

Town of Milford, New Hampshire
2024-2029 Capital Improvements Plan

Adopted on ___ / ___ /23



Prepared By:
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Chapter 1. Executive Summary

The Citizens Advisory Committee is pleased to present our Capital Improvements Plan (CIP) for fiscal years 2024-2029. The CIP is a framework for understanding and evaluating Town and School District projects with significant capital outlays. As such, the CIP is essential to Milford's short-term and long-range community planning process.

Project Recommendations

The CIP framework encompasses current and future major capital projects. The CIP includes more than ten possible 2024 projects, each costing over \$75,000 and with a projected useful life of at least five years. The Committee prioritized eight projects that we recommend be considered by the voters in 2024, listed here in order:

1. Pennichuck Booster Pump Station
2. Milford High School CTE Addition
3. Library Electrical System Safety
4. Bales School Renovation
5. Reconstruction of Town Roads
6. Town Hall HVAC Replacement
7. Replace 2005 Sterling Truck
8. Library Lower-Level Restrooms

The 2024 cost for these new projects is \$845,000. This compares to the \$1,164,00 cost of the 2023 new projects and the projected 2025 new project cost of \$2,823,665 (\$756,061 town and \$2,067,605 school).

The projected impact of these projects on the 2024 tax rate is [REDACTED]. Note that water and sewer users pay for the Pennichuck project, so that cost does not go into the town tax rate, although it does add to the town's total indebtedness. The Pennichuck project cost was factored into the 2023 water/sewer rate increase, negating the need for the commissioners to calculate another rate in 2024.

The Bales School and Milford High School/Career & Technical Education (MHS/CTE) projects' costs will ultimately appear in the school tax rate once they are underway, most likely in 2024 and 2025.

Other Recommendations

The Committee developed other related recommendations as we progressed through the CIP process:

- A. As we have for the past two years, the Committee recommends the Board of Selectmen develop a cost allocation policy for capital investments in the Town's water and wastewater treatment plants. The Board must develop an approach to determining what capital investment costs are borne by the ratepayers or by a combination of ratepayers and taxpayers who do not receive Town water or Town sewer services. The Board should develop the policy when the Town is not facing an acute crisis or an expensive project.
- B. The CIP includes reconstructing town roads, yet the work to be performed is maintaining an existing capital item, not a new capital purchase. An argument can be made that the CIP should not include the project; although the project will cost a significant amount of money, the residents should be aware. The Planning Board should provide guidance before the 2024 CIP process begins.
- C. If approved, the School District's future capital projects will result in substantial money raised by taxation to benefit our community's children. Aside from estimated deferred maintenance and the proposed high school/CTE renovation, the School District still needs to have a firm estimate of the cost to repair, enhance, or replace portions of its physical infrastructure or the timing of those expenditures. The Committee recommends the School Board develop a five-year, annually-updated plan for improving its physical plant.
- D. Similarly, the Board of Selectmen must pay more attention to the town's buildings. Deteriorating conditions negatively affect the staff who work in them and the impression that residents, businesspeople, and others who enter the facilities have about our community. Deferring maintenance keeps tax rates down but is "penny wise and pound foolish." Capital items by definition wear out over time and are supplanted with more capable and efficient technologies.
- E. We also recommend the Planning Board consider increasing the minimum for a project to be considered by the CIP to \$100,000. Our recommendation is based on inflation's impact since the \$75,000 minimum was implemented, and many requests exceed the \$75,000 minimum by a significant margin.
- F. Two projects were submitted after the deadline, while one project was removed from the draft 2024 warrant before we could present our preliminary findings to the Selectmen. These actions may seem small, but they affect the Committee's ability to function and the members' belief in their work's importance.

Closing

A tremendous amount of time and effort went into developing this report. The CIP committee thanks the department heads and their support personnel for preparing the project proposals. We are incredibly thankful for Terrey Dolan's efforts to compile and provide the data and background information and his numerous conversations with his peers over the past months. This report is Terrey's first CIP plan; he was accommodating as he learned the CIP process while on the job.

We trust the Planning Board will accept this report and the Board of Selectmen will favorably act on our recommendations.

Chapter 2. Project Recommendations

The Committee prioritized the 2024 projects using a two-step classification process and qualitative assessment of each project's merits while also trying to minimize large swings in the total cost of capital projects from year to year. The Advisory Committee recommends eight projects be considered for 2024 funding, listed on the next page and ranked by their cumulative average evaluation criteria score:

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Table 1. Recommended 2024 Projects (placeholder until final votes)

Priority	Ave. Criteria Score	Project	Project Cost	Offsetting Funds	Total Project Cost	First Tax Impact Year	First-Year Tax Impact Estimate
1	41.22	Pennichuck Booster Pump Station	\$2,507,000	\$1,000,000	\$1,507,000	NA (paid with user fees)	NA (paid with user fees)
2	38.33	Milford High School/CTE Renovation Project	\$58,900,000	\$28,500,000	\$30,400,000	2026?	\$1,580,559
3	33.67	Library Electrical Projects	\$195,000	\$0	\$195,000	2024	\$195,000
4	32.00	Bales School Renovation	\$4,000,000	\$0	\$4,000,000	2025?	\$487,045
5	31.22	Reconstruction of Town Roads	\$400,000	\$0	\$400,000	2024	\$400,000
6	30.00	Replace 2005 Sterling Truck	\$252,000	\$0	\$252,000	2025	\$55,813
7	29.89	Library Lower-Level Restrooms	\$250,000	\$0	\$250,000	2024	\$250,000
8	25.44	Town Hall HVAC Replacement	\$1,099,000	\$425,000	\$674,000	2025	\$62,852

Notes:

- The Average Criteria Score is based on a range from 9-60 using the nine committee members' assessments of the 12 evaluation criteria for each project.
- The Total Project Cost consists of the sum of principal plus interest or lease payments for projects paid for over time.
- The First Tax Impact Year is when the project's first payment is made
- The First Year Tax Impact Estimate is the Town and School District tax rate based on the first principal and interest/lease payment (based on the 2023 assessed valuation)

