



City of Springfield, Massachusetts
Fiscal Years 2014-2018 Capital Improvement Plan



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March 30, 2013

Honorable Mayor Domenic J. Sarno, Chairman and Members of the City Council:

This memorandum provides an overview of planning and budgeting for the City's five year Capital Improvement Plan for Fiscal Years 2014-2018. The plan reflects and builds upon the priorities established by the Administration during the Strategic Action and Rebuild Springfield planning which took place over the past three years. Planning has been broad and comprehensive, but proposed projects are limited to concerns of the highest priority due to constrained resources.

This plan provides a detailed view of the capital needs within the City of Springfield. The total amount of capital requests is \$535.2 million. The highest priority projects total \$248.5 million or almost half of all requests. One of the City's top priorities with this plan is to support economic development and rebuilding after the tornado, snow storm and other disasters that have affected the City.

Although the City has not had the capacity to bond for projects in Fiscal Year 2013, most projects have been funded through a concerted effort with Federal and State agencies. An important part of funding both the initial response and re-building efforts is a direct result of maximizing FEMA and MSBA reimbursements for schools, facilities and infrastructure improvements. Along with this, the City has also restructured its debt service schedule with the intention of having the capacity to issue debt to maximize additional FEMA reimbursements. Through this process the City was able to reaffirm its bond rating by Moody's of Aa2 with a stable outlook. Additionally, the City was selected by the MSBA to partake in the High School Science Lab Initiative. This grant allows the City to add an additional twelve science labs and five classrooms to its Central High School.

The City's projected Fiscal Year 2014 capital budget is still to be determined and will be evaluated based on the coming year's overall budgetary needs with the goal of staying within the \$40 million debt service level. This document should be viewed as a planning tool for the City's leadership and will be subject to change based upon the availability of funds.

I look forward to your feedback and to working with the City Departments on these important projects.

Sincerely,

A handwritten signature in blue ink, appearing to read "Timothy J. Plante".

Timothy J Plante
Acting Chief Administrative and Financial Officer



CAPITAL PLAN OVERVIEW

The City of Springfield’s \$535.2 million five-year Capital Improvement Plan (CIP) is updated annually for the acquisition, renovation or construction of new or existing facilities and infrastructure. The Capital Plan is the City’s investment roadmap for the next five years and is strategically implemented to address the Mayor’s five essential priorities for sustaining a vibrant community; public safety, education, economic vitality, healthy neighborhoods, and fiscal and operational excellence. All of these efforts are directed toward achieving the City’s mission: To provide a high quality of life for residents, visitors and businesses through the provision of public safety, education, economic development, parks, recreation, health and human services.

The CIP document details major spending for construction and equipment projects over the next five years, providing policymakers the opportunity to finance projects, coordinate City needs, and plan for future risks and needs. A capital project, according to the financial ordinances section 4.44.050 (A) of the City of Springfield, is “...a facility, object or asset costing more than \$25,000 with an estimated useful life of ten years or more.” Projects and assets that do not meet both of these requirements shall be considered operating expenses and shall be included in the operating budget.”

Annually, the City develops and presents a capital improvement *plan*. Projects in the capital plan are based on a quantitative analysis of project need and merit. The capital *budget* represents the funding for the first year of that plan each year. Projects in the annual budget represent the City’s most immediate investment priorities and are the projects with the highest return on investment for the taxpayers of Springfield.

The Finance Department oversees the financial aspects of each capital project, maintains a record of the expenses for each project and reports the information in periodic financial reports. The City’s Capital Asset Construction Department is responsible for the management oversight of most maintenance, construction, major renovation, and repair projects of existing City assets. The Planning and Economic Development Department manages new development or redevelopment projects. The City’s Facilities Management Department also plays an integral role in capital projects by providing routine maintenance, repair and renovations to the City’s facilities. Lastly, the Department of Public Works is responsible for the repair and maintenance of the City’s roadways and sidewalks - a key piece to the City’s infrastructure.

Since the scope of the capital plan is limited to affordability, the City continues to have a significant capital need. Over the years many projects on buildings and roads were deferred due to budgetary issues. While financial shortcomings will always be an issue within City government, the CIP allows the City to better plan for when projects need to be completed or when replacement equipment needs to be purchased. The following are ways that were used to help the City fund some of the CIP:

- Increased use of Federal and State funding – There continues to be an effort to seek federal and state funds for projects such as school rehabilitations, road and dam repairs,



emergency mitigation plans and economic development. Currently the City has maximized reimbursements from agencies such as FEMA, MSBA, and the State and Federal Transportation and Highway departments. Gaining access to federal and state funds will require the City to maximize the use of its debt capacity.

- Increased use of grants – There continues to be an interest in seeking grants for projects such as park rehabilitation, fire engine replacements, repair of dams, the rehabilitation of roads, and energy efficiency projects (such as the ESCO project). Gaining access to grant funds will require the City to maximize the use of its grants management capabilities.
- Strategic use of pay-as-you-go capital funds – The pay-as-you-go capital account was established in the financial ordinances in order to fund smaller capital projects through the annual operating budget. The City must fund those projects that move the City's strategic goals forward.
- Review use of bond funds – On an annual basis the City conducts a Debt Affordability Analysis to monitor factors that rating agencies and other stakeholders use to evaluate the amount of debt the City has and its ability to afford new debt. This will help City leaders make financially sound decisions in issuing new debt since debt service is a legal requirement that must be paid before all other City expenses.
- Complete master plans for potential building projects – By funding property condition assessments for school buildings, the City can be strategic in the way which projects need to be funded. Because of this, funds would not be put toward a school for a normal renovation or repair when the entire building should be renovated or even replaced.
- Use reserves or other one-time funds for certain one-time capital projects.
- Increase the frequency of asset inventory – By regularly taking inventory of City assets, the need for certain pieces of small equipment for replacement is being determined. It also ensures that departments are properly storing and maintaining the important tools that are integral for their operations.
- Use of unexpended capital funds – On an annual basis starting in Fiscal Year 2009, the Finance Department compiles a list of projects funded by bond proceeds in an effort to find if there were proceeds that were unexpended. The City is then able to use those funds for other projects while following bond proceed laws.

Projects that are included in the CIP are not guaranteed for funding as the Plan is a reflection of the need within the City.



BRIEF HISTORY

In order to understand specific projects within the plan it is important to understand the context of the City's capital improvement review process. In prior years, the City did not have a system in place to capture all capital project requests and needs from each department or a process for evaluating requested projects for approval. There was also no rating or prioritization system in place to evaluate all requests and make decisions based on a set of criteria. As a result the City may not have been aware of the true capital need or deferred maintenance of the City's assets.

