



**Select Board Meeting**  
 Tuesday, January 14, 2025  
 Select Board Room, Town Offices  
 36 Bartlet Street Andover, MA 01810

7:00 PM

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 2025 JAN 10 PM 4:39  
 TOWN OF ANDOVER, MA

**I. Call to Order – 7:00 P.M.**

**II. Opening Ceremonies**

A. Moment of Silence/Pledge of Allegiance

**III. Town Manager Report**

- A. Updates
- B. Staff Appointments (see list below).

**IV. Communications/Announcements/Liaison Reports**

**V. Public Comment**

**VI. Regular Business**

A. Solid Waste Collection and Recycling

Board to receive a solid waste and recycling update from the Town Manager, including an overview of collection and disposal options (1<sup>st</sup> Reading).

B. Select Board Policy Review

Board to review and consider voting on changes and/or additions to the Select Board Policy Manual. Policies to be reviewed include the Personal Wireless Service Facilities Policy and list of Select Board Policies, additions and subtractions (1<sup>st</sup> Reading).

C. MBTA Communities Law Discussion

Board to receive an update from Town Counsel on MBTA Communities Law and Supreme Judicial Court Decision regarding *Attorney General vs. Town of Milton*.

**VII. Consent Agenda**

A. Appointments by the Town Manager

Board to vote that the following appointments by the Town Manager be approved.

Department	Name	Position	Rate/Term	Date of Hire
Greater Lawrence Sanitary District	Carlos Jaquez	Commissioner	Term Expires 01/14//2028	01/15/2025

**VII. Approval of Minutes**

- A. Board to approve minutes from the following meetings:
  1. December 2, 2024 Tri-Board
  2. December 16, 2024 Select Board

**VIII. 2025 Select Board Meetings**

A. Board to consider voting to accept the following Select Board Meeting Schedule:

Monday, March 10, 2025

Monday, March 31, 2025

Monday, April 14, 2025

Tuesday, April 29, 2025 (Prior to Town Meeting)

**IX. Adjourn**

**Summary of Town Manager Staff Appointments**

The Town Manager is pleased to announce the following appointments:

<b>Department</b>	<b>Name</b>	<b>Position</b>	<b>Rate/Term</b>	<b>Date of Hire</b>
Town Clerk	Jamie Doherty <i>(Vanessa French)</i>	Assistant Town Clerk	\$91,359.19/year	01/06/2025

*If any member of the public wishing to attend this meeting seeks special accommodations in accordance with the Americans with Disabilities Act, please contact Amy Heidebrecht in the Town Manager's Office at 978-623-8213 or by email at [amy.heidebrecht@andoverma.us](mailto:amy.heidebrecht@andoverma.us)*

MEETINGS ARE TELEVISED ON  
COMCAST CHANNEL 22 AND VERIZON CHANNEL 45



Douglas W. Heim  
Town Counsel

36 Bartlet Street  
Andover, MA 01810  
[douglas.heim@andoverma.us](mailto:douglas.heim@andoverma.us)

Town of Andover  
Legal Department

To: Select Board; Andrew Flanagan, Town Manager;

Cc: Austin Simko, Town Clerk/Deputy Town Manager; Michael Lindstrom, Deputy Town Manager; Patrick Lawlor, Chief Administrative Officer; Amy Heidebrecht, Assistant to the Town Manager

Date: 1.10.2025

**Re: Select Board Policy Index**

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Members of the Board,

Per your suggestion, please find attached an annotated inventory of your current policies with recommendations consistent with previous presentations and development of a bifurcated approach which separates Board policies into 1) an operations manual for the Select Board and persons doing business before it as a broadly accessible guide to your practices and procedures; and 2) a library of detailed companion policies on specific subjects.

It would also be prudent for both the Select Board and other Town officials and staff to begin contemplating whether any new, additional policies of the Select Board are would be helpful to consider and develop at this time.

Enc.

Douglas W. Heim  
Town Counsel



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**SELECT BOARD POLICY INVENTORY & POTENTIAL ADDITIONS**

**A. Present Policy Inventory**

<b>Policy &amp; Date Adopted</b>	<b>Recommendation</b>	<b>Status</b>
<i>Board General Operations: Procedures, Powers &amp; Values (1993, 2003, 2010)</i>	Condense, Move to <i>Operations Manual</i> (Ch. 1 -3), Update, Remove Complaint Resolution Policy, Reframe Mission & Values Statements as Goals	Partially Complete: Operations Ch. 1 -3 Approved.  To Do: Confirm retirement of subpart policies, move utility hearings to
<i>Board General Operations: Organization &amp; Appointments</i>	Revise in <i>Operations Manual</i> Ch. 4: "Board Officers, Employees & Appointments."	Incomplete
<i>Municipal Vehicle Policy (2008, 2010, 2014)</i>	Revise and re-home as policy for <i>Library</i> or re-home with HR/Employee Contracts	Incomplete
<i>Minority Business Enterprise Program (1982)</i>	Retire from Select Board policies	Incomplete
<i>Land Use (1985, 1993, 2000, 2013)</i>	Revise as <i>Operating Manual</i> Ch. 6 with specific policies for <i>Library</i> ; pare back in some areas and consider additions for parks & fields/consolidation with "Recreation."	Incomplete
<i>DPW Policies: Engineering Services (2005) &amp; Trash and Recycling (1990, 2000, 2011)</i>	Revise and re-home as policy for <i>Library</i> or retire	Incomplete
<i>Fees/Public Records (1988, 1997, 2000) &amp; Recording Meetings</i>	Retire Public Records policy ( <i>see</i> Public Records Law revisions), Ambulance Fees Policy (not required) & re-home recording of meetings to <i>Manual</i> Ch. 3	Partially Complete.  To do: Retire policies
<i>Housing/Tax Classification Hearing</i>	Retire policies or supplement (Tax Classification)	Incomplete
<i>Recreation</i>	Revise & consider consolidation with "Land Use" policy in <i>Operating Manual</i>	Incomplete
<i>Town Meeting (1988)</i>	Expand as Ch. 5 of <i>Operating Manual</i>	Incomplete

<i>Water &amp; Sewer Commissioners (1979, 1984, 2000, 2001)</i>	Revise and Re-home as <i>Library</i> policy	Incomplete
<i>Licensing Policies (2013)</i>	Revise in summary form for <i>Operating Manual</i> as Ch. 8; house detailed licensing policies in <i>Library</i>	Incomplete
<i>Alcohol Licensing (2013)</i>	Reference in <i>Manual</i> Ch. 8; update and move to <i>Library</i> policies	Incomplete
<i>Public Vehicles for Hire, Outdoor Dining &amp; Miscellaneous (1987, 1988, 1989, 1996, 2009, 2011, 2014, 2019)</i>	Reference licenses in <i>Manual</i> Ch. 8; update, retire, and move miscellaneous to <i>Library</i> policies.	Incomplete
<i>Finance/Investment Policies (2010)</i>	Revise, update, and move to <i>Library</i> policies	Incomplete
<i>Small Cell Wireless Facilities (2019)</i>	Revise, update, and move to <i>Library</i> policies	Incomplete
<i>Appendix</i>	Consider limiting to reference to Town policies found in Human Resources or Town Manager's Office	Incomplete

**B. Potential Additions**

<b><i>Proposed Policy Additions</i></b>	<b><i>Status</i></b>
<i>Regulation of Parking, Public Ways &amp; Utilities in Ch. 7 of Operating Manual</i>	Incomplete
<i>Recommendations of the Select Board &amp; Town Officials</i>	Incomplete

To: Town of Andover Select Board  
Town of Andover Town Manager

From: Alan D. Mandl  
Ferriter, Scobbo & Rodophele, P.C.

Date: January 10, 2025

Re: Applications for Small Cell Wireless Installations- Revised Policy Draft

**Introduction/Background/Assignment**

The Town of Andover Select Board adopted the Town of Andover Policy, “Applications for Small Cell Wireless Installations,” effective as of April 11, 2019 (the “2019 Policy”). Subsequent to Verizon Wireless grant of location proceedings in the Fall of 2022, the Town authorized and directed counsel to review and revise the 2019 Policy.

The Select Board’s grant of location authority is derived from G.L.c.166, Sections 21 and 22. In turn, the exercise of that authority is subject to standards established under the federal Telecommunications Act. 47 U.S.C. §332(c)(7)(B).

The regulation of the placement, construction and modification of personal wireless facilities by a local government:

Shall not unreasonably discriminate among providers of functionally equivalent services;

Shall not prohibit or have the effect of prohibiting the provision of personal wireless services:

Requires that the local government shall act on any request for authorization to place, construct, or modify personal wireless facilities within a reasonable period of time after the request is duly filed, taking into account the nature and scope of such request;

Requires that any decision to deny a request shall be in writing and supported by substantial evidence contained in a written record;

Shall not regulate the placement, construction, and modification of personal wireless service facilities on the basis of the environmental effects of radio frequency emissions to the extent that such facilities comply with the FCC’s regulations concerning such emissions.

## **Development of the 2025 Draft Policy to Cover Essential Components**

In April 2023, a draft revised policy was submitted to Town Counsel and the Deputy Town Manager/Town Clerk. Following discussions on their input, the draft policy was updated and it has now been provided to the Planning Division and Department of Public Works for their review. After receipt of their input and any further revisions to the draft, a 2025 Draft Policy will be provided to the Select Board.

Counsel reviewed: relevant state and federal statutes, case law and FCC orders; municipal bylaws, regulations and policies adopted by communities in and outside of Massachusetts; models prepared by both industry and non-industry stakeholder groups and comments submitted by these and other stakeholders. Such stakeholders included the CTIA, Americans for Responsible Technology, Environmental Health Trust, NATOA/National League of Cities, Physicians for Safe Technology and Last Tree Laws. Counsel identified improvements to the 2019 Policy in light of this review. Many revisions have been proposed in order to incorporate the following generally regarded essential components of an effective small cell wireless policy:<sup>1</sup>

### **Procedure and Policies**

- Set forth application and hearing procedures in order to guide permitting authorities, applicants and the public
- Promote compliance with state and federal procedural standards and decision-making standards (application completeness review; shot clock intervals; written findings, decision and statement of reasons made close together time)
- Inclusion of definitions, acceptable locations, aesthetic standards, safety standards
- Inclusion of standards for exceptions and their justification
- Peer review
- Handling of batch applications
- Applicable non-recurring application fees and annual recurring fees

### **Application Requirements**

- Provide applicants with clear guidance regarding public safety and aesthetic criteria
- Enable permitting authority to evaluate completeness of an application
- Enable permitting authority to determine compliance with substantive standards and assess any requests for exceptions
- Help support factual findings, rulings and a statement of reasons for a decision

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<sup>1</sup> These essential components have been identified by a number of resources, including CTC Technology and Energy, Americans for Responsible Technology, Physicians for Safe Technology, NATOA/National League of Cities, counsel to national organizations and your counsel in presentations which include those made to the Massachusetts Municipal Law Association and the Citizen Planner Training Collaborative. They are reflected in many bylaws, regulations and policies adopted in other local jurisdictions in and outside of Massachusetts.

- Clarify relationship to separate permitting requirements that may apply (building permit, electrical permit, street excavation permit, historic district certificate, etc.)

