



# Town of Winchester

Helen S. Philliou, Chairman, Capital Planning Committee

71 Mt. Vernon Street  
Winchester, MA 01890  
Phone: 781-721-7133  
Fax: 781-756-0505

October 20, 2014 **REVISED**

To: Town Meeting Members

cc: Board of Selectmen  
Richard C. Howard, Town Manager  
Peter Haley, Town Moderator  
Finance Committee

We are pleased to submit our annual FY2016 report of the Capital Planning Committee (CPC). The CPC has completed its evaluation of all capital project requests for the next five fiscal years.

Funding for the Towns Capital program essentially comes from three major funding sources; excluding Water & Sewer Enterprise Fund and Cemetery Permanent Care Fund. The Building Stabilization Fund, the Capital Stabilization Fund (both of these funds created under a special Act in 2002) and the General Fund. The CPC historically has been informed by the Town Manager the amount that is available for capital expenditures from the General Fund. In Fiscal 15 the General Fund allocation is \$220,000 plus the amount for retiring debt.\* The Building Stabilization Fund is essentially fully committed to pay debt service on the existing bonds over the near term and will not have sufficient funds for any major capital projects for the foreseeable future. Funding for the Capital Stabilization Fund is limited to only \$1,000,000 for FY 16 and will grow slowly in future years. As a result, continued general fund allocations to the Capital Plan will be critical.

Over the past several years the CPC has alerted the Town Manager, Board of Selectmen and Town Meeting of the lack of funding for the capital budget. The CPC has had to modify their long-term philosophy to a year to year approach due to a lack of consistent adequate funding.

To date there is no short or long-term plan to provide additional funding for the Capital needs of the Town. Failure to maintain or replace capital items lead to the following:

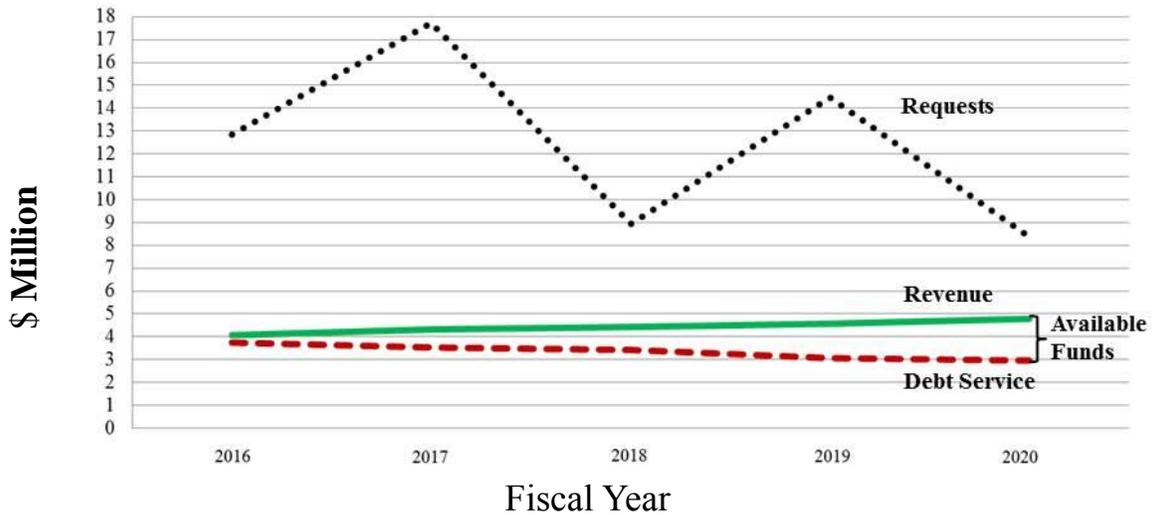
- Increased public health issues and risks
- Potential failure to meet mandates
- Increased cost to the taxpayers over the long term
- Inefficiency or inability to carry out Town and School functions

The Committee recommended funding options consisting of the following:

1. General Fund override to supplement Building and Capital Stabilization Funds.
2. Bundle Immediate Repair Projects for Buildings, Flood Mitigation, ADA and Technology for possible override.
3. Increase General Fund Appropriation for Capital.
4. Allocate Free Cash for Capital Projects (non-recurring expense.) This is consistent with the Board of Selectmen's Operating Reserve Policy.

