

**TOWN OF SCITUATE**  
**ADVISORY COMMITTEE**



Report and Recommendations  
For  
**SPECIAL TOWN MEETING**

**DECEMBER 3, 2014**

**7:00 P.M.**

**HIGH SCHOOL GYMNASIUMS and**  
**AUDITORIUM**

This Report is furnished for your information.  
Please bring it to all sessions of Special Town Meeting.

## **REPORT OF THE ADVISORY COMMITTEE**

### **To The Voters of Scituate:**

In accordance with the Town of Scituate Bylaws, the Advisory Committee submits its Report to the voters. This report contains the complete warrant for the Special Town Meeting, which will convene on December 3, 2014.

Our forum is an Open Town Meeting, which has been described as the purest form of democracy. All registered voters are entitled to attend, ask questions, express their opinions, and vote on all matters.

This evening, the Board of Selectmen, will propose expenditures, for projects associated with the Master Plan as part of the towns effort to improve and make investment in building infrastructure. The 2014 Special Town Meeting places before the voters two (2) articles for your consideration.

We, the Advisory Committee, recommend on each; but only you will decide which articles pass, and which ones do not.

The Advisory Committee urges you to become an active meeting member. Voice your opinion and seek any clarification necessary to make an informed vote on these articles.

Respectfully submitted,

### **The Scituate Advisory Committee**

**Frank Judge, Chairman**  
**James Gilmore, Vice Chairman**  
**Anthony Antonello**  
**Geoffrey Burns**  
**Sean Delacy**  
**Lincoln Heineman**  
**Bob Nelson**  
**Mark Sandham**  
**Mike Westort**

## **TOWN MEETING RULES AND DEFINITIONS**

1. The conduct of Scituate's Town Meeting is bound by state law, the Town's Charter and By-laws, local tradition and the publication entitled, "Town Meeting Time".
2. The Moderator presides over the Town Meeting, decides all questions of order and procedure, and announces the results of all votes. The results of all votes when announced by the Moderator shall be final except on a voice vote that may be questioned by seven (7) voters standing immediately after the announced results of a vote. In such a case, a teller-counted vote shall be taken without debate.
3. Non-voters will be seated in a special section unless permission is granted by the Town Meeting to be seated elsewhere. Non-voters may be allowed to address the Town Meeting with permission of the Moderator unless a majority of voters choose to deny such a privilege.
4. Articles in the Warrant give notice of the issues subject to discussion at a Town Meeting and establish the parameters of matters that can be debated and acted on. Amendments, motions and/or debate determined by the Moderator, with the advice of Town Counsel, to be "beyond the scope" of the articles may not be permitted.
5. In order for the Town Meeting to act on or discuss an article, a motion must be made. The Moderator will call for a motion on each article and, if no motion is made after the second call, the Moderator will "pass over" the article and move on to the next Article. In order to bring back a "passed over" article for a motion and discussion, there must be an approved "motion for reconsideration".
6. Articles may be postponed by a majority vote or advanced by a 2/3 vote.
7. To address the Town Meeting, a speaker must be recognized by the Moderator and once recognized, a speaker should first give his or her name and address for the record. No speaker will be recognized while another person is speaking except to raise "a point of order," which is used to question a ruling of the Moderator or the conduct of Town Meeting. Points of order are not to address the subject matter being discussed.
8. All matters shall be decided by a majority vote unless a 2/3 or greater vote is required. If more than a majority vote is required, the Moderator shall announce the required percentage for passage before calling the vote.
9. The Moderator may set time limits on all presentations and may terminate debate on a motion when deemed appropriate. Debate on a motion may also be terminated by a voter "moving the question" which, if accepted by the Moderator as not being premature, shall be voted on without discussion or debate. A motion to "move the question" requires a 2/3 vote for passage.
10. Only two (2) amendments to a motion may be on the floor at any particular time. Amendments over six (6) words must be submitted to the Moderator in writing and, if over fifty (50) words,

sufficient copies must be available to those attending at the entrance of the hall before the start of that particular session.

11. Generally, amendments shall be voted on in the order made and prior to the vote on the motion to be amended. However, amendments relating to amounts to be appropriated shall be voted on in a descending order until an amount gains approval.

