INSTRUCTIONS

This form will be submitted online. There will be an opportunity to attach additional pertinent information (i.e. a consultant study) when submitting.

PART A – GENERAL INFORMATION

Objective: Provide pertinent identifying project information.

A.1 Facility/Site Name & Primary Address

20 Manning Avenue,
Middleton, MA 01949

A.2 Contact Information

Name: Joe McGowan

Telephone: 978-750-1900

Email: JMcGowan@essexsheriffma.org

A.3 Project Name and Location

(if different from facility/site primary address)

A.4 Total Project Cost (TPC)

$29,087,653

A.5 Amount ($) Requested from DCAMM:

$29,087,653

A.6 Existing Building(s) Impacted

If applicable, list the names of the buildings being impacted by the project

INMATE SERVICES BUILDING (ISB)
IN THE FCA REPORT, IT IS CALLED INTAKE / INFIRMARY

PART B – EXECUTIVE SUMMARY

Objective: Provide a one-page succinct summary of the project, including project goals and impacts.

Executive Summary (Approximately 750 words)
Provide a brief narrative summary to describe the project, the project's impact on incarcerated individuals and its value proposition to the facility/site, the broader community and the Commonwealth of Massachusetts. Include:

- A brief (1-3 sentence) description of the project
  - Short- and long-term project objectives in alignment with the evaluation criteria. All eligible projects are required to comply with these threshold requirements.
    - Address deficient code, health, or other applicable regulations/requirements including repair, replacement or update of security and or critical life safety systems in the area(s) impacted by the project. A modernized kitchen would support proper Hazard Analysis Critical Control Point (HAACP) compliance while eliminating the redundant, inefficient workflows that currently create operational, security, and physical safety risks. The existing cracked and uneven floors, combined with insufficient drains, disposals, grease management systems, and sanitary drainage issues further contribute to the unsafe and non-standard working conditions. Additionally, this kitchen layout contains blind spots for staff, causing potential security issues.
    - Address deferred maintenance deficiencies as documented in the most current facility condition assessment (FCA). Deferred maintenance addressed through this potential project would include addressing accessibility issues, providing accessible tables and serving counters, replacing kitchen equipment that is beyond their useful life, and replacing door hardware where new electrified systems are utilized.
    - Advance the Commonwealth's decarbonization mandates. Strong preference will be given to projects that reduce carbon emissions, eliminate fossil fuel use, and/or prepare the facility for future decarbonization and resiliency projects.
      - Examples include upgrading electrical capacity, preparing roof for PV installation, right-sizing facility square footage, improving building envelopes and improving building EUI. The scope of work supports the Commonwealth's decarbonization mandates by replacing gas-fired systems with high-efficient electric and low-flow kitchen and mechanical equipment, while improving sewage drainage and ventilation to reduce environmental and indoor air quality. By upgrading and right-sizing the kitchen elements within the existing footprint, the project minimizes embodied carbon and aligns the facility with typical standards for a population of 1,100 residents.
      - All projects will expand participation in DCAMM's Demand Response program, if applicable. https://www.mass.gov/info-details/demand-response-energy-credit-programs
    - Do not result in a net increase in square footage. Strong preference will be given to projects that improve the efficient use of space for the delivery of programs. No square footage is added to the building. Creating an efficient Food Services plan can be accomplished within the given space.
- A description of the specific need for this project – including limitations of any existing spaces, leasing or funding arrangements. Building was built in the 1990 as a temporary facility to accommodate the rapid rise in the number of residents housed at the facility. Since then, this facility has become a permanent facility in the Essex County Sheriff's Department's operations. There have been attempts to upgrade the kitchen and address its current sewage, sightline, building code, and accessibility issues, however, due to cost, the Food Services area (Kitchen and Dining Room) were left out of the SDE1902 Middleton projects.

(This is a summary narrative; more specific and detailed information will be requested in the following sections).

