

TOWN OF WINDSOR AGENDA REPORT

Joint Windsor Town Council, Windsor Redevelopment Successor Agency and Windsor Water District Meeting Date: June 4, 2025

To: Mayor and Town Council
From: Denise Alcala, Management Analyst
Subject: Approve Plans and Specifications and Award Major Construction Agreement for the Civic Center Heating, Ventilating, and Air Conditioning (HVAC) Replacements Project 2025

Recommendation to Council:

Approve the plans and specifications and award a Major Construction Agreement to Indoor Environmental Services in the amount of \$363,258 for the construction of the Civic Center Heating, Ventilating, and Air Conditioning (HVAC) Replacements Project 2025 and authorize the Town Manager to execute said construction contract and any required construction change orders up to 10% of the project agreement amount, on behalf of the Town.

Strategic Plan Element:

The recommended action supports the goal of Infrastructure. Goal Statement: Through a lens of sustainability and innovation, invest in the Town's infrastructure and public facilities to meet the needs of future generations.

Background:

The Parks and Facilities Maintenance Division is responsible for the maintenance and preservation of the Town's 153 acres of park and streetscape areas and 91,000 square feet of facilities amenities. Maintenance and preservation include updating existing facilities to achieve energy efficiencies and provide functional work environments and public meeting spaces.

On June 21, 2023, the Council adopted the 5-Year Capital Improvement Program (CIP) for Fiscal Years 2023-2028 which included the Civic Center HVAC Replacements Project (Project). The Project will replace 20 HVAC units at the Windsor Civic Center (Civic Center) Buildings 200, 300 and 400.

The Civic Center, located at 9291 Old Redwood Highway, was built in 1969 and was acquired by the Town in 1994. The Civic Center consists of four buildings: Building 100 (Library), Building 200 (Huerta Gym), Building 300 (Police Department, Administrative Services, and Parks and Recreation), and Building 400 (Town Manager, Town Clerk, Human Resources, Community Development and the Council Chambers) and totals approximately 35,000 sq. ft. of office and civic space.

The Civic Center buildings are currently equipped with Carrier Gas Package HVAC units. Gas package or gas pack units are all-in-one heating and cooling systems that utilize natural gas for heating and electric power for cooling. These units are particularly suited for rooftop or ground-level installations and are ideal for commercial facilities. Over the last several years, the HVAC units for Buildings 200, 300, and 400 have required an increase in maintenance and repairs, staff time, and some units are beginning to fail entirely. Thirteen (13) units were manufactured in 2002, two (2) units were manufactured in 2001, and five (5) units were manufactured in 1995, and maintenance costs of these

ageing units are increasing exponentially.

For consistency and efficiency in performing regular service on these units and all other HVAC units townwide, the Town has specified Carrier as the manufacturer for this project. This was called out during the design and bid process. This allows cost savings and continuity in maintenance when all units across all publicly maintained facilities are the same manufacturer.

Per Council direction during the FY23-25 Budget process, Staff considered three options for this project:

- Like-for-like gas pack units (gas heat, electric cooling)
- Dual fuel units (electric heat with gas back-up, electric cooling)
- 100% Electric heat pump units (electric heat, electric cooling)

In April 2024, staff began working with 15,000 Inc., a mechanical and plumbing design/engineering firm, to research and provide the bid documentation for this project. Several factors were considered for replacements including energy efficiency, sustainability, the buildings' 50 mil PVC membrane roof (Cool Roof), and the Environmental Protection Agency (EPA) new refrigerant regulation as of January 1, 2025.

Dual fuel units contain an electric heat pump and a gas-fired burner, which provides heating (primarily electric and gas backup) and cooling (electric only). 100% electric heat pump units use only electricity with an electric heat strip as a backup. Both these options would require major building electrical panel upgrades and increase the cost of the project by an estimated 40-50%. Council increased the budget in anticipation of this, however with the increases in construction costs seen across the industry, it is expected this would exceed the available budget. The new EPA refrigerant regulation reduces the global warming potential (GWP) rating for air conditioning refrigerants. This means that the commonly used R-410A refrigerant, is no longer permitted in new air conditioning units. This new regulation caused a prolonged delay with the manufacturers for unit information regarding the commercial Carrier dual fuel and heat pump units. As of the date of this report, the specifications and pricing for these units are still unavailable.

These prolonged delays and the resulting maintenance costs of the existing units; the increased costs for the dual fuel units and 100% electric heat pumps; along with rising prices due to tariffs ultimately forced Staff and 15,000 Inc., to move forward with the like-for-like replacement units for this Project. It was determined that replacing the current Carrier gas pack units with new energy efficient gas pack Carrier units would be the best option based on the energy efficiency ratings, reliability, favorable lifecycle costs and compatibility with the buildings' Cool Roofs. This will also minimize modifications and help preserve the existing warranty on the roof. Further delaying this project would heavily impact the 2025-27 budget as the existing units will continue to have deferred maintenance issues requiring costly repairs and possibly emergency replacement as they fail entirely.

HVAC systems have significantly improved efficiency over the last 20+ years. The Seasonal Energy Efficiency Ratio (SEER) measures the energy efficiency of an HVAC system, specifically for air conditioners. A higher SEER rating translates to more energy savings and lower utility bills. Units from the early 2000s or older would generally have SEER ratings closer to 10 upon installation. As the units age, they become less efficient due to wear and tear, potentially lowering their SEER rating further. The Town's specified replacement units will have a SEER rating of approximately 14.

The adopted FY 23-25 budget for the Project is \$480,000 which includes design and installation.

Design costs were \$29,000, leaving \$451,000 to complete construction.

Discussion:

On May 5, 2025, a bid opening was held for the Civic Center HVAC Improvements Project 2025. Three bids were received as follows:

Bidder	Bid
Indoor Environmental Services	\$363,258
Matrix HG, Inc.	\$453,227
Peterson Mechanical Inc.	\$432,916

Staff is recommending Council approve a Major Construction Agreement with the lowest bidder, Indoor Environmental Services, for the construction of the Civic Center HVAC Improvements Project 2025 for a total project construction cost of \$363,258 plus 10% contingency.

Fiscal Impact:

The total fiscal impact of the proposed project will encumber up to \$363,258 plus 10% contingency (NTE \$399,584) for FY 23-25 based on sufficient appropriations of the General Capital Replacement Fund-Facilities in the Council approved fiscal year budget.

Environmental Review:

The project is exempt from the California Environmental Quality Act (CEQA) in accordance with section 15301 because it consists of replacement or reconstruction of existing structures and facilities.

Attachment(s):

- [1. Civic Center HVAC Replacements Project 2025 Bid Package, Plans and Specifications](#)
- [2. Major Construction Agreement with Indoor Environmental Services](#)

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