\*Retiring Debt is the difference between the amount of debt service from the General Fund in the base year 2003 (*year Stabilization Funds were created*) and the general fund debt service for the current fiscal year. This practice "holds" the amount allocated from the General Fund for debt service from year to year.

## Annual Revenues vs. Department Requests BSF + CSF



Note: Revenues include "Retiring Debt" and the five-year department capital requests include no contingencies for unanticipated and unexpected needs such as roof leaks, heating system failures, vehicle and equipment breakdowns, bridge failures, etc.

This year the CPC is recommending use of the following funds for the FY2016 Capital Projects (excluding Water & Sewer Enterprise and Cemetery Permanent Care):

Capital Stabilization Fund	\$ 1,000,000
Building Stabilization	\$ 0
General Fund	\$ 160,000*
Closeouts	<u>\$ 442,022</u>
Total	\$ 1,602,022

\*FY 16 appropriation of \$220,000 less \$60,000 for debt service for the Ambrose Windows.

The Building Stabilization Fund will not support any new major projects for the foreseeable future. In order to support requests for FY2016 we will be utilizing \$160,000 from general revenue that has been identified each year for capital use. However, there remain significant projects in need of funding.

### **Capital Planning Process**

The process for evaluating capital project requests is a long and arduous one. It begins in June of every year and culminates at Fall Town Meeting. Requests for potential capital planning projects for the next 5 years is distributed to all elected and appointed Boards and Committees and municipal and school departments in order to create a comprehensive 5 year needs assessment for the Town. This involves participation of the EFPBC, School Committee, Board of Selectmen, Town Manager, Energy Management Committee, Disabilities Access Committee, Library Trustees and department heads. These requests are prepared by professional staff and submitted to 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 Board of Selectmen. 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 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 planning for long term (20 years) which helps the Town prioritize its 5 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 has developed a 5 year field capital 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. It is important to note that per the Town Charter the CPC makes its final recommendation for its annual plan to the Town Manager who then issues the final Capital Plan.

### **Project Evaluation Criteria**

The backbone to the Capital Planning process was the establishment of a stringent 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 time line within the proposed fiscal year.

One of the critical steps in completing the CPC's evaluation of each project is meeting with the individual responsible for requesting the project. At this meeting we discuss with the individuals where the request fits into the overall goals for their long range capital plans. During this time we make sure that alternative strategies for meeting their needs have been evaluated. We also require that each party submitting a request has looked at utilizing alternative funding sources as well.

## Long Term Capital Requests

Capital Improvement Requests Summary FY2016 - FY2020								
BUILDING/CAPITAL STABILIZATION FUND								
Departments	Projects	FY 16 Requests	FY 17 Requests	FY 18 Requests	FY 19 Requests	FY 20 Requests		
1	DPW	Vehicles	690,000	260,000	235,000	335,000	150,000	
2	DPW	Roads and Sidewalks	350,000	350,000	350,000	350,000	350,000	
3	Engineering	Drainage	424,634	N/A	N/A	N/A	N/A	
4	Engineering	Traffic/Bridge Improvements	372,000	350,000	125,000	300,000	300,000	
5	Engineering	Flooding	500,000	8,000,000	300,000	2,500,000	0	
6	DPW	Cemetery	171,000	0	185,000	100,000	70,000	
7	DPW	Buildings	854,567	1,520,000	525,000	300,000	205,000	
8	Fire	Vehicles / Equipment	533,000	2,000,000	500,000	29,000	180,000	
9	MIS	Switches / Ethernet Cabling	147,500	150,000	150,000	150,000	150,000	
10	Police	Shooting Range	150,000					
11	Recreation	Fields	Awaiting Field Management Master Plan					
12	ADA	ADA improvements	125,000	125,000	125,000	125,000	125,000	
13	Schools	Buildings	2,163,125	1,361,500	2,918,250	5,835,000	2,330,000	
<b>Sub- Totals</b>			<b>6,480,826</b>	<b>14,116,500</b>	<b>5,413,250</b>	<b>10,024,000</b>	<b>3,860,000</b>	
1	DPW	Water/Sewer	2,667,000	110,000	60,000	1,350,000	1,526,500	
<b>TOTALS</b>			<b>9,147,826</b>	<b>14,226,500</b>	<b>5,473,250</b>	<b>11,374,000</b>	<b>5,386,500</b>	
<b>5-YEAR TOTAL</b>			<b>\$ 45,608,076</b>					

