

**Town of Farmington, CT
Office of the Town Manager
Regular Town Council Meeting**

Date: March 26, 2019
(Council Members are asked to call the Town Manager's Office if
unable to attend)

Time: 7:00 p.m.

Place: Council Chambers

- A. Call to Order.
- B. Pledge of Allegiance.
- C. Public Comment.
- D. Consideration of Special Topics.
 - 1. To perform actions pertaining to the Farmington High School building project in accordance with Chapter 53 "Public Buildings," of the Farmington Town Code.
- E. Adjournment.

cc: Kathy Greider, Superintendent of Schools
Town Clerk
Press
Nutmeg TV
Main Library
Barney Library
Interested Parties

MOTION:

Agenda Item D-1

To perform the following actions pertaining to the Farmington High School Building Project in accordance with Chapter 53 "Public Buildings," of the Farmington Town Code:

- 1) Appoint a Farmington High School Building Committee consisting of the following voting members:

- _____, Chair
- _____, Board of Education Member
- _____, Board of Education Member
- _____, Resident
- _____, Resident
- _____, Resident
- _____, Resident

And the following non-voting members:

- _____, Town Council Liaison
- _____, Town Council Liaison
- Kathleen Blonski, Town Manager
- Kathleen Greider, Superintendent
- Scott Hurwitz, Farmington High School Principal
- _____, Farmington High School Support Staff
- Vince LaFontan, Farmington Public Schools Business Administrator
- Tim Harris, Farmington Public Schools Director of Facilities
- Other Town and Board of Education Staff as needed
- Kathryn Krajewski, Clerk of the Committee

- 2) Charge the Farmington High School (FHS) Building Committee, in addition to the general responsibilities included in Chapter 53 of the Farmington Code, to complete the following tasks, listed below as Part I and Part II.

Part I:

- a) That the committee shall review the approved statement of needs, FHS survey, previous building committee information, Town of Farmington financial impact and forecasting documents, and other reference documents as needed, in preparation for the proposal of a comprehensive building project (renovate, renovate with additions, renovate as new or new construction) for Town Council review and approval.
- b) That after the review is complete, the committee shall engage multiple firms to generate competition to get initial design concepts for conceptual solutions that address the Statement of Needs for:
1. Maintaining the current FHS facility;
 2. Renovation in the existing footprint of FHS (including renovate, renovate with additions, renovate as new, etc.); and
 3. Completing a new building option on the existing FHS site and other locations.
- c) That pricing for options b (1) through b (3) above shall be prepared by an Owner's Representative/Value Engineering Professional who shall be selected by the Committee. The Owner's Representative/ Value Engineering Professional shall be retained by the committee and shall be independent of any of the firms who have submitted a proposal for the FHS facility.
- d) That after the architects have completed their plans and after the Owner's Representative/Value Engineering Professional has completed their analysis of the proposed plans, the Committee shall report the options to the Town Council, who shall have exclusive authority on the overall project scope and cost of the project.

Part II:

- e) That once the Town Council has reviewed the options presented by the Committee and the preliminary pricing, it shall re-charge the committee with:
- (1) An overall project scope; and

(2) A range of the net municipal cost of the project with guidance from the Owner's Representative's/Value Engineering Professional's preliminary pricing options.

The committee shall then complete Phase 1, Preliminary Plan Development, per Section 53-4(B) of the town ordinances.

Once Phase 1, Preliminary Plan Development, is complete and the Project is approved at the Town Meeting and referendum, the Committee shall proceed with Phase 2, Final Design Development, as described in Section 53-4(C) of the Town Ordinances.

NOTE:

A discussion on the charge of the committee is anticipated at the meeting. I am looking for Council input on the direction of the FHS Building Committee as well as how the charge will be executed. Included in this agenda packet is a flow chart that I created based on the proposed charge above.

The following documents are attached:

Attachment A: FHS Building Committee Process Flow Chart

Attachment B: Approved Statement of Needs

Attachment C: Chapter 53 "Public Buildings" of the Town of Farmington Code

Attachment D: FHS Facility and Financial Ad Hoc Committee Findings & Recommendations Presentation

/Attachments

Appoint & Charge FHS Building Committee

Part I

Committee shall review the approved statement of needs, FHS survey, previous building committee information, Town of Farmington financial impact and forecasting documents, and other reference documents as needed, in preparation for the proposal of a comprehensive building project.