#### **Standard Conditions**

- Grant of location conditioned upon acceptance of standard conditions
- Indemnification, insurance, performance bond
- Post construction review for compliance with approved design specifications
- Post construction compliance with FCC radiofrequency emissions regulations
- Annual certifications of continued compliance
- Completion of construction in a timely manner
- Removal of facilities no longer used
- Acceptance of annual inspections by the Town

An overriding objective of the 2025 Draft Policy is to maximize local control of small cell wireless siting consistent with legal authority under Massachusetts law and limitations on that authority under the Federal Telecommunications Act.

#### **Scope of the 2025 Draft Policy**

The 2025 Draft Policy is limited to wireless facilities located in the public ways. It does not cover wireless facilities located on private property, which are subject to zoning laws. It does not cover “Eligible Facilities Requests” governed by 47 U.S.C. Section 1455 and related FCC orders. Absent an express policy governing the filing and review of Eligible Facilities Requests, an Eligible Facilities Request may be submitted in the same manner as a grant of location application. The application requirements for and review of Eligible Facilities Requests would be subject to federal limitations and do not follow grant of location procedures and application standards (e.g., limited scope of review whether the modification to existing wireless facilities qualifies as an Eligible Facilities Request under federal law, failure to act within a 60 day shot clock interval may result in an Eligible Facilities Request being deemed granted).

#### **High Level Summary of the 2025 Draft Policy Section by Section**

2025 Draft Policy sections can be reviewed in detail and any questions can be addressed during the review process.

In general, a detailed approach was taken in developing the 2025 Draft Policy. The level of detail is consistent with what many local governments have adopted in Massachusetts and in other jurisdictions. Of course, a number of local governments have adopted less detailed procedures and standards. One size does not fit all. The 2025 Draft Policy reflects substantive provisions that have been adopted in other communities. They are designed to fall within scope of local authority under Massachusetts law and be consistent with applicable federal law.

As part of its review process, the Select Board is encouraged to invite public comment on the 2025 Draft Policy. Input from utility pole owners, wireless stakeholders, residents, other public officials and other interested parties should assist the Select Board in its evaluation of the 2025 Draft Policy.

The following is a high-level summary of the current draft policy sections.

## **Purpose and Intent of Policy**

- The Policy objectives are in line with Town legal authority under state law
- The Policy is intended to provide uniform procedures and standards
- The Policy is intended to be consistent with federal law

## **Definitions**

- Useful for understanding and applying the Policy
- Track federal law where applicable

## **Scope of Policy**

- Clarifies what is covered by the Policy
- Clarifies that the Policy does not extend to private property

## **Grant of Location Procedures**

- Eligible applicants
- Submission of applications; fees
- Completeness of applications; Incomplete applications
- Exceptions to a grant of location standard
- Modification or supplementation of application
- Peer review
- Shot clock intervals
- Public hearing
- Written decision and statement of reasons; decision-making criteria
- Appeals
- Acceptance of grant of location order with conditions
- Additional grant of location approvals and activity that does not require an additional grant of location
- Other permits that may be needed

## **Grant of Location Standards and Requirements**

### **Location**

- Locational standards
- Preferable locations
- Location evaluations
- Collocation preference
- New poles, replacement poles
- Prohibited poles
- Area with underground utilities
- Aesthetic and safety considerations

### **Visual Impact Analysis**

### **Strand-mounted Antennas**

## **Standards and Requirements for Personal Wireless Service Facilities**

- Intended to cover design standards
- Intended to address safety considerations
- Electric power meters-need for and placement
- Radiofrequency emissions; compliance with FCC regulations; certifications and testing after construction for continued compliance
- Pedestrian path and amenity zone
- Access, circulation and site distances

## **Diminution of Property Value is not Included as a Basis for a Denial**

Diminution of property value is not included as a basis for denying a grant of location. Grant of location authority under state law involves a determination whether a proposed use of a public way would “incommode the public use of public ways.” That determination may take into account aesthetic considerations. The Select Board’s decision addresses the location of the proposed facilities, the height of the facilities and the facilities deployed, taking into account public safety and aesthetic considerations.

Diminution of property value does not appear to be a cognizable interest under the grant of location statutes. *See, Standerwick v. Zoning Bd. of Appeals of Andover*, 447 Mass. 20,31-32 (2006). The exercise of police power authority by a municipality may lessen the value of private property, but owners of such property share in the benefits conferred upon the community. *Pobeda Rt Li, LLC v. Zoning Bd. of Appeals of Watertown*, 104 Mass. App. Ct. 250 (2024).

As a practical matter, including the diminution of property value as a decision-making standard would force applicants to include an additional layer of information, such as appraisals, studies and expert witnesses. In turn, abutters may offer information on the issue. The review of an application within shot clock intervals could become difficult. A denial based upon this criterion would increase the risk of a federal lawsuit based upon an effective prohibition of personal wireless service and lack of substantial evidence, in addition to separate grounds under state law such as exceeding grant of location authority.

Further, acceptance of diminution of value claims could result in property owners across the Town making the same argument.

## **Historic Locations**

The Select Board may properly consider the effect of the proposed wireless facilities upon historic buildings and locations. It is most likely that the placement of utility poles and wires near historic buildings and locations was handled by the Select Board pursuant to its grant of location authority. Wireless facilities should be subject to the same grant of location authority as utility poles and attachments. The Select Board can exercise grant of location authority where the proposed wireless facilities are within an historic district.

In those instances where a proposed location is within an Historic District, the Select Board may: (1) require the grant of location applicant to submit a certificate from the Historic District Commission; (2) condition a grant of location upon the applicant providing a certificate from the

Historic District Commission; (3) seek a determination from the Historic District Commission that it does not exercise authority over poles and wireless facilities located in the public ways); or (4) exercise its grant of location authority without consideration of action by an Historic District Commission, which exercises independent authority based on its own enabling laws and regulations.

The Draft Policy requires that an applicant fully explain and document the state and federal historic standards applicable to its proposed facilities

**Standard Conditions**

- Annual recertification
- Annual fees per location
- Expiration of grant of location for non-use
- Abandonment and removal of wireless facilities
- Non-emergency repairs
- Maintenance
- Removal of utility poles
- Licenses and permits
- Performance bond
- Indemnification
- Insurance
- As-built drawings
- Construction matching approved permit information
- Current contact and site information
- Relocation
- Dig-Safe; National Joint Utilities Notification System
- Assignment
- Streetscape redesign

**Amendments to Policy**

**Severability**

**Effective Date**

**Recommendations**

The Select Board should seek input on these standards in the 2025 Draft Policy as well as on the process for receiving, reviewing and acting upon grant of location applications. Review of the process steps and how they are implemented is critical because of federal standards governing the review of applications for completeness and the need to address shot clock intervals, presumptive deadlines for action on grant of location applications. The process adopted must be feasible for the Town to implement.

The 2025 Draft Policy provides for the use of peer review under circumstances where peer review is deemed necessary.

The Town should confer with the utility pole owners, primarily the electric utility and Verizon, since they require attaching entities to enter into pole attachment license agreements which contain many requirements applicable to wireless attachments. Consulting with the pole owners will enable the Town to understand the relationship between and timing regarding a wireless party's obtaining the right to use a specific utility pole and its applying for a grant of location.

The Town should consider whether any restrictions applicable to underground areas should be broad, as currently drafted, or limited to designated underground utility districts established through the bylaw adoption process and related requirements pursuant to G. L.c.166, Sections 22A-22N.

Radiofrequency emissions are covered in the 2025 Draft Policy. Public comment may assist the Town in evaluating the 2025 Draft Policy provisions. It is recommended that these provisions be discussed. The 2025 Draft Policy covers demonstrations of compliance with FCC regulations at the application stage, immediately after commencement of operation and on an annual basis.

The 2025 Draft Policy uses the FCC's presumptively reasonable non-recurring and recurring annual fees. This approach is necessary in the absence of cost of service studies to support the adoption of fees which are higher than the FCC's presumptively reasonable levels.

A sample license agreement has been drafted if the Town needs to license the use of municipal infrastructure in the public ways (including municipally-owned poles, such as streetlight poles) for wireless attachments. The FCC and the federal courts have required that access to municipal infrastructure of this type be afforded.

The Town will need to adopt a grant of location application form and instructions to accompany the revised Policy that plans to implement. Use of a checklist is recommended.



## **Triboard Meeting**

### **Select Board - Finance Committee – School Committee**

Monday, December 2, 2024 7:00 PM

Memorial Hall, Memorial Hall Library

2 North Main Street, Andover, MA 01810

#### **I. Call to Order – 7:05 P.M.**

Select Board Chair, Laura Gregory called the Select Board to order at 7:00 PM  
Members in attendance: Vice Chair, Alex Vispoli, Clerk Ellen Townson, and  
Members Kevin Coffey and Melissa Danisch.

Others in Attendance, Town Manager Andrew Flanagan, Deputy Town  
Manager, Mike Lindstrom, Deputy Town Manager and Town Clerk Austin  
Simko, and Town Counsel Doug Heim.

School Committee: Chair, Lauren Conoscenti called the School Committee to  
order. Members in attendance Emily DiCesaro, Shauna Murray, Lauren  
Diffenbach, and Sandis Wright. Others in attendance Dr. Magda Parvey, and  
Assistant Superintendent Keith Taverna.

Finance Committee: Chair Paula Colby Clements called the Finance Committee  
to order. Members in attendance: Yican Cao, Brian Major, Paul Murphy,  
Emran Baqui, and William Haskell.

The Town Manager introduced new members in attendance including Fire Chief  
Kyle Murphy, Chief Innovation Officer for Town and Schools Ryan Knowles,  
Business Services Manager Sarah Carroll, and Carlos Jaquez who will take over  
as Director of Public Works and will take over in January for Chris Cronin who is  
retiring. Joe Connelly has returned as Director of Recreation and one of the  
leading voices in the Commonwealth on recreation.

#### **II. [Presentation by the Town Manager](#)**

Town Manager presented the Recommended Capital Improvement Program and  
preliminary overview of FY2026 Budget.

The presentation provides a review of the CIP which has a number that relates to  
how they built it. The FY-2026 Preliminary Budget Assumptions and the  
FY-20-30 Capital Improvement Program and some concepts around the Capital  
Stabilization Funds as well as Preliminary Tax projections and Long-range  
Financial Plans which was initially released in August of 2016.

Overview of the Budget Model

Three primary sources of revenue: Property Taxes, New Growth Estimate, State Aid (Chapter 70 Funding) General Government Aid and Chapter 90 funds. Local Receipts revenue resources include Motor Vehicle excise tax, building permits, and local option taxes adopted by the community over a decade ago, (food tax and lodging tax).

Town and School Operating Budgets increases have fixed increases with some minor deviations.

Other Funds:

Restricted Funds – can only be used for certain things. i.e. ARPA funds are part of the American Rescue Plan also known as the Covid Rescue Plan. Andover's allocation is just under \$1M. and we are obligated by the end of this month and spent by the end of the next calendar year.

Opioid Settlement Funds - The Town joined a Class Action Lawsuit against opioid manufacturers and received a settlement to fund various public and health initiatives.

Gas Funds used through June and initial Discretionary Funds from the 2018 National Grid Gas Disaster. Funds were used for a series of repairs for all the roads that were opened up. In addition, we funded some of the back-to-business events, physical improvements that support businesses and the bond premium Stabilization fund.

Reserve Funds are used for unexpected events and counts as part of the reserve balance.

Free Cash is the Fund Balance in terms of the certified balance and recommendations for use.

