

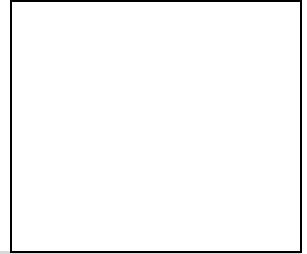


MEETING POSTING

TOWN OF NANTUCKET

Pursuant to MGL Chapter 30A, § 18-25

All meeting **notices and agenda** must be filed and time stamped with the Town Clerk's Office and posted at least 48 hours prior to the meeting (excluding Saturdays, Sundays and Holidays)



Committee/Board/s	Capital Program Committee
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Day, Date, and Time	Thursday, December 15, 2022 @ 10:00 AM
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Location / Address	IN-PERSON PARTICIPATION at 131 Pleasant Street (Trailer)
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REMOTE PARTICIPATION VIA ZOOM

The meeting will be aired at a later time on the Town's Government TV YouTube Channel <https://www.youtube.com/channel/UC-sgxAlfdoxteLNzRAUHIxA>

Signature of Chair or Authorized Person	Brian E. Turbitt
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WARNING:

IF THERE IS NO QUORUM OF MEMBERS PRESENT, OR IF MEETING POSTING IS NOT IN COMPLIANCE WITH THE OML STATUTE, NO MEETING MAY BE HELD!

AGENDA

Please list below the topics the chair reasonably anticipates will be discussed at the meeting

Join Zoom Meeting

<https://us06web.zoom.us/j/87523320580?pwd=QldvVE03K3QrYnZsc2RBMz1BZ0VDQT09>

Meeting ID: 875 2332 0580

Passcode: 362140

1. Call to Order, Roll Call
2. Audio/Video Announcement
3. Approval of Agenda
4. Public Comment
5. Minutes-Potential adoption of minutes from December 1, 2022 and December 8, 2022
6. FY24 Capital Requests: Discussion and RORIs; ratify same agenda item for prior meeting (Dec. 8, 2022)
7. Report-writing Workgroup Updates

- a. Add a Comments and Footnotes field to DB (08/11/22) – Finance/PLUMB (Priority: High)
 - b. Template report for workgroup/timely delivery (08/11/22) – Finance/PLUMB (Priority: High)
 - c. Update from Report-writing Workgroup Members (Priority: High)
8. Green Sheet/Committee Reports
9. Good of the Order
10. Date of Next Meeting – TBD (possibly Thursday, December 22, 2022 at 10:00AM)
11. Adjournment



Town of Nantucket Capital Program Committee

www.nantucket-ma.gov

Members: Stephen Welch (Chair), Richard Hussey (Vice Chair), Jill Vieth (Secretary), Jason Bridges, Pete Kaizer, Christy Kickham, Barry Rector

MINUTES

Thursday, December 1, 2022

131 Pleasant Street & Zoom

Called to order at 10:00 a.m. and announcements made by Mr. Welch.

Staff: Brian Turbitt, Financial Director; Susan Carmel, Assistant Financial Director; Terry Norton, Town Minutes Taker

Attending Members: Welch, Hussey, Vieth, Kaizer, Kickham, Rector

Absent Members: Bridges

Department Heads: Tom Rafter, Airport Manager; Noah Karberg, Assistant Airport Manager; Jamie Sandsbury, Airport Finance Manager; Art Gasbarro, Airport Commission Chair

Documents used: Copy of draft minutes as listed; Capital Improvement Plan (CIP) Requests

Adoption of Agenda

Motion Adopted by unanimous consent

Roll-call Vote N/A

I. PUBLIC COMMENTS

1. None

II. APPROVE MINUTES

1. November 17, 2022

Motion **Motion to Approve.** (made by: Rector) (seconded)

Roll-call Vote Carried unanimously

III. OVERVIEW AND DISCUSSION OF FY2024 CAPITAL REQUESTS

1. Airport Employee Housing

Discussion **Rafter** – With the housing, we engaged a local architect who did a cost estimate; that came back as \$12m. We stopped. We are focusing on dormitory style, which we told the architect. That estimate came back and now have a request for \$1.2m less than requested. 350 sf building with Operations Project Manager (OPM) costs. The new request is now \$3.885m for 8 dorm units with common areas and one 400 sf self-contained manager apartment. Using Ethan Griffin, Gryphon Architects and he's working with Coastal Engineering.

