

# Memo

**To:** Board of Selectmen, All Interested Parties  
**From:** Keith A. Bergman, Town Administrator  
**CC:** Permanent Municipal Building Committee, Assistant Town Administrator/  
Finance Director Bonnie Holston, Police Chief John Kelly, Fire Chief Stephen  
Carter, PRCE Interim Director Sharon Martel, Council on Aging Director  
Carolyn Sloboda, LELWD General Manager Savas Danos  
**Date:** January 25, 2008  
**Re:** Town Facility Siting - Recommended Strategy for Police, Fire, PRCE, COA

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On October 1, 2007, the Board of Selectmen voted “to direct the Town Administrator to convene a working group of affected and support staff, together with the Permanent Building Committee, to bring back to the Board of Selectmen a comprehensive plan for siting of Town facilities, including the police, fire, parks and recreation, and council on aging, by January 15, 2008, for consideration at the 2008 Annual Town Meeting.” The result of that exercise is the following set of recommendations:

1. Construct a new Police Station at the 500 Great Road site purchased for the purpose, and for which 90% design plans have already been developed. \$300,000 in design funds should be sought at the May 2008 Town Meeting, The \$6.54-million construction cost would need to be met by a debt exclusion ballot question proposed for the November 2008 ballot, following an early October 2008 construction bid opening and borrowing authorized by a Special Town Meeting by late that month. Construction of the facility could be completed by Spring 2010.
2. Retain the Fire Station at 20 Foster Street, a location that is closer to the department’s 42 volunteer firefighters than is 500 Great Road (on the “other side” of Interstate 495). To prolong the existing station’s useful life, an apparatus wing could be added for \$2,500,000. Also, the Town should undertake energy efficiency upgrades to that building as part of a larger town-wide program using an energy performance contract (EPC) for capital improvements. At such future time as a new fire station is needed, the 500 Great Road site could accommodate it—although it is recognized that a full-time fire department would be required to staff a fire station at that location. The Town should continue to support its volunteer fire

department for as long as possible, and so remain at 20 Foster Street for as long as possible.

3. Move the Park, Recreation & Community Education (PRCE) Department from the Shattuck Street Town Offices to the site at 20 Foster Street which the Police Department would vacate. The Permanent Municipal Building Committee estimates that the cost of a new facility at this location would be \$1,191,000—an amount that would also require a debt exclusion. The project would commence upon completion of the Police Department's move to its new facility in 2010.
4. Increase the Council on Aging's space at the Shattuck Street Town Offices to 3,558 square feet-- as depicted in Option 4 of the September 2007 Feasibility Study prepared by Mangel Architects—by assigning COA the space PRCE would vacate in 2011.
5. Complete the Town Offices reconfiguration and roof repair projects, while also undertaking energy-related capital upgrades to the Town Offices and other Town facilities, including the schools. These upgrades could be accomplished through an Energy Performance Contract (EPC) with an Energy Service Company (ESCO) to purchase energy-saving improvements in buildings where the basis for payments is the performance level guaranteed in the contract.

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**1. New Police Station at 500 Great Road site.** The Town should construct a new police facility at the Town-owned property at 500 Great Road purchased for \$525,000 by the May 6, 2002 Annual Town Meeting for general municipal purposes. While the site is large enough to include also a fire station [see conceptual plan, attached as "A"], only a new police station is recommended now-- and the need for a new police facility is a matter of the utmost urgency. The construction cost for the new facility is estimated at \$6.54-million ["B"]. As evidenced by the temporary trailer to house some of its operations, the current police station can no longer serve the needs of the department or the community, and must be replaced. Design plans for a new police station at 500 Great Road previously brought to the 90% level in 2003 for \$295,000 can—for another \$300,000 to be borrowed this May-- be brought to completion by this Fall, updating to the current building code and being mindful of green building life-cycle energy standards ["C"].

The construction cost for the new police station would need to be approved by a debt exclusion ballot question, which could go to voters at the November 2008 presidential election with actual bids in hand. The \$300,000 to complete the bid documents would be sought at the May 2008 Town Meeting, so that final plans could be completed this summer, with a construction bid opening for early October, scheduled to fall within 30 days prior to the November 4, 2008 Presidential Election, on which ballot a debt exclusion question could be placed, thus bringing the matter to the maximum number of local voters (certainly a higher turnout than a May town election). A special town