#### FY 2026 Preliminary Budget Assumptions

Explanation by the Town Manager on Non-exempt Debt or Debt Service for Pension Obligation Bond (50% within and outside the levy (over \$11M). Health Insurance paid for by the Town for employees and retirees and in compliance with MGL Chapter 32B. Employees pay towards the fund that has to be bargained. Plan design sometimes have to be bargained.

State Assessments – Not appropriated expense but something you have to pay under State controls.

Solid Waste is a major cost center within the budget and represents a decent portion of the tax bill and are in the process of negotiating a new contract.

**OPEB Liability** – Unfunded liability associated with retiree health insurance.

They have an annual funding plan is aggressive in funding and comparable to comparable communities.

The Retirement Fund has stabilized with a small portion remaining unfunded. Pay as you go capital that is paid for with cash.

**Preliminary Budget Assumptions for FY26**

Proposed Budget of \$234M. The largest source of revenue is property taxes that is just under the prior year levy limit. The 2.5% increase allowed under Prop 2.5. Their new t for new growth. The projection is just under \$1.9M and reflects a 10-year average that has been adjusted to offset

**New growth** projections about \$1.9M and reflects a 10-year average that has been adjusted to offset some years where it was an anomaly.

**State Aid** – conservative of a 1.2% increase

Chapter 70 funding unrestricted general government aid and local receipts. There are 24 different categories of local receipts including pilots in lieu of taxes such as the agreement with Philips Academy.

**Free Cash Articles** Book as a revenue and appropriates as an expense and always the same amount. This year's increase is significant. \$1.8 M over last year. The Free Cash Balance is about the same as last year. Our local receipts have been certified without too much change.

Other Revenues: Ambulance billing revenues (3 ambulances)  
Recreation revenues – Programming Fees  
Revenues that offset the operating budget.

Expenditures:

Town Departments: Expenses are 2.75 % higher for the Town but lower for the School Department which is a result of offsets.

The Debt Service is specific to debt inclusion. The largest amount is due to the West El/Shaw/ Building Project and smaller amounts for the Bancroft/School and a residual amount for the Public Safety Center and Wood Hill Middle School.

Pension Obligation Bond, Retirement

The Town has been able to fund several major building projects within the tax levy without having to seek a debt exclusion override including the Municipal Services facility, Ballardvale Fire Station and Renovation and expansion of the Senior Center.

The Parks and Playground Program was launched to coincide with the implementation of the target.

They have appropriated \$6,075,000 for the establishment of the Town Sidewalk Program since FY-2017 and \$335,500,000 has been invested in water infrastructure and \$11,894 in the Water Treatment Plant.

Alex Vispoli asked when they can expect to receive the funds for the sale of Old Town Yard. The Town Manager said they expect to receive the funds in Fiscal 2026.

Their plan provides for sound debt management and that is the number one underlying theme for why they are making the change to be presented to the Boards.

The Town Manager explained the Debt Schedule noting that they were able to plan it a little differently using less as a percentage of the budget and are recommending a change in planning for sound management. The 5.72% is not working anymore.

The new approach to funding the CIP includes several modifications to ensure a balanced sustainable program moving forward. The Revenue and Expenditure Chart was explained by the Town Manager; he is recommending 7.5% of the Town and School Budgets.

The Town Manager explained the status of the Free Cash appropriation

Kevin Coffey asked where the expense for non-exempt debt service is located? The Town Manager said it is in the capital budget; projections for new non-exempt and new non-exempt, and pay as you go – non exempt at \$9,000,000 Non-exempt debt service for FY 26 is about \$97M. They been pretty fixed on non-exempt debt.

CIP- Capital Improvement Projects; the Town Manager provided a history of the 5.72% target from CIP projects.

They are committed to updating School Playgrounds, Pickleball Courts and funding almost \$47M of Water improvements since 2017.

**Debt Schedule** The presentation included a review of the debt schedule which provides for sound management.

The Town Manager is recommending a 7.5% of the Town and School Operating for the CIP.

Integrate into the Long-Range Plan (New approach)  
Important asset to building a CIP that is sustainable  
Below 7.5% in the out years.

Utilization of other funds: using a split funding approach for Free Cash and maintain commitment to the target.

Recreation Revolving Funds: After school care has been very successful with a robust program. Best practice is to use revenues to invest in capital that supports the program. They are proposing the bath house at Pomp's Pond be renovated through revolving fund and recreations funds and Rec facilities in the CIP accomplished by the new approach.

Capital Carry Forward: A reauthorization/repurpose with Town Meeting approval to 'tweak' the cost to clean up capital balances.

The New approach to Financing the CIP. (Article 7) last year they asked Town Meeting to broaden the uses for the capital from recreation.

The total of \$23,539,722. Total FY-26 Capital Improvement Program.  
(See chart for list)

Within **General Fund Revenue** (see chart slide)

CDP1- \$42,340      Launch a program to control invasive plants  
                                 Restoration of Mary French boardwalk

Public Works -small      Shorter useful live of 5-10 years  
Pomp/s Pond\$20,000  
Shawsheen River

Facility I      Town Projects/Building      Preventative maintenance  
Facility II      Mechanicals  
Facility IV

School 1      Facility I  
School 2      Building specific includes DMS upgrades  
                         Sanborn School  
                         WMS floor refinishing

Free Cash is a combination of recurring requests or larger projects that are important to move forward.

Projects from Free cash include:

- Sidewalk Program
- Hazardous Tree Removal
- Flooding in Shawsheen Area

- IT 1. Staff Refresh
- IT 2 Student Refresh
- IT3 Infrastructure (Cyber Security)

\$205,000 for Police Vehicle Replacement

Public Safety I Safety System to allow dispatch to communicate with all personnel across the community and a high priority for the Town

Fire 2 Portable radios for the Fire Department.  
(last portion that will outfit 25% the remaining \$)

Article 6 Flip funding concept

Overview of Free Cash Numbers have been consistent the past 4 years

General Fund Borrowing Large more expensive vehicles- annual allocation

Minor storm requests of \$200,000 annually

Elm Square Safety Improvements: currently budgeting at \$600,000 Next step is to look at the physical. infrastructure and evaluate if changes have to be made.

Park Property: Removing home and build opening to the road with a parking lot. Phase I will be looking at the fields, design and collecting public input and design

Nason's Landing Moving forward on this project

Pomps Pond Bathhouse design \$250,000. Rec and General Fund

Shawsheen Access Improvements \$15,000

Structural Improvements of the Gazebo

Facilities 6: \$1.585M Split funding source

Carpet and painting for public buildings including some roof replacements

\$50,000 for redesign of HVAC in MHL

Major School. \$600,000 – Lovely Field design and to consider split funding approach.

Design for a playground at Sanborn and \$220,000 for replacement of furnace.

Turf Improvements at Wood Hill Middle School and AHS.

Building I – will transfer Shawsheen to the Town through Special Acts. Allowed use will have to be municipal and they are considering running some recreation programs out of that location. They are also doing a market valuation of the building.

Special dedicated Funds: Road Maintenance Chapter 70. \$2,041,194.

Water & Sewer Enterprise fund: has seen a major investment over the past few years allowing for the updating the replacement schedule for unlined gas mains. Funding capital: Water and Sewer Enterprise Funds.

Presentation included a CIP Summary Table including the Town & School Operating Budget, General Fund Revenue, and a variance for the out-years.

S& P Borrowing – Andover was reaffirmed as a Triple A rating and acknowledged three different metrics which is good, and 7% of overall budget for debt service is assumed to be manageable for future years.

Capital Stabilization Concepts: The Town Manager has reviewed a number of different towns who have set this up. To do it, the funding source should be one of recurring debts. It would be helpful to hear if these concepts make sense and if the Town wants to proceed. This has been one of the goals of the Select Board.

Funds would have to be approved by Town Meeting.

Interest would go back into the fund where it was obtained and go back into the fund. Allocating recurring revenues from Town Yard to the fund.

Preliminary Tax Bill: the increase voted tonight is less than what was set at this ago: Next year's projected tax bill 4.59% increase 3.5% to General Budget, and the last borrowing associated with West Elementary. They will have contingency funds and should be a positive to the tax bill. Industrial and Commercial grew higher than residential factor.

They are fairly close to a favorable amount of what was projected this year.

As the levy goes up the amount of the residential tax bill goes up. Healthy growth in residential values. Most of the burden has been shifted to the residential taxpayers which can be changed. They expect that the results of West El Debt Issuance amount to be less than projected.

Property Tax Simulation: factors impact projecting the tax bill explained by the Town Manager.

Long-range Financial Plan – changes with implementations.  
Revenue Assumptions.

Assumptions: They will begin to see a deficit in 2029-2030.

Long Range Plan – Bridging the Gap.

We have challenging work to update the plan. Next steps: immediate steps

Feb 7<sup>th</sup> Release Recommended Budget

March 8 Department Presentations – (Saturday)

School Dept Budget

Looking at 2027 and beyond

Proposing doing a series of things (see chart). In-depth review, new growth and what has the most impact to the bottom line, what changes in assumptions have the most risk and what is the right amount of work. Workshop process. then regroup and do an aggregated review with the goal of launching a long range updated plan in September 2025.

Alex Vispoli asked where are temporary speed devices in budget?  
They are being funded by a Federal Grant.

**III. Adjourn 8:54 PM**

Alex Vispoli moved to adjourn the Triboard Meeting of December 2, 2024.  
Motion seconded by Melissa Danisch and voted 5-0 to adjourn.

On a motion by Emily DiCesaro and seconded by Lauren Diffenbach, the Andover School Committee voted 5-0 to adjourn.

On a motion by Paula Colby Clements and seconded by Brian Major, the Finance Committee voted unanimously to adjourn.

*Respectfully submitted,  
Dee DeLorenzo, Recording Secretary*



## Select Board Meeting

Monday, December 16 2024

Select Board Meeting Room, Town Offices

36 Bartlet Street, Andover, MA 01810

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### I. Call to Order

Select Board Chair Laura Gregory called the Select Board Meeting to order at 7:00 PM in the Select Board Meeting Room in Town Offices.

Members in attendance: Vice Chair Alex Vispoli, Clerk Ellen Townson, and members Kevin Coffey and Melissa Danisch.

Others in attendance: Town Manager Andrew Flanagan, Deputy Town Manager Mike Lindstrom, Deputy Town Manager & Town Clerk, Austin Simko, Deputy Town Manager & Town Clerk, Austin Simko, and Town Counsel Doug Heim.

### A. Opening Ceremonies

#### Moment of Silence/Pledge of Allegiance

The meeting began with a Moment of Silence followed by the Pledge of Allegiance.

### B. Town Manager Report

Updates: The Town Manager expressed his thanks to everyone who helped pull together Andover Holiday Happenings.

TBA Architects has been selected by the Permanent Town Building Dept to provide a design for Andover High School. The School Committee is holding a virtual joint meeting of the Building Committee and School Committee at 5:00 PM on Wednesday, December 18, 2024 to introduce the architects.

They are moving forward with the construction of the new Ballardvale Parking Lot funded at Town Meeting which will have two accessible parking spots including an electric vehicle charging station plus other spots which are part of a more coordinated effort to improve the Ballardvale Playground area including accessibility improvements for the playground and resurfacing of the basketball court. The improvements in large part will be grant funded.

