

## City of Medford, Massachusetts



# CAPITAL IMPROVEMENT PLAN

FY2021-FY2026



**MEDFORD, MASSACHUSETTS**  
**MAYOR BREANNA LUNGO-KOEHN**

February 24, 2021

Dear Member of the Medford Community:

I am pleased to present the City of Medford's first multi-year, comprehensive Capital Improvement Plan. Developed over the past year with the Edward J. Collins, Jr. Center for Public Management at UMass Boston, this plan was made possible through the Community Compact Grant Program. The CIP proposes a 6-year investment plan for prioritizing roadway quality, parks and open spaces, street and sidewalk repair, fleet and infrastructure investments and management, and modern water and wastewater infrastructure. The creation of this plan was a top priority for me and my team from day one, and I am incredibly proud to share with the community this important capital investment framework.

The CIP is the product of the hard work put in across City and School operations by administrative leadership – especially our Finance Director - department heads and staff, along with the team at the Collins Center. While this CIP is comprehensive and sets a roadmap for future investments, it is important to note that it is in no way designed to be exclusive or exhaustive. This plan will change as the city changes and will be reviewed and updated each year to reflect the changing needs of the Medford community, the financial situation of the city, and the always present need to deliver high-quality service to residents. The CIP is not a budget or wish list – it is a strategic plan to guide how, when, and why we will undertake projects, track general maintenance, and advise how we will move forward together.

This CIP takes into account information technology, municipal facility, parks and open space, roads and sidewalks, street and sidewalk maintenance, water and sewer infrastructure, vehicles, and educational needs, among others. Following an intensive, 14-month process across multiple departments, the CIP creates a roadmap for such issues as:

- The need for dedicated, focused, and specialized facilities management personnel and operations, to prioritize and manage complex projects, create economies of scale, and avoid competing interests across departments that can lead to imprecise facilities upkeep, which in turn results in higher costs for the city and taxpayers.
- 264 total identified capital projects across City and School operations.
- The future needs and planning to address capital needs at Medford High School, Fire Department facilities, the renovation and enhancement of public grounds and park/recreational facilities, streets and sidewalk repairs and maintenance, and the replacement of water mains.



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The CIP additionally provides a financial framework for many of the highest priority projects that can be adjusted year-over-year to reflect the changing economic conditions and financial positions of the City.

I am excited to share this plan and begin the conversation with the community about our shared capital needs into the future. Thank you for reading, and I look forward to your input.

Sincerely,

A handwritten signature in blue ink, appearing to read "Breanna Lungo-Koehn".

Breanna Lungo-Koehn  
Mayor

## Table of Contents

Overview .....	2
Capital Planning: Purpose and Process .....	4
Possible Funding Sources .....	6
Capital Assets in Medford .....	10
City and School Facilities .....	10
Information Technology .....	12
Vehicles and Equipment.....	13
Parks, Open Space, and Recreation Facilities.....	13
Roads, Bridges, and Related Transit Infrastructure .....	15
Drainage Infrastructure/Storm Water Management System .....	16
Water and Sewer Systems .....	17
Capital Needs Assessment .....	18
Targeted Review of City and School Facilities.....	20
Capital Investment Strategy .....	24
FY2021 - FY2026 CIP: Detailed Project Plan .....	28
Complete Project Listing .....	30
Appendices.....	46
Appendix A: Online Capital Request Form .....	47
Appendix B: Chapter 94, Article VII, City of Medford Code of Ordinances.....	51

## OVERVIEW

The proposed FY2021 – FY2026 Capital improvement Plan (CIP) for the City of Medford invests a total of \$107.6 million in a variety of important capital projects, prioritizing roadway quality, a variety of parks and recreational opportunities, safe and functional vehicles and equipment for staff, and modern water and sewer infrastructure.

Over six years, the plan proposes \$79.5 million in investments through the General Fund, \$9.2 million through the Enterprise Fund, and more than \$18.7 million from grants and other non-tax levy sources. That more than 17% of the funding will come from other funding sources reflects the City's substantial efforts to seek State grant funds and other funding sources for capital projects in order to minimize costs to taxpayers. City staff will continue to work to identify new grant opportunities to lessen the impact to the General and Enterprise Funds, in particular related to a substantial construction/rehabilitation project at Medford High School.

In all, there are 123 projects proposed to be funded. Below is an overview of select projects, but a full listing can be found later in this report.

Through the General Fund, the proposed CIP accomplishes a number of important projects, including:

- The CIP allocates an annual amount for facilities needs for both the City and the Schools. For the City, priority projects include repairs and upgrades at multiple fire stations; for the Schools, priority projects include security camera upgrades at several buildings, MHS bathroom upgrades, MHS boiler repair, drainage improvements at Brooks Elementary School, and renewable energy upgrades.
- Financial support is provided for planning and design for major potential projects related to the construction/renovation of Fire Headquarters and Medford High School; Construction money is also included in the out years of the CIP as a placeholder.
- General Fund resources will also support several necessary vehicle replacements including a fire truck, street sweeper, and a sander/plow.

Through the Enterprise Fund, the proposed CIP funds substantial water main replacements and inflow/infiltration control in the sewer system. In FY2021 and FY2022, the CIP proposes that water main replacements occur on Vista Avenue, Guild Street, Golden Avenue, Brookings Street, Metcalf Street, Tesla Avenue, and Union Street. In addition, there are several vehicles to be replaced including a dump truck and a mini excavator.

The CIP takes an aggressive approach in seeking non-tax levy sources to pay for capital projects. From Chapter 90 funds, the CIP identifies the following streets as priorities for FY2021 and FY2022: Woodruff Avenue / Henley Street, Vernon Street, Pinkert Street, and Haines Square. In addition, the plan includes resurfacing Gourley Road / Dwyer Circle using Federal Community Development Block Grant (CDBG) funds.

Projects at City parks and recreational sites are also a priority in the FY2021 - FY2026 CIP and will be funded through Community Preservation funds, State PARC grants, Linkage Trust Funds, Gaming Commission grants, and other non-local sources. Initial priorities locations for the first two years include:

- Wellington Greenway Phase IV
- Thomas Brooks Park Master Plan – Phase 1
- Tufts swimming pool

- Duggar Park tennis courts
- Morrison Park tot lot and baseball fields
- Logan Park
- Brooks Park
- Carr Park and Gillis Park master plans
- Playgrounds at Tufts, Capen, and Cummings Parks

These priority parks and recreation projects were requested by the Office of Community Development, Parks Department, Mayor’s Office, and Recreation Department following extensive planning and public outreach by the Mayor’s Office and those departments through the Master Plan process as well as other processes. Future priorities will continue to be identified in this manner.

In addition, the CIP reprograms existing bond funds from a prior issuance to complete important upgrades at public schools, such as: MHS bathroom rehabilitations, boiler replacement at CTHS, ADA accessibility upgrades, and security upgrades at MHS.

There are many more projects proposed in the FY2021 – FY2026 CIP, and all the projects are listed in a later section of this report. However, **the CIP should be considered a living document that requires ongoing management.** Capital planning is an annual process, and it should be expected that the out years of the FY2021 – FY2026 capital plan could change. Local financial resources may be more or less available than anticipated; grants may or may not be received; project scopes may be refined and/or altered in future years; and local priorities can change. In particular, the COVID-19 pandemic has created a high degree of uncertainty for local governments, and so the City leadership and finance team will have to closely monitor whether the proposed CIP continues to serve the City’s best interests as the medium- and long-term financial and economic consequences of the pandemic are understood. Nonetheless, the comprehensive FY2021 – FY2026 CIP proposed in this report is a roadmap for the future.

## CAPITAL PLANNING: PURPOSE AND PROCESS

According to the Massachusetts Department of Revenue (DOR), a capital plan is a blueprint for planning a community's capital expenditures and "one of the most important responsibilities of local government officials." Indeed, a municipality that fails to continually reinvest in its capital assets or fails to plan strategically for capital needs could likely face expensive, emergency expenditures, failure to meet development goals, and even catastrophic safety and health impacts. Furthermore, capital planning is one component of financial management that credit rating agencies consider when assessing credit quality.

The City of Medford hired the Edward J. Collins, Jr. Center for Public Management at the University of Massachusetts Boston to facilitate preparation of a capital improvement plan using grant funding through the Commonwealth's Community Compact Best Practices Program. The CIP as proposed has several important characteristics, namely:

- It is a comprehensive plan that includes not only City-funded projects, but projects funded through other means as well (e.g., State or Federal funding).
- It is a multi-year plan, which provides multiple benefits, such as strategic debt management, coordination of projects, and the avoidance of emergency costs.
- It includes a capital investment strategy that extends across the six-year period, allowing for a more accurate projection of future capital costs and annual budgetary impact.

The CIP was developed in three phases: 1) Capital Needs Assessment, 2) Development of the Capital Investment Strategy, and 3) Development of the project plan.

### *Phase 1: Capital Needs Assessment*

The Collins Center project team met with leadership of all City and School departments to explain the process and discuss potential project requests. Departments were provided with the Center's online request form asking them to describe their proposed project(s), justify each project, prioritize projects, and identify the fiscal year(s) in which the project should be completed. In addition, departments were asked to indicate if non-local funds (such as grants) might be available to support the project and to anticipate the impact of the project on the City's operating budget. For example, savings could be realized if the purchase of new equipment could reduce the cost of future repairs. See Appendix A for a copy of the online request form. This was a time-intensive process for staff, which required reviewing asset inventories, finding available data on asset condition and performance, and projecting out work for a six-year period.

After working with department heads to obtain as much detail as possible about each project, the project team then reviewed the relative priority/urgency, merits, expected impact, and cost of the projects with City leadership. Consideration was given to:

- Any State/Federal mandate or legal obligation or liability
- Threat to health and safety
- Advancement of adopted plans, studies, and goals
- Department-determined priority and urgency
- Impact on service to residents/businesses

- Distribution of benefit
- Economic benefits
- Environmental benefits
- Impact on operating budget
- Availability and likelihood of external funding
- Risk and impact of asset failure
- Impact on internal effectiveness and/or efficiency

### *Phase 2: Development of the Capital Investment Strategy*

The project team worked with the Mayor, Finance Director/Auditor, and the City's financial advisor to gather information about the City's existing debt profile, authorized and unissued debt, capital leases, stabilization and special funds, and revenue and expenditure forecasts. After documenting General Fund (GF) spending over a multi-year historical period, the team compared capital spending to net budget. Net budget is defined as the total amount raised on the tax rate recapitulation sheet less any excluded debt or capital exclusions, enterprise funds, community preservation funds, and Massachusetts School Building Authority (MSBA) assistance. The goal is to measure annual GF capital spending as a percent of the GF operating budget to ensure that an appropriate share of GF revenues is reinvested through the capital plan. In addition, the team considered the current and potential future financial impacts of the COVID-19 pandemic, which is causing significant uncertainty for local governments across the State. With all this information, the team set target investment levels for various financing sources, including the GF operation budget, Free Cash, and GF debt.

### *Phase 3: Development of the Project Plan*

After setting target investment levels, the project team worked with the Mayor and Finance Director/Auditor to generate a list of top-priority projects based on the prior review. For projects to be funded through debt, the project team conservatively projected the debt service. The cost of the projects was compared with the target capital spending until the total cost of the projects was relatively balanced with the available funding.

In addition, the project team provided information about a variety of State grant programs and worked with City staff to ensure that the programmed projects took full advantage of those opportunities.

### *Managing the Plan in the Future*

Annually, City staff will reassess the capital needs of all departments, extending the outlook to include the next year (e.g., in fall/winter of FY2022, the City should complete a plan for the years FY2023 – FY2027). This annual process allows for the reassessment of the scope, timing, and cost of projects that are included in the current CIP. In addition, the City may update the assumptions and targets in the Capital Investment Strategy in order to determine the financial resources available for the plan's time period. These assumptions and targets should reflect other components of the City's financial plan, such as a multi-year financial forecast and policies.

## Possible Funding Sources

There are a number of ways that Massachusetts cities and towns can finance municipal capital improvement projects. Some of the most common methods are:

### *Local Resources*

- **Municipal Indebtedness:** The most commonly used method of financing large capital projects is general obligation bonds (also known as “GO Bonds”). They are issued for a period of time ranging from 5 to 30 years, during which time principal and interest payments are made. Making payments over time has the advantage of allowing the capital expenditures to be amortized over the life of the project. Funding sources used to pay back the debt can include:
  - **Bonds funded within the tax limits of Proposition 2½:** Debt service for these bonds must be paid within the tax levy limitations of proposition 2½. Funds used for this debt must be carefully planned in order to not adversely impact the annual operating budget.
  - **Bonds funded outside the tax limits of Proposition 2½:** Debt service for these bonds is paid by increasing local property taxes in the exact amount needed to pay the annual debt service. Known as a Debt Exclusion or Exempt Debt, this type of funding requires approval by a 2/3 vote of the local appropriating authority and approval by a majority of voters participating in a ballot vote. Prior to the vote, the impact on the tax rate must be determined so voters can understand the financial implications.<sup>1</sup>
- **Capital Outlay / Pay as You Go:** Pay as You Go capital projects are funded with current revenues (typically tax levy or Free Cash) and unexpended balances in previously-approved projects. The entire cost is paid off within one year, so no borrowing takes place. However, funds to be used for this purpose must be carefully planned in order to not adversely impact the annual operating budget. For this reason, Pay as You Go capital projects are typically lower in cost than projects funded by borrowing.
- **Capital Outlay / Expenditure Exclusion:** Expenditure Exclusion projects are similar to Pay as You Go, above, except taxes are raised outside the limits of Proposition 2½ and are added to the tax levy only during the year in which the project is being funded. As with a Debt Exclusion, Expenditure Exclusion funding requires approval by a 2/3 vote of the local appropriating authority and approval by a majority of voters participating in a ballot vote. Prior to the vote, the impact on the tax rate must be determined so voters can understand the financial implications. Capital outlay expenditures may be authorized for any municipal purpose for which the municipality would be authorized to borrow money.
- **Capital Stabilization Fund:** Local officials can set aside money in a stabilization fund – outside of the General Fund - to pay for all or a portion of future capital projects. According to MGL Chapter 40, Sec. 5B, a 2/3 vote is required by City Council to initially set up the fund. Subsequently, a majority vote of City Council is required to appropriate money into the fund and a 2/3 vote is required to appropriate money out of this fund. In addition, City Council, by a 2/3 vote, may dedicate certain revenue streams to a stabilization fund.
- **Sale of Surplus Real Property:** Pursuant to Massachusetts General Laws, when real estate is sold, the proceeds must first be used to pay any debt incurred in the purchase of the property. If no debt is

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<sup>1</sup> A debt exclusion is different from a property tax override in that a debt exclusion is only in place until the incurred debt has been paid off. An override becomes a permanent part of the levy limit base.

outstanding, the funds “may be used for any purpose or purposes for which the town, city, or district is authorized to incur debt for a period of five years or more...except that the proceeds of a sale in excess of five hundred dollars of any park land by a town, city, or district shall be used only by said town, city, or district for acquisition of land for park purposes or for capital improvements to park land” (MGL Chapter 44, Sec. 63).

- **Free Cash:** Free Cash represents the remaining, unrestricted funds from operations of the previous fiscal year, including unexpended Free Cash from the previous year, actual receipts in excess of revenue estimated on the tax rate recapitulation sheet, and unspent amounts in budget line items. Unpaid property taxes and certain deficits reduce the amount that can be certified as Free Cash. The calculation of Free Cash is based on the June 30 balance sheet, which is submitted by the municipality’s auditor, accountant, or comptroller. Free Cash is not available for appropriation until certified by the State Director of Accounts.
- **Special Purpose Funds:** Communities also have established numerous “Special Purpose Accounts” for which the use is restricted to a specific purpose, some of which may be investment in department facilities and equipment. There are numerous State statutes that govern the establishment and use of these separate accounts. Examples include ambulance, recreation, cemetery lot sale, and parking revenues.
- **Development Linkage Trust Funds:** In Medford, linkage fees are imposed related to developments that impact 1) Parks and Public Recreational Facilities; 2) Police and Fire Facilities; 3) Roads and Traffic Facilities; and 4) Water and Sewer Facilities. These fees are held by four distinct Trust Funds to be used for the capital improvement of the noted facilities. For more information, see Appendix B “Development Linkage Fees.”
- **Community Preservation Act Fund:** The Community Preservation Act (CPA) was approved by Medford voters in November 2015, enabling the City to establish a Community Preservation Fund (CPF) to be used for open space protection, historic preservation, affordable housing, and outdoor recreation purposes. CPA funds are raised through a small surcharge on local property taxes; in Medford the charge is 1.5% of property tax bills. By participating in CPA, Medford also receives an annual distribution from the statewide Community Preservation Trust Fund. The CPA funds are overseen by a local Community Preservation Committee (CPC). The CPC is responsible for evaluating the preservation needs of the City and making recommendations to the Mayor and Medford City Council to appropriate Community Preservation Act funds for projects that would best fulfill those needs.