12. A motion may be reconsidered once for a compelling reason by a 2/3 vote. No further reconsideration will be permitted. There may be no reconsideration of a vote at a subsequent session of the Town Meeting.

13. A resolution is a non-debatable, non-binding motion on any matter calling for a consensus of the Town Meeting. A resolution must be related to the content of an article. If a resolution is over ten (10) words, it must be submitted to the Moderator in writing and, if over fifty (50) words, sufficient copies must be available at the entrance of the hall for those attending.

14. When justice or order requires, the Moderator may make exceptions to these rules, in his or her discretion, as is deemed appropriate under the circumstances.

## SPECIAL TOWN MEETING DECEMBER 3, 2014

### ARTICLE 1. New Public Safety Complex

To see if the Town will vote to transfer to the care, custody, management and control of the Board Selectmen from the School Committee , a parcel of land consisting of six acres more or less being a portion of Lot 1A on Assessor's Map 19 shown on a plan entitled "Division of Ellis Property December 1969" on file in the Town Hall at the Department of Public Works office, being a portion of the premises conveyed to the Town of Scituate by Henry W. Keyes, Trustee, under the will of J. Bailey Ellis, by deed dated June 12, 1969 and recorded at the Plymouth Registry of Deeds Book 3528, Page 768, for the purpose of constructing a public safety complex, provided however, that construction of such complex not commence within three years from the effective date of the transfer, said portion will revert to the care, custody and management of the School Committee, and further to raise and appropriate, borrow, or transfer from available funds, or otherwise provide the sum of \$16,200,000.00, or a greater or lesser sum, to be expended under the direction of the Scituate Building Commission, for the design, construction and furnishing of a new Public Safety Complex, housing police, fire and emergency operations, located at Route 3A Chief Justice Cushing Highway and Mann Lott Road, including all architectural, engineering, design, construction and professional fees, and any other costs incidental or related thereto; and to authorize the Treasurer, with the approval of the Board of Selectmen, to issue any bonds or notes that may be necessary for that purpose pursuant to Massachusetts General Laws Chapter 44 or any other enabling authority, and further that the Board of Selectmen is authorized to take any other action necessary to carry out this project provided, however, that this vote shall not take effect until the Town votes to exempt from the limitation on total taxes imposed by Massachusetts General Laws, Chapter 59, Section 21C (Proposition 2 ½) amounts required to pay the principal of and interest on the borrowing authorized by this vote, or take any other action relative thereto.

*Sponsored by: Board of Selectmen*

**Comments:** The purpose of this article is to fund a new Public Safety Complex. Currently, the Police and Fire stations are in two separate buildings and were constructed in 1952. This poses challenges with regard, but not limited to, serving the needs of a larger population, public accessibility, delays in ambulance phone routing, inadequate space, and response times for Minot, North Scituate and West End.

Many public meetings were held to review the proposed building which is before you tonight. There are also three videos which were produced and available through YouTube and Scituate Community TV. These meetings provided an opportunity to see the schematic design of the new building, ask questions and hear from emergency responders the day to day challenges being faced with the current facilities. There were also tours given of the police and fire stations so the public could see the challenges that are presented with the existing design.

An Owner's Project Manager (Daedalus) was hired as was an architectural firm (Dore and Whittier Assoc.) to design a solution to meet the safety needs of Scituate. Three locations were considered with regard to best locate a new Public Safety Complex which would contain, under one roof, fire and police services. They were 1) existing site, 2) Purple Dinosaur Park and 3) Ellis Estate, on the

corner of Rte. 3A and Mann Lot Road. The best location of the three was determined to be the Ellis Estate.

If this article is passed tonight, there will be a debt exclusion override ballot vote on January 10, 2015. This vote would allow the town to approve the appropriation of money in order to fund the new Public Safety Complex. If the ballot vote passes by a majority, construction bidding can begin. It is estimated construction could begin around October, 2015 and the new Public Safety building could be open by the end of 2016.

Total cost is \$16,200,000 with no MSBA type agency to provide major grants to offset cost.

