

TOWN OF WALLINGFORD, CONNECTICUT

SPECIAL TOWN COUNCIL MEETING

April 30, 2007

5:45 P.M.

The following is a record of the minutes of the Wallingford Town Council at a Special Meeting held on Monday, April 30, 2007, in the Robert Earley Auditorium of the Wallingford Town Hall. Town Council Chairman Robert F. Parisi Called the Meeting to Order at 5:45 P.M. The following Councilors responded present to the Roll Call given by Town Clerk, Barbara Thompson Michael Brodinsky, Lois Doherty, Gerald E. Farrell, Jr. Stephen W. Knight, Robert F. Parisi and Rosemary Rascati. Vincenzo M. Di Natale, Iris F. Papale and Vincent F. Testa, Jr. were absent from the meeting for business reasons. Town Attorney Janis M. Small and Comptroller James Bowes were also present.

A Moment of Silence began the meeting. Roll Call taken.

3. Consider and Approve a Transfer in the Amount of \$1,900 to 390 Center Street Consultants Acct # 001-1110-901-9005 from Contingency – General Purpose Acct # 001-7060-800-3190 – Chairman Robert F. Parisi

Mr. Knight made a motion to approve a transfer in the Amount of \$1,900 to 390 Center Street Consultants Account from Contingency – General Purpose Account. Mr. Farrell seconded the motion.

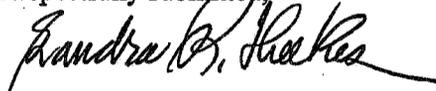
There were no comments. All Councilors present (6) voted aye. Vincenzo M. Di Natale, Iris F. Papale and Vincent F. Testa, Jr. were absent from the meeting
6- yes; 3 absent

The motion passed.

Mr. Farrell made a motion to adjourn the meeting. Mr. Knight seconded the motion. All Councilors present (6) voted aye. Vincenzo M. Di Natale, Iris F. Papale and Vincent F. Testa, Jr. were absent from the meeting.

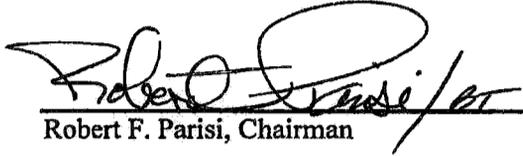
The motion passed. The meeting adjourned at 5:47 P.M.

Respectfully submitted,

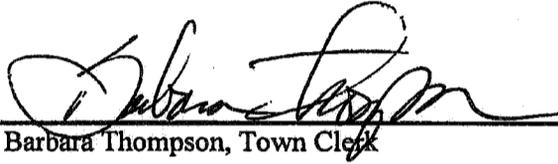


Sandra R. Weekes
Town Council Secretary

Meeting recorded by Sandra R. Weekes


Robert F. Parisi, Chairman

5-30-07
Date


Barbara Thompson, Town Clerk

5-30-07
Date

TOWN OF WALLINGFORD, CONNECTICUT

SPECIAL TOWN COUNCIL MEETING

BUDGET WORKSHOP

April 30, 2007

6:00 P.M.

The following is a record of the minutes of the Wallingford Town Council at a Special Budget Workshop Meeting held on Monday, April 30, 2007, in the Robert Earley Auditorium of the Wallingford Town Hall. Town Council Chairman Robert F. Parisi Called the Meeting to Order at 6:04 P.M. The following Councilors responded present to the Roll Call given by Town Clerk, Barbara Thompson: Michael Brodinsky, Lois Doherty, Gerald E. Farrell, Jr., Stephen W. Knight, Iris F. Papale, Rosemary Rascati, Vincent F. Testa, Jr. and Robert F. Parisi, Vincenzo M. DiNatale arrived at 6:20 P.M. after being delayed for business reasons. Mayor William W. Dickinson, Jr., Town Attorney Janis Small and Comptroller James Bowes were also present.

A Moment of Silence began the meeting. The Pledge of Allegiance was said and the Roll Call taken.

Mr. Knight read a letter from Governor M. Jodi Rell into the record. (*Appendix I*)

Mr. Brodinsky did not agree that the letter should have been read and asked that in the future that things be passed out in advance as there may be another point of view.

2. Budget Workshop

- *Law Department- Page 18*

Town Attorney Janis Small was present.

Mr. Brodinsky, 9001 Purchased Professional Services-Labor Relations Attorney, asked Attorney Small if the \$90,000 was pursuant to a retainer agreement. Attorney Small said that it is a professional service bid. She said that this is its last year. Mr. Brodinsky asked if there was another document in addition to the bid that sets out the scope of services. Attorney Small said gets that in response and that she usually does a letter agreement. Mr. Brodinsky asked if it is based on hours spent. Attorney Small said that the bid asked for both lump sum and an hourly. She said that she has done three professional bids and that it was a better bargain to do lump sum. Mr. Brodinsky asked if they account to the Town Attorney for the hours that they spend. Attorney Small said that they send a monthly statement but that she has not asked for detailed statements. She said she has checked on

particular work that was being done but that she has not asked for line-by-line hourly statements. They bill the town based on a flat fee on a monthly basis. She said that she asks for accounting on certain work to determine if she wants to do it the same way again or not. She said it is a judgment call as to whether or not she thinks overall lump sum is best. She said that some firms are reluctant to give lump sum responses. She said that the services that are provided include contract negotiations, grievances, arbitrations, court appearances for the town, exclusive of Board of Education, although they may provide a small amount for the Board of Education. She said that her department is billed regardless of what department is involved and that there are no charge backs through her department. Mr. Brodinsky next referred to Page 2 Personnel Detail and asked about department raises in 2006-07 and 2007-08.

Ms. Rascati asked about the amount on page 18, Line 9002. Attorney Small said that the Worker's Comp Attorney is paid out of this account, which is done by professional bid and that the town did very well with the bid. Historically this account is used, and she felt comfortable in reducing the amount. Line 9003 was also reduced. Attorney Small said that appraisal fees are paid from that account and certain trial preparation fees are paid from this account.

- *Inland Wetlands and Watercourses*

In attendance were:

James Vitali, Chairman, Inland Wetlands and Watercourses Commission
Erin O'Hare, Environmental Planner

Ms. Rascati, page 58, Purchased Professional Services – Environmental, Line 9001, compared 2006-07 appropriation of \$2,500 with the request for the 2007-08 year of \$2,500 and asked why the approved amount is \$5,500. Mr. Vitali said that when the budget process began that they were in the height of an erosion control problem with three major sites open with silt running everywhere. He said that they looked into additional secretarial staff to handle the erosion problem, so the Environmental Planner could be on site dealing with these problems. He said that they talked it over with the Mayor and the result was that they budget for more funding in the Professional Services account and use it primarily for these bigger applications that have the potential for soil and erosion control problems. He said that they have a source of engineers who specialize in soil and erosion control. Mayor Dickinson said that they applied an average hourly fee for 30 hours. He said that it could be addressed if there continues to be problems.

Mr. DiNatale said that there is a minor amount of about \$100 per year that is given to commissioners for reimbursement. He asked how this is classified in relation to salary v. reimbursement. Mayor Dickinson said that for IRS purposes all of it is salary. He said that the town is paying it without regard to vouchers justifying the expenditures. He said if it was reimbursement, then the records would be needed. He said that they distributed it evenly among the various commissions – Planning and Zoning, Zoning Board of Appeals, Inland Wetlands – and they will all be

making the same amount. He said that it shows up in the town's budget as two lines at times in the transportation allowance line. When the town files its reports, Mr. Bowes said that it shows on a W-2 unless they have vouchers for reimbursement. Mr. DiNatale suggested that reimbursement forms be sent to commissioners to assist in preparation for reimbursement for their travel to various sites. Chairman Parisi said that at one time it was considered an expense and the checks were separated for the Council. Mr. Bowes said the Internal Revenue Service has become very aggressive in these matters and has issued guidance with regard to reimbursement v. stipend. He said that if one itemizes and documents expense that it could be considered reimbursement. Documenting an expense consists of receipts approved by the chairman or vice-chairman. Mayor Dickinson said that as an employer that we are not reimbursing people but rather paying them whatever their share is of this and that makes this salary. It is up to the individual to claim reimbursement. Chairman Parisi asked if there was a form is they chose to itemize his income. Mr. Bowes said that there is a mileage reimbursement form, which is 48.5 cents per mile.

Mr. Testa (Personnel detail, page 25) asked where they requested a Wetlands Enforcement Officer position and wanted an explanation. Mr. Vitali recalled the erosion control problems from two months ago at the beginning of March when the budget was being developed. There was severe rain and frozen ground and erosion problems all over. He said that he could not call it violations because the discussion centered on the fact that this plan had been approved by five different groups of people, and it failed. He asked if the failure was a violation, or was it just a failure. He said someone has to be monitoring it and to get it under control. This is the time what it came up about having a Zoning Enforcement Officer who could deal specifically with field conditions, the review of the plans regarding soil and erosion. He said that they did a good job evidenced by the storm a week ago where failures were almost nil in comparison to the storm in March. He said that working through all of the different conditions and problems in the applications and trying to determine the particulars of an officer – part-time, full time, as a consultant, etc. – had them see that they could step up their application review before it goes out in the field. He said that the experience of what could happen on a frozen day will have them look at plans more closely and possibly with an engineer who specializes in erosion control. In response to Mr. Testa, who asked about the duties, Mr. Vitali said that they have changed the role some when they discovered that they needed more in the way of enforcement. Mr. Testa confirmed that this falls under the role of the Environmental Planner and that it has been expanded to incorporate overseeing the open space that the town owns. Ms. O'Hare said that she works on the Farmland Lease Program, and she is staff to the Conservation Commission as well as dealing with any other general environmental issues that come to the town. She said that there are a host of duties that she carries out as Environmental Planner and that IWWC is first and foremost. Mr. Testa asked if it was her role to manage the town's other open space and that there is no other person doing that right now. Ms. O'Hare said that she works with other departments on issues that come up.

Mr. Brodinsky asked what they do when a project doesn't follow what it said it would do. Mr. Vitali said when they don't do what they said that it is usually in the sequence of construction. He said that the soil erosion control itself, the sediment fence and the hay bales pretty much were as they were on the map but that wasn't sufficient in this past event so the engineer on site started building sediment control structures that they had never seen before. He said that the prime one that worked well was two rows of hay bales, six-feet apart, silt fence, filter fabric between them filled with crushed stone and trap rock in the center in the massive problem area, and he said that it held. Mr. Vitali said that the water that went through it didn't have the sediment in it that the rest of the sites had.

Mr. Brodinsky talked about sequence of construction and asked, if the company does not follow that sequence, what is the remedy. Mr. Vitali said violations bring the party back before the commission, or there is cease and desist, which can shut down the whole project, and/or working with the law department, regarding filing an injunction. Mr. Brodinsky asked about preventative measures, understanding better scrutiny of the plans now and inspection and enforcement before something happens. Mr. Brodinsky said that he still sees a role for an inspector in the field. He said that he is not sure that they have all the tools that they need for enforcement. Mr. Vitali said that there was a project that had difficulty and that Wetlands reviewed it; Town Engineering reviewed it, Planning and Zoning reviewed it; DEP reviewed it and the Army Corps of Engineers reviewed it, and the project still failed. He said that despite the review of all of those people that they know that these things can happen and that this is the potential. He thinks closer review of the plans and seeing the construction sequence as a bigger issue, then staff can get to a site before the event happens to see if they followed the construction sequence. He said that those two things are big items. The site needs to be seen in progress to check the construction sequence. Mr. Brodinsky told Mr. Vitali of some of the stories that he has heard with respect to cutting of trees unnecessarily and contractors not doing what they should have done and that perhaps the town needs more eyes on a project to get a better result. Mr. Vitali said there are so many projects that it is hard to cover all of them. Mr. Brodinsky said that erosion affects many aspects of our lives.

- *Public Utilities*

- In attendance*

- George Adair, Director, Public Utilities*

- Robert Beaumont, Commissioner, Public Utilities*

- David Gessert, Commissioner, Public Utilities*

- Rick Hendershot, General Manager, Electric Division*

- Roger Dann, General Manager, Water-Sewer Division*

- Thomas Sullivan, Business Manger, Electric Division*

- William Phelan, Business Manger, Water-Sewer Division*

Mr. Knight asked about the addition of two linemen. Mr. Hendershot said that they were added via the budget amendment process in this fiscal year, and they are not filled yet. Mr. Knight asked if this was a change in hiring philosophy. Mr.

Hendershot said that two people expressed interest and that they have already interviewed. Mr. Knight asked if they were understaffed or if there were special projects. Mr. Gessert said that they have had a lack of linemen for a period of time, and this is an attempt to build the force back up to the apprentice program and now they have the opportunity to get people with a good deal of experience. He said that they have concern now, since linemen, who have been there a long time, may not be there. He said that they are trying to be prepared in case some of the senior people decide to leave. Regarding budget increases, Mr. Hendershot said that this budget includes full funding for a distribution superintendent, a management position that is presently not filled and it also reflects the contractual increases that are due all the workers.

Chairman Parisi asked what is on the horizon and what can we expect. Mr. Adair said that he spoke with CMEEC and found that the need for the one-cent per kilowatt hour increase is less likely on July 1, and the bad news is the increase in gas prices. He said that he is comfortable with the latest update in that the rate increase that they projected to other town departments was prudent.

Mr. Testa asked about the price of electricity that they are paying right now. Mr. Adair said 8 cents per kwh. He said that average residential customer is about 12 cents and their our competitors are around 20 -22 cents as far as what the customer is seeing. Mr. Testa asked what is the practical feasibility of purchasing electricity from the trash plant through their network. Mr. Hendershot said that the trash plant feeds directly into the CL & P 115 kv grid. He said that on paper that is not our (electric) power, that it's an agreement between the trash plant and CL & P. Mr. Testa asked, if that were to change, would it be feasible to purchase that electricity and at what point would it be cost effective. Mr. Adair said that he would have to talk to CMEEC to see how that would fall out into the marketplace to enter into an agreement. Their subsidized rate runs one or two years. Mr. Testa asked if that could go into the Electric Division's grid or would it have to go into CMEEC's grid. Mr. Gessert said that years ago when that contract was signed in order to justify the trash burning plants, the state legislature forced the utilities - CL & P and UI - to purchase power that is significantly higher than normal costs just to supplement those operations. The pricing came from the state legislature, and power isn't a bargain. Mr. Hendershot said that physically, the 115 kv lines are not ours, so there would need to be an arrangement with CL & P to contractually arrange for the transportation of that power from the trash burner to the town's substation. Mr. Testa asked if that could be economical. Mr. Hendershot said that he does not know the cost makeup of the plant, and he does not know the make up of any subsidies, so he can't comment.