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The Committee does not recommend placing the following projects on the 2024 town warrant. While they have merit, the Committee felt these projects would place an unacceptably high burden on the taxpayers, OR the projects can be paid from the 2024 operating budget:

Table 2. Not Recommended 2024 Projects *(placeholder until final votes)*

Priority	Ave. Criteria Score	Project (listed alphabetically)	Project Cost	Offsetting Funds	Total Project Cost	First Tax Impact Year	First-Year Tax Impact Estimate
1	NA	Bandstand Renovation	\$90,000	\$90,000	\$0	n/a	n/a
2	27.11	Demolish 127 Elm St. Building	\$520,000	\$0	\$520,000	2026	
3	NA	Mont Vernon St. Parking Lot	\$157,000	\$0	\$157,000	NA	NA
4	25.22	Clinton St. Parking Lot	\$232,000	\$0	\$232,000	2025	

Notes:

- The Bandstand Renovation project received additional grants since it was submitted to the CIP. The taxpayer cost is estimated to be zero or meager dollars.
- Although the building remains a safety concern, we recommend the project to Demolish 127 Elm St. Building be postponed to 2025 to balance the overall year-to-year capital costs better.
- The Mont Vernon St. Parking Lot was submitted after the CIP deadline. It did not include the cost or other vital details, such as potential users and electric vehicle charging, although the cost estimate was subsequently received. This project is currently considered "On the Horizon," although since costs are being developed, it could occur much sooner.
- We recommend the Clinton St. Parking Lot be delayed a year to balance the overall year-to-year capital costs. The delay provides an opportunity to understand how the community will use the lot (for example, whether area residents with limited or no on-site parking may use it overnight indefinitely) and if there is sufficient demand for EV charging stations.

Chapter 3. 2024 – 2029 Projects and Committee Recommendations

A. Introduction

This year's CIP Advisory Committee appreciates the time and effort given to the process by department heads and the School District. Background information and documentation were generally complete and thorough and immensely helped the CIP Advisory Committee complete its work.

Twenty-four projects were included for funding consideration for this CIP cycle between 2024 and 2029, excluding nine projects that are "on the horizon." A brief description of each project and the CIP Advisory Committee's recommendations follows.

B. Capital Projects by Year

Department heads proposed funding ten town and school projects in 2024. The Committee recommends placing eight projects on the town and school district warrants. The final decision to prioritize projects within a specific year and include them in the 2024 town or school district meeting warrants falls to the Selectmen and School Board.

Under the State RSA 674:6 statute, each project was ranked by urgency and then classified using twelve evaluative categories/criteria. The evaluation process included the review of the need for realization, the estimated cost of each project, probable operating and maintenance costs, potential revenues, and existing sources of funds or the need for additional sources of funds for the implementation and operation of each project.

The CIP Advisory Committee prioritized the 2024 projects by the highest average urgency and classification score, coupled with a qualitative assessment of each project's relative merits. We also considered balancing capital costs across the years when determining which projects to delay.

The Committee did not evaluate the 2025 – 2029 projects' merits but placed them in the plan for the requested years.

Chapter 4. 2024 Projects

Reconstruction of Town Roads (Project No. DPWH23-02)

Project Name	Bond, Cash, or Lease	Payment Term, Years	Request Vote Year	Recommended Vote Year	Purchase Price	Outside and Capital Reserve Funds	Purchase Price Less Offsetting Funds
Reconstruction of Town Roads	Cash	1	2024	2024	\$400,000	\$0	\$400,000

The funds enable much-needed reconstruction of road infrastructure and updating roads. The construction includes removing and resetting existing granite curbs and replacing deteriorated sidewalks.

Although this text is not repeated in the following sections, the Committee recommends planning for road reconstruction every year from 2024-2029.

Wadleigh Memorial Library Lower-Level Restrooms (Project No. LIBR22-01)

Project Name	Bond, Cash, or Lease	Payment Term, Years	Request Vote Year	Recommended Vote Year	Purchase Price	Outside and Capital Reserve Funds	Purchase Price Less Offsetting Funds
Library Lower-Level Restrooms	Cash	1	2024	2024	\$250,000	\$0	\$250,000

This project request seeks to construct restroom facilities on the lower level of the Wadleigh Memorial Library. Public restrooms are required now that the meeting room in the lower library area is open. The third-floor restroom, which was infrequently used and impractical for disabled residents and other patrons, closed when the new HVAC system was installed. A pumping system is required in the new restroom because the lower level is below grade.

Wadleigh Memorial Library Electrical System Replacement

Project Name	Bond, Cash, or Lease	Payment Term, Years	Request Vote Year	Recommended Vote Year	Purchase Price	Outside and Capital Reserve Funds	Purchase Price Less Offsetting Funds
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Library Electrical Projects	Cash	1	2025	2024	\$195,000	\$0	\$195,000
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This project repairs the library's electrical system. The current panel is an outdated and unsafe Federal Pacific (brand) for which repair parts are no longer available. An electrician examined it and stated it was dangerous and the service needed to be upgraded to 600A.

The library is currently not using some large pendant lights; an electrician evaluated replacing them and said the cost to run each one was the same as a refrigerator. Thus, these lights remain off, but patrons have complained about the dimness of the area at night.

Associated improvements include replacing non-code emergency lights and upgrades to exterior lighting. Finish converting all interior lighting to LED.