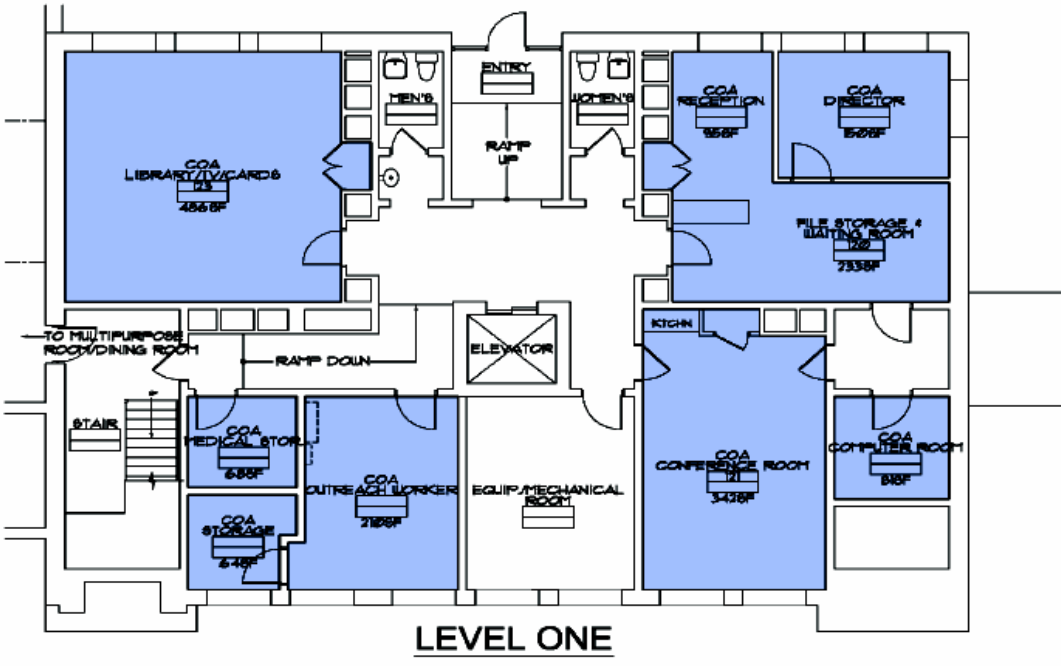
meeting could be held in late October, to authorize a borrowing article for construction based on the actual bid price. That article would then be contingent also on passage of the debt exclusion vote. If approved by the October town meeting and November election, the project could commence in the winter of 2008-09 and be completed by Spring 2010. *A construction cost of \$6.54-million is projected to add \$192.84 to the tax bill of an average residential property assessed at \$415,000 for each year of a twenty-year bond issue ["D"].*

**2. Retain Fire Station at 20 Foster Street; Add Apparatus Wing.** While the 500 Great Road site is large enough to also fit a new fire station, it is recommended that the existing fire station be retained at its current 20 Foster Street location for the foreseeable future. If/when the Fire Dept becomes full-time, then a location on the "other" side of I-495 would be more appropriate, but right now the vast majority of Littleton's 42 call firefighters live on "this" side, so Fire is best left at 20 Foster Street for now. At such future time as a new fire station is needed, the 500 Great Road could accommodate it—although it is recognized that a full-time fire department would be required to staff it. The Town should continue to support its volunteer fire department for as long as possible.

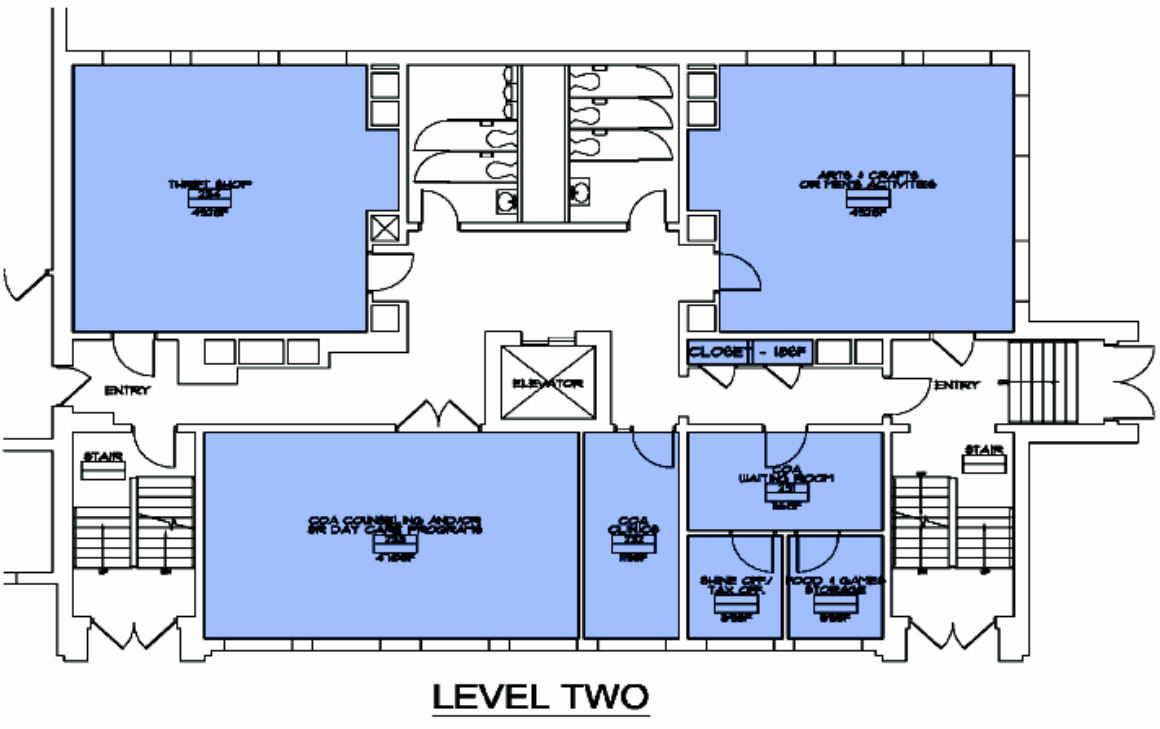
To prolong the existing fire station's useful life, the Town could add an apparatus wing at an estimated cost of \$2,500,000. (*Caveat: this figure is subject to further revision*). Additionally, the Town should undertake energy efficiency upgrades to the existing fire station building as part of a larger town-wide program using an energy performance contract for capital improvements. The Littleton Electric Light and Water Department (LELWD) has agreed to undertake a energy audit of the Fire Station building, so that this effort can commence. *A cost of \$2,500,000 would add \$73.79 to the tax bill of an average residential property assessed at \$415,000 for each year of a twenty-year bond issue.*

