

**MIDDLETON  
BOARD OF SELECTMEN AND FINANCE COMMITTEE**

**MEETING AGENDA**

**FISCAL YEAR 2021 BUDGET HEARING  
AND  
ANNUAL TOWN MEETING WARRANT READING**

**MAY 7, 2020  
7:00 PM**

*Due to the state of emergency in Massachusetts due to the COVID-19 outbreak, this meeting will be held via ZOOM, an internet based meeting space. It is the intent that the virtual meeting space will be made accessible to the public; however, if this is not possible despite best efforts, the full and complete transcript of the meeting will be posted on the Town's website as soon as practicable upon the conclusion of the proceedings. To join the meeting, go to*

<https://us02web.zoom.us/j/83198286194?pwd=azZ5NnBySlkzYiJzS0pYZE55akhkQT09>

Meeting ID: 831 9828 6194

Password: 384740

One tap mobile

+13126266799,,83198286194#,1#,384740# US (Chicago)

+19292056099,,83198286194#,1#,384740# US (New York)

7:00PM Joint public hearing of the Middleton Board of Selectmen and the Middleton Finance Committee:

- Review and discuss June 10, 2020 Annual Town Meeting Warrant
- Review and discuss Fiscal Year 2021 Operating and Capital Budgets

Approval of Minutes:

- February 1, 2020 Joint Board of Selectmen and Finance Committee Fiscal Year 2021 Operating Budget meeting
- March 7, 2020 Joint Board of Selectmen and Finance Committee Fiscal Year 2021 Capital Budget meeting

*The Boards reserve the right to consider items on the agenda out of order. Not all items listed may in fact be discussed and other items not listed may also be brought up for discussion to the extent permitted by law.*



## OFFICE OF THE TOWN ADMINISTRATOR

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## MEMORANDUM

TO: Board of Selectmen and Finance Committee

FROM: Andrew J. Sheehan, Town Administrator

SUBJ.: FY 21 Operating and Capital Budget Update

DATE: May 7, 2020

Much has changed since the FY21 Operating Budget meeting on February 1 and the Capital Budget meeting on March 7. The COVID-19 pandemic has turned upside down our budget planning. We have been forced to modify both the operating and capital budgets.

During the past several years, we have made significant changes to our financial management policies, modified some practices, and generally improved our budget practices. The guidance from the Board of Selectmen and Finance Committee in this regard has put us in a far superior position from which to face the current crisis. This framework, along with an exceptional finance team, has allowed us to revise our spending plan to meet the challenge

The operating budget and capital budget are balanced and meet the spirit and letter of our policies. They also conform to best practices in public finance. The approach is legitimate, not reliant on gimmicks or mortgaging the future.

I will discuss the operating budget and capital budget, providing some background and context, and then offering recommendations and options.

### **FINANCIAL MANAGEMENT POLICIES**

The Financial Management Policies adopted on April 3, 2018, lay out the parameters by which we manage the Town's finances. The policies are intended to guide decision-making rather than imposing a set of rigid restrictions. By and large we will follow the policies; however, it is expected that there may be modest deviations depending on the conditions on the ground.

The following is a brief summary of relevant elements of the policies:

- Structurally Balanced Budget: recurring expenses funded with recurring expenditures

- Excess Levy: At least 1% of the current year budgeted general fund operating appropriation
- Free Cash: At least 3% of the prior year general fund operating appropriation
- Strong Reserves: Including Free Cash, Excess Levy, and a number of Stabilization funds, all designed to give flexibility and resiliency against unexpected fiscal challenges
- Capital Budget: At least 2% of general fund expenditures; non-GF capital shall be evaluated and programmed based on need.

I will refer back to the Financial Management Policies as I discuss the current budget picture.

## **OPERATING BUDGET**

### **BACKGROUND AND CONTEXT**

When we met on March 7 for the second budget meeting our operating budget was not quite balanced. However, we had confidence that certain changes would materialize that would result in a balanced budget. Just before the COVID-19 pandemic hit in full force we were in a balanced position. COVID changed that.

Much has changed and there remain a number of unknowns. We still do not know the extent of cuts to State aid to municipalities, but have no doubt that we will see some in FY21. Reports from Beacon Hill suggest we will not see a State budget with local aid numbers until at least late summer. We do not expect any cuts in the current year (so-called 9c cuts). We have already seen reductions in local receipts, particularly in meals and lodging taxes, motor vehicle excise, and penalties and interest. Based on what we have seen to date, we have revised downward our revenue projections for FY21.

The budget model (Fiscal Year 2021 Summary of Projected Revenues and Expenditures) details the revenue reductions. Local aid from the State was reduced by 5% and local receipts were reduced \$137,700. Please note, the State Aid number in the Model, showing a reduction of \$151,211, shows the reduction since March 7.

### **FY21 OPERATING SPENDING PLAN**

As a result of the reductions in revenues noted above we have revised downward our expenditures. While it is convenient to impose across the board reductions, such an approach is not preferred. Five percent in one department may be inconsequential while 5% in another department may be debilitating. And in the case of budgets like pensions and insurance, cuts simply cannot be made. A more strategic and surgical approach is therefore necessary.

The finance team combed the entire budget and identified line items where reductions might be possible. These opportunities were then discussed with the applicable department heads. This iterative process resulted in a set of reductions that balances the budget while allowing us to

continue to provide necessary services. Important to the team, we did not need to recommend elimination of any positions or reduction of hours for any employees.

The list of revenue and expenditure reductions is detailed in the table titled Adjustments Made to FY21 Operating Budget Projection Since March 7, 2020 Operating Budget Meeting. The table includes the supplemental appropriations approved on March 7; we continue to support the inclusion of these items. Finally, we expect a further reduction in the elementary schools budget which we can plug in.

As can be seen in the budget model (Fiscal Year 2021 Summary of Projected Revenues and Expenditures), the FY21 spending plan is within \$854 of being balanced. At this time we are using \$854 of the 1% excess levy. We expect a further cut in the elementary schools budget that will put us in a balanced position without dipping below 1% in excess levy.

## **OPTIONS AND FUTURE UNKNOWNNS**

Based on what we know today, the finance team is very confident in the operating budget. Our strong fiscal position leaves us numerous options for dealing with changes that may materialize. As noted above, we did not have to cut positions or reduce employee hours to get to this point. We also did not have to tap into reserves.

We expect to have a much clearer picture by the end of the summer. If the economic situation deteriorates significantly over the coming months we will have sufficient time to react. This is in stark contrast to FY09 when 9c cuts happened in late January and shortfalls had to be closed in about 5 months.

We were anticipating a need for an autumn Town Meeting this year. We can use that meeting to make any adjustments that may be necessary or warranted. If the revenue picture worsens significantly, we can further reduce spending or supplement with reserves or other available revenues. We do not want to revert to the prior habit of using reserves as a funding source on an ongoing basis. However, a modest use of Free Cash or Stabilization is justified in the current situation without damaging our standing with ratings agencies.

If things turn out better than expected we can discuss restoring funding for items that were trimmed. Considering the broad range of potential impacts of this recession, this is far from the worst case scenario.

## **CAPITAL BUDGET**

### **BACKGROUND AND CONTEXT**

The FY21 capital budget presented on March 7 was developed in the same manner we have used over the past several years. Departments were asked to submit requests and these were evaluated,

modified, or culled. A total of \$454,520 in departmental requests were omitted from the proposed capital budget by the finance team.

The proposed capital budget we presented on March 7 totaled \$3,363,462. Of this total, \$855,000 was from non-Town revenues. Non-Town revenues include Chapter 90 or other transportation grant funds.

At a joint session on April 14, 2020, the Board of Selectmen and the Finance Committee voted to defer the \$710,000 replacement of Fire Department Engine 1, the pumper. The Board and Committee further reaffirmed their unanimous support to bond three DPW vehicles totaling \$308,000. Debt service (principal and interest) has been adjusted in the operating budget.

Most of our capital budget is funded from Free Cash. In FY21, other funding sources include Community Preservation funds, overlay surplus, ambulance receipts, and PEG receipts.

From this point forward, the non-Town funding items will be set aside. They have been removed from the Capital Summary.

## **FY21 CAPITAL SPENDING PLAN**

At this time the proposed capital budget is \$1,725,397. Funding sources are subtotalized on the attached capital budget summary. Briefly, funding sources are as follows:

• Overlay Surplus:	\$170,000
• Community Preservation Fund:	\$ 5,000
• Ambulance Fund:	\$384,710
• Free Cash:	\$721,687
• Debt Service:	\$308,000
• Other (PEG):	<u>\$100,000</u>
Total:	\$1,689,397

Overlay Surplus: The Board of Assessors released \$175,000 in Overlay Surplus. We have identified capital items totaling \$170,000 to be funded from Overlay.

Community Preservation Fund: The Community Preservation Committee approved funding one capital item from CPA funds, in the amount of \$5,000.

Ambulance Fund: The only capital acquisition proposed to be funded from Ambulance Fund is a replacement of ten year old Ambulance 1. We propose a three-year lease to own with the vendor. This spreads out the expenditures from the Ambulance Fund, avoiding a drawdown on the fund and maintaining a healthy balance. The interest rate for three years is 2.24%.