Chairman Parisi asked about the price structure of water. Mr. Adair said that the proposed rate increase is over 4 years at 22 cents per hundred cubic feet. He said that this would fund capital program and operating costs. He said that it was anticipated over a year ago and that this is about the last year that we will have support from retained earnings. Mr. Gessert said that the amount for the average customer would be about \$2 per month.

Roger Dann, General Manager Water-Sewer Divisions, said that water and sewer both have worked fairly close, and they have been fortunate as the water rate increase that is being proposed will be the first one in five years, back to 2002. He said that the sewer increase last year was the first in a ten-year period of time. He said that they are facing escalating costs in a number of areas and at the same time they are beginning to draw down the available cash that they have used to keep the rates stable over the preceding years. He said now they are at a point where they need to catch up, and then looking forward, avoid the five-year increment and then face a large increase. He said that they are looking at a series of lesser increases in four years as they did last year in the sewer division. Chairman Parisi asked how the increase last year is serving them. Mr. Dann said that the sewer increase is tracking pretty closely and the budget as proposed is within striking distance of what they anticipated and the experience in the last fiscal year is a little bit better than they anticipated.

Chairman Parisi asked about the denitrification project. Mr. Dann denitrification project is an additional cost in several ways. He said that they have begun to pay debt service, which will be for a 20-year period. There are operating costs because that system is reliant on quite a bit of pumping so the electrical consumption has increased while at the same time it reduces the number of credits that they have to purchase, they are in a position of a purchaser of nitrogen credits rather than a seller. He said it impacts their budget in several ways, and it's tracking where they expected to be.

Mr. Gessert added that there is a plan in the State of Connecticut that if you are willing to sign on to use your emergency backup power that you can get money back through the Electric Division and that Mr. Dann is signed up for that and he has his electric generating capacity available for emergency situations and has had some good return in having that available to him. Mr. Dann said that they have certainly benefited by being able to utilize some emergency generation capability that they have or be in a position where they can interrupt some of their large pump stations and take advantage of some of the load reduction programs that are available.

To the Council, Mr. Dann said that the sewer division budget as it is proposed, in fact the rate structure as it was developed and implemented is ultimately dependent on action of the commission to modify its connection charge regulations. He said that over the years they have collected through collection charges funds and those are accumulating in a reserve. He said that they have had some use of those at times and the rate as it was developed is predicated on freeing up some of those funds from the reserve. He said that capping the reserve at the amount of \$750,000 and using the remainder then to stabilize the rates going forward. He said that he brings that up only because to this point the connection charge regulations have developed more slowly than expected.

- *Engineering*

John Thompson, Town Engineer

Comparing what was spent in 2006 and what has been spent as of 1/31/07, Mr. Farrell asked about the plan for curbing repairs, highway guardrails and sidewalk installation and repairs given that he has the funds with which to work. Mr. Thompson said that the biggest program is the sidewalk repair program, and they have experienced a non-performance issue last year with a single contractor by not getting the level of production that they had expected when they ordered the contract. He said they looked at alternative arrangements with the Purchasing Department and to get more areas accomplished, they broke the big, single contract down into multiple, smaller contracts. One contractor is working now, and there are two contracts going out to bid, and there are two for summer construction. He said that this would allow faster clean-up of the sidewalk backlog. He said that funds will be expended in a shorter time. Mr. Farrell acknowledged that he is aware that it is difficult to get a contractor to follow through and asked about moving the project in-house. Mr. Thompson said that they are looking for better performance with the new method using multiple, smaller contracts and not ready for an in-house program. Mr. Farrell requested that the work get done as he is hearing many complaints about sidewalk repairs not being done. He asked that these funds be spent and the work completed. He realizes that there are not enough available funds for the work that is out there. Mr. Thompson said that it is disappointing to explain every year about his problems with contractors so that he is pursuing other ways. He said that he is confident that the method that they are trying will produce better results. Mr. Farrell asked him to make the sidewalks a priority as they are a quality of life issue.

Chairman Parisi said that he suggested multiple contractors two years ago and is glad to hear that they are trying it.

Mr. DiNatale asked if Mr. Thompson if he deals with reimbursement in the engineering office. Mr. Thompson said that they do not. He said that survey and their construction inspector use town vehicles but that the Assistant Town Engineer and he use their own vehicles and do seek reimbursement.

Mr. Brodinsky asked about the Capital and Non-Recurring account (from the Appropriations In Force List) that goes back to 1996 for \$180,000 for ADA Compliance Improvements. Mr. Thompson said that the ADA work falls into the same category regarding the contractor. Mr. Thompson explained about a contract last year with less than satisfactory performance by the contractor with regard to ramps at a number of locations. He said there is a new bid out now for the expected bid of \$50,000 to \$60,000 for the remaining ramp construction work. Mr. Brodinsky said that he sees that this money was appropriated on 1996 of the 1996 budget and asked if that was correct. Mr. Bowes said that when he began with the Town of Wallingford that there was no indication on that report as to what the original year of funding was so he did some research to put those numbers in there. He said that to his knowledge, they are correct. Mr. Brodinsky asked how does it

happen that something can stay in an Appropriations In Force account for more than ten years. Mr. Bowes said that funds from that account have been spent during the last two years so it still is an active account. He spoke about ADA history and municipality compliance. There were ruling changes so a lot of the funds were not spent during the scaling down of the interpretation of this act. Mr. Thompson said that there has been an ongoing pattern of expenditures. He said, as example, last year they spent money from this budget on AD improvements at the Police Department Facility. When an ADA improvement is identified, they have the funds available to accomplish the project.

Mr. Brodinsky said that in 1998 there was town-wide aerial photography and the remainder from 1998 in that account is \$25,000. He asked for an update. Mr. Thompson said they are at the final stages of closing it out. He said the process included the aerial map flight, which was digitized and then training, which is now completed. He thinks that the project will be closed out in the next month. Mr. Brodinsky said that it seems to him that if there is a program, as opposed to a project, that goes 10 to 12 years, then the funds are appropriated all in one year, and put it aside earmarked 'Appropriations In Force'. He said that it's confusing. He suggested that if a program looks like a multi-year program, 10 to 12 years, that the funds be broken out into amounts that will be spent in that year, rather than holding it aside for such a long time.

Mr. Brodinsky said there are other projects from the Capital and Non-Recurring account. He asked when we have a Capital and Non-Recurring project, and money is either left over or not spent for a period of time, when does it return to the General Fund and where do we see that, under what line item, how does that work. Mr. Bowes said that he receives a memo from the Town Engineer or the Director of Public Works that the work is complete and Finance closes out the funds. He said that the ordinance that formed the Capital and Non-Recurring is old and allows the town to repay any debt that was issued on behalf of Capital and Non-Recurring programs out of any unspent funds; however, he said per the ordinance, the unspent funds of projects other than bond funds, which the town can use to transfer to the General Fund, must remain in the Capital and Non-Recurring fund according to the ordinance. Mr. Bowes said that the first ordinance was in 1964 - #61; Amendments #104, #170, #438 and #543. He spoke about #543 and with Mr. Brodinsky regarding a hypothetical situation regarding freeing up unspent Capital and Non-Recurring funds.

Mr. Bowes said, subject to reading the Charter and conferring with the Law Department, that any Town Council could appropriate funds from the Capital and Non-Recurring fund to another Capital and Non-Recurring project. He said that the second item would be if there is funding for a bond issue that had been bond sold and funded cap and non-recurring items the transfer can be done from the Capital and Non-Recurring fund to the General Fund to repay the General Fund outlays of that service, like a pro-rata. Mr. Bowes said that he did not see any other mechanism to send those funds back to the General Fund.

Mayor Dickinson said that there is another factor and that as a general rule, there is not money from the general taxation in Capital and Non-Recurring. The money funding Capital and Non-Recurring is the contribution from the Electric Division. He said that if money stays in Capital and Non-Recurring as cash, it means that cash is available to avoid borrowing with the interest charges on the borrowing, and actually accomplishes things at a lesser cost and can do more than if you actually had to use all of the money through borrowing and use it only for payment of principal and interest.

Mr. Brodinsky said in 1995-\$36,037 was left over from the South Turnpike Road bridge; 1999-\$70,000 left over from North Main Street Extension/Beaumont Road project; 2001-\$28,000; 2001-\$140,000, 2001-\$117,000 Tankwood Road. Those are the old ones. He did not read out the ones from 2002 to 2006. He said that it looks like they are just sitting there. Mr. Bowes said that he received a memo last week from the Town Engineer with regard to the accounts just mentioned that are being worked on to close by the end of the fiscal year. He said that this is the time of year that Finance communicates with departments about items in the Capital and Non-Recurring account and Appropriations In Force. Mr. Brodinsky said that closing out means nothing because they stay in the Capital and Non-Recurring account. Mr. Bowes said that is per the ordinance. Mr. Brodinsky said that unless it is put toward another capital project in this budget or put toward bond payment. He said that this freed up money is coming late because the Council doesn't have time to react to it.

Mayor Dickinson said that when there are funds left over and the project is closed out, those funds are available to put toward a project without borrowing, so in effect our money goes further than if we had to take the entire \$2 million from the Electric Division and use it to pay principal and interest. He said that instead we are able to pay as much in cash as possible and the money goes further. It all stays within this fund to do capital projects.

Mr. Brodinsky asked for a list that indicates the monies that we've taken down over the last three years and actually applied to another capital project so that we didn't have to appropriate tax dollars. Mr. Bowes said that it hasn't been done in the last three years but before that there were land purchases for several hundred thousand dollars each appropriated by the Town Council. He said that the town can't spend the funds unless they come to the Council with something that would fit Capital and Non-Recurring type of expenditure. Mr. Brodinsky said that he would like to see all the Capital and Non-Recurring accounts that are closable from 2003 on back so that the Council could be alerted about that in time to make some decisions on how to deal with it. He said it's informational. He said that from this list that it's a considerable amount of money.

Mayor Dickinson said that he thinks that it is a significant philosophical issue to the extent that the Capital and Non-Recurring fund is used as a pool of funds to offset general taxation is harmful. He said that is not a good direction to go. The Capital and Non-Recurring fund is funded by the money from the Electric Division. He said there are some exceptions where we had to appropriate funds in a year in order

to provide sufficient funds for the outstanding debts due on the Capital and Non-Recurring. He said that we tailor down significantly what could go into Capital and Non-Recurring to stay within what can be reasonably financed through the contribution from the Electric Division.

He said that all of those funds get used, and at the point where we go and borrow whatever we have on hand, becomes part of that financial management issue to deal with it in a responsible way, if necessary advancing cash waiting for the next bond issue.

He said that you are not issuing bonds every year in Capital and Non-Recurring, so there is a need to advance funds at times, in order to prepare for the time that is logical and in the best interests of the town to make it part of an issuance of bonds. The less flexibility you have the more problems you will have. He said at this point it is not general taxation that is really supporting this; it is money from the Electric Division. He said that he would have a difficult time believing that we would be heading for anything positive to start looking at the Capital and Non-Recurring fund as a place to find money to put back into the General Fund.

Mr. Brodinsky said that was not his position and what he asked for was, had we done what we said and close capital accounts and apply it to capital another project in the last three years and the answer was no. He said that then he asked for information about what accounts are closed or closable within a fiscal year so that we can know in time. He said he did not mention return to the General Fund or in any way how the money would be used. He said he asked for information.

Mr. Knight asked about aerial photography. Mr. Thompson said that there would be about \$25,000 left in the project fund.

Chairman Parisi asked about snow removal. Mr. Thompson said that he attended a meeting about snow removal with the Mayor, the Chief of Police and Adam Mantzaris from the Law Department. There was a mild winter but even so there were lots of complaints about sidewalks not shoveled. He explained the process of checking the site, reporting to the Police Department and another visit by the police in attempt to get cooperation, another visit from engineering. He said there were five visits for every sidewalk that wasn't shoveled. He said it's a matter of management, best use of the police department, communicating with the public. Chairman Parisi said that corners are not being done and that there are sidewalks all over town that are not being done. He said we are making it too difficult on ourselves. We need to get the sidewalks cleaned. Mr. Thompson continued with examples. The result being that enforcement of the ordinance should occur.

- *Finance*
 - *Tax Collector, Richard Piekarski*

Mr. Farrell commented on the rate of collection and that we have a high rate of collection. He asked how that figures into the numbers that you have put in and is

there any anticipation that the rate of collection might be less because of the real estate market and the idea that there might be some foreclosures that might delay collection. Mr. Piekarski said that he thinks that it will be about the same. Mr. Farrell referred to the state of the economy and that we are assuming that things are normal to which Mr. Piekarski agreed.

o *Revenues*

Mr. Knight asked about why the Gaylord Pilot has fallen so much. Mr. Bowes said that the pilot for any hospital, college or university is a factor of the state budget. He said that the number is the Governor's, and that there is no documentation.

Mr. Knight also asked about the Machine and Equipment Pilot changes, and if the result of a 9% decrease is what we can expect. Mr. Bowes said that was correct.

Mr. Knight next asked about the Real Estate Transfer Tax. Mr. Bowes said that the effort to eliminate that tax is still there but it is to sunset the increase that municipalities were allowed to charge and keep at the local level. He said that it is like a two-pronged fee, one the Town Clerk sends to the State of Connecticut and the local share is ours. There has been an attempt to sunset June 30 at the end of the fiscal year the higher amount, which is \$.25 per thousand dollars of transaction. He said that budgeting the revenues is difficult. The Town Clerk said that the Real Estate Board wants the sunset but the municipalities do not. Mr. Bowes said that there wouldn't be an impact on the budget. Mayor Dickinson said that the real issue with the conveyances is whether there will be the continuing level of conveyances which would bring in those funds and that's where Mr. Farrell's earlier question about foreclosure becomes a real wildcard. If we do have a downturn, that will significantly affect a lot of the revenue items that our economy driven and that certainly is the conveyance of real estate.

Mr. Knight asked if Tribal Gaming Funds, which decrease every year, is the Governor's figure. Mr. Bowes said that municipalities get less and less every year.

Mayor Dickinson said there is an issue going on between the members of the General Assembly and the Governor over what budget will prevail. He said that it would appear as though either one if adopted is approximately the same. He said that it would be less of the budget if the General Assembly version is adopted. He said that different revenues go up and down. It's hard to track and both claim to be doing the most for everyone but it looks as though perhaps the General Assembly version might be a lesser amount ultimately seen by the municipality than the Governor's.

