

**Finance Committee Meeting
Agenda & Meeting Packet**

January 13, 2021
5:00 PM

Meeting will be held at the **Municipal Building**
2nd floor, Council Chambers
355 East Central Street

The public will **NOT** be permitted to enter the building or participate in person. Only pre-approved participants on the meeting agenda will be allowed to enter the Building and participate in person. **Residents can attend and participate via the “ZOOM” Platform.**

***A NOTE TO RESIDENTS:** Due to the continued concerns regarding the COVID-19 virus and Governor Baker’s declared State of Emergency, we will be conducting a remote/virtual Finance Committee Meeting for all public access and participation. In an effort to ensure citizen engagement and comply with open meeting law regulations, citizens will be able to dial into the meeting using the provided phone number (Cell phone or Landline Required) OR citizens can participate by clicking on the attached [link](#) (Phone, Computer, or Tablet required). The attached link and phone number will be active for the duration of the meeting for citizens to ask questions/voice concerns. If residents are just interested in watching the meeting it will also be [live-streamed by Franklin TV](#) and shown on Comcast Channel 11 and Verizon Channel 29.*

- **Link to access meeting:** January 13, 2021 FinCom Meeting Link [HERE](#) -- Then click “Open Zoom”
 - Or copy and paste this URL into your browser: <https://us02web.zoom.us/j/87055079271>
 - **Call-In Phone Number:** Call 1-929-205-6099 & enter Meeting ID # 870 5507 9271--Then press #
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Agenda

1. Call to Order
2. Public Comments
3. Approval of Minutes
 - a. December 15, 2020
4. Stormwater Presentation
 - a. [Stormwater Management Plan](#)
 - b. [Stormwater Brochures](#)
5. COVID-19 Update
 - a. [Vaccination Schedule](#)
6. Future Agenda Items
7. Adjourn



Franklin
MASSACHUSETTS

Finance Committee

Meeting Date: December 15, 2020

Present: Chairman Dowd, Vice Chairman Conley, Dewsnap, Wiech, Moses, Riley, Grace, Kasberg

1. Call to order: 6:30 PM by Chair Dowd

2. Public Comments:

- Citizens were invited to comment but none chose to do so.

3. Approval of Minutes:

- Minutes of 11/09/20 and 11/17/20 approved 8-0

4. School Department Budget Discussion:

- A robust discussion of all aspects of the school budget was discussed including the following areas:
 - o Definition of “steps and lanes” to determine teacher salaries
 - o How many Principals and how the salary is determined
 - o How many “unfunded mandates” and if there is a way to determine the actual costs
 - o Revolving account use and how they are funded and disbursed and the effect that the pandemic has had on them and their availability for funding future budgets
 - o How the teacher/pupil ratio does or does not affect the quality of education
 - o General discussion on class size at various levels
 - o Number of SPED students in the district vs similar districts
 - o The status of the facility study and when the recommendations will be put in place to close the three small elementary schools
 - o The general effect of COVID on the schools and the budget
 - o General status of budget at this point and future issues like health insurance
 - o Out of district tuition and Medicaid reimbursements

5: FY21 Water Treatment Plant Transfer:

- The TA request approval of the transfer of \$300,000 from the Water Enterprise “Emergency Fund” to cover the money not recovered from insurance (\$200,000) and Treasurer’s Salary penalty (\$22,696.65). The emergency fund is replenished from surplus revenue and additional unforeseen revenue. The request was agreed to by an 8-0 vote

6. Trust and Stabilization Accounts Update:

- General discussion on use of various funds (fire truck, turf fields etc.) basically a savings account for anticipated future large expenditures or known expenses like MECC. Generally funded yearly from free cash or other sources per town policy.
- The general stabilization is currently at \$6,200,000+. This only be used in catastrophic situations. The town's bond rating is favorably affected by having this fund at high levels in relation to the overall budget. This generally lowers the rate paid on needed borrowing for schools etc.
- The largest fund is OPEB currently at \$7,200,000+ with an overall current liability of about \$68,500,000.

