

**Town of Andover**  
Board of Selectmen  
November 12, 2019 at 7:00 P.M.  
Town Hall Community Room, 17 School Road

Special Meeting Agenda

1. Call to Order/Pledge of Allegiance
2. Public Speak
3. Town Hall Community Room Renovation
4. Planning and Priority Discussion
5. Public Speak
6. Adjournment

Helpfully submitted by the Board Clerk/Administrative Assistant, Amanda Gibson.

# Andover Town Goals

This document is designed to start the conversation- We should try to have a BOS Planning workshop on this in NOV. I really need to get guidance from the whole board on what I should be focusing on and make sure my efforts are aligned with your priorities.

## Seniors/ Community needs

### Short term Space-

1. Better utilize the existing community center for senior needs.
2. Storage and furniture solutions
3. Explore other area community centers and groups to share needs/usage
4. Do we consider the firehouse for space utilization?
5. MOA with AES to use building for meeting space in the evening

### Longer term Space-

1. Build a stand alone Senior focused community center
  - a. Location for the center?
  - b. Combine with Bolton and build a new joint center?
  - c. Funding and source
  - d. Building Committee?
  - e. What should the building include?
    - i. Meeting spaces adaptable for multiple sized groups
    - ii. Commercial kitchen
    - iii. Gym
    - iv. Office space
    - v. Kids space- COOL program?
    - vi. Storage for Senior transportation

# Senior Transportation

## 1. Vehicles

- a. Apply for state matching funds for 1-2 more senior transportation vehicles
  - i. December timeframe
  - ii. Should it be a 20 PAX vehicle or smaller?
  - iii. Second small van
- b. Ideal size operation today should be 2 vans and (2) 12-15 Pax buses . All should have a handicapped lift gate. We currently use the van for medical calls with the small bus used when we have a second medial at the same time. Large bus is used for trips only ~6-8 times per year. We should consider subbing out and hiring a full size bus for senior trips.
- c. Current vehicles
  - i. 2002 20 passenger bus with handicap ramp – approximately 150K? miles
  - ii. 2014 dodge Van with handicap ramp. Van used four days a week for medical calls 35? K miles.
  - iii. 2017 12 passenger bus with handicap ramp – 10?K miles This vehicle is owned by the DOT until November 2022. Bought with 80% state and 20% Town of Andover grant.

## 2. Senior Driver

- a. Transition to all CDL drivers if possible
  - i. will require an increase in pay scale ~18\$
    1. Current pay is 13.40\$/hour. If we maintain a 3% yearly pay raise, we will stay ahead of , but lose ground on the new min wage mandates, by 2023 we would be paying 15.08\$/hour when the min wage was 15\$/hour
  - ii. Will we need to offer some kind of training for CDL.
  - iii. Institute new Policy and Drivers Handbook as part of the employee Handbook
  - iv. Will need to add at least one driver from what we have currently

## 3. Additional staffing

- a. At some point we are going to need to pay for the coordination services that Cathy Palazzi currently does for free.
- b. Cathy does a wonderful job, but at some point it needs to transition to a staff position

# Public Works

## Building

Goal "Maintain the current public works building as a viable space as a cost effective solution with a minimum 30 year time horizon for utilization"