Town Hall HVAC Replacement (Project No. DPWH18-01)

Project Name	Bond, Cash, or Lease	Payment Term, Years	Request Vote Year	Recommended Vote Year	Purchase Price	Outside and Capital Reserve Funds	Purchase Price Less Offsetting Funds
Town Hall HVAC Replacement	Bond	20	2024	2024	\$1,099,000	\$425,000	\$674,000

This project replaces the 33-year-old Town Hall HVAC system and related equipment. The system must heat/cool more effectively and efficiently so employees can comfortably work and interact with residents. Currently, sections of the building are too hot or too cold, and the temperature cannot be adjusted so that all building areas can maintain a suitable temperature. The new system will address issues and provide significant maintenance and energy savings. Work includes the replacement of the HVAC chiller, new controls, heat recovery, and new fan coil units.

Residents appropriated \$450,000 for the project in 2019. However, the amount needed to be increased for the actual project scope. After an unsuccessful Request for Proposal process in 2019-2020, Engineering Economics Inc. was paid \$25,000 for a revised cost estimate, which came in at \$1,099,000 to complete the project. The \$425,000 raised from the 2019 appropriation will offset the project's cost.

Replace 2005 Sterling Truck (Project No. DPWH19-03)

This project request is to enter into a five-year lease/purchase agreement for a 58K GVW (or similar) dump truck with plow and sander assembly. The truck will replace a 2005 Sterling D/S/P/W truck that will be 19 years old when the new truck is delivered in 2025. The truck's primary purpose will be to maintain Town roadways, particularly for winter maintenance and snow removal.

A 10-wheel truck replacing a six-wheel truck means the department can haul more material, which will help crews perform more work faster. In the winter, the 10-wheeler will hold almost twice the load of salt sand for deicing roads, which means fewer return trips and faster road treatment during storms. The request is consistent with the Public Works Department vehicle replacement program.

Pennichuck Booster Pump Station (Project No. WTR22-02)

Project Name	Bond, Cash, or Lease	Payment Term, Years	Request Vote Year	Recommended Vote Year	Purchase Price	Outside and Capital Reserve Funds	Purchase Price Less Offsetting Funds
Pennichuck Booster Pump Station	Cash	1	2024	2024	\$2,507,000	\$1,000,000	\$1,507,000

The Pennichuck Booster Pump Station currently in use has passed its useful life and is in dire need of replacement. The Water Department’s new contract with Pennichuck, the town’s water supplier, requires a new Booster pump station to be designed and built by 2026. This project includes the engineering design and building a new Pennichuck Water booster pump station. The new station will give Milford better operational control over the water that comes from the Pennichuck waterworks.

The project cost is offset by \$1,000,000 in American Rescue Plan Act (ARPA) funds and loan forgiveness. The remaining cost will be paid with water user fees and was factored into the 2023 water rate increase. The municipal tax rate is not impacted.

Milford High School/Career & Technical Education Renovation Project

Project Name	Bond, Cash, or Lease	Payment Term, Years	Request Vote Year	Recommended Vote Year	Purchase Price	Outside and Capital Reserve Funds	Purchase Price Less Offsetting Funds
MHS/CTE Renovation Project	Bond	20	2024	2024	\$58,900,000	\$28,500,000	\$30,400,000

The High School and CTE have significant needs and deferred maintenance, as identified within the 2022 School District Master Plan, much of which this project could address. The Steering Committee is still refining the final scope of the project.

The new construction will be built to high-performance criteria, reducing energy usage and employing durable, long-lasting, low-maintenance materials. LED lighting fixtures will reduce energy usage. New HVAC systems will reduce fuel consumption. Exterior walls will be highly insulated. New CTE programs (automotive and health) will require new educators; however, costs for the educators are shared with other schools through anticipated out-of-district tuition revenue for these popular programs.

The State will fund up to 75% of eligible improvements, construction, equipment, and other costs (design, engineering, permitting, fees, contingencies, etc.) within the State's 2025-2026 Biennium if (and only if) Milford can pass a bond vote and approve the remainder of the funding necessary to update and improve the Career and Technical Education program.

The State program that provides CTE funding will expire in three years. Milford must pass the bond vote and approve the project in March 2024 or March 2025 to receive State funding.

Bales School Renovation

Project Name	Bond, Cash, or Lease	Payment Term, Years	Request Vote Year	Recommended Vote Year	Purchase Price	Outside and Capital Reserve Funds	Purchase Price Less Offsetting Funds
Bales School Renovation	Bond	5	2024	2024	\$4,000,000	\$0	\$4,000,000

The Bales School restoration project will allow the return to educational service of several thousand square feet of MHS space by moving the SAU offices from MHS to Bales and moving Alternative Education Program (Project Drive) students from Bales to MHS. Renovated classrooms at Bales will be used by Jacques Elementary students (grades K-1) for art, music, and library programs, freeing up space to return the preschool program to Jacques from Heron Pond Elementary (grades 2-5) and giving back three much-needed classrooms to Heron Pond for their growing class sizes. The Bales renovation cost will be offset by \$70,000 in annual savings from no longer bussing Project Drive students between Bales and MHS.

Construction costs for the classroom spaces and SAU offices total \$4,000,000, which includes asbestos abatement throughout the building (windows, floors, and piping within walls) for \$367,047. In addition, \$25,000 has been allocated to convert the current SAU offices at MHS to three classroom spaces for Project Drive.

Chapter 5. 2025-2029 Projects

2025 Projects

Reconstruction of Town Roads (Project No. DPWH23-02)

Department Request: NA

CIP Recommendation: 2025 Funding

The funds enable much-needed reconstruction of road infrastructure along with updating roads in areas of critical need. The construction includes removing and resetting existing granite curbs and replacing deteriorated sidewalks.

Although not requested by the department head, the committee recommends this project, if it continues to be considered a capital project, is placed on the town warrant annually until the roads can be maintained using strictly operating budget funds.

Fire Department (FIRE18-01) – Replace Engine 3 (2006 Piece) - \$735,000 (7 Year Lease/Purchase)

Department Request: 2025 Funding

CIP Recommendation: 2025 Funding

This project will replace the 2006 Pierce Enforcer Engine 2, which reached its nominal 15-year life cycle in 2022. The department proposes replacing Engine 2 with another unit with the same capabilities.