Committee should create an RFP for multiple architect firms to create initial design concepts for conceptual solutions for the following:

1. Maintaining the current FHS facility;
2. Renovation in the existing footprint of FHS (including renovate, renovate with additions, renovate as new, etc.); and
3. Completing a new building option on the existing FHS site and other locations.

Committee should create an RFP for Owners Representative/ Value Engineering Professional to prepare pricing for option.

Committee short lists and selects two architect firms.

Committee selects Owners Representative/ Value Engineering Professional.

RFP PROCESS-ARCHITECT

Architects to provide a price to give the committee initial design concepts for conceptual solutions that address the statement of needs and provide enough information for an Owner's Representative/Value Engineering Professional to price.

RFP PROCESS-OWNER'S REPRESENTATIVE/VALUE ENGINEERING PROFESSIONAL

Owner's Representative/Value Engineering Professional to provide a price to prepare pricing for each of the architect's initial design concepts for conceptual solutions of FHS.

Attachment A

Architects present options & Owners Representative/Value Engineering Professional presents pricing for each option to Committee.

Committee presents options to Town Council, who have the exclusive authority on the overall project scope and cost of the project.

Part II

Town council re-charges Building Committee with an overall project scope & range of the net municipal cost.

Committee Completes Phase 1, Preliminary Plan Development, per §53-4(B) of Town Code.

Town Meeting/Referendum

If approved, Committee completes Phase 2, Final Design Development, per §53-4(C) of Town Code.

MEMORANDUM

TO: **Farmington Town Council**
Nancy Nickerson, Chair
Bruce Charette
Edward Giannaros
CJ Thomas
Patti Boye-Williams
Paul Cianci
Beth Kinter

FROM: Chris Fagan, Chair, Farmington Board of Education

SUBJECT: Farmington High School Renovation Project

DATE: January 30, 2019

The Board of Education discussed a motion that outlines the “statement of need” regarding the Farmington High School renovation project. The motion presented below was approved by the Board at the January 28, 2019 Board meeting in compliance with Farmington Town Code section 53-2.

Motion:

- 1. Whereas, the Farmington Board of Education has engaged in a comprehensive school feasibility study with TECTON that included multiple observations of existing conditions, age of equipment, facility, review of history of site, building and additions, analysis of energy efficiency and options for improvement, review of existing reports (OCR, NEASC, School Safety), focus groups with faculty, administration and students, assessment of education space needs and conceptual solutions to address needs.*
- 2. Whereas, the FHS NEASC study summary highlights a need to improve travel distances for faculty and staff, improve circuitous and crowded corridors and intersecting/converging students and faculty, create informal collaboration spaces for students, faculty and staff, address building systems for a controllable interior environment and address accessibility to interior and exterior areas.*
- 3. Whereas, several spaces at FHS do not meet ADA requirements as outlined by the OCR report issued in 2013-2014, including but not limited to the auditorium, stage, music instructional spaces, some classrooms, outdated chair lift in the weight room, media center, bathrooms, portions of 2nd and 3rd floors of 1928 building, culinary space, gymnasium and outdoor athletic facilities.*
- 4. Whereas, the FHS Safety and Security Study highlights accessibility issues (23 separate entry points to building), sight line issues, public/private use of building, inadequate interior and*



exterior lighting levels, building orientation difficulty and various issues around the multiple additions.

5. *Whereas, FHS has experienced several additions over many years, with an aging 1928 building in need of significant renovation as well as several additions with an inefficient building envelope impacting energy costs and efficiencies (insulation, façade, windows-except for 900 wing) as well as aging mechanical, electrical, plumbing, fire alarm and protection building systems not in code compliance.*
6. *Whereas, FHS building energy performance is inadequate and in need of a “Green Design” (new or renovated MEP systems could save an average of 35%-45% of annual costs depending upon solution).*
7. *Whereas, the auditorium (poor acoustics), cafeteria, and library are undersized, impacting high school scheduling, educational programming as well as state and federal requirements on food services.*
8. *Whereas, the additions have primarily addressed enrollment increases, but have resulted in a very large, inefficient facility footprint impacting not only energy costs, but security, insufficient student classroom space, a need for students to travel outside the building to travel to classes (696 student cross intersection between classes 9 times per day and 1070 feet from one side of the building to another), significant hallway congestion, inadequate use of space (30% unused space), a lack of space for robotics, lack of space for whole school staff professional learning and collaboration as well as constraints on educational programming for students.*
9. *Whereas, with current and emerging educational requirements and demands on comprehensive high schools, FHS is in need of an efficient, functional, flexible learning facility that meets state and federal requirements and serves the diverse needs of all students.*
10. *Whereas, the current parking is inadequate and requires expansion to accommodate the school and public use of Farmington High School’s building.*