1. Space clean up
  - a. Throw away unused junk clean up weeds so all materials are visible and accessible
  - b. Interior cleanup and paint office Winter project
  - c. Remove the old metal room on the back of cold storage- replace open doorway
2. Roofs
  - a. Current RFP will cover replacing the Main roof of the public works Building.
  - b. Will need additional funding for replacing roofs on the cold storage building in the next 3 years
  - c. Will need additional funds for replacing roof on the low pitch roof on front building on garage in the next 10 years
3. Walls and windows
  - a. Walls need repointing and limited brick and masonry repairs for long term stability
  - b. Can we get an insulated solution to reduce future energy usage?
  - c. Repaint exterior because it looks like hell
  - d. Remove the shed roofs on the side of the main building- not worth repairing
4. Asbestos
  - a. Finish Asbestos abatement on the sheds so they can be torn down
5. HVAC
  - a. Replace the main ceiling whole building vent- old and not working
  - b. Use a ductless split AC system to heat and cool the office/ break area- currently using electric baseboard and window AC unit
  - c. Evaluate the main unit heaters in the bays.
  - d. Evaluate heating system in the animal control facility
6. Electrical
  - a. Building appears to have 3 phase Y 208 service that is old- very old.
  - b. Use staff electrician to come up with a work plan for addressing the electrical Updating needed for safety and functionality
  - c. Plan to use excess money from the 80K request to resolve electrical issues
  - d. Need a complete evaluation of electrical system in the building nothing is labeled and not logical much of the wiring dates to the old mill building 50+ years old
  - e. Replace with a main 3 phase panel - switchgear or similar
  - f. Prioritize additional work based on code compliance
    - i. Remove 440v transformer- not functioning but live- can't figure out how to turn it off!
    - ii. Remove fuse box in tool room that has one powered leg unfused- bad safety violation!
    - iii. GFCI Outlets for the bays
7. Overall space needs
  - a. Fix salt shed walls with new steel panels
  - b. Consider a wash rack
  - c. Repave parking area.
8. Security
  - a. Camera system in pw building
  - b. Cameras on the busses and fuel storage area
  - c. Gps monitors on all of the town vehicles PW and **Senior Transportation?**
  - d. Permanent fix for fire alarm at PW garage still not functioning properly

## Staffing Needs

1. We need to return to a 4 man crew minimum for public works.
  - a. We simply do not have enough manpower to complete the tasks that we need done
  - b. This gives us 2 crews of 2 for most tasks or a crew of 3 and the supervisor on independent tasks
2. Ideally we would sub out tree work to Hebron's crew.
  - i. This one is going to be important since Scott Person's list of trees the town needs to take down exceeds 100 total- I don't have an exact count
  - ii. A first pass on costs to the town would be over 100K in tree removal needed in the next year
3. Ideally we would combine with Hebron on a new Sweeper and use their crew for spring needs this would take CIP support
4. Utilize Susan M. for ~ 8 hours of logistical support per week for PW
5. Replace the public works foreman by July 2020.
6. One of the real advantages of a 4<sup>th</sup> person is the ability to allow PW employees to take vacation in the winter. Currently we prohibit taking vacation in DEC-March That means that in April through November PW employees have 4 weeks of vacation and 4 personal days each. Plus sick time of course! Call it 15+ weeks total for the crew. This means that for those 32 weeks in the summer about ½ the time we have only 2 people available.

## Outside Staffing and Support

1. Contract with a Pavement Management Service to help prioritize roadwork-
  - a. Especially important if we consider bonding
  - b. Produce a long term roadwork plan for Andover
  - c. Figure out what our true backlog of work is and what our yearly expenditures need to be
2. Need an engineering service that can produce a long term plan for Bridges and Culverts and help with securing funding for those types of projects- in talks now
3. Need a contracted Staff Electrician
4. Need a contracted Staff plumber
5. Need a contracted Staff HVAC technician
6. Need a contracted Staff landscaping service
7. Need a contracted Staff rec field maintenance agreement
8. Need a contracted Parts wall for public works
9. Can we unify IT support throughout all town buildings?
10. 3-9 should go to RFP when I have a chance

## Winter Operations for Public Works

1. We should have the new plow truck back from equipment services by Nov 15<sup>th</sup>
2. I am planning on keeping the 4<sup>th</sup> truck through the winter as a spare. I have made it clear that if it breaks and it is expensive we will junk it but as long as we can keep it running are not putting much money into it. Since our oldest primary truck is now 14 years old having a spare is nice.
3. We have quite a bit of winter equipment that really is not useful- something like 4 extra plows. I am planning on keeping one, striping springs and bushings off of a few others and junking them.
4. Salt
  - a. The Big change I am planning on implementing is switching to 100% treated salt only for winter operations.
  - b. Many towns have gone to this for winter operations
  - c. Advantage #1 much less road sweeping in the spring and a lot less sand in the culverts and basins as well as build up on the sides of the roads
  - d. Salt only has to be done carefully. First it needs to be applied at the beginning of a storm, not waiting until a storm has dumped 2-3 inches of snow
  - e. The salt is applied to the crown of the road, ideally ~ 400 lbs per centerline mile just before it snows. This is temp dependent. Heavier application on hills, less in the lake district
  - f. We will retain sand for use for emergency traction to assist the FD or for public safety. It may be needed when it is very cold less than 0 deg f when icing is a problem
  - g. At some point the town should consider modifying equipment to allow brining the roads or at least pre wetting the salt mix as we put it down.