Mr. Bowes agreed. We don't know which grants are effected. Some of the budgets are just based on percentage increases. He said that municipal aid is a very large component of the state budget. He said that they would get it out to the Council as soon as they can.

Mayor Dickinson said that there is a big exposure, and we budgeted optimistically,

which puts us at some risk, and they have always used the Governor's budget. Mr. Knight said that residents should know that the local tax structure is going to be effected by the machinations of the state legislature and these negotiations with the government. Mr. Bowes said that in his opinion for the record that the local taxation methodology in Connecticut is not good based upon property value especially, bringing in motor vehicles and with the mobile society that we have and oftentimes bills don't catch up with people, and when they do, it includes interest charges that cannot be waived. He said valuation of property goes up and that in effect penalizes seniors, who have lived in their houses for 30 or 40 years. He said that in his view that is not equitable. Mr. DiNatale asked Mr. Bowes about the Florida Homestead Act. Mr. Bowes did not make favorable comments but he said that they make it work. He said that he does not like capping municipal tax rates or capping municipal expenditures.

Mr. Testa (page 10, Line 4010) asked about the declining interest rates of investments. Mr. Bowes said that as they have spent down bonded funds, or will be in the next several months, we have less cash balance available for investment. He said that Pete Murphy, the town's treasurer, works this calculation. He said that most of it is a component of the fact that we expect to have less cash available as we spend those bond proceeds. Mr. Testa (page 12, 7040) asked what constitutes miscellaneous revenues. Mr. Bowes said that the 2006 miscellaneous revenues number of \$238,000, he does not have and will check. Mr. Bowes said that the line is comprised of things that don't fit anywhere else.

Chairman Parisi asked how much of our tax collectibles are in arrears. Mr. Bowes said that he would not see how much in total is owed because this is an operating statement but as of June 30, 2006, it is approximately \$2.2 million and that it goes back 15 years. Chairman Parisi asked for a breakdown of the years and how much is owed. Mr. Bowes said that as of June 30, 2006, that they would have it in their audit report by fiscal year. Mr. Bowes said that by state statute, taxes are collectible for 15 years, and in year 16, they become out-of-operation by law. He said that it is on page 69 of the audit report.

- o *Debt Service*
- o *No discussion*
- o *Capital and Non-Recurring*
- o

Mr. Brodinsky (pages 84-85) regarding Community Lake, which has a total of \$50,000 for its work, asked if that is over the next 5 years. Mayor Dickinson said that the money budgeted is to allow some funds for testing borings to arrive, if we can, at an acceptable schedule and program with the state and that dependent upon the results of those tests, there might be further action, there might not. He said the funds would help determine what is in those soils that we would remove in order to create larger ponds on the east and west sides of the river. He said this is not an issue of constructing a dam. Mr. Brodinsky asked about the Phase 5, North and South Colony Roads streetscape construction. He noted \$900,000 through 2011 and \$750,000 for the Quinnipiac River Linear Trail up to 2011, and asked the Mayor for an update on the plan for the Phase 5 streetscape and the Phase 4

Quinnipiac River Linear Trail. Mayor Dickinson said that the Phase 5 streetscape is in a future year. He said that the status is not immediate and that if anything, it's a placeholder. Mr. Brodinsky said that it looks like the Hall Avenue streetscape is Phase 4, the Senior Center Connection of \$6 million over the next two years and asked if that is also fluid or if there are definite plans for that. Mayor Dickinson said it is closer to definite plans and that the town is seeking federal funds and that the whole project would come in for about \$2.3 million, which includes the trail to the Senior Center as well as the streetscape improvements, the length of Hall Avenue from Rt. 5 to the bridge at the Quinnipiac River. The Mayor said if we are able to receive the federal grant money, the project would move sooner rather than later.

Mr. Knight asked about new vehicle lifts for the Public Works Department and asked why it is in this budget. Mayor Dickinson said that it's part of the building so it's a capital project. He said that they don't often do this but given the expense of it to put in the regular budget was definitely difficult fit; hence, it appears here. Mr. Knight said that it is an unusual item to put here. Mayor Dickinson said that they try to keep it to roads and bridges but that it's definitely a capital project, and they are not able to function without the new lifts and that buildings have been done in this budget, for instance the windows in Town Hall are in the Capital and Non-Recurring.

Mr. Knight asked if Phase 3 was north of the tunnel. Ms. Doherty said it's a continuation from the Quinnipiac River. Mr. Knight asked about Phase 4, which starts work next year. Ms. Doherty said it's probably the Senior Loop. Mr. Knight asked about Phase 5, and Ms. Doherty said it depends on how the money comes in from federal funding.

Mayor Dickinson, referring to Phase 4, the Senior Loop, said for people to avoid confusion about that with the Hall Avenue streetscape that would complete a loop from the Senior Center to the bridge. He said that's that portion of that loop and not the connection to Hall Avenue so there are two different projects here dealing with trails that either lead to or from the Senior Center. Ms. Doherty said no, that it depends upon what grants come in and what we get for federal funding. She said that she thought that with Phase 4 that we are working Phase 3 and 4 simultaneously with Phase 4 being the Senior Loop. Mayor Dickinson asked what is the meaning of the Senior Loop. Ms. Doherty said from Senior Center down to where the Community Lake dam used to be. The Mayor said that he understands that is linked in the Hall Avenue streetscape and that the loop part was moving to the north to connect to the bridge. Ms. Doherty said that Phase 3 goes from where the bridge and tunnel are through Fireworks Island and then to Main Street in Yalesville. She said that Phase 2 was the tunnel and the bridge. Mayor Dickinson said that the question would be whether the Hall Avenue streetscape includes the Senior Center connection, and he said that he believes that it does. Ms. Doherty said that she is not positive about that but that was her understanding and that she thought that there was a difference between going for Hall Avenue and the Senior Loop together. She said that had to do with SCROG but that didn't work out. Mayor Dickinson said that part of it is under 4 and part in 5 but not twice.

Chairman Parisi asked about tax collection in arrears and how we deal with it, what is the procedure. Mr. Bowes said that it depends on the class of asset, and if it's real estate, then it's a lien and that ultimately the town collects on real estate unless there is an environmental issue, which happens. He said that for personal property and motor vehicles the town uses very aggressive re-billing of several bills during the fiscal year. He said that with motor vehicles the town has the state statute that does not allow someone to re-register if there is outstanding tax on the motor vehicle and that has worked very well. He said that with business property, it is a matter of chasing them down and that the town is at risk for personal property because if a company closes and moves assets out of town, and the town cannot locate them, then the town loses. He said that most of the \$2.2 million of taxes in arrears belongs to one or two large accounts that have very large environmental issues.

Mr. Brodinsky asked about Revaluation. Mr. Bowes said that for the appropriations, there are several years of revaluation carried forward. Mr. Brodinsky said back to 2000 about \$337,000 has been accumulated. Mr. Bowes said that the town historically budgeted for appeal losses, which are predominant in times of revaluation, and there is one from 2001 that is still not settled. We have several from the last revaluation with a \$200,000 exposure, and once those are adjudicated or resolved, it's that line item, unless it's a credit to the taxpayer in which case, this account will be closed down in the same amount. It's an offset to that loss. He said that would bring it to about \$125,000 of open funds in the Appropriations in Force account for the revaluation project. He said the oldest funds would be used first. He talked about funding for the next revaluation in 2010 for which there is \$100,000 in the current year budget, the one that is in front of the Council. He said that budgeting occurs a couple of years before revaluation.

Mr. Brodinsky asked if these Appropriations in Force are specifically appropriated to cover tax appeals or to cover the expense of hiring an appraiser and doing the revaluation. Mr. Bowes said both, and also some system improvements – hardware, servers, other consultants – that it's an all-inclusive amount. Mr. Brodinsky and Mr. Bowes continued to discuss the disposition of the funding and where it will be seen on the budget and the old settlements will have been cleaned out. Mr. Brodinsky asked why not put the left over money back into the General Fund and then appropriate what we need. Mr. Bowes said that we could do it that (way) and that it's just another way to do it.

Mr. Testa asked about the additional part-time person for Government Access Television and would it require a motion. Mr. Testa made a motion that on the Government Access Television, Department 1303, that the number of part-time employees be changed from 6 to 7, and that the total staffing number goes from 7 to 8. Ms. Rascati seconded. Ms. Papale made a comment that this gives GATV flexibility and that it does not change the budget.

All Councilors (9) voted Aye, and the motion passed.

Mr. Testa made a motion to increase the salary for the position of Mayor identified as 1300, page 1, Personnel Detail, from \$73,140 to \$85,000. Ms. Papale seconded.

Ms. Papale said that for the time and effort that the salary should be increased.

Mr. Testa said that it is good practice that the salary of the position of mayor for this town be similar to that of other similar communities and at least closer to other positions of the town that report to that office. He said that this is a position that is like that of a CEO managing a \$130 million operation, and the salary should be commensurate with the responsibilities. He said this is a good first step.

There were no other comments.

ROLL CALL VOTE:

Brodinsky-yes; DiNatale-yes; Doherty-no; Farrell-no; Knight-no; Papale-yes;
Rascati-no; Testa-yes; Parisi-no

5-no; 4-yes

The motion failed.

Mr. Testa asked what's changed from the time a few years ago when the majority of the Council at that time voted for \$80,000, and if it's the amount, then is there another amount that would be more acceptable to this Council.

Chairman Parisi said that the amount doesn't have anything to do with it and that he just doesn't think that this is a year for a raise. No other comments.

Mr. Farrell made a motion to adjourn. Ms. Rascati seconded the motion.

All Councilors (9) voted Aye. The motion passed.

The meeting adjourned at 8:15 P.M.

Respectfully submitted,

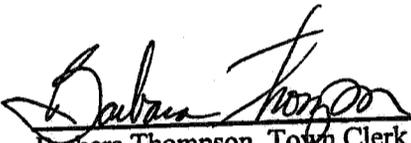


Sandra R. Weekes
Town Council Secretary

Meeting recorded by Sandra R. Weekes


Robert F. Parisi, Chairman

10-9-07
Date


Barbara Thompson, Town Clerk

10-16-07
Date

RECEIVED FOR RECORD 9/24/07
AT 3:10 PM AND RECORDED BY
Barbara Thompson TOWN CLERK

APPENDIX I.



M. JODI RELL
GOVERNOR

STATE OF CONNECTICUT
EXECUTIVE CHAMBERS

April 24, 2007

Robert Parisi
Wallingford Municipal Bldg.
45 Main Street
Wallingford, CT 06492

Dear Robert:

For decades state and local elected leaders have talked about easing the burden on property taxpayers by meeting the goal of fully funding the state's commitment to education. I made education funding and property tax relief the center of the debate this legislative session because the time for real action on these critical issues is long overdue.

Last month, I unveiled a historic proposal to cap municipal increases in local property taxes at 3 percent because our taxpayers are straining under the weight of ever-increasing property taxes. The fact is that Connecticut is the second-highest in the nation when it comes to property taxes per capita. That is why if we choose to do nothing this session when it comes to property tax relief, taxpayers will revolt and rightfully so.

Unfortunately, the Democrats in the legislature unveiled their own version of a state budget that fails to address these issues. The Democrats' budget does not add up and does not provide the property tax relief or improvements in education that I have been fighting for this session. It irresponsibly increases spending by over 10 percent and requires \$1 billion in new taxes. Their budget invests less in education than my budget and fails to provide any real restraint on soaring property taxes.

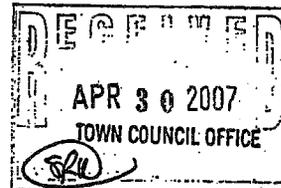
I believe strongly that my unprecedented investment in education and my historic property tax relief plan will benefit this generation and generations to come. That is why I have no intention of giving up on my fight for meaningful property tax reform.

Included with this letter you will find two documents that highlight my education and property tax relief plans. Over the next several weeks of the 2007 legislative session, there will be intense budget negotiations leading up to the legislature's June 6 adjournment date. Join me in urging your legislative delegation to support my property tax relief plan and sending your legislators a strong message: *now is the time to get it done.*

Sincerely,


M. Jodi Rell
Governor

STATE CAPITOL, HARTFORD, CONNECTICUT 06106
TEL: (860) 566-4840 • FAX: (860) 524-7396
www.ct.gov





GOVERNOR M. JODI RELL

Property Tax Relief, Classroom Accountability – “Get it Done”

Here's Why We Need Governor Rell's Plan:

- In property taxes per capita (2004), Connecticut is the second-highest in the nation.
- Connecticut's property taxes per capita were 85% above the U.S. average (2004).
- The state's portion of local education costs has been decreasing and the burden has been shifting to local property taxpayers
- 43 states have some form of limitation on property taxes and/or local government expenditures and 29 of them have a limit on increases in the property tax
- Some of our neighboring states have, or will be, taking action on property tax limitations
- During a five-year period ending in FY 2004-05, state aid increased by an average of less than 1% per year, while property taxes increased by almost 6% per year!

When it comes property tax relief, Governor Rell is crystal clear:
“Our local taxpayers are in need of help. They are straining under the weight of ever-increasing property taxes.”

Governor's Plan for Property Tax Relief:

- The total amount of property taxes imposed by a municipality will NOT be able to increase by more than 3 percent a year - starting July 1, 2008 (with four exceptions).
- Municipalities would be required to invest in education and property tax relief.
- A town's budget must increase each year by an amount equal to a percentage of their new education dollars - ranging from 15% to 65% - with the balance of funding available for immediate property tax relief.
- The Governor recommends the state partner with local governments to cut costs and improve services at the local level and work with other state officials to find ways to help cities and towns cope with rising costs of unfunded pension liabilities, health insurance costs and energy costs.

Governor's Plan for Classroom Accountability:

- All day kindergarten and summer school for certain underperforming students in CT
- New, stricter high school graduation requirements – including a graduation exam
- Student progress reports for parents and guardians and administrative overhead reviews
- Municipalities and school districts would be required to submit an annual strategy aimed at improving academic achievement

*“No more talk – no more studies. We're well aware of the need for property tax reform.
Now is the time to GET IT DONE.” www.ct.gov/governorrell*

Town Clerk

Wallingford Fire Department



**Fire Station Company #1
95 North Main Street
Future Use and Needs**

Peter J. Struble
Fire Chief
April 23, 2007

*Rec'd from Mayor
4/24/07 6:35pm
Distrib to Council at
mtg*

Purpose

The purpose of this report is to provide the Mayor, the Town Council, and the citizens of the Town of Wallingford an understanding of the future anticipated use and needs of the fire station located at 95 North Main Street.

