



October 21, 2021

To: Town Meeting

From: James Johnson, Chair, and Members of the Capital Planning Committee

cc: Select Board
Finance Committee
Heather Von Mering, Town Moderator
Beth Rudolph, Acting Town Manager

We are pleased to submit our annual Fiscal Year 2023 (FY 23) report of the Capital Planning Committee (CPC). The CPC has completed its evaluation of all capital project requests for the next five Fiscal Years.

The Capital Planning Committee would like to thank the Town for voting to fund the final phase of the Town flood mitigation program that began over twenty years ago. We would also like to thank the Select Board, School Committee and Town staff who worked diligently to put this vote before the Town. This is a great achievement for the safety of our residents and businesses. It should be noted that over these many years some of the initial projects such as the widening of the Aberjona between Waterfield and Wedgemere are now threatened by overgrowth along the banks. The Committee has begun a discussion with the Select Board about funding routine maintenance of these important town safety investments through the operating budget.

We would also like to thank the Town for funding the immediate repairs to Muraco school roof, heating and electrical systems. We again would also like to thank the Select Board, School Committee and Town staff for their efforts in bringing these projects before the Town. While these repairs to Muraco will not be the last that the school requires, replacement of these significant items extends the life of the school until its planned replacement sometime between 2028 and 2030. Winchester will enjoy the maximum benefit of this work through lower maintenance and repair costs over that time.

Most approved projects this year were big ticket items. Because of a large amount of funds required for Fire Department projects, many other deserving projects did not get funded this year. In fact, over \$4M in Capital projects and more than \$300K in Buildings projects were not funded this year, including \$1.475M in Town Departments' number one priority requests.

Several of the projects this cycle are repairs that are mandated due to failed inspections. Repairs will be required to the Cross Street Bridge and the Washington Street Bridge. The South Reservoir Dam was also downgraded to poor condition in its latest inspection and will require repairs similar to (hopefully smaller in scale) the North Reservoir Dam repair work that is scheduled to begin soon. This large number of mandatory projects means that some of the priorities of the committee, such as fully funding Roads and Sidewalks, are unobtainable this cycle. Several projects for which engineering work is complete were not funded and ADA funding remains at its baseline level.

There are over \$5M in anticipated school related projects over the next 4-5 years including the need for roof inspection and replacement design at McCall and Ambrose, replacement of the Knowlton field turf, repairs to the McCall entryway, and repair or replacement of site work and hardscape at Lincoln Elementary School.

Funding sources for these projects are unclear at this time as the BSF and CSF alone probably cannot support these items while maintaining base level support for things such as Roads and Sidewalks, ADA, and routine vehicle/equipment replacement. The Committee has begun discussions with the Select Board about the need to establish funding sources for routine predictable items.

Finally, while not affecting this year’s capital budget, the Capital Planning Committee voted to co-sponsor the Select Board’s article for a \$6M renovation of the DPW Transfer Station. The Select Board has indicated that an amount of \$170K will be required from Capital annually starting in FY24 and continuing for nine (9) years. This amount is estimated to consume more than 7 percent of available CSF funding through these years. Funding any individual project from a stabilization fund at this level falls outside of the “Guidelines for Management of Funds”, adopted by the Capital Planning Committee last cycle. Given the very high priority that the Select Board has placed on this project including its necessary environmental remediation, the Capital Planning Committee supports this long delayed request.

This year the CPC is recommending use of the following funds for the FY23 Capital Projects:

Capital Stabilization Fund	\$2,376,000
Building Stabilization Fund	\$1,383,000
Borrowing (Water & Sewer)	\$72,000
W&S Retained Earnings (TBD)	\$ 0
Cemetery Trust Fund	<u>\$ 70,000</u>
Total	<u>\$3,901,000</u>

Capital Planning Process

The process for evaluating capital project requests is detailed and thorough. It begins in June of every year and culminates at Fall Town Meeting. Requests for potential capital planning projects for the next five years are distributed to all elected and appointed Boards and Committees and municipal and school departments in order to create a comprehensive five-year needs assessment for the Town. This year participation includes School Committee, Select Board, Town Manager, Energy Management Committee, Disabilities Access Commission, and department heads. These requests are prepared by Town staff and submitted to the CPC for review and prioritization.