## Transfer Station

1. Still having compactor issues on #2
2. Can't get double locking blocks without a long delay and cost BCE is back making single locking blocks
3. Still trying to squeeze one side worth of Wall repair in this fall, but we will be working short staffed due to vacation.
4. Need an electrician to evaluate the whole of electrical needs for the transfer station. What we have now is a hodgepodge and we need to clean it up.
5. The overhead door on the blue pole barn is shot. Overhead door gave us a quote for ~4000\$ to replace not likely to happen anytime soon.
6. Do I order the replacement shed now or wait until spring?

# Andover Town Hall

1. IT.
  - a. Address Immediate shortfalls that town hall Has in servers, firewalls backups and virus protection. . Hopefully town meeting approves money to do this.
  - b. Get the town on a replacement schedule for PC's (5 years), and Monitors (7 years). Get rid of as much old unused equipment as possible.
  - c. Insure common software is licensed and kept reasonably current
2. Finance
  - a. Evaluate and Introduce new software for municipal financial management next 6 months
  - b. Revamp Chart of Accounts
    - i. Get a universal set shared between the school and town hall
    - ii. Revamp the chart structure to consolidate department expenses into smarter expense buckets concentrate on PW and Bld Dept
  - c. Change from the current paper based labor intensive method of Payroll to a secure, accurate electronic method
    - i. Institute biometric scanners in Town Office building Public Works and Library
    - ii. Institute smartphone based system for Transfer Station Employees, as well as building official ZEO, IWCC and Senior Transportation Drivers.
    - iii. Require all employees to file their own leave requests electronically for dept signature and better tracking.
3. Accessor's office
  - a. Institute new Software to replace current Vision Appraisal services. RFP?
  - b. RFP for Reval to start Fall 2020
4. Space needs
  - a. Town Hall has significant space constraints in the current building. If the town builds a new center, it should contain multiple meeting spaces
  - b. The Town hall would take over the community Room and put the Building and land Use Department in it. This would allow permanent Space and get them out of the basement.
  - c. I would move downstairs into the basement along with my admin assistant into the land use office This would also accommodate a small conference table
  - d. My old office would become the employee lunch/ Break room with a small kitchenette.
  - e. The new server room would get built into the back of the stat troopers office.
5. Physical infrastructure
  - a. The biggest issue the building has is a reliance on crappy wall mounted AC units for summer cooling. This should be rectified with a ductless split AC system for the town hall

# Communication Strategy

1. Website
  - a. I would like the website committee to report back to the Board of Selectman at the dec meeting with a tentative set of goal/s and criteria and or RFP for selecting a provider.
  - b. Ideally pick a contractor/ team by the March meeting
2. Social Media
  - a. Should be implemented already- I am behind the curve on this one
3. Other communication Community Voice Channel
4. Emergency communication should be part of the web strategy It has to be seamless and easy

## OVERALL STAFFING GOALS

Currently we have 10 full time employees

- 1 works 44 hours/ week
- 3 work 40 hours per week (public Works)
- 4 work 34 hours per week
- 2 work 30 hours per week

Benefits are expensive- Health care alone is about \$20,000 per FT employee

### Land Use

Areas we need more support IWC and ZEO total from 10-15 hours per week cost **7800\$ direct cost increase Assume \$9000 total costs for budget**

Transition to CDL drivers impact- increase from \$13.41 to \$18 per hour since we are currently budgeted for about 1125 hours of labor this is an **increase of 5200\$** We under budgeted for Salary anyway since our usage is increasing. Next year I would expect the total increase for senior transportation to be~ **\$12,000** based on these 2 factors.

