



**BOARD OF SELECTMEN  
MINUTES**

**Joseph F. Bilotta Meeting Room, Town Hall  
March 15, 2016**

**RECEIVED & FILED**

**APR 07 2016**

**LUNENBURG TOWN  
CLERK OFFICE**

The Board of Selectmen met in the Lunenburg Town Hall, Joseph F. Bilotta Meeting Room, as scheduled with Jamie Toale, Chairman; Robert Ebersole, Vice Chairman; Tom Alonzo, Clerk; Paula Bertram, Member, Phyllis Luck, Member and Kerry Lafleur, Town Manager.

The meeting opened at 7:00 P.M. with the Pledge of Allegiance.

**Public Comment:**

Mr. Alonzo thanked everyone for supporting the Boys and Girls Club fundraiser last Friday. He thanked all of the sponsors and all involved in the event. They raised just shy of \$20,000 for the club.

Mr. Toale stated he attended the Town Caucus last night and wanted to congratulate all those who were nominated. He was however disappointed in the turnout and the lack of interested people in committees. He really wanted to know what keeps people from getting involved.

Mr. Toale attended the Worcester County Selectmen's Association meeting last week in place of Ms. Luck who is the Board representative. The speaker was Kirsten Shirer who is the Director of IT for the Dept. of Revenue/Division of Local Services. She offered assistance to the Town, if needed.

Pete and Debbie Lincoln, 46 Hemlock Drive, both members of the Historical Society and the Council of Aging, requested some feedback on hosting an event to solicit more membership/interest. They proposed an "Uptown Stroll" on May 21<sup>st</sup> from 10 a.m. to 3 p.m. involving four organizations in the center of town; the Public Library, Teen Center, Historical Society and the Senior Center. There will be an Open House at each of those four buildings, holding events throughout the day with a raffle at each place. They are hoping various area concerns/merchants will also be involved. This is still in the planning phase and they were hoping public access could provide publicity. They are seeking support, ideas and volunteers. Mr. Alonzo stated he enthusiastically supported it and thought it was a wonderful idea. Mr. Toale echoed the same and asked the Lincolns to let them know if they needed anything from the Board.

**CURRENT BUSINESS**

**1. Further Discussion on Financing of Pavement Management Plan**

DPW Director Jack Rodriquenz began the Power Point presentation. The Town first developed the pavement management plan in 2009. It was updated in 2015. The plan was created to provide an objective way of programming roadway improvements with the goal of maximizing resources and extending the life of the pavement system. It also provides updated detailed information to the Board, residents and their own department. The system establishes a baseline condition of roadways which is used to establish a list of prioritized improvement recommendations. Roadway segments are prioritized according to a formula that includes functional classification; roadways are classified in a hierarchy according to how they are used. A higher priority is given to roads that carry higher volumes of traffic. It also looks at pavement defect value. Functional classification involves:

Main Road – Typically contains high traffic volume – and either permits traffic flow from one main road to another, or acts as an inter-town connector between the two. Example: Lancaster Avenue

Secondary Main & Secondary Road – Typically contains higher traffic volume than either a collector road or a local road with less volume than a main road, also acting as a connector between main roads. Example: Sunnyhill Road

Collector Road – Typically contains lower traffic volume than either secondary main roads or main roads and permits traffic flow between main roads or secondary roads and local roads. Example: Hollis Road  
Local Road Over 1000 ft. – Typically contains the lowest traffic volume of all roads and either permits traffic flow from any of the above roads to residential sub-divisions or acts as a connector between sub-divisions. Example: Broadmeadow Drive

Local Road Under 1000 feet – Example: Windermere Drive

Mr. Rodriquenz presented lists of the different town roads and their classifications. Road defect types examined during the survey were random/longitudinal cracks, utility cuts/other patches, raveling, shoving, pushing, main line trenches, pot holes, rutting, and alligator cracks. Mr. Rodriquenz explained each category of defect in detail and how the DPW repairs them.

He stated the pavement management plan did exactly what it was supposed to do, estimates cost and priorities. It doesn't address funding. He turned the presentation over to Town Manager Lafluer.