Community Development – Municipal Parking Lot on Clinton St./South St. – Parking Lot - \$237,000 (Cash)

Department Request: 2024 Funding

CIP Recommendation: 2025 Funding

This project request seeks to demolish the former gas station facility at the corner of South St. and Clinton St. and turn it into a public parking lot, including several EV charging stations. The town has since used funds from the 2023 operating budget to remove the building, so the CIP recommends that a revised request with an adjusted cost and supporting documentation for the need for EV chargers be submitted for consideration next year.

Public Works – Highway – (DPWH19-01) - Truck, 58K GVW - \$262,000 (5-Year Lease/Purchase)

Department Request: 2025 Funding

CIP Recommendation: 2025 Funding

This proposal recommends the purchase of a 36,000 gross vehicle weight dump truck for right-of-way and general maintenance, replacing the 2008 International dump truck that will be 17 years old in 2025. The request is part of the department's ongoing asset management program designed to control the overall cost of operating and maintaining the Town fleet of vehicles and equipment; to maintain vehicles and equipment in a manner that extends their useful life; to control the growth in the size of the fleet; to standardize the composition of the fleet, and to accurately budget for maintenance and replacement costs.

The department will purchase a 10-wheel truck replacing a 6-wheel truck. The larger truck will haul more material and, when working with road crews, will require fewer personnel. The reduced staffing will help other crews accomplish more work in a day. In winter, the new truck will hold almost twice the load of salt sand for deicing roads, resulting in fewer return trips to refill the body and faster road treatment during winter storms.

2026 Projects

Reconstruction of Town Roads (Project No. DPWH23-02)

Department Request: NA

CIP Recommendation: 2025 Funding

The funds enable much-needed reconstruction of road infrastructure along with updating roads in areas of critical need. The construction includes removing and resetting existing granite curbs and replacing deteriorated sidewalks.

Although not requested by the department head, the committee recommends this project, if it continues to be considered a capital project, is placed on the town warrant annually until the roads can be maintained using strictly operating budget funds.

Wadleigh Memorial Library - (LIBR21-02) – Library Addition - \$4,000,000 less \$500,000 offset from library trust funds (20-Year Bond)

Department Request: 2026 Funding

CIP Recommendation: 2026 Funding

The project will construct a 3,000-square-foot addition to the Library to allow for better ADA access, additional programming space in the children's area, a family restroom in the children's room, and office space on the lower level. This proposal results from many years of planning, study, analysis, review of options, receipt of community input, land acquisition, and consensus-building. The Wadleigh Memorial Library Board of Trustees determined the project will meet the community's current needs and the anticipated evolution of library services based on the Library's Strategic Plan. The trustees will begin a capital campaign in 2024 to offset the cost of the much-needed addition.

Recreation Department - Demolish 127 Elm St. Building - \$520,000 (Cash)

Department Request: 2024 Funding

CIP Recommendation: 2026

The project will raze the former commercial/industrial building on the Town-owned property at 127 Elm Street, which was acquired by the town in 2014. The 2021 needs assessment and feasibility study of the property recommended constructing a community/ recreation center facility within the 127 Elm Street and Keyes Memorial Park property. Until then, several shorter, low-cost phases will address the increased demand for recreational services and improve the utilization of the park and access/traffic circulation.

The building's removal represents the required first phase of a long-term multi-phase master plan identified in 2016 and 2023 studies/reports. Razing the structure provides much-needed parking during the state and Rotary swim meets and other events at Keyes Memorial Park, such as the Wildflower Festival. In the meantime, the empty building has been frequently vandalized and illegally occupied.

Milford is the only town among its peers by population size that does not have a community center or senior center location. A community center would improve and expand recreational opportunities and activities for seniors and teens and offer a childcare center. The CIP Committee recommends that the Recreation Committee revisit its plan for this project to understand what the Board of Selectman and voters are willing to support.

Public Works – Highway (DPWH12-02) – Caterpillar (or similar) Wheel Bucket Loader – \$240,000 (5-Year Lease/Purchase)

Department Request: 2026 Funding

CIP Recommendation: 2026

This project requests a new Caterpillar (or similar) wheel bucket loader to replace a 2002 Caterpillar bucket loader that will be 24 years old when replaced in 2026. The DPW has invested much money into this equipment in recent years. The driver's cab has considerable rust and is deteriorating where it mounts to the frame. The department received quotes of approximately \$50,000 to replace the cab. The loader is not worth the money that must be spent on it. Given its age, the department will never make back the money.

The replacement loader's primary purpose will be to maintain Town roadways, particularly for winter maintenance and snow removal. The request is consistent with the Public Works Department's vehicle replacement program.

Fire Department (FIRE22-01) – Replace Forestry Truck - \$190,000 (5-Year Lease/Purchase)

Department Request: 2026 Funding

CIP Recommendation: 2026

This project will replace the 1999 manual transmission Ford F250 Forestry Vehicle at the end of its life cycle with another with similar capabilities installed by the vendor and an automatic transmission. The current pickup truck was acquired used in 2002 and modified in-house. The vehicle has been converted multiple times and now carries a Honda pump package with manifold, poly water tank and a hose reel with 1" forestry hose. The vehicle has essential equipment storage in wire bins exposed to the elements and a single cabinet that fits a chainsaw and fittings. MFD has used all possible space, and the storage still does not support all its needs, with firefighters often throwing additional equipment and personal protective equipment on top of the other gear when responding.

The vehicle does not meet NFPA safety standards and has no roll-over protection, ABS brakes, traction control, or scene lighting. The pick-up has had multiple mechanical issues due to being overweight and needing more OEM upgrades necessary for its tasks. The vehicle seats two people, and its manual transmission limits which personnel can drive it, making training more difficult.

2027 Projects

Reconstruction of Town Roads (Project No. DPWH23-02)

Department Request: NA

CIP Recommendation: 2025 Funding

The funds enable much-needed reconstruction of road infrastructure along with updating roads in areas of critical need. The construction includes removing and resetting existing granite curbs and replacing deteriorated sidewalks.