Scope

The scope of the report is limited to the North Main Street Fire Station; however, there are references to the entire public protection system. To fully explain the needs of the North Main Street Station the report takes into consideration how the station impacts service delivery throughout Wallingford.

Key Points:

- The fire station is a 65-year-old, 4,080 square foot building; however, the critical building systems have been updated and will only require normal maintenance needs.
- A standard fire department pumper truck fits in the building but exact dimensions must be specified when writing specifications for new apparatus, as there is no extra length or height available within the building.
- The department currently operates one fire department pumper truck and one light paramedic rescue truck from this station. The light rescue truck is kept outside a majority of the time and moved inside via a shared apparatus bay door during bad weather and for night storage.

- Current employee parking availability consists of only four spaces immediately behind the station in the police patrol car area. Current required daytime parking is six spaces. Twice a day during a 15 to 30 minute period at shift change, the required number of spaces rises to ten.
- This fire station is the busiest of all of the department's six stations with 2,948 emergency responses.
- The geographic location of this station is critical to the overall fire/rescue protection system in Wallingford.
- The most probable service demand increases in the next ten years will be in the area of rescue services and ambulance transport services. The department has identified plans to address an increase in this demand in the area of the North Farms Fire Station. However, these plans will not reduce the importance of the North Main Street station in the public protection system.
- There is no anticipated expansion of fire protection equipment at this station in the next ten years. However, any proposed changes to the station should take into consideration the current limitations with the equipment assigned to respond from the station.

Department Overview

The Town of Wallingford Department of Fire and Emergency Services is a combination fire department composed of 63 career and 86 volunteer firefighters. The Department operates from six fire stations. Two stations, Central Fire Headquarters on Masonic Avenue and Company 1 on North Main Street, are staffed with all career personnel while the remaining stations are staffed by volunteers.

The Department provides fire and emergency services within a 39.8 square mile area, protecting a population of 46,000 residents. The Department responds to all fires, hazardous materials, service, and technical rescue calls within the town limits. The Department is currently licensed for three transporting ambulances and operates one unit 24 hours per day, seven days per week, and provides emergency paramedic services at the paramedic, ambulance transport, and emergency first responder paramedic and defibrillator levels. The Department also provides mutual aid upon request to the adjacent communities.

Fire Department units are dispatched to emergencies by civilian dispatchers in the Town's combined public safety dispatch center located at the Wallingford Police Department. The Fire Department provides the dispatchers with advanced directives on what resources to send on emergencies. In almost all cases, at least some of the responding units will be based at either North Main Street or Masonic Avenue. This is done to provide the community with the speed of a career response while taking advantage of an available volunteer response. Career staff predominantly covers the downtown area while a combination of career/volunteer staff covers the remaining four geographic quadrants.

Current Station at 95 North Main Street

The 4,080 square foot building is 65 years old; however the critical building systems have been updated and will only require normal maintenance needs. The following improvements have been made to the building in the last 15 years:

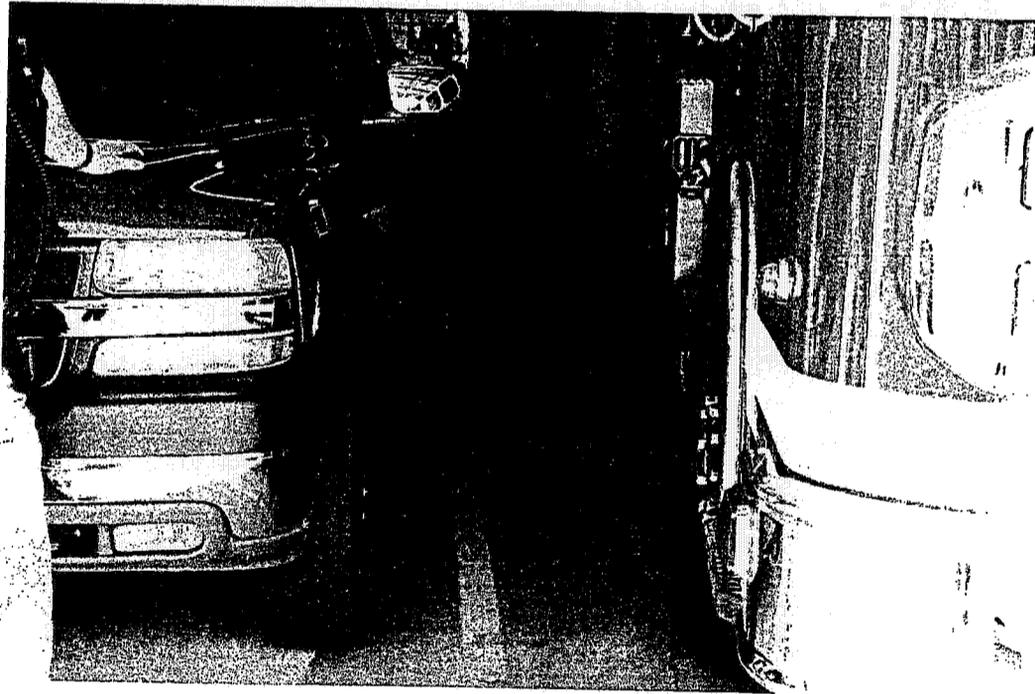
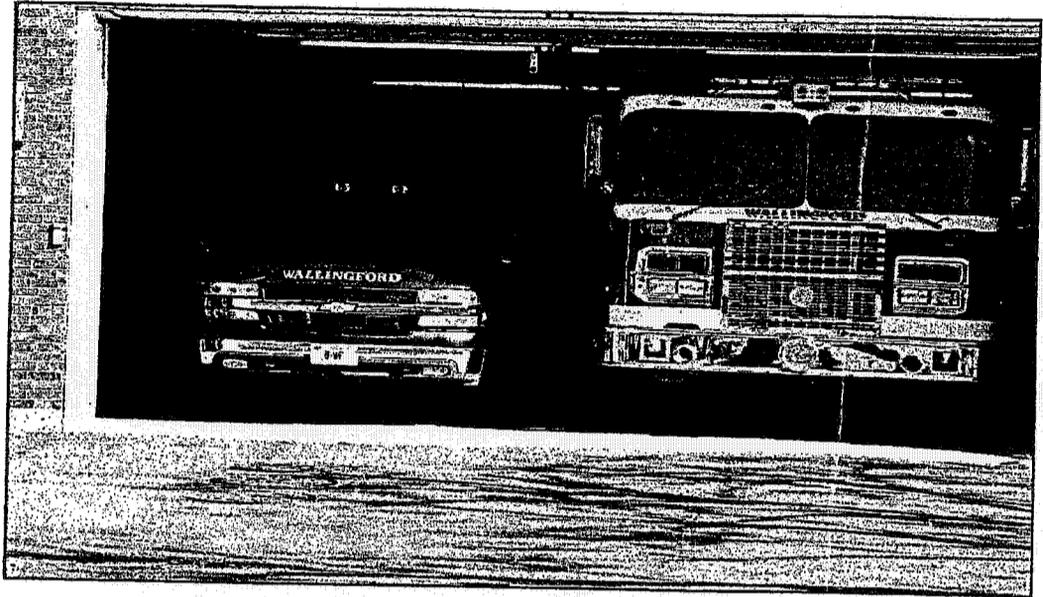
- 1991 Installed Membrane Flat Roof
- 1995 Installed Oil Water Separators
- 1996 Installed Engineered Heating and Air Conditioning
- 1996 Replaced Two Small Apparatus Bay Doors with One Door
- 2000 Replaced Electrical, Updating Building to Code
- 2001 Installed Diesel Exhaust Extraction System
- 2001 Renovated Kitchen and Bathroom
- 2001 Installed Emergency Generator
- 2005 Renovated Office Area
- 2006 Rebuilt Chimney

Engine 1 operates from the building 24 hours a day, 7 days a week. This engine is staffed with a minimum of 3 firefighters and at times may have 4 firefighters. In 1996, the apparatus bay doors were reconfigured to a single door allowing the width needed for modern fire apparatus to fit in the station. The size of modern apparatus however, remains a challenge at this station. The Fire Department must emphasize exact dimensions when writing specifications for new apparatus, as there is no extra length or height available within the building.

In 2000, the Fire Department began to operate a two-person light rescue truck from the station Monday through Friday, 8 a.m. to 6 p.m. This was done to keep up with peak demand for emergency medical service and to address a corresponding decrease in the number of volunteer firefighters available during the daytime

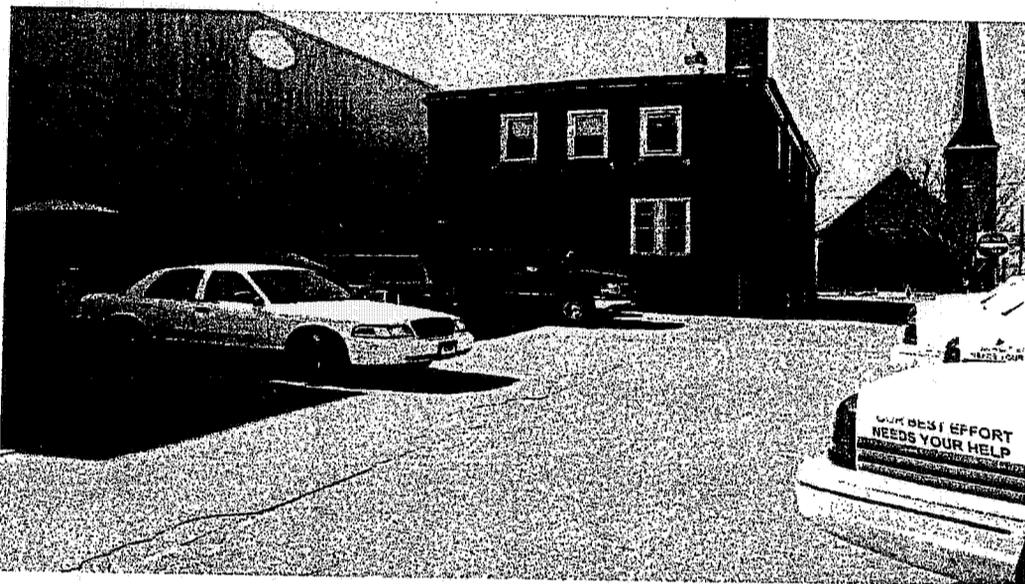
hours. The light rescue truck is kept outside a majority of the time and is moved inside via a shared apparatus bay door during bad weather and for night storage. Movement of the vehicle inside the station is difficult and only done when necessary.





Current available employee parking consists of only four spaces immediately behind the station in the police patrol car area. Current required daytime parking is six spaces. Twice a day during

a 15 to 30 minute period at shift change, the required number of spaces rises to ten. Personnel assigned to the station generally use street parking temporarily during shift change and then move vehicles to available parking spaces behind the station. When five or six spaces are required, personnel will park in the current police parking area (east of the old C.F. Wooding Building).



Standard of Response Coverage

This fire station is the busiest of all of the department's six stations with 2,948 emergency responses in 2006. The light rescue truck responded to 1,134 emergencies and the fire engine responded to 1,814 emergencies. The current location of the station places it in a very effective response location. The station is able to provide a fast response to the more densely populated downtown area where a higher percentage of building fires occur. The centralized location also allows a response throughout the east side of town including protection of I-91. This location, along with Central Fire Headquarters, provides the use of a career pumper on both sides of the railroad tracks and the Quinnipiac River. Both North Main

Street Station units are capable of effectively responding throughout the entire town from this strategic location. The geographic location of the station is critical to the overall fire/rescue protection system in Wallingford.

Long Term Planning

The most probable service demand increases in the next ten years will be in the area of rescue services and ambulance transport services. The department has identified plans to address an increase in this demand in the area of the North Farms Fire Station. These plans will not reduce the importance of the North Main Street Station in the public protection system. It is our belief that the ability to respond from the North Main Street Station area will continue to be an important part of the protection model for Wallingford.

There is no anticipated expansion of fire protection equipment at the North Main Street Station in the next ten years. However, any proposed changes to the station should take into consideration the current space limitations with the equipment assigned to respond from the station. The likely ten-year model at the station encompasses a career pumper with 3 to 4 assigned firefighters per shift and a two person manned emergency medical unit. This arrangement, combined with a continued strong volunteer force, should allow the fire department to keep up with the anticipated needs of the community. Factors such as a weakened volunteer force or a larger than anticipated increase in medical services may cause adjustments in other parts of the system, but would not significantly change this model.



ONE (1) MILE RADIUS AREAS FROM EXISTING SIX (6) FIRE STATIONS





Town of Wallingford, Connecticut
Department of Police Services

DOUGLAS L. DORTENZIO
CHIEF OF POLICE

135 NORTH MAIN STREET
WALLINGFORD, CT 06492-3718
TELEPHONE (203) 294-2828

INTEROFFICE MEMORANDUM

TO: MAYOR WILLIAM W. DICKINSON, JR.
FROM: CHIEF DOUGLAS L. DORTENZIO *[Signature]*
SUBJECT: REQUESTED COMMENTS ON THE FUTURE OF POLICING IN WALLINGFORD
DATE: 4/23/2007
CC:

You recently requested that I supply an opinion concerning both the present day and future challenges facing this agency. More specifically, to comment on the inter-related issues of police staffing, parking and the adequacy of the current police facility. The reference to the future is understood to mean approximately five to ten years hence.

To properly frame my forthcoming comments and insights, a basic awareness regarding the history of this specific facility, as both originally designed and subsequently utilized, is as essential as an understanding concerning both the past size and anticipated future growth of the town.

The police department occupies several different locations in town. The traffic maintenance unit has an office, work shop and materials at 280 Washington Street and additional storage and equipment at 284 Washington Street. Police headquarters is located in a former state armory at 135 North Main Street. The armory's cornerstone indicates it was built in 1920.

In 1983 the town acquired the armory building and subsequently contracted with Kaestle Boos Associates to design a renovation of the structure for use as a police department. The architectural plans for the renovation bear a 1984 date and a long tenured employee of the agency informs me that the present facility began operation in the first week of February 1986. I believe this information is relevant as it provides insight as to the vintage of the design, which is presently twenty-three years old. The town has certainly grown in the interim and policing, a very dynamic public service, is also significantly different.

The present structure is an aesthetically attractive, solid brick building situated on a narrow, rectangular shaped piece of property that measures approximately eight tenths of an acre¹. It is comprised of a main floor that is actually several feet above ground, a lower level of similar proportion that is several feet below ground, and a small second floor that is limited solely to the area encompassing the castle-like façade of the building. The outward appearance of the structure, fostered by the broad span of the main roof, promotes the perception that the facility's interior is

¹ Town of Wallingford Assessor's Office property card.

quite large, but the appearance is deceiving. This expansive roof covers a cavernous unfinished and unusable attic situated over the main floor.