Kickham – Asked what they might not be getting with this proposal.

Rafter – This gives us what we need. It might not address a high-level single-family dwelling, but this will allow us to consider renovating the Thompson House for that.

Kickham – Asked if they have any restrictions on housing people year-round.

Rafter – Not at this time; this would give us that capability.

Kaizer – Looks like there's 2 buildings on this plan.

Rafter – We haven't changed it yet. Mr. Griffin is looking at a master plan for the property. The dormitories will require a different site plan with parking.

Vieth – Asked if the current driveway will be kept.

Rafter – He doesn't know yet. We provided the design group with the CapCom suggestions and comments. That should be incorporated in the master plan. Hope to have a sketch next week of what it'll look like.

Kaizer – Asked what happens if we approve this and for some reason, they have to change the plan.

Rafter – We'd have to come back through the process.

Welch – It'll depend on the wording of the appropriation article; if it's specific for a dormitory, they have to come back to us. He assumes the operating costs include costs for manager housing.

Rafter – Not under FAA; there are specific exclusions.

Welch – The housing exception is for having housing on Airport Property; he understands the exclusion and basis for it. He's asking if the employee costs is an operating cost; traditionally it is as are leasing costs (yes). Asked if the Town is a co-sponsor.

Rafter – Yes. The Town is a co-sponsor.

Welch – Confirmed that the use of any airport land for residential purposes is very restricted. Looking at the site plan, he's concerned that we don't have a master plan. Confirmed the whole lot is owned by the Airport. OPM costs are increasing; asked if that is in addition of the original \$1.15m appropriated.

Rafter – There a portion of the original \$1.15m that was affiliated with the OPM; once he got the construction costs, he took 2% and applied that and are still negotiating with the OPM.

Hussey – Asked if they have established the charge for rental.

Rafter – Not yet; we'd have to be close to fair-market value.

Vieth – Confirmed it would be just for Airport Staff. Asked what about if the Town needs a room.

Rafter – If it's related to Airport or emergency response, yes. This is also for emergency response personnel and all our employees. Any other development on Airport property would be similarly restricted.

Kickham – Asked who would oversee the building.

Rafter – We would get a management group to do that.

Rector – Asked if there is any thought of looking into the house recycling program versus new construction.

Rafter – No, not once we went to the dorm idea.

Kaizer – Thinks the dormitory switch is a good idea.

Gasbarro – One potential concern regarding the site plan, there have been discussions for several years looking at various ideas. This project would happen in a thoughtful way to facilitate anything that might happen in the future; the driveway will most likely come in from Nobadeer Farm Road.

Welch – We don't normally handle these types of deliberations along the lines of the Planning Board. Explained how CapCom's process is different. He's concerned about not having a master site plan in concert with the fact this is a very large tract of land with severe restrictions on its use that result in escalated costs; these factors coalesce around that this is not the best method of housing development when anticipating any future need for Airport housing on this tract of land, based upon trends of other developments. It would benefit the community if there were a comprehensive analysis of land ownership and tenancy; there is precedent for the sponsor to purchase land and retain that revenue for operation costs and purchase more suitable land for housing needs or for leasing housing. He's very hesitant about this project.

Rafter – We began this discussion with the FAA 5 years ago; they came up with alternatives for use of the land. One recommendation was a lease back to the Town but there was no movement in that direction. We couldn't buy a house elsewhere with that money.

Welch – Pointed out that if the Airport didn't own the property, FAA restrictions wouldn't come into play.

Rafter – All Airport-owned land is known as federally obligated land.

Kickham – He thinks the FAA has given us local control and Airport staff has done their due diligence.

Vieth – She appreciates the dorm model; but we don't have a site plan. Because the Planning Board doesn't weigh in on this, she thinks they could address our concerns in that respect.

Welch – This is 1/10th of a lot with FAA restrictions. His concern is the order of magnitude of ground being developed against the size of the lot. Asked if Airport staff could develop a way to get FAA approval to lease housing on the land to the Town.

Rafter – To lease the land would require a land release. However, anyone who would respond to an Airport emergency could reside in the housing.