The CPC consists of the following members per the Town's charter. Two members appointed by the Finance Committee, one member appointed by the Planning Board, one member appointed by the School Committee and three members appointed by the Select Board. The makeup of the CPC was designed to be inclusive of all Town agencies and relies on each member representing an appointed Board or Committee to report back to said Committee and also bring forward concerns and/or issues back to the CPC.

The CPC in evaluating each project relies on each Town entity submitting a proposal to take into consideration their immediate and long-term capital needs. A major tool that is used by the Town in developing our long-term immediate building repairs is the VFA/Accruent Building Envelope Program. This program helps to develop the expected life cycle and cost estimates for building system maintenance upgrade and replacement. This program allows for long term capital planning which helps the Town prioritize its five-year plan.

Additionally, the Department of Public Works and the Engineering Department have developed a comprehensive program for sewer, water, drainage, roads, traffic, sidewalks and flood mitigation projects. The Field Management Committee together with the DPW and School Department have developed a five- year field improvements plan. All of these tools utilized by the various Town agencies contribute to the development of a comprehensive plan for maintaining and improving the Town infrastructure and assets.

Project Evaluation Criteria

Fundamental to Capital Planning evaluation is a ranking process that allows the CPC to evaluate each individual project in a consistent manner. The ranking is based on the following criteria:

- Public Health and Safety
- Mandates by State or Federal Government
- Necessary for Maintenance of Town Assets
- Demonstrated Increased Efficiency and /or Cost Savings

Each project request is required to address the following items when submitting to the CPC.

- 1) Expected lifetime of the item/project.
- 2) Expected operating costs of and manpower available to complete or use the item or project.
- 3) Comparison of purchasing versus leasing or outside contracting of the service and, where relevant, the cost of multi-town sharing of resources or equipment.
- 4) Need for the item/project and its effect on the operating budget-what it might save in maintenance and repair.
- 5) Departmental priorities for the current year's projects/items.
- 6) Estimated cost estimates of the item/project, supported by bids or quotes whenever possible.

- 7) A plan detailing item/projects awarded during the past three (3) years and those to be requested over the next three (3) years.
- 8) A schedule of implementation for approved items and projects, including a timeline within the proposed FY.

One of the critical steps in completing the CPC’s evaluation of each project is meeting individually with department representatives seeking project funding. In these meetings we discuss where the request fits into the overall goals for departmental long-range capital plans. In this process we make sure that alternative strategies for meeting their needs have been considered. We also require that each party submitting a request has looked at utilizing alternative funding sources as well.

Long Term Capital Requests			
Capital 5-Year Request Summary Table			
Departments	FY 23 Request	FY 24-27 Request	Total Five Year Requests
ADA	300,000	1,200,000	1,500,000
Conservation Commission	75,000	60,000	135,000
DPW Buildings	1,269,000	5,580,000	6,849,000
DPW Cemetery	70,000	460,000	530,000
DPW Roads and Sidewalks	500,000	2,000,000	2,500,000
DPW Vehicles FY 23	308,667	1,291,000	1,599,667
DPW Transfer Station Equipment	216,000	75,000	291,000
DPW Equipment	105,000	1,291,000	1,396,000
DPW Water Sewer	1,002,000	2,730,000	3,732,000
Engineering Stormwater	410,000	3,150,000	3,560,000
Engineering Bridges	496,000	50,000	546,000
Engineering Transportation	1,490,000	TBD	1,490,000
Engineering Flood Mitigation	52,000		52,000
Fire Department	1,704,000	189,000	1,893,000
Police Department	343,000	2,968,500	3,311,500
Recreation	835,000	3,625,000	4,460,000
Schools	419,000	11,919,154.00	12,338,154
Total FY 23 Requests	9,594,667		
Total FY 23-FY26 Requests		36,588,654	
Total Five Year Requests			46,183,321

This year alone there were in excess of \$9.5 million in Capital Stabilization Fund, Building Stabilization Fund and Water Sewer requests. The Building Stabilization Fund (BSF) is used for building maintenance, repairs and new construction. The Capital Stabilization Fund (CSF) is used for fields and playgrounds, roads and sidewalks, equipment, flood mitigation and bridge repair. After the funds available for the FY 23 capital budget were allocated, there still remain critical unfunded projects which include in no particular order:

- DPW Garage Complex Renovations;
- Implementation of Town Risk Assessment study;
- Digitizing Records and Investing in a Town Digital Record Management system;
- More than six roadway/intersection improvement projects;
- Additional Parkhurst School Improvements;
- Turf replacement at Knowlton Stadium;
- Ongoing elements of the Muraco Life Extension Program;
- Recreation Building (Mystic School) Improvements;
- Renovation/Replacement of several Tennis Courts, Baseball/Softball Dugouts and Playground Areas;
- Numerous athletic field projects;
- Replacement of Town Hall windows;
- Repairs and Reconstruction of the facade of McCall Middle School;
- Roof repair at Ambrose Elementary School;
- Drainage and hardscape replacement/improvements at Lincoln Elementary School;
- McCall Middle School roof replacement;
- Water Main Lead Neck replacement;
- Sewer System I&I Projects;
- Various Drainage System Improvements;
- Dispatch Center Improvements;
- Wedge Pond Water Quality Study;
- Routine replacement of town vehicles

FY 23 CPC Recommended Projects

Fall Town Meeting Building Stabilization Fund

Main Fire Station HVAC – Engineering/Construction	\$ 750,000
Town Hall HVAC - Engineering	\$ 154,000
McCall School Façade – Construction Documents	\$ 24,000
West Side Fire Station Improvements – Engineering/Construction	\$ 185,000
Storage Garage/Units – Design/Engineering	\$ 134,000
Lincoln School Chiller – Schematic Design and Specifications	\$ 60,000
Lincoln School Site Work – Design Development	\$ 50,000
McCall Control Conversion – Phase I	<u>\$ 26,000</u>
Total	\$ 1,383,000

Fall Town Meeting Capital Stabilization Fund

Fire Department – Engine 3 Replacement	\$ 725,000
Washington Street Bridge – Engineering/Permitting	\$ 66,000
Cross Street Bridge - Engineering/Permitting	\$ 55,000
Town Traffic Master Plan Study	\$ 165,000
Fire Department – Ambulance Replacement	\$ 350,000
DPW Manager Vehicle	<u>\$ 40,000</u>
Total	\$ 1,401,000

Fall Town Meeting Water & Sewer Enterprise Fund – Borrowing Authorization

South Reservoir Dam – Phase 2 Analysis Engineering	<u>\$ 72,000</u>
Total	\$ 72,000

Spring Town Meeting Capital Stabilization Fund

ADA Projects	\$ 125,000
DPW Roads and Sidewalks	\$ 350,000
Public Safety Radios – Police & Fire Year 5 of 5	\$ 125,000
Washington Street Bridge Construction	\$ 270,000
Cross Street Bridge Construction	<u>\$ 105,000</u>
Total	\$ 975,000

Spring Town Meeting Water & Sewer Enterprise Fund*

*Projects to be selected prior to Spring Town Meeting due to the possibility of utilizing other funding sources

Spring Town Meeting Cemetery Trust Fund

Cemetery Capital Improvements – Roads & Grounds	<u>\$ 70,000</u>
Total	\$ 70,000

FY 23 Project Descriptions – Fall Funding

BUILDING STABILIZATION FUND

Main Fire Station HVAC – Engineering/Construction

At Fall 2020 Town Meeting funds were appropriated for immediate repairs at the Main Fire Station. The first step was to hire an engineering firm and perform an evaluation of existing conditions and develop plans for renovation/replacement of system parts. During this engineering phase it was determined that full replacement was warranted. Currently the system is problematic and has been a constant source of maintenance issues for years. The station is not adequately cooled or heated, leading to unacceptable living conditions. This appropriation will fund the installation of a new HVAC system at the Main Fire Station.

Town Hall HVAC - Engineering

This request is for engineering services to complete the plans and specifications for the improvements/replacement of the current Town Hall HVAC system. Last fall Town Meeting appropriated schematic design funds and we are now ready to move into final design. The current system is very old and has many deficiencies related to equipment age, moisture/humidity problems, fresh air exchange, efficiency etc. The final design package will include a cost estimate allowing us to develop a plan for funding the construction.