The figures contained in the chart at the right were obtained from the town assessor's office property card for this structure and provide a more definitive measure of the useable interior space.

Also included within this report (see Appendices A-C) are a few selected copies of the many original design drawings. The included drawings are noteworthy for several reasons. First, they reflect what was, twenty-three years ago, intended for this police facility. The individual floor plans allocated square footage to specific business functions and grouped these functions in somewhat of a logical arrangement to support the overall operation. Second, it is clear from the review of these original plans that several aspects of the building's interior were undersized while yet other aspects were never completed at all. Lastly, a number of changes have been instituted over the superseding years regarding the utilization of the available floor space. Our engineering department was kind enough to depict these revisions on the included drawings so that the reader may easily contrast the present day configuration, born out of necessity, to that originally designed.

	Gross Sq. Ft.	Effective Sq. Ft.	Living Sq. Ft.
First Floor			
Basement, Finished	12,377	7,426	0
Garage	736	294	0
Upper Fl., Unfinished	612	306	0
Upper Fl., Finished	2,015	2,015	2,015
Total	28,117	22,418	14,392

A map of the property and adjacent properties (see Appendix D for an overhead view of the property) clearly depicts the lot's small footprint, the building's consumption of the lot's available space, and it explains the need for our existing horseshoe shaped driveway, which enters from, and then exits back onto, North Main Street after circling the building. The latter was an odd design as most police facilities and their immediate exterior grounds are secured for a variety of business reasons I need not dwell on for purposes of this report. This unusual and problematic design was the only viable option given the limited size and shape of the building lot.

While on the topic of the exterior grounds and vehicle flow around the building, it is worth mentioning that there is a ten thousand gallon underground fuel storage tank located in the driveway on the south side of the building. Deliveries are made by large tractor-trailer styled tankers that cannot circle our building due to the limiting geometries associated with our driveway. They must enter the grounds via the very narrow driveway between police headquarters and the fire station and then reverse course, backing out onto North Main Street. This is the case for all of the large vehicle deliveries made to police headquarters, and is just as problematic for our own fleet operation for our large emergency command truck and trailer cannot circumnavigate the building either.

It was also apparent from some of the other original plans that very limited parking was intended. While I do not know the size of the police fleet in 1984, I believe I can safely assert that parking was intended only for fleet vehicles, excepting one or two spaces in the front of the building for visitors. There had been a few parking spaces designed for the front of building along the north exit drive in an apparent effort to provide a symmetrical appearance to the front of the building. These parking spaces were, like parts of the building's interior, never built.

My review of the original exterior design plans also revealed that a fenced vehicle impound area was intended in the southeast corner of the lot. From the scale of the plans it appears the capacity of this area was no more than one or two vehicles. I have been informed that it too was never built.

With the knowledge that the police facility was designed in 1984, and the presumption that it was scaled to adequately support both the size of the work force and the complexities of policing Wallingford for an undetermined period of time thereafter, I researched the level of staffing as well as the population of the town in the year of the design.

The population of Wallingford in 1984 was 37,860² and the staff of the police department consisted of fifty-nine police officers and fourteen support employees³. By the time the new police facility began operation in 1986, two years following design, the population had increased to 39,660⁴ and the police department had grown to a total of seventy-eight employees⁵.

Until the town purchased the Wooding-Caplan property, employees parked their personal vehicles on the local roads during their working hours, much to the consternation of local businesses, some of which regularly called my office to complain. They felt their customers were being displaced.

In 1991 the Town Council considered an appropriation for purposes of acquiring the Wooding-Caplan property. During the customary debate and questioning that precedes a vote on a motion, you (Mayor Dickinson) responded to a question from the public and noted that the town had planned for this property purchase for some period of time in an effort to address the future needs of the community. The increased needs of the police department were but one specific concern expressed in your (the mayor's) response. After further discussion, the council voted in favor of a motion, with one exception, to both acquire the property and approve the related bonding⁶. The Wooding-Caplan property was thereafter purchased in the spring of 1992.

After the property was purchased, an opening was made in the rear fence line of the existing police property in order to access this parcel and begin using it for employee parking. The land was a combination of uneven terrain covered by grass and vegetation as well as aged asphalt left between the remaining Wooding buildings.

The use of this parcel by the police department resurfaced before the Town Council again in late 1992. Then Councilman, Geno Zandri, inquired of the mayor about the immediate plans for the use of the Wooding property noting "The intent of the purchase was to help the Police Department with their need for additional space." You (Mayor Dickinson) responded that a design was being prepared to utilize the area and that the necessary improvements would need approval by Planning and Zoning and the Council⁷.

² State of Connecticut Office of Policy and Management. Fiscal Indicators for Connecticut Municipalities 1981-1985, (January 1987) 160

³ Town of Wallingford Budget for Fiscal Year 1983-1984 150-158

⁴ State of Connecticut Office of Policy and Management. Fiscal Indicators for Connecticut Municipalities 1984-1988. (December 1989) 169

⁵ Town of Wallingford Budget for Fiscal Year 1986-1987 155-163

⁶ Wallingford. Town Council Minutes. 9 July 1991: 3-6

⁷ Wallingford. Town Council Minutes. 27 October 1992: 17-18

In 1993 the town engineering office completed drawings for a parking area directly behind police headquarters. It provided for drainage, lighting, security and an asphalt surface to park the volume of employee vehicles existing in that year. It also provided for a secure vehicle impound area to address this on-going operational shortcoming.

The development proposal went before our Planning and Zoning Commission in June 1993. The June 14, 1993 minutes of the Planning and Zoning Commission reflect the discussion held regarding the proposal. The need for parking was noted by a Commission member. In addition, a member of the Town Council who was present at the meeting informed the Commission that the property was, in part, bought for the expansion of the police department. The Commission unanimously denied the police department's application. Along with the text of the motion and resultant vote, the following line appears in the minutes of the meeting: "The plan as of yet does not comply with the overall plan for the Wooding property."⁸ No further consideration on the proposal was ever pursued in this same arena given the nature of the denial.

Part of the charge for this report is to opine about the expected demands of policing Wallingford and the infrastructure that will be required to meet these demands during the next five to ten years. Therefore, I will describe presently observable trends regarding the nature and quantity of crime in general, the difference between reported crime and public safety services, and some legislative issues currently under consideration that will significantly impact policing throughout this state. While I could provide a more lengthy opinion about the national challenges confronting police agencies in the future, the material would become less practical for purposes of the town's present concern. Finally, speculating about the nature of policing in the decade to come is certainly imprecise. However, given the narrowness of the task before me, I anticipate that any error is quite likely to be one of timing, not of substance or description. That is, the predicted events and challenges expressed herein may be accelerated or delayed by unexpected forces or factors but I have little doubt most will occur. As with weather forecasting; the predicted event will quite likely occur but the precision associated with the timing and intensity of the event is less reliable. Moreover, the rate of error generally rises with the extension of the forecast's time frame. In short, policing is anything but static. The future possesses many possibilities, each of which is influenced by numerous factors and some potential outcomes simply cannot be foreseen.

For purposes of illustration, in the year 2000 very few if any police chiefs in the United States would have predicted that one year later the mission of policing would be redefined. Furthermore, that for the next seven years, and quite likely well into the future, countless hours and expense would be invested retraining our staffs concerning their new role in preserving national security, acquiring specialty vehicles and safety equipment, revamping communications systems and broadening our professional information sharing networks. While the events of this decade will certainly continue to influence policing for many more years to come, the more traditional aspects of crime and policing remain of predominate importance.

Crime reporting follows a standardized methodology that tabulates selected events that meet a prescribed definition. Once tallied, crime rates can be compared over time or between communities. Crimes are also frequently cited as a ratio of the number of crimes committed per unit of population, just as police staffing levels are measured by some variation of police officers per capita. As the community continues to grow, the incidence of crime per capita, if continually proportionate, will follow. However, this statement is an overly simplistic view of a very complex topic. Without

⁸ Wallingford. Planning and Zoning Commission Minutes. 14 June 1993: 18-19

launching into a discussion of the roots of criminology it should be sufficient to state that crime in any community does not rise and fall solely in proportion to changes in population.

Crime varies from one community to another with causation also attributed to the unique economic issues of the community, the mix of residential and commercial/retail establishments, the availability of handguns, employment rates and the quality of available jobs, socio-economic standing of its residents, the age distribution of its residents, the cultural values of the community, the populace's support of local law enforcement and the presence or absence of crime in neighboring communities to mention but a few factors. Crime in any community is also influenced by the oscillating trends in jurisprudence and corrections as well as the level of local enforcement on quality of life issues, which in effect manages some of the causes of crime.

Given the difficulty of quantifying the contributory influences of these aforementioned factors, it is no wonder that simple tallies or the crime per capita citation is the more commonplace statistical measure. With that said, I suggest the reader pause only briefly to consider their own qualitative judgments concerning how these many factors may influence Wallingford's future, and to then realize that the increasing service demands confronting police departments encompass more than just reports of crime.

A good deal of the services supplied by police agencies involve addressing a wide array of public safety issues involving quality of life matters, local code enforcement, targeted education programs to prevent crime, and tending to families with social service needs to mention but a few. Statistical counts of crime do not include these forms of service delivery. The demand for many of these public welfare services fluctuates as a result of some of the same contributory factors noted above.

To arrive at where the population of Wallingford might be in a decade, and thus determine what the base staffing level of the police department may need to be, I took a look at the town's population throughout the ten-year period spanning 1996 to 2005 and determined the rate of growth.

Each year the State of Connecticut publishes a document entitled Crime in Connecticut. It is a lengthy document of statistical information compiled and collated by state crime analysts from data submissions made by state and local law enforcement agencies each month. Amidst this variety of statistical data are the annual population figures for each municipality and the police department's staffing levels for that same year.

These two statistical measures, population and police officer staffing levels, permit the simple calculation of the ratio of police officers per thousand residents, a useful measure for purposes of this report. As population influences the volume of service calls, and the adequate servicing of these calls is directly related to the availability of police officers, a police officer per capita ratio is a dispassionate comparison that when applied to every community throughout the state is blind to the desires of any individual.

In 1996 Wallingford was reported to have had a population of 41,321⁹, several thousand more residents than in 1984. At this time it also employed seventy police officers¹⁰ for a ratio of 1.69 police officers per one thousand residents. For purposes of comparison, that year Middletown was the community with the population closest to that of Wallingford. Middletown's population was

⁹ State of Connecticut Department of Public Safety. Crime In Connecticut 1996 Annual Report. 86

¹⁰ Ibid

reported as 42,601¹¹. Geographically, the towns are also very similar, Wallingford being 39.9 square miles and Middletown being 42.3¹². The similarity ended there as Middletown employed ninety-three police officers that year¹³ for a per capita ratio of 2.18.

By the year 2005, Wallingford's population had grown even further. The figures acquired from the draft of the forthcoming publication *Crime In Connecticut 2005* reported Wallingford had grown to a population of 44,715, reflecting a growth rate of 8.21% over the ten-year period. Middletown was reported to have grown even more and was no longer the municipality of closest comparison to Wallingford. Enfield was now reported to be the municipality with the most similar population: 45,660. Wallingford employed seventy-one police officers in 2005, Enfield ninety-four. The 2005 per capita ratios for Wallingford and similarly populated Enfield are 1.59 and 2.06 respectively.



The diagram above charts the statewide average ratio of police officers per thousand residents in each of the ten years under discussion to that in Wallingford. The light blue column includes all police agencies throughout the state. As a state police agency operates many ancillary specialty units not present in any other municipal police department, the magenta column deducts the skewing influence of the state police and represents the average per capita ratio of police officers for Connecticut's remaining police agencies only. It is this latter group that makes a more realistic comparison to Wallingford.

As one of the principle questions posed to me has been about police staffing levels now and into the future, I believe the preceding information clearly indicates that Wallingford has long had a below average staffing level on a per capita basis. In 2005 the agency was funded to employ seventy-three police officers¹⁴, the same level as in 1996¹⁵. The application of the 2005 average police officer

¹¹ State of Connecticut Department of Public Safety. *Crime In Connecticut 1996 Annual Report*. 85

¹² State of Connecticut. *Register & Manual 2005*. Hartford: Secretary of State, 2005 484, 581

¹³ State of Connecticut Department of Public Safety. *Crime In Connecticut 1996 Annual Report*. 85

¹⁴ *Town of Wallingford Budget for Fiscal Year 2005-2006, Personnel Detail and Salary Calculation Appendix 7-17*

¹⁵ *Town of Wallingford Budget for Fiscal Year 1995-1996, Personnel Detail and Salary Calculation Appendix 7-18*

per capita ratio for municipal agencies, 1.89 officers per thousand residents, to the 2005 Wallingford population figure, would increase the pool of Wallingford police officers to approximately eighty-four.

If increasing staffing to this new level seems extraordinary, it is not when the intricacies of the business are clearly understood. As a business that operates around the clock, seven days a week, the mere addition of one police officer per shift means that twenty-one eight-hour shifts must be staffed during a full week. As employees work only five eight-hour shifts per week, four new officers must be hired to achieve that one additional person on patrol.

The impact of Wallingford's reduced staffing over the past decade has not been readily apparent. As the town's population continued to grow, the nation as a whole experienced a downward trend in reported crime. Wallingford's reported crimes have also reflected that trend though our overall level of service demand has remained relatively flat over the same period.

Service load is most easily measured by the annual count of police department case numbers. Matters needing the response or intervention of the police department are given a case or transaction number for reference. The average annual volume of transactions or cases for the period 1996-2005 was approximately 33,580 per year.

Our below average staffing levels have had an easily predictable impact. Quite obviously such reduced staffing precludes the agency from expanding existing programs or instituting new ones. More importantly, it forces a shift in service delivery from discretionary, proactive problem-solving to more reactionary work. Employee safety may also be impacted. In more recent years, and seemingly with increasing frequency, we find we are unable to consistently provide prompt response to incoming service calls, our labor having already been committed to other issues. Though true emergencies, those requiring an immediate response, are only a modest percentage of all police service calls, they still occur with regularity and every police agency must be able to provide both a timely response and one possessive of sufficient staff to safely abate the issue.

The difficulties associated with a minimal labor pool have also been exacerbated in recent years by several other commonplace issues, which are a routine part of operating any business. Staff injuries and illnesses, as well as mandatory training and re-training, regularly divert and consume available labor resources. Our labor pool is also periodically reduced by those employees with military obligations. With the advent of the Family and Medical Leave Act in 1993 we, like many other employers, have also experienced a reduction in available labor as employees increasingly care for aging parents and fathers join mothers in taking one or two months off following the birth of a child. These routine business impacts further erode an already diminished work force and adversely affect the department's ability to meet both the present day and future challenges of our community.