### Senior Services

Add a 19 hour per week Position for Senior and Social Services Includes managing the senior transportation and senior events as well as Social services

Assume 20\$ per hour ~**\$20,000** per year direct costs ~**22,000 total cost increase**

### Admin Assistant

Increase Admin assistant to 21\$ per hour and 19 hours per week. This would cost an additional **\$7000**

### Public Works

Add a Maintainer 1 for public works \$45,260 + ~\$35 000 benefits ~**\$ 80,000**

### Reductions



When the Assistant to Treasurer retires next Dec Replace with 19 hours per week position for payroll and Assume ~ 21\$ hour current salary and indirect ~\$60,000 Proposed would be \$21,000, ½ of which would be realized next year Assume - **20,000\$ savings next year** \$39,000 savings in the following year

Total Change would be **~\$110,000** Not including the 2-3 % raises baked into the union contracts.

## **Capital Costs**

### **Public Works Building**

Assume we are going to add about \$100,000 to the building fund Priority would be electrical work to bring it up to code, Repoint and repair walls, Replace electric baseboard in offices with Ductless split system.

### **Equipment for PW**

Per the Capital improvement Plan for Public works, Andover should plan on about \$125,000 in capital costs for Public works

- Priority will be a sidearm roadside mower OR if We work with Hebron, our portion of a new road Sweeper

### **Tree trimming**

Scott Person identified about 100 Dead trees on town Roads that need to be removed Ball park this will cost in excess of 100,000\$ Since BOF did not increase the budget last year as requested, this year we should plan on 100,000\$

### **Bridge and Culvert fund**

After times farm bridge is complete we will have approximately 160,000\$ in the replacement fund for that. This fund should be rolled into a General purpose Bridge and Culvert Replacement fund with consideration for adding additional funds as time goes by.

### **Road work**

Paving represents a big unknown cost wise. My best guess at this point is we are about 2.5 million dollars behind on roadwork/ paving. Our total costs are higher now than they would have been if we just maintained them to begin with

Our general maintenance expenditure should be about \$10,000 per centerline mile per year- so to Maintain the same average condition as current requires about \$340,000 per year in surface treatments. This does not account for drainage/ tree removal, guardrails, striping.

## **Connectivity Grant**

1. Keep working on it with Gerry Hardisty
2. Re apply to wetlands
3. Coordinate with State DOT on Signal project that impacts this project.
4. Finish project list and get it back to state for final approval.
5. Go to RFP in March Timeframe.

Memorandum to: The Board of Selectmen

From: Town Administrator

Subjects: Relative cost basis of general spending vs education in Andover and surrounding towns

You asked me to examine the relative costs of Education and general spending within the town of Andover compared to surrounding towns. The specific questions addressed were as follows:

1. Comparison of Mill rates for Andover and surrounding towns as well as the Per Capita Total Budget
2. The total cost per student in Andover for both the Andover Elementary school and RHAM compared to other similar municipalities.
3. Teacher Student Ratio
4. The Fraction of town revenue that is spent on Education vs General government compared to surrounding towns, the school districts that make up RHAM, and towns in Eastern Connecticut with similar populations

As a Reference group provided data includes Andover, Hebron, Malborough, Bolton, Coventry, Colombia, Voluntown, Sprague, and Salem. The last 3 were chosen because they had slightly lower or higher populations compared to Andover and were located in Eastern Connecticut