Welch – If you lease the land to the Town under FAA release, asked if the land has the same restrictions (yes). So the only way it could be used for Town housing is if a portion of the lot were sold to the Town.

Rafter – FAA would not allow sale for residential development; the effort is to reduce encroachment into Airport property. It's obligated land and the FAA could deny the sale.

Further discussion about why the land could not be leased or sold to another entity for housing.

Rector – Asked if the FAA would be amenable to a 1-to-1 land swap.

Rafter – It would depend on the location and use of the property.

Rector – Asked what value the FAA attributes to the property, which is not contingent to the Airport.

Rafter – This is contingent to Airport property.

Welch – Regarding the land swap or purchase, asked about the property between this and the Airport; it's listed as owned by Town of Nantucket.

Rafter – That's Airport property; it's all federally obligated land.

Vieth – The Airport can't solve the Island's affordable housing crisis.

Rector – We're looking at the best use of the property; the federally obligated restrictions make that difficult. He'd like to be able to have an accurate reflection on the GIS of all the Airport-owned parcels. Asked if they might have to get Town Meeting authorization to make those changes.

Rafter – That might be a simple name change. He'd have to ask the consultant exactly when that could happen, but it might be within the next 3 months.

Kickham – If you did a land swap; the traffic issue is still present on Nobadeer. In the discussion about the new Delta fields, the subject of traffic never came up.

Welch – He's concerned about having a master plan to ascertain if this is the best way for CapCom to recommend expenditure for housing. Without the master plan, we end up in situations where decisions are made on a property piecemeal and in retrospect are bad decisions.

Gasbarro – The Airport Commission and staff have a Master Plan for the Airport. Specific to the housing, you're spot on; that's why this housing is tucked into the corner to leave options for the rest of the lot. It has access to utilities and the road. This location for housing makes the most sense. The Airport relies on seasonal employees; when looking at long-term sustainability of Airport operations, this is very important; we've done our due diligence. He urged CapCom to support this project in this corner.

Rector – His first question is why not run a long path coming through the Delta fields. We could put in easements for walking paths with a security gate or look at a shuttle bus. He looks at this in terms of Nobadeer Farm Road. Pointed out that this isn't the only project that doesn't go through the Planning Board.

Welch – His understanding was that this was only Emergency Services.

Rafter – All Airport personnel or Emergency Services.

Kaizer – If this were completed today, how many year-round employees would move in.

Rafter – It would be seasonal employees. We've moved them out of Thompson House, which leaves them looking for housing.

Welch – The Master Plan concept is something we would weigh in on with respect to design; it would be with respect to how the money would be spent and relevancy. We will be picking up any further deliberation next week.

2. RORI Completion/Discussion

Welch – Mr. Rector's input is not shown in a number of the reports. He needs that in time to prepare for the next meeting.

Rector – He did complete the RORIs; when he reviewed them, fields in which he had left zero values were populated.

Carmel – She spoke to the developer this morning; the developer has fixed the issues and Mr. Rector now shows up.

Rector – He will take prints or screenshots of his values then check them later.

Welch – He will create a spreadsheet that we can review next week to set averages and vote ups and downs for presentation to Finance Committee and Select Board.

IV. OTHER BUSINESS

1. Report-writing Workgroup Updates

Welch – Suggested setting up a meeting early next week. Go to the RORIs and Reports, download Appendices A and B, take a look at the schedule to see what the deliverables are, and set a meeting to work out details. He's available if needed.

Turbitt – There is one last request that will come next week; we are in the running for a grant for the Wauwinet Bike Path.

2. Green Sheet/Committee Reports

a. None

3. Good of the Order

a. None

4. Date of the next meeting

a. Thursday, December 8, 2022, @ 10:00 am: RORI deliberation and review, and Wauwinet Bike Path

5. Adjournment

Motion **Motion to Adjourn at 11:20 am.** (made by: Hussey) (seconded)

Vote Carried unanimously

Submitted by:

Terry L. Norton



Town of Nantucket Capital Program Committee

www.nantucket-ma.gov

Members: Stephen Welch (Chair), Richard Hussey (Vice Chair), Jill Vieth (Secretary), Jason Bridges, Pete Kaizer, Christy Kickham, Barry Rector

MINUTES

Thursday, December 08, 2022

131 Pleasant Street & Zoom

Called to order at 10:05 am. and announcements made by Mr. Welch.