On December 7<sup>th</sup> the Town multi-year project addressing river flooding around the Shawsheen River was highlighted by the Essex County Green Belt House Open Space Conference and funded by the MBP Program initiated in 2019. Thank you to Joyce Losick-Yang and Ben Meade from Conservation for all of their work.

Thank you to Mark Comeiro for the Wreaths Across of America this weekend. It was a huge turnout of volunteers.

The Select Board agenda looks different as the majority of positions will be approved by the Town Manager without Select Board approval.

A summary of the Town Manager staff appointments will look different as a result of the Home Rule Petition that was passed at Town Meeting based on the recommendation of the Town Governance Study Committee as it relates to appointments. The Board will confirm or approve certain positions to be appointed by the Town Manager, but the majority of the positions will be directly appointed by the Town Manager without Board approval.

### Appointments

The Deputy Director of Facilities has been filled by Eric Akalski who will come on board in January. This was a 6 to 7 month process with 25 to 30 interviews. The Town Manager has appointed Carlos Jacquez as the new Director of Public Works to replace Chris Cronin who is retiring next week.

Mr. Flanagan announced receipt of a \$35,000 grant in conjunction with Haverhill, Amesbury, Merrimack, and North Andover for the purchase of two drones that will be used in aid incidents. He recognized Police Chief Keefe who just finished his 3<sup>rd</sup> year as President of NEMLAC which is made up of 68 communities and three sheriff's offices, both Essex County, Middlesex County and Suffolk County.

The Town Manager reported on the Merrimack River Access Project noting that 85% of the project is complete and will be finalized in the Spring. Thank you to the Department of Public Works and the Engineering Department for their oversight of this project.

Town Counsel Doug Heim reminded everyone that the Warrant closes on January 17<sup>th</sup> and that he will be available to help residents with their Private Warrant Article(s). An ADU has been put together and at some point, the Planning Board will have their official hearing. Atty. Heim was also able to spend time with the Ballardvale Historic Commission to help them find the methodology in how they address minor violations i.e. enforcement of bylaws.

Mike Lindstrom reported that construction of the Merrimack River Project is almost complete, and they expect it to be finalized during this construction season. The access has its own curb cut on River Road that will get you straight down to the river.

Selectman Coffey continues to receive messages from people who are concerned with the rate of speed on several Andover roads. There is a need to get everyone on the same baseline level of understanding what is out there. He expects this topic to continue to come up.

Melissa Danisch reported that she attended the Wreaths Across America Ceremony at Spring Grove Cemetery which was very moving with more people in attendance than before. Veteran's Director Mark Comeiro did a great job. The Farmer's Market and Holiday Happenings were also well attended.

On behalf of the Board, Laura Gregory thanked the Town Manager and his team for the work they did in coordinating Holiday Happenings.

## II. Communications/Announcements/Liaison Reports - none

## III. Public Comment

Kristen Wise, 8 Inwood Lane, spoke about the CIP which seems to have significant gaps in revenues. The School Committee also spoke about their revenue gaps and difficulties with their budget at their last meeting. Ms. Wise asked when we can expect to see the revenues from the Town Yard Project and the TIF for Minuteman Road that was agreed to a Town Meeting in 2023.

Austin Simko said the next step in the process is the closing of the land from Minco and they are waiting on the MBTA for the closing and build out that will take at least 2.5 years to complete. The Town Manager said that the 2015 Town Meeting approved the Municipal Services Mitigation Fund giving us the opportunity to take property tax revenue from that site and pay that capital. There are three recurring revenue streams: the actual sale of the property, building permit fees, and the property tax. Alex Vispoli said the expansion of Proctor and Gamble/Gillette should be a big infusion of revenue.

## IV. Regular Business

### A. Rare Road Foundation

Board to consider voting to approve a donation of \$25,000 from the Rare Road Foundation for the purchase of accessible equipment for the Ballardvale Playground.

Julie Armitage and her husband are the founding families of the Rare Road Foundation to create awareness and promote opportunities for kids with disabilities and medical diseases for accessibility to the Ballardvale Playground and how to improve playgrounds to make more connections and accessible and more fun. They have been working with Jemma Lambert on how to raise funds. Mrs. Armitage presented the Town Manager with the donation of \$25,000.

Alex Vispoli moved to accept the donation of \$25,000 from the Rare Road Foundation to purchase of accessible equipment for Ballardvale Playground. Motion seconded by Melissa Danisch and voted 4-0 to approve.

### B. Solid Waste Collection and Disposal

At the last Select Board Meeting the Town Manager provided in-depth information on the Solid Waste Collection and Disposal contract and what a successor agreement would look like for the implementation of automated pickup. The recommendation of the Town Manager and the Department of Public Works is to contract with Republic Services who has served the Town for almost 30 years. They have worked with Republic Services on a new contract and also looked at other vendors.

The Town Manager would like to sign a new contract with Republic Services and maintain the same conditions with the increase for automated pickup (no impact on current services). Every resident would be provided a toter for trash and one for recycling. Residents will have the option to purchase additional toters. The pickup would be automated. Andover has a high level of service for free bulky pickup and leaf pickup and know that Republic has the capacity to handle the needs of Andover. There are two costs; solid waste and recycling collection which the Town Manager explained.

Republic has not bid on a manual contract in 15 years. The presentation included a chart on the costs for the next five years and the estimated disposal costs. Republic Services continues to contribute \$7,500 annually towards the cost of the trash recycling guide. The Board discussed the service contract with Republic for Solid Waste Collection and Disposal.

Melissa Danisch moved that the Board authorize the Town Manager to sign a contract for up to 5 years for the purposes of Solid Waste Collection and Disposal. With Republic. Motion seconded by Ellen Townson and voted 5-0 to approve.

C. [Capital Improvement Program FY2026-2030 \(2<sup>nd</sup> reading\)](#)

Select Board to vote to approve the FY-2026 Capital Improvement Program presented by the Town Manager who provided an overview of the FY2026-FY-2030 CIP and a new approach to financing the CIP.

New approach to financing the CIP

Changing the source of funding the “target” from a percentage of overall revenue to a percentage of the Town and School Budget.

The Plan is balanced over time.

Utilization of other Funds: Free Cash and Recreation Revolving Funds

Introduction of Capital carryforward.

The total CIP for FY2026 is \$23,539,722 and includes General Fund Revenue in the amount of \$2.5M; 85% of these funds is for maintenance of town and school buildings.

~General Fund Borrowing in the amount of \$4,830,000 covers a host of Town Projects, i.e. Town and School Facility Maintenance, Town Vehicles, Use of Free Cash, Special Dedicated Funds, Water and Sewer Enterprise Funds. School 1 is maintenance by building

Appropriations over the last several years have been fairly consistent and Investment Income higher than what they estimated. The Free Cash Balance is \$3,856,000 and includes a list of items (see presentation above).

General Fund Borrowing of \$4,830,000 includes DPW projects and Town facilities including parks, playgrounds, and major town projects.

Special Dedicated Revenue is Chapter 90 funding from the State for sidewalks.

Water & Sewer Enterprise Funds in the amount of \$10,300,000. They have made a lot of progress over the years, including water distribution and plant improvements.

The presentation included a CIP Summary Table for Town and School for FY-26 through FY-30 (5-year plan) and was explained by the Town Manager. The Plan is supplemented by revenues from Free Cash, Recreation Revolving Fund, School Department Operating Budget, and unexpended capital balances. The summary reflects the Debt Issuance from November 2024.

The presentation was followed by questions and discussion from the Select Board and the Town Manager. The CIP applies to all Town and School assets by providing funding in the Operating Budget to protect its capital investments and minimize future replacement

costs. In addition, the presentation also included a Policy Summary which is updated annually. Overall capital spending should be between 4-6% of the General Fund Budget.

Evaluation of Capital Projects is intended to show Andover’s process for financing capital. Annually, the Town strives to appropriate 2-3% of the annual general budget net of debt and capital projects. Andover is exactly where it should be relative to the funding process.

Melissa Danisch moved to approve and accept the Town Manager’s the CIP Program for FY2026-2030. Motion seconded by Ellen Townson and voted 4-1 to approve.

**D. ARPA Update and Final Plan**

Board to receive an update on ARPA funding and to consider voting to accept final recommendation for allocation of funds. The remaining funds are about \$217,000.

The Select Board approved the initial plan on February 22, 2022 and March 3, 2022.

The Town Manager provided an overview of the ARPA Plan allocation of \$10,867 approved in 2022. The Board re-allocated \$725,000 and \$200,000 to Pedestrian Improvements for a total of \$925,000. The presentation included a list of the plan to date including category, total budget, total spent, and balances and total spending of \$217,288 and a recommendation to use this amount to offset the cost of purchasing trash and recycling bins for Town residents.

Alex Vispoli moved to approve and accept the use of ARPA funds as presented. Motion seconded by Melissa Danisch and voted 5-0 to approve.

**E. Select Board Policy Review**

Board to review and consider voting on changes and/or additions to the Select Board Policy Manual. Policies to be reviewed include the Code of Conduct (4<sup>th</sup> Reading).

Alex Vispoli moved to accept the changes and additions as outlined by Town Counsel. Motion seconded by Melissa Danisch and voted 5-0 to approve with the Amendment.

**V. Consent Agenda**

**A. Appointments by the Town Manager**

Board to vote that the following appointments by the Town Manager be approved.

Alex Vispoli moved that the appointments by the Town Manager be approved by the Board. Motion seconded by Melissa Danisch and voted 5-0 to approve.

<b>Department</b>	<b>Name</b>	<b>Position</b>		
Administration & Finance	Clicia Garcia <i>(Jennifer Callahan)</i>	Office Assistant	\$61,467/year	12/30/2024
Dept of Public Works	Carlos Jaquez <i>(Christopher Cronin)</i>	Director of Public Works	\$162,000/year	12/30/2024
Facilities Dept	Eric Akalski	Director of Facilities	\$128,500/year	01/06/2025
Memorial Hall Library	Kaleigh Rogato	Library Aide	\$15.00/hour	01/02/2025

**VI. Approval of Minutes**

On a motion by Melissa Danisch and seconded by Alex Vispoli, the Select voted 5-0 to approve the minutes of November 25, 2024 and December 2, 2024 as printed.

**VII. Executive Session**

The Chair, Laura Gregory, declared that the Board will hopefully vote to go into Executive Session for two different purposes. option 6 to discuss the purchase, exchange, lease or value of real property and I declare discussing in open session might have a detrimental effect on the negotiation position of the Town.

Alex Vispoli moved that the Board vote to go into Executive Session for confidential communication with Town Counsel and pursuant to option 6 to discuss the purchase, exchange, lease or value of real property, for the Chair to declare that an open session may have a detrimental effect on the negotiating position of the Town, and Purpose 7 to comply with, or act under the authority of, any general or special law or federal grant-in-aid requirements (The Open Meeting Law) to vote to approve and release or not release Executive Session Minutes of November 25, 2024; and not to return to Open Session. Motion seconded by Melissa Danisch. Roll call: Melissa Danisch-Y, Ellen Townson-Y, Kevin Coffey-Y, Alex Vispoli-Y, and Laura Gregory-Y. Motion passes 5-0.

**VIII. Adjourn**

At 9:23 PM on a motion by Alex Vispoli and seconded by Melissa Danisch the Select Board voted 5-0 to adjourn the Regular Meeting of December 16, 2024 to move to Executive Session not to return to Open Session.