#### *Federal, State, and Private Grants and Loans*

Other revenue sources may include grants or loans from federal, state, or private sources. For example, federal money is used for bridge and roadway projects listed on the State Transportation Improvement Plan. Private funds are sometimes available from “Friends of...” groups for local libraries or councils on aging. However, the State provides the most opportunities for funding through various programs.

Key potential State funding sources for the City of Medford include:

- **Massachusetts Chapter 90 Roadway Funds:** Each year, the Massachusetts Department of Transportation (MassDOT) allocates funds to cities and towns for roadway construction, maintenance, or improvement. Funds may also be used for other work incidental to roadway work, such as the construction of a garage to house related vehicles, or the purchase of related vehicles, equipment, and tools. Chapter 90 is a 100% reimbursable program. Funding is accomplished through the issuance of transportation bonds and

apportioned to municipalities based on three factors: 1) accepted road miles, 2) population, and 3) total employment within the municipal borders. Road miles is the most heavily weighted factor at 58.33%; the others are each weighted at 20.83%.

- **MassWorks Infrastructure Program:** This is a competitive grant program through the Executive Office of Housing and Economic Development that provides capital funds for municipalities and other eligible public entities to complete public infrastructure projects that support and accelerate economic and housing development throughout the Commonwealth and/or address roadway safety concerns.
- **MassDOT Complete Streets:** A Complete Street is one that provides safe and accessible options for all travel modes – walking, biking, transit, and motorized vehicles – for people of all ages and abilities. MassDOT has a program to encourage municipalities to move toward a Complete Streets model. One component of the program is construction funding after the municipality has passed a Complete Streets Policy and developed a Prioritization Plan.
- **PARC grant program:** Through the Executive Office of Energy and Environmental Affairs, PARC grants are available for the purchase, construction, or renovation of parks and outdoor recreation spaces. Any town with a population of 35,000 or more year-round residents or any city regardless of size is eligible to apply as long as they have submitted an up-to-date Open Space and Recreation Plan. This is a reimbursement program with the typical maximum award being \$400,000. Reimbursement rates are determined by a community’s equalized valuation per capita decile rank. For FY21, the City of Medford is eligible for a reimbursement rate of 58%.
- **Community Compact IT grant program:** Through the Community Compact Cabinet, this program offers grants of up to \$200,000 for “one-time capital needs such as technology infrastructure, upgrades and/or purchases of equipment or software. Incidental or one-time costs related to the capital purchase such as planning, design, installation, implementation and initial training are eligible.”<sup>2</sup>
- **Green Communities Division grants:** The Department of Energy Resources provides grants through its Green Communities Division intended to reduce energy use through clean energy projects, including vehicle/equipment upgrades/replacements and City and School facilities projects. For example, projects may include HVAC upgrades, solar, energy audits, idle reduction technology, lighting retrofits, window/door weatherization, hybrid/electric vehicles, and vehicle charging stations, to name a few.
- **Massachusetts School Building Authority (MSBA):** The MSBA provides funding for school repair and construction via a series of programs. In the School Building Program, projects must be accepted into the process in response to the submission of a Statement of Interest which identifies a facility problem to be solved. Subsequently, the community must appropriate funding for schematic design and later for construction before the MSBA will commit to its share of the project. If accepted, the MSBA determines the amount of reimbursement it will offer based upon community need, with a minimum base rate of 31%. The percent of reimbursement can then be increased based upon three factors: community income factor, community property wealth factor, and community poverty factor. Through the Accelerated Repair Program, the MSBA will fund roof, window, and boiler projects with an expected 18-month completion date. Funding can be provided for multiple projects in a single district in a year. The Major Repairs Program includes roofs, windows, and boilers, but can also include other significant building renovations. Districts are limited to one project per year under the Major Repair Program, but work can be more substantial than

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<sup>2</sup> “Community Compact IT Grant Program,” Available: <https://www.mass.gov/community-compact-it-grant-program>

under the Accelerated Repair Program. The City of Medford will seek grants from MSBA to help fund the renovations at Medford High School.

- **Massachusetts Gaming Commission (MGC) Community Mitigation Fund:** The Massachusetts Legislature legalized casino gaming to produce broad-based economic development, including jobs and associated new revenue. The Legislature also established an equally-important mandate to mitigate unintended impacts associated with the arrival of casino gaming. The Gaming Law created the Community Mitigation Fund to help entities offset costs related to the construction and operations of gaming establishments. The Gaming Law states that the Commission will issue funds to assist host and surrounding communities "... including, but not limited to, communities and water and sewer districts in the vicinity of a gaming establishment, local and regional education, transportation, infrastructure, housing, environmental issues and public safety, including the office of the county district attorney, police, fire, and emergency services." Awards are made in the areas of: transportation, non-transportation planning, workforce development and public safety for municipalities and government entities located in the vicinity of the casinos<sup>3</sup>. As of early FY2021, the City of Medford has received more than \$1.3 million through the Fund for a variety of projects.

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<sup>3</sup> "Community Mitigation Fund," Available: <https://massgaming.com/about/community-mitigation-fund/>

## CAPITAL ASSETS IN MEDFORD

The City of Medford is located in Middlesex County, three miles north of downtown Boston. Founded in 1630, Medford was incorporated as a City in 1802. It occupies a land area of 8.21 square miles on the Mystic River and borders Arlington, Everett, Malden, Somerville, Stoneham, and Winchester. The population grew exponentially during the beginning of the twentieth century, peaking at more than 66,000 in 1950. The population has declined from its peak to an estimate of more than 57,300 in 2019. However, after decades of decline, the population has increased since 2000 by approximately 2.8%.

As the population grew and local government services evolved, the City built infrastructure to provide important services to residents such as roads, water and sewer systems, schools, and parks. These systems remain in place today and must be maintained along with the City’s vehicles and other equipment to ensure that the City can continue to provide valuable services to its residents.

According to the City’s 2019 Comprehensive Annual Financial Report (CAFR), the taxpayers’ investment in City-owned capital assets as of June 30, 2019 was approximately \$175 million. This includes “land, buildings and improvements, infrastructure, machinery, equipment, and software.”<sup>4</sup>

Infrastructure components for which the City of Medford is responsible for include:

### City and School Facilities

The City of Medford occupies and manages a series of buildings and building complexes that serve a multitude of purposes from City Hall to fire stations to schools to the Chevalier Theatre. Each of these facilities must be maintained on a regular basis to ensure the safety of workers, students and the general public. Buildings and the major components therein, such as the HVAC system, roof, flooring, electrical, plumbing, and elevators, have certain lifespans and so major upgrades and/or replacements are periodically necessary in order to maintain the functionality of these facilities.

Through the Energy and Environment Office, the City has been very successful at pursuing energy efficiency projects, including through grant programs such as the State DOER’s Green Communities program. Since 2010, the City has received more than \$1.25 million in grants for projects such as LED lighting upgrades and heating system improvements across City and School facilities.

<b>MEDFORD CITY FACILITIES</b>			
<b>Name</b>	<b>Address</b>	<b>Year Built/ Renovated</b>	<b>Approx. Sq. Ft.</b>
City Hall	85 George P. Hassett Drive		
Police Department Headquarters	Main Street	2020	35,000
Fire Station No. 1, Headquarters	120 Main Street	1963	14,390*
Fire Station No. 2, West Medford Station	26 Harvard Avenue	1986	5,489
Fire Station No. 3, Salem Street Station	276 Salem Street	1920/1990	6,774

<sup>4</sup> Comprehensive Annual Financial Report, 2019, City of Medford

## MEDFORD CITY FACILITIES

Name	Address	Year Built/ Renovated	Approx. Sq. Ft.
Fire Station No. 4, Wellington Station	435 Riverside Avenue	1932/1990	8,428
Fire Station No. 5, South Medford Station	0 Medford Street	1992	14,003
Fire Station No. 6, Fulton Heights Station	2 Ames Street	1932/1990	8,352
Library	111 High Street	Anticipated May 2021	
DPW Yard	21 James Street		
Senior Center	101 Riverside Avenue		
Oak Grove Cemetery Buildings	230 Playstead Road	1930s	
Chevalier Theater	30 Forest Street	1939	
Brooks Estate	Grove Street	1880s	

\*Fire Department only; Entire building is 32,993, encompassing the former space for the 911 Combined Call Center and Police Department (both of which have since moved into the newly-built Police Headquarters).

In 2011, the City hired a consultant to assess the Fire Department's six stations. According to that report, the Fire Department is served by six architecturally distinctive stations, built between 1920 and 1992, and ranging from 20 to 91 years in age. Between 1986 and 1992, the City implemented a series of construction projects resulting in a new Call Center at Station #1, two new fire stations (#2 and #5), major renovations to Stations #3 and #4, and minor renovations to Station #6. This allowed the FD to accommodate modern and larger firefighting apparatus, address ongoing deterioration, and improve response times, firefighter living conditions, and accessibility. Since the early 1990s, wear and tear at the stations was significant, which necessitated the City completing the assessment. Since 2011, some improvements have been made, but the Fire Stations are again in need of capital investment. The task force to review the fire stations set up by the Mayor in the fall of 2020 will complete and release their final report in March 2021.

### School Facilities

Medford's public school system educated over 4,200 students during the 2019-2020 school year in grades Pre-K through 12. The district has eight schools, including four elementary schools, two middle schools, and two high schools. Administrative offices are located at 489 Winthrop Street.

## MEDFORD PUBLIC SCHOOL FACILITIES<sup>5</sup>

Facility	Grades	Address	Year Built	Sq. Ft.
Brooks Elementary School	PreK-5	388 High Street	2003	100,000
Christopher Columbus Elementary School	PreK-5	37 Hicks Avenue	2003	100,000
John J. McGlynn Elementary School	PreK-5	3002 Mystic Valley Parkway	2001	100,589
Milton Fuller Roberts	PreK-5	35 Court Street	2003	100,000
John J. McGlynn Middle School	6-8	3004 Mystic Valley Parkway	2001	99,411
Madeleine Dugger Andrews	6-8	3000 Mystic Valley Parkway	2001	100,000
Medford High School	9-12	489 Winthrop Street	1970/2005	445,491
Medford Vocational Technical High School	9-12	489 Winthrop Street	1970/2005	84,509
Curtis-Tufts Alternative School	9-12	437 Main Street	1939	18,800

<sup>5</sup> Massachusetts School Building Authority data, retrieved from <http://www.massschoolbuildings.org/node/40176>, June 9, 2020

In addition to the buildings, any athletic fields, parking lots, roads on the school sites, and school vehicles and equipment must be maintained and periodically replaced.

In 2018 an energy assessment of the Medford High School complex was completed. The assessment determined that the building was built in the early 1970s and most of the construction features (i.e. windows, air handling units, most of the heating and ventilation systems, etc.) were still original to the initial construction. The roof is more than 20 years old. Several spaces, including the kitchen, the science labs, the pool and the TV studio have been renovated in recent years. However, according to the assessment, most of the energy-using systems are obsolete. There is no wall insulation, and lighting, heating and cooling systems, and the building management system are in need of upgrades. The only systems that do not need upgrades are the steam boilers and the pool. Through CARES Act funding, the HVAC system, roof fans, and other components have been updated this year.

## **Unique Facilities**

### *Chevalier Theatre*

The Chevalier Theatre was built in 1939 as part of the Medford High School complex as a Works Progress Administration (WPA) Project. In 1940, the theatre was dedicated to Godfrey Chevalier, a resident of Medford who attended Medford High School and who distinguished himself in World War I as a naval hero and aviation pioneer. The Chevalier Theatre Commission – a City entity – was formed in 1980 to revitalize the theatre after a fire destroyed the high school in 1965 and damaged the theatre. The theatre is an entertainment venue that is operated by a contracted private management firm. The lower level of the Chevalier Theater is a gymnasium and has served as a Boys and Girls Club and is now home to Medford’s recreation department as well. Capital improvements have been made using Community Preservation Act funds and the Mass Cultural Council’s Cultural Facilities Fund, among other sources.

### *Brooks Estate*

The Brooks Estate comprises two Victorian-era buildings and associated open space. In 1942 it was purchased by the City of Medford. From 1946 - 1954, the area hosted Brooks Village, housing 200 WWII veterans’ families, and was later used as a nursing home and group home through the late 1980s. During this period, the Estate and historic buildings suffered considerable neglect. In 1990s, the property was rescued by a grassroots citizens’ advocacy effort in Medford. Citizen efforts culminated in a permanent Conservation and Preservation Restriction on the Brooks Estate in 1998. The Medford-Brooks Estate Land Trust (M-BELT) now leads efforts to protect and restore the estate. Capital improvements have been made using Community Preservation Act funds.

## **Information Technology**

The City’s core information technology (IT) infrastructure includes a fiber optic network, physical and virtualized servers, high availability clustering, network switches/routers, wireless access points, firewalls and content filters, redundant internet connections, VoIP phones (voice over Internet Protocol) and PoE (power over Ethernet) equipment including building access and surveillance equipment. The City’s primary data center is located at City Hall.

The City provides various IT hardware to staff, including desktop and laptop computers and tablets. Software applications used citywide include Windows 10/Office 365 2016, Webroot Antivirus, Barracuda Email Archiver.

In addition, various departments use more specialized software applications in the course of their duties. The City is currently undergoing an IT audit.

The Medford Public Schools utilizes a host of network components with the purpose of assisting in the delivery of the District’s educational goals. There are both physical and virtual servers, storage devices, switches, routers, wireless access points, a cloud-based firewall and filtering solution, centrally managed UPS’s (Uninterruptible Power Supplies), VoIP phones, a fleet of networked copiers and printers, security cameras and security NVR’s (Network Video Recorders). In keeping with the District’s Disaster Recovery Plan, there are two main data centers that replicate regularly, perform regularly scheduled data backups, and offer high-availability. Each school has MDF/IDF closet(s) and a single fiber optic connection providing WAN and LAN services.

The Medford Public Schools provides hardware and software to meet the administrative, teaching and learning needs for staff and students. MPS hardware provided includes: CPUs, monitors, laptops, Chromebooks, iPads, printers, raptor security systems, projectors and interactive whiteboards. Software provided includes: purchases, licenses, updates/upgrades, subscriptions and support for faculty, staff and students. The district also supports AV media equipment, theatre events and web page management.

**Vehicles and Equipment**

City staff use an array of vehicles and equipment to complete their tasks on a daily basis. The Department of Public Works has the most at more than 100 vehicles, ranging from trailers and pickup trucks to street sweepers and loaders. Many other smaller, handheld pieces of equipment (e.g. asphalt compactors, shovels, and other grounds maintenance tools) are used daily by public works staff in the execution of their duties. The public safety departments also utilize a significant inventory of vehicles and equipment, including motorcycles, police cruisers, pickup trucks, fire engines, and fire ladder trucks. Police and Fire also have other small equipment and tools needed for their mission, such as generators and trailers.

**Parks, Open Space, and Recreation Facilities**

The City’s 2019 – 2026 Open Space and Recreation Plan outlines the variety of parks and open spaces that are City-owned, totaling more than 390 acres. Active recreation facilities in neighborhood tot lots and playgrounds and larger, citywide facilities such as the Hormel Stadium Facility adjacent to Riverbend Park and Gene Mack Gym in the Chevalier Auditorium complex. There are recreation facilities at City Schools as well.

See the table below.

<b>OPEN SPACE FACILITIES OWNED/MANAGED BY CITY OF MEDFORD<sup>6</sup></b>			
<b>Name</b>	<b>Size (acres)</b>	<b>Amenities</b>	<b>Address</b>
Anthony A. LoConte Memorial Skating Rink	N/A	Skating, hockey	97 Locust Street
Barry Park/Playground	4.3	Baseball, basketball, tennis, tot lot	74 Summer Street

<sup>6</sup> City of Medford Parks/Grounds, retrieved from Medford Open Space and Recreation Plan, 2019.