Staff: Brian Turbitt, Financial Director; Susan Carmel, Assistant Financial Director; Mariya Barsheva, Assistant Town Accountant; Terry Norton, Town Minutes Taker

Attending Members: Welch, Hussey, Vieth, Kaizer, Kickham, Rector

Absent Members: Bridges

Late arrival: Rector, 10:10 am

Department Heads: Patrick Reed, Transportation Planner; Art Gasbarro, Chair Airport Commission; Tom Rafter, Airport Manager

Documents used: Copy of draft minutes as listed; Capital Improvement Plan (CIP) Requests; CapCom Ranking of relative Importance Worksheet.

Adoption of Agenda

Motion **Motion to Approve.** (made by: Hussey) (seconded)

Vote Carried unanimously

I. PUBLIC COMMENTS

1. Norton – Apologized for outburst which interrupted last week’s meeting.
2. Bob Williams, Founder director Nantucket Pond Coalition – Thanked CapCom for \$4m for the Pond Coalition to restore and Island maintain ponds. The Federal grant made clear that 98% of nutrients are on the bottom and led to plan to dredge the ponds. Intend to sell both the sediment and sand from that dredging. If Phosphates are on bottom of pond, don’t need to bring it in. Testing indicates it’s safe with no heavy metals. Sand is being barged in when we could probably provide it from the bottom of the ponds. Kickham – Asked the timeline for the actual process: a few weeks or months. Williams – The Town issued a Request for Proposal (RFP); the design is for a large scale project that could take up to 1 year. The permitting could take up to 3 years. Hussey – Asked for a review of the financial request and the grant. Williams – The request was \$4m and the 1st grant \$30,000 to figure out where nutrients were coming from, the 2nd grant is \$300,000 for design. His vision is that the Town puts up half and the rest comes from other sources. Welch – Asked if the numbers are consistent with his experience. Williams – Yes. Kickham – Asked if this is a positive or mild impact on the quality of the pond. Williams – He thinks it’ll be a huge impact. You have meadows growing on the bottom of the ponds with algae in the pond itself, some of which can emit toxins. Depending on the design, I don’t know how much of the 42 acres will actually need to be dredged. A canal off the north of the pond was created in the 1980s and might be dredged as well.

Welch – This is a worthwhile project for that location and a pilot for other ponds and perhaps Head of Harbor; it might create a revenue and stop the sediment load from being recirculated. Suggested looking at the design and planning with an eye for scalability and reuse on other ponds.

II. APPROVE MINUTES

1. December 1, 2022

Motion No action at this time.

Vote N/A

III. OVERVIEW AND DISCUSSION OF FY2024 CAPITAL REQUESTS

1. DPW Transportation-Wauwinet Road Multi-Use Path

Discussion a. Presentation of FY2024 and Out-Year Requests.

Reed – The Town applied for Federal Aid from the Land Access Program. The path has been in planning since the 1970s; now there are situations of high speed and drivers crossing the center line due to congestion. Today we're working with Fed Highway on a MOA to move the project forward; they would be owners of the project. The cost is subject to change; it's at \$4.85m but could go up due to resources and construction costs. Feds asking for initial phase from Polpis to Pocomo.

Kaizer – Asked if this request is for \$3m.

Carmel – Will phase in; we will do \$3m this year and balance next year; still in discussion with Mr. Turbitt on.

Reed – Right now we're anticipating phasing this project. We can move Phase II forward if resources allow; money from the \$3m would be there for that. Fed \$283,200 for design and \$1m for construction with 20% match from the Town. That is for Phase I.

Welch – Within the database, the explanation needs to be updated; there's a discrepancy in the grant monies.

Kickham – Asked if there are wetland abutment issues.

Reed – He anticipates there will be wetland impacts.

Welch – It would be helpful to include in the summary that this is phased, and the termination point at this time.

Rector – As with other grants, they seem to be time sensitive; asked if that's true here.

Reed – He doesn't have a confident answer; generally, that is the case. We were initially rewarded in 2016 and then 2018; there doesn't seem to be rush but it makes sense to move things forward.

Kickham – In the past, some paths have had private funding. There is a large benefactor at the end for the road who would benefit; asked if they've been addressed.