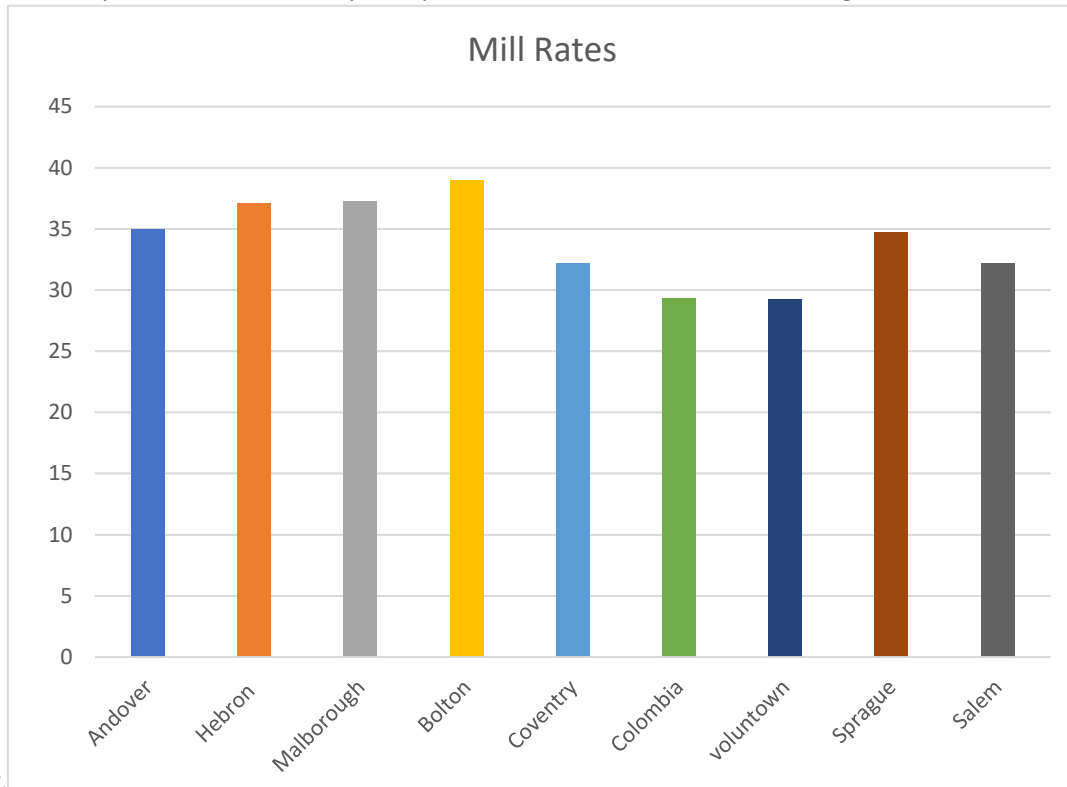
- Population data is census estimated data as of July 2018 provided by the State
- I provided the NCE data- net current expenditure data for 2016-17 which is the most current COMPLETE data set I have. Note that this data blends RHAM data with the elementary school. There are some costs that are not accounted for in the NCE data.
- I reached out to Hebron and Malborough to get cost and enrollment data.
- I reached out to the RHAM superintendent to get the current information for RHAM
- I looked up the annual budgets for education and total for the towns in question for this fiscal year.
- I provided the mill rates also. For the RHAM data, I used the population of all 3 towns, total enrollment and total school budget.
- I also used the data for total school spending from All categories- which is more than the NCE data set
- I tabulated the data in a spreadsheet that outlines the information in a coherent manor.
- The numbers for the cost of Andover's Elementary school for the current year were calculated by taking the current year budget and adding in the income from Pre K as well as grants, and inkind from the town (insurance) from last year since the exact numbers for this year are not known yet.

As far as I know, these numbers are accurate as presented. How these numbers translate into budget priority's is largely a political decision and rests with the Board of Selectmen, Board of Finance and Board of Education respectively.