Ms. Lafluer reported the original plan used a formula to provide a weighted rating for each road segment based upon classification and defect. The rating was used to determine the prioritization of road maintenance work and as the basis for roadway spending from FY'10- 15. The Town has only been spending around \$600,000 per year on average and it actually needs to spend around \$1.2 million per year to keep up maintenance. She reviewed the allocations from Chapter 90 funding per year plus what the Town has spent through the past five years. The projects that were completed from 2010 – 2016 were major/secondary roads. Last year a process was undertaken to update the pavement management plan. In summer 2015, each roadway was re-inspected to update the 2009 data. Based upon the new data, a pavement condition index (PCI) was calculated. The PCI expresses the relative condition of each roadway on a scale of 0 (worst) to 100 (best). The PCI is used to estimate the appropriate repair treatment for each roadway. Each roadway was then weighted by its condition and functional classification to develop a prioritized list of roadway repairs. Similar to the original methodology, using the PCI, a new scale of 30 (highest priority) to 0 (lowest priority) was established. The appropriate repair treatment and the Town's current on-call paving contract prices were used to estimate a repair cost for each roadway segment, which is the basis for the development of a revised multi-year capital improvement plan. The reason we took the roadway condition into account is because that for every dollar we spend on routine maintenance, if delayed, we would be spending five times as much for reconstruction.

## Existing Conditions Summary

### Estimated Road Repair Needs

(Excludes Chase Road and Summer Street TIP Projects)

Repair Method	Length (Miles)	Cost	% by Length	% by Cost	Cost per Mile
Reconstruction	0.6	\$190,000	0.7%	2.1%	\$317,000
Mill, Level & Overlay	40.7	\$7,730,000	47.2%	85.8%	\$190,000
Overlay	11.8	\$860,000	13.7%	10.7%	\$81,400
Crack Seal	9.4	\$130,000	10.9%	1.4%	\$13,900
Defer Maintenance	23.8	\$0	27.5%	0%	\$0
<b>TOTALS:</b>	<b>86.3</b>	<b>\$9,010,000</b>			

**Repair Needs = Approx. \$9 Million**  
**(Amount needed to reach 100 PCI Rating)**



Costs shown reflect the Town's current on-call contract pricing plus a 20% contingency. Based upon the updated roadway inspection data and the Town's current on-call paving contract, investing \$9 million today would bring the town to a perfect state of repair. As shown in the table, as roadways deteriorate further, the cost per mile for rehabilitation increases dramatically. This is why it is important not to do all of the worst roads first, but rather having a blend of treatments.

# Existing Conditions Summary

## Estimated Road Repair Needs

(Excludes Chase Road and Summer Street TIP Projects)

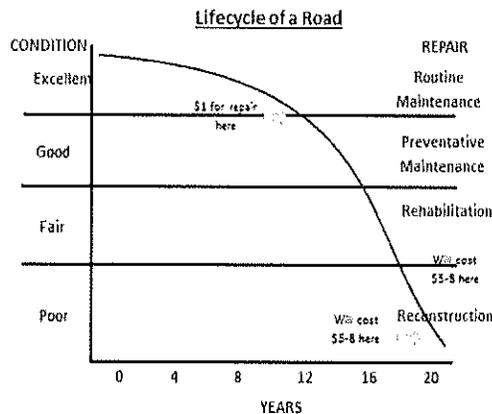
Functional Classification	Length (Miles)	Average PCI	Total Cost	% by Length	% by Cost
Main	22.1	70	\$2,116,000	26.6%	23.5%
Secondary Main	1.4	36	\$250,000	1.6%	2.8%
Secondary	18.2	66	\$1,520,000	21.1%	16.9%
Collector	16.7	58	\$1,960,000	19.4%	21.7%
Local	27.9	53	\$3,166,000	32.3%	36.1%
<b>TOTALS:</b>	<b>86.3</b>	<b>62</b>	<b>\$9,010,000</b>		

WORLDTECH  
ENGINEERING



Main roads account for approximately a quarter of the roads under the Town's jurisdiction. They also account for about a quarter of the Town's roadway repair needs. The Town's main roads are in good condition, having an average PCI of 70. The only secondary main road in town is Arbor Street, and it is in poor condition and has a PCI of 36. Another 40% of roadways are classified as Secondary Roads & Collectors. These roadways represent slightly less than 40% of the repair needs. On average, Secondary Roads are in fair to good condition, with an average PCI of 66... Collectors are in slightly poorer repair with an average PCI of 58. Local streets make up 32% of the town's roadways. They account for 35% of the total roadway repair backlog. On average, local streets are in fair condition with an average PCI of 53.