<b>OPEN SPACE FACILITIES OWNED/MANAGED BY CITY OF MEDFORD<sup>6</sup></b>			
<b>Name</b>	<b>Size (acres)</b>	<b>Amenities</b>	<b>Address</b>
Brook Park	0.36	Passive	220 Main Street
Brooks Estate	49.8	Conservation	275 Grove Street
Capen Park/ Hillside Memorial Park	0.77	Basketball, tot lot, spray park	199 Capen Street
Carr Park	11.5	Baseball, tennis, basketball, tot lot	Winslow Avenue
Chevalier Auditorium and Gene Mack Gym	N/A	Recreation and Medford Youth Center	30 Forest Street
Clippership Park	1.52	Passive	Clippership Drive
Columbus Memorial Park	5	Baseball, softball, basketball	Hicks Avenue
Condon Shell/ Winthrop Street Community Garden	7.5	Conservation and cultural	2501 Mystic Valley Parkway
Cummings Park	0.45	Basketball, tot lot	17-21 Lyman Avenue
Dugger Park	3.2	Basketball, soccer, tennis, tot lot, spray park	Mystic River Road
Gillis Field	1.9	Baseball	124 Fulton Street
Grant Park	0.21	Historical/cultural	Boston Avenue @ Winthrop Street
Harris Park/Playground	2.8	T-ball, tennis, basketball, tot lot	226-238 Middlesex Avenue
Hasting Heights Park	1.3	Passive	Allston Street @ Vernon Street
Hickey Park/Playground	4.4	Baseball, softball, tennis, basketball, tot lot	340-390 MA-28
Krystle Campbell Peace Garden	0.44	Historical/cultural	101 Riverside Avenue
Logan Park/Playground	1.3	Tot lot, passive recreation	28 Logan Avenue
Magoun Park	1.3	Basketball, tot lot	22 Cushing Street
McNally Park	1.7	Softball, tot lot	35 Webster Street
Medford High School (Elderly Sports Complex)	7.5	Basketball, volleyball, swimming pool, turf field, theatre	489 Winthrop Street
Medford Honor Roll Park	0.9	Historical/cultural	489 Winthrop Street
Morrison Park/Playground	4.4	Baseball, tennis, basketball, tot lot	149 Central Avenue
Oak Grove Cemetery	109	Historical/cultural	230 Playstead Road
Playstead Park	12.3	Baseball, basketball, soccer, tennis, tot lot	100 Playstead Road
Prescott Park	0.25	Passive	4 <sup>th</sup> Street @ MA-28
Riverbend Park and Hormel Stadium	46.5	Baseball, soccer, football, running track, tot lot, community garden	90 Locust Street
Riverside Plaza	0.3	Passive/cultural	River Street @ Riverside Ave

<b>OPEN SPACE FACILITIES OWNED/MANAGED BY CITY OF MEDFORD<sup>6</sup></b>			
<b>Name</b>	<b>Size (acres)</b>	<b>Amenities</b>	<b>Address</b>
Royall Park	0.76	Historical/cultural	191 Main Street
Salem Street Burying Ground	0.81	Historical/cultural	MA-60 @ River Street
Thomas Brooks Park	6.6	Passive	75 Grove Street
Tufts Park	10.6	Softball, soccer, basketball, tot lot, pool	437 Main Street
Veterans Memorial Park	9.6	Baseball, softball	Mystic Valley Parkway @ Winthrop Street
Victory Park	6.12	Soccer, basketball, tennis, tot lot	437 Winthrop Street
Wright's Pond	147.5	Swimming with bath house and concessions	123-157 Elm Street

There are also numerous veterans' squares, monuments, and plaques throughout the City that periodically require capital investment. For example, using the Community Preservation funding, the City is currently working on a major restoration project of the historic Oak Grove Cemetery WWI Monument, which was dedicated in 1941.

These City-owned assets are complemented by the open space and recreational assets in Medford that are owned and managed by the State, including Middlesex Fells Reservation and Macdonald Park (Mystic River Reservation). The State also owns Veterans Memorial Park, Dugger Park, LoConte Memorial Skating Rink, Riverbend Park and Condon Shell, but these sites are managed by the City's Park Division. Additionally, Flynn Memorial Ice Skating Rink is also owned by the State but is managed by a nonprofit group, Friends of the Flynn Rink. There is also privately-owned open space, totaling approximately 36 acres. This includes Tufts University's Alumni Fields in South Medford and River's Edge Park along the Malden River which is subject to a Conservation Restriction on 4.9 acres under MGL Ch. 184 §31-33.

### **Roads, Bridges, and Related Transit Infrastructure**

There are approximately 136.5 miles of roadway in the City, the majority of which are City-owned. There are nearly 92 miles of City streets, 27 miles of private streets, and 18 miles of State roadway maintained by the Massachusetts Department of Transportation (MassDOT) and Department of Conservation and Recreation (DCR). Interstate 93 passes through Medford as well as several other State numbered roadways.

Roads are typically classified into three categories:

- **Local streets** comprise approximately two-thirds of the roads in Medford. These roads provide access to residential properties and generally have lower speed limits.
- **Collector roads** make up about 13% of the City's road network. These roads primarily collect traffic from local streets and funnel it to arterial streets and vice versa.

- **Arterial roadways** comprise around 18% of roads in the City. These roads are designed for mobility, carrying traffic at greater speeds over longer distance than other roads. These streets are typically numbered. These roadways may be maintained by the State and function as part of a regional highway system<sup>7</sup>.
- **Interstate highways** make of nearly 3% of the City’s road network.

Roads degrade over time through use and as a result of water infiltration, which can cause damage through freeze/thaw cycles common here in New England. Therefore, continual capital reinvestment as well as ongoing maintenance are necessary. The City uses Chapter 90 funds to maintain its roadways, but the State only provided \$965,641 in FY2021.

The Mystic River flows through the City of Medford, and there are other waterways and railroad tracks that fall within City boundaries. As a result, there are many bridges in the City, although most are owned by MassDOT.<sup>8</sup> There are two City-owned bridges. The State is responsible for inspecting these bridges, but the City is responsible for repairs and replacement. There are also many smaller municipally-owned culverts in the City.

<b>MEDFORD BRIDGES &amp; MAJOR CULVERTS</b>				
<b>Bridge Name</b>	<b>Facility Carried</b>	<b>Feature Intersected</b>	<b>Structure Type</b>	<b>Year Built/ Reconst'd</b>
	Boston Ave	Mystic River	Arch-Deck	1900
Craddock Bridge	Rt 38 / Main St	Mystic River	Arch-Deck	1880/2018

In 2018, MassDOT completed a multi-year, nearly \$13 million reconstruction of Craddock Bridge through the State Transportation Improvement Program.

**Drainage Infrastructure/Storm Water Management System**

In order to protect the water quality in the region and comply with Federal Environmental Protection Agency (EPA) and Massachusetts Department of Environmental Protection (MassDEP) regulations, the City has developed a citywide drainage model and conducted model simulations with current and future predicted model storms. Risk related to flooding from extreme precipitation (e.g. street flooding, drainage backups, capacity issues, riverine flooding) is a critical issue. Significant areas of the City and critical infrastructure assets have experienced flooding from extreme rainfall events in the recent past. Flooding during extreme rainfall events is likely to be exacerbated in the future under various climate change scenarios, particularly if they are coupled with high coastal surge conditions, such as those that occurred in the Boston area in January and March of 2018.

Part of the City’s storm water management program is to ensure that well-maintained infrastructure collect and channel runoff appropriately. While the City is only responsible for maintaining infrastructure on public property, there is also storm water infrastructure on private property throughout the City. The storm water drainage system in Medford has approximately 115 miles of storm drain pipes, with approximately 7,000 acres of tributary area spanning across 18 sub-basins. All flows from the City’s storm drainage system discharge into the Mystic River and the Malden River via more than 70 storm water outfalls.

<sup>7</sup> MassDOT 2018 Road Inventory, <https://www.mass.gov/files/documents/2019/03/27/2018-ri-ye-final.pdf>

<sup>8</sup> MassDOT Open Data Portal, <https://geo-massdot.opendata.arcgis.com/datasets/bridges>

Dams also serve as critical infrastructure for Medford since failure would result in significant damage from flooding. Not all dams that protect the City are owned by the City; some are owned and management by the State Department of Conservation and Recreation. This includes the Amelia Earhart Dam that is located on the Mystic River between Everett and Somerville and the Mystic Lakes Dam that separates the Upper and Lower Mystic Lakes. However, Wright's Pond Dam is owned and managed by the City.

The City of Medford is among the downstream communities of the Mystic River Watershed, hence the water levels within the watershed have significant implications for the performance of the City's storm water drainage system. The Mystic River Watershed includes all the land areas that drain into the Mystic River. Beginning in Reading, the headwaters flow southward through Woburn, Winchester, Arlington, Somerville, Cambridge, Medford and ultimately discharge into the Boston Harbor at the Amelia Earhart Dam. The City of Medford has taken a prominent role in the Mystic River Watershed through the development of a citywide vulnerability assessment. This assessment has already influenced the design of new municipal buildings, such as the new Public Safety Complex, which factored in the effects of sea level rise and storm surge flooding in design elevations.

### **Water and Sewer Systems**

Potable water and sanitary sewer services are provided to the City of Medford by the Massachusetts Water Resources Authority (MWRA). However, the City owns and maintains certain water and sewer infrastructure, primarily for water distribution and sewage collection. The system consists of approximately 120 miles of water line and approximately 120 miles of sewer pipe. The infrastructure also consists of nearly 1,400 hydrants, 15,000 water meters, approximately 10,000 water gate valves, and a water pumping station located on Doonan Street.

## CAPITAL NEEDS ASSESSMENT<sup>9</sup>

The initial phase of the process of developing the CIP was to assess and gather information about all capital needs across City government. This assessment relied heavily on the expertise of the various department staff and the data available (e.g. inventories, asset performance data, project design documents, and cost estimates). In addition, the Collins Center team brought its own experience when assessing the City’s needs. Note that not all of the projects requested are proposed to be funded in the CIP given the limits of the City’s financial resources.

Overall, department heads submitted 264 projects with a total projected cost of approximately \$157.8 million across all funding sources, including General Fund Debt and PayGo, Enterprise Fund Debt and PayGo, State and Federal grants, and other sources. Significant proposed expenditures include future planning for the Medford High School, the construction/rehabilitation of Fire Headquarters, maintenance and improvements to City streets and sidewalks, the rehabilitation and enhancement of public grounds, parks, and recreational facilities, and the replacement of water mains. Costs and projects counts by department are detailed in the table below.

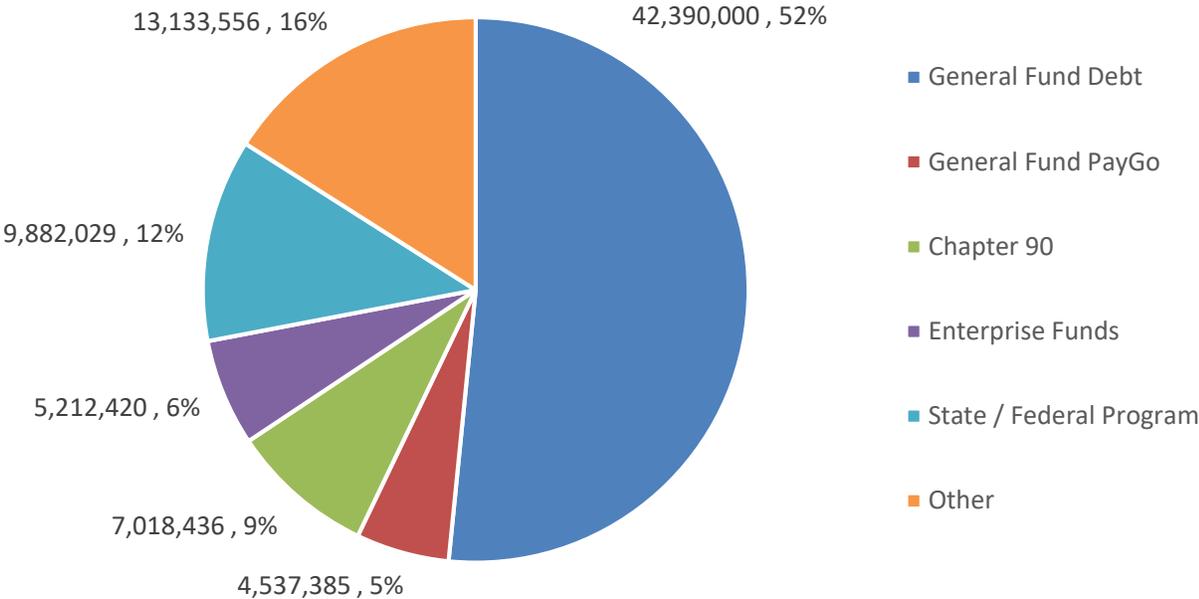
*Capital Projects Requested by Department*

<b>Department</b>	<b>Project Count</b>	<b>Total Project Cost</b>
Cemetery	4	\$250,000
Community Development	73	\$30,845,892
Council on Aging	1	\$60,000
Department of Public Works – Fleet	22	\$2,592,500
Department of Public Works – Forestry	1	\$100,000
Department of Public Works – Parks	1	\$3,000,000
Energy & Environment	6	\$2,115,581
Engineering	5	\$1,897,900
Engineering – Drain	8	\$5,500,000
Engineering – Eversource	3	\$205,000
Engineering – GIS	1	\$160,000
Engineering – Highway	29	\$7,018,436
Engineering – Sewer	6	\$1,723,000
Engineering – Transportation	19	\$5,234,824
Engineering – Water	16	\$6,707,020
Finance	2	\$2,800,000
Fire	6	\$22,039,000
Human Resources	2	\$50,000
Information Technology	5	\$284,300
Library	1	\$680,000
Police	2	\$1,270,000
Recreation	17	\$2,181,997
Schools	31	\$60,696,376
Veterans	3	\$412,000
<b>Total</b>	<b>264</b>	<b>\$157,823,825</b>

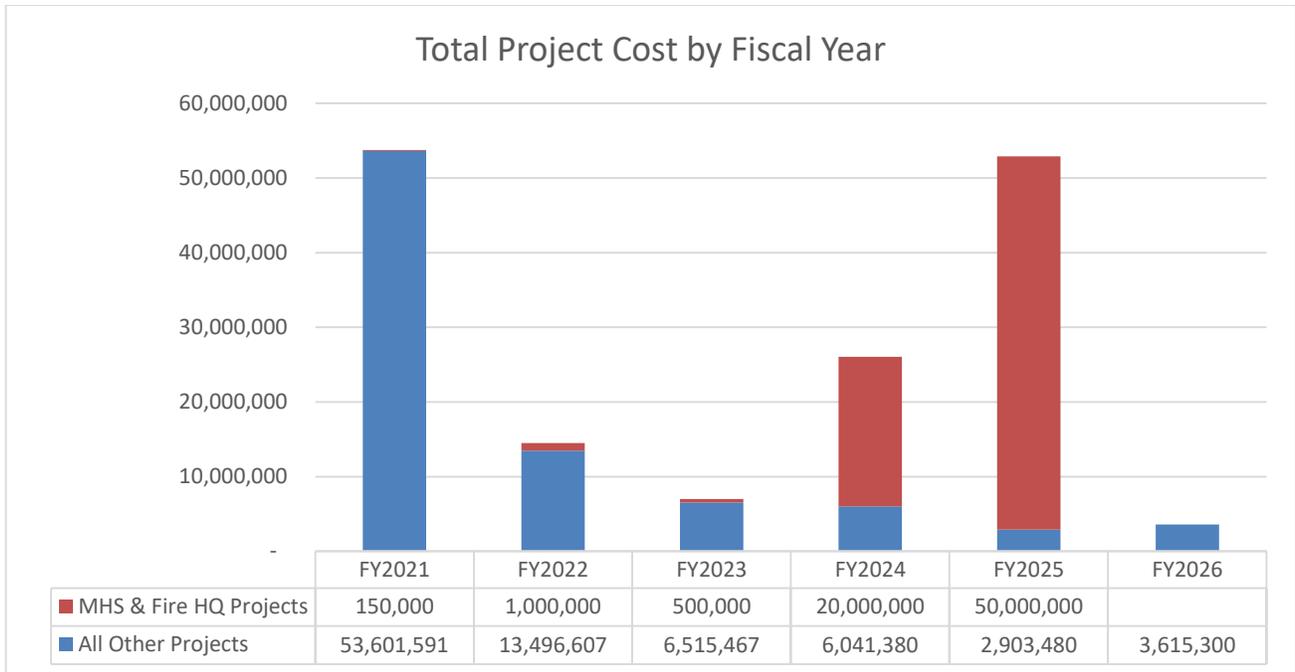
<sup>9</sup> This section is accurate as of December 1, 2020. Departments may have refined project scopes, cost estimates, timing, and other details after this date.

More than half (approximately 52%) of funding for all requested projects would come from General Fund debt financing, or approximately \$42.39 million. General Fund PayGo funding accounts for approximately 5.5% of the total, or approximately \$4.5 million. Chapter 90 funds account for about 8.5%, or approximately \$7 million. Enterprise Fund sources account for about 6.3%, or approximately \$5.2 million. State and Federal grant programs account for about 12%, or a little less than \$9.9 million. The category “Other”, which includes financing sources such as Community Preservation Act funds, Linkage Trust Funds, and private fundraising accounts for nearly 16%, or approximately \$13.1 million. This breakdown is summarized in the chart below.

Costs by Potential Funding Source



The chart on the following page shows total project costs by fiscal year as originally requested by departments. FY2021 is the highest year for project costs at approximately \$53.75 million, which could indicate substantial deferred maintenance and asset replacements. The subsequent five fiscal years are much lower, especially taking into consideration the substantial construction/renovation requests for Fire Headquarters and MHS in FY2024 and FY2025, which together total \$70 million.