In FY09 the City produced its first comprehensive Capital Improvement Plan. City Departments were asked for a comprehensive list of capital needs, those needs were organized in a database managed by the Finance Department and a panel of City departments evaluated the submissions based upon a set of criteria. The major benefit of the capital process is to evaluate all department requests and analyze projects based on the benefit to the City rather than funding projects on an ad-hoc basis. The projects funded during the first year of implementing this process included large equipment and vehicle purchases, park projects, road and sidewalk projects, and ensured locations within the City are compliant with the Americans with Disabilities Act. In fiscal year 2010 the City took advantage of the Qualified School Construction Bonds (QSCB) program which was part of the Federal Government's economic recovery program. QSCB's allows local educational agencies or school systems to issue taxable bonds and use 100 percent of the proceeds for specified purposes which include renovations or construction of a school building. Through this method the investor receives 100 percent of the tax credit associated with this issuance. The City also took advantage of its Forest Park Middle School project being grandfathered in as a 90% reimbursement project under the new MSBA. Given this the City issued over \$32 million to fund the renovation project along with the renovation of two parochial schools purchased for City use. In FY2011 and FY2012, the City did not have the capacity to go out to bond but rather used its Pay-As-You-Go Capital to fund emergency related projects as well as the City's higher priority projects.

In FY13 a total of \$112.6 million was appropriated for capital projects. City schools account for the majority of funds, roughly \$75 million. These projects include rebuilding Brookings and Dryden Schools and construction of new Central High Science Labs. Brookings and a wing at Dryden were destroyed by the June 1st tornado, deemed structurally unsound and needed to be reconstructed. Central and the City were selected by MSBA to partake in the MSBA's High School Science Lab Initiative. MSBA is utilizing the remaining allocation of Qualified School Construction Bond proceeds to provide the Science Lab Initiative. Several other projects geared toward public safety and economic development were also funded.

Funding Source	
Pay-Go	2,942,725
Unexpended Bonds	3,993,851
BANS	105,672,687
Total FY13 Appropriations	112,609,263



To date since the Capital Plan was initiated, the City has funded over \$184.2 million. As the City balances its fiscal constraints each year, it continues to make efforts to fund the most needed projects.

Project Requests	Funded	Unfunded	Total
FY09	\$23,256,670	\$454,588,879	\$477,845,549
FY10	\$54,595,864	\$437,651,911	492,247,775
FY11	\$3,014,702	\$373,660,886	376,675,588
FY12	\$2,637,239	\$192,160,536	\$194,797,775
FY13	\$112,609,263	\$300,609,468	\$413,218,731



REVIEW: FY13 CAPITAL BUDGET

During FY13, \$55.8 million of debt was issued for new projects. This coupled with existing debt and Pay-As-You-Go capital funds, totaling \$62.8 million, were used to complete some priority need. The following is a brief description of the funded projects by priority.

FY13 Projects Funded to Date						
Priority	Category	Project Description	City Funds	Other Funds	Total Project Cost	City Funding Source
Economic Development	Infrastructure	Boston Rd Corridor	4,000,000	-	4,000,000	BOND
Economic Development	Infrastructure	Roofs for Solar Panels	1,200,000	-	1,200,000	BOND
Economic Development	Buildings	Union Station	2,200,000	75,800,000	78,000,000	BOND
Education	Buildings	Brookings School	11,528,392	16,371,608	27,900,000	BOND
Education	Buildings	Brookings School Land Takings	1,213,757	-	1,213,757	UNEXPENDED BOND PROCEEDS
Education	Infrastructure	Central High Science Lab Expansion	6,517,963	25,563,938	32,081,901	BOND, UNEXPENDED BOND PROCEEDS
Education	Buildings	Dryden School	4,786,485	10,460,657	15,247,142	BOND
Education	Buildings	Gerena Playscape and Classroom	350,000	-	350,000	PAY-GO
Education	Buildings	MT Carmel School Purchase	2,700,000	-	2,700,000	BOND
Education	Buildings	School St School Purchase	2,000,000	-	2,000,000	BOND
Fiscal and Operational Excellence	Buildings	City Match for Green Repair Grant	4,000,000	-	4,000,000	BOND, UNEXPENDED BOND PROCEEDS
Fiscal and Operational Excellence	Technology	Metro E Network (VOIP)	236,113	-	236,113	PAY-GO, PRODUCTIVITY BANK
Fiscal and Operational Excellence	Vehicles	VRC - Vehicle Replacements	1,000,000	-	1,000,000	PAY-GO
Healthy Neighborhoods	Infrastructure	Demolition	150,000	-	150,000	PAY-GO
Healthy Neighborhoods	Land/Park/Fields	Hubbard Park	200,000	750,000	950,000	PAY-GO, GRANT
Public Safety	Buildings	Bondi's Island Landfill	1,000,000	-	1,000,000	BOND
Public Safety	Infrastructure	Emergency Disaster Funding	15,337,644	-	15,337,644	BOND
Public Safety	Equipment	Grant Match for Fire Radio Project	40,082	-	40,082	PAY-GO
Public Safety	Infrastructure	Indian Orchard Signal Project	562,848	300,000	862,848	PAY-GO, UNEXPENDED BOND FUNDS
Public Safety	Equipment	Jaws of Life for Ladder 1	43,500	-	43,500	PAY-GO
Public Safety	Infrastructure	Main St Sidewalk Replacements	238,850	-	238,850	PAY-GO
Public Safety	Equipment	Narrowbanding	2,175,000	-	2,175,000	PAY-GO, LEASE
Public Safety	Technology	Secondary Fire Dispatch Upgrade	150,000	350,000	500,000	PAY-GO
Public Safety	Infrastructure	Skywalk	889,180	-	889,180	PAY-GO, BOND
Public Safety	Buildings	Temporary Staging for Main Library	267,246	-	267,246	PAY-GO
Total FY13			62,787,060	129,596,203	192,383,263	

Economic Development

The Economic Development department is also involved with the revitalization of Union Station, a crucial project for the continued revitalization of the City of Springfield. The goal is to transform a long-vacant property into a sustainable transportation facility bolstering downtown redevelopment efforts. When completed, the historic downtown station will be transformed into the region's main transportation hub. It will provide connections for the continuation and expansion of services, including local, regional and intercity buses; Amtrak, commuter and high-speed passenger rail; and other ground-transportation services.

The Economic Development department has issued a Request for Proposal (RFP) for companies to apply for placement of solar panels on roofs of City-owned buildings. Savings in utilities generation and usage is expected.

The Department of Public Works (DPW) continues to make investments in the City's infrastructure. To date \$4,000,000 has been funded for the Boston Road corridor project for street improvements near a major shopping center. This will help attract national chain stores to the area.



Education

Most projects funded in the FY13 Capital Budget fall under Education. Three schools have experienced a major renovation or construction and two additional schools will be purchased instead of leased.