#### Challenges with the current structure

- Built in 1952 to handle a population of 8,300 vs. 19,000 today
- Outdated, undersized and not equipped to provide the high level of service expected
- Does not meet current day state building codes
- Response times from Fire Dispatcher for ambulance service from cell phones are delayed because of the need for them to first be routed through State Police and then Scituate Police
- No private areas for residents to consult with Police
- Prisoners enter the Police Station through an unsecure area to an undersized booking area and out-of-code cells. These cells are not in compliance and could pose a liability to the town
- Fire apparatus area is dangerously small and used for multiple purposes
- Floor drains in Fire Station are blocked per DEP order
- Traffic pattern conflict with school buses and student vehicles when dispatching emergency equipment
- No training facility to accommodate the frequent need to assemble staff
- No separate female and male facilities at the Fire Station
- Cost prohibitive to bring both the Police and Fire stations up to State Building Codes

#### Benefits of a new structure

- Challenges referenced above will be addressed
- Modern and joint 911 Dispatch Center
- An Emergency Operations Center will improve the ability to manage increasing frequency of serious storms and other threats
- Reduce by two minutes the response time to West End, North Scituate and Minot
- Co-located dispatchers for both Police and Fire will be better able to respond to multiple emergencies and handle medical emergency calls
- Capability of running an ambulance
- Private interview rooms to assist families wishing to consult with Police
- Public and secure areas will be separated thereby increasing safety for all visitors
- Visitors' entrance will be located off Mann Lot Road and emergency vehicle entrance will be off Route 3A

## SCITUATE PROPOSED PUBLIC SAFETY FACILITY



SCHEMATIC DESIGN  
APRIL 14, 2014

## PROPOSED SCITUATE PUBLIC SAFETY FACILITY



FIRST FLOOR PLAN



SCHEMATIC DESIGN  
APRIL 14, 2014

Blue denotes police function, tan denotes fire function and yellow denotes shared emergency operations, training and triage functions.

**Recommendation:** The Advisory Committee recommends approval of this article.

**Advisory Committee Vote:** Advisory voted (8-1) in support of this article.

For the opposing view, one member felt that while the existing police and fire stations are in need of replacement, the Public Safety Complex project should not be considered concurrently with the middle school project, since the combined projects' resulting increase in property taxes could present financial challenges for residents living on fixed incomes.

## **ARTICLE 2. New Middle School**

To see if the Town will vote to appropriate, borrow or transfer from available funds \$75,000,000.00, or another sum of money, to be expended under the direction of the School Building Committee for the purpose of designing, constructing and equipping the Scituate Middle School, located at 606 Chief Justice Cushing Highway in Scituate, Massachusetts, and also for the purpose of designing, constructing and equipping a Scituate High School auditorium and the renovation of existing Scituate High School space, which school facility shall have an anticipated useful life as an educational facility for the instruction of school children of at least 50 years, and for which the Town may be eligible for a school construction grant from the Massachusetts School Building Authority ("MSBA"): provided that the portion of said amount of money that is expected to be expended for costs related to the design, construction and equipping of a Scituate High School auditorium and the renovation of existing Scituate High School space shall not be eligible for MSBA grant funding and shall be the sole responsibility of the Town. The Town acknowledges that the MSBA's grant program is a non-entitlement, discretionary program based on need, as determined by the MSBA, and any project costs the Town incurs in excess of any grant approved by and received from the MSBA shall be the sole responsibility of the Town. Any grant that the Town may receive from the MSBA for the Project shall not exceed the lesser of (1) forty-four and six one-hundredth percent (44.06%) of eligible, approved project costs, as determined by the MSBA, or (2) the total maximum grant amount determined by the MSBA, or take any other action relative thereto.

*Sponsored by: Board of Selectmen*

**Comments:** For clarification, after the Warrant article was posted, the MSBA asked that the \$750,000.00 for the feasibility study that has already been funded be included in the total amount the grant. Since the Warrant article cannot be edited after it has been posted, the motion has been read to include that amount in the total. The total amount of the grant is \$75,750,000.00.