The previously acknowledged decade-long decrease in the levels of reported crime began reversing in 2005 throughout many parts of the country. In the last two years there have been some substantial increases in violent crime¹⁶. Connecticut has not been immune. New Haven and Hartford were the only two Connecticut communities referenced in a very recent study of violent crime trends in the United States. Both communities exemplified the distressing national increase in reported

¹⁶ "Violent Crime in America: 24 Months of Alarming Trends." Police Executive Research Forum. 2007. 30 March 2007 <http://www.policeforum.org/upload/Violent%20Crime%20Report%203707_140194792_392007143035.pdf>

crime when the incidence of murder, robbery, aggravated assault and aggravated assault with a firearm in the years 2005 and 2006 were contrasted to 2004¹⁷. Wallingford should not consider itself immune from the national or statewide crime trends; for we too have seen some upturn in selected crimes in the last year. Combating crime is very labor intensive. As this study noted, "The nation is receiving a warning signal that federal, state, and local governments must refocus their attention on crime in order to restore the level of safety and security that Americans experienced in the 1990's."¹⁸

As service demand is related to crime trends, population growth and the mix of new residential and commercial development, it is important to recognize that many of our neighboring urban centers have been built out. That is to say, there is little, if any, unused acreage for new commercial or industrial development. In contrast, Wallingford is centrally located in the state, bisected by two convenient highways, and still possesses space for residential and business growth. It also has very attractive utility services to further fuel that growth.

Our community's growth has been steady since 1984 when the police facility was designed. Barring a substantial downturn in the state and national economy, I envision continued growth in the town and a commensurate growth in our service demand. If the 8.21 percent growth realized over the period 1996-2005 were to continue for the next ten years, the population in town would be approximately 48,386. Once again, applying the 2005 state average police officer per capita ratio of 1.89 officers per thousand residents, the agency would possess ninety-one officers. Some indeterminate increase in support personnel for an agency that would ostensibly possess 125% of its current police labor pool would also be likely.

For the next ten years I expect the town to continue to grow. It is also quite clear to me that the agency must also grow and that such growth will need to be gradual but steady. I am not blind to the costs associated with that growth, particularly at a time when so much capital has been devoted to school renovations, library expansions and other necessary services. All of these infrastructure improvements make Wallingford the enjoyable and attractive community that we cherish. But, if I may editorialize for just a moment, I would point out that our community would have an entirely different persona if it were not continually kept reasonably secure and free from the corrosive effects of crime. Accordingly, the growth of both the police department's staff and facilities are every bit as important as the growth of the town's other infrastructure if the department is to adequately fulfill its mission and preserve the culture of this community.

Having provided some insights into the much-needed growth of staff, I will return for a brief moment to the issue of parking. I have established that employee parking was never included on the footprint of police headquarters, and that the use of the public roads in the immediate area of police headquarters, while permissive, have been historically objectionable by businesses and residents alike.

In the many years that have elapsed since this building was designed the work force has grown, albeit minimally. In addition, the need for a secure evidentiary impound for vehicles has never been satisfied and our business fleet has grown as well. Since last year's public discourse on the police department's use of the Wooding property, our fleet has grown even further with a variety of specialty vehicles having been added. Within the same time frame we have been instructed by the judicial system to expect to store more vehicles as evidence in the future. Advances in forensic analysis mean increasing numbers of vehicles are scrutinized by law enforcement for evidentiary

¹⁷ Ibid

¹⁸ Ibid

value. If such vehicles are to be used at trial, the vehicles must be secured to preserve the defendant's right to an independent analysis by analysts of defense counsel's choosing. Increased service demand leads to increased examination and storage of vehicles while larger trial and appeal dockets mean we will likely store these vehicles for longer periods than in years past.

I fully expect our need for parking and storage to continue to grow just as it has over the last decade. Meeting the present and future business needs of this agency must include ample parking for all the enumerated purposes, inclusive of room for further growth, less we revert to using the public roads in the immediate area, and potentially stifle the economic viability of the downtown area.

I now turn my attention to the two-part question concerning the adequacy of our present police facility. Those two parts are essentially whether the building is currently adequate; and if so, for how long will it remain as such, given the growth of the community and the presently anticipated changes in our business practices and service demand.

In general, police facilities do not normally become obsolete overnight. They continue to operate even as they age all the while increasingly degenerating from several common plights, to wit: insufficient or failing infrastructure, which includes the HVAC, electrical, data, safety and security systems, insufficient or inefficient use of space, and the neglect of the physical structure. Eventually they fail to meet the basic needs of an evolving agency. In our case parking is also an issue.

As noted earlier in this document, I have included the original floor plans with some notations where changes have been made. The upper floor of the facility is physically unchanged. On the main floor, the shift commander's office and an adjacent kitchen was removed in 1997 or 1998 when the town's entire public safety dispatching was consolidated into the police department's new 9-1-1 center. This was necessary to accommodate the increased staff and the attendant technology. The shift commander's office was never relocated due to a lack of space.

The original crime prevention office became the IT center in the early nineties. This center has, today, grown into one of the agency's most complex and important spaces. Both this space and the 9-1-1 communications center require specialized HVAC designs as well as significant electrical and data wiring with emergency power generation support. The needed wiring and the HVAC systems were never originally installed because the IT center itself was never envisioned in 1984. We addressed the 9-1-1 center's environmental problems through the use of an ancillary home-style central air conditioner while a window air conditioner is used in the IT center. Both have been known to run throughout the year and are frequently in need of repair or replacement.

Like the shift commander's office, the detective sergeant's office was also eliminated. In its place is a more recently added video examination room. This need was driven by the popularity of surveillance cameras in many of today's retail and business facilities. Seized in conjunction with investigations, these recordings come in a multitude of formats some of which are proprietary. Considerable time in labor, equipment space and expense are required to exam and/or duplicate this growing body of evidence, most of which was quite rare in 1984.

Elsewhere on the first floor, storage space was converted to sorely needed office space leaving storage an on-going concern. Not detectable from the included floor plans, it is worth noting that the first floor men's and ladies' rooms have neither heat nor air conditioning. The women's lounge, adjacent to the restroom has some supply, but the restrooms for both genders only possess exhaust ducts over the toilets.

A review of the lower level floor plans notes that a three hundred square foot room along the main corridor was intended for evidence. Property and evidence storage has grown exponentially over the years. The original evidence room was quickly outgrown. Adjacent to it was a space nearly six times larger that was intended to be an indoor range. Several additional but smaller offices were associated with the range. The range and its satellite offices were never constructed when the building was renovated. They were left untouched after the demolition of the former armory spaces.



Figure 1: One aisle within the current evidence storage room.

These undeveloped spaces were finished in the early nineties and the evidence function moved into this much larger space. At the present time, this location is also at capacity (Figure 1). It is inadequate for reasons of size and environmental control and the need for evidentiary storage capacity is expected to continue growing in the future. As space within the building is no longer available, a storage container is now in use in our parking lot for selected evidentiary items. The room originally intended for evidence is now utilized for the storage of the very expensive and specialized equipment used by our Emergency Services Unit. It, too, is presently at capacity. Neither this space nor the newer, much larger, evidence room possesses HVAC venting.

Within the evidence room mold grows and the smell can be overpowering from the decay of biologic materials in storage.

Adjacent to the Emergency Services storage space is an original dark room. The dark room was eliminated a decade or so ago. The equipment was sold when it was no longer cost effective to develop our own photographs. A contracted service is currently used while we explore the implications of a complete transition to digital imaging, which we have begun in a limited manner. This migration to a different medium has significant implications for our IT center in terms of security and capacity. As our entire profession is rapidly moving in this direction, I expect this transition will occur within the next few years prompting further revisions to our IT system.

The dark room, though no longer used for its intended purpose, has not gone to waste. Advances in forensics over the years have led to the seizure of many items that are possessive of various body fluids. Health safety and smell are significant issues in the handling and storage of such items. Once again, the storage and safe processing of such items was not envisioned years ago and so we have installed specialized cabinetry with self contained filters to safely dry such items before further processing and storage. Far from the ideal, it meets some basic needs and utilizes an otherwise inefficient workspace. This business function will struggle along into the future until a more appropriate solution can be achieved.

A quick examination of the police officer locker room designs reveals an obvious difference in the size of each. As constructed, there are seventy lockers for men and eleven for women. In 1984 when the building was designed, the town employed one female police officer. Today we employ eight. If our existing vacant positions were filled with additional women, a very real possibility, we

will not possess a sufficient number of lockers or the space to expand that room. If the agency is grown over the next several years as recommended elsewhere in this report, both sets of locker rooms will be inadequate.

While on the topic of the women's locker room, I will note that the heating in that space has been woefully insufficient. Electric ceramic ceiling tiles were one of the methods used to heat this space and they were never satisfactory. Only a few years ago the pipes in the ceiling froze, burst and flooded much of the lower level before being detected. An additional electric heater has been installed to address the shortcomings of the original design.

Elsewhere on the lower level is the cellblock. Originally conceived to include two cells for women and seven for men, only three of the men's cells were completed at the time of the building's renovation. The remaining four cells were completed as designed in the early nineties to accommodate our basic need for additional detention space. Cellblock design is complex for a number of generally overlooked reasons and yet it is these very reasons that drive the expenses of constructing them. For instance they must have sprinklers as well as fire detection systems for the occupants clearly cannot flee the building when the alarm sounds.

Apart from the security cameras, intercoms and door controls, cellblocks are required to possess a negative pressure environment. In essence when the door to the cellblock is opened, the external air should move into the cellblock space, not vice versa. Airborne contagions, imported with some detainees, pose potentially serious health problems for the overall work force if those contagions are circulated through the main HVAC system or flow naturally into adjacent office space. The present cellblock is not without issues for the future but I will come back to them a little further along in this report.

Lastly, on the lower level is a small room marked as the arsenal. This room originally possessed a ceiling mounted air conditioning unit made by the Liebert Corporation. This unit was the sole source of environmental control in this space, as the normal HVAC system does not supply service to this room. Liebert units utilize cold running water instead of a more traditional gaseous coolant. In essence your cold water piping supplies a constant flow of water through a coil that then discharges directly into your drain. You pay for the constant consumption of cold water as well as the attendant sewer charges. This unit was disconnected several years ago in the interest of common sense and cost control.

While I could probably expound further of a variety of floor plan issues I want to turn towards the physical structure itself and the HVAC system as the former has not yet been discussed and the latter resurfaces throughout the report.

As the building was renovated in the 1984-85 timeframe, I would expect the structure to need some costly attention as it continues to age.

There are a few architectural firms that specialize in the design and construction of police facilities. One such Connecticut firm, and a popular referral by police chiefs with rather new and well-designed facilities, is Jacunski Humes Architects, LLC.

I contacted that firm and spoke with Mr. Brian Humes. I inquired about the maintenance issues that may reasonably be expected to arise in the forthcoming years, the useful life span of some mechanical systems and the current state of police facility designs. As it turns out, Mr. Humes is

familiar with our building. Twenty-three years ago he was a much younger architect and subordinate employee of Kaestle Boos Associates. He was not involved in our project but recalls some of the office discussions.

Humes recalled the cavernous attic and expansive roof I described early in this document. He opined that an additional floor, added over the existing main floor, could not be supported by the structure. He also estimated that the asphalt roof shingles could be expected to need replacement in the next few years. Presently about twenty-three years old, he estimated that the grade of shingle used would possess a life span of about twenty-five years and no more than thirty. I found his opinion dovetailed with our experience. In the last few years we have begun spot patching the roof due to leaks through selected office ceilings.

Humes noted that police facilities generally are designed with two boilers. Each is designed to supply sixty percent of the load. This methodology is utilized to avoid the operational loss of a critical government facility should a single boiler fail. Our building has two such boilers and their life expectancy should extend another two decades. However, the individual burners can be expected to need replacement after twenty-five years, a rapidly approaching time frame.

Our facility was designed to use a combination of a forced air HVAC system, hot water baseboard heat, the Liebert unit and electric heaters. It was also designed to use something called an economizer and a series of timing devices though during my association with this agency they have never been known to operate as intended. I cannot answer why such an eclectic combination of devices was utilized, particularly since both baseboard hot water heat and forced air heat are used together in many rooms while nothing appears in others.

The operational controls for our environmental system are an outdated pneumatic design. There are no thermostats in any of the offices. Temperature regulation is done by screwdriver calibration of the pneumatic pressure devices located within one of the many mechanical rooms. The idiosyncrasies of this system leave some offices very cold while others are unbearably warm. Humes informed me that such systems are no longer used. I can personally attest to the fact that the youthful contractors who service our building are unfamiliar with this aging system, claiming they have never seen such a system during technical school training. Humes tells me that HVAC systems are now operated by electronic computer controls in a design referred to as DDC. Retrofitting an entire system is expected to be significant undertaking.

I was not surprised to hear Mr. Humes indicate that the traditional vertical bar design for a jail cell door is no longer recommended. I had known that much newer designs of solid metal or unbreakable plastic have been used for a few years to avoid the risks of detainees harming themselves or others. Mr. Humes also noted that with the advent of the American with Disabilities Act in 1990, cellblocks must now have handicap accessible cells along with handicap designed toilet facilities in the cell. As the detention of persons with handicaps is still a rare event, Humes suggests to his clients that they design the usual male and female cellblocks and then locate and install a handicap equipped cell in such a manner as to make it usable by either gender. Our cellblock design preceded the passage of the Americans with Disabilities Act and accordingly does not possess these features.

Hume also pointed out that any retrofitting of the cellblock would require redesign of the cellblock ventilation system in order to comply with newer code requirements. Each cell must have its own supply and return vents and not rely on the ductwork common to the overall cellblock complex.

I was informed that some applicable fire codes have changed over the years but that any deficit will likely be limited to exterior building lights near egress points.

Humes confirmed what I have already pointed out, both IT and communication centers require special HVAC designs to handle the temperature extremes of those spaces. He also noted that new buildings are being pre-wired with Cat 6 cable if not fiber to handle the ever increasing IT demands of this profession.

I inquired about how his profession calculates the square footage needed for storage space in new facility designs. I had hoped to acquire some strategic method to project the size of our future storage needs. Humes responded that it is not a formulaic calculation. It is based on individual experiences and speculative projections about future needs. He noted that most customers underestimate their storage needs particularly for property and evidence storage commenting that his clients never indicate their new building is too big. They do, however, frequently find it needed to be larger.