Brookings Elementary was destroyed by the June 1st tornado and deemed unusable. Students were put in temporary school buildings while the school is completely rebuilt across the street from the original building. Dryden Elementary also experienced damage from the June 1st tornado with one wing destroyed. This wing will be rebuilt while the students are in the remaining sections of the building and temporary building. The MSBA has signed a Project Financial Agreement for 80% reimbursement and has verbally committed to 100% reimbursement. Should the City receive 100% reimbursement, this will free up its debt capacity and provide additional funding for other projects.

Central High was selected by the MSBA to partake in the MSBA's High School Science Lab Initiative. MSBA is utilizing the remaining allocation of Qualified School Construction Bond proceeds to provide the \$60 Million Science Lab Initiative.

The City is currently leasing two school buildings from the Dioceses of Springfield with options to buy in FY13. Lease costs outweigh purchase costs and therefore the City plans to purchase these buildings this fiscal year. By purchasing the buildings, the City will not have to pay lease payments and amortize costs over a twenty year period.

Fiscal and Operational Excellence

The IT department has been working on Voice over Internet Protocol (VoIP) where delivery of voice communications and multimedia sessions over Internet Protocol (IP) networks, such as the Internet and telephone services are provided. The VoIP project will require ordering, testing and implementation of phones, switchgears and routine maintenance which will be funded as savings allows.

City-wide vehicle purchases have been made by the Department of Public Works (DPW) in an effort to update the City's aging fleet and realize savings in maintenance costs. Purchases were made for new Police Department cruisers and 20 new passenger cars that will be used by several departments. Capitalizing on low interest rates, another nine vehicles were also leased.

Healthy Neighborhoods

In an effort to stabilize neighborhoods, particularly in critical neighborhoods, the Community Development Department has made continued efforts in the areas of redevelopment of abandoned/vacant homes, homebuyer down payment incentives and demolition of blighted residential structures. They have also worked with receivers to take control of residential properties and target proactive code enforcement. They have board and secured vacant homes, acquired and disposed of tax-foreclosed residential properties and rehabilitated historic properties and cleaned up lots including graffiti removal.



The Department of Capital Asset Construction (DCAC) was awarded a grant to renovate Hubbard Park, a community-wide asset which will be enhanced with A.D.A accessibility, path systems, picnic areas, improved drainage, enhanced ball fields, environmental signage, improved tennis and basketball courts in addition to traffic safety enhancements.

Public Safety

Recently the Dispatch and Police Department worked in collaboration to meet the Federal Communications Commission (FCC) mandate where by January 1, 2013, all public safety land mobile radio systems operating in the 150-174 MHz and 421-470 MHz bands must cease using 25 kHz efficiency technology and begin using at least 12.5 kHz efficiency technology. The project comprised of handling all radios at Fire, Police, Dispatch and DPW and updating the frequency they run on as well as the tower and mobile radios. This increases public safety personnel's ability to communicate using more efficient radio communications throughout the City.

The Fire and Dispatch Department also collaborated with the State to upgrade the City's secondary dispatch center at the Fire Department to create a fully redundant Dispatch Center in the event the Police Department's main dispatch center is compromised. Upgrades included new wiring, UPCs and computers.

The DPW in conjunction with the Economic Development Department is working together to update the traffic flow on Main and Myrtle Streets in the City's Indian Orchard section. The project will add a light at this intersection for better traffic flow and increased public safety. The project is funded from Ch90, Pay-Go and Unexpended Bond Proceeds.

The Department of Environmental Protection (DEP) has required the City to submit an updated itemized cost of closure and post-closure for its landfill. It also required the City to fund a Financial Assurance Mechanism (FAM) to ensure the owner of the landfill, the City, has adequate funding available to close it. The City authorized \$4.9M for the FAM and will be using \$1M of it to close two cells this year.

PROJECTED FY13 CAPITAL PROJECTS

Armory Funding

The Springfield Armory was destroyed by the June 1st tornado. Erected in 1895, the Armory was active until the end of World War II, and most recently housed a neighborhood community center. The Armory was deemed too costly to rebuild and therefore the City, working with FEMA and MEMA, is planning to use awarded funds for alternative projects that would benefit the entire community. The City is currently examining potential projects in its Priority A list that would best meet the needs of the community.



CDBG-Disaster Recovery

The *Disaster Relief Appropriations Act of 2013*, signed into law by President Obama on January 29th, included \$16 billion in CDBG-Disaster Recovery funding (CDBG-DR). Eight days later, the U.S. Department of Housing and Urban Development (HUD) announced a first round of aid totaling \$5.4 billion for five states including the City of New York all impacted by Hurricane Sandy. HUD will announce additional allocations throughout the year based upon the level of remaining needs to help other states and local communities impacted by natural disasters in 2011-2013. This grant, part of \$514 million allocated among nine states, is provided through HUD’s *Community Development Block Grant (CDBG) Program* to support long-term disaster recovery efforts in areas with the greatest extent of ‘unmet need’. Just recently the City received word from HUD that it would be receiving over \$21 million for long-term disaster recovery costs caused by the severe storms in 2011. The City is currently working on an action plan which incorporates the Rebuild Springfield Plan in order to prioritize the necessary projects for a successful rebuilding effort.

Together these two funding sources are bringing in over \$40 million in revenue for capital projects to the City. Below is a sample of projects the City could potentially fund using these resources.

Emergency Funding Projects
South End Community Center
Senior Center
Camp Angelina
Roofs for Solar Panels
Purchase Mt Carmel School
Purchase School St School
Demolitions
Roads and Sidewalks (or Central Street or 6 Corners)
Boston Road
Skybridge
City Dams
50 East St Renovations
Tapley St Buildout (CityHall Backup)
ECOS

South End Community Center – The City wants to rebuild the South End Community Center to have a public location where members of the community can have a safe place to gather for group activities, social support, public information, and other purposes.



Senior Center – The City wants to build a new senior center to provide a welcoming place for all seniors, their families and caregivers, elder service providers and the community at large.

Camp Angelina – The City wants to contribute to the renovation efforts for an inclusive camp which provides recreational opportunities for all children and young adults, particularly those with physical disabilities, developmental delays, learning and emotional disabilities, medical concerns, and hearing and visual impairments.

Roofs for Solar Panels – The Economic Development department has issued a Request for Proposal (RFP) for companies to apply for placement of solar panels on roofs of City-owned buildings. Savings in utilities generation and usage is expected.

Purchase Mt Carmel and School Street Schools – Lease agreements are legally funded by the School Department for the first three years of the agreement. The leases for these two schools are in the fourth year and the City has determined it would be more cost effective to purchase these buildings.

Demolitions – The City would like to fund more demolitions to help fight blight especially in areas affected by the tornado.