Free Cash: The Financial Management Policies call for maintaining a Free Cash balance of at least 3% of the prior year general fund operating appropriation. 3% equals \$1,123,454 leaving \$1,040,787 to be used. We used this parameter in developing the original capital budget. At this time, we propose to use \$721,687 of Free Cash, well below the guidance.

Debt Service: As noted above, we proposed and the Board of Selectmen and Finance Committee previously endorsed borrowing for three DPW vehicles. The total is \$308,000. Historically, Middleton has eschewed borrowing. Just as it is important for households to utilize debt to build credit, it is similarly important for municipalities to borrow and reinforce their creditworthiness. With interest rates at historic lows, borrowing is quite cheap at the moment. Borrowing has the additional benefit of preserving Free Cash.

Other: The only other source of funding is \$100,000 from the PEG Fund to build a fiber network. As discussed on March 7, we are optimistic of receiving a grant to pay for this project. If we receive the grant the unspent appropriation will return to the PEG Fund.

## OPTIONS

We are very confident in the capital budget described in this memo. It is easy to cut capital budgets; however, as we know, it is hard to make up lost time. Over the past several years, much time, effort, and money has been spent in developing policies, building our capital budget process, and addressing capital needs.

We understand there may be desire by decision-makers to further trim the capital spending plan. Members have expressed a desire to preserve Free Cash for future years, due to uncertainty about future economic conditions. Other motivations may be an abundance of caution, optics, or other reasons.

There are few items we would offer up as easy cuts. We expect there will be robust discussion on specific items at this meeting.

If Free Cash preservation is a driving force, we offer up an option. Currently two new vehicles are included in the capital budget: a \$37,000 court car for the Police Department and a \$35,500 passenger vehicle for meal delivery for the Council on Aging. The total is \$72,500. Rather than funding from Free Cash, these could be included in the borrowing with a modest increase to debt service in the operating budget. This would leave our Free Cash going forward at \$391,600, plus the 3% called for in the policies. In total, we would carry forward \$1,515,054 in Free Cash.

## SUMMARY

On March 7, we were in a solid though unspectacular position for both the operating and capital budgets. Much has changed. The past two months has thrown any number of challenges at us. The financial challenge of balancing the FY21 spending plans has been daunting.

The finance team is confident in the operating and capital budgets we have put forth for your consideration. We welcome the discussion and collective brainstorming.

**Town of Middleton**  
**Fiscal Year 2021 Summary of**  
**Projected Revenues and Expenditures**

**REVENUES**

	<b>FY2020</b>	<b>FY2021</b>		
	<b>BUDGET</b>	<b>ESTIMATE</b>	<b>\$ Change</b>	<b>% Change</b>
<b>PROPERTY TAXES</b>				
Prior Year Levy Limit	\$ 28,006,842	\$ 29,471,490		
2.5% Increase	\$ 700,171	\$ 736,787		
New Growth	\$ 764,477	\$ 500,000		
<b>TOTAL LEVY LIMIT</b>	<b>\$ 29,471,490</b>	<b>\$ 30,708,277</b>		
Debt Exclusion	\$ 1,693,088	\$ 1,397,414		
Excess Levy Capacity	\$ (735,701)	\$ (750,415)		
<b>TOTAL MAXIMUM LEVY LIMIT</b>	<b>\$ 30,428,877</b>	<b>\$ 31,355,276</b>	<b>\$ 926,399</b>	<b>3.0%</b>
<b>STATE AID</b>				
Cherry Sheet Receipts	\$ 2,392,323	\$ 2,272,707		
Less Offsets	\$ (12,264)	\$ (11,651)		
Less Charges & Assessments	\$ (338,391)	\$ (332,147)		
<b>TOTAL NET STATE AID</b>	<b>\$ 2,041,668</b>	<b>\$ 1,928,909</b>	<b>\$ (112,759)</b>	<b>-5.5%</b>
<b>LOCAL RECEIPTS</b>				
Motor Vehicle Excise	\$ 1,975,000	\$ 1,975,000	\$ -	0.0%
Other Excise- Room	\$ 200,000	\$ 150,000	\$ (50,000)	-25.0%
Other Excise - Meals	\$ 220,000	\$ 190,000	\$ (30,000)	-13.6%
Penalties/Interest on Taxes and Excises	\$ 90,000	\$ 80,000	\$ (10,000)	-11.1%
Payments in Lieu of Taxes	\$ 130,000	\$ 130,000	\$ -	0.0%
Other Charge for Services - TSS	\$ 210,000	\$ 210,000	\$ -	0.0%
Fees	\$ 115,000	\$ 115,000	\$ -	0.0%
Departmental Revenue - Libraries	\$ 3,200	\$ 2,500	\$ (700)	-21.9%
Departmental Revenue - Cemeteries	\$ 45,000	\$ 40,000	\$ (5,000)	-11.1%
Other Departmental Revenue	\$ 140,000	\$ 140,000	\$ -	0.0%
Licenses/Permits	\$ 500,000	\$ 480,000	\$ (20,000)	-4.0%
Fines and Forfeits	\$ 12,000	\$ 10,000	\$ (2,000)	-16.7%
Investment Income	\$ 80,000	\$ 70,000	\$ (10,000)	-12.5%
Medicaid Reimbursement	\$ 30,000	\$ 20,000	\$ (10,000)	-33.3%
HM Bond Premium Offset	\$ 24,855	\$ 24,855	\$ -	0.0%
<b>TOTAL LOCAL RECEIPTS</b>	<b>\$ 3,775,055</b>	<b>\$ 3,637,355</b>	<b>\$ (137,700)</b>	<b>-3.6%</b>
<b>RESERVE FOR ABATEMENT (OVERLAY)</b>	<b>\$ (293,030)</b>	<b>\$ (298,891)</b>	<b>\$ 5,861</b>	<b>2.0%</b>
<b>OFFSET RECEIPTS</b>				
Ambulance Fund Transfer	\$ 475,000	\$ 624,250	\$ 149,250	31.4%
PEG Cable Fund Transfer	\$ 154,406	\$ 155,270	\$ 864	0.6%
Weights and Measures Transfer	\$ 22,792	\$ -	\$ (22,792)	-100.0%
Special Education Stabilization Fund Transfer	\$ 62,000	\$ -	\$ (62,000)	-100.0%
Enterprise Funds Indirect Costs	\$ 25,810	\$ 48,448	\$ 22,638	87.7%
MELD Contribution	\$ 176,100	\$ 230,000	\$ 53,900	30.6%
<b>TOTAL OFFSET RECEIPTS</b>	<b>\$ 916,108</b>	<b>\$ 1,057,968</b>	<b>\$ 141,860</b>	<b>15.5%</b>
<b>TOTAL REVENUES</b>	<b>\$ 36,868,678</b>	<b>\$ 37,680,617</b>	<b>\$ 811,940</b>	<b>2.2%</b>

## EXPENDITURES

	FY2020	FY2021		
	ADOPTED	PROPOSED	\$ Change	% Change
<b>TOWN SERVICES</b>				
Personnel Services	\$ 6,526,145	\$ 6,641,909	\$ 115,764	1.8%
Contractual Services	\$ 2,482,704	\$ 2,710,913	\$ 228,209	9.2%
Retirement, Health Ins & Unclassified	\$ 2,661,981	\$ 2,902,514	\$ 240,533	9.0%
<b>TOTAL TOWN SERVICES</b>	<b>\$ 11,670,830</b>	<b>\$ 12,255,336</b>	<b>\$ 584,506</b>	<b>5.0%</b>
<b>TOWN DEBT SERVICE</b>	<b>\$ 1,481,095</b>	<b>\$ 1,398,618</b>	<b>\$ (82,478)</b>	<b>-5.6%</b>
<b>ELEMENTARY SCHOOLS</b>	<b>\$ 12,538,943</b>	<b>\$ 13,020,930</b>	<b>\$ 481,987</b>	<b>3.8%</b>
<b>MASCONOMET REGIONAL SCHOOL</b>				
MASCO Regional Assessment	\$ 9,968,167	\$ 10,204,052	\$ 235,885	2.4%
MASCO Debt Service	\$ 382,337	\$ 103,740	\$ (278,597)	-72.9%
<b>TOTAL MASCONOMET ASSESSMENT</b>	<b>\$ 10,350,504</b>	<b>\$ 10,307,792</b>	<b>\$ (42,712)</b>	<b>-0.4%</b>
<b>ESSEX TECHNICAL SCHOOL</b>				
Essex Tech Regional Assessment	\$ 699,698	\$ 632,598	\$ (67,100)	-9.6%
Essex Tech Debt Service	\$ 77,979	\$ 66,198	\$ (11,781)	-15.1%
<b>TOTAL ESSEX TECHNICAL SCHOOL ASSESSMENT</b>	<b>\$ 777,677</b>	<b>\$ 698,796</b>	<b>\$ (78,881)</b>	<b>-10.1%</b>
<b>TOTAL EXPENDITURES</b>	<b>\$ 36,819,049</b>	<b>\$ 37,681,472</b>	<b>\$ 944,900</b>	<b>2.6%</b>