The most disconcerting cautionary statement related to me during our conversation was that any renovation to our existing building that necessitated a building permit triggers the requirement that the entire facility needs to be brought up to present day code. He also noted that renovation costs to remedy a series of shortcomings could easily exceed new construction costs depending on the situation. I was informed that present day new construction costs for a police facility are running from \$250-300 per square foot. This expense reflects the complexity of police facility design, the necessary operational features, and the fact that such critical government facilities are designed to withstand hurricanes and other natural or man-made disasters.

Lastly, it should be noted that renovations of an existing police facility are not easily accomplished, as the facility must be able to continue operating during the renovation process. Maintaining all routine police operations and necessary security amidst the movement of construction materials and vehicles at the job site as well as the extreme noise and dust generation associated with construction pose unique issues that can be overcome in many instances but at considerably increased expense.

Having provided a glimpse at what staff and facility issues presently exist, I will now offer some insights as to the trends and challenges likely to be confronted by policing in the next ten years, and the manner in which this agency and its facility will be impacted.

Our state general assembly is currently debating a substantial change in Connecticut's criminal justice system. Presently before the assembly are a number of bills which propose to redefine the definition of a juvenile from the current fifteen years of age and under to a broader definition to include those seventeen and under. The implications of this seemingly simple proposal cannot be understated. Setting aside the lack of state infrastructure to support this proposal, virtually every police department in the state will require substantial modification.

While a juvenile accused of a crime may be securely held at a local police facility, they cannot be secured anywhere within sight or sound of the adult detention facility. While our present facility has a single, secure juvenile holding room within the youth office complex on our main floor (see Appendix B) it would be wholly and immediately insufficient upon passage of this proposed legislation.

A brief review of our historic arrest statistics reveals that a newly defined juvenile status would effectively double the workload of our youth office. In preparing this report I spoke with our youth officer regarding the day-to-day issues confronting this operation. Space was the very first issue identified. The office operates with two youth officers and a part-time clerk. Apart from a holding room designed for only one youth, the youth office complex consists of one private office. When two families are present for unrelated reasons, the sole office is used while all other business is transacted in the open office and passageway. The clerk sits among those transacting business with our second youth officer much to the chagrin of the clients who are often discussing some very personal and embarrassing issues in their family.

This operation essentially runs five days a week and during what may be considered routine business hours or approximately nine to five. This is because most of the issues that arise with very young teens or pre-teens occur during the day as a result of a school-initiated referral. At night most of this population is more closely supervised by parents, unlike with sixteen and seventeen year olds who are generally more independent and commonly motor vehicle operators.

If the proposed legislation becomes law, my staff and I expect that we will immediately need additional holding rooms with bathrooms and security systems, more office space to handle a doubling of our client volume and, finally, increased staff. The need for increased staff will be the result of both the client volume and an expected shift in the hours of operation. Our dealings with sixteen and seventeen year old individuals often occur in the evening and on weekends, hours when the youth office is closed.

As this legislation is only a proposal, the question naturally follows as to whether it will become law. I believe it will, if not this year certainly in the near future. Though the Connecticut Police Chiefs Association has testified to the adverse and costly effects on every municipality and the state, the issue seems fueled by an emotional sense that the change is desirable and should occur first while the resultant dilemmas that will surely follow be addressed at some future date.

While on the topic of proposed legislation, in the last few years proposals have regularly surfaced, and thus far been defeated, that would require police departments to video tape confessions for later use at trial. Variations of this concept continue to arise, in an apparent effort to pass some alternative form of legislation that would impose this new and costly requirement. If passed, and I suspect persistence may eventually succeed; space, staff and equipment will all be required. I do not possess sufficient quantities of interview rooms wherein cameras can be permanently installed to address this issue. Suspects frequently sit along side an investigator's desk in a wide-open area and provide sworn written confessions. As several cases may be working at the same time, or where several suspects are apprehended for the same issue, it is very possible we will need several video equipped interview rooms to address this proposed business practice. Video equipment, recording media, duplication equipment, storage space and staff to handle this new evidence as well as to process the FOI requests that will surely follow for duplicated copies of these items, will be necessary within months of passage.

Space was also the first issue identified by my detective unit commander when asked to consider future operations. Apart from the need for interview rooms, a request similar to that of the youth officer surfaced. The open floor plan of our detective bureau means that frequently complainants, witnesses and suspects, from one or more service calls may all be commingled within earshot of each other while they discuss some of life's most tragic and emotional issues. While this may not be critical in the sense that the facility cannot function, it is an issue worth noting. Part of my role is to

advocate on behalf of my staff and the clients we serve. It suffices to say that if we had the ability to start with a blank piece of paper we would redefine this workspace in order to provide the respectful sensitivity we believe all of our clients should be accorded.

Remaining trends for the future include the belief that we will see more service calls for crimes against the elderly. Demographers frequently describe the graying of America and our elders are frequently the victims of scams, mail fraud, identity theft, neglect and abuse. We anticipate our caseload in these areas to rise with the aging population while the more traditional array of crimes continues.

Drug related crimes are expected to continue but the array of substances and their respective popularity will likely fluctuate. Elsewhere in the country methamphetamine use is quite common and so-called meth labs are explosive, hazardous chemical clean-up sites that require specialized equipment and staff training. With rare exceptions, this area of the country has not yet observed the demand for this substance or the supporting distribution networks. It would not surprise me to see this fact change within the next decade thus posing new challenges for local law enforcement agencies.

Drug addiction is, in and of itself, associated with selected crimes and street gangs often use drug distribution as their principle source of revenue. I expect drug gangs, heretofore thought of as an inner city phenomenon, to further expand into suburbia. These gangs are notoriously violent and becoming better armed with every passing day. Though a great deal of the violence is between rival factions, the prevalence of these groups and the violence that accompanies them can devastate a neighborhood and consume a significant level of police resources. Confronting this growing problem is extremely labor intensive.

The issue of homeland security has redefined law enforcement's mission during this decade. I fully expect this trend to continue. The potential for the unconventional delivery of a weapon of mass destruction within the borders of our country continues to grow along with the lethality of such devices.¹⁹ The prognostications of some specialists regarding the issues this nation should expect to confront in the future are clearly alarming. Additionally, while homeland security is commonly thought of in the context of terrorism, it now encompasses a much broader range of issues from health epidemics to weather related natural disasters. Specialty equipment and new forms of training continue to influence police agencies as they prepare to support their communities during the period of delayed response by both federal and private relief agencies.

Information technology, be it rooted in data processing or radio communications, will continue to grow perhaps faster than any of the previously mentioned issues. Police departments are generally the largest municipal consumer of IT, and operate the most complex IT centers in every municipality. Homeland security issues have driven the advent of new data sharing networks as well as new radio communication networks. The state, in its own quest to automate many of the criminal justice related agencies continues to promote automation of routine business functions. This initiative has a direct trickle down effect on local police agencies as we are frequently thought of as the agency that initiates all new criminal justice matters.

¹⁹ "Policing 2020: Exploring the Future of Crime, Communities, and Policing." Police Futurists International 2007. 179 March 2007 <<http://policefuturists.org/pdf/Policing2020.pdf>>

IT systems grow broader, ever more complex and difficult to manage, and the extent to which we rely on them increases as rapidly as the associated costs. There are a significant number of new initiatives at the state and federal levels that are currently in various stages of production or testing. We will see these systems come on line throughout the next few years and they will have a significant local impact as we endeavor to integrate these systems with our own necessary internal initiatives and advancements. Currently managed by a single agency employee this aspect of our agency will need support in terms of space and appropriate environmental controls. At some point in the not too distant future, I envision more than one specialist may be needed to support this technical function on a daily basis. These systems are far too critical to our basic functioning to vest all the detailed network configurations and security controls in the shallow depth of support afforded by a single technical employee.

Rather than carry on in this same vain, I have hereafter inserted page eighteen from a document entitled Police Facility Planning Guidelines, Desk Reference for Law Enforcement Executives, a publication of the International Association of Chiefs of Police. The extracted page is entitled Space Needs Analysis Checklist and I am enclosing it so that I need not write endlessly about all manner of present or future issue with our police facility.

As you will see I have highlighted a number of areas on this checklist of typical police department facilities and/or business operations. The items that I have highlighted are issues that our present facility either does not possess and should, or possesses but in some way has either a present or future inadequacy associated with it.

To summarize this report, our staffing level needs attention and will continue to do so throughout the next ten years. We have been a comparably lean organization for a number of years. While lean is not always an undesirable attribute, this condition is now adversely affecting our present day service delivery to our clients. The rate at which our labor growth must occur should be commensurate with the challenges presented by the multitude of service demands outlined herein. Given the paucity of attractive police officer applicants in recent years, growth of our labor pool should be viewed as a slow but steady necessity with advances and setbacks to be expected in the accomplishment of this objective.

Little more can be said about our parking situation that hasn't already been discussed. It has been a long-standing dilemma with growth issues of its own. As the agency's staff grows, the business fleet will grow along with the presence of personal vehicles. Storage of evidentiary vehicles will continue to be an issue though this small segment of the overall parking issue is unlikely to parallel the growth rate of the other concerns.

The basic facility is an attractive but aging structure that we have clearly outgrown in several ways. If the various concerns regarding growth in population, staff and service demand were to be slowed by unforeseen factors, a number of costly maintenance issues will still arise within the next ten years and the present day operational difficulties will not abate.

As I previously noted, police facilities don't become obsolete overnight. They slowly slide into obsolescence as they continually fail to meet the needs of an evolving agency. Unfortunately, in the process, they impair police efficiency, staff morale, issues of internal safety, and most importantly the public's perception of the department, the latter being the most difficult to repair.

In the last year or so I have been repeatedly asked, and answered, questions concerning the long-term viability of this facility. I have, again and again, indicated though perhaps too optimistically that I thought that our operations would be strained but survive for approximately the next five years and perhaps to eight. I must admit that staffing increases and the anticipation of employing ever more policewomen will create difficulties I cannot overcome simply with the rearrangement of furniture. In addition, the legislative proposal currently under consideration, specifically the proposed redefining of the term juvenile, will nearly overnight create an unworkable operational environment. I think it should suffice to say that all of the evolving trends and influences on this agency and profession will continue to erode the adequacy of this facility until our collective toleration of the consequences reaches a natural climax.

I have also been asked whether the existing building could be practically renovated and expanded and, second, whether a police facility needs to be downtown.

First, I am not qualified to answer the technical architectural and engineering questions associated with structural modifications and the costs of such an endeavor would no doubt need to be contrasted to the costs of new construction. Consideration of a structural addition also presupposes that the necessary land would be available and the only readily apparent manner in which this facility could be amended would be to the rear where parking is also desperately needed.

As to the issue of whether a police department needs to be located in the center of town, there are no professional operating requirements that would necessitate a so-called downtown presence. That is not to say that any location with adequate space would be suitable. Sewers, municipal water supply and natural gas lines would be required for a building of this type. These needs would preclude some locations that might otherwise be considered.

Let me say that I am very proud of the men and women who provide our police services. They are a dedicated group who work long and hard in many uncelebrated ways to insure both the safety and sense of security this community has long enjoyed. As we go forward into the future I have no doubt that they will confront the formidable challenges that lie ahead with the same selfless service and with whatever tools and facility the community provides. On behalf of all of them, I ask that as the readers of this document contemplate the future of the town they keep in mind the logo painted on the side of our police vehicles for the past fifteen years:

"Our best effort needs your help."

Space Needs Analysis Checklist

The following is a checklist of areas that might be included in the space needs analysis. It is generic in nature, and will need to be adjusted (addition or deletion of areas for study) based on local needs:

Administration

Chief's office - restroom, conference room, etc.
 Staff offices
 Reception areas
 Professional Standards and Internal Affairs
 Secured file storage - personnel records
 Personnel interview and testing rooms
 Legal Advisor office, law library, etc.
 Management Information System
 Planning and research areas

Common Facilities

Locker rooms with showers, restrooms
 Fitness Center
 Community Room
 Conference rooms
 Interview rooms
 Lunch rooms/office areas
 General storage rooms
 Electrical rooms
 Communications rooms
 Janitorial rooms
 Building maintenance storage and repair rooms
 Visitor parking
 Employee parking
 Marked and unmarked police vehicle parking
 Delivery/load dock area
 Vendor repair parking
 Car and bicycle parking
 Large trash storage
 Pneumatic tube systems
 Restrooms and lounges

Communications/Dispatch

Dispatch consoles and offices
 Emergency Operations Center
 Break room and restrooms
 Training/briefing room
 Lockers and storage

Crime or Forensic Laboratory

Staff office and file areas
 Photo processing/imaging areas
 Evidence processing areas
 Ballistics processing areas
 Special computer needs
 Citizen counter
 Officer counter
 Evidence temporary lockers
 Biological drying lockers
 Vehicle examination area
 Equipment and photo storage areas
 Specialized lab areas

Evidence

General evidence storage
 Weapons storage
 Narcotics storage (special ventilation)
 Evidence lockers - DNA/Biological storage
 Public counter
 Officer counter
 Bicycle storage
 Freezer and refrigerator storage rooms
 Video tape storage
 Video/audio tape duplicating areas
 Arson storage
 Hold areas for auction or destruction
 Office areas
 Safety precaution sinks, restrooms, etc.
 Automobile storage
 Large item return for citizens
 Citizen viewing room

Investigation

Staff offices
 Reception areas
 Secured file storage
 Soft interview rooms
 Hard interview rooms
 Child abuse interview rooms
 Juvenile and suspect restrooms
 Gun lockers
 Wiretap rooms
 Narcotics or money storage areas
 Undercover locker rooms
 "Cold" or undercover phone rooms
 Informant entrance
 Briefing room
 Equipment storage rooms
 Mugshot room
 Audio/visual tape equipment room
 Polygraph room
 Victim ID area (computer graphics)
 Task force needs
 Line-up and viewing room

Patrol

Briefing/hall call room
 Report writing room
 Clothes and equipment lockers
 Secured sallyport
 Evidenced packaging areas
 Hard suspect interview rooms
 Soft interview rooms
 Audio/visual tape equipment
 Watch commander offices
 Juvenile holding rooms
 Adult holding rooms

Large item holding area
 Radio and shotgun pick up area
 Supply and uniform pick up area
 Sleep center
 Uniform dry cleaning drop-off/return

Records

Citizen counter
 Officer counter
 General office areas
 Teletype area
 Report copying area
 Micrographics/optical disk area
 Hard copy records storage room
 Supply storage