The Food Services area at the Essex County Sheriff's Department (ECSD) has reached a critical point where modernization is not longer optional but essential for safe, compliant, and efficient operations. The existing Kitchen and Dining Room, originally constructed in 1990 as part of the ISB and as a temporary facility, was never designed to support the long-term demands of a population that has since grown to 1,100 residents. Over the past three decades, the space has transitioned from a short-term solution into a permanent and heavily utilized component of the Department's daily operations. Despite attempts to address its deficiencies, the Kitchen and Dining Room were excluded from previous capital projects due to budget constraints, leaving a backlog of issues that now significantly impact safety, compliance, and operational performance.

Investigations, assessments, and a report were completed in the 2022-2023 efforts, including additional services to complete sanitary line sewage, mold investigations, and 3D laser scanning and modeling. Information on these add services can be found in Section 4.1 of the attached Study.

A comprehensive modernization effort would directly address these longstanding challenges while aligning the facility with current regulatory, environmental, and operational standards. The existing kitchen layout presents numerous obstacles to proper workflow, staff visibility, and secure movement patterns. Inefficient and redundant circulation routes create unnecessary operational strain and increase the likelihood of accidents or security incidents. Blind spots throughout the space further compromise staff oversight and situational awareness, elevating risk in an environment where clear sightlines are essential. These conditions collectively hinder the facility's ability to maintain consistent, safe, and compliant food service operations.

Physical infrastructure deficiencies compound these operational challenges. Cracked and uneven floors create tripping hazards and liability issues, and complicates sanitation efforts, while insufficient drains, disposals, and grease management systems contribute to ongoing sanitary drainage problems. While in-house fixes have kept operations going, these are all temporary fixes with deferred maintenance funding and internal funding, but after 30 years, deferred maintenance efforts of piecemeal repairs are not longer viable.

A modernization project allows the facility to address critical accessibility shortcomings, ensuring that tables, serving counters, and circulation paths meet ADA requirements. Many pieces of the kitchen equipment have exceeded their useful life, resulting in frequent breakdowns, inconsistent performance, and increased energy consumption. Replacing outdated equipment with modern, efficient alternatives would not only improve reliability but also reduce long-term operational costs. Additional deferred maintenance items - such as outdated door hardware that require replacement where new electrification systems - can be addressed comprehensively within the scope of renovating the Food Services area within the ISB.

Importantly, the proposed project aligns with the Commonwealth's decarbonization mandates and broader sustainability goals. By replacing fossil fueled systems with high-efficiency electric equipment and integrating low-flow fixtures, the facility can significantly reduce its carbon footprint while improving indoor air quality. Enhanced ventilation systems and upgraded sewage drainage infrastructure will further support a healthier and more environmentally responsible operation. These improvements not only modernize the facility but also demonstrate ECSD's commitment to meeting statewide environmental standards and reducing long-term energy consumption.

A key strength of the proposed modernization is that it achieves these improvements without expanding the building's footprint. The existing space is sufficient to support and efficient Food Services with the implementation of creative solutions made during the pre-Schematic Design phase. By optimizing the layout, consolidating redundant functions, and improvement equipment placement, the project can deliver a streamlined, functional kitchen that meets the needs of both staff and residents. Additionally, splitting the existing single Dining Room into two spaces, provides staff with the ability to separate classification, thus reducing anxiety and assaults - multiple dining rooms is a common standard in modern facilities.

Ultimately, the modernization of the Food Services area represents an opportunity to resolve decades of deferred maintenance, eliminate operational inefficiencies, bring the facility into alignment with safety, accessibility, and environmental standards, and providing staff and residents with more normalized spaces. The project addresses critical infrastructure failures, enhances staff and resident safety, and supports compliance with HAACP and buidling code requirements. It also positions ECSD to operate a more sustainable, secure , and efficient kitchen and Dining Room that reflects best practices in correction settings.

For more documentation on the Kitchen and Dining Room's existing conditions and for preliminary draft drawings on the potential proposed work, please see the attachments.

PART C – PROJECT SCOPE

Objective: Provide specific project information regarding the proposed project size, space type and program.