Roads/ Boston Road and Sidewalks – The City would like to fund improvements in its infrastructure especially in key areas that would help drive economic development. These repairs were deferred in years past due to budgetary constraints and will help drive national chain stores to specific areas.

Skybridge – The City is working with the ADA to ensure access to the riverfront is available for those with disabilities. Currently there is access but the elevator continues to be problematic so the City has come up with a plan to build a ramp in place of the elevator.

City Dams – There are several dams throughout the City that have been neglected in their maintenance and need to be updated.

50 East Street – In addition to the Pearl Street location the Police Department is in need of space for its evidence, training academy, Juvenile and Youth division and Ordinance Division. This would consolidate several divisions into one building reducing lease payments and allowing the divisions to be more efficient.

Tapley Street build out – The second floor of the City’s Tapley Street public works location can be built out to become the City’s backup center for emergencies and data warehousing along with office space. This will consolidate private leases the City is paying for currently.

ECOS - The City in collaboration with the School Department would like to update its Environmental Center for our Schools (ECOS) building by completing a massive renovation



including an energy-efficient structure, a model ‘green’ facility complete with solar panels and new technology.

PROPOSED FY14 CAPITAL BUDGET

In November of 2012, the Capital Improvement Committee convened its first planning meeting to evaluate the City’s obligation for the tornado and snowstorm emergencies, its expected reimbursement from FEMA and the projected debt capacity remaining. The most recent submissions were reviewed and priorities and departmental ratings were validated. Based on this meeting a list of priority projects was developed and reviewed by the Committee for approval. Once debt capacity becomes available to address some of the need, the below list of the “Priority A” projects or those projects with the highest scores based on the Committee’s evaluation, will be funded. Options for funding these priorities will include:

- Use of leftover FY12 Pay-As-You-Go Capital funds
- Use of leftover FY13 Pay-As-You-Go Capital funds
- Use of FY14 Pay-As-You-Go Capital funds
- Use of Unexpended Bond Proceeds
- FY14 bond issuance / Bond Anticipation Notes Issuance
- Grants funds

At the present time, the City is expected to issue additional debt for FY13 and FY14 based on the debt affordability analysis conducted in February 2013 and included in Appendix D of this document. In addition, the City will aggressively pursue other sources and continue to examine the feasibility of selling Bond Anticipation Notes (BANs) or internally financing critical projects for the next year or two at the same time the City sells bonds.



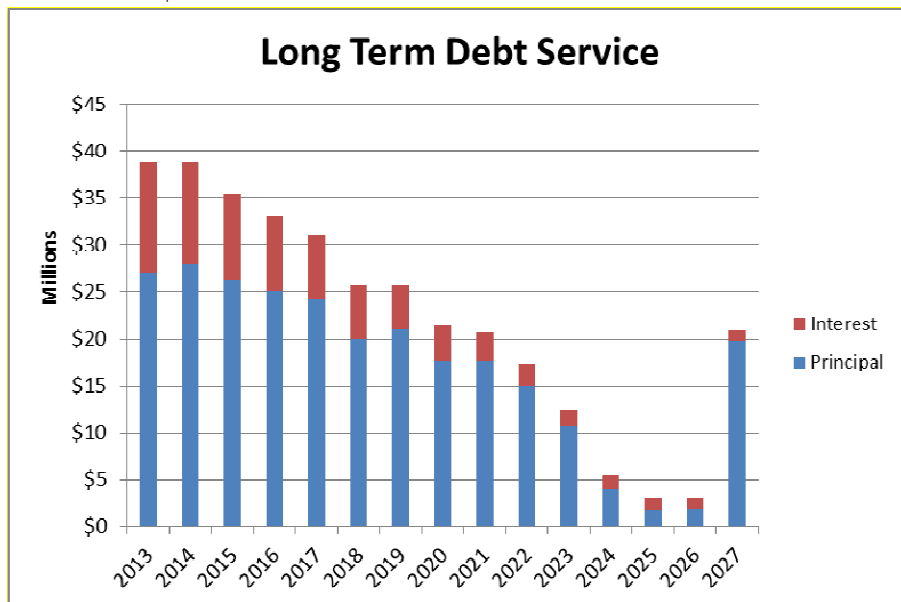
DEBT AFFORDABILITY ANALYSIS

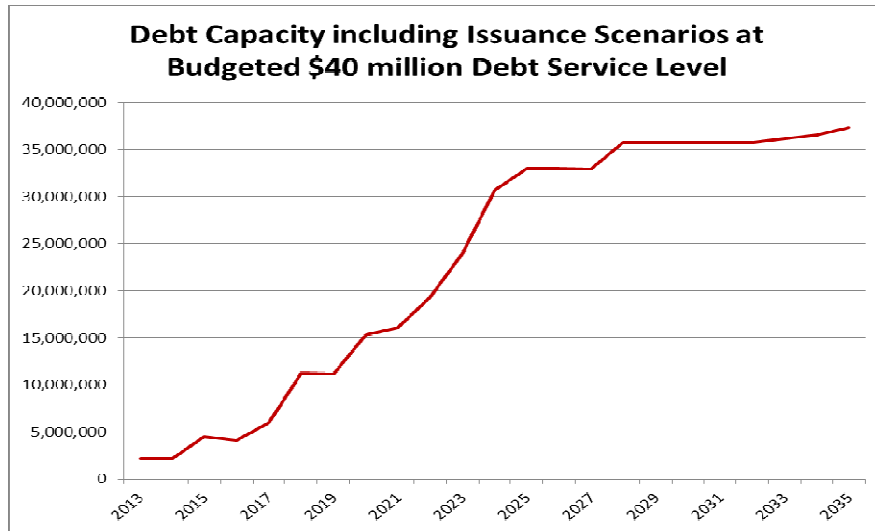
The City will publish a Debt Affordability Analysis in 2013 to illustrate the factors used to evaluate our ability to afford new debt. In recent years, the City has made a concerted effort to restructure its debt for the purposes of increasing the capacity for future debt issuances and preventing dramatic increases in future debt payments. This has also helped reduce the risk of back-loading future debt and to reduce the total cost of interest payments.

Currently, the City has a gross debt liability of \$333.1 million including principal and interest. This does not include, however, the City’s reimbursement from the Massachusetts School Building Authority and rebates from the water and sewer bond issuances. When these funds are added to the total debt liability, the net debt equals \$224.2 million. Net debt is the City’s true debt liability after reimbursements and rebates from debt issuances.

Based on the analysis included in the Debt Affordability report (full report in Appendix D), the City is in a solid debt position but can improve its standing even more. By doing this, the City can lower the debt per total income and debt per capita. These metrics are important when comparing Springfield’s debt to other municipalities. The City should also look to strategically use pay-as-you-go capital, capital reserve fund, and the stabilization reserve fund in order to address some of the City’s infrastructure, building, and vehicle needs without adding debt and the associated debt service payments.