7. Approval of 2021 Finance Committee Meeting Schedule:

- Approval as presented 8-0

8. Future Agenda Items:

- January will be Stormwater discussion
- February most likely FY 2022 budget discussion, revenue projections and general Finance Director discussion including lease/buy options
- March public safety and MECC

9. Adjourn: 8:50 PM

Franklin Department of Public Works

Robert “Brutus” Cantoreggi

Director of Public Works

Kate Sjoberg

Town of Franklin GIS coordinator

Jean Haggerty

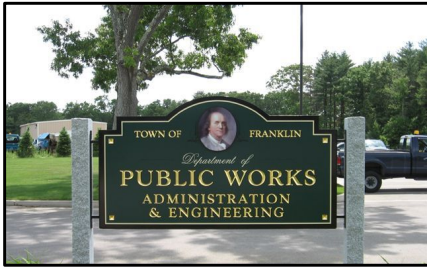
Wood Environmental Engineering

<https://www.franklinma.gov/stormwater-division>

Tonights Discussion

- Continue to educate the Finance Committee and residents about stormwater, what it is, and the importance of what we are doing
- Discuss Franklin’s storm water work to date
- Discuss a proposed framework for the creation of an enterprise fund utility (similar to the Water and Sewer Enterprise funds that exist).
- Discuss a proposed Ad Hoc committee of the Town Council to evaluate the financial structure and assist in educating the public on storm water.
- Receive feedback from the Town Council and residents

FRANKLIN, AT A GLANCE



- Suburban, Bedroom Community
- Population: 34,400+
- 290 "lane-miles" of roadways
- Total Land: 27 Square Miles
 - 4 Square Miles of Impervious
- Drinking water supply from groundwater
- 160 miles of water works
- 148 miles of sewer works
- 128+ Miles of Drain Pipe
 - 7,000+ Catch Basins
 - 600+ Outfalls
 - 200+ Treatment Basins

TRIADIC APPROACH

STORMWATER



WASTEWATER

DRINKING WATER

STORMWATER

Water originating from precipitation events
rain, snow, ice melt

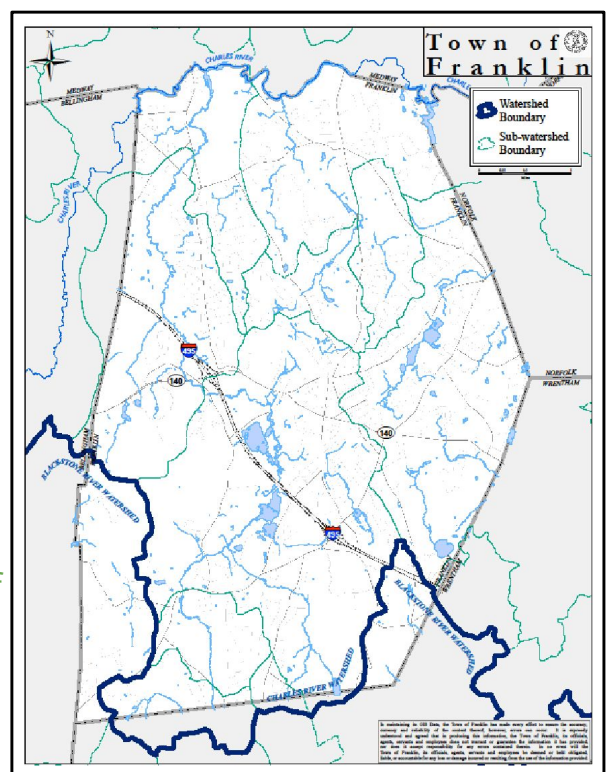
STORMWATER IN FRANKLIN

Groundwater Recharge

- This is a critical point.
- Franklin gets all of its drinking water from groundwater.