<b>FY 2021 Proposed Revenue</b>	<b>\$ 37,680,617</b>
<b>FY 2021 Proposed Budget</b>	<b>\$ 37,681,472</b>
<b>Surplus/(deficit)</b>	<b>\$ (854)</b>

**Adjustments Made to FY21 Operating Budget Projection Since  
March 7, 2020 Operating Budget Meeting**

Item #	Description	Increase/ (Decrease)
1	Reduce Training and Education in Administrator's Budget	(2,000)
2	Reduce Town Counsel	(10,000)
3	Add in MIS Supplemental approved of 3/7	2,400
4	Moved purchase of 4 copies to IT for lease (waiting on final amount)	
5	Add in Planning Department Supplemental approved on 3/7	3,206
6	Add in Town Building Supplemental (Library Custodian hours) approved on 3/7	7,695
7	Reduce Town Report Budget	(1,000)
8	Reduce Police Salary Line	(20,000)
9	Reduce Police Training and Equipment Repairs	(6,000)
10	Reduce Fire Salary Line	(33,542)
11	Fire Department Supplemental (Clerical hrs & additional FF) approved on 3/7	(38,573)
12	Purchase of Ambulances moved to operating via 3 year lease	124,250
13	Various School Department Decreases @ 3.4.20	(240,570)
14	Additional School reductions due to Tri-Town Budgets (waiting for approval)	
15	Various Masco Assessment Decreases through 4/24	(160,935)
16	Reduce DPW & Transfer Station Salary Line	(10,246)
17	Increase Transfer Station budget for contractual items	21,287
18	Reduce Street Lights Budget	(5,000)
19	Reduce Veteran's Service Budget	(5,000)
20	Library Supplemental Budget	4,011
21	Remove 105 S Main Street Construction potential debt	(1,091,076)
22	Add debt interest for DPW Equipment	3,850
23	Reduce short-term BAN Interest	(104,750)
24	Adjustment to CPA contribution of Library Debt	(11,625)
25	Increase Health and Dental for Additional Fire Fighter	18,464
<b>Total Expenditure Decrease</b>		<b>(1,555,154)</b>
<b>Revenue - Decrease is a positive number</b>		
1	Adjust Motor Vehicle Excise	25,000
2	Adjust Meals Excise Tax	60,000
3	Adjust Rooms Excise	40,000
4	Adjust Penalties & Interest Income	10,000
5	Adjust Library Departmental Income	1,000
6	Adjust Cemeteries Departmental Income	5,000
7	Adjust Licenses/Permits Income	20,000
8	Adjust Fines and Forfeitures	2,000
9	Adjust Investment Income	10,000
10	Adjust Medicaid Reimbursement	10,000
11	Removed Additional Exempt Debt	1,091,076
12	Adjust State Aid to a 5% reduction	151,211
13	Increase Ambulance contribution for Ambulance Lease	(124,250)
<b>Total Revenue Decrease</b>		<b>1,301,037</b>
<b>Total Increase/(Decrease) - From 3/7/20 to 5/7/20 Budget Projection</b>		<b>(254,117)</b>

### **Capital Items - Changes from 3/7/20 Meeting**

<b>Item #</b>	<b>Description</b>	<b>Proposed Funding Amount</b>
<b>1</b>	Fire Department - Remove Pumper	\$ (710,000)
<b>2</b>	Removed copiers and moved to a lease in operating budget	(36,000)
<b>3</b>	Reduce cost of training fire fighters	(46,620)
<b>4</b>	Add in replacement cost of carpets (placeholder on 3/7)	15,000
<b>5</b>	Remove snow and Ice deficit	(50,000)
<b>Total</b>		<b>\$ (827,620)</b>

Free Cash Available as of November 5, 2019	\$ 2,164,241	<b>A</b>
Fiscal Year 2019 operating appropriation	37,448,470	
Free Cash at a target range of at least 3% of the prior year general fund operating appropriation	1,123,454	<b>B</b>
Available amount from Free Cash to fund Fiscal Year 2020 capital	<u>\$ 1,040,787</u>	<b>A-B = C</b>
Proposed Free Cash spending for 2021	721,687	<b>D</b>
Free Cash available to Use	<u>\$ 319,100</u>	<b>C-D</b>
Free Cash Balance to be Carried Over	<u><u>\$ 1,442,554</u></u>	<b>A-D</b>

	Tax Levy	Overlay Reserve	Community Preservation Fund	Ambulance Fund	Proposed Free Cash Contribution	Debt Service	Other	Notes
<b>Public Works</b>								
Parks & Recreation - Replace 2006 John Deere Tractor						60,000		
DPW Buildings - Replace Heaters in Garage					11,000			
Highway Division - replace 2005 F550 Ford 1 Ton Dump Truck						75,000		
Highway Division - replace 2006 7400 International Dump Truck						173,000		
Major Projects - Additional Chapter 90 funding		100,000			8,500			
Transfer Station - New Roll off Containers (2)					3,500			
Transfer Station - Repair Roll off Containers (1)								
<b>Total Public Works</b>	<b>\$0</b>	<b>\$100,000</b>	<b>\$0</b>	<b>\$0</b>	<b>\$23,000</b>	<b>\$308,000</b>	<b>\$0</b>	
<b>Police</b>								
New Cruiser Radio (2)					4,100			
Radar Guns					2,500			
Police Vests (reimbursable grant)					21,000			
Taser Replacement					18,750			
Police Motor Bicycle					4,800			
Police Court Vehicle					37,000			
Digital Sign Board					21,800			
Police Station upgrades					10,000			
<b>Total Police</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$119,950</b>	<b>\$0</b>	<b>\$0</b>	
<b>Fire</b>								
Engine 4 Cabinets			10,000					
Alarm Box Decoder			60,000					
Replace Ambulance 1 - 2010 Lifeline Ambulance				384,710				3 year lease in general fund operating budget
Trainings Costs for new Firefighter/Paramedic					29,310			
<b>Total Fire</b>	<b>\$0</b>	<b>\$70,000</b>	<b>\$0</b>	<b>\$384,710</b>	<b>\$29,310</b>	<b>\$0</b>	<b>\$0</b>	

	Tax Levy	Overlay Reserve	Community Preservation Fund	Ambulance Fund	Proposed Free Cash Contribution	Debt Service	Other	Notes
<b>Elementary Schools</b>								
Fuller Meadow School - Curriculum (math)					39,162			
Fuller Meadow School - End-user technology					80,833			
Howe-Manning School - Curriculum (math)					45,258			
Howe Manning School - End-user technology					144,048			
<b>Elementary Schools Total</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$309,301</b>	<b>\$0</b>	<b>\$0</b>	
<b>Town Buildings - Memorial Hall</b>								
Ramp Repairs					20,000			
Replace Carpets					15,000			
<b>Town Buildings - Memorial Hall</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$35,000</b>	<b>\$0</b>	<b>\$0</b>	
<b>Council on Aging</b>								
Replace Heating/Cooling System					11,000			
Passenger Vehicle for meals on wheels					35,500			
<b>Council on Aging</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$46,500</b>	<b>\$0</b>	<b>\$0</b>	
<b>Information Technology</b>								
Fiber Optics						100,000	PEG Fund	
UPS Backup Devices with Humidity Monitoring (TH, Police, Fire)					8,000			
Warranty Renewal for Town Hall network storage					4,000			
Replace police department computer (5)					6,000			
<b>Total Information Technology</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$18,000</b>	<b>\$0</b>	<b>\$100,000</b>	

	Tax Levy	Overlay Reserve	Community Preservation Fund	Ambulance Fund	Proposed Free Cash Contribution	Debt Service	Other	Notes
<b>Essex Tech Capital contribution</b>								
Essex Tech Capital contribution					20,626			
<b>Total Other</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$20,626</b>	<b>\$0</b>	<b>\$0</b>	
<b>Administration</b>								
Digitizing of Inspectional Services records					45,000			
Digitizing of Clerks Records			5,000					
<b>Total Administration</b>	<b>\$0</b>	<b>\$0</b>	<b>\$5,000</b>	<b>\$0</b>	<b>\$45,000</b>	<b>\$0</b>	<b>\$0</b>	
<b>Financial Transfers</b>								
OPEB Trust Fund					75,000			
<b>Financial Transfers</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$75,000</b>	<b>\$0</b>	<b>\$0</b>	
<b>Capital Budget Total</b>	<b>\$0</b>	<b>\$170,000</b>	<b>\$5,000</b>	<b>\$384,710</b>	<b>\$721,687</b>	<b>\$308,000</b>	<b>\$100,000</b>	
					1,040,787	Total Free Cash available		
					(319,100)	(319,100) Amount below threshold		

**Town of Middleton, Massachusetts**

**DPW VEHICLES**

**\$308,000 G.O. Equipment BANs dated November 2020,  
then G.O. Bonds dated April 2021  
Aggregate Issue Summary**

**Proposed Debt Service Schedule**

FY 2020 Assessed Value: **\$2,234,131,917**

Date	Principal	Coupon	Interest	Total P+I	Fiscal Total	Est. Tax Impact per \$1,000 Assessed Value
11/01/2020	-	-	-	-	-	-
04/01/2021 (1)	308,000.00	3.000%	3,850.00	3,850.00	-	-
06/30/2021	-	-	-	-	3,850.00	\$ 0.0017
10/01/2021	-	-	7,700.00	7,700.00	-	-
04/01/2022	83,000.00	5.000%	7,700.00	90,700.00	-	-
06/30/2022	-	-	-	-	98,400.00	\$ 0.0440
10/01/2022	-	-	5,625.00	5,625.00	-	-
04/01/2023	80,000.00	5.000%	5,625.00	85,625.00	-	-
06/30/2023	-	-	-	-	91,250.00	\$ 0.0408
10/01/2023	-	-	3,625.00	3,625.00	-	-
04/01/2024	75,000.00	5.000%	3,625.00	78,625.00	-	-
06/30/2024	-	-	-	-	82,250.00	\$ 0.0368
10/01/2024	-	-	1,750.00	1,750.00	-	-
04/01/2025	70,000.00	5.000%	1,750.00	71,750.00	-	-
06/30/2025	-	-	-	-	73,500.00	\$ 0.0329
Total	\$308,000.00	-	\$41,250.00	\$349,250.00	-	-

(1) Assumes \$308,000 BAN dated November 2020 and payable April 2021, to be retired with proceeds of the Bonds.