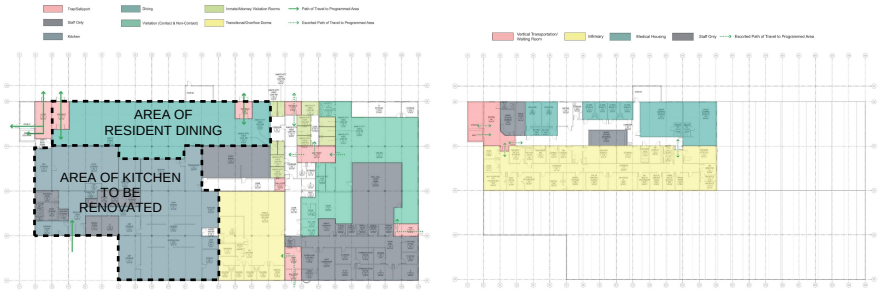
Summary Project Gross Square Foot (GSF) information

	TOTAL GSF* **Total work area**	**Additional Comments** (Ex.: How GSF breaks out for different buildings, brief description…etc.)
Renovation GSF	Approx. 15,440 KITCHEN & RESIDENT DINING ROOM GSF	This area only focuses on the Food Services area (Kitchen and Dining Room) of the ISB.
New Construction GSF	ZERO GSF	
Demolition GSF	ZERO GSF	
Disposition GSF	ZERO GSF	Only the Kitchen and Dining Room will be off-line during construction. In coordination with Aramark, Middleton HOC's food service vendor, temporary and self-sustaining kitchen trailers will be placed in a location without disrupting current operations.
Lease Replacement/ Elimination USF* ***(Usable or rentable square footage)***	ZERO USF	

* ***GSF:*** *the total gross square footage of the building impacted, including areas where only infrastructure or envelope work is being conducted, and where no programmatic changes will occur.*

** ***GSF of Programmatic Renovation****: the total gross square footage of the project resulting in programmatic change and or modernization, if applicable.*

*** ***USF****: useable or rentable square footage (square footage of leased space per the lease agreement)*



PART D – BUILDING CONDITION IMPACT

Objective: Identify Critical Repairs being addressed by the proposed project.

Note: *Identified critical repairs projects may also be requested through the separate critical repairs (deferred maintenance) funding process. Should the capital project be funded, the critical repairs being addressed will be funded through the allocation for the capital project. DCAMM will also be providing formula distributions of critical repairs funds and allow Sheriffs to prioritize how they are expended.*

D.1 Critical Repairs - CAMIS

For the Commonwealth owned facility(ies) impacted by this project proposal, run and download information from the CAMIS FCA Report. On the Deferred Maintenance page, select My Facility Assessment Deficiencies then export. Please contact DCAMM CAMIS team for support.

For each building, summarize in the below table TOTAL $ Need and TOTAL $ Addressed by the proposed projects for the specified timeframes.

Building Name	TOTAL $ Need Identified	TOTAL $ Addressed by Proposed Project
Inmate Services Building (ISB)		$29,087,653 TPC
TOTAL		

D.2 Critical Repairs – Summary (Approximately 250 words)

Objective: Describe how this project addresses Critical Repairs needs identified in the 2019 FCA.

Please note below any additional building condition issues that will be addressed by the proposed project.

The low-sloped TPO roof system, originally identified for replacement by 2023, is not considered a critical deferred maintenance item at this time. While full replacement will ultimately be necessary, it can be deferred to a future, standalone project. Only limited roof work above the kitchen should be addressed sooner if electrification of the Food Services are moves forward.

Several pieces of kitchen equipment are slated for capital renewal in 2027. If the Food Services area transitions to electrification, this renewal effort would shift from replacing fossil-fuel-based equipment to installing modern, energy-efficient electric alternatives.

Additionally, several exterior elements - including ramps, stairs, landings, and doors - are classified as critical or code-related deficiencies and must be addressed. The anticipated scope of work would resolve these issues not only for the Kitchen and Dining Room, but also for two additional areas as reconfiguration is required to support the proposed layout shown in the preliminary draft sketches. Further critical improvements, such as providing an accessible serving counter and accessible seating options, would also be incorporated in this potential project scope.