# Summary:

## Mill Rate

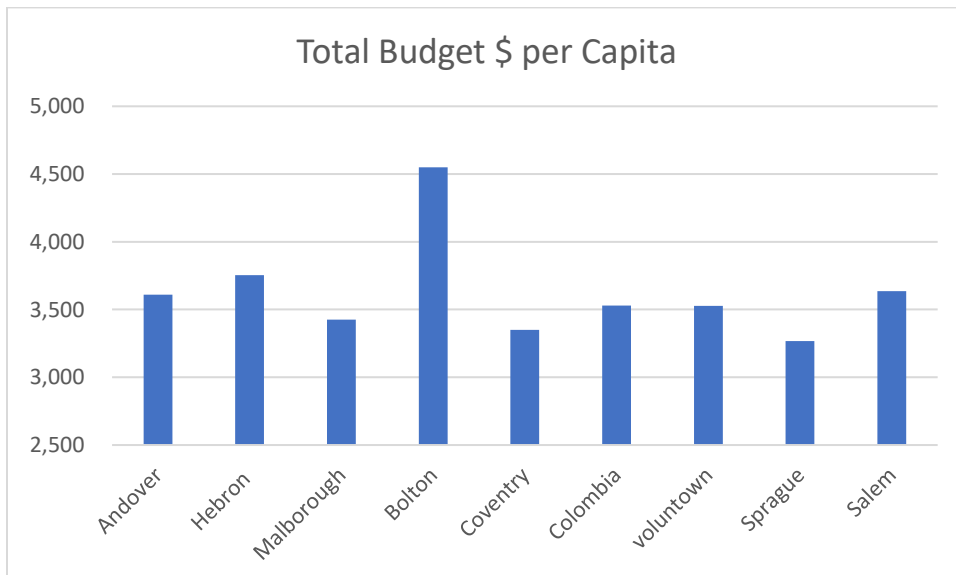
Andover's Mill rate is 34.99. Since this is affected by both the amount of commercial development and average cost per house, it is not a true representation of cost per capita. Of the towns studied 3 had higher and 5 had lower Mill



rates than Andover.

## Total Spending Per Capita

Andover Spends \$3609 per capita in total spending. This compares with an average of \$3628 and a range between \$3268 (Sprague) and \$4,550 (Bolton) for the cohort. Our total spending per capita is in line with other towns.

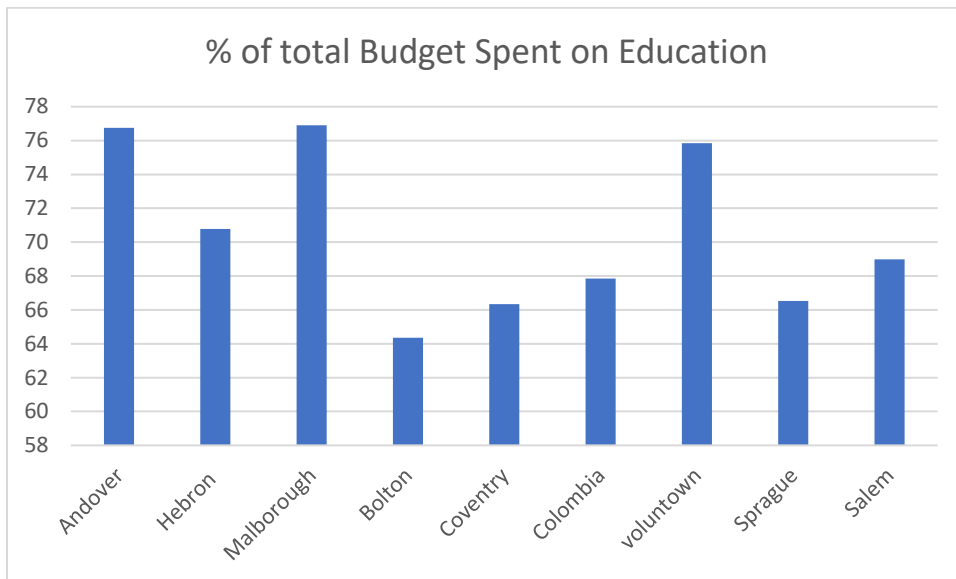


## Fraction of Spending on Education

Andover spends 77% of its total budget on Education. This compares with an average of 70% and a range between 77% (Andover- Marlborough) and 64% (Coventry) for the cohort. Our budget percentage spent on Education is disproportionately high. Marlborough has 27% more kids per capita than Andover which explains its high ratio.