Hilltop Securities Inc.

Public Finance

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**Town of Middleton, Massachusetts**

\$380,500 G.O. Equipment BANs Dated November 2020,  
then G.O. Bonds, Dated April 1, 2021  
 Issue Summary

DPW VEHICLES  
 COURT CAR  
 C.O.A. VEHICLE

**Proposed Debt Service Schedule**

FY 2020 Assessed Value: \$2,234,131,917

Date	Principal	Coupon	Interest	Total P+I	Fiscal Total	Est. Tax Impact per \$1,000 Assessed Value
11/01/2020	-	-	-	-	-	-
04/01/2021 (1)	380,500.00	3.000%	4,756.25	4,756.25	-	-
06/30/2021	-	-	-	-	4,756.25	\$ 0.0021
10/01/2021	-	-	9,512.50	9,512.50	-	-
04/01/2022	105,500.00	5.000%	9,512.50	115,012.50	-	-
06/30/2022	-	-	-	-	124,525.00	\$ 0.0557
10/01/2022	-	-	6,875.00	6,875.00	-	-
04/01/2023	100,000.00	5.000%	6,875.00	106,875.00	-	-
06/30/2023	-	-	-	-	113,750.00	\$ 0.0509
10/01/2023	-	-	4,375.00	4,375.00	-	-
04/01/2024	95,000.00	5.000%	4,375.00	99,375.00	-	-
06/30/2024	-	-	-	-	103,750.00	\$ 0.0464
10/01/2024	-	-	2,000.00	2,000.00	-	-
04/01/2025	80,000.00	5.000%	2,000.00	82,000.00	-	-
06/30/2025	-	-	-	-	84,000.00	\$ 0.0376
Total	\$380,500.00	-	\$50,281.25	\$430,781.25	-	-

(1) Assumes \$380,500 BAN dated November 2020 and payable April 2021, to be retired with proceeds of the Bonds.

Hilltop Securities Inc.

Public Finance

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# Town of Middleton Massachusetts



## Annual Town Meeting

**Wednesday, June 10, 2020, 7:00 P.M.**

**Annual Town Meeting Warrant for  
Fiscal Year 2021**

**Meeting to be held at Howe Manning School Gymnasium  
26 Central Street, Middleton, MA**

## **Town Warrant Dedication**

**Thank you to the workers, businesses, and residents impacted by the COVID-19 pandemic!!!**

### **Dedication to Those Who Have Left Us:**

**Donna Innis, Administrative Assistant to the Town Administrator (Retired)**

**Francis Masse, Co-Founder of the Middleton Stream Team**

**Jeffrey Barber, Firefighter (Retired)**

### **Congratulations to the following recent retirees from Town service:**

<b>Robert Currier</b>	Police Sergeant
<b>Charles Costigan</b>	Reserve Police Officer
<b>Robert Ambrefe</b>	Board of Health

We appreciate all those who serve the Town and thank our retirees for your outstanding dedication and service to the residents of Middleton.

### **Middleton Board of Selectmen**

Timothy P. Houten, Chairperson

Todd Moreschi, Clerk

Kosta E. Prentakis

Brian M. Cresta

Rick Kassiotis

Andrew J. Sheehan, Town Administrator

Tanya Stepasiuk, Assistant Town Administrator/Human Resources Director

**TOWN OF MIDDLETON  
ANNUAL TOWN MEETING  
THE COMMONWEALTH OF MASSACHUSETTS  
JUNE 10, 2020**

ESSEX s.s.

To the Constable of the Town of Middleton in the County of Essex:

GREETINGS:

In the name of the Commonwealth of Massachusetts, you are hereby directed to notify and warn the inhabitants of said Town qualified to vote in Elections and Town Affairs, to meet at the Howe Manning School Gymnasium, 26 Central Street in said Middleton on Wednesday, June 10th, 2020 next, at 7:00 p.m., then and there to act on the following articles:

To transact any other business that may lawfully come before this meeting.

**CURRENT AND PRIOR YEAR FINANCIAL ARTICLES**

**ARTICLE 1.** To hear Committee Reports:

**ARTICLE 2.** On petition of the Finance Committee and Board of Selectmen, to see if the Town will vote to raise and appropriate, borrow, or transfer from available funds a certain sum to be used to fund the deficit incurred in the Department of Public Works (snow removal and winter road maintenance) budget; or take any other action relative thereto.

**Purpose:** This article will transfer funds to close the deficit for snow and ice removal for the 2019-2020 winter. The snow and ice deficit is typically funded through a transfer from Free Cash. At the time of printing the snow and ice deficit was \$0. If the deficit remains at \$0, Town Meeting will be asked to pass over the article.

**ARTICLE 3.** On petition of the Board of Selectmen, to see if the Town will vote to raise and appropriate, transfer between and among various accounts, or transfer from available funds to supplement the Fiscal Year 2020 operating budget; or take any other action relative thereto.

**Purpose:** This article is to transfer funds and supplement monies, if necessary, to meet departmental expenses in the current fiscal year ending on June 30, 2020.

## FY2021 FINANCIAL ARTICLES

**ARTICLE 4.** On petition of the Board of Selectmen acting in the capacity of the Personnel Board, to see if the Town will vote to set the salaries of elected officials pursuant to Massachusetts General Law Chapter 41, Section 108 and the Town Consolidated Personnel Plan, Section 9-5 as follows; or take any other action relative thereto.

**Purpose:** This article establishes the compensation of elected officials. The Personnel Plan which shows the compensation of all employees is located in the back of the warrant book.

**ARTICLE 5.** On petition of the Finance Committee and Board of Selectmen, to see if the Town will vote to raise and appropriate, borrow, or transfer from available funds a certain sum to fund the Omnibus Budget for Fiscal Year 2021; or take any other action relative thereto.

**Purpose:** This article requests approval of the Town operating budget for the coming fiscal year beginning on July 1, 2020 and running through June 30, 2021.

**ARTICLE 6.** On petition of the Board of Selectmen and Community Preservation Committee, to see if the Town will vote to appropriate or reserve from the Community Preservation Fund annual revenues or available funds the amounts recommended by the Community Preservation Committee for debt service, and community preservation projects and other expenses in Fiscal Year 2021 with each item to be considered a separate appropriation; or take any other action relative thereto.

### Proposed Fiscal Year 2021 Community Preservation Budget

The Community Preservation Committee recommends that the following amounts be appropriated or reserved from Fiscal Year 2021 Community Preservation Fund Revenues, unless otherwise specified for Fiscal Year 2021 Community Preservation purposes with each item considered to be a separate appropriation:

<u>Purpose</u>	<u>Recommended Amount</u>	<u>Funding Source</u>
A) Reserves: Open Space	\$37,133.63	FY 2021 Estimated CPA Receipts
Reserves: Historic Resources	\$37,133.63	FY 2021 Estimated CPA Receipts
Reserves: Community Housing	\$37,133.63	FY 2021 Estimated CPA Receipts
B) Flint Library Debt Service	\$74,375	\$38,885.80 from Historic Resources Reserve and \$35,489.20 from Fund Balance
C) 11 South Main St. Debt Service	\$44,000	\$38,885.81 from Open Space Reserve and \$5,114.19 from Fund Balance
D) CPA Committee Admin. Expenses	\$1,150	From Fund Balance
<b>Community Preservation Total</b>	<b>\$230,926</b>	

**Purpose:** Each year the Town Meeting must appropriate or reserve for future appropriation at least 10% of the estimated annual fund revenues for acquisitions and initiatives in each of the following three categories of allowable community preservation purposes:

- Open space (excluding recreational uses)
- Historic resources
- Community housing

The term “annual fund revenues” in Fiscal Year 2021 are estimated at \$297,500 and is composed of the estimated receipts from the local surcharge of \$240,000 and monies from the State Trust Fund, which will make its sixteenth payment in October of 2021 providing an additional estimated \$57,500 in matching funds based upon the local share raised in FY 2020.