Protection of Charles River Basin

- Phosphorus Loading
- Bacteria control
- Total suspended solids “TSS” run-off



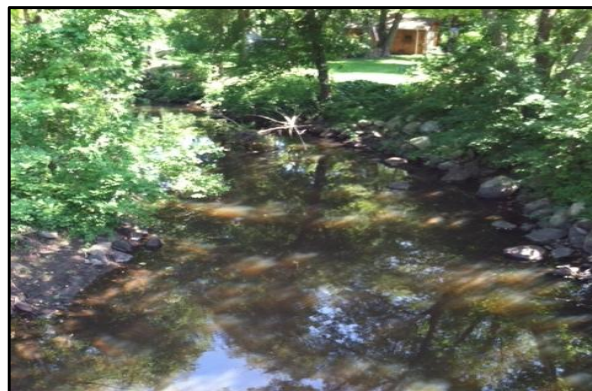
THE CHARLES RIVER

Boston



VS.

Franklin



The Charles River is possibly the most iconic symbol of Massachusetts and is a major economic resource for the state and region

**Municipal Separate Storm Sewer System “MS4”
Residual Designation Authority “RDA”**



MS4 & RDA

Offered Solutions, Alternatives and Pushed back!

- Went After “Low Hanging Fruit”
- Phosphorus Fertilizer Ban - “Brutus’ Bill”
- Grants and Matching Funds
- Extend Timetable
- Passed Local By-laws
- Road Narrowing / Sidewalk Removal
- Public Education
- Working With Other Towns
- Working With Environmental Groups
- Testified in Public Events, Appealed and Sued!



IMPLEMENTATION

Every Project = Stormwater Element

Roadway Reconstruction

- Sidewalk Removal / Narrow Roadway
- BMPs
- Rain Gardens
- Tree Wells
- Bioretention Areas
- Residential Rain Garden Program



GRANTS

\$1,206,650 in grants since 2007

- **April 2018 - (\$125,000)** Grant Awarded for “Franklin Public-Private Partnership for Stormwater Green Infrastructure at the Fairfield at Dean Ave”
- **March 2016 - (\$76,000)** Grant Awarded for “Upper Charles River Regional Stormwater Finance Phase II Feasibility Study”
- **March 2015 – (\$120,000)** Sustainable Water Management Initiative (SWMI) Grant Awarded for “Design & Construction of Stormwater Infiltration Systems”
- **September 2014 – (\$117,650)** 319 Grant Awarded for “Phase II of Stormwater BMP Retrofits”
- **March 2014 – (\$120,000)** SWMI Grant Awarded for “Regional Evaluation of Water Management Alternatives to Reduce Streamflow Impacts In the Upper Charles River Watershed”
- **March 2013 – (\$85,000)** SWMI Grant Awarded for “Well Pumping and Recharge Strategies for Streamflow Augmentation”

GRANTS

- **July 2012 – (\$50,000)** US EPA Grant Awarded for a Town-Wide “Green Stormwater Infrastructure (GSI) Implementation Strategy”
- **2011 – (\$300,000)** US EPA Pilot Study for “Sustainable Stormwater Funding Evaluation for the Upper Charles River Communities of Bellingham, Franklin and Milford, MA”
- **2010 – (\$131,000)** Construction of s319 Grant for Phase I of Stormwater BMP Retrofits: 3 Detention Basin Retrofits
- **2010 – (\$40,000)** “Building Blue in Franklin” Project by CRWA to Develop A Sub-Watershed Management Plan
- **2007 – (\$42,000)** Coastal Zone Management Grant for a Stormwater Utility Feasibility Study

RESULTS / BENEFITS

319 Grant Paired With Town Park = Public Education



RESULTS / BENEFITS

Rain Gardens in Public Areas (Train Station, Parks & Schools)



Franklin Stormwater Division Utility Discussion



Outreach

What We've Already Done

- Public Outreach
 - Townwide mailers: sent to all residents on 4/16/2018 & 4/9/2019
 - Public Forums and Stormwater Presentations at the Town Hall: 5/15/2018, 5/23/2018, 5/22/2019
- Grants
 - Since 2007, Franklin has received **11** stormwater grants, equaling **\$1,206,650**
- Awards
 - Stormy Award - Spring 2018
 - Partner in Theiss International Riverprize 2011
 - Rita Barron Award "Environmental Public Official of the Year" 2014
 - Testified before EPA, Congress and MB0 on Stormwater Costs 2010
- Website
 - New [stormwater website](#) was created in the of Spring 2019 to help educate the public
- Rain Barrel Program
 - Barrels offered every spring and fall to Franklin residents at a discounted rate
- Stormwater Bylaw
 - All new development and redevelopment must treat stormwater on site

What Are The Problems?