Respectfully submitted,  
Dee DeLorenzo, Recorder



# TOWN OF ANDOVER

Accounting  
36 Bartlet Street  
Andover, MA 01810  
978-623-8920  
[www.andoverma.gov](http://www.andoverma.gov)

Hayley Green  
Town Accountant/ Assistant  
Chief Financial Officer

To: Select Board  
Finance Committee  
School Committee

From: Hayley Green, Town Accountant/Assistant Chief Financial Officer

CC: Andrew Flanagan, Michael Lindstrom, Austin Simko, Patrick Lawlor, Magda Parvey,  
Keith Taverna, Martha Sybert, Tara Bicknell, Town Website

Date: January 2, 2024

Re: ***FY 2025 Financials***

The attached reports summarize the Town's financial position through October 31, 2024.  
Included are the following:

- Executive Summary
- Budgeted versus Actual Revenues – General Fund and Enterprise Funds
- Revenue Comparison Graphs
- Personal Services and Other Expenditures by Department
- Reserve Account and Compensation Fund Analysis
- Chapter 44 § 53 E ½ Revolving Funds
- Capital Projects status – FY19 – FY25

Feel free to contact me, should you have any questions regarding the reports.

The attached reports of the Town Accountant summarize FY 2025 revenues and expenditures for the General Fund, Enterprise Funds, Reserve Fund, Revolving Funds and Capital Projects through October 31, 2024.

**General Fund**

The total general fund receipts of all sources collected through October 31, 2024 are in greater than the annual projections through the first quarter of the year. FY 2025 local receipts are \$397,771 greater than FY 2024 collections through the same period of time. This is primarily due to the increase in motor vehicle excise taxes and licenses and permits, offset by investment income. Off-set receipts collections are \$181,244 greater than FY2024 collections through the same period of time.

General fund personal services and other expenses are in line with FY 2025 projections through October 2024. Encumbrances are adjusted throughout the year.

**Water Enterprise Fund**

The total water enterprise fund collections are greater than the annual projections through October 2024. The user charges receipts are \$1,082,562 more than FY25 through the same period due to increased rates and consumption during a dryer summer. Water personal services are greater than and other expenses are in line with FY 2025 projections through October 2024.

**Sewer Enterprise Fund**

The total sewer enterprise fund collections are consistent with projections through October 2024 and user charges receipts are \$277,312 more than prior year receipts through the same period. Sewer personal services are in line with, and other expenses are greater than the FY 2025 projections through October 2024.

**Reserve Fund**

Town Meetings approved a reserve fund balance of \$321,323. This money has not been used through October 2024.

**Revolving Accounts**

Town Meeting voted to approve 17 revolving funds with a total spending limit of \$3,305,000.

**Capital Projects**

These projects are part of the Town's capital improvement plan voted at Town Meeting from taxation. There is a balance of \$3,961,185 available for the most recent seven years of approved projects.

**Town of Andover**  
**FY 2025 General Fund Year-To-Date Revenue Report**  
**Budgeted vs. Actuals 10/31/2024 and 10/31/2023**

	FY 25 Budgeted Receipts	FY 25 YTD Revenues	% Collected	FY 24 Budgeted Receipts	FY 24 YTD Revenues	% Collected	Change in Budgets	Change in YTD Receipts
<b>Local Receipts</b>								
Motor Vehicle Excise	5,822,660	884,637	15.2%	5,708,009	579,727	10.2%	114,651	304,910
Hotel/Motel/Meals	1,869,326	887,485	47.5%	1,841,700	924,042	50.2%	27,626	(36,558)
Penalties and Interest on Taxes and Excises	480,000	192,289	40.1%	405,000	227,734	56.2%	75,000	(35,445)
Fees	61,000	8,505	13.9%	38,000	7,483	19.7%	23,000	1,023
Payments in Lieu of Taxes	479,150	-	0.0%	467,463	-	0.0%	11,687	-
Other Departmental Revenues	260,000	56,045	21.6%	234,586	48,702	20.8%	25,414	7,344
Other Departmental Revenues - School Medicare	200,000	156,484	78.2%	275,000	96,748	35.2%	(75,000)	59,736
Non-Recurring Revenues	-	-	N/A	-	400	N/A	-	(400)
Licenses and Permits	2,453,921	1,124,939	45.8%	2,401,315	715,768	29.8%	52,606	409,170
Fines & Forfeits	132,500	36,964	27.9%	132,500	51,807	39.1%	-	(14,843)
Investment Income	222,552	1,710,383	768.5%	275,794	2,007,463	727.9%	(53,242)	(297,080)
Special Assessments	-	-	N/A	-	87	N/A	-	(87)
<b>Total Estimated Receipts</b>	<b>11,981,109</b>	<b>5,057,731</b>	<b>42.2%</b>	<b>11,779,367</b>	<b>4,659,961</b>	<b>39.6%</b>	<b>201,742</b>	<b>397,771</b>

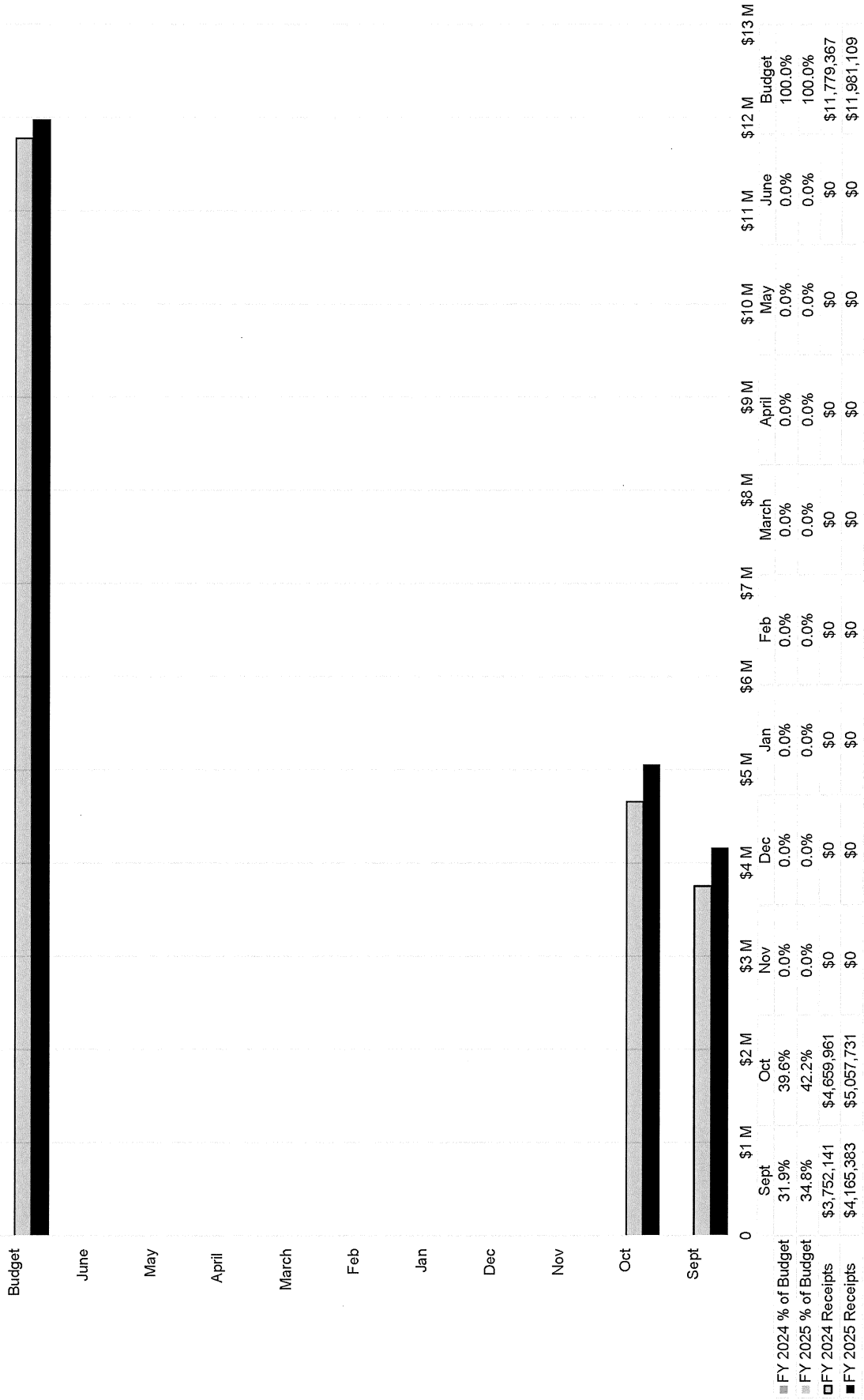
	FY 25 Budgeted Receipts	FY 25 YTD Revenues	% Collected	FY 24 Budgeted Receipts	FY 24 YTD Revenues	% Collected	Change in Budgets	Change in YTD Receipts
<b>Off-Set Receipts</b>								
Recreation	498,531	96,089	19.3%	556,531	69,918	12.6%	(58,000)	26,170
Elder Services	120,000	42,938	35.8%	106,000	40,112	37.8%	14,000	2,826
Public Facilities - Rental Receipts	105,000	34,218	32.6%	60,000	41,735	69.6%	45,000	(7,516)
Cemetery - Interment Fees	76,000	21,414	28.2%	60,000	14,683	24.5%	16,000	6,731
Public Safety - Police Detail Fees	55,000	23,177	42.1%	70,000	19,254	27.5%	(15,000)	3,923
Public Safety / Fire - Ambulance Receipts	1,768,000	730,982	41.3%	1,750,000	581,872	33.2%	18,000	149,110
<b>Total Off-Set Receipts</b>	<b>2,622,531</b>	<b>948,817</b>	<b>36.2%</b>	<b>2,602,531</b>	<b>767,573</b>	<b>29.5%</b>	<b>20,000</b>	<b>181,244</b>

	FY 25 Budgeted Receipts	FY 25 YTD Revenues	% Collected	FY 24 Budgeted Receipts	FY 24 YTD Revenues	% Collected	Change in Budgets	Change in YTD Receipts
<b>Other Revenues</b>								
Property Taxes (inc. Tax Titles)	191,784,798	86,404,030	45.1%	182,687,607	82,991,606	45.4%	9,097,191	3,412,423
State Aid	17,181,262	5,725,913	33.3%	16,716,855	5,628,893	33.7%	464,407	97,020
<b>Total Other Revenues</b>	<b>208,966,060</b>	<b>92,129,943</b>	<b>44.1%</b>	<b>199,404,462</b>	<b>88,620,499</b>	<b>44.4%</b>	<b>9,561,598</b>	<b>3,509,444</b>
<b>Total Revenues</b>	<b>223,569,700</b>	<b>98,136,492</b>	<b>43.9%</b>	<b>213,786,360</b>	<b>94,048,033</b>	<b>44.0%</b>	<b>9,783,340</b>	<b>4,088,459</b>

**Town of Andover**  
**FY 2025 Enterprise Funds Year-To-Date Revenue Report**  
**Budgeted vs. Actuals 10/31/2024 and 10/31/2023**