Although not requested by the department head, the committee recommends this project, if it continues to be considered a capital project, is placed on the town warrant annually until the roads can be maintained using strictly operating budget funds.

Public Works – Highway – (DPWH19-02) - Truck, 36K GVW - \$262,000 (5-Year Lease/Purchase)

Department Request: 2027 Funding

CIP Recommendation: 2027

This proposal is for a 58K GVW (or similar) dump truck to replace the 2009 International D/S/P/W truck that will be 18 years old at the time of replacement in 2027. This will be a 10-wheel truck replacing a 6-wheel truck. With the larger truck, the department can haul more material, making road crews more efficient and enabling faster road treatment during winter storms. The request is consistent with the Public Works Department vehicle replacement program.

Water Utilities (WTR21-06) - Brookview Water Pump Station Improvements - \$500,000 (Funded by the Water/Wastewater Capital Reserve Fund; \$0 tax impact)

Department Request: 2027 Funding

CIP Recommendation: 2027

The Brookview Water Pump Station boosts water system pressure in the Brookview Drive/Brookview Court neighborhoods. The existing station is in an underground vault, which is a harsh environment for the equipment and its maintenance. The original equipment is nearing the end of its expected life and needs replacement. The project includes moving the new equipment to an above-ground structure for longer equipment life and safer worker access for maintenance needs.

2028 Projects

Reconstruction of Town Roads (Project No. DPWH23-02)

Department Request: NA

CIP Recommendation: 2025 Funding

The funds enable much-needed reconstruction of road infrastructure along with updating roads in areas of critical need. The construction includes removing and resetting existing granite curbs and replacing deteriorated sidewalks.

Although not requested by the department head, the committee recommends this project, if it continues to be considered a capital project, is placed on the town warrant annually until the roads can be maintained using strictly operating budget funds.

Fire Department (FIRE19-01) – Replace Engine 1 - \$890,000 (7-Year Lease/Purchase)

Department Request: 2028 Funding

CIP Recommendation: 2028

This project will replace Engine 4, an Engine Tanker, with another of the same capabilities in 2028, when Engine 4 will be 16 years old. The proposed replacement of this vehicle is part of the department's established vehicle replacement program.

Ambulance Replacement (xxx-xx) – Replace 2013-B Ambulance - \$684,645 (5 Year Lease/Purchase)

Department Request: 2028 Funding

CIP Recommendation: 2028

The 3B ambulance has 150,000 miles on it, with the bulk of the mileage accumulated through December 2020, when it was placed in the backup role upon receipt of the 2020 ambulance. Replacing the 3B ambulance in 2028 after ten years of frontline service and five years of backup service maintains a five-year replacement cycle. It avoids replacing two expensive ambulances in the same year.

Water Utilities (WTR21-03) - WWTF Capped Sludge Landfill Remediation - \$2,000,000 (Funded by the Water/Wastewater Capital Reserve Fund and user fees)

Department Request: 2028 Funding

CIP Recommendation: 2028

The 2019 first quarter (Q1) analysis of the Wastewater Treatment Facility Capped Landfill monitoring well samples detected PFAS and PFOA compounds. The project aims to develop and implement an Assessment and Correction Action Plan for the Wastewater Treatment Facility (WWTF) Landfill Remediation in compliance with state and federal regulations. NHDES Waste Management Division has instructed the WWTF to provide an Assessment Plan to likely be followed by a Corrective Action Plan that could include remediation actions for removal or containment of detected compounds.

2029 Projects

Reconstruction of Town Roads (Project No. DPWH23-02)

Department Request: NA

CIP Recommendation: 2025 Funding

The funds enable much-needed reconstruction of road infrastructure along with updating roads in areas of critical need. The construction includes removing and resetting existing granite curbs and replacing deteriorated sidewalks.

Although not requested by the department head, the committee recommends this project, if it continues to be considered a capital project, is placed on the town warrant annually until the roads can be maintained using strictly operating budget funds.

Water Utility Department (WTR22-01) North End Asbestos-Cement (AC) Main Replacement - \$3,500,000 (Funded by Water Rate Payers; \$0 tax impact)

Department Request: 2029 Funding

CIP Recommendation: 2029

This project replaces the asbestos-cement mainline/pipe in the north end of the Town with Ductile Iron/HDPE. The older lines are subject to breakage and are close to one of Milford's water storage tanks. Breakage within the existing pipe would drain that tank quickly and result in significant operational issues and potential property damage.

Chapter 6. Placeholder and On the Horizon Projects

When reviewing projects and placing them in the CIP Estimated Tax Impact Table, the CIP Advisory Committee also considers whether the project is a "**Placeholder**" or is "**On the Horizon.**" A project considered a **Placeholder** is a project that still needs to have a well-defined description or scope for implementation. However, based on the information presented, the CIP Advisory Committee feels the project will likely be required within the six-year capital improvements planning cycle and thus needs to be anticipated for planning and budget purposes. There is one Placeholder project on this year's CIP:

Public Works – Highway – Bridges Out Years

Based on information from the NH Department of Transportation Bridge Bureau, it is anticipated that there will be 80% project funding from the State beginning in 2024. The Town is required to provide 20% matching funds. Bridge replacement, repairs and maintenance identified in the 2014 Town-wide Bridge Review study that was not a critical priority will be reviewed and included as necessary during 2025-2027.

A project noted as **On the Horizon** is a project that may or may not have a defined description and scope but would be implemented outside of the six-year CIP cycle based on the information presented. When known, these projects are included in the CIP to identify significant capital expenditures that need to be considered in long-range planning and funding efforts.

The Committee included 10 capital improvement projects considered "on the horizon" and thus not included as projects planned for the six-year CIP period of 2024 through 2029. However, these projects are identified so that prioritization, planning, and funding can be considered in several years. These projects are described below.