In 2013 Springfield plans to issue \$30 million in BANs or bonds to continue efforts to update its infrastructure and for permanent funding needed for previously issued BANs. Capitalizing on its decreasing debt schedule, in 2014, Springfield plans to go out to bond for \$20 million, alleviating almost half of its highest priority requests. These issuances do not have an effect on the City’s operation or operating budget as the City has entered a declining debt schedule resulting in over \$2 million in FY2013 and another \$2 million FY2014 of debt service capacity compared to its annual budgeted level of \$40 million.







APPENDIX A: PROPOSED FY14 CAPITAL BUDGET PROJECTS

Once this City completes its review of the operating budget, it will determine what next steps should be taken to address the capital needs discussed in this report. Consideration of new bonds, Bond Anticipation Notes, Grants and Pay-Go capital funds will all be reviewed.



APPENDIX B: CAPITAL IMPROVEMENT PROCESS

CAPITAL IMPROVEMENT PROCESS

Departments submit capital requests to the Finance Department electronically along with necessary supporting documentation (See Appendix A for a summary of requested projects). Requests are captured in a database maintained by the Finance Department and are reviewed by the Capital Improvement Committee. This process is required by City ordinance and is consistent with best practices regarding capital investment.

Database Requirements - All capital requests are submitted in electronic format and include the following information:

- Project Category
- Project Type
- Priority placed by Requesting Department
- Estimated Project Cost
- Proposed Funding Sources
- Project Description
- Project Urgency
- Project Benefits
- Fiscal Impact
- Legal Obligations
- Public Service Impact
- Description of the Project's Prior Phases Completed

Categories - Capital projects are categorized into one of seven categories:

- Building – This includes acquisition, replacement, renovation, and addition to, construction or long-term lease of a building or a major component thereof.
- Infrastructure – This category includes roadwork, sidewalks, traffic signals, drainage systems and other improvements of a lasting nature that are not building structures.
- Equipment (Vehicular) – This includes equipment capable of self-propulsion from one location to another.
- Equipment (Other) – This includes all other equipment that meets the definition of a capital project item but is not capable of self-propulsion.
- Land/Parks/Fields - This category includes the acquisition, replacement, renovation, addition to, construction or long-term lease of parks and playing fields. If the acquisition of land is associated with the acquisition of a building or an infrastructure project, the project would be categorized in those respective categories.
- Technology – This category includes all purchases that meet the definition of a capital item in the area of technology such as computers, digital copiers, printers, telephone systems and software programs.
- Salary – This category includes salary for staff associated with a specific project and helps to determine what, if any, operating costs are included in the project plan.

Types - Each project is further classified into one of five different types of projects:



- New – The purchase, acquisition or construction of new capital, as distinct from the purchase of new capital items to replace existing capital.
- Reconstruction/Replacement – The substantial reconstruction or replacement of a capital asset, such as a street, building or a piece of capital equipment. This may entail the demolition of an existing asset or the abandonment of an asset and the construction or acquisition of a new asset to replace it.
- Demolition – This includes commercial and residential building demolition.
- Major Repair/Renovation – Large-scale renovations and repairs to capital assets, such as building system replacements, equipment overhauls and other items intended to extend the useful life of an existing capital asset.
- Repair – Smaller scale capital repairs that extend the useful life of a capital asset.

Capital Improvement Committee - The Capital Improvement Committee is responsible for identifying and prioritizing the City's needs and coordinating them with the operating budget. The Committee is comprised of the Chief Administrative and Finance Officer, the Director of Finance, the Director of Public Works, the Director of Parks, Buildings and Recreation, the Director of the City's Capital Asset Construction Department and the Director of Economic Development and Planning for the City and a representative of the City Council. Any member who has an interest in any item before the committee must recuse him or herself from deliberations on that item. For the FY12 planning process the Committee members included:

- Acting CAFO – Timothy J Plante
- Budget Director - LeeAnn Pasquini
- Public Works Director – Allen Chwalek
- PBRM Director – Patrick Sullivan
- Capital Asset Construction Director – Rita Coppola
- Planning and Economic Development Director – Kevin Kennedy
- City Council Representative – Timothy Rooke

The Capital Improvement Committee reviews each submission. After appropriate review and consideration, the committee establishes project priorities given quantitative measures of need and justification as established by the rating department and reviewed by the committee.

Criteria - Each project is ranked on six criteria:

- Overall fiscal impact - Will the project bring in additional revenue or will it cost additional money to operate? Are their funding sources other than the general fund for this project?
- Legal obligations – Does the project improve compliance with federal law, state law, or local ordinance?
- Impacts on service to the public - Will residents receive better service if the project is conducted? Will it address a public health, safety, accreditation or maintenance need?
- Urgency of maintenance needs - Is the asset currently broken and in need of immediate replacement?



- Prior phases - If the project is a multiyear project, have prior phases been previously conducted?
- Department priority – What priority does the department place on the projects based on the departmental mission, goals and objectives.

Each criterion above receives a different weight as seen in Appendix B. Each project is assigned to one of four priority levels based on the overall weighted score.

The capital plan is intended to be a fluid document that will be subject to change each year as priorities change and additional information becomes available. All final requests approved by the Capital Improvement Committee will be submitted for final review and approval to the Mayor and the City Council.



APPENDIX C: RATING CRITERIA

CITY OF SPRINGFIELD PROJECT REQUEST RATING SHEET DESCRIPTION OF RATING CRITERIA AND SCALES

CRITERIA A- OVERALL FISCAL IMPACT

Weight: 4

Rationale: Limited resources exist for competing projects. This requires that each project’s full impact on the City’s budget be considered in rating and evaluating projects. Projects that are self-funded or have a large proportion of external funding will receive higher ratings than those that do not, as these projects have less impact on the funding portion of our capital budget.

Considerations: Ratings for this factor will consider these major points:

- A. Capital cost of the project relative to all other project requests.
- B. Impact of the project on City operating costs and personnel levels.
- C. Whether the project requires City appropriation or is funded from agency, grant funds, matching funds or generated revenue.
- D. Impact on the City’s tax revenue or fee revenue.
- E. Will external funding be lost should the project be delayed?

Illustrative Ratings:

- 5- Project requires less than 10% City funding.
- 4- Project requires less than 50% City funding.
- 3- Project requires more than 50% City funding, decreases operating costs and increases City revenues.
- 2- Project requires more than 50% City funding, increases operating costs and increases City revenues.
- 1- Project requires more than 50% City funding, decreases operating costs and decreases City revenues.
- 0- Project requires more than 50% City funding, increases operating costs and decreases City revenues.