This year alone there were in excess of \$9 million dollars in both Capital and Building Stabilization Fund requests. The Building Stabilization Fund (BSF) is to be used for building maintenance, repairs and new construction. The Capital Stabilization Fund (CSF) is to be used for fields and playgrounds, roads and sidewalks, equipment, flood mitigation and bridge repair. The \$9 million in requests above does not include the Skilling's Field Culvert Project, or any environmental remediation required at Skilling's Field. During the investigation of the culvert design it was discovered that the field had contaminants that required remediation under the Mass contingency plan. Although the contaminants do not create any imminent threat to the users of the field Mass law requires that they be addressed within a 5 year period from notification which occurred in October 2013. The remediation costs are unknown at this time.

The Field Management Committee did not submit a Capital Plan for FY16 because they are working on a new Master Plan for Fields. The Master Plan is in the beginning phases and the Field Management Committee will be meeting with a Landscape Architect to create the plan. With all the activity at Skilling's Field and Manchester Field the Field Management Committee believes a new Master Plan is needed. Once the Master Plan is developed a five year request will be submitted.

## **Flood Mitigation Projects**

One of the CPC's top priorities continues to be funding projects that are part of the Board's Flood Mitigation Program. The CPC's evaluation criteria remains; public safety/public health and projects that have a high rate of return (on a cost benefit basis). Since the Town has experienced numerous devastating flood events over the last 2 decades, with financial losses in excess of \$25M, the CPC believes it is imperative to complete the program, as outlined in the MEPA Certificate, as soon as possible. As previously stated in earlier correspondence to the Board, the CPC strongly urges the Board to consider funding Project 6 so that it can commence at the time the High School renovations occur.

The Capital Planning Committee has voted not to support the concept of daylighting Skillings Field. Town Meeting has previously appropriated funds for a feasibility study and funds for a final design of the culvert at the 2013 Spring Town Meeting. Below is a summary of the status of the remaining flood mitigation projects:

<u>Project</u>	<u>Status</u>	<u>Construction \$</u>
<u>In-Town Projects</u>		
Project 4 – Mt Vernon Street Bridge	Design and permitting underway	\$1.8M (1)
Project 6 – Skillings Field Culvert	Final design and permitting underway	\$8.0M
Project 8 – Swanton Street Bridge	Not designed (Estimate)	\$1.0 M
Project 10 – Muraco School Culvert	Not designed (Estimate)	\$1.3 M
<u>Out of Town Projects</u>		
Craddock Locks, Medford	Construction to commence in 2014	N/A
Scalley Dam, Woburn	Preliminary study completed, not designed	\$1.0M (1)

(1) Town has received \$2.5M as part of the Environmental Bond Bill to pay for all of Scalley Dam and a portion of Mt Vernon Street Bridge.

Note: Scalley Dam and Craddock Locks must be completed prior to construction of in-town projects. The Town can file for a waiver to construct In-Town projects prior to the construction of out of Town Projects if they are not brought on line. The Craddock Locks project is expected to commence during the summer of 2014.

In order to complete all remaining flood mitigation projects, the CPC suggests a debt exclusion override be placed on the ballot that is specifically for flood mitigation projects.