<b>Water Fund</b>	<b>FY 25 Budgeted Receipts</b>	<b>FY 25 YTD Revenues</b>	<b>% Collected</b>	<b>FY 24 Budgeted Receipts</b>	<b>FY 24 YTD Revenues</b>	<b>% Collected</b>	<b>Change in Budgets</b>	<b>Change in YTD Receipts</b>
User Charges	12,638,405	5,051,534	40.0%	12,777,571	3,968,972	31.1%	(139,166)	1,082,562
Water Connection	15,000	6,290	41.9%	5,000	2,516	50.3%	10,000	3,774
Water Testing Fees	22,000	3,175	14.4%	5,000	14,385	287.7%	17,000	(11,210)
Meter Installations	9,000	2,925	32.5%	10,000	3,300	33.0%	(1,000)	(375)
Fire Flow Test	6,000	4,273	71.2%	5,000	3,000	60.0%	1,000	1,273
Special/Final Reads	25,000	7,038	28.2%	15,000	6,474	43.2%	10,000	563
Backflow/Cross Connection Fees	95,000	31,052	32.7%	80,000	5,145	6.4%	15,000	25,907
Water Tap	-	600	N/A	-	-	N/A	-	600
Liens	80,000	3,111	3.9%	70,000	4,437	6.3%	10,000	(1,326)
Fire Services	290,000	154,784	53.4%	250,000	71,793	28.7%	40,000	82,991
Interest /Misc Revenue	-	178	N/A	-	837	N/A	-	(659)
Non-Revenue Interest	26,445	6,866	26.0%	26,445	2,296	8.7%	-	4,570
<b>Total Water Receipts</b>	<b>13,206,850</b>	<b>5,271,827</b>	<b>39.9%</b>	<b>13,244,016</b>	<b>4,083,156</b>	<b>30.8%</b>	<b>(37,166)</b>	<b>1,188,671</b>
<b>Sewer Fund</b>	<b>FY 25 Budgeted Receipts</b>	<b>FY 25 YTD Revenues</b>	<b>% Collected</b>	<b>FY 24 Budgeted Receipts</b>	<b>FY 24 YTD Revenues</b>	<b>% Collected</b>	<b>Change in Budgets</b>	<b>Change in YTD Receipts</b>
User Charges	5,061,671	1,834,625	36.2%	5,354,484	1,557,313	29.1%	(292,813)	277,312
Committed Interest/Income	80,000	922	1.2%	130,000	2,418	1.9%	(50,000)	(1,496)
Liens	65,000	2,772	4.3%	50,000	2,220	4.4%	15,000	552
Apport Assmnts	300,000	12,864	4.3%	400,000	39,120	9.8%	(100,000)	(26,255)
Interest /Misc Revenue	-	203	N/A	-	400	N/A	-	(197)
Non-Revenue Interest	20,000	19,152	95.8%	25,000	21,434.87	85.7%	(5,000)	(2,283)
<b>Total Sewer Receipts</b>	<b>5,526,671</b>	<b>1,870,539</b>	<b>33.8%</b>	<b>5,959,484</b>	<b>1,622,906</b>	<b>27.2%</b>	<b>(432,813)</b>	<b>247,633</b>
<b>Total Enterprise Revenues</b>	<b>18,733,521</b>	<b>7,142,366</b>	<b>38.1%</b>	<b>19,203,500</b>	<b>5,706,062</b>	<b>29.71%</b>	<b>(469,979)</b>	<b>1,436,304</b>

# Town of Andover Local Receipts FY 2025 and FY 2024



**Town of Andover**  
**FY 2025 Year-To-Date Budget Report**  
**Personal Services and Other Expenditures thru 10/31/2024**

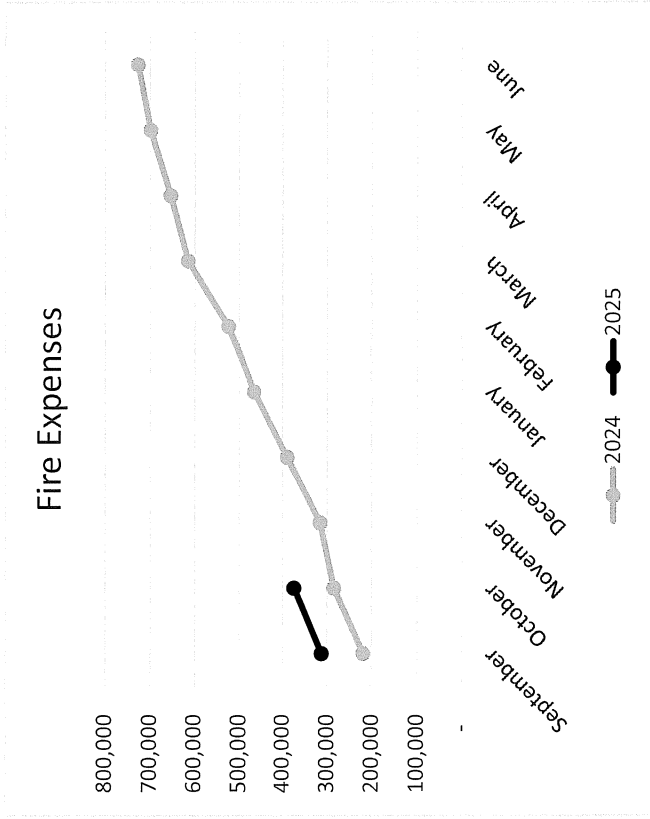
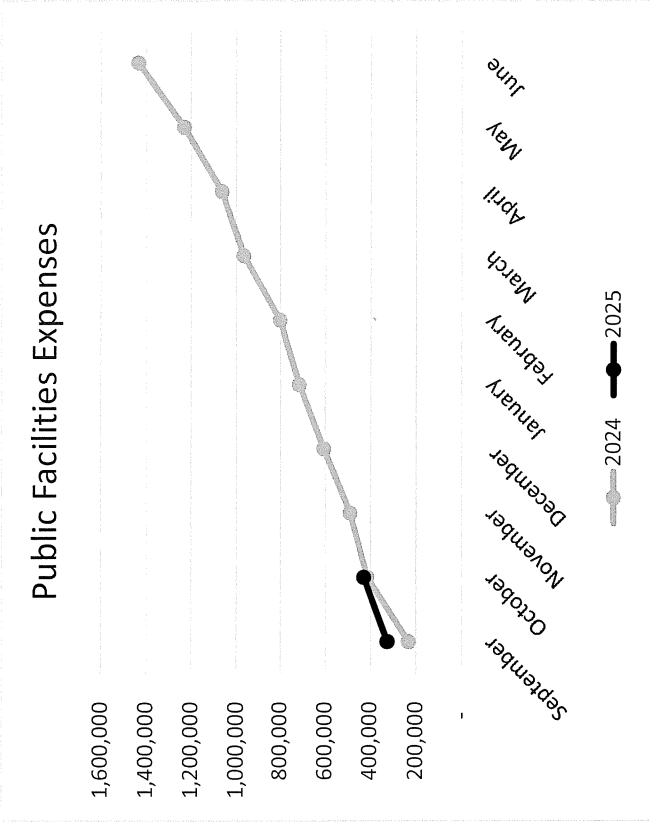
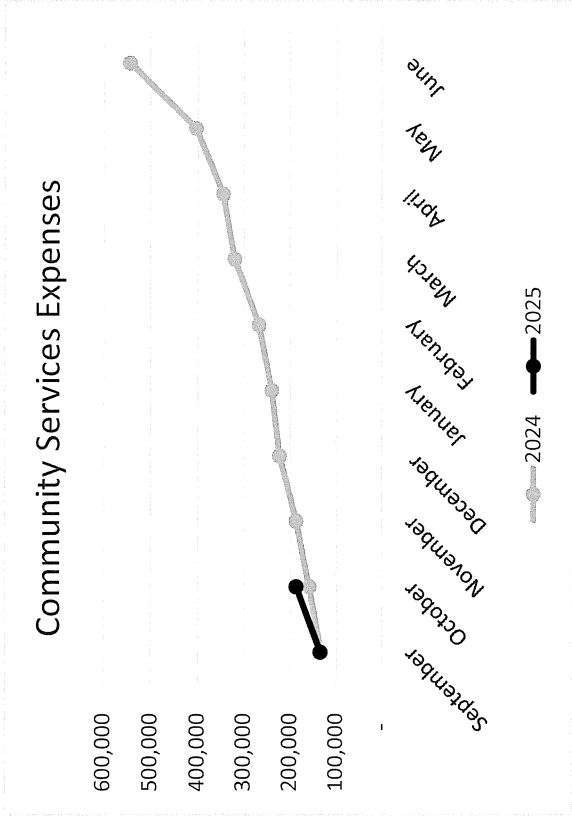
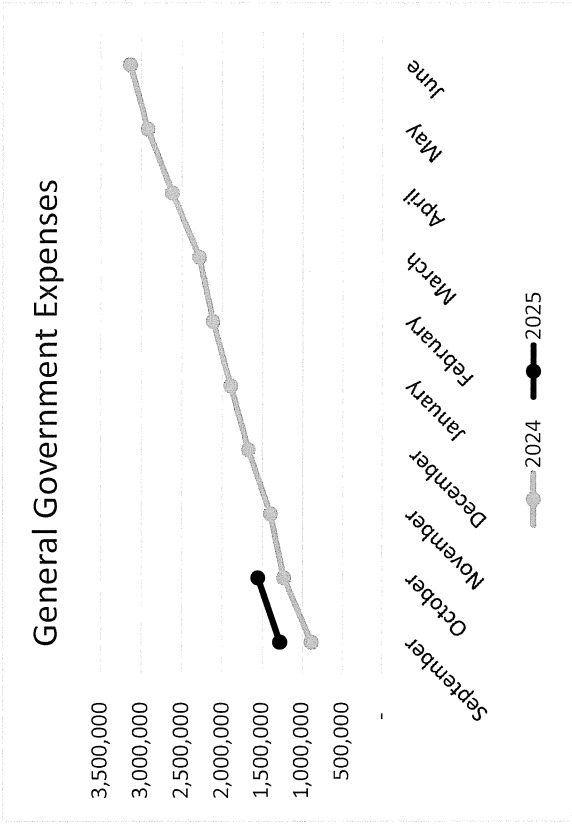
Personal Services	Original Appropriation	Transfers/ Adjustments	Revised Budget	YTD Expended	Encumbrances	Available Balance	% Expended & Encumbered
General Government	8,523,760	-	8,523,760	2,588,657	-	5,935,103	30.4%
Community Services	1,811,840	-	1,811,840	696,424	-	1,115,416	38.4%
Public Facilities	2,826,220	-	2,826,220	911,420	-	1,914,800	32.2%
Public Safety - Fire	9,644,286	-	9,644,286	3,249,549	-	6,394,737	33.7%
Public Safety - Police	8,856,002	-	8,856,002	2,987,011	-	5,868,991	33.7%
Public Works	3,809,170	-	3,809,170	1,261,194	-	2,547,976	33.1%
Library	2,414,256	-	2,414,256	770,230	-	1,644,026	31.9%
Solid Waste	80,362	-	80,362	24,666	-	55,696	30.7%
School	82,640,530	-	82,640,530	18,703,672	61,042,949	2,893,909	22.6%
<b>Total Personal Services - General Fund</b>	<b>120,606,426</b>	<b>-</b>	<b>120,606,426</b>	<b>31,192,823</b>	<b>61,042,949</b>	<b>28,370,655</b>	<b>25.9%</b>