Note: Projects which do not impact either revenues or operating costs will receive the score of a project that is more favorable in the category (for revenue, the score will be the “increasing revenue” score and for costs, the “decreasing costs” score). This score will then be reduced by 0.5 to reflect the lack of actual increase in revenue or decrease in costs.



CRITERIA B- LEGAL OBLIGATIONS AND COMPLIANCE

Weight: 4

Rationale: Some projects are essentially mandatory due to court orders, federal mandates, or state laws that require their completion. These projects should receive higher consideration than those which are considered discretionary. Criteria B evaluates both the severity of the mandate and the degree of adherence to state and federal laws.

Considerations: Ratings for this factor will consider these major points:

- A. Whether the City is under direct court order to complete this project.
- B. Whether the project is needed to meet requirements of federal or state legislation.

Illustrative Ratings:

- 5- City or Department is currently under court order to take action.
- 4- Project is necessary to meet existing state and federal requirements.
- 3- Legislation is under discussion that would require the project in future.
- 2- There is no legal or court order or other requirement to conduct the project.
- 1- Project requires change in state or law to proceed.
- 0- Project requires change in federal or law to proceed.

CRITERIA C-IMPACT ON SERVICE TO THE PUBLIC

Weight: 3

Rationale: Consideration will be given to capital projects that address health, safety, accreditation or maintenance issues as well as those that improve the services provided by a department. Service is broadly defined, as are the City's objectives in meeting the health, safety or accreditation needs of our residents and/or improved operations of an existing department.

Considerations: Ratings for this factor will consider these major points:

- A. Whether the service is already being provided by existing agencies.
- B. Whether the project has immediate impact on service, health, safety, accreditation or maintenance needs.
- C. Whether the project focuses on a service that is currently a "high priority" public need.

Illustrative Ratings:

- 5- The service itself addresses an immediate public health, safety, accreditation, or maintenance need.
- 4- Service is improved and addresses a public health, safety, accreditation, or maintenance need.
- 3- Service is greatly improved.
- 2- Service is improved.
- 1- Service is minimally improved and addresses a public health, safety, accreditation, or maintenance need.
- 0- Service is minimally improved.



CRITERIA D- URGENCY OF MAINTENANCE NEEDS

Weight: 3

Rationale: The City’s most immediate goal in both capital and operating finance is to maintain current service levels for our citizens, businesses and visitors. Capital projects that are essential to maintain services, protect investments, or restore service that have been interrupted due to failure of capital assets will receive the highest rating in this criterion.

Considerations: Ratings for this factor will consider these major points:

- A. Whether a service is currently interrupted.
- B. Whether the project as requested will result in full restoration of an interrupted service.
- C. Whether the project is the most cost-effective method of providing or maintaining a service.
- D. Where a service is not currently interrupted, the likelihood that it will be in the next five years if the project is not funded.
- E. Whether costs of the project will increase (beyond inflation) if the project is delayed.
- F. Whether the agency has prepared a comprehensive maintenance/rehabilitation/replacement schedule and the project is due under that schedule.

Illustrative Ratings:

- 5- Service is currently interrupted and the project will restore service in the most cost-effective manner possible.
- 4- Service is likely to be disrupted in a five-year horizon if the project is not funded.
- 3- The project is necessary to maintain an orderly schedule for maintenance and replacement.
- 2- The cost of the project will increase in future (beyond inflation) if it is delayed at this time.
- 1- There is a minor risk that costs will rise or service will be interrupted if the project is not funded.
- 0- There is no financial or service risk in delaying or not funding the project (e.g., the project is new and has no impact on current service).

CRITERIA E - PRIOR PHASES

Weight: 2

Rationale: Some projects are developed in phases due to their complexity or size. In such cases, the need has already been established by a prior commitment of funding. Therefore, continuation of the project will be given higher consideration.

Considerations: Ratings for this factor will consider these major points:

- A. Whether the project has received prior funds.
- B. Whether the project requires additional funding to be operational.



Illustrative Ratings:

- 5- All but the final phase has been fully funded.
- 4- Multiple phases have been fully funded.
- 3- Multiple phases have been partially funded.
- 2- The first phase has been fully funded.
- 1- The first phase has been partially funded.
- 0- No prior phases have been funded or partially funded.

CRITERIA F – DEPARTMENTAL PRIORITY

Weight: 2

Rationale: Departments are expected to provide an indication of which projects are most important to their mission.

Considerations: Ratings for this factor will consider these major points:

- A. Departmental ranking of each individual project.
- B. The total number of project requests that are submitted by a department.

Illustrative Ratings:

- 5- The project is within the top 20% of departmentally ranked project requests (81% to 100%).
- 4- The project is within the next 20% of projects (61% to 80%).
- 3- The project is within the next 20% of projects (41% to 60%).
- 2- The project is within the next 20% of projects (21% to 40%).
- 1- The project is within the bottom 20% of ranked projects (0% to 20%).

Capital Improvement Plan FY14-FY18
Capital Project Requests by Department Priority
Updated as of 3-29-13