## **FY 16 Project Requests**

### **Fall Town Meeting General Fund**

Schools	Article 6 - School Facilities Master Plan Update	<u>\$45,000</u>
<b>Total</b>		<b>\$45,000</b>

### **Fall Town Meeting Capital Account Closeouts**

Buildings	Article 7 - Public Safety Building Phase III	<u>\$442,022</u>
<b>Total</b>		<b>\$442,022</b>

### **Fall Town Meeting Capital Stabilization Fund**

Engineering/Flooding	Article 11 - Mt. Vernon Street Bridge	<u>\$500,000</u>
<b>Total</b>	<i>(Town's share of \$1.8 Million)</i>	<b>\$500,000</b>

### **Fall Town Meeting Water & Sewer Enterprise Fund**

DPW	Article 10 - South Dam Gate Valve	\$1,300,000 (1)
DPW	Article 8 - Wildwood Street Drainage	256,658 (2)
DPW	Article 13 - Stowell & Marshall Rd	276,000 (3)
DPW	Article 12 - Water Main Lining/Lead Neck Removal	500,000 (3)
DPW	Article 14 - Meter 1/2/6/II Investigation & Cleaning	<u>395,000 (3)</u>
<b>Total</b>		<b>\$2,727,658</b>

- (1) - Bonding;
- (2) - Unexpended Bond Proceeds;
- (3) MWRA Loan/Grant

### **Fall Town Meeting Cemetery Trust Fund & Closeouts**

DPW	Article 9 - Columbarium	<u>\$121,000</u>
<b>Total</b>		<b>\$121,000</b>

### **Spring Town Meeting Capital Stabilization Fund, General Fund**

DPW	Roads and Sidewalks	\$350,000
ADA	Annual ADA Transition Plan Funding	125,000
Schools	McCall School Gym Ceiling Tile Evaluation	15,000
DPW Vehicles	DPW Tractor	<u>165,000</u>
<b>Total</b>		<b>\$655,000</b>

## **FY 16 Project Descriptions**

### **Fall Town Meeting Capital Stabilization Fund**

#### **Mt Vernon Street Bridge Culvert Project**

The Town Manager's Office is requesting \$500,000 for The Mt Vernon Street Bridge Culvert Project which will add a fourth culvert to the existing culverts running under the bridge. The town secured \$2.5 million dollars in a state grant which will pay for approximately \$1.3 million towards the estimated \$1.8 million project. (The remaining grant funds are paying for the Scalley Dam project in its entirety.) This project is a critical component of the town's flood mitigation program covered under the FEIR. Inaction will lead to continued flooding and an inability to complete future projects as they are required to occur in a certain sequence.

### **Fall Town Meeting Capital Account Closeouts**

#### **Public Safety Building Phase III**

DPW is requesting \$442,022 for the final phase of the Public Safety Building Renovations. This phase includes a complete repointing of the exterior masonry. In the past partial repointing has occurred but never a complete job which is required to end current and prevent future water penetration into the building. Funding provided by account closeouts.

The Capital Planning Committee's Policy is to review all Capital accounts three years or older to determine if the projects are completed. Once completed, accounts can be closed out.

### **Fall Town Meeting General Fund**

#### **School Facilities Master Plan Update**

The School Department is requesting \$45,000 to perform a School Facilities Master Plan Update. The purpose of the update is to revise the outdated 2006-2007 plan and report on the current conditions, constraints, and capacities of the Winchester Public School properties (including Mystic School, Parkhurst School, and Carriage House). The Update will include a safety and security assessment of the district's five (5) elementary schools and middle school as well as a review of WPS athletics fields space needs, availability, options, and costs, and to provide recommendations to meet future program requirements. The Master Plan Update will comply with Massachusetts School Building Authority regulations and guidelines and consider both short-and long-term needs in the context of recently completed redistricting and Winchester's updated historic enrollment trends and projected growth.

### **Spring Town Meeting Capital Stabilization Fund, General Fund**

#### **Roads and Sidewalks**

This is a Department of Public Works request for \$350,000 for work on roads and sidewalks. The request is to fund the ongoing roads program for the regular repair of various roads and sidewalks in the Town performed by outside contractors and managed by the Maintenance Supervisor of the DPW. The requested funds are used in conjunction with Chapter 90 Funds from the Commonwealth.

Monies from the Roads and Sidewalks request are also used for completing other projects directly related to the maintenance of safe roads, including using funds to complete the new salt shed and also to complete additional work required on the Center Falls dam/bridge. These funds are also used to make sidewalks and curb cuts ADA compliant, assisting with the Town's ongoing ADA compliance program. (Transition Plan).