**3. Move Park, Recreation & Community Education Department to New Facility at 20 Foster Street.** It is recommended that the Park, Recreation & Community Education Department office be relocated from the Shattuck Street Town Offices to the site at 20 Foster Street which the Police Department would vacate. The Permanent Municipal Building Committee estimates that the cost of a new facility at this location would be \$1,191,000, based on 2,000 square feet @ \$330 each, plus a 15% contingency (\$99,000), and 20% (\$132,000) for soft costs, plus \$300,000 for a gym-like space. The project could commence upon the Police Department's move to its new facility in 2010. *A construction cost of \$1,191,000 is projected to add \$35.15 to the tax bill of an average residential property assessed at \$415,000 for each year of a twenty-year bond issue.*

**4. Expand Council on Aging Space at Town Offices.** It is recommended that the Council on Aging space in the Shattuck Street Town Offices be expanded with the 2,225 square feet which PRCE would vacate in 2011, increasing the COA's Town Office space to 3,558 square feet, as depicted in Option 4 of the September 2007 Feasibility Study prepared by Mangel Architects.



COUNCIL ON AGING AT SHATTUCK STREET TOWN OFFICES



**5. Town Hall Office Reconfiguration and Energy Improvements.** As we proceed to complete the work on the Town Hall Offices to reconfigure the office space-- and repair the roof— a recent energy audit conducted through LELWD has also identified over \$100,000's worth of energy-related capital upgrades this building needs. To accomplish these and other qualifying capital projects, it is recommended that the Town pursue an Energy Performance Contract (EPC) with an Energy Service Company (ESCO). This mechanism, authorized under MGL C. 25A,s.11C, allows a municipality to purchase energy-saving improvements in buildings where the basis for payments is the performance level guaranteed in the contract. Energy Management Services (EMS) is an arrangement structured so that the cost of implementing the Energy Conservation Measures (ECM) is recovered from savings created by the performance of those measures. The Town of Belmont and the City of Quincy have each used this approach. The Towns of Franklin County are looking at doing it as a group. It may be wise for us to consider a regional approach, as well, and I have already invited discussions with some of our neighboring communities, with MAPC (whose MAGIC sub-region includes 13 towns) and with the Devens Enterprise Commission, among others.

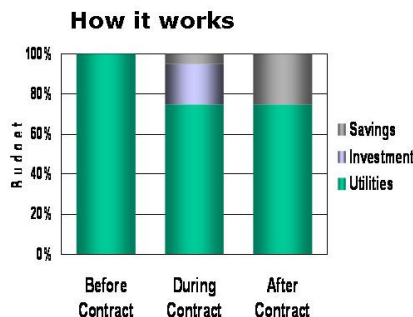
The Massachusetts Department of Energy Resources (DOER) website indicates: “In Massachusetts, governmental agencies may enter into an Energy Performance Contract (EPC) with an Energy Service Company (ESCO) to purchase energy-saving improvements in buildings where the basis for payments is the performance level guaranteed in the contract. Energy Management Services (EMS) is an arrangement structured so that the cost of implementing the Energy Conservation Measures (ECM) is recovered from savings created by the performance of those measures. Equipment purchased and installed using EMS may include any equipment or system upgrade designed to conserve energy or water. This includes improvements to existing equipment. What distinguishes these contracts is the provision of a guarantee on energy savings from the installed retrofit measures, and that they usually offer a range of associated design, installation, and maintenance services. The contract period can range from 5 to 10 years (up to 20 years for cogeneration projects) and usually requires a certain minimum level of capital investment before a contract is considered.”



Massachusetts  
Division of Energy Resources

## What is Performance Contracting (ESPC)?

**Energy related capital improvements paid from future energy and operating cost savings**



- ✦ Guaranteed performance
- ✦ Single source responsibility
- ✦ Life-cycle versus first cost approach
- ✦ Improvements can be made with no impact to taxpayers
- ✦ Supported by Massachusetts enabling legislation

Please let me know what questions you have about any of this. Thanks very much.