- Aging stormwater infrastructure
- System maintenance needs
- Water quality impacts
- Increase in Best Management Practices (BMPs)
- Flooding and drainage system capacity
- MS4 permit/regulatory requirements
 - Charles River Phosphorus Control Plan
- Mapping and condition assessment of the storm drain assets
- Increasing costs (staff and equipment)
- Backlog of capital improvements

Franklin	
Town area (sq. miles)	27.03
Miles of stormwater pipe	137
Number of catch basins	5,835
Number of outfalls	626
Estimated replacement value of existing infrastructure	~ \$175M



Existing Major Expenditures

Franklin:

- Storm sewer and culvert maintenance - \$88,000
- Catch basin and inlet cleaning – \$110,000 (~1800 CBs per year)
- Street sweeping - \$109,000 (all streets once/year; downtown area twice/year)
- System Inspections - \$55,000 (infrastructure, post-construction BMPs, E&S controls)
- Stormwater design and development permitting assistance - \$73,500 (~ 5 projects per year)
- MS4 Permit compliance requirements - \$100,000 (SWMP and IDDE plans, public education and outreach, mapping and outfall data updates)
- Capital Improvement projects - \$267,000 (varies annually)
- Major Equipment



Total Current Annual Program Expenditures

Estimated FY2019 Stormwater Cost of Services

Functional Area	Description of Services	Franklin
Program Administration	Budget, staff, grant management, MS4 NOI and SWMP preparation, Public Ed/Outreach, training, interagency coordination	\$135,330
Regulatory Compliance/ Enforcement	MS4 compliance and reporting, BMP and infrastructure inspections, IDDE program development, GIS and outfall ranking, E&S oversight	\$119,370
Drainage Engineering & Stormwater Planning	Master plans, stormwater design and permitting, data management/GIS, field engineering support, Hazard Mitigation/FEMA updates, contract oversight	\$100,570
Operations and Maintenance	Infrastructure O&M, catch basin and inlet cleaning/repairs, street, parking lots, and sidewalk sweeping, leaf pick-up, BMP facility maintenance, IDDE tracking/removal, infrastructure repairs, emergency response	\$469,700
Capital Improvements & Equipment	New and expanded stormwater infrastructure, new capitalized equipment	\$324,700
Estimated FY 2019 Annual Costs		\$1,149,670

Projected Future Costs

The biggest drivers to increased costs will be enhanced **MS4 and TMDL** (phosphorus reduction) requirements.

- Additional public messaging requirements and measurable results
- Detailed storm drain system mapping and catchment delineation
- Updated Illicit Discharge Detection and Elimination (IDDE) Plan
- Screening and sampling of priority outfalls
- Enhanced inspection and enforcement program
- Increase street sweeping to twice annually and waste disposal tracking
- Establish catch basin cleaning and inspection program to ensure catch basins do not exceed 50% full
- Detailed Stormwater Management Plan (SWMP) development
- Charles River TMDL: Phosphorus Control Plan – estimated investment of \$38.4M over next 20 years

Future Needs

In addition to the MS4 and TMDL compliance costs, there are other stormwater priorities to address:

- Backlog of drainage system inspections and repairs
- Increased inspections of private development projects
- Engineering support for design and best practices
- Capital investment in new or expanded system components to address localized flooding and growth impacts



Projected Future Stormwater Costs

— Average over the next 5 years —

Future Costs

Functional Category	5 year average (FY20-FY24)
Program Administration	\$160,200
Regulatory Compliance/ Enforcement	\$146,490
Engineering and Master Planning	\$315,030
Operations and Implementation	\$998,100
Capital Projects and Equipment	\$374,700
Total	\$1,994,520
<i>Increase ~ 44% from 2019</i>	