**ARTICLE 7.** On petition of the Board of Selectmen and Community Preservation Committee, to see if the Town will vote to appropriate from the Community Preservation Fund annual revenues the following amounts recommended by the Community Preservation Committee for new Community Preservation projects in Fiscal Year 2021 with each item to be considered a separate appropriation; or take any other action relative thereto.

<b>Purpose</b>	<b>Recommended Amount</b>	<b>Funding Source</b>
Digitizing Historic Records	\$5,000	Fund Balance
<b>Community Preservation Total</b>	<b>\$5,000</b>	

**ARTICLE 8.** On petition of the Board of Selectmen to see if the Town will vote to authorize the spending limits of the following revolving funds established under the Town Bylaw and General Laws Chapter 44, Section 53E ½:

<b>Revolving Fund</b>	<b>Spending Limit</b>
Firearms License and Permits	\$10,000
Council on Aging	\$35,000
Recreation	\$15,000
Recreation Field Use	\$15,000
Stormwater Management	\$5,000
Sidewalk & Pedestrian Improvements *	\$30,000

\*To be added by amendment to the Revolving Fund Bylaw under Article 17

Or take any other action relative thereto.

**ARTICLE 9.** On petition of the Town Accountant, Public Works Superintendent, Board of Selectmen, and Finance Committee, to see if the Town will vote to appropriate a certain sum from the Sewer Enterprise receipts to pay expenses and contractual services required to operate the Sewer Enterprise Fund for Fiscal Year 2021; or take any other action relative thereto.

**Direct Costs**

SESD Assessment	\$105,000
Expenses	\$100
Extra/Unforeseen	\$1,000
Total Direct Costs:	\$106,100

**Indirect Costs \***

Salaries and Wages	\$4,346
Insurance & Benefits	\$ 502
Total Indirect Costs:	\$4,848

**Total FY2021 Budget      \$110,961**

*\*(to be raised and appropriated in the General Fund Operating Budget)*

Town shall raise the sum of \$106,100 or any other sum from the Sewer Enterprise Revenues and to approve the sum of \$4,848 of indirect costs appropriated in the general fund under article 5 to be funded from Sewer Enterprise Revenues.

**ARTICLE 10.** On petition of the Town Accountant, Public Works Superintendent, Board of Selectmen, and Finance Committee, to see if the Town will vote to appropriate a certain sum from the Water Enterprise receipts to pay expenses and contractual services required to operate the Water Enterprise Fund for Fiscal Year 2021; or take any other action relative thereto.

**Direct Costs**

Salaries and Wages	\$117,053
Capital Outlay	0
Debt Service	\$10,795
Expenses	\$113,600
Total Direct Costs:	\$241,448

**Indirect Costs \***

Salaries and Wages	\$13,558
Insurance & Benefits	\$30,042
Total Indirect Costs:	\$43,600

**Total FY2021 Budget      \$285,048**

*\*(to be raised and appropriated in the General Fund Operating Budget)*

Town shall raise the sum of \$241,448 from the Water Enterprise Revenues and to approve the sum of \$43,600 of indirect costs appropriated in the general fund under article 5 to be funded from Water Enterprise Revenues.

**ARTICLE 11.** On petition of the Commissioners of the Middleton Electric Light Department, to see if the Town will vote to accept a sum of money from the earnings of the Electric Light Department, said sum to be used for the reduction of taxes; or take any other action relative thereto.

**ARTICLE 12.** On petition of the Commissioners of the Middleton Electric Light Department, to see if the Town will vote to authorize the appropriation of all income of the Municipal Light Department, the whole to be expended by the Manager thereof under the direction and control of the Commissioners, for the expenses of the Department for the Fiscal Year as defined in Section 57 of Chapter 164 of the General Laws of the Commonwealth, and the excess to be transferred to the Depreciation Fund of said Department to be used as the Commissioners may direct hereto; or take any other action relative thereto.

**ARTICLE 13.** On petition of the Superintendent of Public Works, Finance Committee, and Board of Selectmen, to see if the Town will vote to raise and appropriate such sums of monies as may be received from the Commonwealth of Massachusetts for the fiscal year commencing July 1, 2020 to install drainage, widen, pave, and otherwise improve any public way in accordance with the provisions of Chapter 90 of the Massachusetts General Laws; or take any other action relative thereto.

**ARTICLE 14.** On petition of the Finance Committee and Board of Selectmen, to see if the Town will vote to raise and appropriate, borrow, or transfer from available funds a certain sum to fund the Capital expenditures for Fiscal Year 2021; and to authorize the Town Administrator to sell or trade items rendered surplus by such purchases; or take any other action relative thereto.

Department/Location	Project	Expenditure
<u>Dept. of Public Works</u>	John Deere 4720 Tractor or similar	60,000 *
	Garage Heaters	11,000
	F550 1 Ton Truck or similar	75,000 *
	7400 International Dump Truck or similar	173,000 *
	Roll Off Containers, Repair/Replace	12,000
	<b><i>Public Works subtotal</i></b>	<b><i>331,000</i></b>
<u>Police Department</u>	Cruiser Radios	4,100
	Radar Guns	2,500
	Vests (reimbursable)	21,000
	Taser Replacement	18,750
	Bicycles	4,800
	Court Vehicle	37,000
	Digital Sign Board	21,800
	Station Upgrades	10,000

		<b><i>Police subtotal</i></b>	<b>119,950</b>
<u>Fire Department</u>	Engine 4 Cabinets	10,000	
	Alarm Box Decoder	60,000	
	Replace Ambulance 1	384,710	
	Outfit/Train New Firefighters/Paramedics	75,930	
		<b><i>Fire subtotal</i></b>	<b>530,640</b>
<u>Information Technology</u>	Fiber Optic Network	100,000	
	UBS Backup Devices	8,000	
	Warranty Renewal Mem. Hall Network Storage	4,000	
	Replace Police Computers	6,000	
	Multifunction Copier-Printers: MH, Fire, DPW, Lib.	36,000	
		<b><i>Information Technology subtotal</i></b>	<b>154,000</b>
<u>Facilities</u>	Memorial Hall Handicap Ramp Replacement	20,000	
	Carpet Replacement	15,000	
		<b><i>Facilities subtotal</i></b>	<b>35,000</b>
<u>Administration</u>	Digitizing of Inspectional Services Records	45,000	
		<b><i>TA/BOS subtotal</i></b>	<b>45,000</b>
<u>Senior Center</u>	Replace Heating/Cooling System	11,000	
	Meals on Wheels Delivery Vehicle	35,000	
		<b><i>Senior Center subtotal</i></b>	<b>46,000</b>
<u>Middleton Public Schools</u>	Fuller Meadow End-User Technology	80,833	
	Fuller Meadow Math Curriculum	39,162	
	Fuller Meadow Math Curriculum	45,258	
	Howe Manning End User Technology	144,048	
		<b><i>Middleton schools subtotal</i></b>	<b>309,301</b>
<u>Essex No. Shore Tech</u>	Capital contribution	20,626	
		<b><i>Essex Tech subtotal</i></b>	<b>20,626</b>
			<b>\$ 1,591,517</b>

\*Indicates items for which borrowing is the funding source; requires 2/3 vote

**Purpose:** This article requests approval of the capital budget for the coming fiscal year. Capital items are assets that have a useful life of five (5) or more years and a cost of more than \$5,000. Regular capital investment is critical to maintaining the Town's infrastructure, including the vehicle fleet, buildings, equipment, and acquisition of land. Annually, a capital improvement plan (CIP) is developed looking ahead for the next five years. Year one of the CIP is the ensuing year's capital budget.

**ARTICLE 15.** On petition of the Middleton School Committee and Superintendent, to see if the Town will vote pursuant to General Law chapter 30B, section 12 to authorize the Superintendent of Schools to solicit and award transportation contracts for terms exceeding three years, but not longer than five years, including any renewal, extension, or option, provided in each instance the longer term is found by vote of the School Committee to be in the best interest of the Town; or take any action relative thereto.

**Purpose:** This article authorizes the Middleton School Committee to enter into a five year contract for student transportation. Under Massachusetts General Law chapter 30B, contracts in excess of three years require the approval of Town Meeting.

**ARTICLE 16.** On petition of the Board of Selectmen and Finance Committee, to see if the Town will vote to raise and appropriate, borrow or transfer from available funds \$75,000 to the Other Post-Employment Benefits Liability Irrevocable Trust Fund; or take any other action relative thereto.

**Purpose:** This article authorizes the transfer of funds to the Town's Other Post-Employment Benefits (OPEB) Trust. The OPEB Trust is set up to fund the Town's future liabilities for things such as retiree health and disability insurance.

