American Alone	0%	0%	0%	0%
Asian Alone	1%	1%	1%	5%
Some Other Race Alone	0%	0%	1%	5%
Two or More Races	2%	2%	2%	3%
Hispanic	2%	2%	2%	9%
<b>Housing Tenure (2009)</b>				
Owner Occupied Housing	62%	61%	61%	57%
Renter Occupied Housing	30%	27%	29%	35%
Vacant Housing Units	9%	12%	11%	9%

1 Data Sources: U.S.Census 2000, ESRI BIS forecasts for 2009 & 2014.

2 Hispanic origin is considered separately from race. Race categories excluding Hispanic should total to 100%.

Table 2.

<b>Most Prevalent Tapestry Market Segments *</b>			
	<b>Warren Town</b>		<b>U.S.</b>
<b>Top Segments</b>			
Main Street, USA	1,402	71.2%	2.6%
Midland Crowd	567	28.8%	3.8%
<b>Subtotal</b>	1,969	100%	6.4%
	<b>Primary Trade Area - 10 Min. Drive Time</b>		<b>U.S.</b>
<b>Top Segments</b>			
Main Street, USA	1,809	62.0%	2.6%
Cozy and Comfortable	490	16.8%	2.8%
Midland Crowd	458	15.7%	3.8%
Green Acres	160	5.5%	3.2%
<b>Subtotal</b>	2,918	100%	12.4%
	<b>Secondary Trade Area - 15 Min. Drive Time</b>		<b>U.S.</b>
<b>Top Segments</b>			
Main Street, USA	3,473	45.4%	2.6%
Green Acres	1,576	20.6%	3.2%
Great Expectations	620	8.1%	1.7%
Cozy and Comfortable	604	7.9%	2.8%
Midland Crowd	566	7.4%	3.8%
<b>Subtotal</b>	6,838	89%	14.1%

<b>Warren Town</b>	<b>10 Mi.</b>	<b>15 Min</b>	<b>Trade Area - Most Prevalent Tapestry Market Segments *</b>
71%	62%	45%	<p><b><u>Main Street, USA</u></b>                      Main Street, USA neighborhoods are a mix of single-family homes and multiunit dwellings found in the suburbs of smaller metropolitan cities. This market is similar to the United States when comparing household type, age, race, educational attainment, housing type, occupation, industry, and household income type distributions. The median age of 36.3 years matches that of the U.S. median. The median household income is \$55,000. Homeownership is at 66 percent. Active members of the community, residents participate in local civic issues and work as volunteers. They take care of their lawns and gardens, and work on small home projects. They enjoy eating out at family restaurants, going to the beach and visiting theme parks as well as playing chess, going bowling or ice skating, and participating in aerobic exercise. They use the Internet to play games, visit chat rooms or search for employment and shopping online is growing in popularity.</p>

	17%	8%	<p><b><u>Cozy and Comfortable</u></b>  Cozy and Comfortable residents are settled, married, and still working. Many couples are still living in the pre-1970s, single-family homes in which they raised their children. Households are located primarily in suburban areas. The median age is 42 years, and the median home value is \$186,456. Home improvement and remodeling are important to Cozy and Comfortable residents. Although some work is contracted, homeowners take an active part in many projects, especially painting and lawn care. They play softball and golf, attend ice hockey games, watch science fiction films on DVD, and gamble at casinos. Television is significant; many households have four or more sets. Residents eat at family restaurants (e.g., Friendly's, Bob Evans, Perkins, Big Boy)</p>
29%	16%	7%	<p><b><u>Midland Crowd</u></b>  Midland Crowd neighborhoods represent the largest market of Community Tapestry, nearly 4 percent of the U.S. population, and it is still growing. The median age of 36.9 years parallels that of the U.S. Most residents are white. The median household income is \$49,748, slightly lower than the U.S. median. More than half of the households are composed of married-couple families, half of whom have children. 20% of households are occupied by people living alone. Midland Crowd is a somewhat politically conservative market. The rural location and their traditional lifestyle dictate their consumer preferences. How they take care of their homes, lawns, and vehicles demonstrates their do-it-yourself mentality. Households typically own or lease a truck; many own a used motorcycle. Hunting, fishing, woodworking and listening o country music are favorite pursuits. Generally, households have pets, especially birds and dogs. When eating takeout, they often choose a fast-food restaurant and use the drive-through window. Many households have a satellite dish.</p>
	6%	21%	<p><b><u>Green Acres</u></b>  A "little bit country," Green Acres residents live in pastoral settings of developing suburban fringe areas.. The median age is 40.6 years. Married couples with and without children comprise most of the households and live in single-family dwellings. The median household income is \$63,900 and the median home value is \$205,460. Seventeen percent of households derive income from self-employment ventures. These do-it-yourselfers maintain and remodel their homes—paint, install carpet, or add a deck—and own all the necessary tools to accomplish these tasks. They also take care of their lawn and gardens, again, with the right tools. Green Acres is the top market for owning a sewing machine. Vehicles of choice are motorcycles and full-sized pickup trucks. For exercise, residents ride their bikes and go water skiing, canoeing, and kayaking. Other activities include bird-watching, power boating, target shooting, hunting, and attending auto races.</p>