### **Annual ADA Transition Plan Funding**

The ADA capital request includes projects taken directly from the Town's ADA Transition Plan which was accepted by the Town in 2011. The current year request is to fund year 5 of a ten-year plan. Projects are prioritized by the Disability Access Commission in conjunction with the School Committee's Subcommittee on the ADA. The FY16 ADA request includes projects at several elementary schools and the middle school as well projects at Borggaard Beach and Town Hall.

### **McCall School Gym Ceiling Tile Evaluation**

The School Department is requesting \$15,000 to fund the engineering/design and evaluation for the replacement of ceiling tiles in the McCall Middle School Gymnasium. The ceiling tiles have begun to fail in some locations and options for replacement and or other ceiling treatments need to be explored.

### **DPW Tractor**

DPW is requesting \$165,000 for a new tractor for use at the transfer station. The tractor is used to haul the solid waste from the transfer station to Wheelabrator our solid waste contractor. The current tractor has 352,000 miles on it and is 11 years old. Last year the DPW spent \$ 50,000 on repairs to the truck.

### **Fall Town Meeting Water & Sewer Enterprise Fund**

#### **South Dam Gate Valve**

DPW is requesting \$1,300,000 for the South Dam Gate Valve Replacement Project. The project provides construction and construction engineering services related to rehabilitation of the existing gatehouse, low level outlet system, and primary spillway at South Reservoir Dam. These improvements will provide greater operational control over the water level in South Reservoir and increase flexibility in using the reservoir for flood control purposes. These will also will bring the dam into compliance with current dam safety regulations and rehabilitate critical valve and piping systems that are more than 100 years old.

#### **Wildwood Street Drainage**

DPW is requesting \$ 256,658 for the Wildwood Drainage Project. The project designs drainage system improvements that will reduce the frequency of street flooding on New Meadows Road, Wildwood Thornton and Cambridge Streets. The construction costs are unknown at this time and additional funds may be required. In this appropriation is an amount of approximately \$50,000 for investigation and design and an amount of \$200,000 for construction which allows the Town to move forward without delay if there are specific improvements that could provide immediate relief to the residents in that area who have recently experienced major losses. The project includes topographic and utility surveys, geotechnical borings, development of design alternatives, preparation of plans and specifications, and bid and award services, as well as the construction of drainage improvements.

#### **Stowell & Marshall Road**

DPW is requesting \$276,000 for the Stowell & Marshall Road Sewer Project. The project provides construction and construction engineering services related to rehabilitation of sewer lines and manholes on Stowell and Marshall Roads. Broken pipe, roots, and pipe sags in these areas contribute to regular sewer surcharging and frequent maintenance is required to maintain flow through the system. The improvements will repair system deficiencies and extend the useful life of the sewer system.

**Water Main Lining/Lead Neck Removal**

DPW has requested \$500,000 to be used to clean and line approximately 1,800 feet of water main in the Ware Road/North Border area. This area was found to be unlined after numerous calls about dirty water. The remaining of the money will be used to replace lead connections on house services around town.

**Meter 1/2/6/ Infiltration and Inflow Investigation & Cleaning**

DPW has requested \$395,000 for the Meter 1/2/6/ Infiltration and Inflow Investigation & Cleaning Project. The project provides investigation and evaluation services related to approximately 120,000 linear feet of sewer in the Meter #1, #2, and #6 sewer drainage areas, generally located east of Arlington Street and Amberwood Drive, north of Everett Avenue and Myopia Road, south of the Woburn city line, and west of Fletcher Street. Additional investigation and evaluation services will be provided in sewers tributary to Leslie Road and Lawson Road. The objective of the project is to assess the condition of the existing infrastructure and provide recommendations to rehabilitate deficiencies.

**Fall Town Meeting Cemetery Trust Fund & Closeouts****Columbarium**

DPW is requesting \$121,000 for the construction of a granite columbarium wall to be located in the Dell Area of the Wildwood Cemetery. The columbarium will have 72 double niches which will be able to hold 144 cremains.