## CITIZEN PETITIONS, BYLAW ADOPTIONS, AND REAL PROPERTY

**ARTICLE 17.** On petition of the Board of Selectmen, to see if the Town will vote to amend Chapter 79 Revolving Funds, of the By-Laws of the Town by inserting a new Revolving Fund, Sidewalks and Pedestrian Improvements:

Revolving Fund	Department, Board, Committee, Agency or Officer Authorized to Spend from Fund	Fees, Charges or Other Receipts Credited to Fund	Program or Activity Expenses Payable from Fund	Restrictions or Conditions on Expenses Payable from Fund	Other Requirements/ Reports	Fiscal Years
Sidewalks and Pedestrian Improvements	DPW Superintendent, Town Administrator	Contributions and payments in lieu of construction for developments permitted by Planning Board, Zoning Board, and other permitting authorities	Design, construction, and related costs associated with construction of sidewalks and pedestrian improvements			Fiscal Year 2021 and subsequent years

\*See Article 8 for annual spending limit.

Or take any other action relative thereto.

**ARTICLE 18.** On petition of the Board of Selectmen, to see if the Town will vote to amend Chapter 68 Personnel, of the By-Laws of the Town by deleting the entire chapter and substituting in its place:

## **Chapter 68 Personnel**

### **§ 68-1 Purpose and Intent.**

The purpose of the Personnel Bylaw is to establish fair and equitable personnel policies and to establish a system of personnel administration based on merit principles that ensure a uniform fair and efficient application of personnel policies. The intent of this bylaw is to provide a method of recruitment, selection, development, and retention of a work force that is skilled and effective in accomplishing the service delivery mission of the Town. Personnel actions are to be made without regard to any criteria established and proscribed by any state or federal law or regulations promulgated pursuant thereto, or political affiliation or other non-job related factors, and shall be based on merit and fitness.

### **§ 68-2 Applicability**

All Town departments and positions shall be subject to the provisions of this bylaw, except elected officers, members of boards and commissions, and employees of the School Department and Light Department. To the extent that the provisions of any collective bargaining agreement conflicts with any provisions of this bylaw or personnel policies adopted pursuant to § 68-5, the provisions of the collective bargaining agreement shall prevail. This bylaw is adopted pursuant to the authority granted by Article LXXXIX of the Constitution of the Commonwealth and General Law.

### **§ 68-3 Responsibility of the Town Administrator.**

The Town Administrator shall be responsible for the establishment and maintenance of a personnel system based on merit principles. The Town Administrator shall have all the personnel management powers and duties as provided by the Middleton Town Charter and shall formulate personnel policies pursuant to § 68-5 of this bylaw, subject to the approval of the Board of Selectmen.

### **§ 68-4 Contents of Personnel Policies.**

The personnel policies shall establish a personnel system which shall include, but need not be limited to, the following elements:

- A. A method of administration. A system of administration which assigns specific responsibility for all elements of the personnel system, including: maintaining personnel records; implementing effective recruitment and selection processes; maintaining the

classification and compensation plans; monitoring the application of policies and periodic reviews and evaluation of the personnel system.

- B. A classification and compensation plan.
- C. A recruitment and selection policy.
- D. A centralized personnel record keeping system, and
- E. Other elements of a personnel system as deemed appropriate or necessary.

#### **§ 68-5 Adoption of Policies.**

The Town Administrator is empowered and authorized by this bylaw to prepare personnel policies for adoption by the Board of Selectmen defining the rights, benefits, and obligations of employees subject to this bylaw, provided however. The Town Administrator shall be responsible for the development of personnel policies. Any Board or Committee, department head, or any single employee or group of employees may recommend personnel policies to the Town Administrator for consideration. Such policies shall become effective in accordance with the following procedure:

- A. The Town Administrator shall prepare proposed personnel policies.
- B. The Town Administrator shall consult with employees that may be affected by proposed changes in personnel policies.
- C. The Town Administrator shall finalize personnel policies and transmit in writing any proposed policies to the Board of Selectmen.
- D. The Board of Selectmen shall review said policies and vote to approve, disapprove, or approve with modifications.
- E. Copies of new or amended policies shall be posted and distributed to department heads and employees.

#### **§ 68-6 Severability.**

The provisions of this bylaw and any policies adopted pursuant to this bylaw are severable. If any bylaw provision or policy is held invalid, the remaining provisions of the bylaw or policy shall not be affected thereby.

#### **§ 68-7 Effective Date.**

This bylaw shall take effect upon passage.

Or take any other action relative thereto.

**Purpose:** This article proposes changes to the personnel bylaw to make the personnel bylaw consistent with the historic and current practice of personnel management.

**ARTICLE 19.** On petition of the Board of Selectmen, to see if the Town will vote to authorize the Board of Selectmen to petition the General Court of the Commonwealth of Massachusetts for legislation in the form set forth below adopting with respect to personnel matters, or take any action relative thereto.

Amending Chapter 6, Section 1, Subsection 6-1-1(b) by inserting “and” before “a Treasurer-Collector” and deleting “, all division and/or department heads”;

Amending Chapter 6, Section 3, Subsection 6-3-1(d) by deleting “Personnel Board, a”;

Amending Chapter 6, Section 4, Subsection 6-4-1 by deleting “such individual Town officers and”;

Amending Chapter 6, Section 7, Subsection 6-7-10 by renumbering existing subsection 6-7-10 to “6-7-11” adding the following new subsection as 6-7-10 “He shall appoint, subject to the provisions of any collective bargaining agreements as may be applicable, all other department heads, officers, and employees for whom no other method of selection is provided by this Charter. Such appointments shall become effective on the fifteenth (15<sup>th</sup>) day following the day on which such notice of appointment is filed with the Board of Selectmen, unless the Board of Selectmen shall, within that period by a majority of all of its members, vote to reject such appointment, or has sooner voted to affirm it.”

Amending Chapter 9, Section 5, Subsection 9-5-2 by replacing “Personnel Board” with “Town Administrator”, and further by replacing “Town Meeting” with “Board of Selectmen” and further by replacing “except those provided for by General Law” with “except as otherwise provided by law or as may be superseded by collective bargaining agreement(s)”

Provided however, that the General Court may make clerical or editorial changes of form only to the bill, unless the Board of Selectmen approves amendments to the bill before enactment by the General Court, and that the Board of Selectmen is authorized to approve amendments which shall be within the scope of the general public objectives of the petition; or take any action relative thereto.

**Purpose:** This article would amend the Charter with respect to personnel matters. The changes would make the Charter consistent with the current and historic practice of personnel management and with the changes proposed under Article 18, above. Charter changes require the affirmative vote of Town Meeting followed by approval of the Massachusetts legislature and the Governor.

**ARTICLE 20.** On petition of the Planning Board to see if the Town will vote to amend the Middleton Zoning Bylaw and Map by amending Section 2.2 “Overlay Districts” by adding the following new Section 8.7 “Groundwater Protection Overlay District” and that non-

substantive changes to the numbering of this bylaw be permitted in order that it be in compliance with the numbering format of the Code of Middleton:

- 1) Add the following to Section 2.2 “Overlay Districts”:

Groundwater Protection Overlay District (GPOD)

- 2) Add the following Section 8.7 “Groundwater Protection Overlay District”:

## 8.7. Groundwater Protection Overlay District

8.7.1. Purpose of District. The purpose of this Groundwater Protection District is to:

1. promote the health, safety, and general welfare of the community by ensuring an adequate quality and quantity of drinking water for the residents, institutions, and business of the Town of Middleton and adjacent towns;
2. preserve and protect existing and potential sources of drinking water;
3. conserve natural resources in the Town of Middleton; and
4. prevent temporary and permanent contamination of the environment.

8.7.2. Scope of authority. The Groundwater Protection District is an overlay district superimposed on the other zoning districts. This overlay district shall apply to all new construction, reconstruction, or expansion of existing buildings and new or expanded uses. Applicable activities and uses in a portion of one of the underlying zoning districts that fall within the Groundwater Protection District must additionally comply with the requirements of this bylaw. Uses prohibited in the underlying zoning districts shall not be permitted in the Groundwater Protection District.

### 8.7.3. Definitions.

**AQUIFER:** A geologic formation composed of rock, sand or gravel that contains significant amounts of potentially recoverable water.

**CMR:** Code of Massachusetts Regulations.

**COMMERCIAL FERTILIZER:** Any substance containing one or more recognized plant nutrients which is used for its plant nutrient content and which is designed for use, or claimed to have value in promoting plant growth, except un-manipulated animal and vegetable manures, marl, lime, limestone, wood ashes, and gypsum, and other products exempted by state regulations.

**DISCHARGE:** The accidental or intentional disposal, deposit, injection, dumping, spilling, leaking, pouring, or placing of toxic or hazardous material or hazardous waste upon or into any land or water such that it may enter the surface or ground waters.

**DRY WELL:** A subsurface pit with open-jointed lining or holes through which storm-water drainage from roofs, basement floors, foundations or other areas seep into the surrounding soil.

**GROUNDWATER PROTECTION DISTRICT:** The land area consisting of aquifers and Zone II recharge areas as identified on a map and adopted pursuant to this bylaw.

**HAZARDOUS MATERIAL:** Any substance in any form which because of its quantity, concentration, or its chemical, corrosive, flammable, reactive, toxic, infectious or radioactive characteristics, either separately or in combination with one or more substances, constitutes a present or potential threat to human health, safety, welfare, or to the environment, when improperly stored, treated, transported, disposed of, used, or otherwise managed. Hazardous material includes, without limitation, synthetic organic chemicals, petroleum products, heavy metals, radioactive or infectious materials, and all substances defined as toxic or hazardous under MGL c. 21E. This term shall not include hazardous waste or oil.

