

September 15, 2005

## PILOT Action Plan

### I: Legal Issues:

- a) Are PILOT's legal in MA:
  - Research State Bylaws/Federal Laws/Municipal Laws
  - Precedents of other communities: Worcester, Newton, Cambridge, Boston...
  - What is the opinion of Town Counsel regarding PILOT's
  - What is the opinion of the Attorney General regarding PILOT's
- b) Is it legal to target only Social Service Agencies for a PILOT program? Can just one non-profit type, especially those dealing with social services, be singled out?
  - Research State Bylaws/Federal Laws/Municipal Laws
  - Precedents: What PILOT programs exist in other communities? What is the Worcester experience, Newton, Boston, Cambridge...?
  - Research case law.
  - What is the opinion of Town Counsel
  - What is the opinion of the Attorney General
- c) What is the dollar value of PILOT programs?
  - On a monetary basis, how much do PILOT programs contribute?
  - Is there a maximum we can ask for?
  - Is the actual property tax a max?
  - Consult Town Counsel, Attorney General, *Assessor, CFO of Framingham*
  - Note that PILOT payments are historically below true tax payments.
    - Will a PILOT program be worth it for our community?
    - See Worcester PILOT document
    - Are there alternatives?
    - Can hosting communities be compensated by the State?
- d) Can we encourage leasing instead of ownership? Can we encourage establishment of for-profit holding company for real estate used for non-profits?
- e) What are the incentives for Social Service Agencies to cooperate?
- f) What is the attitude of State and Federal agencies that fund Social Service Agencies?
  - Are they willing to fund PILOT payments?
  - Is it legal to use Federal/State grant monies for PILOT payments?
  - Do Social Service Agencies have other resources to use to pay PILOT payments?
  - Will "overhead rate" cover PILOT payments? Will they include PILOT payments into "Overhead Rates"?
- g) What are the legal costs to the town when they oppose a SSA?

### Resources:

- MA bylaws online

- Speak to AG office,
- Individual communities such as, Boston, Cambridge, Newton, Worcester, etc.
- Speak to Town Counsel, Chris Petrini report to selectman: ask for elaboration and case law information
- Check Precedents and Case law, which are written judicial decisions as opposed to legislative laws
- State Reps and Senators
- Consider other States. For example Connecticut.
- State Departments: human services, DPH, [MA Municipal Organization](#), other granting organizations

## **II: Background information about Social Service Agencies:**

- a) Create a comprehensive list of social service organizations/contractors in Framingham, based on our definition. How many total Social Service Agencies, programs and facilities are there in Framingham?
  - Who are the Social Service Agencies in Framingham?
  - What individual programs do these organizations run?
  - What are the actual facilities being used for these programs?
  - What buildings are owned by Social Service Agencies? What is the tax status?
  - What buildings are being rented by Social Service Agencies?
  - What are the programs/facilities planned for Framingham?
- b) Can the Assessors office, the Town Manager, the Planning Department create a list of agencies, facilities and programs in Framingham?
- c) Determine the total value of all property owned or rented by SSA's, how much of that is taxed and how much is not taxed. Determine the dollar amount of property tax not being collected at this time by the town from such agencies.
- d) Do Social Service Agencies file DBA forms in Clerk's office?
- e) Create a questionnaire for the Social Service Agencies:
  - Ask for a full listing of all facilities and programs
  - Ask other relevant information from this section
  - Include a request that our committee be kept informed of any subsequent purchases or rental of property, changes in buildings being used, additional facilities or programs.
  - All information could be cross checked.
- f) What transitional housing do we have in Framingham? Is it counted as a 40B subsidized unit?
- g) What is our 40B stock?

### **Resources:**

- Assessors office, [Tax exempt property list](#), [FY03 property list](#), State 40B list
- Town Manager, Town Clerk, Assessor, Planning Department

- Ask the SS's for their complete listings and to complete questionnaire
- websites of social service agencies
- Research Internet/Google
- DSS/DPH/DYS/DMR other grant giving organizations
- [Research 2000 census](#)
- [www.laurielee.org](http://www.laurielee.org)
- Census bureau reports by SIC
- [Commerce.guidestar.org](http://Commerce.guidestar.org) : list of SSA's
- [MA municipal Organization](#), [State Secretary office](#)
- [Department of Transitional assistance](#)

### III. Tangible costs associated with Social Services to Framingham:

#### a) Property Values

- 1) Important: Use normalized data. The only complete data set is the FY03 Property evaluations and the 2000 census(discuss research standards)
- 2) How are property values effected by Social Service Agencies?
  - Properties adjacent to SSA's
  - Properties neighboring SSA's
  - Properties Town wide
  - What is the effect on immediate abutters to SSA's?
- 3) What are the changes in real estate values in Framingham compared to other towns in our region?
- 4) How have property values changed in Framingham over time (10 years or more) relative to growth of Social Service Agencies? Is there a relationship?

#### Resources:

- Real-Estate agents
- Bank/mortgage appraisers
- [Warren Group in Lexington](#)
- University of Wisconsin Study (N. Sanchez)
- Steve Krueger Study
- [FTP](#)
- Assessor
- [FY03 property valuations](#)
- [2000 census](#)
- <http://www.guidestar.org/using/nonprofits.jsp>

#### b) Income

- 1) Important: Use normalized data. The only complete data set is the 2000 census(discuss research standards)
- 2) What is the distribution of income levels in Framingham?
  - What is the width of income spread?