Community Development (CD11-02) – Osgood/Armory/Mason/Melendy Roads – Pedestrian and Bicycle Improvements

This project request for approximately 4,000 linear feet is a combination of a new five-foot (5') wide, bituminous asphalt sidewalk with vertical granite curbing, a dedicated multi-purpose striped lane, and a pedestrian walkway, including, but not limited to, associated drainage improvements, crosswalk markings, and repaving along Osgood Road, Mason Road, Melendy Road, and Armory Road. The pedestrian improvement project will begin at the intersection of West Street and Osgood Road; continue along Osgood Road past Adams Field, Osgood Pond, and Hazel Adams Burns Park; at the intersection of Mason Road; and to the intersection of Osgood Road, Melendy Road, and Armory Road. The pedestrian improvement will continue along Armory Road past Leisure Acres Mobile Home Park and National Guard Armory to its intersection with the Granite Town Rail Trail. These roadway sections are heavily traveled by motorized vehicles and non-motorized modes of transportation (e.g., pedestrians and cyclists). They include a walking route from a high-density mobile home park to the High and Middle Schools. These roadways are regularly used by students walking to and from the schools, walking to the sports fields from the schools, and participating in the schools' cross-country running team practices, among others.

Community Development (CD10-03) – Nashua Street Sidewalk Improvements

This project request is to support the construction of approximately 3,500 linear feet of new 5' wide, bituminous asphalt sidewalk, including, but not limited to, vertical granite curbing, associated drainage improvements, crosswalk markings, and repaving along the southerly and northerly sides of Nashua Street (NH Route 101A) in an easterly direction from 486 Nashua Street (near Cahill Place, Map 32, Lot 4-C) to 586 Nashua Street (near Lorden Plaza, Map 44, Lot 6) and the existing sidewalk network at the corner of Capron Road and Nashua Street. The project aims to improve pedestrian connectivity to the current Town sidewalk networks and relieve traffic congestion within the high-traffic / high-density Nashua Street corridor.

Community Development (CD18-01) – Souhegan River Pedestrian Bridge and Trail Project

This project request is to support the construction of a new 200 linear-foot pedestrian bridge over the Souhegan River from 135 Elm Street to 34 North River Road and the construction of a 1,400 linear-foot non-vehicular path/trail connecting to the adjacent Keyes Memorial Park and Milford Community Athletic Association (MCAA) fields. The project also includes constructing a 25 linear foot pedestrian footbridge across a drainage swale between 127 Elm Street and 135 Elm Street.

Public Works – (DPWH21-01) Maintenance and Replacement of Town Hall Roof

The project will be for repairing and replacing the sloped portions of the Town Hall roof. More information and additional evaluations will be required to determine the full extent of required/needed maintenance and repairs.

Based on the most recent evaluation, the Town Hall roof will reach its anticipated useful life within 2 to 3 years and requires replacement of the shingle sections. The Town was approached by Engineering Economics Inc., who provided a cost estimate totaling \$721,000 in 2021 to replace/repair the sloped roof section of the Town Hall.

At this time, DPW is trying to get an estimate to replace the shingle roof along with new flashing. Also, at this time, we should consider repair of the clock tower and air vents on the rooftop.

Note the price listed from 2021 needs to be updated, and with all the work combined, it will be higher.

Public Works – Solid Waste – Solid Waste Management Improvements/Transfer Station Upgrades

In 2009, a thorough review of the Town's waste management system was undertaken that analyzed the implementation of curbside pick-up, single-stream recycling, and costs associated with improvements to the current Transfer Station site on North River Road. In the summer of 2011, the Board of Selectmen reactivated the Town Recycling Committee to formulate recommendations on enhancing recycling efforts and solid waste management. This year, no project request or presentation was provided to the CIP Advisory Committee. Based on discussions from prior years, the Committee feels it is prudent to retain solid waste management improvements/transfer station upgrades in the CIP program and await further recommendations from Town officials.

Public Works – Recreation – 127 Elm Street/Keyes Memorial Park Improvements and Community Center - \$11,000,000

The town-owned 127 Elm Street Property, acquired in 2014, comprises the 34,000-square-foot former Permattech industrial building and approximately 5.8 acres of land. To the east, this land abuts the well-established Keyes Memorial Park. In 2016, the Board of Selectmen created the Keyes Memorial Park Expansion Committee to develop short- and long-term recommendations for integrating the property into the Keyes Memorial Park and making additional recommendations about how best to utilize/re-purpose the land and buildings. The Committee met throughout 2016 and completed a report to the Board of Selectmen detailing their findings, recommendations, and a 10-year development master plan. The Board of Selectmen formally accepted the information in mid-2017, and consideration was given to having the Recreation Department and Recreation Commission lead the Strategic Plan's efforts. The Board of Selectmen will continue to evaluate and develop a strategic plan for integrating, funding, and developing the properties and expansion of services. One option is the construction of a 32,000 square foot, multi-generational Community Center located on 127 Elm Street property and the abutting Keyes Memorial Park.

Compared to the four next-largest and four next-smallest towns in NH by population, Milford is the only town with no community or senior center facility.

Public Works – Recreation Brox - Recreation Fields

This project will develop the first phase of a recreation complex on the "community lands" portion of the Town-owned Brox Property to meet continued and growing usage on limited existing Town athletic fields. The Milford Community Athletic Association (MCAA) *2013 Field Use Needs Analysis* documented and verified a shortage of fields. The schools, youth athletic programs, and community needs create extreme demand.

Since the initial studies and reports on future uses that could be accommodated on the Brox Property, dating from the late 1990s, governing bodies and citizen groups have envisioned the development of new recreational facilities on the community lands. In 2005, the Town predicted the development of the Brox Community Lands Conceptual Master Plan. The plan designated acreages to accommodate Town facility requirements for 20 to 25 years. In 2014, this Plan was updated by an ad-hoc CIP Advisory Committee and adopted for planning purposes by the

Planning Board and other groups. Approximately 25 to 30 acres are designated for future recreational development based on the 2014 update.