Current Stormwater Funding Sources

- Stormwater services currently funded by General Fund under DPW and other programs
- Residential Properties account for ~80% of tax base for general fund revenue
- But residential properties have less burden on the stormwater system based on impervious area
 - Residential properties ~ 45% of Franklin's impervious area (non-road)
 - Commercial/Industrial properties, such as retail, businesses, and colleges ~55% (non-road)

Funding Options: Taxes vs Utility Fee

- **Property taxes** – based on assessed value of the property; Tax-exempt properties do not pay property tax; no relationship to the impact of the property to the amount of stormwater generated by development on the site; no opportunity to provide credits for on-site stormwater management; revenue can support any town need.
- **Stormwater utility fees** – fee is proportional to the estimated stormwater generated from the property, as measured by impervious area; all properties, including tax-exempt pay their share of the fee; allows for credits to be granted for on-site controls; operates as an Enterprise Fund and revenue is dedicated to stormwater management only.

Stormwater Utility Fee Option

Rate Structure = Metric used to distribute costs among users. It determines who pays and how much each property will pay.

- Recommended Structure: Flat Billing Rate of 1,000 SF
- All property types in town pay based on the square footage of impervious area on their parcel divided by 1,000 SF. Fairly distributes the cost of managing the public stormwater based on a property's share of total impervious area town-wide. For an average home in Franklin, there is ~4,000 SF of impervious area (IA) or 4 billing units.
- Based on analysis of GIS and aerial photography, the IA for all parcels in town was calculated. The analysis resulted in an estimate of 82,000 billing units.

Stormwater Utility Fee Option

Preliminary Rate for Franklin

Annual Revenue Needs/Billing Units = Annual Rate per Year

Stormwater Program Costs	\$1,968,190
Allowances for Credits, Billing, and Delinquencies	\$140,000
Operating/emergency reserves	\$200,000
Total Revenue	\$2,308,190
Available Billing Units	82,000
Preliminary Rate per Billing Unit	\$28.15

Examples of Franklin Properties

Dean College: 802 BUs

Municipal Properties: 3,595 BUs

Single Family



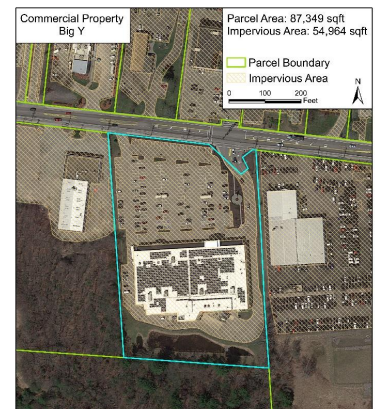
4 billing units x \$28.15
\$122.60/year

Single Family



2 billing units x \$28.15
\$56.30/year

Commercial Property



550 billing units x \$28.15
\$15,482.50/year

Credit Policy

- Similar to abatements in water and sewer enterprise funds
- Could apply to any residential or commercial property
- Credit will assist those businesses who have already complied with the Town's stormwater bylaw over the past ten years (Example Big Y)
- Big Y story



Phosphorus

- Major source of phosphorus pollution = leaves
- Implement a curbside leaf pick-up program
- Provides a service to our customers, while preventing pollution



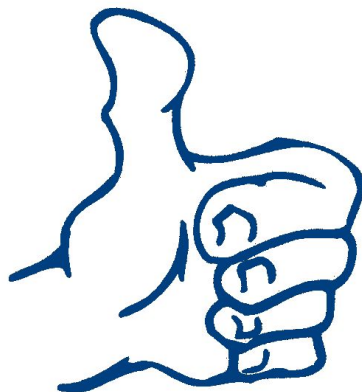
Implementation Process

Next Steps

- Discussion & Questions from Town Council (Tonight)
- Town Council to consider establishing enterprise fund (December 2019) with no fee structure Stormwater Utility By-law
- Establish Ad Hoc Policy Committee of the Town Council to:
 - Evaluate proposed fee structure
 - Develop Credit policy
 - Review billing options and policies
- Public outreach/education?
- Continue to update stormwater website for current information

<https://www.franklinma.gov/stormwater-division>

QUESTIONS & DISCUSSION



"Gettin' it done"

<https://www.franklinma.gov/stormwater-division>