Priority A

Priority	Department	Project Summary	Partial/ Funded	Total Rating	Total Cost FY14- FY18	2012 Funded	2013 Funded	Funded Sources	2014	2015	2016	2017	2018
A	DCAC	ELIAS BROOKINGS - SCHOOL REBUILD		84	-	613,831	27,385,000	FEMA, MSBA	-	-	-	-	-
A	DCAC	DRYDEN - REPAIRS AND REBUILDING		84	-	1,000,000	15,247,142	FEMA, MSBA	-	-	-	-	-
A	DCAC	PUTNAM VOC - SOIL CONTAMINATION&DENTAL CLINIC	F	81	-	120,000	1,400,000	Putnam Bond	-	-	-	-	-
A	ECO DEV	UNION STATION	P	81	74,218,490	-	3,834,389	Grants and City Match	74,218,490	-	-	-	-
A	DCAC	SKYWALK	P	80	-	-	678,030	PAY-GO FY13	-	-	-	-	-
A	DCAC	SECC - EARMARK		79	25,000,000	-	-	-	25,000,000	-	-	-	-
A	FACILITIES	CITY HALL - BOILER PLANT		77	2,000,000	-	-	-	750,000	625,000	625,000	-	-
A	ECO DEV	COURT SQUARE REDEVELOPMENT -SHEAN BLOCK ACQUISITION	P	76	26,011,390	420,000	-	State Grant	3,711,390	22,300,000	-	-	-
A	DCAC	FOREST PARK - PORTER LAKE SKATEHOUSE RENOVATIONS (ECOS)	P	76	-	95,000	2,547,923	PAY-GO FY12/Potential Bond	-	-	-	-	-
A	DISPATCH	Back-up 911 Center Upgrade	P	76	-	10,262	150,000	PAY-GO FY13	-	-	-	-	-
A	FIRE	JAWS OF LIFE	F	76	-	-	43,500	PAY-GO FY13	-	-	-	-	-
A	DCAC	SCHOOL PROPERTY CONDITION ASSESSMENTS	P	75	300,000	-	500,000	Police & Fire Design Bond and Pay-Go FY12	75,000	75,000	75,000	-	75,000
A	DCAC	POLICE STATION - ELECTRICAL UPGRADES PHASE III	F	75	-	474,280	-	OLD BOND FUNDS	-	-	-	-	-
A	LIBRARY	CENTRAL LIBRARY - ADA Handicap Ramp	F	75	-	267,000	-	SNOW AND ICE FUND	-	-	-	-	-
A	DCAC	BUSINESS CONTINUITY PLAN - PHASE 1- DPW GEN UPRGRAD	P	74	1,450,000	-	50,000	-	1,450,000	-	-	-	-
A	ECO DEV	DEMOLITION OF ABANDONED RESIDENTIAL BUILDINGS	P	74	12,000,000	-	-	-	3,000,000	3,000,000	2,000,000	2,000,000	2,000,000
A	DPW	ROAD RESURFACING AND SIDEWALK CONSTRUCTION	P	74	18,350,000	-	2,800,000	PAY-GO FY13/CH90	10,850,000	4,500,000	3,000,000	-	-
A	FACILITIES	SCHOOLS - SAFETYCAMERAS	P	73	2,828,391	1,296,609	-	School Budget	2,828,391	-	-	-	-
A	DCAC	SENIOR CENTER	P	73	10,090,000	348,430	356,000	PAY-GO FY12/OLD BOND FUNDS	-	-	-	-	90,000
A	DISPATCH	CITYWIDE NARROWBANDING REQUIREMENT	F	73	-	-	175,000	PAY-GO FY13	-	10,000,000	-	-	-
A	DPW	BONDI'S ISLAND LANDFILL CLOSURE		73	2,500,000	-	500,000	BOND	500,000	500,000	500,000	500,000	500,000
A	POLICE	50 EAST STREET		73	5,000,000	-	-	-	5,000,000	-	-	-	-
A	ECO DEV	ROOFS FOR SOLAR PANELS		73	1,200,000	-	-	-	1,200,000	-	-	-	-
A	DPW	PRIVATE WAYS - RESURFACING		73	1,500,000	-	-	-	300,000	300,000	300,000	300,000	300,000
A	PARKS	CAMP STAR ANGELINA RENOVATIONS		73	-	-	-	Grant	900,000	1,600,000	-	-	-
A	DPW	NORTH END LIGHTING	F	72	-	129,442	-	PAY-GO FY12	-	-	-	-	-
A	DCAC	CENTRAL HIGH EXPANSION	P	72	32,081,901	250,000	250,000	OLD BOND FUNDS, MSBA 80%	32,081,901	-	-	-	-
A	FACILITIES	PURCHASE MT CARMEL BUILDING		71	2,700,000	-	-	-	2,700,000	-	-	-	-
A	FACILITIES	PURCHASE SCHOOL ST BUILDING		71	975,000	-	-	-	975,000	-	-	-	-
A	FACILITIES	ESCO PHASE 2		71	15,000,000	-	-	-	15,000,000	-	-	-	-
A	DCAC	CITY DAMS		70	3,000,000	-	-	-	1,000,000	1,000,000	1,000,000	-	-
A	DPW	INDIAN ORCHARD MILLS SIGNAL PROJECT	F	70	-	-	900,000	PAY-GO FY13, CH90, OLD BOND FUNDS	-	-	-	-	-
A	DPW	City-wide Vehicles Replacement Project - Non-Public Safety	P	70	1,280,647	426,616	450,000	PAY-GO FY12	1,280,647	-	-	-	-
A	DISPATCH	Radio Console replacement/upgrade to Digital	F	70	-	-	1,800,000	FINANCING	-	-	-	-	-
A	FACILITIES	MSBA MATCH		70	25,000,000	2,000,000	-	-	5,000,000	5,000,000	5,000,000	5,000,000	5,000,000
A	DPW	SOUTHBRANCH PKWY GUARDRAIL	F	70	-	-	100,000	CH90	-	-	-	-	-
A	DPW	BOSTON ROAD	P	70	-	-	4,000,000	BOND	-	-	-	-	-
A		Total Priority A			262,485,819	7,451,470	59,166,984		187,820,819	48,900,000	12,500,000	7,800,000	7,965,000

Priority B

Priority	Department	Project Summary	Partial/ Funded	Total Rating	Total Cost FY14- FY18	2012 Funded	2013 Funded	Funded Sources	2014	2015	2016	2017	2018
B	SCHOOL	SCHOOL TECHNOLOGY	P	69	11,873,154	4,360,816	5,284,128	School Budget	5,910,276	5,962,878	-	-	-
B	FACILITIES	SCHOOLS - ELECTRICAL WORK TO SUPPORT ERATE	P	67	1,375,000	1,375,000	1,375,000	MSBA 80%	1,375,000	-	-	-	-
B	POLICE	RENOVATION OF POLICE DEPARTMENT FACILITY		67	19,698,363	-	-	-	6,000,000	6,000,000	6,000,000	1,698,363	-
B	DPW	CITY OWNED BRIDGE MAINTENANCE AND REPAIRS		66	600,000	-	-	-	200,000	200,000	200,000	-	-
B	DCAC	IT Cooling System Replacement (Damaged by Tornado)	F	65	-	161,930	-	FEMA, FY12 Pay-Go	-	-	-	-	-
B	FACILITIES	HOMER - BATHROOM REPLACEMENT		65	650,000	-	-	-	650,000	-	-	-	-
B	FACILITIES	WASHINGTON - BATHROOM REPLACEMENT		65	250,000	-	-	-	250,000	-	-	-	-
B	FACILITIES	WALSH - ELECTRICAL FPE PANEL REPLACEMENT		65	150,000	-	-	-	-	150,000	-	-	-

Capital Improvement Plan FY14-FY18
Capital Project Requests by Department Priority
Updated as of 3-29-13