Traffic

General office areas
 Citizen counter
 Motorcycle parking
 Ticket storage
 Accident investigations interview rooms
 Ticket sign-off parking area

Training

Driving simulator rooms
 Firing range and gun clearing rooms
 Training equipment storage rooms
 Ammunition and target storage
 Classrooms
 Video studio, duplicating rooms, etc.
 Video training viewing areas
 Obstacle course areas
 Department weapons storage

Other General & Specialty Areas

Central supply warehousing area
 Main computer & radio equipment rooms
 Computer staff offices and storage
 Specialized computer training rooms
 Fiscal, payroll, purchasing areas
 Crime prevention areas
 DARE program needs
 Surplus uniform and equipment storage
 Employee mailboxes
 Trophy and award storage
 Pay telephones
 Vending machines
 Automated teller machine
 Copier, shredder, mailrooms
 SWAT weapons and ammo storage
 K-9 office and kennel
 Animal control storage and offices
 Gun lockers

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 Management Information System
 Planning and research areas

Common Facilities

Locker rooms w/showers, restrooms
 Fitness Center
 Community Room
 Conference rooms
 Interview rooms
 Lunch rooms/coffee areas
 General storage rooms
 Electrical rooms
 Communications rooms
 Janitorial rooms
 Building maintenance storage and repair rooms
 Visitor parking
 Employee parking
 Marked and unmarked police vehicle parking
 Delivery/load dock area
 Vendor repair parking
 Cart and bicycle parking
 Large trash storage
 Pneumatic tube systems
 Restrooms and lounges

Communications/Dispatch

Dispatch consoles and offices
 Emergency Operations Center
 Break room and restrooms
 Training/briefing room
 Lockers and storage

Crime or Forensic Laboratory

Staff office and file areas
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 Vehicle examination area
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 Child abuse interview rooms
 Juvenile and suspect restrooms
 Gun lockers
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 "Cold" or undercover phone rooms
 Informant entrance
 Briefing room
 Equipment storage rooms
 Mug/print room
 Audio/visual tape equipment room
 Polygraph room
 Victim ID area (computer graphics)
 Task force needs
 Line-up and viewing room

Patrol

Briefingroll call room
 Report writing room
 Clothes and equipment lockers
 Secured sallyport
 Evidence packaging areas
 Hard suspect interview rooms
 Soft interview rooms
 Audio/visual tape equipment
 Watch commander offices
 Juvenile holding rooms
 Adult holding rooms

Large item holding area
 Radio and shotgun pick up area
 Supply and uniform pick up area
 Sleep center
 Uniform dry cleaning drop-off/return

Records

Citizen counter
 Officer counter
 General office areas
 Teletype area
 Report copying area
 Micrographics/optical disk area
 Hard copy records storage room
 Supply storage

Traffic

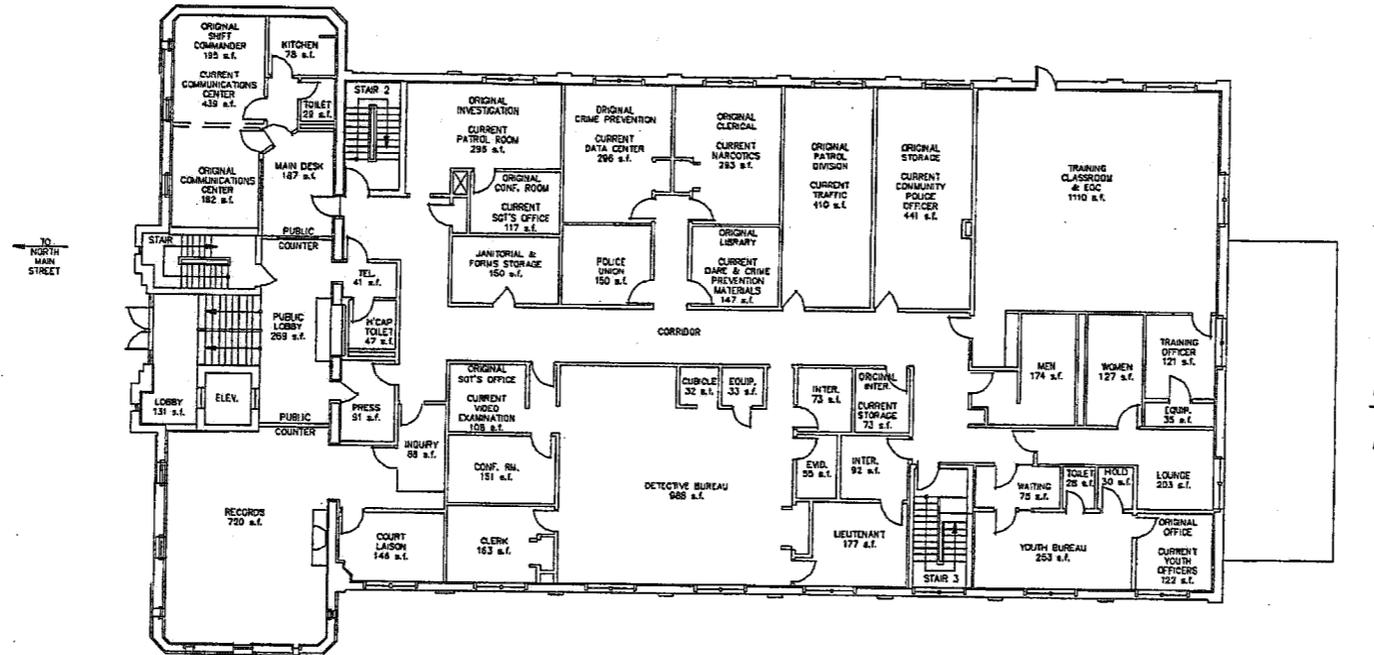
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 Citizen counter
 Motorcycle parking
 Ticket storage
 Accident investigations interview rooms
 Ticket sign-off parking area

Training

Driving simulator rooms
 Firing range and gun clearing rooms
 Training equipment storage rooms
 Ammunition and target storage
 Classrooms
 Video studio, duplicating rooms, etc.
 Video training viewing areas
 Obstacle course areas
 Department weapons storage

Other General & Specialty Areas

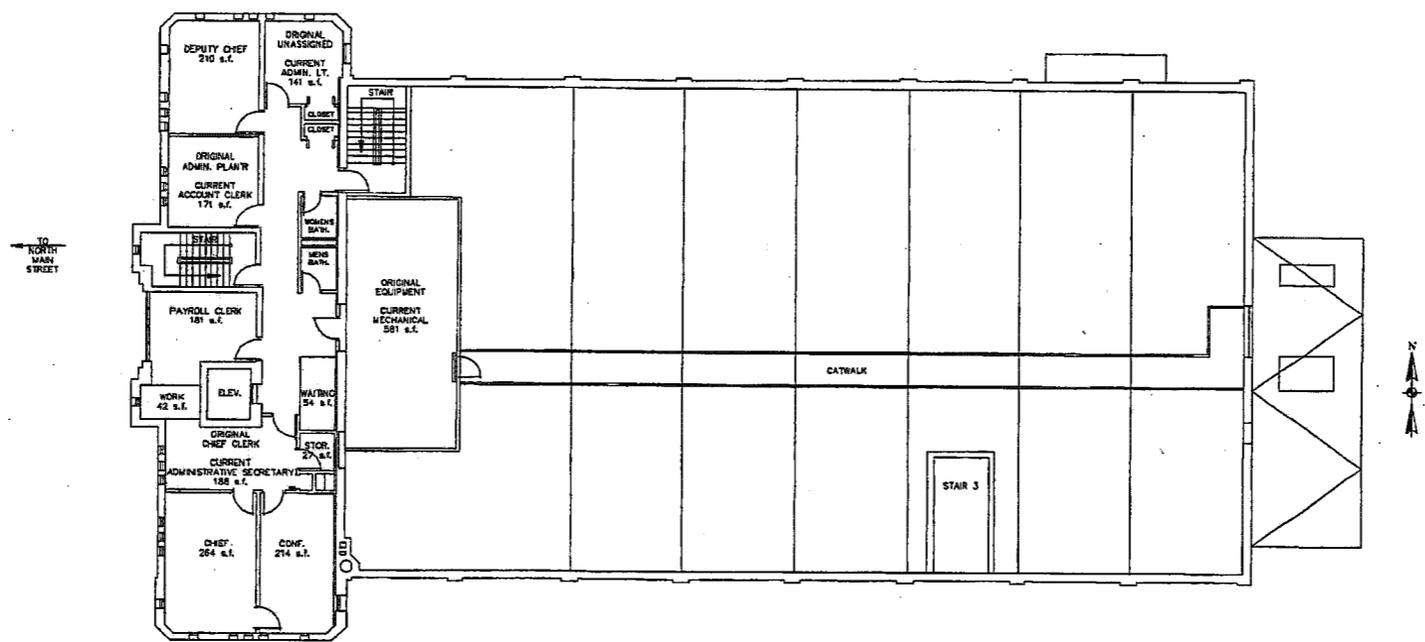
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 Trophy and award storage
 Pay telephones
 Vending machines
 Automated teller machine
 Copier, shredder, mailrooms
 SWAT weapons and ammo storage
 K-9 office and kennel
 Animal control storage and offices
 Gun lockers



MAIN LEVEL PLAN
 1/8"=1'-0"
 APPROXIMATE S.F.=±11,416

NOTE:
 THIS PLAN DEPICTS THE ORIGINALLY PROPOSED (ORIGINAL) ALLOCATION AND SPACE ASSIGNMENT, AND THE CURRENT SPACE ALLOCATION AND USE. IF DIFFERENT THAN ORIGINALLY PROPOSED USE.

 TOWN OF WALLINGFORD DEPARTMENT OF ENGINEERING DRAWN BY: S.A.S.	TOWN OF WALLINGFORD POLICE HEADQUARTERS	
	MAIN LEVEL PLAN 121 NORTH MAIN STREET WALLINGFORD, CONNECTICUT	
SCALE: 1/8" = 1'-0"	DATE: MARCH 18, 2007	SHEET: 2 of 3



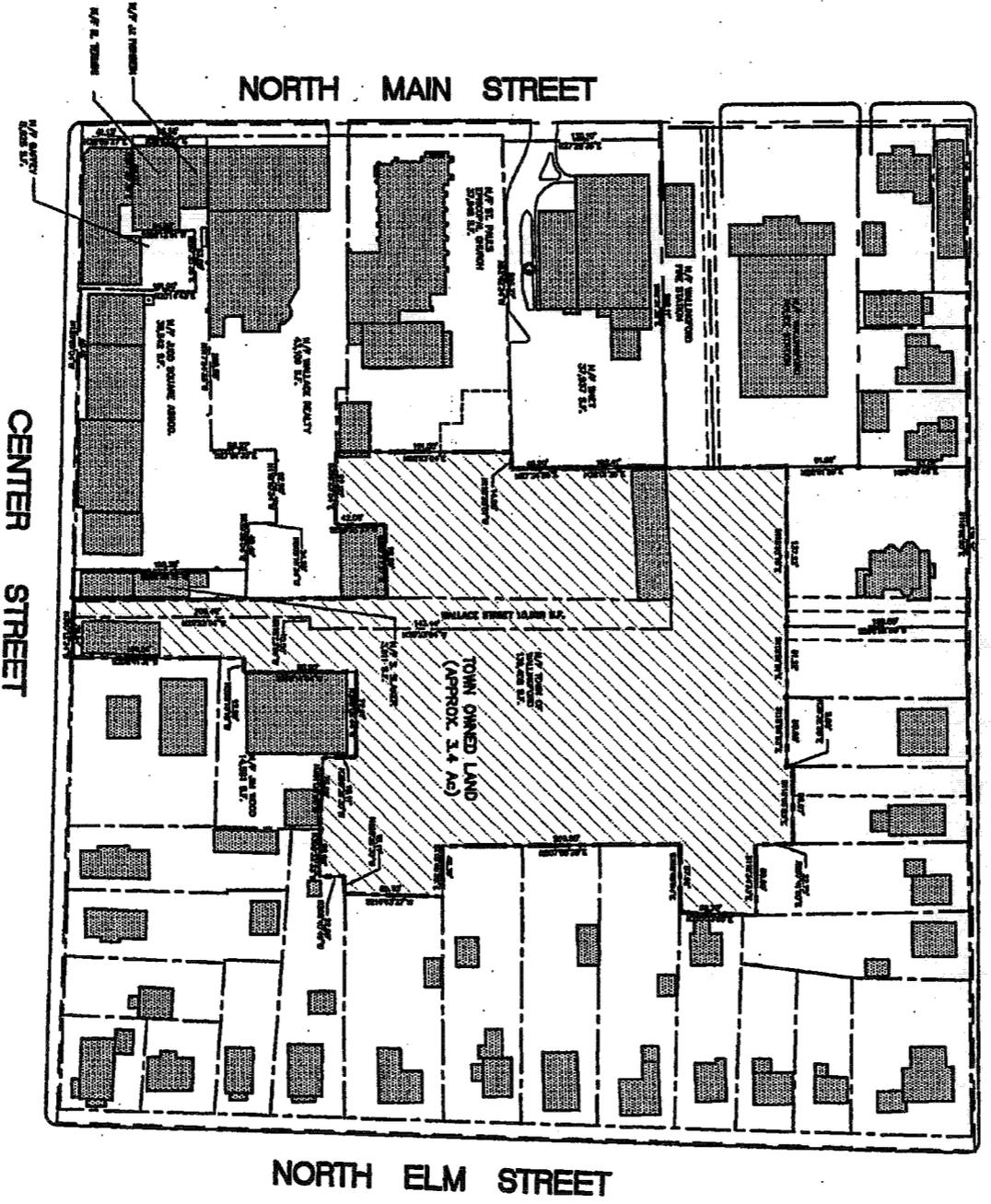
UPPER LEVEL PLAN
 1/8"=1'-0"
 APPROXIMATE S.F.=±3,038

NOTE:
 THIS PLAN DEPICTS THE ORIGINALLY PROPOSED (ORIGINAL) ALLOCATION AND SPACE ASSIGNMENT, AND THE CURRENT SPACE ALLOCATION AND USE: IF DIFFERENT THAN ORIGINALLY PROPOSED USE.

 TOWN OF WALLINGFORD DEPARTMENT OF ENGINEERING DRAWN BY: D.J.S.	TOWN OF WALLINGFORD POLICE HEADQUARTERS	
	UPPER LEVEL PLAN 121 NORTH MAIN STREET WALLINGFORD, CONNECTICUT	
SCALE: 1/8" = 1'-0"	DATE: MARCH 11, 2007	SHEET: 30F3



NORTH



Appendix D