Reed – There is an advocacy group interested in moving this forward. We have received comments of concern from one citizen. We want to do our best to satisfy the neighbors.

Rector – There are a number of organizations which would benefit from this.

Welch – We will do a ranking of relative importance based on its merits.

2. Rankings Discussion

Discussion a. Presentation

Welch – Reviewed requests received to date. He reduced information to the number of requests, code, description, department head priority, legal requirement, dollar amount request, our recommended dollar amount, ranking of relative importance, comments, our funding recommendation as reflected in the database, existing comments, and footnotes. Total request before us is \$111.04m.

Discussion about how to move forward through the projects, run down the list.

Welch – The Sewer-25-001 Replacement F550 Utility Truck needs to be filled out by members. We need that data before it's discussed. The TRANS-20-003 Wauwinet Road multi-use path needs to be filled out. We have 11 items to be discussed. Suggested looking at the master site plan provided by the Airport.

NMA-23-001

Welch – We received the master site plan for the lot.

Gasbarro – Airport staff has been working with consultants to address committee concerns and questions. We're looking to take care of crew quarters to get seasonal folks into property accommodations. Plan to start in the southwest corner and work out from there. Will bring in infrastructure for the full buildout.

Vieth – With the fuller buildout, asked what all the buildings are.

Gasbarro – Those would be housing for Airport staff, and potential 1st responders. This is a long-range look into how the land might be utilized.

Vieth – Asked if they will be going to the Planning Board and Historic District Condition (HDC) with these even though they don't have to.

Gasbarro – This project would be completely locally funded. In terms of permitting and approvals, he's not sure of the plans.

Rafter – This is Airport funded, not taxpayer funded. We will go forward with permitting as for any regular development.

Welch – If you use federal funding, Section 106 of National Historic Preservation Act comes into effect.

Vieth – Asked if there's any way to get a firm commitment that they will go to the Planning Board. She'd love to see more details about the structures. She's concerned about the double curb cut on Nobadeer Farm Road and might lead to it's having to be widened.

Gasbarro – We are sensitive to that point and hired Ethan Griffin, Gryphon Architects in hopes of meeting standards the community expects.

Welch – Ms. Vieth's concerns about the road is part of the long-term viability of this request.

Kickham – Asked if the FAA has indicated the level of development the Airport is allowed. He wants to ensure that approval will be relevant in 10 years. Regarding the existing proposal, asked if this is an as-needed basis; i.e. if this can solve housing issues, they will pursue further housing.

Rafter – FAA permit is for use of the land. If 1 to 3 buildings suffice to meet our needs, that will be it.

Kickham – It seems they've received special consideration for this housing. The FAA is on board with the build out.

Rafter – Our housing has to be specific to our needs. All the units would be for Airport employees with some being single-family dwellings and some duplexes.

Gasbarro – There would be no more development done than necessary to meet the Airport needs, because we have to pay for that.

Vieth – Asked if they can put commercial buildings in there with the housing.

Gasbarro – We've focused on a residential aspect for this property.

Rector – This is closer in terms of what we were looking for. This would all be paid for by the Airport from their Enterprise account with no supplements from the Town. He sees a cookie-cutter approach to site development, which is part of a preliminary process. It would help to see a document that talks about what is envisioned and phasing and what the FAA will or will not permit. We need to all understand what will come out of the process. There is much to be discussed before the shovel breaks the ground. Asked if a summary document will be produced.

Rafter – We are required to have a sustainable business; if housing weren't a crisis on Island, we wouldn't be doing this. The FAA recognized that crisis and permitted us to do this. We'd prefer to stay with our core business.

Welch – Clearly the Airport has a need as dire as the rest of the Island; you have land to utilize and the cost for housing is high. Asked if the FAA approval was for the initial lot, that is reflected in the master plan or for the entire lot.

Rafter – The approval was for 5 acres.

Welch – Conceivably, the FAA doesn't care where the housing goes. Asked if there's an expiration on the approval.

Rafter – Not that he's aware of.

Welch – He's looking at part of a plan but not the whole plan; it's not our purview to rule on the efficacy of the Master Plan but it's within our right to review how it fits into the whole. Without the Master Plan, we can't see the whole. His principal concern is the restriction on the use. Asked at what point would the Airport require the rest of the housing, 11 units.