In March 2016, the Town approved Warrant Article 23 authorizing the Board of Selectmen to reclaim, sell the material, and restore approximately 43 acres of the Brox Community Lands. The reclamation and restoration project was projected to be completed in about five years. However, the completion of the project has been delayed due to abutter challenges to the project and the New Hampshire Department of Environmental Services (NHDES) Alteration of Terrain (AOT) Permit. Field needs will continue to be evaluated by stakeholders.

As identified by the Milford Community Athletic Association "Field Needs Analysis," Milford's recreation and sports fields are overutilized to provide for the needed youth and adult recreation and organized sports demands of the community and school district. This overuse results in field decline and high maintenance costs. Phase 1 of the plan involves obtaining funding for design, engineering, and construction costs to implement the recreational field development in the area, as shown in the 2014 conceptual plan.

DPW - Mont Vernon St. Parking Lot

The Mont Vernon St. Parking Lot was submitted after the CIP deadline. It did not include the cost or other vital details, such as potential users and electric vehicle charging, although the cost estimate was subsequently received. This project is currently considered "On the Horizon," although since costs are being developed, it could occur much sooner.

Fire Department (Fire19-02) - Replace Ladder Truck 1

This project has been included in previous CIP reports. It seeks to replace the existing 2015 HME Spectra Ladder Truck, a 110' aerial device, in 2036 with a similar vehicle with the same capabilities and functionality. The proposed replacement of this vehicle is part of the department's established vehicle replacement program.

Fire Department – West End Fire Station

This project has been included in previous 6-year capital improvement plans in anticipation of population growth and commercial/industrial development in Milford's westerly portion. An additional station will be necessary to meet national response time and distance standards. Current Fire Department planning includes improvements to the Downtown Station to meet the Town's goals for the next 30 years. However, a new station may be needed with the West Milford Commerce and Community District's planned development over the next 5 to 20 years.

Chapter 7. 2023-2028 CIP Projects' Status

The following list reconciles the differences between the CIP Committee's 2023-2028 report and this one.

2023 projects that were approved by the voters:

- Wastewater Treatment Facility Upgrade Project, \$17.3 million
- Fire engine
- Ambulance
- Road reconstruction

2023 projects that were not included as warrant articles or not approved by the voters:

- Renovation of the Bales Building, \$2.7 million
-

Projects included in the 2023 – 2028 CIP but not included in the 2024 – 2029 CIP:

-
-

Chapter 8. Estimated Tax Impact Table and Plan Recommendations

The CIP Estimated Tax Impact Table presents the recommended schedule for project requests reviewed by the CIP Advisory Committee for 2024-2029 on the following two pages. The CIP Advisory Committee intends to prioritize projects for funding, looking at all projects submitted. Based upon the CIP Advisory Committee’s information and subsequent discussions, projects were placed to address the most urgent Town capital project needs. Projects for the following years were placed to minimize fluctuations in the overall debt service.

In 2019, the CIP Advisory Committee, with the advice of the Town’s Finance Director, adopted the following financing criteria to guide its recommendations on how a particular project should be financed:

PROJECT COST

Over \$1,000,000

\$600,000 - \$1,000,000

\$250,000 - \$600,000

\$75,000 - \$250,000

FUNDING MECHANISM

20-year bond

15-year bond

10-year bond

Cash – warrant article or budget

VEHICLE/EQUIPMENT COST

Over \$250,000

\$100,000 - \$250,000

\$75,000 - \$100,000

7-year lease/lease-purchase

5-year lease/lease-purchase

3-year lease/lease/purchase

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Table 4. Estimated Tax Impact Table

INSERT Capital Improvement Plan - Citizens Advisory Committee 2023-2028 Estimated Debt Service Tax Impact Table

Table 5. Open Borrowings Table

The Open Borrowings Table provides Town, Water, Sewer, and School District projects financed by bonds, leases, or notes. State statutes limit the general obligation debt a municipality may issue up to \$62.1 million of its total equalized assessed valuation for the TownTownTown4.9 million of its total equalized estimated valuation for the School District. The table below illustrates the computation of Legal Debt for the Town and the School.

INSERT Open Borrowings Table

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Chapter 9. Appendix: CIP Program Definition and Purpose

A. CIP Definition

A municipal Capital Improvements Plan (CIP) covering the Town and School District capital expenditures is essential to Milford's short-term and long-range community planning process. As authorized by the New Hampshire Revised Statutes Annotated (NH RSA) 674:5 and by Article 25 of the 1995 Milford Town warrant, the Milford Planning Board, with the support of the Department of Community Development and the CIP Citizens Advisory Committee (CIP Advisory Committee), annually prepares a six-year CIP. The CIP is not a static planning tool; it is evaluated annually and adjusted according to the Town's financial considerations.

The CIP lays out a framework for municipal programs and projects that require significant capital outlays. The CIP encompasses major projects currently underway and future projects paid for with public funds in most cases. Tailoring the CIP to the community allows projects to be classified according to urgency and the need to see them realized to support Town services and goals. A project is eligible for inclusion in the CIP if the total exceeds \$75,000 and has a projected useful life of at least five years. Although often acquired in groups, replacement vehicles are only eligible if the single unit value equals or exceeds \$75,000.

For 2024-2029, these departments submitted project requests: Ambulance, Fire, Recreation, Public Works, Wadleigh Memorial Library Board of Trustees, Water & Sewer Utilities, Community Development Office, and the School District.

These departments submitted no project requests: Assessing, Community Media, Conservation Commission, Finance, Information Technology, Police Department, and Town Administration.

The CIP Committee did not include Capital Reserve Funds in this report other than to reflect the use of existing Funds to offset specific capital projects' costs. Capital Reserve Funds are bank accounts that can offset future purchases, not capital equipment expenditures.