PART E – OTHER CRITERIA

Objective: Briefly describe the project's alignment with the other comparative evaluation criteria listed below as relevant to the project. (Approximately 300 words ***per criteria***)

- How does the project improve facilities to support individual outcomes and reduce recidivism by preparing incarcerated individuals for post-release success?
- How does the project contribute to the overall physical and emotional wellbeing of incarcerated individuals through accessible medical treatment, rehabilitation and behavioral or mental health resources?
- How does the project encourage and support collaboration and partnerships including with other Sheriffs and/or Department of Corrections entities?
- How does the project improve operational efficiencies at the facility or for the Commonwealth's criminal justice system?
- How does the project address current capital and operational funding constraints by including creative funding models or leveraging other sources of capital?
- What is the ratio of beneficiaries to expenditures?
- How does the project yield surplus land or buildings that could be made available for housing production?

How does the project improve facilities to support individual outcomes and reduce recidivism by preparing incarcerated individuals for post-release success?
Renovating the Food Service area (Kitchen and Dining Room) will strengthen the Essex County Sheriff's Department's ability to support positive individual outcomes and reduce recidivism by creating a modern, safe, and skill-building environment for Trustees working in the kitchen. The upgraded kitchen provides its current residents with hands-on experience with electrified equipment, energy-efficient appliances, and updated culinary workflows that is more reflective of current industry standards. As the Commonwealth has mandates to electrify commercial kitchens, this opportunity provides Trustees with that work experience. Additionally, with a more efficiently laid out space and better staff surveillance of the kitchen, there may be more opportunities for Trustees to work in a renovated kitchen.

The project also enhances the daily environment that support dignity, stability, and pro-social behavior for residents of the facility. A more normalized space - designed to feel less institutional - helps reduce stress, improve mealtime interactions, reduce potential assaults, and reinforce positive routines. These environmental improvements contribute to a healthier atmosphere is not only beneficial to the residents, but to the staff as they will interact with calmer residents in the space.

In addition, the renovations will address long-standing safety and operational issues that currently disrupt workflow and creating unnecessary hazards. By replacing failing equipment, correcting inefficient layouts, and improving visibility and circulation, the project creates a workspace where Trustees can focus on learning, teamwork, and responsibilities rather than navigating breakdowns or unsafe conditions. This focus mirrors expectations in workplaces outside of the facility, thus helping individuals build confidence, accountability, and job-ready habits/skills.

How does the project contribute to the overall physical and emotional wellbeing of incarcerated individuals through accessible medical treatment, rehabilitation, and behavioral or mental health resources?
Although the proposed scope does not directly provide residents with medical treatment, it does indirectly provide behavioral and mental health benefits that may reduce medical needs. A renovated food service environment can play a meaningful role in supporting the physical and emotional wellbeing of residents by creating spaces that feel safer, calmer, and more reflective of life outside of the facility. The change in environments - normalized to institutionalized, and vise versa - can be difficult for individuals to acclimate, ergo, providing a normalized environment will allow for an ease of transition. A normalized food services environment can ease the stress of both entering and leaving the facility, and offering a setting that feels more familiar and less punitive.

Dividing the current single dining hall into two separate rooms also directly supports behavioral and mental health by allowing residents to be grouped according to classification. This reduces anxiety, minimizes the potential for conflict or assault, and creates a more predictable, controlled environment - conditions that are essential for emotional stability and positive daily routines.

The modernization of the kitchen further contributes to wellbeing by providing a safe and functional workspace that mirrors commercial kitchens. For Trustees working in food service, focusing on learning to operate an electrified kitchen prepares individuals for real employment opportunities and provides them with the confidence and purpose they may need while in the facility.