McCall School Façade – Construction Documents

The original 1932 facade of McCall Middle School (facing Main Street) is of brick/precast/unit masonry construction with many original elements in an accelerating state of deterioration, including flashings (which contribute to water infiltration and interior efflorescence) and areaway balustrades which are a growing safety concern. An investigation funded by Town Meeting last capital cycle produced a detailed report this summer. The architect and preservationist have developed recommendations for the repair and/or replacement of failed elements but this is in writing form only and does not exist as a set of bid documents for actual repair work. The supplemental request in this motion will fund the development of construction documents and specifications for the needed work.

West Side Fire Station Improvements – Engineering/Construction

At Fall 2020 Town Meeting funds were appropriated for immediate repairs at the West Side Fire Station. The first step was to hire an architectural firm and perform an evaluation of existing conditions and develop plans for upgrades to the kitchen and bathroom spaces. During this design phase it was determined that the work was more extensive than originally expected. This appropriation will fund the updates to the fire station kitchen and bathroom spaces as well as upgrades to the building AC and air handling units.

Storage Garage/Units – Design/Engineering

At the fall 2020 Town Meeting funds were appropriated for the schematic design of the Department of Public Works Storage/Garage Units. In 2004 a feasibility study was presented to Town Meeting outlining many needed improvements at the DPW Facility. Over the past years many improvements have been made, most recently the demolition of the old stable building and brick wall and replacement with a new fencing. When the stable buildings were demolished there was always a plan to replace those buildings with a new structure, as they were used to store DPW equipment. That equipment now sits out in the elements with no protection.

The schematic design phase is complete and we are requesting funds for the development of plans and specifications. The final design package will include a cost estimate allowing us to develop a plan for funding the construction.

Lincoln School Chiller – Schematic Design and Specifications

The cooling plant at Lincoln Elementary is original to the 1998-2000 gut renovation and elements of this system have begun to fail. Difficulty with a recent compressor replacement (currently being addressed under warranty) and the overall age/condition of the cooling plant as well as opportunities for more efficient design/equipment make this request for chiller replacement a high priority. Included in this \$60,000 design request is the scope of cooling required for the school's IT systems. If funded, a subsequent Spring '21 Town Meeting request is possible, though unlikely. Management does not have a sense of actual replacement/construction costs without this initial design/specification phase, so it is more likely this project would come back as a Fall '22 request for equipment purchase and construction/installation unless bundled with other work, yet to be determined.

Lincoln School Site Work – Design Development

Shortly after its comprehensive renovation and site reconstruction in 1998-2000, the Lincoln Elementary School began to see settling, cracking and deterioration in numerous elements of exterior grounds' flatwork, including: granite treads, concrete stairs, handrails, concrete sidewalks and walk-off pads. Continued deterioration has created ADA violations and water collection adjacent to the building. DPW has determined that some site elements were not properly constructed with foundations or compacted subbase material. In recent years, there have been a number of DPW capital requests to repair several of these elements in particularly poor condition however the Capital Planning Committee recommended last cycle to fund an overall sitework condition review (funded by Town Meeting), with the goal of not re-creating what exists today if other simpler design options may be found which better support the school during drop-off, pickup and even during the school day. DPW has spent thousands of dollars in material and labor chasing these issues over the past eight years. With input of WPS Central Office and Lincoln administrators, Fire Department, DPW, and Town Engineering & Planning, Gale Associates has developed a preliminary site plan which simplifies site circulation, outdoor student assembly, and reduces paved surfaces for maintenance and snow clearing. The Capital Planning Committee is seeking funding to complete bid documents for a detailed cost estimate and basis for construction funding.

McCall Control Conversion – Phase I

Included in the 1998-99 renovation and library wing addition of the McCall Middle School was a pneumatically-controlled air circulation system. Over time, these pneumatic control lines in the walls have dried out, cracked, and no longer consistently carry vacuum, which inhibits HVAC controls. A small-scale digital control conversion project pilot was initiated in 2019-2020 and has proven to be very successful with reliable outcomes and monitoring. With this successful pilot, the DPW and school department wish to replace the remaining failed pneumatic controls with this new digital system. Capital Planning supports a multi-year plan for replacement. While originally envisioned as a three-year phased project, Superintendent Hackett with School Committee support has identified eligible federal ESSER (Elementary and Secondary School Emergency Relief) funds to be applied towards this work which may permit completion over only two years. This application of federal funds-- specifically earmarked for HVAC projects-- limits the Building Stabilization Fund contribution to just \$26,000.