The Board, in its capacity as Road Commissioners, determined that a long term funding strategy needed to be developed. The strategy should endeavor to maintain roads at a PCI = 70. Consideration needs to be given to providing regular funding for local roads. A sustainable funding plan needs to be put in place that regularly and routinely addresses all roadway maintenance needs. The current level of spending will not achieve the maintenance goal as most of the annual funding goes toward main and secondary roads, leaving little left for local roads. The vast majority of complaints received are about the condition of local roads. As the condition of a roadway worsens, the cost of bringing it back to a state of good repair increases dramatically. If only the worst roads are repaired first, roads that can be rehabilitated more economically now will be more expensive to repair if left to deteriorate. An effective Pavement Management Plan applies a blend of repair strategies to optimally distribute the available budget.



The Town's current program is funded via the fiscal year operating budget, State Aid/Chapter 90 funding. In Fiscal Year 2016 our operating budget was \$250,000, with Chapter 90 funding of \$416,626, totaling \$666,626.00. The Program Goal is PCI = 70. The annual cost to meet goal is \$1.0 – 1.2 million with the Town's current spending level at \$667,000, this leaves a deficit of \$333,000. The current level of spending is barely sufficient only to address main, secondary main, secondary and collectors. The current level of spending is insufficient to address local roads. The Board requested a short-term, impactful solution to address local roads. For local Roads, there are 117 road segments, with 58 (just under 50%) having a PCI of less than 70. The cost to improve these 58 segments is \$3,123,063. There are 41 segments with a PCI of 71 -89, which have associated improvement costs of \$257,300. There are 18 segments with a PCI of 90 or higher, presently with no associated improvement costs. The total costs to make all improvements is \$3,380,363. This addresses roads with a current PCI of 71 -89, to insure they stay at 70 or better throughout the life of this funding scenario. This is \$3.4M in maintenance costs; \$510,000 in anticipated needed storm water improvements and assumes that 600 of the town's 1,100 catch basins are included in the proposed work area and on average would need \$850 worth of maintenance. The construction of swales can be completed within the already calculated costs on a limited basis. The total project cost would be \$3,910,000.

Ms. Lafleur stated they are requesting support for a voter authorized Debt Exclusion. This is a one-time request to provide funding infusion to the plan. Work would be completed over a three to four year period (FY17 – 20) and financed over a seven (FY'18 – 24) year period. Thereafter, funding for roadway maintenance will be included in the operating budget plus Chapter 90 funding. She proposed increasing the operating budget appropriation by \$50,000 per year until we have \$1 - \$1.2 million available per year. The first \$50,000 of motor vehicle excise tax collected would be devoted to increase the operating budget funding beginning in FY18 -24. She suggested the Board commit to that in a financial policy. The current annual growth in motor vehicle excise tax is roughly \$50,000. It will be reexamined again after we reach the \$1.2 million. She presented the funding scenario. The cost to the average homeowner would be around \$145.00 per year and then decreasing to \$123.00 by year seven.

**Scenario Assumptions**

Amount	3,910,000
Amount Financed	3,910,000
Term/years	7
Rate	3.000%
Amortization	straight line