How does the project encourage and support collaboration and partnerships including with other Sheriff's and/or DOC entities?
The project has the potential to serve as a model of collaboration and shared learning across Sheriff's Offices, DOC facilities, and even jurisdictions beyond the Commonwealth. By transforming a kitchen that was originally built as a temporary solution into a fully modernized, electrified, and efficiently organized food service operation, the facility can establish a new baseline for what renovated correctional kitchens should look like - particularly in an aging or repurposed building. The streamlined workflows, improved sightlines, and the division of one large dining room into two provide healthier, safer dining experiences that demonstrate design strategies that other counties and DOC entities can evaluate, adapt, and replicate.

Since the project incorporates full electrification of the Food Service space, it also becomes a valuable reference point for States beyond Massachusetts mandating to transition away from fossil-fueled equipment. The renovated kitchen can function as a case study beyond the Commonwealth and beyond correctional facilities. Beyond providing the workspace, a renovated, electrified kitchen in the ISB, can offer insights into electrical capacity upgrades, equipment selection, operational impacts, and staff training needs - these lessons and information is helpful in a kitchen setting in and out of a correctional setting.

How does the project improve operational efficiencies at the facility or for the Commonwealths' criminal justice system.
The renovated kitchen and dining room will improve operational efficiencies for ECSD. The Dining Room is one of the few communal spaces available for residents - will become a less institutionalized and more functional environment. Potentially dividing the single dining room into two spaces will allow for a safer, more predictable environment for both residents and staff. The dining room currently has sightline issues as well with no staff station. Addressing these issues provides greater ease for the staff and assures residents that the entire space is visible, reducing opportunities for hiding, misconduct, or assaults.

Within the kitchen, the renovation resolves numerous inefficiencies that currently slow down production and create avoidable safety risks. The existing operation lacks adequate prep tables, prep sinks, and functional food disposer or grease traps, forcing staff and Trustees to work around the bottlenecks and outdated processes. Modernizing the space will streamline workflow, reduce cross-traffic, and support safer, more efficient food preparation. Upgrading the dishwashing system from a tray-only machine to a unit capable of handling pots, pans, and other ware will reduce redundant labor and eliminate repeated wash cycles caused by lack of pre-rinsing. These improvements provide Trustees with a normalized commercial kitchen environment which prepares them for a better transition once they are able to leave the facility.

How does the project address current capital and operational funding constraints by including creative funding models or leveraging other sources of capital?
N/A

What is the ratio of beneficiaries to expenditures?
$29,087,653 ÷ 1,100 residents = $26,443.32 per resident

How does the project yield surplus land or building that can be made available for housing production?
This project does not generate surplus land or buildings for housing production; however, it also does not reduce or encumber any areas that could otherwise be utilized for housing. The renovation of the Kitchen and Dining Room is fully contained within its current footprint. By modernizing the facility in place rather than relocating or enlarging it, the project takes a neutral stance on adding/reducing beds.

PART F - PROJECT IMPLEMENTATION & SCHEDULE

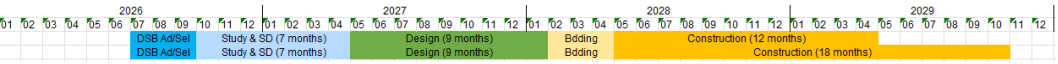
Objective: Describe project phasing required and estimated schedule

F.1 Estimated Project Schedule

Indicate a preliminary project schedule assuming funding in FY27 (July 2026) below. Include all enabling projects, designer selection (if applicable), design, bidding and construction. Please see DCAMM Designer Guidelines schedule section: https://www.mass.gov/info-details/designer-procedures-and-guidelines#1.7-project-overview-and-roadmap-

Project Tasks	Estimated Time (Months)	Remarks
DSB Ad / Designer Selection (If through DCAMM – 3 months)	3 months	
Study & Schematic Design (DCAMM guideline – 9 months)	7 months	The 7 months includes time for the certification process. The Study and Schematic Design phase is reduced due to efforts made in 2022-2023 on the Existing Conditions of the ISB.
Design (DCAMM guideline – 9 months)	9 months	
Bidding (If through DCAMM – 3 months)	3 months	
Construction (including enabling & backfill projects)	12-18 months	This time frame is to be further refined during the Study and Schematic Design phase.