The Board, therefore, directs administration to begin planning a renovation of appropriate and necessary school space at Farmington High School to accommodate new MEP needs, educational programming needs, Connecticut school safety expectations, NEASC standards and OCR/ADA regulations not currently being addressed in their entirety:

- *Maximize square footage for educational programming (see #2, #8, #9)*
- *Create multiple levels to the building to address inefficient sprawl and “maze” like building to increase classroom space, space for robotics and other current and emerging learning spaces (see #2, #8, #9)*
- *Address undersized auditorium (acoustic issues), stage cafeteria and media center (see #7)*
- *Address multiple ADA compliance issues (see #3)*

- *Address Mechanical, Electrical and Piping (MEP) code compliance issues (see #2, #5, #6)*
- *Address Security compliance issues (see #4)*
- *Address overcrowded Town Hall office space as well as off-site Farmington Alternative High School space needs (#8)*

Motion:

It is Hereby Resolved, that the Farmington Board of Education recommends to the Farmington Town Council, as required in Section 53-2 in the Farmington Town Code and the Conn. General Statutes 10-220, that a comprehensive building project (renovate, renovate with additions, renovate as new or new construction) of Farmington High School as noted above and further, that the Farmington Town Council consider this statement of needs as soon as possible.

Cc: Board of Education Members

ARTICLE I

Construction Procedures**[Adopted 2-28-1995; amended in its entirety 5-14-2002]****§ 53-1. Purpose.**

The purpose of this article is to establish procedures to plan, approve and construct public buildings in an orderly and cost-effective manner, including giving clear direction and course of action to the appointed building committee or designated person or persons. This article shall apply to all pending public building projects in progress on the effective date of this article.

§ 53-2. Statement of needs.

- A. The Town department or agency initiating a request for the construction or renovation of a public building shall submit to the Town Manager a statement of needs which justifies the requested construction. The Town Manager shall review the statement of needs critically and shall, when satisfied that the statement is complete, submit the statement to the Town Council along with a recommendation for approval or disapproval of nonschool proposed construction.
- B. The Board of Education, being responsible under C.G.S. § 10-220 for making a study of the needs for school facilities and of a long-term school building program, shall, as part of a statement of needs, make recommendations to the Town Council for new school construction, additions or renovations based upon such study.
- C. Town Council approval of a statement of needs shall be required before any further action is taken. The Town Council may hold hearings or take any other action it deems appropriate to obtain information prior to approving a statement of needs.
- D. Each Town department or agency, including the Board of Education, shall, at the time of submitting annual budget requests, submit an estimate of expenditures for capital improvements for the next five years. The Town Manager, at the time of submitting the proposed annual budget to the Town Council, shall submit a five-year capital improvements program with a recommendation of what, if any, project or projects should be undertaken in the ensuing fiscal year. The Council shall consider and act on the projects, either approving, disapproving or approving at a revised estimate of costs.

§ 53-3. Building committee or other designated person or persons.

- A. Upon approval of a statement of needs, the Town Council shall appoint a building committee for all school buildings, including at least one member of the Board of Education, and may appoint a building committee for all other Town buildings.

- B. If a building committee is appointed, the Town Council shall define the scope of the responsibilities of such committee. The Town Council shall seek to include persons experienced in design and construction (such as an architect and/or construction engineer) to be building committee members.
- C. If a building committee is not appointed for Town buildings other than schools, the Town Council shall specifically designate the person or persons responsible for planning and supervising the construction of such building and shall define the scope of responsibilities of such person or persons.
- D. Hereinafter, the building committee or designated person or persons shall be referred to as the "committee."
- E. The Town Manager shall provide the committee with qualified and adequate staff support on building, financial, administrative and clerical matters. The role and scope of staff shall be clearly defined by the Town Manager and shall be described by the Town Manager to the committee. The Town Manager shall stay in close touch with the committee and keep the Town Council advised on material developments as they occur.