Water Enterprise	2,339,562	-	2,339,562	775,443	-	1,564,119	33.1%
Sewer Enterprise	388,877	-	388,877	123,176	-	265,701	31.7%
<b>Total Personal Services - Enterprise Funds</b>	<b>2,728,439</b>	<b>-</b>	<b>2,728,439</b>	<b>898,619</b>	<b>-</b>	<b>1,829,820</b>	<b>32.9%</b>

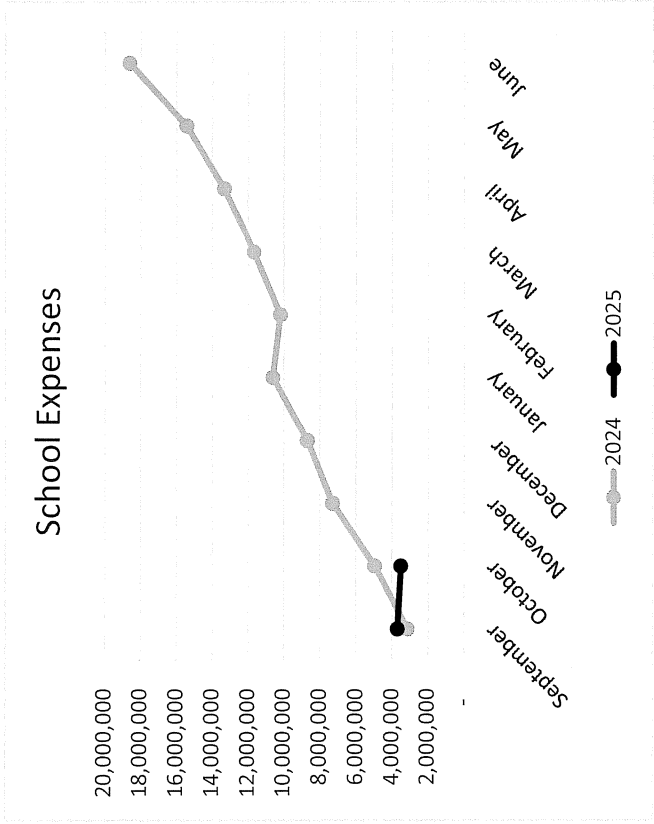
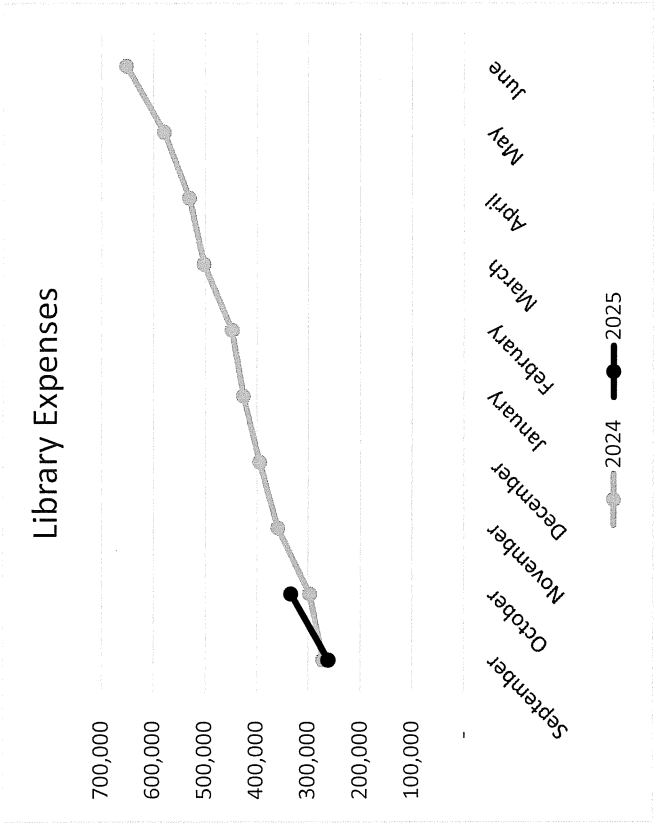
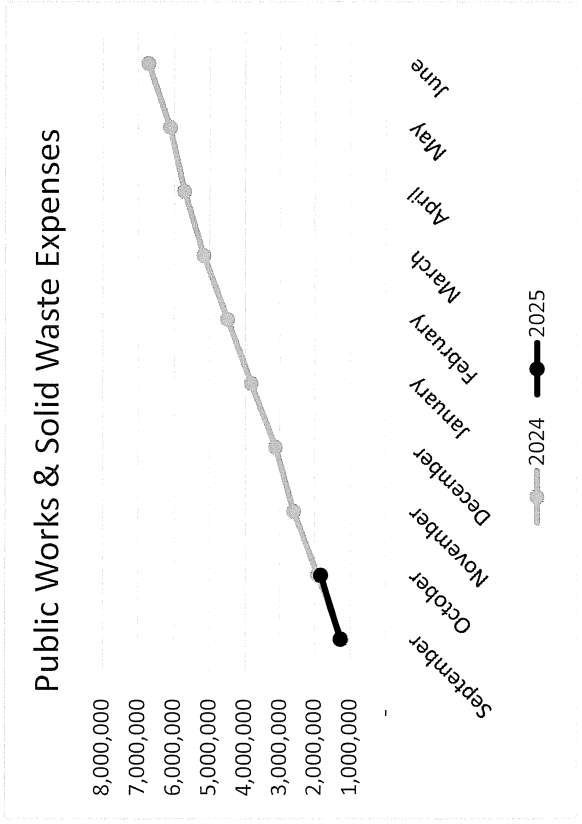
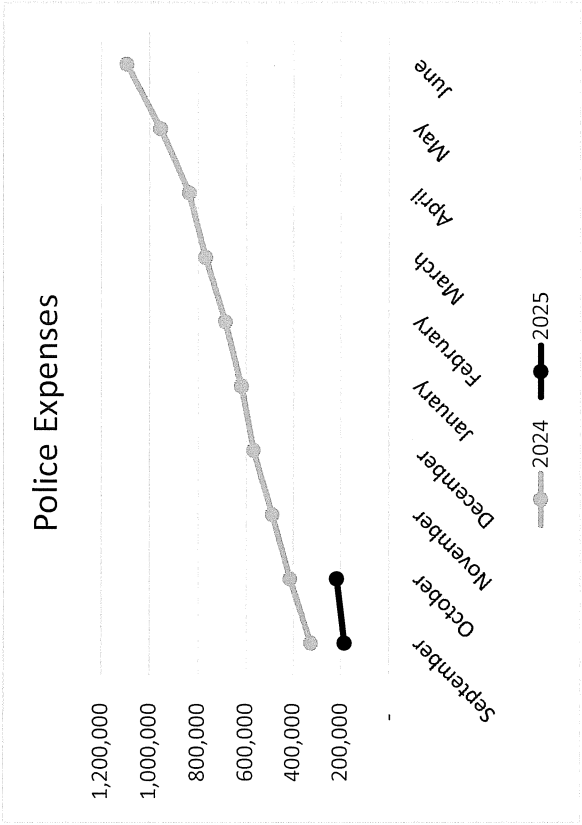
Other Expenses	Original Appropriation	Transfers/ Adjustments	Revised Budget	YTD Expended	Encumbrances	Available Balance	% Expended
General Government	2,905,279	489,513	3,394,792	1,547,838	667,415	1,179,538	45.6%
Community Services	649,000	147,046	796,046	185,686	204,335	406,025	23.3%
Public Facilities	1,461,400	90,759	1,552,159	427,217	663,101	461,841	27.5%
Public Safety - Fire	691,504	180,335	871,839	373,052	195,873	302,913	42.8%
Public Safety - Police	1,002,800	49,149	1,051,949	215,083	452,486	384,381	20.4%
Public Works	2,589,879	511,137	3,101,016	722,082	843,050	1,535,884	23.3%
Library	683,085	1,600	684,685	332,582	258,745	93,358	48.6%
Solid Waste	4,059,770	-	4,059,770	1,084,636	28,206	2,946,928	26.7%
School	20,120,891	1,295,333	21,416,224	3,475,274	14,386,066	3,554,884	16.2%
Technical Schools	1,351,587	-	1,351,587	283,920	-	215,908	21.0%
Debt Service	27,952,429	-	27,952,429	13,712,983	-	14,239,446	49.1%
Insurance	1,549,284	9,086	1,558,370	1,270,921	30,913	256,536	81.6%
Health Insurance	25,135,936	-	25,135,936	4,688,430	-	20,447,506	18.7%
Unemployment	172,303	5,084	177,387	74,803	13,748	88,836	42.2%
Retirement	7,481,089	-	7,481,089	7,481,086	-	3	100.0%
Reserve Fund	200,000	121,323	321,323	-	-	321,323	0.0%
OPEB Appropriation	1,874,364	-	1,874,364	-	-	1,874,364	0.0%
<b>Total Other Expenses - General Fund</b>	<b>99,880,600</b>	<b>2,900,364</b>	<b>102,780,964</b>	<b>35,875,592</b>	<b>18,595,698</b>	<b>48,309,674</b>	<b>53.0%</b>

Water Enterprise	10,567,288	381,183	10,948,471.09	3,109,496	1,947,722	5,891,253	28.4%
Sewer Enterprise	5,112,039	931,538	6,043,577.23	2,548,729	1,743,866	1,750,983	42.2%
<b>Total Other Expenses - Enterprise Funds</b>	<b>15,679,327</b>	<b>1,312,721</b>	<b>16,992,048</b>	<b>5,658,225</b>	<b>3,691,588</b>	<b>7,642,236</b>	<b>55.0%</b>