F.2 **Anticipated occupancy (and use) date** (assume a July 1, 2026 project start date)



The anticipated completion date would be May 1, 2029 (12 months) to November 1, 2029 (18 months). The construction time would be further refined in the Study and Schematic Design phase.

F.3 **Swing space** (Approximately 250 words)

Describe how the implementation plan will address swing space/program needs during construction

Adjustments made to the existing fenceline and gated space between the ISB and Administration Building accommodates the necessary swing space for temporary, self-contained kitchen trailers to be parked in a secured area. The location allows staff and Trustees needing access to the temporary kitchen accessible without disrupting the existing circulation path used by visitors and staff. During construction and if transforming the single Dining Room into two spaces, there is potential to keep one dining room operational for resident meals. If that is not feasible, residents will temporary dine in their housing units, a practice successfully used during COVID. This approach ensures continuity of food service needs, maintaining safety and security, and minimizing disruptions to daily programming throughout the construction phase.

F.4 Construction - Project Components

If applicable, identify below major project components required for project completion. List:

- Enabling projects (including program relocation/swing space);
- The proposed capital project (including all phases of design through construction);
- Backfill projects required for full completion of the project.

Project Components / Phases	ASF of swing space required (if applicable)	Estimated Total Construction Cost of Phase (ECC)	Time to complete construction (months)
There are no anticipated enabling projects and/or phases at this time. However, a Study and Schematic Design phase will verify whether or not enabling projects and/or phasing needs to occur.			

PART G – PROJECT BUDGET

Objective: Describe the funding for the capital project and consider the impact of the proposed capital project on operating and maintenance budgets and understand the financial assumptions regarding the impact of the proposed capital project.

G.1 Total Estimated Project Cost

Indicate ECC and TPC for project

Project Cost	Amount ($)	Remarks
Total Estimated Construction Cost (ECC*)	$21,420,000	
TOTAL PROJECT COST (TPC) (DCAMM projects use TPC = 1.40 x ECC)**	$29,087,653	

** ECC to include escalation contingency of 4.5% per year (compounded annually) to mid-point of construction.*
*** The TPC includes planning and design fees, cost of furnishings and equipment, cost of any additional consultants required (access, environmental, envelope, commissioning, etc.), contingencies, and various management costs. A 40% markup is the standard markup used by DCAMM at this stage of a project.*

G.2 Total funding:

Identify the $ amount being requested from DCAMM and indicate what other sources of funding are being used for this project, if applicable. Under "Timing and Constraints" describe the type and clarify timing and other constraints on the funding $.

Confirm timing constraints of financial commitment. Please note: all $ must be committed and confirmed prior to completion of Study/Schematic Design Certification.

Funding Source	Amount ($)	Timing & Constraints
DCAMM	$29,087,653	
TOTAL FUNDS*	$29,087,653	

** Total funds must equal the TPC in G.1*

G.3 Potential revenue from sale of state-owned property

If the project involves the potential sale of state-owned property, include the name of the building or asset that will be sold, and the estimated value as a result of the sale, pursuant to current state law.

Not applicable

Property/Building Name	Estimated value ($)*	Timing & Constraints

** Absent an appraisal, assume 4 units/acre x $30K/unit, the as-of-right density allowable under the Affordable Homes Act*

G.4 Previously Completed Enabling Projects (Approximately 350 words)

If applicable, please identify any projects that have been previously completed **and** directly support this project proposal. Please identify funding sources and describe project impact on this proposal.

Completion of the 23KV loop upgrades in the SDE1902 Middleton Phase 2 project is a prerequisite for installing and working a new transformer, distribution panels, and switchboard serving the ISB Food Service area. With Phase 2 currently anticipating to finish construction on December 1, 2028, the Food Services renovation could proceed concurrently, provided that both efforts are carefully sequenced and coordinated to avoid conflicts and ensure continuity of operations.

PART H – SIGNATURE

H.1 Signature of Sheriff, CFO or Facility Director

H.2 Title

H.3 Date