**HISTORICAL HIGH GROUNDWATER TABLE ELEVATION:** A groundwater elevation determined from monitoring wells and historical water table fluctuation data compiled by the United States Geological Survey.

**HAZARDOUS WASTE:** A substance or combination of substances, which because of quantity, concentration, or physical, chemical or infectious characteristics may cause, or significantly contribute to an increase in mortality or an increase in serious irreversible, or incapacitating reversible illness or pose a substantial present or potential hazard to human health, safety, or welfare or to the environment when improperly treated, stored, transported, used or disposed of, or otherwise managed. This term shall include all substances identified as hazardous pursuant to the Hazardous Waste Regulations, 310 CMR 30.000.

**IMPERVIOUS SURFACE:** Material or structure on, above, or below the ground that does not allow precipitation or surface water runoff to penetrate into the soil.

**LANDFILL:** A facility established in accordance with a valid site assignment for the purposes of disposing solid waste into or on the land, pursuant to the Solid Waste Regulations, 310 CMR 19.006.

**MassDEP:** Massachusetts Department of Environmental Protection.

**MGL:** Massachusetts General Law.

**PETROLEUM PRODUCT:** Includes, but not limited to, fuel oil; gasoline; diesel; kerosene; aviation jet fuel; aviation gasoline; lubricating oils; oily sludge; oil refuse; oil mixed with other wastes; crude oils; or other liquid hydrocarbons regardless of specific gravity. Petroleum product shall not include liquefied petroleum gas including, but not limited to, liquefied natural gas, propane or butane.

**NON-SANITARY WASTEWATER:** Wastewater discharges from industrial and commercial facilities containing wastes from any activity other than collection of sanitary sewage including, but not limited to, activities specified in 310 CMR 15.004(6).

**OPEN DUMP:** A facility operated or maintained in violation of the Resource Conservation and Recovery Act 42 U.S.C. 4004(a)(b), or state regulations and criteria for solid waste disposal.

**RECHARGE AREAS:** Land areas, such as a Zone II, where precipitation and surface water infiltrates into the ground to replenish groundwater and aquifers used for public drinking water supplies.

**SEPTAGE:** The liquid, solid, and semi-solid contents of privies, chemical toilets, cesspools, holding tanks, or other sewage waste receptacles. This term shall not include any material that is a hazardous waste, as defined by 310 CMR 30.000.

**SLUDGE:** The solid, semi-solid, and liquid residue that results from a process of wastewater treatment or drinking water treatment including wastewater residuals. This term shall not include grit, screening, or grease and oil which are removed at the head-works of a facility

**TREATMENT WORKS:** Any and all devices, processes and properties, real or personal, used in the collection, pumping, transmission, storage, treatment, disposal, recycling, reclamation, or reuse of waterborne pollutants, but not including any works receiving a hazardous waste from off the site of the works for the purpose of treatment, storage, or disposal.

**UTILITY WORKS:** Regulated activities providing for public services, including roads, water, sewer, electricity, gas, telephone, transportation and their associated maintenance activities. This term shall include the installation of detention and retention basins for the purpose of controlling storm water.

**VERY SMALL QUANTITY GENERATOR:** Any public or private entity, other than residential, which produces less than 27 gallons (100 kilograms) a month of hazardous waste or waste oil, but not including any acutely hazardous waste as defined in 310 CMR 30.136.

**WASTE OIL RETENTION FACILITY:** A waste oil collection facility for automobile service stations, retail outlets, and marinas which is sheltered and has adequate protection to contain a spill, seepage, or discharge of petroleum waste products in accordance with MGL c.21. s.52A. .6

**ZONE II:** The delineated recharge area to a public drinking water well as approved by MassDEP and defined under the Massachusetts Drinking Water Regulations 310 CMR 22.00.7

8.7.4. Establishment and Delineation of Groundwater Protection District. For the purposes of this bylaw, there are hereby established within the Town of Middleton, certain groundwater

protection areas consisting of aquifers or recharge areas. These areas are delineated on the Zoning Map, which is hereby made part of the Groundwater Protection District Bylaw and is on file in the office of the Town Clerk.

#### 8.7.5. District Boundary Disputes.

1. If the location of the Groundwater Protection District in relation to a particular parcel is in doubt, resolution of the boundary dispute shall be through a Special Permit application to the Special Permit Granting Authority. Any application for a special permit for this purpose shall be accompanied by adequate documentation.
2. Burden of proof shall be upon the land owner to demonstrate that the location of the Groundwater Protection District with respect to a particular parcel(s) of land is uncertain. At the request of the land owner, the Town may engage a professional engineer, hydrologist, geologist, or soil scientist to determine more accurately the boundaries of the Groundwater Protection District with respect to a particular parcel(s) of land, and may charge the owner for the cost of the investigation. Changes to the Groundwater Protection District require town meeting approval.

#### 8.7.6. Permitted Uses.

This overlay district shall apply to all new construction, reconstruction, or expansion of existing buildings and new or expanded uses. The following uses are permitted within the Groundwater Protection District, provided that all necessary permits, orders, or approvals required by local, state, or federal law are also obtained:

1. normal operation and maintenance of existing water bodies and dams, splash boards, and other water control, supply and conservation devices;
2. maintenance, repair, and enlargement of any existing structure, subject to Section 7 and Section 8 of this bylaw;
3. construction, maintenance, repair, and enlargement of drinking water supply related facilities such as, but not limited to, wells, pipelines, aqueducts, and tunnels; and
4. any use permitted in the underlying zoning except for those uses specifically prohibited in Sections 7 and 8 of this bylaw.

#### 8.7.7. Prohibited Uses.

The following land uses and activities are prohibited unless designed in accordance with the specified performance standards:

1. landfills and open dumps;
2. automobile graveyards and junkyards;
3. landfills receiving only wastewater residuals and/or septage, including those approved by MassDEP pursuant to MGL c. 21 s.26 through s.53, MGL c.111 s.17, and MGL c.83 s.6 and s.7; 10
4. facilities that generate, treat, store, or dispose of hazardous waste that are subject to MGL c.21C and 310 CMR 30.000, except for:
  - a. very small quantity generators as defined under 310 CMR 30.000;
  - b. household hazardous waste centers and events under 310 CMR 30.390;

- c. waste oil retention facilities required by MGL c. 21, s.52A;
- d. water remediation treatment works approved by MassDEP for the treatment of contaminated waters.

5. petroleum, fuel oil, and heating oil bulk stations and terminals including, but not limited to, those listed under North American Industry Classification System (NAICS) Codes 424710 and 454311, except for liquefied petroleum gas.
6. storage of liquid hazardous materials and/or liquid petroleum products unless such storage is above ground level and on an impervious surface and either:
  - a. in container(s) or above ground tank(s) within a building; or
  - b. outdoors in covered container(s) or above ground tank(s) in an area that has a containment system designed and operated to hold either; 10% of the total possible storage capacity of all containers or 110% of the largest container's storage capacity, whichever is greater;

however, these storage requirements shall not apply to the replacement of existing tanks or systems for the keeping, dispensing or storing of gasoline provided the replacement is performed in a manner consistent with state and local requirements;
7. storage of sludge and septage, unless such storage is in compliance with 310 CMR 32.30 and 310 CMR 32.31;
8. storage of deicing chemicals unless such storage, including loading areas, is within a structure designed to prevent the generation and escape of contaminated runoff or leachate;
9. storage of animal manure unless contained within a structure designed to prevent the generation and escape of contaminated runoff or leachate;
10. earth removal, consisting of the removal of soil, loam, sand, gravel, or any other earth material to within 4 feet of historical high groundwater as determined from monitoring wells and historical water table fluctuation data compiled by the United States Geological Survey, except for excavations for building foundations, roads, utility works or wetland restoration work conducted in accordance with a valid Order of Condition issued pursuant to MGL c. 131, s.40;15 and
11. non-sanitary wastewater discharges from industrial and commercial facilities, except for:
  - a. replacement or repair of an existing treatment works that will not result in a design capacity greater than the existing treatment works;
  - b. treatment works approved by MassDEP designed for the treatment of contaminated ground or surface water and operating in compliance with 314 CMR 5.05(3) or 5.05(13); and
  - c. publicly owned treatment works.
12. stockpiling and disposal of snow and ice containing deicing chemicals, if snow and ice is brought in from outside the Groundwater Protection District;
13. storage of commercial fertilizers unless such storage is within a structure designed to prevent the generation and escape of contaminated runoff or leachate;

8.7.8. **Uses and Activities Requiring a Special Permit.** The following uses and activities are permitted only upon the issuance of a Special Permit by the Special Permit Granting Authority (SPGA) under such conditions as they may require:

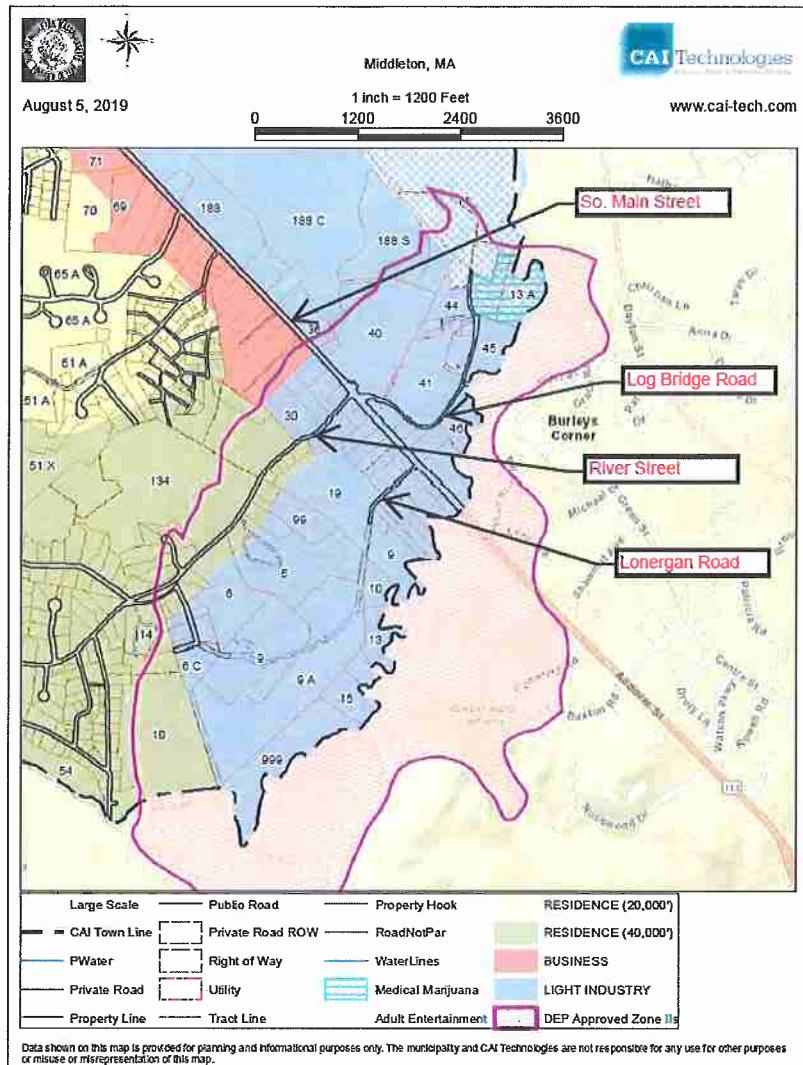
1. Changes to lawfully existing nonconforming uses and structures shall comply with the requirements of Section 3.3 "Nonconforming Uses & Structures" as well as the Ground water Protection Overlay District Bylaw;
2. except as prohibited under Section 7 of this bylaw, activities that involve the handling of toxic or hazardous materials in quantities greater than those associated with normal household use and which are permitted in the underlying zoning district;
3. rendering impervious any lot or parcel more than 15% or 2,500 square feet, whichever is greater; unless artificial recharge, that will not degrade water quality, is provided using methods demonstrated to be capable of removing contaminants from storm water and which are consistent with methods described in MassDEP's Stormwater Handbook, Vol. I, II and III, as amended.

#### 8.7.9. Procedures for Issuance of Special Permit.

1. The Special Permit Granting Authority (SPGA) under this bylaw shall be the Board of Appeals. A special permit shall be granted if the SPGA determines, in conjunction with the Middleton Conservation Commission, that the intent of this bylaw, as well as its specific criteria, is met. The SPGA shall not grant a special permit under this section unless the petitioner's application materials include, in the SPGA's opinion, sufficiently detailed, definite, and credible information to support positive findings in relation to the standards given in this section. The SPGA shall document the basis for any departures from the recommendations of the other municipal boards, departments or commissions in its decision.
2. In addition to the plan requirements contained in Section 9.4 of the Zoning Bylaw, the applicant shall file a site plan and attachments that shall, at a minimum, include the following information where pertinent:
  - a. a complete list of chemicals, pesticides, herbicides, fertilizers, fuels, and other potentially hazardous materials to be used or stored on the premises in quantities greater than those associated with normal household use; and
  - b. for activities using or storing hazardous materials or wastes, a management plan shall be prepared and filed with the Fire Chief and Board of Health. The plan will be consistent with the requirements of Section 7 and shall include:
    1. provisions to protect against the discharge of hazardous materials or wastes to the environment due to spillage, accidental damage, corrosion, leakage, or vandalism, including spill containment and clean-up procedures;
    2. provisions for indoor, secured storage of hazardous materials or wastes with impervious floor surfaces;
    3. evidence of compliance with the Massachusetts Hazardous Waste Regulations 310 CMR 30.000; and

- 4.proposed down-gradient location(s) for groundwater monitoring well(s), should the SPGA deem the activity a potential groundwater threat.
3. Upon receipt of the special permit application, the SPGA shall transmit one copy to the Conservation Commission. Failure by the Conservation Commission to respond in writing within 35 days of receipt shall indicate approval, or no desire to comment.
4. The SPGA, with advice from the Middleton Conservation Commission, may grant the required special permit only upon finding that the proposed use meets the applicable general criteria found under Section 9.4 of the Zoning Bylaw and the specific criteria below. The proposed use must:
  - a. in no way, during construction or thereafter, adversely affect the quality or quantity of the water supplies protected by the Groundwater Protection District; and
  - b. be designed to avoid substantial disturbance of the soils, topography, drainage, vegetation, and other water-related natural characteristics of the site to be developed.
- 8.7.10 Enforcement. Written notice of any violations of this bylaw shall be given by the Building Commissioner to the responsible person as soon as possible after detection of a violation or a continuing violation. Notice to the assessed owner of the property shall be deemed notice to the responsible person. Such notice shall specify the requirement or restriction violated and the nature of the violation, and may also identify the actions necessary to remove or remedy the violations and preventive measures required for avoiding future violations and a schedule of compliance. A copy of such notice shall be submitted to the Board of Appeals, Conservation Commission, Department of Public Works, Fire Department, and Board of Health. The cost of containment, clean-up, or other action of compliance shall be borne by the owner/operator of the premises.
- 8.7.11 Severability. If any provision of this bylaw is held invalid by a court of competent jurisdiction, the remainder of the bylaw shall not be affected thereby. The invalidity of any section or sections or parts of any section or sections of this bylaw shall not affect the validity of the remainder of this bylaw.

3) Add a new Groundwater Protection Overlay District to the Middleton Zoning Bylaw Map:



Or take any other action relative thereto.

**Purpose:** Massachusetts Drinking Water Regulations, 310 CMR 22.00, require public water systems (PWS) to protect Zone II recharge areas with municipal controls (bylaws and/or health regulations). Local controls must meet MassDEP Wellhead Protection Regulations 310 CMR 22.21(2), which forbid certain land uses from being sited within the Zone II public water supply well area. The above proposed overlay district bylaw is based on the MassDEP Model Groundwater Protection Overlay District Bylaw. If the Town does not adopt a bylaw that protects the Zone II Well area according to 310 CMR 22, it would make the town non-compliant, which could jeopardize the town's Water Management Act permit renewal for withdrawal from the Ipswich River Basin. Part of the Zone II Wellhead area falls within the Town of Danvers. Danvers adopted a Groundwater Protection Overlay District to protect this area in 2001.

**Planning Board Recommendation:** The Planning Board voted        to recommend in favor/opposed.

**Master Plan Committee Recommendation:** The Master Plan Committee voted \_\_\_\_\_ to recommend in favor/opposed.

**ARTICLE 21.** On petition of Eric R. Cudmore and 10 or more registered voters, to see if the Town will vote to raise and appropriate, borrow or transfer from available funds \$20,000 to pay for the costs associated with the acquisition or disposal of real property.

**Purpose:** The town has acquired land for public facilities and to sell Town-owned land on Locust Street. The town needs to engage professionals to conduct assessments such as appraisals, environmental assessments, and surveys. Funds appropriated under this article would not be used for the acquisition of any real property.

**Planning Board Recommendation:** The Planning Board voted \_\_\_\_\_ to recommend in favor/opposed.

**Master Plan Committee Recommendation:** The Master Plan Committee voted \_\_\_\_\_ to recommend in favor/opposed.

### **End of Annual Town Meeting Warrant**

And you are hereby directed to service this Warrant by posting up attested copies thereof at:

Memorial Hall  
Post Office

Flint Public Library  
Howe Station Market

Ferncroft Towers, and  
Fuller Pond Village

If, due to the COVID-19 pandemic, this Warrant cannot be posted at the above named locations, you are hereby directed to post an attested copy in at least one location per precinct.

HEREOF FAIL NOT, and make due return of this Warrant, with your doings thereof, to the Town Clerk at time and place of meeting aforesaid.

Given under our hands this \_\_\_\_\_ day of \_\_\_\_\_ in the year Two Thousand Twenty.

**MIDDLETON BOARD OF SELECTMEN**

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A true copy Attest:

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Constable of the Town of Middleton

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Date Posted