The requested capital projects can be categorized by asset type. The table below summarizes project requests in this way. It is clear from this table that the City faces a significant need for investment in its schools (\$56.8 million), municipal facilities (\$31.6 million), and parks and recreation facilities (\$29.4 million) which account for nearly three-quarters of total project costs. These amounts include the significant expenditures requested for MHS and Fire Headquarters.

*Projects by Asset Type*

Asset Type	# of Project	Total Project Cost	% of Total
Information Technology	19	\$8,181,133	5.18%
Municipal Facility	30	\$31,645,040	20.05%
Other	1	\$100,000	0.06%
Parks/Recreation Facility	79	\$29,428,723	18.65%
Road/Transportation	51	\$13,406,760	8.49%
School Facility	23	\$56,816,249	36.00%
Storm Water Infrastructure	9	\$5,575,000	3.53%
Vehicle/Equipment	27	\$3,408,500	2.16%
Water/Sewer Utility	25	\$9,262,420	5.87%
<b>Total</b>	<b>264</b>	<b>\$157,823,825</b>	<b>100.00%</b>

**Targeted Review of City and School Facilities**

Staff from the Collins Center visited several City facilities to review potential projects for inclusion in the City’s FY2021 - FY2026 Capital Improvement Plan (CIP). The visits were intended to (1) identify specific capital facility needs; (2) evaluate overall facilities planning and maintenance strategies; and (3) determine the extent to which organizational issues affect the capital planning process and make recommendations to address them. The visits

were conducted August 19-20, 2020 and September 9, 2020 and included Oak Grove Cemetery, Medford High School, Chevalier Theater, Gene Mack Gymnasium, Hormel Stadium, LoConte Memorial Ice Rink, Tufts Pool, and Fire Stations #2-6. Conversations about additional facility needs were conducted with City and Schools staff.

The assessments were general in nature and not intended to develop cost estimates or detailed scopes but rather to inform the City leadership of potential improvements in the way capital projects are conceived, developed, and implemented over the long-term, with a focus on investing strategically to best serve the community.

## **Findings**

1. There is no citywide facilities management or maintenance function. Departments are largely responsible for their own facilities, including routine maintenance and advocacy for major maintenance and improvements. Often, department staff do not have the background necessary for this task.
2. Facilities management in the City is not approached strategically or holistically, so there are missed opportunities for facilities investments to support organizational priorities and goals, to appropriately prioritize projects, and to achieve economies of scale (i.e. cost savings).
3. Decentralized responsibility (and budgets) for facilities management has resulted in maintenance needs sometimes competing with other operational priorities for funding, often resulting in deferred maintenance and “band-aid” repairs.
4. Unlike some other proposed capital projects, the facilities capital project submittals were significantly lacking in detail, including scope of work and cost estimates. Thus, assessing the relative merits and priorities of the various projects was not possible.
5. Departments have, over time, been conditioned to accept a “band-aid” approach to capital planning. A recurring theme from staff was that planned improvements were abandoned in favor of projects targeting the most visible or politically-viable projects. As a result, they “take what they can get” and move on rather than advocate for more beneficial long-term investment.

## **Recommendations**

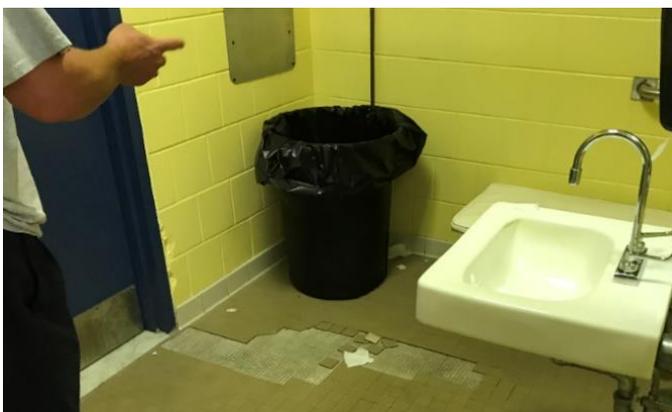
1. At this time, the CIP will likely have to include mostly “placeholders” and study/planning facility projects until such time as the City addresses its deficits in facilities management.
2. The City should create a Facilities Management Division, led by a professional facilities manager. The Division should oversee maintenance efforts citywide, with either tradespeople on staff or as needed by contract.
  - a. The Division should be involved in City strategic planning efforts insofar as goals and priorities can be supported by investments in facilities. [Projects not aligned with City goals and priorities should be rethought.]
  - b. Facilities management should integrate with the overall risk management program to ensure code compliance and safety for staff and members of the public.

- c. A comprehensive needs assessment (including accessibility audit) is an immediate priority and should be conducted as soon as possible. This can provide the basis for the Division’s work for the next decade or more.
3. With a Facilities Management Division and a robust capital planning process, the City should ensure that major projects are integrated with other City needs and priorities and vice-versa.
  - a. As major facilities projects (whether new construction or reconstruction) are being conceptualized and designed, other City functions, including Building, IT, Community & Economic Development, Engineering, and Energy and Environment, should be involved to ensure the investment aligns with other City needs and priorities and that all applicable codes and anticipated technological needs are met.
  - b. This should also extend to the development review process to ensure that opportunities to leverage private sector projects to benefit public facilities are not missed.
4. The new Economic Development Director should work closely with the Facilities Division, Parks Division, and Engineering Division to ensure that facilities projects (and infrastructure projects generally) that are necessary to support economic development efforts are scoped and prioritized appropriately.
  - a. An economic development plan for certain anchor sites, such as the Chevalier Theater and the Hormel/LoConte/Riverbend site, should be considered.

## Capital Needs

The Collins Center’s targeted review reaffirmed several of the project priorities for Schools and City facilities. Below is a sample of findings about specific locations. A full report was provided to City leadership to inform future efforts around facilities management.

Tufts Pool: The team found the facility to be in serviceable condition, but noted that repairs to the concrete deck were needed. (The City has applied and received CPA funds to complete this work in 2021.) In addition, the facility is in need of accessibility upgrades, including in the restroom, shower, and locker facilities. The gas heat system is approaching end-of-life and should be assessed for replacement soon. See photos.



Fire Stations: The team determined that each station needs significant renovations in order to extend useful life and meet long-term needs. Given the extent of need, the team recommends the City complete a comprehensive assessment and develop a phased renovation plan. Immediate needs include building envelope (e.g. water infiltration) concerns, roof work, window replacements, and any life safety and security issues.



## CAPITAL INVESTMENT STRATEGY

As outlined earlier, the Collins Center project team gathered a variety of financial data about the City of Medford, including the existing debt profile, existing capital leases, authorized and unissued debt, as well as past operating budgets. Any existing relevant policies or reports were also reviewed.

The table below summarizes the City’s historical General Fund (GF) capital investments. Over the past three fiscal years, the City has invested an average of 3.56% of GF net budget in capital projects from all funding sources (i.e. GF debt, Free Cash, and GF operating budget).

	<u>2018</u>	<u>2019</u>	<u>2020</u>
<b>Committed GF Capital Investment</b>			
Existing Net GF Non-Excluded Debt	3,450,034	3,480,596	3,827,513
GF PayGo Spending (Free Cash & Operating Budget)	1,473,100	2,370,709	2,886,895
<b>Total Committed Capital Investment</b>	<b>4,923,134</b>	<b>5,851,305</b>	<b>6,714,408</b>
Net GF Budget	154,848,609	163,012,587	172,261,762
<b>Total Capital Spending as % of Net Budget</b>	<b>3.18%</b>	<b>3.59%</b>	<b>3.90%</b>
Funded via Debt as a % of Net Budget	2.23%	2.14%	2.22%
Funded via PayGo as a % of Net Budget	0.95%	1.45%	1.68%

In collaboration with the Mayor, Finance Director/Auditor, and the City’s financial advisor, the project team developed a three-pronged proposed General Fund Capital Investment Strategy:

1. GF Operating Budget: Beginning with FY2022 budget, gradually increase operating budget investment in capital for select projects, including any capital leases. Fund facilities needs for both Schools and City by increasing funding from \$0 to total of \$750,000 annually by FY2026.
2. Free Cash<sup>10</sup>: Gradually increase Free Cash capital investment to \$1,500,000 by FY2026 to return to pre-pandemic funding levels. The COVID-19 pandemic has caused economic uncertainty, therefore this strategy is very conservative and will need to be reassessed annually based on the economic and fiscal condition of the City.
3. GF Debt: Target total GF debt service at 2.9% of net GF budget to maintain affordability and avoid significant upward or downward swings in annual debt service obligations.

<sup>10</sup> This shall also include any other one-time revenue sources, such as funds from sale of real estate.

In addition, the CIP investment strategy calls for all water and sewer projects to be fully-funded from Enterprise Fund revenues and for the City to continue to be aggressive in seeking grants and other non-tax levy funding sources.

The Finance team shall annually reassess whether this investment strategy continues to be reasonable and affordable for the City. The extent of need throughout the City shall also be taken into account.

The tables on the following pages detail the financial components of the proposed FY2021 – FY2026 CIP. Using the spending targets summarized above, and taking into consideration the funds the City has already committed through previously-issued debt, as well as any debt that was previously authorized and is projected to be issued during the six-year period, the CIP is essentially balanced until FY2025.

Note that tentative plans for major construction/renovation of the Fire Department Headquarters and Medford High School present challenges for meeting the debt service target of 2.9% of net budget in FY2025 and FY2026, especially if MSBA does not provide a grant. As the feasibility, planning, and design processes for these potential projects unfold, the City's finance team, working with its financial advisor, should be involved in determining the most beneficial course of action regarding the associated debt service. Debt service will be lower if the City is able to obtain a grant from MSBA. Without substantial grant money, the timing, scope, and cost of the work may have to be reevaluated based on the City's financial position.

**General Fund Capital Investment Strategy**

**Committed Capital Investment**

	<u>2021</u>	<u>2022</u>	<u>2023</u>	<u>2024</u>	<u>2025</u>	<u>2026</u>
Existing GF Non-Excluded Debt	5,091,082	5,368,914	5,339,209	4,928,859	4,897,084	4,638,753
Authorized & Unissued GF Non-Excl. Debt	0	0	0	0	0	0
<b>Total Committed Capital Investment</b>	<b>5,091,082</b>	<b>5,368,914</b>	<b>5,339,209</b>	<b>4,928,859</b>	<b>4,897,084</b>	<b>4,638,753</b>
Projected Net Budget^	179,152,232	186,318,322	193,771,055	201,521,897	209,582,773	217,966,084
<b>Total Capital Spending as % of Net Budget</b>	<b>2.84%</b>	<b>2.88%</b>	<b>2.76%</b>	<b>2.45%</b>	<b>2.34%</b>	<b>2.13%</b>
Funded via Debt as a % of Net Budget	2.84%	2.88%	2.76%	2.45%	2.34%	2.13%
Funded via PayGo as a % of Net Budget	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%

**Target Capital Investment**

Debt Service Target @ 2.9% of Net Budget	5,195,415	5,403,231	5,619,361	5,844,135	6,077,900	6,321,016
Free Cash Investment Target	155,000	356,000	575,000	750,000	1,250,000	1,500,000
Available for New Debt Service	104,333	34,317	280,152	915,276	1,180,817	1,682,264
Available from Free Cash	155,000	356,000	575,000	750,000	1,250,000	1,500,000

^Net budget is projected to grow 4% per year.

<b>General Fund Project Plan</b>	<b>2021</b>	<b>2022</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>	<b>2026</b>
From GF Operating Budget	0	293,218	418,218	593,218	743,218	893,218
From GF Free Cash/Sale of Real Estate Surplus	155,127	364,832	557,729	690,500	1,155,000	640,300
<i>Surplus/Deficit Compared with Target</i>	<i>(127)</i>	<i>(8,832)</i>	<i>17,271</i>	<i>59,500</i>	<i>95,000</i>	<i>859,700</i>
GF Annual Debt Service	0	31,050	63,995	190,565	185,560	180,555
Fire HQ & MHS	2,793	3,000	23,000	85,250	1,355,750	4,495,500
Total Debt Service	2,793	34,050	86,995	275,815	1,541,310	4,676,055
<i>Surplus/Deficit Compared with Target</i>	<i>101,540</i>	<i>267</i>	<i>193,157</i>	<i>639,461</i>	<i>(360,493)</i>	<i>(2,993,791)</i>
<b>Total Annual GF Cost (Budgetary Impact)</b>	<b>157,920</b>	<b>692,100</b>	<b>1,062,942</b>	<b>1,559,533</b>	<b>3,439,528</b>	<b>6,209,573</b>

**Enterprise Fund Project Plan**

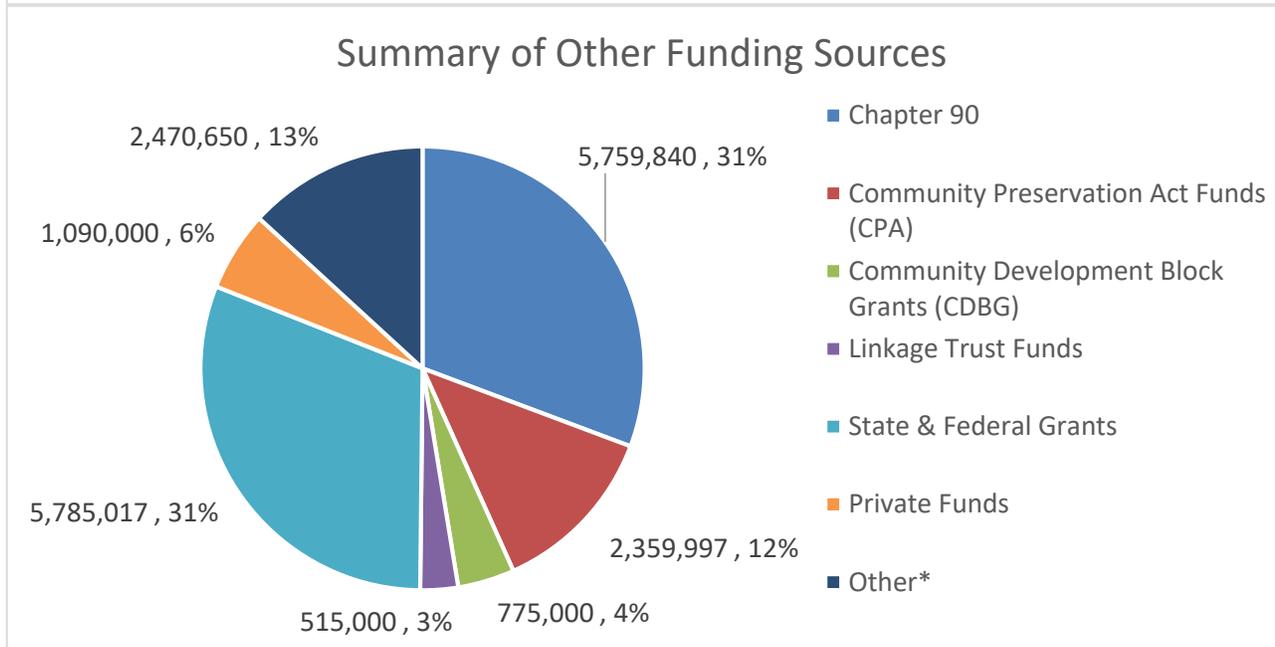
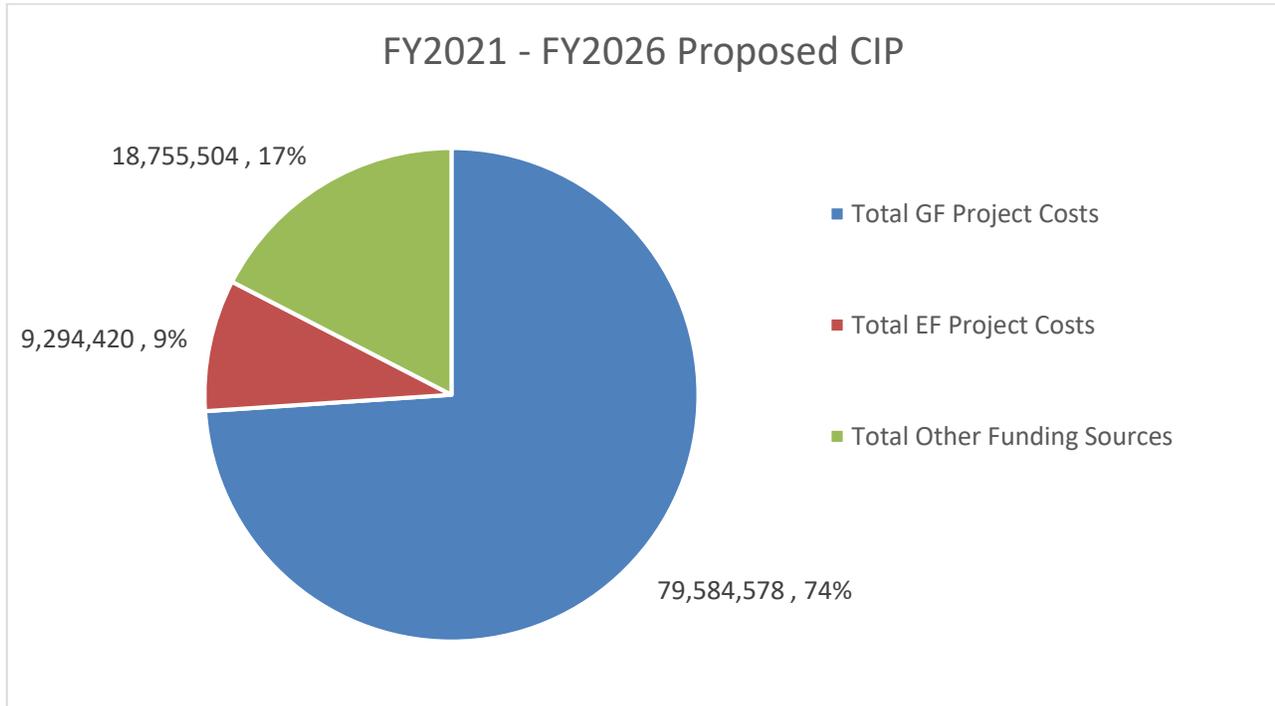
EF PayGo (Cash-Funded)	213,000	390,000	670,000	268,000	100,000	100,000
EF Annual Debt Service	0	60,860	236,736	554,902	682,272	761,502
<b>Total Annual EF Cost (Budgetary Impact)</b>	<b>213,000</b>	<b>450,860</b>	<b>906,736</b>	<b>822,902</b>	<b>782,272</b>	<b>861,502</b>