The purpose of this article is to fund a new middle school. The current middle school was built in 1916 and is almost 100 years old. There are many issues within the current middle school, but not limited to, accessibility issues, deficiencies in the facility and not designed to support a 21<sup>st</sup> century educational program.

There were 14 possible options which were reduced to five semi-finalists by the School Building Committee. Many public meetings were held to review the semi-finalists and ultimately share the preferred option, which is before you tonight. That preferred option is to co-locate the new middle school next to the high school.

In 2011, a Statement of Interest (SOI) was submitted from the Town of Scituate to the Massachusetts School Building Authority (MSBA) for the purpose of receiving assistance with regard to the Gates Intermediate School. At the Special Town Meeting in 2012, residents approved appropriating \$750,000 to fund a Feasibility Study. In June of last year, a three day Vision Planning session was held in order to help create an Educational Vision for all the schools in Scituate. These sessions comprised 75 individuals and included teachers, students and parents. In September, 2013, a project team (Daedalus) was hired and in December, 2013 an architectural firm (Dore and Whittier Assoc.) was brought onboard to design a solution to meet the middle school needs of Scituate. A School Building Committee was formed of 17 individuals representing a diverse background to make sure the interests of the students and residents were properly represented with regard to cost and solution.

If this article is passed tonight, there will be a debt exclusion override ballot vote on January 10, 2015. This vote will allow the town to approve the appropriation of money in order to fund the new middle school project. If the ballot vote passes by a majority, construction bidding can begin. It is estimated the bidding process could be completed by November, 2015. Construction could then begin and the new middle school could be open by September, 2017.

The information that follows provides:

- Pros and Cons of each semi-finalist option
  - The estimates provided for each option, aside from co-locating next to the high school, are preliminary and not based on fully developed schematic designs. Estimates tend to increase as schematic designs are developed
- The benefits of including the sixth grade in a middle school building
- Cost estimate breakdown
- Examples of schematic designs

**Gates – Code Upgrades Only  
\$45M**

<b>Pros</b>	<b>Cons</b>
<ul style="list-style-type: none"> <li>• Would address most accessibility issues</li> </ul>	<ul style="list-style-type: none"> <li>• Does not address move to Project Based learning</li> <li>• No change to school layout</li> <li>• Continue to contain grades 7 and 8</li> <li>• Unable to infuse a 21<sup>st</sup> Century learning program into a 20<sup>th</sup> Century building</li> <li>• Unable to completely address accessibility issues</li> <li>• Students relocated during construction, likely in trailers</li> <li>• Likely not reimbursed by MSBA because it does not address the issues raised in the feasibility study</li> </ul>

**Renovate Gates (30/70 renovation addition) 30% of the building would be retained and consist of the gymnasium and “B” wing. Remaining 70% would be new construction.  
\$64.1M**

<b>Pros</b>	<b>Cons</b>
<ul style="list-style-type: none"> <li>• Help resolve issue with multiple level changes</li> </ul>	<ul style="list-style-type: none"> <li>• Longer construction schedule</li> <li>• Disruption of school activities during construction</li> <li>• Potential abutter issues</li> </ul>

**Gates – New Construction  
\$65.2M**

<b>Pros</b>	<b>Cons</b>
<ul style="list-style-type: none"> <li>• Will allow for idealized building design and layout</li> </ul>	<ul style="list-style-type: none"> <li>• Less integration of Arts</li> <li>• Longer schedule</li> <li>• Disruption of school activities during construction</li> <li>• Potential abutter issues</li> </ul>

**Co-locate next to High School  
\$75.7M**

<b>Pros</b>	<b>Cons</b>
<ul style="list-style-type: none"> <li>• New 750 seat auditorium</li> <li>• Ability to share resources</li> <li>• Site is already developed</li> <li>• Possibility of incorporating a performing Art/Auditorium</li> </ul>	<ul style="list-style-type: none"> <li>• Increased traffic to site</li> <li>• Presence of vernal pool</li> <li>• Loss of field hockey field</li> </ul>