§ 53-4. Planning and construction process for building projects.

- A. Project initiation. The Town Council shall, upon recommendation of the Town Manager:
 - (1) Select a site for the construction. If a school site is involved, the site shall be approved by the Board of Education and the State Commissioner of Education prior to the start of construction.
 - (2) Develop and incorporate into the committee's charge a clear description of the nature, size and purpose of the proposed building based on the approved statement of needs.
- B. Preliminary plan development. The committee shall:
 - (1) Solicit proposals from qualified architects to prepare schematic drawings and project cost estimates, including costs of construction, engineering, finance, legal, contingency, independent construction monitoring and oversight, and other appropriate costs.
 - (2) Negotiate a contract or contracts with the selected architect. The architectural work will be contracted for in two phases. Phase one will consist of preresult services, including the preparation of schematic drawings and cost estimates, including structural site work, grading and drainage, presentations to Town boards and commissions and other services and costs as determined by the committee. Phase two services will complete the project through Town acceptance and final payment to the contractor(s). The phase

two contract will include the architectural fees and expenses to take the project through the design development, contract document and administrative services phases during construction, including the preparation of bid documents and contract documents, the evaluation of bids and the determination of appropriate bonding, insurance and other soft costs. The contract(s) shall provide that the architect will not proceed beyond phase one services until the committee has issued a notice to proceed after the approval of funding for the entire project; and that the Town has no financial obligation beyond phase one fees and expenses if the project funding is not approved.

- (3) Obtain from the architect a certificate attesting to the architect's errors and omissions insurance coverage that will be valid throughout the duration of the project.
 - (4) Request sufficient funds from the Town Council to pay for the architect's phase one services. Upon approval of such funding, the committee shall execute the contract with the architect for such services.
 - (5) Decide what type of owner's representative to use (if other than the architect) such as a clerk of the works, construction manager or general contractor. If a construction manager is to be used, the committee shall solicit proposals from qualified firms and negotiate services and fees for the pre- and post-referendum phases.
 - (6) Submit the completed schematic drawings to the Town Plan and Zoning Commission for informal review and recommendation and make such changes as appropriate in accordance with the contract for architectural services.
 - (7) Submit the completed schematic drawings and project cost estimates to the Town Council for approval.
 - (8) Upon Town Council (and Board of Education for school projects) approval of the schematic drawings and project cost estimates, request that the Town Council:
 - (a) Set a Town meeting (and referendum if necessary) for the total project cost based on the cost estimates prepared by the architect and/or construction manager; and
 - (b) Refer the project to the Town Plan and Zoning Commission for a report under C.G.S. § 8-24.
- C. Final plan development. If the project is approved at the Town meeting (or referendum, if necessary) the committee shall:
- (1) Issue a notice to proceed to the architect to complete final plans, working drawings and specifications, bid documents and contract documents. The committee and its consultants shall review the

design documents at each design phase to evaluate, refine and update cost estimates and verify that the plans fulfill the purpose of the proposed building in a reasonable manner. The committee shall submit a copy of the final plans, working drawings, specifications, bid documents and contract documents to an independent, qualified engineering firm for a comprehensive review as to accuracy, clarity and completeness. The engineering firm shall submit comments to the committee. The committee shall direct the architect to make such changes as it deems appropriate.

- (2) Submit the final plans to the Town Plan and Zoning Commission for site plan approval. Upon receipt of the architect's changes and approval of the Town Plan and Zoning Commission, and approval of the Board of Education for school projects, the committee shall put the project out to bid and award the construction contract. The Town Manager and a person designated by the committee shall execute the construction contract on behalf of the Town.
- (3) Meet with the architect, general contractor or construction manager to reconcile any differences between the parties. The committee shall approve the final plans, working drawings and specifications, bid documents and contract documents.