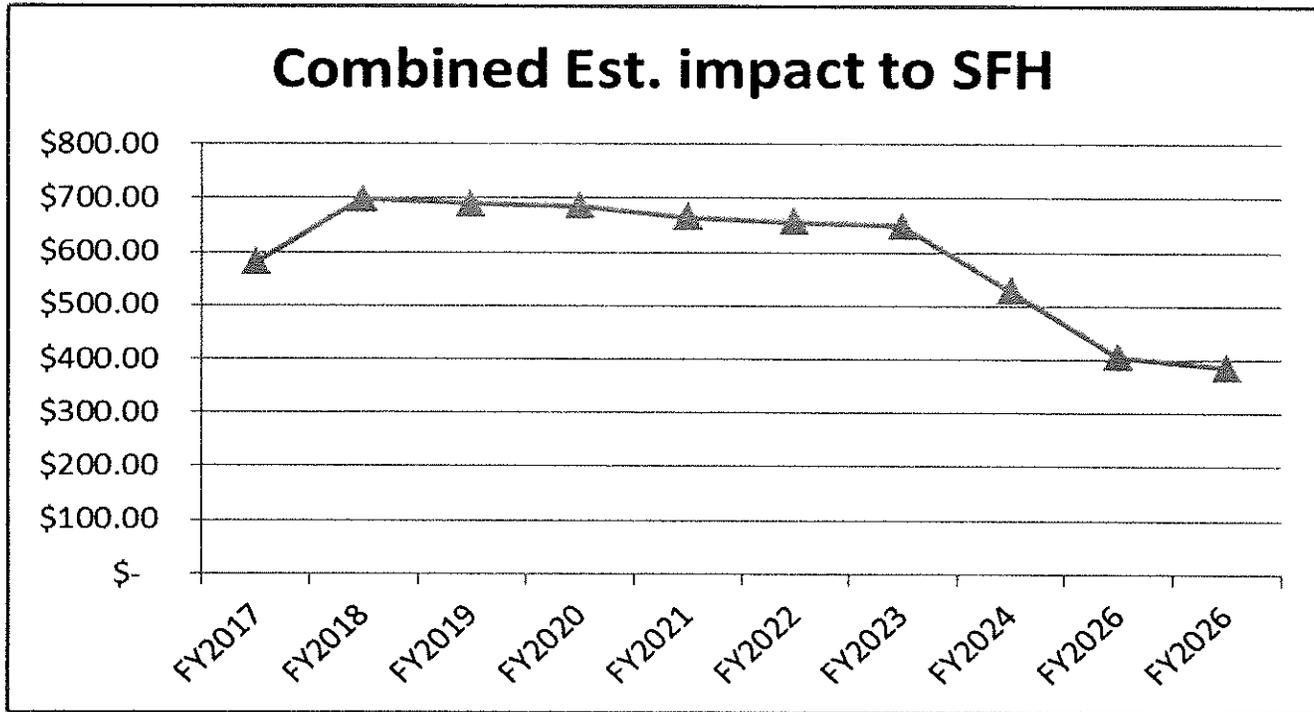
Year	Balance	Principal	Interest	FY Total	Impact to AVGSFH				
					FY 16 Base	Quarterly	Monthly	Daily	
2018	1	3,910,000	558,571	117,300	675,871	\$ 144.78	\$ 36.20	\$ 12.07	\$ 0.40
2019	2	3,351,429	558,571	100,543	659,114	\$ 141.19	\$ 35.30	\$ 11.77	\$ 0.39
2020	3	2,792,857	558,571	83,786	642,357	\$ 137.60	\$ 34.40	\$ 11.47	\$ 0.38
2021	4	2,234,286	558,571	67,029	625,600	\$ 134.01	\$ 33.50	\$ 11.17	\$ 0.37
2022	5	1,675,714	558,571	50,271	608,843	\$ 130.42	\$ 32.61	\$ 10.87	\$ 0.36
2023	6	1,117,143	558,571	33,514	592,086	\$ 126.83	\$ 31.71	\$ 10.57	\$ 0.35
2024	7	558,571	558,571	16,757	575,329	\$ 123.24	\$ 30.81	\$ 10.27	\$ 0.34
<b>Total</b>		<b>3,910,000</b>		<b>469,200</b>	<b>4,379,200</b>				

Ms. Lafleur summarized the presentation:

- The Pavement Management Program is an inventory of each roadway under the Town's jurisdiction
- Based upon pavement distressed observed in the field, a PCI is calculated, rating the roadway's condition on a scale of 0 (worst) to 100 (best)
- This index is then weighted by the roadway's functional classification to develop a priority index on a scale of 30 (highest priority) to 0 (lowest priority)
- The current policy of weighting local streets lowest and instead allocating funds first to main roads and collectors, which everyone uses, does not adequately address the needs of residents
- The PCI and other inventory data are used to determine the appropriate treatment to rehabilitate each roadway

- Based upon the determined treatment, an approximate cost can be calculated for each roadway segment based on unit costs and a contingency
- Costs shown reflect the Town's current on-call contract pricing plus a 20% contingency
- Both a commitment to increase the annual spending and a one-time infusion of new funding (debt exclusion) are needed to get the Pavement Management Program on a sustainable track.
- The cost of the proposed debt exclusion for the average SFH is \$145/ year 1

She presented a chart showing the combined estimated impact to a single family home.



Ms. Lafleur asked if there were any questions. Ms. Luck asked if the average tax bill/ exempt debt chart included everything we owe; including the middle/high school. Ms. Lafleur stated yes, everything that has been authorized as exempt debt so far. The only thing that is not included is the remaining amount for the school project, which could be from \$2 million to about \$5 million dollars. but we won't know that until the project is finished and the Massachusetts School Building Authority audits. The Town won't be doing the final borrowing until after that has occurred. The above model is for \$4 million, so if it was financed accordingly, it would be **another** \$145.00 per year. Mr. Toale stated in their workshop meetings on pavement management, the Board had concurred that pavement management would be their first priority. Ms. Lafleur stated if we wait until 2024 the cost will be significantly more.