**FY2021 - FY2026 CIP Summary – All Sources (Total Project Costs)**

General Fund	305,127	1,888,050	1,725,947	22,233,718	51,898,218	1,533,518
Enterprise Fund	821,600	2,148,760	3,554,660	1,769,400	900,000	100,000
Other Funding Sources	6,531,320	3,840,857	3,122,527	2,009,226	1,749,288	1,502,286
<b>Total Project Costs</b>	<b>7,658,047</b>	<b>7,877,667</b>	<b>8,403,134</b>	<b>26,012,345</b>	<b>54,547,507</b>	<b>3,135,805</b>

## FY2021 - FY2026 CIP: DETAILED PROJECT PLAN

The City of Medford’s proposed FY2021 - FY2026 capital improvement plan invests more than \$107.6 million in 123 projects across the General Fund and Enterprise Fund, paid for through a variety of sources, including tax levy, local indebtedness, Enterprise Fund revenues, and State, MSBA, and other grant programs.



\*Includes reprogrammed bond funds, perpetual care, Chevalier Theatre funds, Eversource, utility incentives, and casino mitigation funds

Projects are spread across different functional units of City government. Of the 123 projects, more than half came from three departments: DPW – Fleet, Engineering – Highway, and Water. This reflects the many fleet replacements that are necessary in a City of Medford’s size as well as the numerous road and water utility projects to be done by the City. Significant expenditures will also be made in City parks and at recreational facilities.

However, from a cost perspective, the plan is dominated by the high projected costs associated with constructing/renovating the Fire Department Headquarters and Medford High School. These two projects alone account for two-thirds of total CIP costs over the six-year period. At this time, these construction/renovation costs should be considered as placeholders until the visioning processes, feasibility studies, and subsequent planning and design work can be accomplished. Scope of work may change, substantially changing the projected costs of these projects.

The table below provides the detail of cost and project count by department.

*FY2021 – FY2026 CIP Projects by Department*

<b>Department</b>	<b># of Projects</b>	<b>% of Total</b>	<b>Cost of Projects</b>	<b>% of Total</b>
Cemetery	1	0.8%	250,000	0.23%
Community Development	10	8.1%	3,525,000	3.27%
Council on Aging	1	0.8%	60,000	0.06%
DPW Fleet	20	16.3%	1,984,500	1.84%
Energy & Enviro	4	3.3%	1,565,581	1.45%
Eng - Drain	3	2.4%	1,145,000	1.06%
Eng - Highway	24	19.5%	6,642,840	6.17%
Facilities	2	1.6%	787,500	0.73%
Finance	2	1.6%	1,200,000	1.11%
Fire	2	1.6%	22,432,183	20.84%
IT	4	3.3%	266,300	0.25%
Library	1	0.8%	680,000	0.63%
Police	2	1.6%	1,168,000	1.09%
Recreation	9	7.3%	1,806,997	1.68%
Schools	12	9.8%	55,511,183	51.57%
Sewer	4	3.3%	957,000	0.89%
Water	20	16.3%	7,302,420	6.78%
Water/Sewer	2	1.6%	350,000	0.33%
<b>Total</b>	<b>123</b>		<b>107,634,504</b>	

A full project listing for the FY2021 – FY2026 CIP can be found on the following pages.

**Complete Project Listing**

*FY2021 – FY2026 CIP Projects by Department*

Cemetery

Project Title	FY2021	FY2022	FY2023	FY2024	FY2025	FY2026	Total Cost	Funding Source
Develop Oak Grove Cemetery-Phase I	250,000						250,000	Perpetual Care

Community Development

Project Title	FY2021	FY2022	FY2023	FY2024	FY2025	FY2026	Total Cost	Funding Source
Implement Wellington Greenway Phase IV	1,195,000						1,195,000	Gaming Commission grant (\$530k); private funds (\$250k); additional fundraising TBD (\$415k)
Carr Park Design Study	50,000						50,000	CPA
Carr Park Rehabilitation		1,000,000					1,000,000	PARC grant (\$400k); CPA (\$600k)
Replace balcony seats at Chevalier Theatre	200,000		200,000		200,000		600,000	Cultural Facilities Fund; CPA; Chevalier Funds

<b>Project Title</b>	<b>FY2021</b>	<b>FY2022</b>	<b>FY2023</b>	<b>FY2024</b>	<b>FY2025</b>	<b>FY2026</b>	<b>Total Cost</b>	<b>Funding Source</b>
Implement Thomas Brooks Park Master Plan - Phase I	315,000						315,000	CPA (\$300k); in-kind (\$15k)
Façade improvements at Chevalier Theater		150,000					150,000	CPA (\$75k); Chevalier Funds. State funding
Complete comprehensive plan	100,000						100,000	CDBG
Restoration of East Side at Brooks Estate		70,000					70,000	CPA
Restoration Phase III of Grove Street Wall	35,000						35,000	CPA (\$30k); MBELT (\$5k)
Study for CPA Grant Program for Historic Resources		10,000					10,000	CPA

Council on Aging

<b>Project Title</b>	<b>FY2021</b>	<b>FY2022</b>	<b>FY2023</b>	<b>FY2024</b>	<b>FY2025</b>	<b>FY2026</b>	<b>Total Cost</b>	<b>Funding Source</b>
Replace senior transportation van	60,000						60,000	MassDOT Mobility Assistance Program (\$48k); Free Cash (\$12k)

DPW – Fleet

Project Title	FY2021	FY2022	FY2023	FY2024	FY2025	FY2026	Total Cost	Funding Source
Purchase Street Sweeper			250,000				250,000	GF Debt
Purchase loader with snow blower attachment		230,000	-				230,000	GF Debt
Purchase Freightliner m2 with sander and plow		150,000					150,000	VW Settlement grant
Purchase Freightliner m2 with sander and plow			150,000				150,000	VW Settlement grant
Purchase Freightliner m2 with sander and plow				150,000			150,000	VW Settlement grant
Purchase Freightliner m2 with sander and plow				150,000			150,000	GF Debt
Purchase groundmaster mower						115,000	115,000	Free Cash
Purchase Ford F550 mini waste truck						111,000	111,000	Free Cash
Purchase John Deere backhoe				102,500			102,500	Free Cash
Purchase Ford F550 with plow					75,000		75,000	Free Cash
Purchase Toro mower						70,000	70,000	Free Cash
Purchase mini excavator for cemetery					68,000		68,000	Free Cash

<b>Project Title</b>	<b>FY2021</b>	<b>FY2022</b>	<b>FY2023</b>	<b>FY2024</b>	<b>FY2025</b>	<b>FY2026</b>	<b>Total Cost</b>	<b>Funding Source</b>
Purchase Ford F250 utility body and plow	57,000						57,000	Free Cash
Purchase F250 with utility body			57,000				57,000	Free Cash
Purchase F250 with plow			50,000				50,000	Free Cash
Purchase Ford F250 with utility body		50,000					50,000	Free Cash
Purchase Ford F250 with plow		48,000					48,000	Free Cash
Purchase Ford F250 with plow				46,000			46,000	Free Cash
Purchase electric fork lift	40,000						40,000	Free Cash
Sidewalk plow		15,000					15,000	Free Cash

Energy & Environment

<b>Project Title</b>	<b>FY2021</b>	<b>FY2022</b>	<b>FY2023</b>	<b>FY2024</b>	<b>FY2025</b>	<b>FY2026</b>	<b>Total Cost</b>	<b>Funding Source</b>
Install LED lighting in select City parks		221,278		221,278		221,278	663,834	Green Communities; Utility incentives (\$195,297)
Installing energy storage system at the DPW	281,137	157,766	26,273				465,166	DOER Community Clean Energy Resiliency

Project Title	FY2021	FY2022	FY2023	FY2024	FY2025	FY2026	Total Cost	Funding Source
								Initiative grant (\$418,649); Free Cash (\$46,517)
Install solar PV and battery energy storage system at the Andrews Middle School	180,130	190,562	16,014				386,707	DOER Community Clean Energy Resiliency Initiative grant (\$348,036); Free Cash (\$38,671)
Install LED lighting at Tufts swimming pool		49,875					49,875	Green Communities; Utility Incentives (\$13,079)

Engineering – Drain

Project Title	FY2021	FY2022	FY2023	FY2024	FY2025	FY2026	Total Cost	Funding Source
Replacement of CMP culvert at W streets downstream of Victory Park - construction (EF debt portion)			575,000				575,000	EF Debt
Tufts Park / Morton Ave - Green Infrastructure		45,000	340,000				385,000	MVP Action grant

Project Title	FY2021	FY2022	FY2023	FY2024	FY2025	FY2026	Total Cost	Funding Source
Replacement of CMP culvert at W streets downstream of Victory Park - analysis & design (EF cash portion)		110,000					110,000	EF PayGo
Storm water BMP at South and Winthrop	75,000						75,000	Eversource MOU

Engineering – Highway

Project Title	FY2021	FY2022	FY2023	FY2024	FY2025	FY2026	Total Cost	Funding Source
Pinkert Street Full Rebuild (Road/Sidewalk portion)		915,000	965,000				1,880,000	Chp 90
CS4: Haines Square TSIP		500,000					500,000	Chp 90
High Street Resurfacing [Portions-post SRTS]					464,800		464,800	Chp 90
Gourley/Dwyer Resurfacing	450,000						450,000	CDBG
Boston Avenue Resurfacing						398,400	398,400	Chp 90
Woodruff/Henley Resurfacing	350,000						350,000	Chp 90
Golden Avenue Resurface				261,660			261,660	Chp 90
Capen Street Resurfacing						256,200	256,200	Chp 90

Project Title	FY2021	FY2022	FY2023	FY2024	FY2025	FY2026	Total Cost	Funding Source
Vernon Street Partial Rebuild and Curb	250,000						250,000	Chp 90
Park Street Resurfacing				231,200			231,200	Chp 90
SS1: Shared Streets Grant1 (SS1): Mystic Ave Bus Lane Pilot (with Somerville and MassDOT)	223,000						223,000	MassDOT Shared Streets Grant
Commercial Street Resurfacing				182,600			182,600	Chp 90
Riverside Avenue Resurfacing					161,000		161,000	Chp 90
Surrey Street Resurfacing				158,600			158,600	Chp 90
Tainter Street Resurfacing					147,620		147,620	Chp 90
Winthrop Street Resurfacing					146,400		146,400	Chp 90
Tesla Avenue Resurfacing						89,060	89,060	Chp 90
Steve Miller Drive Resurfacing						84,660	84,660	Chp 90
Winthrop Street Rotary Improvements	80,000						80,000	Eversource MOU
Main Street corridor Transportation & Safety Improvement Project (TSIP) (City's portion for ROW)		80,000					80,000	Free Cash
Arlington Street Resurfacing				74,420			74,420	Chp 90

<b>Project Title</b>	<b>FY2021</b>	<b>FY2022</b>	<b>FY2023</b>	<b>FY2024</b>	<b>FY2025</b>	<b>FY2026</b>	<b>Total Cost</b>	<b>Funding Source</b>
Union Street Resurfacing						70,760	70,760	Chp 90
Guild Street Resurfacing						52,460	52,460	Chp 90
Winthrop Street Sidewalk Improvements	50,000						50,000	Eversource MOU

Facilities

<b>Project Title</b>	<b>FY2021</b>	<b>FY2022</b>	<b>FY2023</b>	<b>FY2024</b>	<b>FY2025</b>	<b>FY2026</b>	<b>Total Cost</b>	<b>Funding Source</b>
City facilities maintenance needs		75,000	75,000	150,000	200,000	250,000	750,000	GF Op Budget
Comprehensive building condition assessment for City facilities			37,500				37,500	Free Cash

Finance Department

<b>Project Title</b>	<b>FY2021</b>	<b>FY2022</b>	<b>FY2023</b>	<b>FY2024</b>	<b>FY2025</b>	<b>FY2026</b>	<b>Total Cost</b>	<b>Funding Source</b>
Implement financial management software				800,000			800,000	GF Debt
Paperless archiving of records			200,000		200,000		400,000	Community Compact IT grant

Fire Department

Project Title	FY2021	FY2022	FY2023	FY2024	FY2025	FY2026	Total Cost	Funding Source
Feasibility study (Yr 1), planning and design (Yr2) for Fire Headquarters	150,000	850,000		20,000,000			21,000,000	GF Debt
Fire trucks - lease payment		286,436	286,436	286,436	286,436	286,436	1,432,180	GF Op Budget (50%); Casino funding (50%)

Information Technology (IT)

Project Title	FY2021	FY2022	FY2023	FY2024	FY2025	FY2026	Total Cost	Funding Source
Network wiring and cabling			25,000	75,000			100,000	Free Cash
Replace City staff PCs				33,000	33,000	33,000	99,000	Free Cash
Add second Virtual stack with additional storage solution			55,000				55,000	Free Cash
Replacement server						12,300	12,300	Free Cash

Library

Project Title	FY2021	FY2022	FY2023	FY2024	FY2025	FY2026	Total Cost	Funding Source
Optimize Exterior Space for Medford Library	680,000						680,000	CPA (\$275k); Medford Public Library

Project Title	FY2021	FY2022	FY2023	FY2024	FY2025	FY2026	Total Cost	Funding Source
								Foundation (\$405k)

Police Department

Project Title	FY2021	FY2022	FY2023	FY2024	FY2025	FY2026	Total Cost	Funding Source
Procure body worn cameras for police officers		65,000	136,250	136,250	136,250	136,250	610,000	Linkage trust fund; Community Compact IT grant; other grants
Police Cruisers		62,000	124,000	124,000	124,000	124,000	558,000	Free Cash

Recreation

Project Title	FY2021	FY2022	FY2023	FY2024	FY2025	FY2026	Total Cost	Funding Source
Annual investments in City Parks and rec facilities. FY21 priorities: Tufts Pool	150,000	100,000	50,000	50,000	50,000	50,000	450,000	Linkage trust fund
Gillis Park Master Plan	50,000						50,000	CPA
Gillis Park Rehabilitation				400,000			400,000	PARC grant (\$232k); CPA (\$168k)

<b>Project Title</b>	<b>FY2021</b>	<b>FY2022</b>	<b>FY2023</b>	<b>FY2024</b>	<b>FY2025</b>	<b>FY2026</b>	<b>Total Cost</b>	<b>Funding Source</b>
Repair concrete deck and install play mushroom at Tufts swimming pool	268,000						268,000	CPA
Improve Dugger Park Tennis Courts	243,847						243,847	CPA
Morrison Park tot lot and baseball field upgrades; Logan Park upgrades; Brooks Park on Brooks Street curbing and landscape design	225,000						225,000	CDBG
Re-slope the Main Pool at Tufts		108,000					108,000	CPA
MHS pool roof replacement		50,000					50,000	Free Cash
Surface Playgrounds at Tufts, Capen, & Cummings Parks	12,150						12,150	CPA

Schools

<b>Project Title</b>	<b>FY2021</b>	<b>FY2022</b>	<b>FY2023</b>	<b>FY2024</b>	<b>FY2025</b>	<b>FY2026</b>	<b>Total Cost</b>	<b>Funding Source</b>
Planning for future of MHS (support Comm work)		150,000	500,000		50,000,000		50,650,000	GF Debt
School facilities maintenance needs (including following priorities: security camera upgrades at AMS and MMS/MES)		75,000	200,000	300,000	400,000	500,000	1,475,000	GF Op Budget