D. Construction initiation. The committee shall:

- (1) Establish an oversight team consisting of the architect, Town staff members and/or consultants to assure regular and knowledgeable in-the-field monitoring of construction and evaluation of change orders and to keep the committee up-to-date on a regular basis on all material developments. The committee shall contract for additional independent monitoring of the construction process, if deemed necessary.
- (2) Authorize the start of construction.
- (3) Monitor the construction process to include meetings with the architect, project manager and construction contractor as necessary to resolve any differences.
- (4) Establish liaisons and/or other means of communication to keep the Town Manager, Town Council and other interested parties up-to-date on project developments.
- (5) Consider and act promptly on change orders, making certain that any increase in the cost involved in any change order is within the amount appropriated for the project.
- (6) Monitor the preparation by the architect of a list of items (punch list) which are not fully completed or which require further attention when the architect has certified that the building is substantially complete. The committee shall accept the building as

substantially complete and make certain that the punch list items are completed promptly and properly.

- (7) Review the certification by the architect that construction has been completed in full compliance with contract documents or review the list of items that are not yet satisfactorily completed.
- (8) Authorize the release of funds that had been withheld or designate those funds to be withheld pending completion of any unfinished work or for any other appropriate reason.

§ 53-5. Town Manager's responsibility for coordination of process.

Throughout the planning and construction process, the Town Manager shall be responsible for coordinating the process and working with the committee and making full use of the Town staff and appropriate outside services as required. The Town Manager shall attend meetings as necessary between the architect and general contractor or construction manager and/or subcontractors. In the event of a conflict precluding the Town Manager's attendance at any such meetings, the Town Manager shall designate an alternate to attend in his/her absence and promptly after the meeting shall confer with the alternate and be briefed on significant developments. Within budgetary limits, the Town Manager is authorized to obtain such outside services as he/she believes are needed.

§ 53-6. Execution of contracts.

The Corporation Counsel shall review all contracts before they are entered into by the Town or the committee and shall oversee the execution of such contracts and compliance with appropriate bonding and insurance requirements.

§ 53-7. Approval by State Commissioner of Education.

In the case of the construction of school buildings, the Town Council may by resolution authorize the Board of Education to apply to the State Commissioner of Education for a state grant-in-aid for the project. The Board of Education and Superintendent of Schools shall be responsible for having the State Commissioner of Education approve the plans and other matters relating to such application and for obtaining school construction grants from the state.

Findings & Recommendations Presentation

Joint Town Council and Board of Education Meeting
January 22, 2019

Charge of the Committee

Such committee shall develop and present options to the Farmington Town Council and Board of Education on next steps for the Farmington High School facility utilizing the following information:

1. The previous FHS Building Committee information and data
2. Town of Farmington Financials (Present and Forecasted);
3. Community input/ public informational meetings;
4. Results of the citizen survey poll focused on the FHS facility; and
5. Information from experts in school construction.

Findings and Recommendations





Process

Findings & Recommendations

Process Findings

The Town Code, Chapter 53, is similar to the process in other municipalities and is an effective process for public building projects

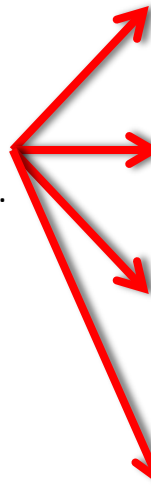


Process Recommendations

An amendment to Chapter 53 of the Town Code is not necessary, as the ordinance clearly outlines the process

- It has been determined that Chapter 53 is consistent with the building project process in other communities
- In order to generate competition, explore engaging multiple firms in the design process and project cost to address the statement of needs (Option A and Option B)
- Include a new building option and determine the cost on the existing FHS site and other locations
 - According to the survey, 48.3% of respondents agree that they would support a new high school in a different location if space could be identified for purchase

Although 74.1% of survey respondents support a project with more than the minimum requirements, 88% of those surveyed agreed that required vs. desired needs should be distinguished in public communications



Show and clearly communicate the project's required vs. desired upgrades to the public

Clearly define "required" and "desired"

- Refer to the K-8 Facilities Assessment Report

Refer to the matrix document created by the FHS Facility and Financial Committee as a sample to prioritize the Statement of Needs

Highlight and communicate the benefits of the proposed project to the public



Process Findings

The previous committee did not include options of “the cost of doing nothing” or a renovation in the existing FHS footprint, which would be helpful in determining a baseline price and the required upgrades



Although the previous building committee’s process was effective in vetting options that ranged from a “renovate as new,” “renovation/addition,” and “new building” to meet the Statement of Needs and the Educational Specifications, they did not effectively communicate those options to the public.