Priority	Department	Project Summary	Total Cost FY14-FY18	2012 Funded	2013 Funded	2014	2015	2016	2017	2018
C	FIRE	ENGINE REPLACEMENT, ENGINE 3	610,000	-	-	-	-	610,000	-	-
C	LIBRARY	PINE POINT - REPLACE HVAC SYSTEM	300,000	-	-	150,000	-	150,000	-	-
C	LIBRARY	CENTRAL LIBRARY - WINDOW REPLACEMENT	200,000	-	-	200,000	-	-	-	-
C	LIBRARY	CENTRAL LIBRARY - ROOF REPLACEMENT	90,000	-	-	90,000	-	-	-	-
C	LIBRARY	CENTRAL LIBRARY - OUTDOOR LIFT	25,000	-	-	25,000	-	-	-	-
C	PARKS	FOREST PARK PLAYGROUND EQUIPMENT	125,000	-	-	-	-	-	-	-
C	FACILITIES	BRIDGE - FLOOR TILE REPLACEMENT	50,000	-	-	50,000	-	-	-	-
C	FACILITIES	JOHNSON - WINDOW HARDWARE	25,000	-	-	25,000	-	-	-	-
C	FACILITIES	WALSH - TRAFFIC ROUTE REPAIR BUS DROPOFF	150,000	-	-	150,000	-	-	-	-
C	PARKS	JAIME ULLOA PARK IMPROVEMENTS	300,000	-	-	-	300,000	-	-	-
C	PARKS	DAVINCI PARK IMPROVEMENTS	150,000	-	-	-	150,000	-	-	-
C	PARKS	MERRICK PARK PEDESTRIAN WALKWAYS	275,000	-	-	275,000	-	-	-	-
C	FACILITIES	WARNER - DRYWELLS BY FRONT AND BACK	30,000	-	-	30,000	-	-	-	-
C	POLICE	REPLACE COMM 1	1,000,000	-	-	1,000,000	-	-	-	-
C	FIRE	HQ/16A APRON (CONCRETE) AND PARKING LOT REPAIRS	200,000	-	-	200,000	-	-	-	-
C	PARKS	RIVERFRONT PARK MASTER PLAN	3,000,000	-	-	3,000,000	-	-	-	-
C	PARKS	CITY WIDE TENNIS COURT IMPROVEMENTS	250,000	-	-	150,000	100,000	-	-	-
C	PARKS	BARNEY MAUSOLEUM	1,500,000	-	-	-	1,500,000	-	-	-
		Total Priority C	112,258,828	1,200,000	4,436,350	87,519,078	18,888,375	4,933,375		918,000

Priority	Department	Project Summary	Total Cost FY14-FY18	2012 Funded	2013 Funded	2014	2015	2016	2017	2018
D	LIBRARY	PINE POINT - FIRE ALARM SYSTEM	40,000	-	-	40,000	-	-	-	-
D	LIBRARY	FOREST PARK - EXTERIOR SECURITY SYSTEM WITH CAMERAS	13,000	-	-	13,000	-	-	-	-
D	LIBRARY	CENTRAL LIBRARY - REPLACE LIGHTING IN ROTUNDA	50,000	-	-	50,000	-	-	-	-
D	LIBRARY	FOREST PARK - FIRE ALARM SYSTEMS	40,000	-	-	40,000	-	-	-	-
D	LIBRARY	EAST SPFLD - FIRE ALARM SYSTEMS	40,000	-	-	40,000	-	-	-	-
D	LIBRARY	LIBERTY - FIRE ALARM SYSTEMS	40,000	-	-	40,000	-	-	-	-
D	LIBRARY	EAST SPFLD - EXTERIOR SECURITY SYSTEM WITH CAMERAS	13,000	-	-	13,000	-	-	-	-
D	LIBRARY	LIBERTY - EXTERIOR SECURITY SYSTEM WITH CAMERAS	13,000	-	-	13,000	-	-	-	-
D	LIBRARY	PINE POINT - EXTERIOR SECURITY SYSTEM WITH CAMERAS	13,000	-	-	13,000	-	-	-	-
D	PARKS	COTTAGE HILL PARK	450,000	-	-	-	450,000	-	-	-
D	PARKS	FIVE MILE POND PARK COVE DREDGING	1,500,000	-	-	-	1,500,000	-	-	-
D	IT	SCANNING ARCHIVAL DOCUMENTS FOR ELECTRONIC STORAGE	475,000	-	-	225,000	250,000	-	-	-
D	FACILITIES	BOWLES - FLOOR TILE REPLACEMENT	60,000	-	60,000	-	-	-	-	-
D	FACILITIES	BRUNTON - CARPET	40,197	-	84,000	-	-	-	-	-
D	FACILITIES	MILTON BRADLEY - REPAIR PIPING	200,000	-	-	200,000	-	-	-	-
D	FACILITIES	POTTENGER - REPAVE PARKING LOT/SIDEWALK	150,000	-	-	150,000	-	-	-	-
D	FACILITIES	ELLS - REDESIGN PARKING LOT ISLAND	25,000	-	25,000	-	-	-	-	-
D	LIBRARY	LIBERTY - NEW PARKING LOT	75,000	-	-	-	75,000	-	-	-
D	LIBRARY	FOREST PARK - WINDOW REPLACEMENT	85,000	-	-	150,000	85,000	-	-	-
D	LIBRARY	CENTRAL LIBRARY - PAVE ADJACENT PARKING LOT	150,000	-	-	650,000	-	-	-	-
D	LIBRARY	CENTRAL LIBRARY - AIR CONDITIONING	650,000	-	-	-	-	-	-	-
D	LIBRARY	EAST SPFLD - WINDOW REPLACEMENT	65,000	-	-	-	65,000	-	-	-
D	LIBRARY	LIBERTY - WINDOW REPLACEMENT	100,000	-	-	-	100,000	-	-	-
D	FACILITIES	TALMADGE - REPAVE PARKING LOT	80,000	-	-	80,000	-	-	-	-
D	POLICE	POLICE CRUISER REPLACEMENTS (30/YEAR)	5,010,000	575,000	-	2,850,000	1,080,000	1,080,000	-	-
D	POLICE	POLICE - SHOT SPOTTER	1,082,000	-	-	764,000	164,000	164,000	-	-
D	PARKS	CITY WIDE BASKETBALL COURT IMPROVEMENTS	300,000	-	-	150,000	150,000	-	-	-
D	PARKS	SOLUTIA PARK	1,200,000	-	-	-	1,200,000	-	-	-
D	PARKS	VAN HORN PARK	3,000,000	-	-	-	-	3,000,000	-	-
D	FACILITIES	CENTRAL HIGH - INTERIOR CLASSROOM DOORS	66,000	-	-	66,000	-	-	-	-
D	FACILITIES	HARRIS - ADD ADDITIONAL PARKING	100,000	-	-	-	-	100,000	-	-
D	LIBRARY	EAST SPFLD - REPLACE PHONE SYSTEM	5,000	-	-	5,000	-	-	-	-
D	LIBRARY	LIBERTY - REPLACE PHONE SYSTEM	5,000	-	-	5,000	-	-	-	-
D	LIBRARY	PINE POINT - REPLACE PHONE SYSTEM	5,000	-	-	5,000	-	-	-	-
D	LIBRARY	SIXTEEN ACRES - REPLACE PHONE SYSTEM	5,000	-	-	5,000	-	-	-	-