		8%	<p><b>Great Expectations</b></p> <p><i>Great Expectations neighborhoods are comprised primarily of young singles and married-couple families. Many are just starting careers or family life. The median age is 33.0 years. There is a high proportion of residents in their 20s and a high proportion of home owners under 35. Labor force participation is high. Manufacturing, retail, and service industries are the primary employers. Approximately half of the households are owners living in single-family dwellings; the other half are renters. They are not afraid to tackle home improvement projects but they also enjoy a young and active lifestyle. They go out to dinner, to the movies, to bars, and to nightclubs. They enjoy roller blading; frisbee, chess, pool, and attending auto races. They occasionally take advantage of the convenience of fast food restaurants. Little traveling is done, many are focusing on starting career. They listen to rock music on the radio.</i></p>
			<p>* This data was purchased from ESRI Business Information Solutions which updates Tapestry™ data annually using a variety of national and local sources.</p>

Table 3.  
Sales Leakage

	Warren Town	Primary Trade Area - 10 Min. Drive Time	Secondary Trade Area - 15 Min. Drive Time
<u>Business Type</u>	\$ Retail Gap/(Surplus)	\$ Retail Gap/(Surplus)	\$ Retail Gap/(Surplus)
Furniture Stores	1,067,235	1,783,503	3,768,435
Home Furnishings	136,732	449,491	1,234,237
Electronics & Appliance	1,096,376	1,829,346	4,336,172
Bldg. Material & Supplies	1,422,993	669,314	2,184,825
Lawn & Garden Equip/Sup.	108,665	180,890	249,020
Grocery Stores	4,710,619	7,286,226	4,746,275
Specialty Food Stores	250,486	419,208	1,004,542
Beer, Wine, and Liquor	(429,260)	(845,507)	(1,164,831)
Health & Personal Care	1,832,458	3,077,118	5,385,331
Clothing Stores	1,481,458	2,483,522	5,628,722
Shoe Stores	215,088	353,861	864,499
Jewelry, Leather, Luggage	152,768	314,882	951,992
Sport Goods /Hobby/Mus. In	161,161	144,442	709,096
Book, Periodical, and Music	334,238	555,096	744,029
Department Stores	1,453,325	2,428,251	5,445,517
Other General Merchandise	1,090,430	1,840,137	4,931,400
Florists	72,015	88,348	230,816
Office Sup, Stationary, Gift	210,423	223,374	899,057
Used Merchandise	17,374	(105,788)	(1,064,330)
Other Misc. Retailers *	299,069	499,132	1,206,178
Full-Service Restaurants	3,255,395	2,288,219	8,779,549
Limited-Service Restaurants	1,418,121	1,750,954	5,626,804
Special Food Services	394,426	652,095	1,518,106
Drinking Places (Alcoholic)	62,510	18,007	348,149

### Restaurants and Bars - Sales Leakage Analysis

	Warren Town	Primary Trade Area - 10 Min. Drive Time	Secondary Trade Area - 15 Min. Drive Time
	\$ Retail Gap/(Surplus)	\$ Retail Gap/(Surplus)	\$ Retail Gap/(Surplus)
Full-Service Restaurants	3,255,395	2,288,219	8,779,549
Limited-Service Restaurants	1,418,121	1,750,954	5,626,804
Drinking Places (Alcoholic)	62,510	18,007	348,149
<b>Overall Restaurant &amp; Bar Category</b>	<b>4,736,026</b>	<b>4,057,180</b>	<b>14,754,502</b>

# Appendix

## 2. Town Hall Survey: Responses to Open Ended Questions

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**Warren Town Hall Survey  
Responses to Open Ended Questions**