Ms. Bertram concurred and added that waiting will only cost more money. It makes sense to bring this plan forward now and bring us up to a level we can maintain. She stated it was a responsible plan with a minimum impact to the residents. She hoped this Board and the voters would support it. To have all our roads at a PCI of 70 is attainable. She thanked Mr. Rodriquenz and Ms. Lafleur for their work in putting together the presentation. Ms. Lafleur reported one piece of the information she did not present tonight is there are two maps that are color coded, based on their functional class or on their PCI. When this presentation is placed on the town website, the maps will be included so people can look up their road.

Ms. Alonzo also thanked Mr. Rodriquenz and Ms. Lafleur. He asked how motor vehicle excise would get to their goal of \$1.2 million. Ms. Lafleur stated the suggestion was to dedicate the first \$50,000 in motor vehicle excise taxes collected towards the road improvements. The growth in that collection is about \$50,000 and has been very consistent year after year. It would begin in the FY18 and would not significantly affect any other programs. Mr. Alonzo stated so it is cumulative each year. Ms. Lafleur confirmed.

Mr. Toale noted that roads that continually break down are the ones with standing water on them. Drainage seems to be an issue. If we spend this funding, how can we guarantee we can keep them up considering normal wear and tear? Mr. Rodriquenz stated there is a plan to address water runoff and drainage structures.

Mr. Ebersole stated one item discussed by the Board was coordination with utilities so that having a map and a proposed plan available helps in timing of projects. He supported this plan along with a financial policy and a plan to eventually work it into the operating budget. Mr. Toale suggested this might be the right time for Mr. Rodriquenz to revisit prices on materials and services. He agreed.

Ms. Lafleur stated the next step if the Board is in agreement is to authorize creating an election ballot question and a warrant article. Ms. Lafleur will have something prepared for the next meeting.

Mr. Ebersole asked if state roads are subject to the same storm water regulations as municipalities. Land Use Director Adam Burney stated the Commonwealth of Massachusetts is required to file its own MS4 permits.

## **2. Review Draft of Annual Town Meeting (ATM) Warrant**

Ms. Lafleur stated the warrant for Town Meeting articles is open until March 24<sup>th</sup> at 6:00 p.m. She believed we have received most; we are currently up to 32 articles. The first six articles are to reauthorize various revolving funds. Article 7 is to hear/accept reports of certain committees. We expect we will have a report on the decommissioning of the high school. Article 8 addresses prior fiscal year bills; we don't have any at this point. Article 9 is a FY'16 budget adjustment article. Article 10 requests funding for the market analysis of the municipal buildings as requested by the Building Reuse Committee. Articles 11, 12 and 13 are settlements of collective bargaining agreements. Article 14 authorizes the FY'17 Capital Improvement Plan. Article 15 authorizes the FY'17 Operating Budget. Article 16 is a request to authorize a Cost of Living Adjustment (COLA) for non-union employees. Article 17 authorizes the transfer to/from the Stabilization Account to maintain the 5% balance in the account. Articles 18, 19, and 20 authorize the FY'17 Sewer, Solid Waste and Water Enterprise Funds respectively. Article 21 requests to appropriate a bond premium and rescind borrowing authorization for the middle/high school projects. Article 22 accepts M.G.L. C. 44, §53F ¾ to establish a PEG Access and Cable Related Fund. This is a change in general law which requires the Town to adopt so we can place the annual cable license fee in this account. Article 23 requires the appropriation of an operating budget for PEG Access. In past years, the budget was just adopted by PACC. Articles 24 and 25 are from the School Committee requesting transfer of custody of the Brooks House and T. C. Passios Elementary School respectively to the custody of the Board of Selectmen. Article 26 grants a permanent easement along the Town right of way at 1134 Northfield Road. This came before the Board recently and the Board granted a license to the owner. The property owner is requesting the permanent easement be granted at Town Meeting. Article 27 authorizes expenditure of \$3.9 million for the roads subject to a debt authorization at the ballot.