Project Title	FY2021	FY2022	FY2023	FY2024	FY2025	FY2026	Total Cost	Funding Source
and Drainage at rec area outside Brooks Elem)								
Rehab MHS bathrooms; replace boiler; ADA accessibility upgrades; security upgrades at MHS; Repair/replace boiler at CTHS	816,183						816,183	Reprogrammed bond funds from science labs and HVAC replacement
Roberts School Safe Routes to School project			800,000				800,000	Safe Routes to School Federal grant
Refresh Teachers/Admin Mobile Devices					680,000		680,000	Free Cash
Refresh Aging Chromebooks	-				125,000	125,000	250,000	Free Cash
Upgrade Desktop Computers (Computer Labs)	-	25,000	25,000	50,000	50,000	50,000	200,000	Free Cash
Renewable energy upgrades (all schools)			100,000		100,000		200,000	Green Communities and other grants
Replace Unified Storage Devices				140,000			140,000	Free Cash
Replace ESX Network Servers				120,000			120,000	Free Cash
Roberts School Safe Routes to School project (City's portion for ROW)			80,000				80,000	Free Cash

<b>Project Title</b>	<b>FY2021</b>	<b>FY2022</b>	<b>FY2023</b>	<b>FY2024</b>	<b>FY2025</b>	<b>FY2026</b>	<b>Total Cost</b>	<b>Funding Source</b>
Replace Backup, Replication, & High Availability Software			50,000				50,000	Free Cash
Comprehensive building condition assessment for School facilities			50,000				50,000	Free Cash

Sewer

<b>Project Title</b>	<b>FY2021</b>	<b>FY2022</b>	<b>FY2023</b>	<b>FY2024</b>	<b>FY2025</b>	<b>FY2026</b>	<b>Total Cost</b>	<b>Funding Source</b>
IICP - Test and Seal		100,000	100,000	100,000	100,000	100,000	500,000	EF PayGo
I/I Control Plan 1	300,000						300,000	EF Debt
Horne Avenue Sewer Main Replacement			12,000	115,000			127,000	EF Debt
Vassar Street Sewer Replacement	30,000						30,000	EF PayGo

Water

<b>Project Title</b>	<b>FY2021</b>	<b>FY2022</b>	<b>FY2023</b>	<b>FY2024</b>	<b>FY2025</b>	<b>FY2026</b>	<b>Total Cost</b>	<b>Funding Source</b>
Water Meter Replacement Program		800,000	800,000	800,000	800,000		3,200,000	EF Debt

<b>Project Title</b>	<b>FY2021</b>	<b>FY2022</b>	<b>FY2023</b>	<b>FY2024</b>	<b>FY2025</b>	<b>FY2026</b>	<b>Total Cost</b>	<b>Funding Source</b>
Capen Street Water Main Replacement			453,200				453,200	EF Debt
Pinkert Street Full Rebuild (EF Cash portion)			420,000				420,000	EF PayGo
Golden Avenue Water Main Replacement		323,400					323,400	EF Debt
Pinkert Street Full Rebuild (EF Debt portion)			300,000				300,000	EF Debt
City-wide Water System Model and Analysis		100,000	100,000	100,000			300,000	EF PayGo
Surrey Street Water Main Replacement			279,400				279,400	EF Debt
Winthrop Street Water Main Replacement			259,600				259,600	EF Debt
Kilgore Avenue Water Main Replacement			20,000	200,400			220,400	EF Debt
Brookings Street Water Main Replacement		209,000					209,000	EF Debt
Walnut Street Water Main Replacement			185,460				185,460	EF Debt
Vista Avenue Water Main Replacement	178,800						178,800	EF Debt

<b>Project Title</b>	<b>FY2021</b>	<b>FY2022</b>	<b>FY2023</b>	<b>FY2024</b>	<b>FY2025</b>	<b>FY2026</b>	<b>Total Cost</b>	<b>Funding Source</b>
McCall Street Water Main Replacement				166,000			166,000	EF Debt
Metcalf Street Water Main Replacement		159,720					159,720	EF Debt
Tesla Avenue Water Main Replacement		156,640					156,640	EF Debt
Guild Street Water Main Replacement	129,800						129,800	EF Debt
Union Street Water Main Replacement		110,000					110,000	EF Debt
Purchase Ford F550 with plow for water dept.		75,000					75,000	EF PayGo
Purchase mini excavator for water dept.				68,000			68,000	EF PayGo
Doonan Street Pumping Stations Rehab		5,000	50,000				55,000	EF PayGo
Flusher Removal Project	50,000						50,000	EF PayGo
Pitcher Avenue - High Street cnxn	3,000						3,000	EF PayGo

Water/Sewer

<b>Project Title</b>	<b>FY2021</b>	<b>FY2022</b>	<b>FY2023</b>	<b>FY2024</b>	<b>FY2025</b>	<b>FY2026</b>	<b>Total Cost</b>	<b>Funding Source</b>
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Purchase tri axle dump truck				220,000			220,000	EF Debt
Purchase 6 wheel dump truck with plow	130,000						130,000	EF PayGo

## **APPENDICES**

Appendix A: Online Capital Request Form

Appendix B: Chapter 94, Article VII, City of Medford Code of Ordinances

Medford FY21 - FY26 Capital Needs Assessment

Capital Project Request Form

**Please fill out a new form for each proposed project.**

1. Please provide your name and preferred contact method.

Name

Email Address

Phone Number

2. Department

3. Proposed Project Name (Please Begin With an Action Verb)

4. Project Location (Please Provide a Physical Address When Possible - Otherwise Street, Building, Floor, etc.)

5. Priority - High Priority = 1 - Low Priority = 5

This is not a ranking of projects. You may have more than one project with the same priority. This is also not an indication of urgency. High priority projects may be scheduled for later years.

1

2

3

4

5

6. Project Description (1-3 sentences): Describe name/make/model of item to be purchased and what, if anything, is being replaced. Describe extent of work to be done on facilities projects. Indicate if project will require consulting or design work.

7. Project Justification: Describe why the project is necessary. Justification may include the condition of the existing asset, financial savings, number of people impacted, environmental sustainability, public safety, expanded learning or recreational opportunities, or ADA compliance, to name a few.

8. Does the project directly support a goal or action in an existing City of Medford strategic plan? If so, please note which plan.

- Yes
- No

Which plan?

9. Project Timing: Describe when the project should occur. Note any external circumstances that impact timing (for example: end of warranty, regulatory requirements that must be met, etc.)

10. Does the project serve an under-served population (including environmental justice populations) or meet an unmet need in the community? For example, expansion of transportation services for seniors or a neighborhood's first playground.

- Yes
- No
- Maybe

If yes, please provide an explanation.

11. Should the project be combined or coincide with another project?

Yes

No

If yes, which project(s)?

12. Please indicate the project costs by year.

FY2021

FY2022

FY2023

FY2024

FY2025

FY2026

13. Is there a grant or alternative funding source available for this project? How likely is it that a grant will be received?

Very likely to get grant, or it's already been received

Somewhat likely to get grant

Small chance to get grant

I have no idea

Please specify grant name and program type (State, Federal, Private, etc.) and provide any additional details you know about the grant (for example, max award, matching requirements, etc.)

14. Will the project have an impact on the operating budget? An example would be avoiding repair costs by replacing an old vehicle. Another example is paying a driver for a new transport van.

Yes, the project will impact the operating budget

No, the project will not impact the operating budget

I don't know

If yes, please explain the impact on the operating budget, indicating whether the project will save more or cost money.

15. If you have any documentation related to this project, such as price quotes, specs, or photos, please upload. Max 4 uploads.

No file chosen

16. If you have any documentation related to this project, such as price quotes, specs, or photos, please upload.

No file chosen

17. If you have any documentation related to this project, such as price quotes, specs, or photos, please upload.

No file chosen

18. If you have any documentation related to this project, such as price quotes, specs, or photos, please upload.

No file chosen

Thank you. Please contact Sarah Concannon at [sarah.concannon@umb.edu](mailto:sarah.concannon@umb.edu) or (978) 328-3372 with questions or concerns.

19. Questions or Comments:

**Appendix B: Chapter 94, Article VII, City of Medford Code of Ordinances**

CHAPTER 94 - ZONING

ARTICLE VII. - DEVELOPMENT LINKAGE FEES

DIVISION 1. - GENERALLY

Secs. 94-361—94-380. - Reserved.

DIVISION 2. - PARKS AND RECREATIONAL FACILITIES

Sec. 94-381. - Statement of purpose.

The purpose of this division is to promote the public health, safety, convenience and welfare; to prevent the deterioration of existing parks and public recreational facilities; to establish a balance between real estate development and the open space and recreational needs of city residents; and to mitigate the impacts of future development on the deterioration of parks and public recreational facilities, by provisions designed to:

- (1) Afford review and regulation of real estate development projects which directly or indirectly lead to conditions of the use of parks and public recreational facilities that contribute to an increase in the costs for the upgrade, repair and maintenance of parks and public recreational facilities, and the need for new capital improvements.
- (2) Provide a fund for parks and public recreational facility capital improvements through a linkage grant to the park and recreational facilities trust, as a condition of the approval of any nonresidential development of 10,000 square feet of gross floor area or more; any residential development of six units or more; any subdivision of property which creates six or more units or buildable lots; or any residential or nonresidential project requiring a density bonus, variance, special permit, or zoning map amendment that is requested for a project of 5,000 square feet or more except those that are exempt pursuant to section 94-385. Requests for such zoning relief may include bonuses in density of use such as increases in gross floor area, height or other changes in dimensional requirements.
- (3) The imposition of linkage fees is one of the preferred methods of ensuring that development bears a proportionate share of the cost of capital facilities necessary to accommodate such development. This must be done in order to promote and protect the public health, safety and welfare.
- (4) The methodology and analysis for the determination of the impact of new development, the need for new facilities and their costs, and the establishment and calculation of the linkage fees shall be established as a result of an investigation and report with supporting documentation, which shall be available for inspection by any feepayer or the public.

(Ord. No. 548, § 17A-1, 4-3-1990)

Sec. 94-382. - Definitions.

The following words, terms and phrases when used in this division shall have the meanings ascribed to them in this section, except where the context clearly indicates a different meaning:

*Development impact project* means any development in the city in which it is proposed to construct, enlarge, extend, substantially rehabilitate, or change in use for any nonresidential development of 10,000 square feet of gross floor area or more; any residential structure containing six dwelling units or more; any subdivision of property which creates six or more units or buildable lots; or any residential or nonresidential project requiring a density bonus, variance, special permit or zoning map amendment that requested for a project of 5,000 square feet or more, except those that are exempt pursuant to section 94-385. Requests for such zoning relief may include bonuses in density of use such as increases in gross floor area, height or other changes in dimensional requirements.

*Development impact project plan* means a plan for a project which is a development impact project, including any residential or nonresidential project requiring a density bonus, variance, special permit or

zoning map amendment that is requested for a project of 5,000 square feet or more. The contents of the plan and accompanying narrative description shall be determined pursuant to regulations promulgated by the community development board.

*Development impact project linkage fee* means the assessment and payment of a sum of money by the project applicant by means of the park and recreational facilities linkage fee calculated according to the formula as set forth in subsection 94-384(b), to the park and recreational facilities trust.

*Independent fee calculation study* means the technical, engineering and/or economic documentation which the applicant shall cause to be prepared, in accordance with regulations promulgated by the community development board, for the purpose of allowing the applicant to document an alternative linkage fee payment other than that calculated by the city.

*Park and recreational facilities linkage trust* means a Massachusetts public trust created under the laws of the commonwealth. The mayor is directed to establish the trust for the collection and administration of all funds generated by this section in accordance with promulgated regulations.

*Substantially rehabilitate* means to cause alterations or repairs to be made, to a structure or structures costing in excess of 50 percent of the assessed value for property tax purposes. Assessed value of a structure or structures shall be based on the assessed value as recorded on the assessment rolls of the city as of the first of January preceding the date of the application for development impact project plan approval.

(Ord. No. 548, § 17A-2, 4-3-1990)

**Cross reference**— Definitions generally, § 1-2.

Sec. 94-383. - Rules of construction.

- (a) The provisions of this division shall be construed so as to effectively carry out its purpose in the interest of the public health, safety and welfare.
- (b) For the purposes of administration and enforcement of this division, unless otherwise stated in this division, the following rules of construction shall apply to the text of this division:
  - (1) In case of any difference of meaning or application between the text of this division and any caption, illustration, summary table or illustrative table, the text shall control.
  - (2) The word "shall" is always mandatory and not discretionary; the word "may" is permissive.
  - (3) The word "person" includes an individual, a corporation, a partnership, an incorporated association, or any other similar entity.
  - (4) Any other word not specifically defined by this division shall have the plain and ordinary definition as defined by the laws of the commonwealth.

(Ord. No. 548, § 17A-3, 4-3-1990)

Sec. 94-384. - Procedures.

- (a) The community development board shall be empowered to promulgate regulations and establish fees it deems necessary to implement this division.
- (b) For a development impact project no building permit or density bonus, variance, special permit or zoning amendment shall be granted or adopted unless the following requirements are met:
  - (1) The office of community development shall review and calculate the fees for all development impact projects. Applicants may request a schedule for the payment of linkage fees in accordance with regulations established by the community development board.
  - (2) If an applicant elects not to pay the linkage fee as determined by the office of community development, then the applicant shall prepare and submit to the office of community development

an independent fee calculation study for the land development activity for which a building or use permit is sought. The independent fee calculation study shall show the basis upon which the independent fee calculation was made, and shall follow the prescribed methodologies and formats based on regulations promulgated by the community development board.

- (3) The person or persons making application for a building permit or a density bonus, variance, special permit or zoning map amendment to construct, substantially rehabilitate, enlarge or extend a structure pursuant to a development impact project plan shall also enter into an agreement with the city to pay a park and recreational facilities linkage fee. For each development impact project, except for those exemptions found in section 94-385, a park and recreational facilities linkage fee will be paid as reviewed and approved by the office of community development.
  - (4) The building commissioner shall not issue any building or use permit with respect to any building, structure, or land within an area covered by a development impact project plan until the office of community development provides certification to the building commissioner that the applicant has entered into a fee payment agreement as provided for in section 94-384(b).
  - (5) The park and recreational facilities linkage fee shall be paid to, and eventually withdrawn from, the park and recreational facilities trust based upon a schedule of fees and rules and regulations established by the community development board.
- (c) The formula (amount and rate of payment) for the park and recreational facilities linkage fee shall be subject to recalculation no more than three years after the effective date of this provision, and no more than every three years thereafter. The community development board, after public notice and a public hearing may recalculate and amend the formula for the park and recreational facilities linkage fee, based on a methodology and analysis established as a result of report(s), documentation and information prepared by the office of community development.

(Ord. No. 548, § 17A-4, 4-3-1990)

#### Sec. 94-385. - Exemptions.

The following are not development impact projects and will not be subject to development impact project requirements:

- (1) Any structure for which a building or use permit has been lawfully issued prior to the city council adopting this division, provided that construction work under such a permit is commenced within six months after its issuance, and the work proceeds in good faith continuously to completion so far as is reasonably practicable under the circumstances.
- (2) Any building, structure, addition or substantial rehabilitation below the thresholds described in section 94-382.
- (3) Any building, structure, substantial rehabilitation, or addition that is proposed for subsidized, or affordable homeowner or rental housing, which falls within criteria established by the Commonwealth of Massachusetts or the Department of Housing and Urban Development, and confirmed by vote of the community development board.
- (4) Any building, structure, substantial rehabilitation, or addition that is proposed for: a religious or nonprofit educational purpose; a preschool or day care center; a hospital, nursing home, associated out patient clinic or other health care facility licensed by the Massachusetts Department of Public Health; a social service center, nonprofit community or recreation center, museum, library, art gallery or other public service use.
- (5) Any structure, conforming or otherwise, damaged or destroyed by fire or other catastrophe where the structure will not be rebuilt beyond its former dimensions.
- (6) Any claim of exemption shall be made no later than the time of application for a building permit. Any claim not so made shall be deemed waived.

(Ord. No. 548, § 17A-5, 4-3-1990)

Sec. 94-386. - Refund of linkage fee paid.

- (a) The applicant shall be entitled to a refund of linkage fees for a development impact project provided that a written request is submitted to the office of community development within six months of the issuance of a building permit, and provided that no work has commenced on the project. The request shall be reviewed by the office of community development and the linkage fee, minus ten percent to offset the costs of collection and refund, may be returned to the applicant.
- (b) Any funds not expended or encumbered by the end of the calendar quarter immediately following six years from the date the linkage fee was paid shall, upon application of the applicant or his assign(s), be returned to such landowner provided that the applicant or his assign(s) submits an application for a refund to the office of community development within 180 days of the expiration of the six-year period.