**Ellis Estate  
\$64.6M**

<b>Pros</b>	<b>Cons</b>
<ul style="list-style-type: none"> <li>• Will allow for idealized building design and layout</li> <li>• Shortest construction schedule with little or no disruption to school activities</li> </ul>	<ul style="list-style-type: none"> <li>• Mann Lot Rd expansion may be required</li> <li>• Clearing of natural forested land</li> <li>• Potential for adjacent Public Safety Facility</li> <li>• No existing sewer infrastructure</li> </ul>

Comparison of keeping Gates layout as is versus building a new school

<b>Bringing Gates Up to Code \$45,000,000</b>	<b>Getting a New School \$54,072,000</b>
<ul style="list-style-type: none"> <li>• Keep grades 7-8</li> <li>• Try to infuse a 21<sup>st</sup> Century program into a building designed for the 20<sup>th</sup> Century</li> <li>• Not designed for middle school team concept</li> <li>• Unable to totally correct accessibility issues</li> <li>• Students relocated during construction, likely in trailers</li> </ul>	<ul style="list-style-type: none"> <li>• Brand new Grades 6-8 school</li> <li>• Elementary schools get valuable breathing room</li> <li>• 21<sup>st</sup> Century design that supports a project based learning educational program</li> <li>• Built for middle school team concept</li> <li>• Adds an appropriately sized auditorium and another gymnasium</li> <li>• Energy efficient building</li> </ul>

Middle School Cost Estimate Breakdown  
Final Cost Pending MSBA Vote on 11/19/14

A	Total Cost	\$75,750,000
B	Feasibility Study Funded	-\$750,000
C (A-B)	Remaining Cost	\$75,000,000
D	MSBA Eligible Costs	\$47,833,627
E	MSBA Share 43.75%*	\$20,927,212
F (D-E)	Town Share of Eligible	\$26,906,415
G (F-D)	MSBA Ineligible Costs**	\$27,166,373
H (G+F)	Town Share	\$54,072,788

\* Estimated match. Final match amount to be determined at MSBA Vote on 11/19/14

\*\* Ineligible costs consist of a Performing Arts Center, HS Art Wing, and site work costs over 8% of construction, cost per square foot maximum and contingency funds

Benefits of including 6<sup>th</sup> grade in a middle school:

- Elementary school currently adheres to a timeframe of 900 hours of learning per year. Middle school timeframe is 990 hours. Students currently in the Scituate 6<sup>th</sup> grade are getting approximately 3 weeks less than peers in other districts
- Elementary schools are currently trying to create a middle school experience for 6<sup>th</sup> graders already. Incorporating the 6<sup>th</sup> grade into the middle school would provide the additional experiences/services (exploratories, for example) to these 6<sup>th</sup> graders

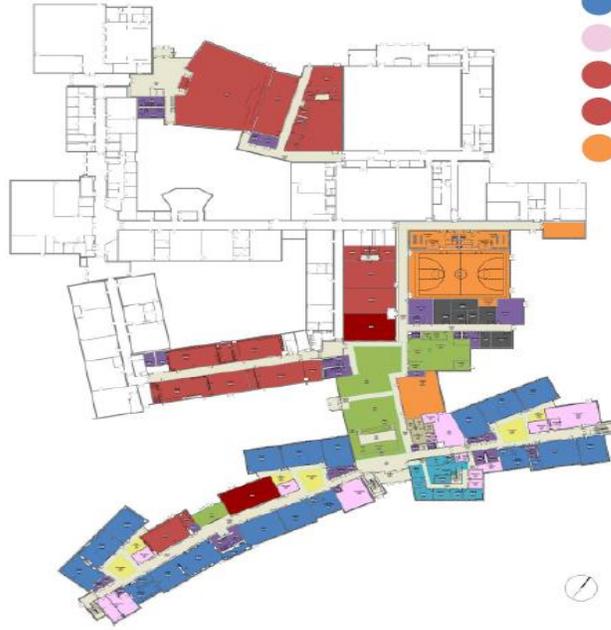
- Social considerations: the 6th graders have been with the same group of kids for such a long time that it's hard for some to find a niche to fit in. The middle school will allow opportunities to meet more students who have similar interests.
- Sample communities to consider: Hingham, Duxbury, and Marshfield – all have 6th grade in their middle schools. These communities all discussed the positive aspects of having 6th graders in middle school– but provide a separate space for them.