Rafter – He doesn't see that happening. As you get up to senior-level candidates, you are recruiting nationally and need housing. The Thompson House might address part of that so one other residence might be needed here.

Welch – His concerns include: the restrictions on use, housing model with respect to ownership/tenancy, and how the concept fits into an effective Master Plan. The concept of an expiration for use comes into focus.

Rector – Asked how far out the resolution with what land is federally obligate (within 1 month). That's good; once that's done, it identifies what is the Airport. Asked the timeframe for when this is fully operational.

Rafter – Might start seeing construction in the Fall, more likely Spring 2024. Completion is based upon supply but perhaps 12 months after start, Summer 2025.

Rafter – That timeline is important in his book.

Kickham – He supports this request. He's not bothered by traffic issues; thinks the roadway can take the housing. The Airport has done its work.

Kaizer – Echoes some of those sentiments. It's crucial for businesses and entities to have their own employee housing. He doesn't want to hold up what is right for the Airport based upon the site plan.

Rector – He feels you have to look at it whenever you're engaging in a chunk of land, you need to look at highest and best use. He sees an opportunity that the road to the Delta Fields is either useless and needs to be abandoned or it's improved so that it's dealing with both the housing and the Delta Fields. Even though the Airport has rights to it, this is Town property.

Welch – We're veering off the point. Either we don't recommend it, or we do. We can include conditions in our recommendations. The concept is within our purview, but the granularity needs to go Planning.

b. Deliberation

Welch – Asked if we should look into recommendations with conditions.

Kickham – He understands the points about land use. The more we go into the other units, the more critical he will become.

Vieth – She could see making a motion where they get Planning Board approval of the plan for transparency. She's not opposed to the idea of employee housing.

Hussey – He was glad to see them come back with a revised plan. They are looking at something similar to the Miacomet Golf Course dormitory. They have no control over the cost. He's persuaded to pass this.

Kickham – He'd be amenable to recommending they meet with Planning to show them this site plan for the sake of Island planning. They came back with a much lower number.

Welch – Our recommendation would include a condition that there be details on what the request is for. This is about what's built reflects what we recommended.

Rector – He wants to see them move forward. We can request that the Planning Board do a site plan review. He's troubled by the fact that this is affordable housing, but his concern is the magnitude of this and the possibility of their coming back to us in the future; all the parts will work together.

Welch – It seems we're looking at a favorable recommendation. There's a question of conditions regarding Planning Board and HDC review.

Proposed CapProCom Minutes for December 08, 2022

Vieth – She'd support this if the Planning Board had reviewed this before they came to us. They could do this next year. She feels the public will have concerns about this.

Welch – A favorable recommendation conditioned upon successful Planning Board site plan review prior to Town Meeting, and they seek HDC site plan review.

Kickham – He'd add that, for any future work on that plot, there be a proper Master Plan of build-out for the remainder of the property. He's on board with their going to Planning; but it won't hold up his vote.

Discussion on the motion.

Motion **Motion to provide a favorable recommendation conditioned upon favorable Planning Board site plan review prior to Town Meeting and favorable HDC site plan review during the normal unfolding of the process.** (made by: Hussey) (seconded)

Vote Carried unanimously

3. Wannacomet Water Company Housing

Discussion **Welch** – The same metrics don't apply as for the Airport; it's a small tract of land and not on an overburdened road and will have little aesthetic impact. The cost is significantly less.

Kaizer – There is no restriction on users with this.

Welch – Municipal buildings are not exempt from any review.

Motion **Motion to provide a favorable recommendation.** (made by: Hussey) (seconded)

Vote Carried 5-0//Rector abstain

IV. OTHER BUSINESS

1. Green Sheet/Committee Reports

a. None

2. Good of the Order

a. None

3. Date of the next meeting

a. Thursday, December 15, 2022 @ 10:00 am

4. Report-writing Workgroup Updates: Welch, Vieth, Hussey, Kickham

Discussions about request changes, content, schedule and document receipt, footnotes and appendices, presentation, further workgroup meetings, CapCom review, and submission to FinCom and Select Board.

5. Adjournment

Motion **Motion to Adjourn at 12:24 pm.** (made by: Hussey) (seconded)

Vote Carried unanimously

Submitted by:

Terry L. Norton