CAPITAL STABILIZATION FUND

Fire Department – Engine 3 Replacement

The Fire Department is seeking a new Fire Engine (pumper) to replace its Engine 3 which will be over 22 years old by the time a new engine is delivered.

Acquiring a new engine now will allow Engine 4 to be placed into reserve service extending its serviceable life expectancy and will also ensure that our front line apparatus meet the current safety standards for fire apparatus. Replacement of Engine 3 is critical to the continued lifesaving work performed by the Fire

Department every day.

Washington Street Bridge – Engineering/Permitting

A MassDOT bridge inspection report received in spring 2021 identified several deficiencies at the Washington Street bridge over the Aberjona River. The town hired Weston & Sampson to complete an independent review of the structure. Weston & Sampson observed a number of deficiencies that are required for further study and repair. The request this fall is for funds for the engineering and permitting of the repairs and we will return in the spring to seek construction funds.

Cross Street Bridge - Engineering/Permitting

A MassDOT bridge inspection report received in spring 2021 identified several deficiencies at the Cross Street bridge over the Aberjona River. The town hired Weston & Sampson to complete an independent review of the structure. Weston & Sampson observed a number of deficiencies that are required for further study and repair. The request this fall is for funds for the engineering and permitting of the repairs and we will return in the spring to seek construction funds.

Town Traffic Master Plan Study

Over the past several years, resident interest in studying and implementing traffic calming projects throughout the Town has rapidly increased. The Select Board, Engineering Department, Police Department, and DPW all regularly receive correspondence from concerned citizens about the speed and volumes of cars in their neighborhoods, and the need for improved pedestrian and bicycle amenities. Tellingly, in a survey conducted by the Planning Board and MAPC several years ago as part of their Master Plan efforts, residents identified traffic management, sidewalks, and road improvements as the top three, respectively, infrastructure additions and improvements most needed in the Town. Strategy B1.2 of the recently completed Master Plan recommends that the Town undertake a strategic Town-wide bicycle and pedestrian plan. This request is to fund the development of a Transportation Master Plan. The goal of this study would be to identify and prioritize Town-wide traffic, pedestrian, and bicycle improvements, with the goal of improving safety for all users. The plan would be used as a blueprint for prioritizing future studies, design, and construction projects, and would be used to initiate future capital funding requests. The goal is to develop a proactive plan for the implementation of projects, as opposed to the current reactionary approach.

Fire Department – Ambulance Replacement

The current ambulance has surpassed its life expectancy of 7 years. The ambulance is a vital piece of apparatus that is in service 24 hours a day and sees the most work of all the Fire Department vehicles. The procurement of a new ambulance would allow the current vehicle to be put into reserve and extend the life of that vehicle.

DPW Manager Vehicle

This request is for funds for the replacement of a 13 year-old Ford Escape with a new hybrid AWD vehicle. The current vehicle is in bad condition and is at risk of not passing inspection.

WATER & SEWER ENTERPRISE FUND

South Reservoir Dam Phase II Evaluation

This request is for engineering services for the Preparation of a Phase II Evaluation for South Reservoir Dam. South Reservoir Dam is a Large Size, High Hazard Potential Structure and has been rated in Poor Condition. For dams rated in Poor Condition, the Office of Dam Safety will require that the Owner bring the dam into compliance. The first step in the process is to prepare a Phase II Evaluation. This will evaluate the extent of the deficiencies at the dam and provide alternatives to bring the dam back into compliance with current dam

safety regulations. The intent of the Phase II Evaluation is to identify practicable and cost-effective solutions for dam rehabilitation. We plan to complete the evaluation this fall and winter and we will be back in the spring to request additional engineering funds and eventually will be seeking funds for the rehabilitation of the dam.

We would like to thank the Department Heads, Select Board, and especially Mark Twogood, Assistant Town Manager and Margaret White, Special Projects Manager for all your hard work in preparing the FY 23 Capital Plan.

James A. Johnson III, *Chairman*

Roger McPeck, *Vice Chairman*

Hafiz Adamjee, *Member*

Helen S. Philiou, *Member*

Christian Nixon, *Member*

Arun Balasubramaniam, *Member*

Cheryl Wolfe, *Member*