(Ord. No. 548, § 17A-6, 4-3-1990)

Sec. 94-387. - Credits.

- (a) A credit may be given for voluntary site-related improvements or dedications as approved by the community development board.
- (b) Credit against a linkage fee otherwise due will not be provided until:
  - (1) The construction is completed and accepted by the city, or the state, whichever is applicable;
  - (2) Security in the form of a performance bond, irrevocable letter of credit, or escrow agreement shall be posted with and approved by the office of community development.
  - (3) All design, construction, inspection, testing, bonding and acceptance procedures are in strict compliance with the current state and city requirements.
- (c) Credit may be provided before completion of specified improvements if adequate assurances are given by the applicant that the standards set out in subsection 94-387(b) will be met, and if the applicant posts security as provided herein for the costs of such construction.
- (d) Any claim for credit must be made no later than the time of application for a building permit. Any claim not so made shall be deemed waived.
- (e) Credits shall not be transferable from one project or development to another without the approval of the community development board, and may only be transferred to another development upon a finding by the community development board that the voluntary dedication for which the credit was given equally benefits the city.
- (f) Determinations made by the community development board or the office of community development pursuant to the linkage fees or credit provision of this section may be appealed to the city council by filing a written request with the city council within 30 days of the community development board or the office of community development's determination. The appeal procedure shall be as provided for in M.G.L.A. c. 40A, § 15.

(Ord. No. 548, § 17A-7, 4-3-1990)

Sec. 94-388. - Penalty.

A violation of this division shall be prosecuted in the same manner as misdemeanors are prosecuted and upon conviction the violator shall be punishable according to the Massachusetts General Laws. However, in addition to or in lieu of any criminal prosecution, the city shall have the power to sue in civil court to enforce the provisions of this division.

(Ord. No. 548, § 17A-8, 4-3-1990)

Sec. 94-389. - Severability.

The provisions of this division are severable, and if any section, phrase, sentence or provision shall be ruled invalid by any decision of a court of competent jurisdiction, such decision shall not impair or otherwise affect any other remaining provision of this division.

(Ord. No. 548, § 17A-9, 4-3-1990)

Secs. 94-390—94-410. - Reserved.

DIVISION 3. - POLICE AND FIRE FACILITIES

Sec. 94-411. - Statement of purpose.

The purpose of this division is to promote the public health, safety, convenience and welfare; to prevent overuse and deterioration of existing police and fire facilities; to establish a balance between real estate development and the police and fire needs of city residents; and to mitigate the impacts of future development on the overuse and deterioration of police and fire facilities, and the need for new capital improvements, [by provisions designed to:]

- (1) Afford review and regulation of real estate development projects which directly or indirectly lead to conditions of the use of police and fire facilities that contribute to an increase in the costs for the upgrade, repair and maintenance of police and fire facilities, and the need for new capital improvements.
- (2) Provide a fund for police and fire facility capital improvements through a linkage grant to the park and recreational facilities trust, as a condition of the approval of: any nonresidential development of 10,000 square feet of gross floor area or more; any residential development of six units or more; any subdivision of property which creates six or more units or buildable lots; or any residential or nonresidential project requiring a density bonus, variance, special permit, or zoning map amendment that is requested for a project of 5,000 square feet or more, except those that are exempt pursuant to section 94-415. Requests for such zoning relief may include bonuses in density of use such as increases in gross floor area, height or other changes in dimensional requirements.
- (3) The imposition of linkage fees is one of the preferred methods of ensuring that development bears a proportionate share of the cost of capital facilities necessary to accommodate such development. This must be done in order to promote and protect the public health, safety and welfare.
- (4) The methodology and analysis for the determination of the impact of new development, the need for new facilities and their costs, and the establishment and calculation of the linkage fees shall be established as a result of an investigation and report with supporting documentation, which shall be available for inspection by any feepayer or the public.

(Ord. No. 548, § 17B-1, 4-3-1990)

Sec. 94-412. - Definitions.

The following words, terms and phrases when used in this division shall have the meanings ascribed to them in this section, except where the context clearly indicates a different meaning:

*Development impact project* means any development in the city which it is proposed to construct, enlarge, extend, substantially rehabilitate, or change in use for: any nonresidential development of 10,000 square feet of gross floor area or more; any residential structure containing six dwelling units or more; any subdivision of property which creates six or more units or buildable lots; or any residential or nonresidential project requiring a density is requested for a project of 5,000 square feet or more, except those that are exempt pursuant to section 94-415. Requests for such zoning relief may include bonuses in density of such as increases in gross floor area, height or other changes in dimensional requirements.

*Development impact project plan* means a plan for a project which is a development impact project, including any residential or nonresidential project requiring a density bonus, variance, special permit or

zoning map amendment that is requested for a project of 5,000 square feet or more. The contents of the plan and accompanying narrative description shall be determined pursuant to regulations promulgated by the community development board.

*Development impact project linkage fee* means the assessment and payment of a sum of money by the project applicant by means of the police and fire facilities linkage fee calculated according to the formula as set forth in subsection 94-414(b), to the police and fire facilities trust.

*Independent fee calculation study* means the technical, engineering and/or economic documentation which the applicant shall cause to be prepared, in accordance with regulations promulgated by the community development board, for the purpose of allowing the applicant to document an alternative linkage fee payment other than that calculated by the city.

*Police and fire facilities linkage trust* means a Massachusetts public trust created under the laws of the commonwealth. The mayor is directed to establish the trust for the collection and administration of all funds generated by this division in accordance with promulgated regulations.

*Substantially rehabilitate*: means to cause alterations or repairs to be made, to a structure or structures, costing in excess of 50 percent of the assessed value for property tax purposes. Assessed value of a structure or structures shall be based on the assessed value as recorded on the assessment rolls of the city as of the first of January preceding the date of the application for development impact project plan approval.

(Ord. No. 548, § 17B-2, 4-3-1990)

**Cross reference**— Definitions generally, § 1-2.

Sec. 94-413. - Rules of construction.

- (a) The provisions of this division shall be construed so as to effectively carry out its purpose in the interest of the public health, safety and welfare.
- (b) For the purposes of administration and enforcement of this division, unless otherwise stated in this division, the following rules of construction shall apply to the text of this division:
  - (1) In case of any difference of meaning or implication between the text of this division and any caption, illustration, summary table, or illustrative table, the text shall control.
  - (2) The word "shall" is always mandatory and not discretionary; the word "may" is permissive.
  - (3) The word "person" includes a individual, a corporation, a partnership, a incorporated association, or any other similar entity.
  - (4) Any other word not specifically defined by this division shall have the plain and ordinary definition as defined by the laws of the commonwealth.

(Ord. No. 548, § 17B-3, 4-3-1990)

Sec. 94-414. - Procedures.

- (a) The community development board shall be empowered to promulgate regulations and establish fees it deems necessary to implement this division.
- (b) For a development impact project no building permit or density bonus, variance, special permit or zoning amendment shall be granted or adopted unless the following are met:
  - (1) The office of community development shall review and calculate the fees for all development impact projects. Applicants may request a schedule for the payment of linkage fees in accordance with regulations established by the community development board.
  - (2) If an applicant elects not to pay the linkage fee as determined by office of community development, then the applicant shall prepare and submit to the office of community development

an independent fee calculation study for the land development activity for which a building or use permit is sought. The independent fee calculation study shall show the basis upon which the independent fee calculation was made, and shall follow the prescribed methodologies and formats based on regulations promulgated by the community development board.

- (3) The person or persons making application for a building permit or a density bonus, variance, special permit, or zoning map amendment to construct, substantially rehabilitate, enlarge or extend a structure pursuant to a development impact project plan shall also enter into an agreement with the city to pay a police and fire facilities linkage fee. For each development impact project, except for those exemptions found in section 94-415, a police and fire facilities linkage fee will be paid as reviewed and approved by the office of community development.
  - (4) The building commissioner shall not issue any building or use permit with respect to any building, structure, or land within an area covered by a development impact project plan until the office of community development provides certification to the building commissioner that the applicant has entered into a fee payment agreement as provided for in subsection 94-414(b).
  - (5) The police and fire facilities linkage fee shall be paid to, and eventually withdrawn from, the police and fire facilities trust based upon a schedule of fees and rules and regulations established by the community development board.
- (c) The formula (amount and rate of payment) for the police and fire facilities linkage fee shall be subject to recalculation no more than three years after the effective date of this provision, and no more than every three years thereafter. The community development board, after public notice and a public hearing may recalculate and amend the formula for the police and fire facilities linkage fee, based on a methodology and analysis established as a result of report(s), documentation and information prepared by the office of community development.

(Ord. No. 548, § 17B-4, 4-3-1990)

Sec. 94-415. - Exemptions.

The following are not development impact projects and will not be subject to development impact project requirements:

- (1) Any structure for which a building or use permit has been lawfully issued prior to the city council adopting this section, provided that construction work under such a permit is commenced within six months after its issuance, and the work proceeds in good faith continuously to completion so far as is reasonably practicable under the circumstances.
- (2) Any building, structure, addition or substantial rehabilitation below the thresholds described in section 94-412.
- (3) Any building, structure, substantial rehabilitation, or addition that is proposed for subsidized, or affordable homeowner or rental housing, which falls within criteria established by the Commonwealth of Massachusetts or the Department of Housing and Urban Development, and confirmed by vote of the city community development board.
- (4) Any building, structure, substantial rehabilitation or addition that is proposed for: a religious or nonprofit educational purpose; a preschool or day care center; a hospital, nursing home, associated out patient clinic or other health care facility licensed by the Massachusetts Department of Public Health; a social service center, nonprofit community or recreation center, museum, library, art gallery or other public service use.
- (5) Any structure, conforming or otherwise, damaged or destroyed by fire or other catastrophe where the structure will not be rebuilt beyond its former dimensions.
- (6) Any claim of exemption shall be made no later than the time of application for a building permit. Any claim not so made shall be deemed waived.

(Ord. No. 548, § 17B-5, 4-3-1990)

Sec. 94-416. - Refund of linkage fee paid.

- (a) The applicant shall be entitled a refund of linkage fees for a development impact project provided that a written request is submitted to the office of community development within six months of the issuance of a building permit, and provided that no work has commenced on the project. The request shall be reviewed by the office of community development and the linkage fee, minus ten percent to offset the costs of collection and refund, may be returned to the applicant.
- (b) Any funds not expended or encumbered by the end of the calendar quarter immediately following six years from the date the linkage fee was paid shall, upon application of the applicant or his assign(s), be returned to such landowner provided that the applicant or his assign(s) submits an application for a refund to the office of community development within 180 days of the expiration of the six-year period.

(Ord. No. 548, § 17B-6, 4-3-1990)

Sec. 94-417. - Credits.

- (a) A credit may be given for voluntary site-related improvements or dedications as approved by the community development board.
- (b) Credit against a linkage fee otherwise due will not be provided until:
  - (1) The construction is completed and accepted by the city, or the state, whichever is applicable;
  - (2) Security in the form of a performance bond, irrevocable letter of credit, or escrow agreement shall be posted with and approved by the office of community development.
  - (3) All design, construction, inspection, testing, bonding and acceptance procedures are in strict compliance with the current state and city requirements.
- (c) Credit may be provided before completion of specified improvements if adequate assurances are given by the applicant that the standards set out in subsection 94-417(b), and if the applicant posts security as provided herein for the costs of such construction.
- (d) Any claim for credit must be made no later than the time of application for a building permit. Any claim not so made shall be deemed waived.
- (e) Credits shall not be transferable from one project or development to another without the approval of the community development board, and may only be transferred to another development upon a finding by the community development board that the voluntary dedication for which the credit was given equally benefits the city.
- (f) Determinations made by the community development board or the office of community development pursuant to the linkage fees or credit provision of this section may be appealed to the city council by filing a written request with the city council within 30 days of the community development board or the office of community development's determination. The appeal procedure shall be as provided for in M.G.L.A. c. 40A, § 15.

(Ord. No. 548, § 17B-7, 4-3-1990)

Sec. 94-418. - Penalty.

A violation of this division shall be prosecuted in the same manner as misdemeanors are prosecuted and upon conviction the violator shall be punishable according to the Massachusetts general laws. However, in addition to or in lieu of any criminal prosecution, the city shall have the power to sue in civil court to enforce the provisions of this division.

(Ord. No. 548, § 17B-8, 4-3-1990)

Sec. 94-419. - Severability.

The provisions of this division are severable, and if any section, phrase, sentence or provision shall be ruled invalid by any decision of a court of competent jurisdiction, such decision shall not impair or otherwise affect any other remaining provision of this division.

(Ord. No. 548, § 17B-9, 4-3-1990)

Secs. 94-420—94-440. - Reserved.

DIVISION 4. - ROADS AND TRAFFIC FACILITIES

Sec. 94-441. - Statement of purpose.

The purpose of this division is to promote public health, safety, convenience and welfare; to prevent overuse and deterioration of existing roads and traffic facilities; to establish a balance between real estate development and the road and traffic needs of city residents; and to mitigate the impacts of future development on the overuse and deterioration of road and traffic facilities, by provisions designed to:

- (1) Afford review and regulation of real estate development projects which directly or indirectly lead to conditions of the use of road and traffic facilities that contribute to an increase in the costs for the upgrade, repair and maintenance of road and traffic facilities, and the need for new capital improvements.
- (2) Provide a fund for roads and traffic facility capital improvements through a linkage grant to the park and recreational facilities trust as a condition of the approval of: any nonresidential development of 10,000 square feet of gross floor area or more; any residential development of six units or more; any subdivision of property which creates six or more units or buildable lots; or any residential or nonresidential project requiring a density bonus, variance, special permit or zoning map amendment that is requested for a project of 5,000 square feet or more, except those that are exempt pursuant to section 94-445: Requests for such zoning relief may include bonuses in density of use such as increases in gross floor area, height or other changes in dimensional requirements.
- (3) The imposition of linkage fees is one of the preferred methods of ensuring that development bears a proportionate share of the cost of capital facilities necessary to accommodate such development. This must be done in order to promote and protect the public health, safety and welfare.
- (4) The methodology and analysis for the determination of the impact of new development, the need for new facilities and their costs, and the establishment and calculation of the linkage fees shall be established as a result of an investigation and report with supporting documentation, which shall be available for inspection by any feepayer or the public.

(Ord. No. 548, § 17C-1, 4-3-1990)

Sec. 94-442. - Definitions.

The following words, terms and phrases when used in this division shall have the meanings ascribed to them in this section, except where the context clearly indicates a different meaning:

*Development impact project* means any development in the city in which it is proposed to construct, enlarge, extend, substantially rehabilitate, or change in use for: any nonresidential development of 10,000 square feet of gross floor area or more; any residential structure containing six dwelling units or more; any subdivision of property which creates six or more units or buildable lots; or any residential or nonresidential project requiring a density bonus, variance, special permit, or zoning map amendment that is requested for a project of 5,000 square feet or more, except those that are exempt pursuant to section 94-445. Requests for such zoning relief may include bonuses in density of use such as increases in gross floor area, height or other changes in dimensional requirements.

*Development impact project plan* means a plan for a project which is a development impact project, including any residential or nonresidential project requiring a density bonus, variance, special permit, or

zoning map amendment that is requested for a project of 5,000 square feet or more. The contents of the plan and accompanying narrative description shall be determined pursuant to regulations promulgated by the community development board.

*Development impact project linkage fee* means the assessment and payment of a sum of money by the project applicant by means of the roads and traffic facilities linkage fee calculated according to the formula as set forth in subsection 94-444(b), to the roads and traffic facilities trust.

*Independent fee calculation study* means the technical engineering and/or economic documentation which the applicant shall cause to be prepared, in accordance with regulations promulgated by the community development board, for the purpose of allowing the applicant to document an alternative linkage fee payment other than that calculated by the city.

*Roads and traffic facilities linkage trust* means a Massachusetts public trust created under the laws of the commonwealth. The mayor is directed to establish this trust for the collection and administration of all funds generated by this division in accordance with promulgated regulations.

*Substantially rehabilitate* means to cause alterations or repairs to be made, to a structure or structures, costing in excess of 50 percent of the assessed value for property tax purposes. Assessed value of a structure or structures shall be based on the assessed value as recorded on the assessment rolls of the city as of the first of January preceding the date of the application for development impact project plan approval.

(Ord. No. 548, § 17C-2, 4-3-1990)

**Cross reference**— Definitions generally, § 1-2.

Sec. 94-443. - Rules of construction.

- (a) The provisions of this division shall be construed so as to effectively carry out its purpose in the interest of the public health, safety and welfare.
- (b) For the purposes of administration and enforcement of this division, unless otherwise stated in this division, the following rules of construction shall apply to the text of this division:
  - (1) In case of any difference of meaning or implication between the text of this division and any caption, illustration, summary table, or illustrative table, the text shall control.
  - (2) The word "shall" is always mandatory and not discretionary; the word "may" is permissive.
  - (3) The word "person" includes a individual, a corporation, a partnership, a incorporated association, or any other similar entity.
  - (4) Any other word not specifically defined by this division shall have the plain and ordinary definition as defined by the laws of the commonwealth.