Documentation to support a 6<sup>th</sup> – 8<sup>th</sup> grade configuration

- Grade Configuration Committee Report – recommends 6<sup>th</sup> – 8<sup>th</sup> grade configuration
- Habeeb Architects Report - recommended 6<sup>th</sup> – 8<sup>th</sup> grade configuration
- Historically, Scituate did have a 6<sup>th</sup> – 8<sup>th</sup> grade configuration until there were space issues



plans ground level

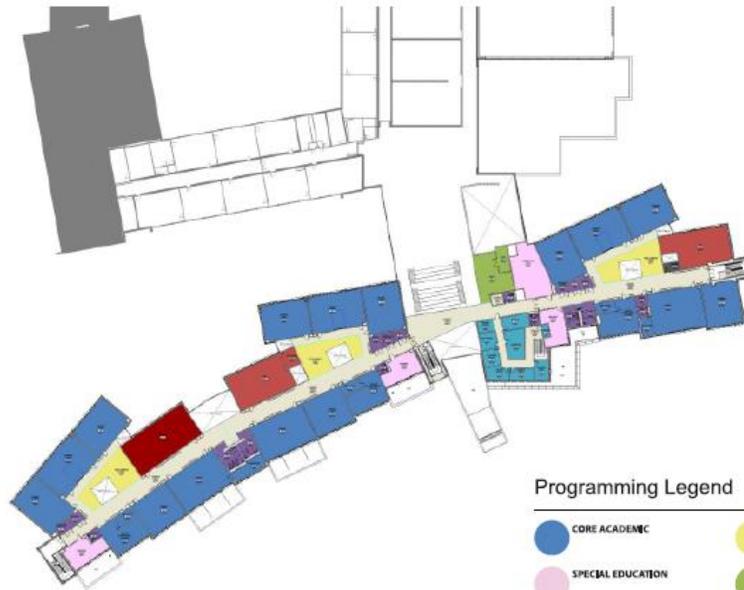


Programming Legend

- |                             |                           |
|-----------------------------|---------------------------|
| CORE ACADEMIC               | MEDIA CENTER              |
| SPECIAL EDUCATION           | DINING & FOOD SERVICE     |
| ART & MUSIC                 | MEDICAL                   |
| VOCATIONS & TECHNOLOGY      | ADMINISTRATION & GUIDANCE |
| HEALTH & PHYSICAL EDUCATION | CUSTODIAL & MAINTENANCE   |



plans upper level



Programming Legend

- |                             |                           |
|-----------------------------|---------------------------|
| CORE ACADEMIC               | MEDIA CENTER              |
| SPECIAL EDUCATION           | DINING & FOOD SERVICE     |
| ART & MUSIC                 | MEDICAL                   |
| VOCATIONS & TECHNOLOGY      | ADMINISTRATION & GUIDANCE |
| HEALTH & PHYSICAL EDUCATION | CUSTODIAL & MAINTENANCE   |



## Schematic Design

site update



**Recommendation:** The Advisory Committee recommends approval of this article.

**Advisory Committee Vote:** Advisory voted (7-2) in support of this article.

For both dissenting votes, there was agreement that a new middle school was needed. One member felt there could be an issue with increased traffic entering and exiting the school with regard to Route 3A and First Parish Road. This member also felt there were a significant amount of unfunded expenses with the high school location and that a standalone option would be more visually appealing.

The other member felt the Gates property would have been a better location than the high school.