Article 28 is a citizen petition article to reclassify 1026 Northfield Road as Residence A zoning. The lot is actually one lot but has two different zones on it. Article 29 is a request to authorize the Board to negotiate a cell tower at the turf field and grant an easement. The School Committee has already approved the request for the easement. This 75 foot high tower would replace an existing 60 foot high light tower. There would be a revenue stream from this and we are hoping to offset the cost of replacing the turf field with this on an ongoing basis. Article 30 is really a placeholder right now to authorize the Board to negotiate to locate a long term lease for Doppler radar tower. This is at the beginning stages right now. This will likely be on a fall town meeting request. Article 31 is to amend the APDC bylaw wording and map. Article 32 is a placeholder from the Planning Board to amend the protective bylaw for parking and site plan review; we are still waiting for the wording. Article 33 is to authorize borrowing for the replacement of the existing turf field. The funding source would be the cell tower revenue and rental fees. A proposal will be coming soon to this Board. Article 34 involves decommissioning the high school and may not be needed as it would be addressed under Article 7. Article 35 authorizes temporary easements for the Summer Street construction project. There may be other articles coming in before the deadline of March 24<sup>th</sup> at 6:00 p.m.

## **3. Minutes/Warrants/Action File Issues**

An accounts payable warrant in the amount of \$35,451.38 was signed. Minutes of March 1, 2016 were approved.

Ms. Bertram expressed concern about the Teen center parking lot being blocked off when she comes to Town Hall during the day. She appreciated that there is limited land at the Teen Center but there is also limited parking at Town Hall. She has mentioned this to the Town Manager in the past and is wondering about the ownership of the parking lot. She thought it was something that needed to be addressed as town employees are parking on private lots behind the Town Hall. She believed they needed to address the parking situation. Mr. Alonzo stated this has been an issue and the Teen Center has wanted to set up a meeting. He offered to work with the Teen Center on setting up a meeting.

#### **4. Committee Reports:**

Mr. Ebersole reported Public Access Cable Committee (PACC) has two vacancies. Last night at the town caucus there were two Sewer Commission vacancies that were not filled. One was for a one year term and the other for two year term.

Mr. Alonzo announced Cable Advisory Committee also has two vacancies. Their next meeting is on Monday, March 21<sup>st</sup>. Finance Committee meets again on this Thursday to continue reviewing department budgets. School Committee meets this Wednesday.

Ms. Bertram reported the Planning Board met last night. There were several ANR plans. There was an informational meeting for Walmart to have an outdoor display area. It was approved. There was a continuation of the zoning public hearing for Unitil. They presented a landscape plan and a site development plan that was approved. The rezoning of 1026 Northfield Road was discussed and they voted to support that citizen petition article. They held a public hearing on the articles that will be coming before us for town meeting. They voted to submit the articles for approval. Conservation Commission is meeting tomorrow night. The MPO sub region representative voting will happen on March 31<sup>st</sup> at the Bull Run Restaurant. Please RSVP to Brad Harris at MRPC if you plan to attend. She will be attending as a nominee for the Sub Region 3 representative.

Ms. Luck attended the MPO meeting on behalf of Ms. Bertram. The Transportation Improvement Plan projects day will be coming up on April 14. The next MPO meeting is April 20 where TIP results will be discussed. School Committee meets on March 16. ZBA meets on March 23<sup>rd</sup>. The Storm Water Task Force met and began dividing the six areas of focus for the new permit among the members. They ordered rain barrels that were purchased with DEP grant funds. They will be sold at cost to residents. The next meeting will be March 24<sup>th</sup>.

Ms. Luck attended a Section 319 Nonsource Competitive grant session with Jane Pierce, Grant Administrator. Ms. Pierce will meet with individual task force members on March 23<sup>rd</sup>. The task force is also setting up a meeting with Roger Brooks, Leominster DPW, to show them the results of their stormwater efforts and get some guidance.

Mr. Toale reported Capital Planning will present their plan at Annual Town Meeting. Building Reuse Committee is placing an article on ATM to fund a market analysis for the municipal buildings.

Town Manager Report: no report this evening.

Mr. Toale stated their next meeting is March 22<sup>nd</sup>.

Public Comment: Mr. Alonzo reported the Finance Committee has two vacancies.

**Motion: P. Bertram**  
**To adjourn the meeting at 8:29 p.m.**

**2<sup>nd</sup>: T. Alonzo**  
**Vote: All in Favor**

Respectfully submitted,



Elaine M. Peterson  
Executive Assistant to the Town Manager