(Ord. No. 548, § 17C-3, 4-3-1990)

Sec. 94-444. - Procedures.

- (a) The community development board shall be empowered to promulgate regulations and establish fees it deems necessary to implement this division.
- (b) For a development impact project no building permit or density bonus, variance, special permit, or zoning amendment shall be granted or adopted unless the following requirements are met:
  - (1) The office of community development shall review and calculate the fees for all development impact projects. Applicants may request a schedule for the payment of linkage fees in accordance with regulations established by the community development board.
  - (2) If an applicant elects not to pay the linkage fee as determined by office of community development, then the applicant shall prepare and submit to the office of community development

an independent fee calculation study for the land development activity for which a building or use permit is sought. The independent fee calculation study shall follow the prescribed methodologies and formats based on regulations promulgated by the community development board.

- (3) The person or persons making application for a building permit or a density bonus, variance, special permit or zoning map amendment to construct, substantially rehabilitate, enlarge or extend a structure pursuant to a development impact project plan shall also enter into an agreement with the city to pay a roads and traffic facilities linkage fee. For each development impact project, except for those exemptions found in section 94-445, a roads and traffic facilities linkage fee will be paid as reviewed and approved by the office of community development.
  - (4) The building commissioner shall not issue any building or use permit with respect to any building, structure, or land within an area covered by a development impact project plan until the office of community development provides certification to the building commissioner that the applicant has entered into a fee payment agreement as provided for in subsection 94-444(b).
  - (5) The roads and traffic facilities linkage fee shall be paid to, and eventually withdrawn from, the roads and traffic facilities trust based upon a schedule of fees and rules and regulations established by the community development board.
- (c) The formula (amount and rate of payment) for the roads and traffic facilities linkage fee shall be subject to recalculation no more than three years after the effective date of this provision, and no more than every three years thereafter. The community development board, after public notice and a public hearing may recalculate and amend the formula for the roads and traffic facilities linkage fee, based on a methodology and analysis established as a result of report(s), documentation and information prepared by the office of community development.

(Ord. No. 548, § 17C-4, 4-3-1990)

Sec. 94-445. - Exemptions.

The following are not development impact projects and will not be subject to the development impact project requirements:

- (1) Any structure for which a building or use permit has been lawfully issued prior to the city council adopting this section provided that construction work under such a permit is commenced within six months after its issuance, and the work proceeds in good faith continuously to completion so far as is reasonably practicable under the circumstances.
- (2) Any building, structure, addition or substantial rehabilitation below the thresholds described in 94-442.
- (3) Any building, structure, substantial rehabilitation, or addition that is proposed for subsidized, or affordable homeowner or rental housing, which falls within criteria established by the Commonwealth of Massachusetts or the Department of Housing and Urban Development, and confirmed by vote of the city community development board.
- (4) Any building, structure, substantial rehabilitation, or addition that is proposed for: a religious or nonprofit educational purpose; a preschool or day care center; a hospital, nursing home, associated out patient clinic or other health care facility licensed by the Massachusetts Department of Public Health; a social service center, nonprofit community or recreation center, museum, library, art gallery or other public service use.
- (5) Any structure, conforming or otherwise, damaged or destroyed by fire or other catastrophe where the structure will not be rebuilt beyond its former dimensions.
- (6) Any claim of exemption shall be made no later than the time of application for a building permit. Any claim not so made shall be deemed waived.

(Ord. No. 548, § 17C-5, 4-3-1990)

Sec. 94-446. - Refund of linkage fee paid.

- (a) The applicant shall be entitled to a refund of linkage fees for a development impact project provided that a written request is submitted to the office of community development within six months of the issuance of a building permit, and provided that no work has commenced on the project. The request shall be reviewed by the office of community development and the linkage fee, minus ten percent to offset the costs of collection and refund, may be returned to the applicant.
- (b) Any funds not expended or encumbered by the end of the calendar quarter immediately following six years from the date the linkage fee was paid shall, upon application of the applicant or his assign(s), be returned to such landowner provided that the applicant or his assign(s) submits an application for a refund to the office of community development within 180 days of the expiration of the six-year period.

(Ord. No. 548, § 17C-7, 4-3-1990)

Sec. 94-447. - Credits.

- (a) A credit may be given for voluntary site-related improvements or dedications as approved by the community development board.
- (b) Credit against a linkage fee otherwise due will not be provided until:
  - (1) The construction is completed and accepted by the city, or the state, whichever is applicable;
  - (2) Security in the form of a performance bond, irrevocable letter of credit, or escrow agreement shall be posted with and approved by the office of community development;
  - (3) All design, construction, inspection, testing, bonding and acceptance procedures are in strict compliance with the current state and city requirements.
- (c) Credit may be provided before completion of specified improvements if adequate assurances are given by the applicant that the standards set out in subsection 94-447(b) will be met, and if the applicant posts security as provided herein for the costs of such construction.
- (d) Any claim for credit must be made no later than the time of application for a building permit. Any claim not so made shall be deemed waived.
- (e) Credits shall not be transferable from one project or development to another without the approval of the community development board, and may only be transferred to another development upon a finding by the community development board that the voluntary dedication for which the credit was given equally benefits the city.
- (f) Determinations made by the community development board or the office of community development pursuant to the linkage fees or credit provision of this section may be appealed to the city council by filing a written request with the city council within 30 days of the community development board or the office of community development's determination. The appeal procedure shall be as provided for in M.G.L.A. c. 40A, § 15.

(Ord. No. 548, § 17C-7, 4-3-1990)

Sec. 94-448. - Penalty.

A violation of this division shall be prosecuted in the same manner as misdemeanors are prosecuted and upon conviction the violator shall be punishable according to the Massachusetts General Laws. However, in addition to or in lieu of any criminal prosecution, the city shall have the power to sue in civil court to enforce the provisions of this division.

(Ord. No. 548, § 17C-8, 4-3-1990)

Sec. 94-449. - Severability.

The provisions of this division are severable, and if any section, phrase, sentence or provision shall be ruled invalid by any decision of a court of competent jurisdiction, such decision shall not impair or otherwise affect any other remaining provision of this division.

(Ord. No. 548, § 17C-9, 4-3-1990)

Secs. 94-450—94-470. - Reserved.

#### DIVISION 5. - WATER AND SEWER FACILITIES

Sec. 94-471. - Statement of purpose.

The purpose of this division is to promote the public health, safety, convenience and welfare; to prevent overuse and deterioration of existing water and sewer facilities; to establish a balance between real estate development and the road and traffic needs of city residents; and to mitigate the impacts of future development on the overuse and deterioration of road and traffic facilities, by provisions designed to:

- (1) Afford review and regulation of real estate development projects which directly or indirectly lead to conditions of the use of road and traffic facilities that contribute to an increase in the costs for the upgrade, repair and maintenance of road and traffic facilities; and the need for new capital improvements.
- (2) Provide a fund for water and sewer facility capital improvements through a linkage grant to the park and recreational facilities trust, as a condition of the approval of: any nonresidential development of 10,000 square feet of gross floor area or more; any residential development of six units or more; any subdivision of property which creates six or more units or buildable lots; or any residential or nonresidential project requiring a density bonus, variance, special permit, or zoning map amendment that is requested for a project of 5,000 square feet or more, except those that are exempt pursuant to section 94-475. Requests for such zoning relief may include bonuses in density of use such as increases in gross floor area, height or other changes in dimensional requirements.
- (3) The imposition of linkage fees is one of the preferred methods of ensuring that development bears a proportionate share of the cost of capital facilities necessary to accommodate such development. This must be done in order to promote and protect the public health, safety and welfare.
- (4) The methodology and analysis for the determination of the impact of new development, the need for new facilities and their costs, and the establishment and calculation of the linkage fees shall be established as a result of an investigation and report with supporting documentation, which shall be available for inspection by any feepayer or the public.

(Ord. No. 548, § 17D-1, 4-3-1990)

Sec. 94-472. - Definitions.

The following words, terms and phrases when used in this division shall have the meanings ascribed to them in this section, except where the context clearly indicates a different meaning:

*Development impact project* means any development in the city in which it is proposed to construct, enlarge, extend, substantially rehabilitate, or change in use for: any nonresidential development of 10,000 square feet of gross floor area or more; any residential structure containing six dwelling units or more; any subdivision of property which creates six or more units or buildable lots; or any residential or nonresidential project requiring a density bonus, variance, special permit, or zoning map amendment that is requested for a project of 5,000 square feet or more, except those that are exempt pursuant to section 94-475. Requests for such zoning relief may include bonuses in density of use such as increases in gross floor area, height or other changes in dimensional requirements.

*Development impact project linkage fee* means the assessment and payment of a sum of money by the project applicant by means of the water and sewer facilities linkage fee calculated according to the formula as set forth in subsection 94-474(b), to the water and sewer facilities trust.

*Development impact project plan* means a plan for a project which is a development impact project, including any residential or nonresidential project requiring a density bonus, variance, special permit, or zoning map amendment that is requested for a project of 5,000 square feet or more. The contents of the plan and accompanying narrative description shall be determined pursuant to regulations promulgated by the community development board.

*Independent fee calculation study* means the technical, engineering and/or economic documentation which the applicant shall cause to be prepared, in accordance with regulations promulgated by the community development board, for the purpose of allowing the applicant to document an alternative linkage fee payment other than that calculated by the city.

*Substantially rehabilitate* means to cause alterations or repairs to be made, to a structure or structures, costing in excess of 50 percent of the assessed value for property tax purposes. Assessed value of a structure or structures shall be based on the assessed value as recorded on the assessment rolls of the city as of the first of January preceding the date of the application for development impact project plan approval.

*Water and sewer facilities linkage trust* means a Massachusetts Public Trust created under the laws of the commonwealth. The mayor is directed to establish the trust for the collection and administration of all funds generated by this division in accordance with promulgated regulations.

(Ord. No. 548, § 17D-2, 4-3-1990)

**Cross reference**— Definitions generally, § 1-2.

Sec. 94-473. - Rules of construction.

- (a) The provisions of this division shall be construed so as to effectively carry out its purpose in the interest of the public health, safety and welfare.
- (b) For the purposes of administration and enforcement of this division, unless otherwise stated in this division, the following rules of construction shall apply to the text of this division:
  - (1) In case of any difference of meaning or implication between the text of this division and any caption, illustration, summary table, or illustrative table, the text shall control.
  - (2) The word "shall" is always mandatory and not discretionary; the word "may" is permissive.
  - (3) The word "person" includes an individual, a corporation, a partnership, an incorporated association, or any other similar entity.
  - (4) Any other word not specifically defined by this division shall have the plain and ordinary definition as defined by the laws of the commonwealth.

(Ord. No. 548, § 17D-3, 4-3-1990)

Sec. 94-474. - Procedures.

- (a) The community development board shall be empowered to promulgate regulations and establish fees it deems necessary to implement this division.
- (b) For a development impact project no building permit or density bonus, variance, special permit, or zoning amendment shall be granted or adopted unless the following requirements are met:
  - (1) The office of community development shall review and calculate the fees for all development impact projects. Applicants may request a schedule for the payment of linkage fees in accordance with regulations established by the community development board.

- (2) If an applicant elects not to pay the linkage fee as determined by office of community development, then the applicant shall prepare and submit to the office of community development an independent fee calculation study for the land development activity for which a building or use permit is sought. The independent fee calculation study shall show the basis upon which the independent fee calculation was made, and shall follow the prescribed methodologies and formats based on regulations promulgated by the community development board.
  - (3) The person or persons making application for a building permit or a density bonus, variance, special permit, or zoning map amendment to construct, substantially rehabilitate, enlarge or extend a structure pursuant to a development impact project plan shall also enter into an agreement with the city to pay a water and sewer facilities linkage fee. For each development impact project, except for those exemptions found in section 94-475, a water and sewer facilities linkage fee will be paid as reviewed and approved by the office of community development.
  - (4) The building commissioner shall not issue any building or use permit with respect to any building, structure, or land within an area covered by a development impact project plan until the office of community development provides certification to the building commissioner that the applicant has entered into a fee patent agreement as provided for in subsection 94-474(b).
  - (5) The water and sewer facilities linkage fee shall be paid to, and eventually withdrawn from, the water and sewer facilities trust based upon a schedule of fees and rules and regulations established by the community development board.
- (c) The formula (amount and rate of payment) for the water and sewer facilities linkage fee shall be subject to recalculation no more than three years after the effective date of this provision, and no more than every three years thereafter. The community development board, after public notice and a public hearing may recalculate and amend the formula for the water and sewer facilities linkage fee, based on a methodology and analysis established as a result of report(s) and documentation and information prepared by the office of community development.

(Ord. No. 548, § 17D-4, 4-3-1990)

Sec. 94-475. - Exemptions.

The following are not development impact projects and will not be subject to the development impact project requirements:

- (1) Any structure for which a building or use permit has been lawfully issued prior to the city council adopting this division, provided that construction work under such a permit is commenced within six months after its issuance, and the work proceeds in good faith continuously to completion so far as is reasonably practicable under the circumstances.
- (2) Any building, structure, addition or substantial rehabilitation below the thresholds described in section 94-472.
- (3) Any building, structure, substantial rehabilitation, or addition that is proposed for subsidized, or affordable homeowner or rental housing, which falls within criteria established by the Commonwealth of Massachusetts or the Department of Housing and Urban Development, and confirmed by vote of the community development board.
- (4) Any building, structure, substantial rehabilitation, or addition that is proposed for: a religious or nonprofit educational purpose; a preschool or day care center; a hospital, nursing home, associated out patient clinic or other health care facility licensed by the Massachusetts Department of Public Health; a social service center, nonprofit community or recreation center, museum, library, art gallery or other public service use.
- (5) Any structure conforming or otherwise, damaged or destroyed by fire or other catastrophe where the structure will not be rebuilt beyond its former dimensions.
- (6) Any claim of exemption shall be made no later than the time of application for a building permit. Any claim not so made shall be deemed waived.

(Ord. No. 548, § 17D-5, 4-3-1990)

Sec. 94-476. - Refund of linkage fee paid.

- (a) The applicant shall be entitled to a refund of linkage fees for a development impact project provided that a written request is submitted to the office of community development within six months of the issuance of a building permit, and provided that no work has commenced on the project. The request shall be reviewed by the office of community development and the linkage fee, minus ten percent to offset the costs of collection and refund, may be returned to the applicant.
- (b) Any funds not expended or encumbered by the end of the calendar quarter immediately following six years from the date the linkage fee was paid shall, upon application of the applicant or his assign(s), be returned to such landowner provided that the applicant or his assign(s) submits an application for a refund to the office of community development within 180 days of the expiration of the six-year period.

(Ord. No. 548, § 17D-6, 4-3-1990)

Sec. 94-477. - Credits.

- (a) A credit may be given for voluntary site-related improvements or dedications as approved by the community development board.
- (b) Credit against a linkage fee otherwise due will not be provided until:
  - (1) The construction is completed and accepted by the city, or the state, whichever is applicable.
  - (2) Security in the form of a performance bond, irrevocable letter of credit, or escrow agreement shall be posted with and approved by the office of community development.
  - (3) All design, construction, inspection, testing, bonding and acceptance procedures are in strict compliance with the current state and city requirements.
- (c) Credit may be provided before completion of specified improvements if adequate assurances are given by the applicant that the standards set out in subsection 94-477(b) will be met, and if the applicant posts security as provided herein for the costs of such construction.
- (d) Any claim for credit must be made no later than the time of application for a building permit. Any claim not so made shall be deemed waived.
- (e) Credits shall not be transferable from one project or development to another without the approval of the community development board and may only be transferred to another development upon a finding by the community development board that the voluntary dedication for which the credit was given equally benefits the city.
- (f) Determinations made by the community development board or the office of community development pursuant to the linkage fees or credit provision of this section may be appealed to the city council by filing a written request with the city council within 30 days of the community development board or the office of community development's determination. The appeal procedure shall be as provided for in M.G.L.A. c. 40A, § 15.

(Ord. No. 548, § 17D-7, 4-3-1990)

Sec. 94-478. - Penalty.

A violation of the division shall be prosecuted in the same manner as misdemeanors are prosecuted and upon conviction the violator shall be punishable according to the Massachusetts General Laws. However, in addition to or in lieu of any criminal prosecution, the city shall have the power to sue in civil court to enforce the provisions of this division.

(Ord. No. 548, § 17D-8, 4-3-1990)

Sec. 94-479. - Severability.

The provisions of this division are severable, and if any section, phrase, sentence or provision shall be ruled invalid by any decision of court of competent jurisdiction, such decision shall not impair or otherwise affect any other remaining provision of this division.

(Ord. No. 548, § 17D-9, 4-3-1990)