B. CIP Purpose

A useful CIP links the provision of facilities, products, or services needed now and in the near future with the spending necessary to acquire and implement the items. The CIP must balance the goals and intent of the Milford Master Plan and department priorities with fiscal realities. A well-supported and thoughtfully prepared CIP alerts residents, business owners, and public officials to these needs:¹

- **Preserving public health, safety, and welfare.** Providing the essential services which ensure citizen health and safety is a fundamental responsibility of local government. The CIP points out facility maintenance, upgrades, and expansion of government services needed to meet minimum federal, state, and local standards while highlighting deferred maintenance expenditures.
- **Anticipating the demands of growth.** The capital improvements programming process highlights investments in community facilities needed to serve or shape the Town's land development pattern as envisioned by the Master Plan.
- **Improving communication and coordination.** By highlighting all near- and short-term capital expenditures, the CIP provides a common basis for communication among the Planning Board, Board of Selectmen, School Board, municipal and school district departments and administration, Budget Advisory Committees, and citizens that can save costs and avoid duplication of facilities and expenditures.
- **Avoiding undue tax increases.** Sound community facility planning alerts residents, business owners and elected officials to the expensive projects likely to cause significant property tax increases. The CIP fosters discussion of the tax burden of new capital expenditures over time.
- **Developing a fair distribution of capital costs.** The CIP programming process enables a public discussion of distributing capital investment costs among users and other beneficiaries of capital expenditures.
- **Building a foundation for growth management and impact fees.** The development and formal adoption of a capital improvements program is a statutory prerequisite to enacting growth management and impact fee ordinances. A properly constructed CIP is an integral part of a land-use regulatory process that implements either ordinance type.
- **Identifying “scattered and premature” development.** New Hampshire statutes allow planning boards to adopt subdivision regulations against scattered or premature land subdivisions. The CIP is one measure the Planning Board uses to judge whether development is spread or premature based on whether essential public services and infrastructure are present.
- **Supporting economic development.** The CIP framework enables elected officials and administration to anticipate the need for quality services and facilities that attract businesses and

¹ *The Planning Board in New Hampshire, A Handbook for Local Officials*, Chapter II, New Hampshire Department of Business and Economic Affairs (2021)

industries and provide quality schools, public safety facilities, recreation opportunities, and cultural amenities such as libraries that attract and retain a vibrant labor force.

Chapter 10. Appendix: Capital Improvements Planning Process

As specified in NH RSA 674:5, the Milford Planning Board directs the capital improvements planning process based on the Town's master plan goals and recommendations. The CIP process begins in the late spring of each year with the Community Development Office's distribution of project request forms. The Planning Board at that time also appointed a seven regular member committee representing several areas of Town operation and the general citizenry. Members serving on the 2023 CIP advisory committee are:

- Peter Basiliere—Chairman; Planning Board Representative
- Susan Smith—Planning Board Representative
- Terrey Dolan—Community Development Director
- John Andruszkiewicz—Citizen
- Paul Bartolomucci—Budget Advisory Committee Representative
- Bill Cooper—School District Representative
- Dana Dahl—Citizen
- Patti Kenyon—Citizen
- Kathryn Parenti—Library Trustee Representative
- Michael Thornton—Budget Advisory Committee Representative

The Committee met regularly starting in July 2023, meeting with department heads and representatives of the boards and commissions that submitted project requests. The Committee followed a basic five-step process in accumulating, analyzing, evaluating, ranking, and allocating project requests to appropriate years in the upcoming six-year time frame, intending to balance needs and costs with Town financial constraints and reasonable and logical implementation timeframes.

The role of the CIP Advisory Committee is to recommend the placement or non-placement of projects in the six-year CIP. The objective is to create a funding profile that minimizes yearly fluctuations of the tax burden on the citizens of Milford. Importantly, individual CIP advisory committee members may or may not support specific project(s).

A secondary aim of the CIP Advisory Committee is to reduce the changes and balance the citizens' overall tax burden, which in 2023 stood at \$22.17 per \$1,000 property valuation (town, school, state, and county tax rates combined).

A more detailed description of the CIP process is as follows:

Town of Milford 2024 – 2029 Capital Improvements Plan
Adopted November XX, 2023

- Step 1:** The Community Development Department provides request forms to all applicable department heads, commissions, trustees, and the School District’s SAU office. Each project has a Statement of Need in addition to its description. When applicable, project requests are cross-referenced to where they are included in the Milford Master Plan.
- Step 2:** The Committee reviews the requests and meets with department heads to discuss each project.
- Step 3:** CIP members evaluate projects individually and through group discussions. Evaluation includes the level of urgency, need for realization, the estimated cost of each project, probable operating and maintenance costs, potential revenues, and existing sources of funds or the need for additional sources of funds for the implementation and operation of each project. Each proposed project is ranked by project urgency and then by 12 criteria. For 2025–2029, projects were evaluated and placed within the appropriate year without prioritization.
- Step 4:** Using the requester's suggestion as a starting point, the CIP Advisory Committee discusses and develops a consensus on its recommendation for the year the project should be submitted to the voters. For projects requiring bonding or a lease agreement, the tax impact is estimated for the year when the tax rate impact presumably occurs.
- Step 5:** The Committee prioritizes the projects based on urgency and need. This prioritization is available to the Board of Selectmen, School Board, Budget Advisory Committees, and the public when those bodies determine the following year’s budget and warrant articles.

Upon completion of the five-step process, the CIP Advisory Committee:

- Prepares a draft report with the assistance of the Community Development Office
- Presents the draft to the Planning Board at a Planning Board meeting or work session
- Offers an updated draft to the Board of Selectmen and briefs the Board on its draft recommendations
- Presents the CIP report at a Planning Board meeting for the required public hearing and adoption
- Transmits the final report to the Planning Board, Board of Selectmen, School Board, Budget Advisory Committees, and department heads

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