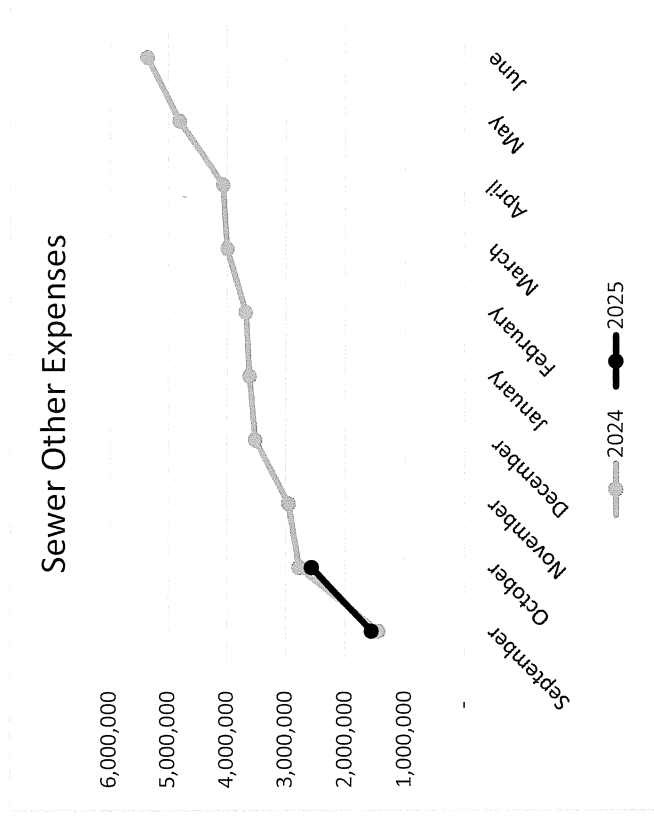
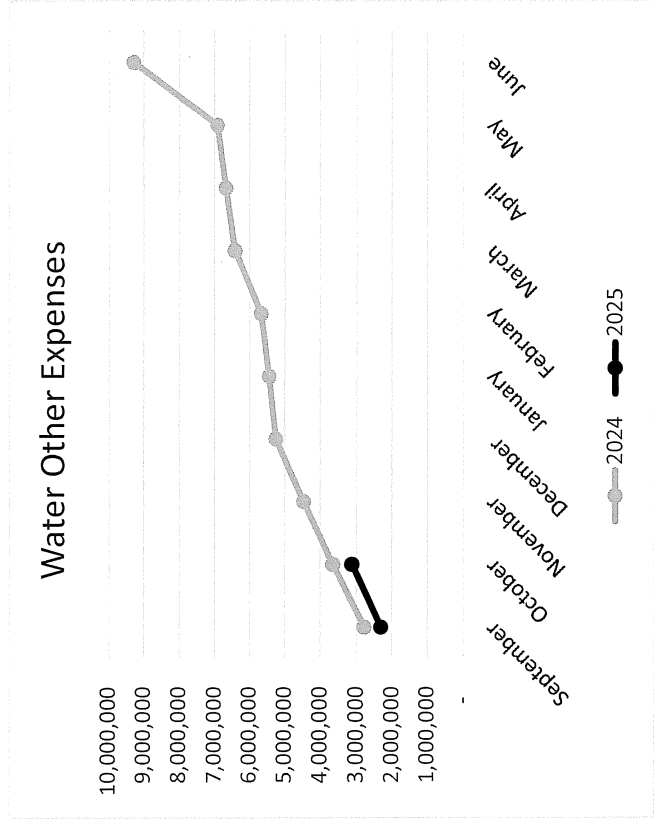
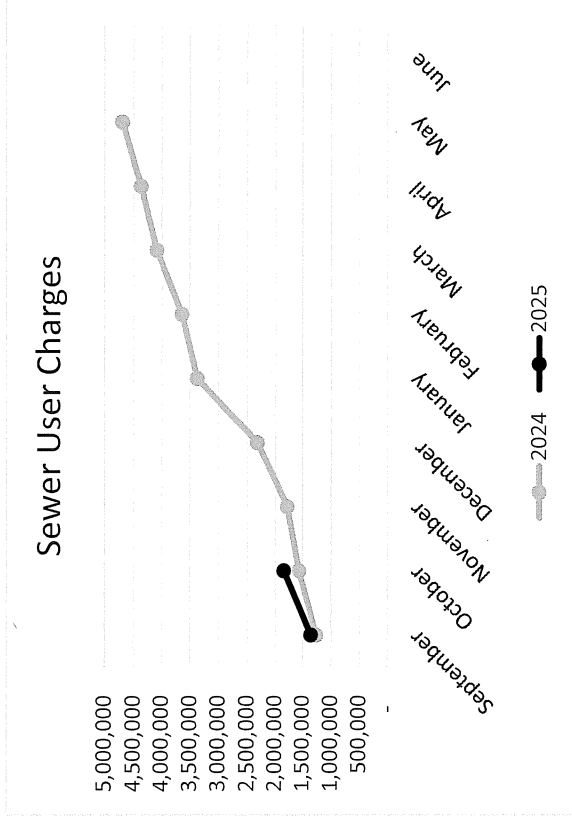
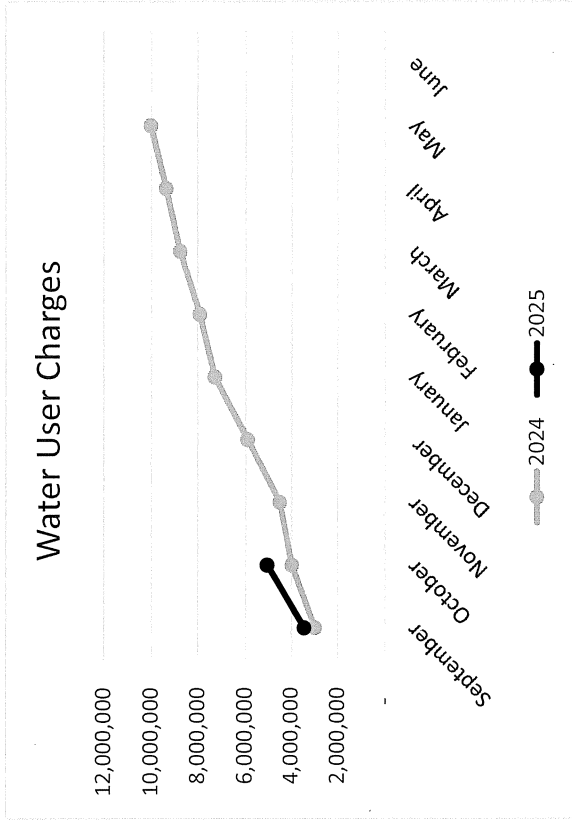
<b>Total - General Fund</b>	<b>220,487,026</b>	<b>2,900,364</b>	<b>223,387,390</b>	<b>67,068,415</b>	<b>79,638,646</b>	<b>76,680,329</b>	<b>65.7%</b>
<b>Total - Enterprise Funds</b>	<b>18,407,766</b>	<b>1,312,721</b>	<b>19,720,487</b>	<b>6,556,844</b>	<b>3,691,588</b>	<b>9,472,055</b>	<b>52.0%</b>



\*Expenses vary from year to year due to timing and departmental needs, but can still be on budget.



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**Town of Andover**  
**FY 2025 Revolving Accounts**  
**(M.G.L. CH. 44, § 53 E1/2)**  
**As of 10/31/24**

	CD & P Legal Notices	Library Lost/Damaged Materials	CD & P Health Services Clinics	Recreation Special Services	Youth Services	Facilities Field Maintenance	Elder Services	Police Antenna Uses	School Photocopy Fees	Facilities Compost Program	DPW Solid Waste Fees	CD & P Stormwater Management	Fire Emergency Billing	Health Services Inspections	School Professional Development	Student Technology Rentals	Public Space Rentals
	Acct 5550	Acct 5631	Acct 5557	Acct 5552	Acct 5553	Acct 5622	Acct 5554	Acct 5653	Acct 4510	Acct 5666	Acct 5667	Acct 5668	Acct 5669	Acct 5670	Acct 4500	Acct 4260	Acct 5546
Balance thru 6/30/2023	34,517	18,887	53,076	1,430,203	435,076	224,211	179,548.09	58,892	50,598	34,197	83,617.47	0	681	176,476	3,184	51,854	N/A
Receipts thru 6/30/2024	28,058	3,378	64,730	1,974,285	391,724	87,788	167,133.22	5,319	3,034	32,967	22,473	0	0	56,660	0	35,750	N/A
Expenditures thru 6/30/2024	28,412	1,797	3,637	1,713,458	186,942	156,636	116,437.17	0	0	45,423	38,696	0	0	25,473	0	20,390	0
Balance thru 6/30/2024	34,163	20,468	114,169	1,691,031	639,859	155,362	230,244	64,211	53,632	21,741	67,395	0	681	207,663	3,184	67,214	0
Receipts thru 10/31/2024	6,565	1,060	1,229	812,532	139,863	28,430	56,275.40	0	751	4,473	10,870	0	0	3,470	0	15,600	0
Expenditures thru 10/31/2024	6,933	82	23,957	679,630	124,269	24,840	26,840.83	0	0	11,337	5,270	0	0	0	0	38,130	0
Balance thru 10/31/2024	33,794	21,447	91,441	1,823,932	655,453	158,952	259,678.71	64,211	54,383	14,877	72,994	0	681	211,133	3,184	44,684	0
Spending Authorization	\$35,000	\$20,000	\$60,000	\$1,750,000	\$400,000	\$150,000	\$225,000	\$50,000	\$10,000	\$80,000	\$40,000	\$5,000	\$100,000	\$100,000	\$50,000	\$200,000	\$50,000
Y-T-D % Spent	19.81%	0.41%	39.93%	38.84%	31.07%	16.56%	11.93%	0.00%	0.00%	18.89%	13.18%	0.00%	0.00%	0.00%	0.00%	19.07%	0.00%

**Town of Andover  
Capital Projects  
10/31/2024**

	<u>FY19</u>	<u>FY20</u>	<u>FY21</u>	<u>FY22</u>	<u>FY23</u>	<u>FY24</u>	<u>FY25</u>	<u>Total Available</u>	
Budget	1,040,000	1,011,600	1,150,000	1,185,000	1,271,500	1,338,000	1,210,000		
Expended	1,040,000	1,011,600	1,137,442	1,174,644	964,439	642,399	159,722		
Encumbered	-	-	2,324	10,356	93,174	168,164	48,041		
<b>Total School</b>	Available	-	-	10,234	-	213,887	527,437	1,002,236	1,753,794
Budget	487,000	1,069,098	902,108	137,000	150,000	95,000	60,000		
Expended	458,690	938,462	870,711	131,283	86,977	16,303	25,000		
Encumbered	3,517	7,675	31,398	130	3,900	32,584	-		
<b>Total General Government</b>	Available	24,793	122,960	-	5,587	59,123	46,113	35,000	293,577
Budget	-	10,000	50,000	-	-	-	-		
Expended	-	10,000	47,920	-	-	-	-		
Encumbered	-	-	-	-	-	-	-		
<b>Total Library</b>	Available	-	-	2,080	-	-	-	-	2,080
Budget	946,000	1,303,000	468,000	1,180,000	1,165,000	1,130,000	1,209,000		
Expended	943,486	1,303,000	428,531	1,133,786	971,134	594,538	94,195		
Encumbered	2,514	-	4,913	45,838	89,666	157,297	93,637		
<b>Total Facilities</b>	Available	-	-	34,556	376	104,200	378,165	1,021,169	1,538,465
Budget	250,077	195,000	195,000	255,000	-	40,000	65,000		
Expended	250,077	195,000	195,000	254,948	-	34,257	-		
Encumbered	-	-	-	52	-	-	-		
<b>Total Police</b>	Available	-	-	-	-	-	5,743	65,000	70,743
Budget	214,000	-	96,000	88,000	-	185,000	-		
Expended	213,990	-	96,000	77,383	-	-	-		
Encumbered	-	-	-	10,617	-	-	-		
<b>Total Fire</b>	Available	10	-	-	-	-	185,000	-	185,010
Budget	328,000	400,000	-	165,000	170,000	102,000	80,000		
Expended	328,000	399,119	-	145,000	63,393	-	-		
Encumbered	-	-	-	-	86,607	64,975	40,390		
<b>Total DPW</b>	Available	-	881	-	20,000	20,000	37,026	39,610	117,516
Budget	2,225,077	2,977,098	1,711,108	1,825,000	1,485,000	1,552,000	1,414,000		
Expended	2,194,242	2,845,581	1,638,162	1,742,401	1,121,505	645,098	119,195		
Encumbered	6,031	7,675	36,311	56,637	180,173	254,855	134,027		
<b>Total Town</b>	Available	24,804	123,841	36,636	25,963	183,323	652,046	1,160,779	2,207,391
Budget	3,265,077	3,988,698	2,861,108	3,010,000	2,756,500	2,890,000	2,624,000		
Expended	3,234,242	3,857,181	2,775,604	2,917,044	2,085,944	1,287,497	278,917		
Encumbered	6,031	7,675	38,634	66,993	273,347	423,020	182,068		
<b>Grand Total</b>	Available	24,804	123,841	46,870	25,963	397,209	1,179,483	2,163,015	3,961,185