Combined Impact of the Middle School and Public Safety Complex

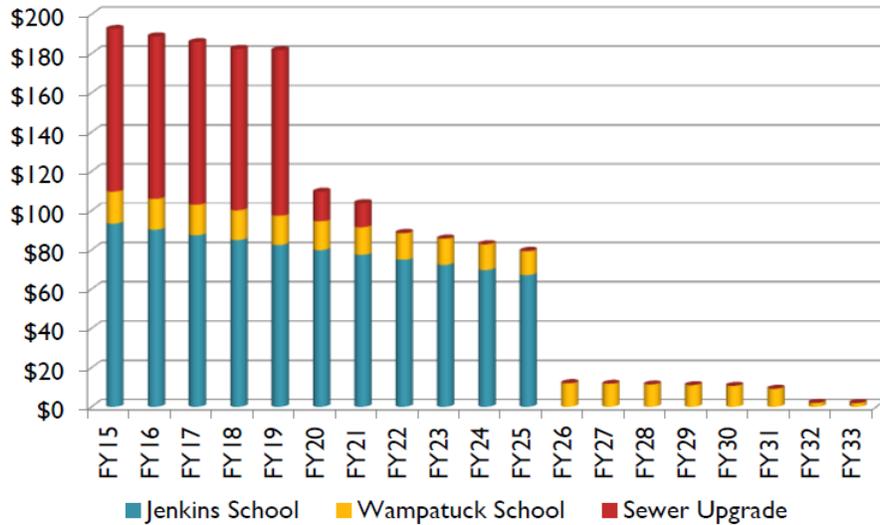
<b>Debt Service</b>	<b>Middle School</b>	<b>Public Safety Complex</b>	<b>Meals Tax, Solar Array &amp; Wind Turbine Offsets*</b>	<b>Net Debt Service</b>
<b>25 Years Total – 4.25%</b>	\$83,990,250	\$25,150,500	(\$7,500,000)	\$101,640,750

<b>Tax Impact on Average \$480,000 Home</b>	<b>Middle School</b>	<b>Public Safety Complex</b>	<b>Meals Tax, Solar Array &amp; Wind Turbine Offsets</b>	<b>Net Impact on Average \$480,000 Home</b>
<b>25 Years – Year 1</b>	\$560	\$168	(\$38)	\$690
<b>25 Years Total</b>	\$10,536	\$3,155	(\$941)	\$12,750

\* Potential Revenue Offsets (Represent an additional 6% in revenues)

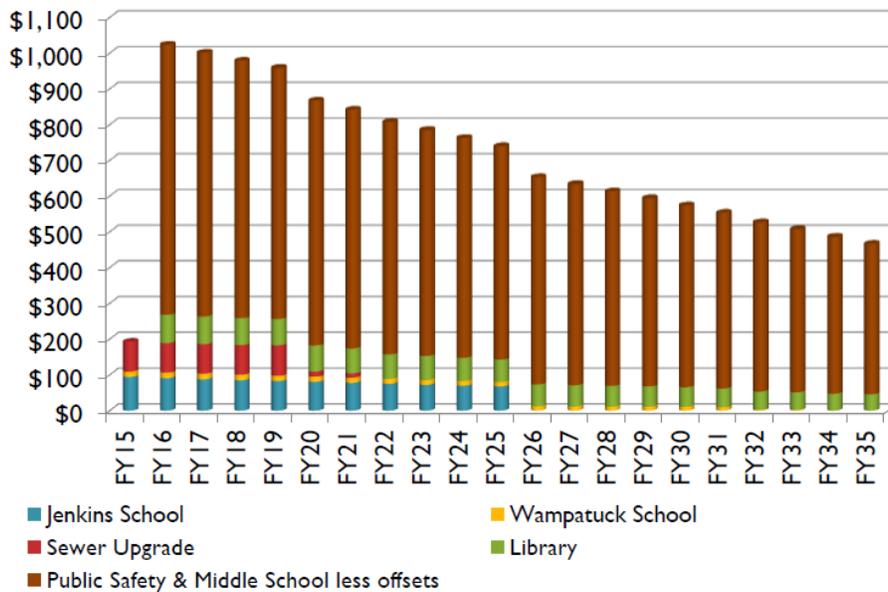
- Wind turbine revenues - \$100,000 per year
- Solar array revenues - \$100,000 per year
- Meals Tax - \$100,000 per year

## Current Debt Exclusions Tax Impact on Average \$480,000 Home



The chart above shows annual impact of existing debt exclusions based on the FY14 average home value of \$480,000. The average home value changes each year.

## Current & Proposed Debt Exclusions Tax Impact on Average \$480,000 Home



The chart above shows the annual impact of existing debt exclusions and proposed debt exclusions based on the FY14 average home value of \$480,000. The average home value changes each year.