**Do you have other suggestions for how the Town Hall Building could be used? If yes, please describe.**

- Remove police station to their own building make town hall what it was designed for and sell East School to Non-profits, etc.
- Museum housing all town artifacts - community theater groups
- If there was a larger library, why couldn't the existing library be a museum?
- Exchange for free clothing craft sales (renting tables)
- Open for rented space/community
- I would like to see dances held there again, or Town Movie Night.
- Youth Center-Beautiful auditorium for youth-based activities/programs as well as plays (entertainment)
- Town Offices should be in Town Hall!
- Please move the Town Offices back to the Town Hall and put "other" things in the Shephard Building.
- Community theater
- Lets just use it, not for storage, or another store for same exact items as our 3 downtown stores.
- Town offices
- Parking lot
- Restore movie theatre up stairs for town children
- Use it for what is was designated for
- Put it to good use or tear it down
- Senior programs (arts & crafts)
- It would be nice to have the auditorium opened again for plays.
- Dances, shows, recitals
- Large library access
- Would love to see the auditorium restored se we could enjoy shows, plays, activities.
- No, it should be used for what it was intended, Town offices and departments.
- Town officials should return to town hall and both libraries should be combined into the Warren Library
- It is a beautiful building!
- Use as a Town Hall should be.
- Elderly housing, coffee donut business Krispy Kreme, kids after school programs
- Sell it
- Parking lot
- Need more parking
- Torn down
- Find a place for the police first. Then do this survey again
- Use it as a town hall shut the current municipal building
- Tear it down, it's another eye sore in the town

## Do you have any other comments you would like to make about the Town Hall Building?

- This building should be considered a Town Treasure, and like many other towns have done, it should be renovated and restored for good use. It is a piece of the Town's History and MUST be preserved. It's current state is a shame. Personally, I say renovate it, enhancing the space, and use it for a Town Hall again. The Police Department needs a REAL police station.
- It is focal point of the down town and important to keep historically sound - even if the exterior remains "true" and the renovations to the inside will allow the space to be more usable. I like the presence of the Police Department in the Center of town as well.
- Preserve the building as is./office space is a good move
- It's ugly
- Too expensive to renovate and an elevator would cause more problems than it's worth. The parking is bad
- There is no need for two libraries in the town or two fire stations this is a complete waste of money to the town. Why do we have a full time fire department??
- Parking sites are terrible.
- Parking and flow of traffic still needs to be addressed otherwise, no matter what purpose the building, no one can easily access it! Entrance to Rt. 19 & 67 should be Pleasant St. (straightened out) the "flooded" area below the tracks and low clearance filled in!
- It should be maintained and used for community activities.
- Could use the parking, put police station there single story that is large enough and is centrally located
- Yes - get the PD out and in a new building
- How about community center in W. Warren?
- Will always remember talent shows, proms, scouts, etc. held there
- Youth programs ie. dances/social functions
- We need to utilize this building for its original purpose. It is important historically
- Preserve it
- Absolutely need to preserve this building. It's part of Warren history and can be utilized in many ways.
- Do not destroy it!
- Nice meeting place for town fun - town meeting etc.
- Town officials should be next to post office, bank, and be centrally located.
- Open it up!
- What a disgrace if it becomes abandoned, or for profit.
- It needs to be renovated and handicapped accessible
- It would be a shame not to restore it!
- Restore for historical purposes
- Restore it up grade it, use it for town offices
- It is an eyesore
- Good luck! The theatre is beautiful and would love for it to be kept
- Look for grants
- Fix it up to make it look nicer. Be proud of it.
- Lots of history in this building
- The town offices should be located in the town hall.
- Lets make Warren attractive again- so people patronize business- downtown dumpy feel could be eliminated & improve "attitude".
- The town offices should never have been moved from there.
- It is a shame to have our town's history waste away with nothing in it - lets use it for what it was made for.
- It would be a shame to loose it!
- Should be saved
- Paint
- The Warren Town Hall is built there for a reason. Please don't take it away.
- We should use it!!!
- Effectively restoring the town hall in the center of town will help to keep a vivacious center of town and prepare us to take advantage of the potential tourism. I think we should look to towns like Chester, CT and some VT alcoves that could help us in planning.
- It would be more convenient for people to get to offices in town & we need something for youth, get them off the street sidewalks
- We think the town hall should be restored as that. A place for town's people to go to do their business. If the town offices were moved back to the Town Hall, why couldn't the Shephard building be used for senior housing or a community building for recreation?
- Take good care of the building, I think it is beautiful, especially the inside

- Fix it!
- Town offices should be in the Town Hall, the 10 options in #4 have no place in the Town Hall
- Preserve the Warren in place