This is likely to get worse in the next Budget Year.

1. Andover's Expenditure for RHAM is likely to go up 7% based on Andover's increased fraction of the RHAM Student Body
2. RHAM's overall budget compared to last year is likely to increase 2% based on previous year trends.
3. AES will loose ~ \$67,300 ECS funding in the next Budget Cycle and 134,700\$ the year after (compared to the 2019-20 funding level) ECS funding in the next budget Cycle



## Total cost per Student- Elementary School

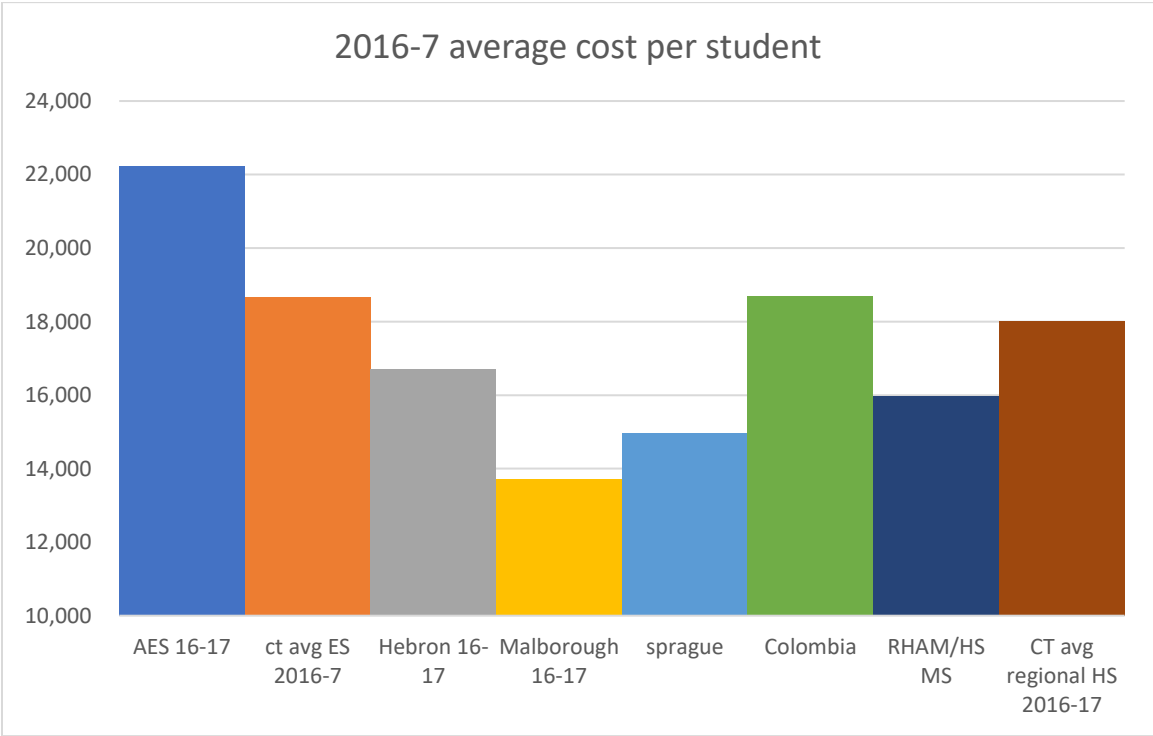
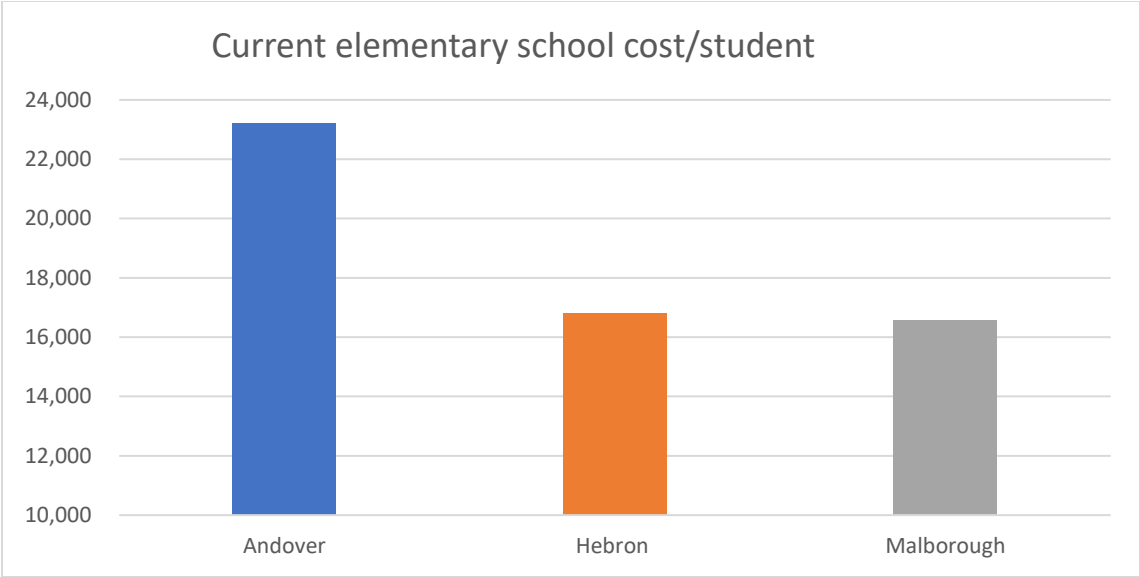
2016-7 Data (most complete data available to me)