Process Recommendations

Require the architect to include a cost for the “do nothing option” (physically maintaining FHS in its current form for a 30 year period) as well as the option for renovation in the existing footprint of FHS to determine a baseline price for the required upgrades

- Refer to Guilford’s “do nothing option”

The next building committee should show the public how they arrived at the proposed project

- Prioritize the options
- Refer to the Guilford matrix document



Process Findings

According to the survey, the previous building committee's process was effective in communicating the needs of the FHS facility

- Approximately two-thirds of all residents surveyed were aware of most of the needs of the FHS facility

Process Recommendations

Use the survey results and the previous building committee data as references throughout the process

Engage the community through the process through surveying and other methods to receive feedback

Engage the State legislative delegation to maximize State reimbursement





Communication

Findings & Recommendations

Communication Findings

Friends/Family/Neighbors/Co-workers, Printed Local Newspapers/Farmington Patch and the Farmington Town Letter are the 3 main ways people get information about the school system and the Town

Outside of the box thinking is necessary to encourage public participation

Communication Recommendations



Increase the number of Town Newsletters

Review the capabilities of the architect to support marketing efforts throughout the project

Communicate to the public that the Town's dedicated web page on the project can be distributed and reproduced

Run bus trips from Senior Center/Senior Housing/New Horizons to FHS for tours

Coffee with the committee (i.e. Coffee with a cop program)

Chair Report with bullet points after each meeting to distribute to public via e-newsletter/post on website

Research project engagement platform to sync to website

Engage civic groups/diverse demographics in the public participation to reach a broader audience (ex: Exchange Club, Rotary Club, Booster Clubs, Youth Sports, Tunxis Seniors, Chamber of Commerce, Religious Organizations, etc.)

Hold as many meetings a possible in the FHS facility

Communication Findings

The previous building committee's communication was complex and difficult to understand



The previous building committee did not use data/information to their full advantage to support the message



Successful large-scale building projects generally have a strong interest group attached to it

Communication Recommendations

Use clear and concise communication

- Refer to the updated Statement of Needs one page document created by the FHS Facility and Financial Committee

Present data and information to strengthen the committee's message

- Refer to Guilford's Map document illustrating funding for school projects in Connecticut
- Reference other building project costs
 - Compare on a cost per square footage basis
 - Find comparable projects with similar design
- Include timelines and impact
- Have Elections Enforcement present to the building committee early in the process

Communicate overall timeline of project to the public

- Phasing timelines and impact on students



Financial Findings & Recommendations

Financial Findings

The survey has determined that there is support for a large-scale building project

- According to the survey, 74.1% of respondents support a project that is more than the minimum requirements
- A project budget from the beginning of the process is beneficial for both marketing the project and knowing the financial impact on the residents
- The cost of the project was not determined until late in the process and the referendum occurred soon thereafter, therefore making it difficult to communicate information to the public
 - To communicate your message effectively people need to hear the message at least 7 times

Financial Recommendations

Before establishing a new building committee, a project's financial impact should be evaluated by the Town Council by reviewing the long-term forecasting that was presented to the Committee

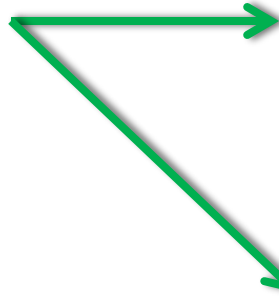
The Town Council should set the range of the net municipal cost of the project for the committee

- Refer to Debt Presentations dated 7-31-2018 and 9-18-2018

In the charge of the committee, The Town Council should require periodic reports from the building committee throughout the process (including financial projections)

Financial Findings

The cost of the previous project and the tax impact was perceived as too complicated and inconsistent



Financial Recommendations

The cost of the project should be communicated early and often

- According to the survey, 41% of respondents could not recall/did not know the price of the last project

The financial information needs to be presented and communicated in a clear and consistent manner

- Refer to marketing materials from successful projects in other municipalities
- Refer to best practices on municipal bonding

When issuing debt for the project, consideration should be given to various financing options such as principal skips.

- An example of a principal skip is a debt repayment option whereby the pay down of principal on a debt obligation is postponed until the second year of the repayment schedule. Interest on the debt obligation is paid in the first year of the repayment schedule but the first payment due on the amount borrowed (the principal) is delayed until the second year of the repayment schedule.
- Refer to the Debt Presentation dated 9-18-2018