Andover has an Average Cost Per Student in the Elementary School of \$22,240 in 2016-17 this compares to a CT average of \$18,671 for elementary schools. Data includes total costs for the 46 CT schools that report Elementary schools only. The Towns in the Cohort that report Elementary school spending only spend an average of \$17,261 with the range High \$22,240(Andover) and Low \$13,700(Marlborough)

2018-19 (DR8 state data set) Andover has an Average Cost Per Student in the Elementary School of \$23,315 this compared to a CT average of \$15,267 or a difference of \$8,048

Current Year Data This dataset is incomplete However Andover likely spends around \$23,200

Andover's Spending per Student is unusually high.



**Teacher student ratio**

**Andover** in 2014-5 had a student- teacher ratio of 14.0, by 2018-19 it had dropped to **10.1**.

**Hebron** in 2014-5 had a student- teacher ratio of 14.5, by 2018-19 it had dropped to **13.8**.

**Malborough** in 2014-5 had a student- teacher ratio of 17.1, by 2018-19 it had dropped to **13.6**.

**Connecticut** state average was 15.1 in 2014-15 and by 2018-19 it had dropped to **14.9**.

Since Payroll is the largest expense for a school system, this accounts for much of Andover’s high costs for student education.

## Total Cost Per Student for High School/ Middle School-RHAM

2016-17 RHAM had an average cost of 15,962\$/ student. This compared to an average cost for their cohorts of \$18,005.

Current year. RHAM was the lowest average cost per student of any regional high school. It compares very favorably in the State Cohort which compares schools with similar per capita income

The cost per student at RHAM is very competitive. However the Increase in costs to Andover will be a concern.

For Andover, the enrollment at RHAM is projected to increase from 236 to 245 students which will change our levy percentage from 16.44% to 17.34% of the total RHAM costs. In a level budget, this would increase Andover's expense for RHAM by 6.9%

given that the Budget rises approx. 2% Per year, Andover should expect to see an ~9% increase in the RHAM budget this fiscal year.

## Costs for Non Educational Spending

Andover Spends 839\$ per capita on the general Budget (defined as non-educational spending) This does not include unexpended fund balance transferred to capital. This compares to an average of 1076\$ for the towns in the Cohort with the least expenditure per capita being 791\$ (Marlborough) and the highest being \$1,622 (Bolton). If Andover were raise its general budget to the cohort Average of \$1076 per capita, that would be an increase of 237\$ per capita. This would increase the operating budget by 766,000\$. This would represent an increase of more than 2 mils.