- Is this spread related to SSA's?
  - Is this spread related to property values?
  - How has this distribution changed over time?
  - Do SSA's contribute to the widening of the width of the income distribution and cause disparity among communities that host them and those that don't?
- 3) Is there any relationship between social services in a community and income?
  - 4) What is the impact on our Moody's ranking and our median income?
  - 5) Has the expansion of social service agencies in Framingham over time altered our demographics, income distribution and needs assessment for affordable housing?
  - 6)

**Resources:**

- [2000 census](#)
- [HUD data](#)
- Steve Krueger Income Study
- [FTPA](#)
- <http://www.guidestar.org/using/nonprofits.jsp>

**c) School costs**

- 1) What is the cost of educating students from Social Service Programs?
  - How many children from Social Service programs or facilities are in the Framingham public school system?
  - How many of the above students come from other communities to take part in a SSA's program?
  - Who pays for the out of town students in SSA facilities or programs and for how long?
  - When does a child become a resident of Framingham?
  - What % of social service students are in Special Education?
  - What % of social service students are in special schools funded by Framingham?
  - What is the average cost of educating a child in Framingham?
  - What are the costs of SPED programs?
  - What is the cost of special schools?
  - How have these numbers changed over time, for example 5- 10 years
- 2) What special programs are run for social service students?
  - What are the costs for these programs?
  - What are the costs for bus, meals, sports, school fee?
  - What other fees are incurred?
- 3) What do chapter 70 funds cover?
- 4) What is the reverse effect/mitigating factor? How many students from Framingham leave our system and go to other communities for SS's and use their schools? Who pays for their schooling?

5) Statistical Analysis of data pertaining to children in Social Service Facilities or Programs

- What is the impact of Fetal Alcohol Syndrome and other drug-abuse related impairments on school costs?

**Resources:**

- School Committee
- School superintendent and school department
- Keefe Tech Vocational School
- Framingham Alternative High
- Special private schools such as School for the Deaf
- State Contacts, Reps, Senators or Agencies: [DOE](#)
- Social Service Agencies

*Note: Aggregate data which protects privacy should be available to us*

**d) Public Safety: Fire, Police, Ambulance**

**1) Ambulance Costs**

- How much does ambulance service cost the town of Framingham?
- Can this be broken down to per use?
- How many ambulance calls go out to social service agencies or clients?
- Who pays for these calls?
- What is the mechanism of our contract negotiations with ambulance providers? Do we pay a higher or lower rate for high volume use? Is there a credit scale?
- Do we have high volume use?

**2) Police**

**i) Calls police respond to: general questions. Per year, for how many years?**

- What are the total number of calls the department responds to?
- What % or number of these calls are related to social services and clients?
- What % or number of these are not related to social services and clients?
- What % or number of these calls come from apartment complexes?
- What % or number of these calls come from single family homes?
- What % or number of these calls come from 2,3 and 4 family homes?
- What % or number of these calls come from FSC?

- What are the costs associated with police calls inclusive of all overhead and subsequent costs?
- Are there varying rates for such calls? What is the total and individual costs for these calls?
- What is the breakdown of reimbursements from the agencies for these calls? Are these more than or less than the actual costs?
- How much time do officers spend in court on social service related issues? What does that cost the department? Who pays?
- What would be the call rate if there were no social service agencies in Framingham?
- Is there a rate of false alarms or false 911 calls made by social service agencies or responding to SSA's and their clients?
- What is the cost of false alarms and who pays for them?
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ii) **Calls: Specific**

- What is the total number of calls police receive and/or respond to from all social service agency properties, facilities and programs?
- How much do these calls cost, individually and collectively?
- How many cars do we have overall in the department?
- How many cars typically respond to police calls?
- How many units or officers respond?
- Do more cars or officers respond when a call is from a social service facility, program, address or client versus other calls from the community?
- Is there a policy for responding to social service addresses, multi family homes and apartments that differs from other types of housing?
- What is the breakdown of reimbursements from the agencies for these calls?
- Do these fees paid cover all aspects of the cost of the calls or do they "over-pay" i.e. pay more than the actual costs ?
- How many calls are made for clients of agencies who are not necessarily at the above addresses?
- How many calls are made as a result of either an agency facility, program or client, including warrants?
- How many calls are made to the department that are not from social service facilities, programs and clients?
- Can we determine what % of these calls would have happened anyway?

- Can we determine how many Framingham residents are utilizing these services temporarily and require police response?
  - Can we determine prior addresses of those who are utilizing these services and require police response?
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  - iii) **Out of town use**
    - What % of social service related calls are due to people utilizing agencies from out of town?
    - Does the police department know of other town or city police departments that bring people to Framingham social services?
    - What is the breakdown of reimbursements from the agencies for these calls?
  - iv) **Sex offenders: Can Police help identify costs**
    - Is there a link between sex offenders and social service agencies? If so, what are the general costs associated including registration fees ?
    - What are the costs of monitoring sex offenders?
    - How many sex offenders utilize SSA's?
    - How many sex offenders are there in Framingham? Is this a stable number?
    - Can we determine if sex offenders come from other towns to utilize Framingham's social services?
    - Can we track the potential flow from Hyannis to Framingham due to shelter rule changes in Hyannis? [Click for article](#)
    - Is there a benefit to having sex offenders staying in shelters because they make them register?
    - Is there a monetary effect, positive or negative, of sex offenders using social service facilities?
  - v) **Special Programs**
    - DMH and Framingham Police in collaboration with Advocates: cost vs. benefits. Genesis and need for this program.
    - Is this grant funded
    - Is there specialized training
    - What are the number of referrals for this program?
    - Do social service facilities require more of these calls than other parts of the community?
- 3) **Fire**
- i) **Calls fire department respond to: general questions. Per year, for how many years?**
    - What are the total number of calls the department responds to?

- What % or number of these calls are related to social services and clients?
- What % or number of these are not related to social services and clients?
- What % or number of these calls come from apartment complexes?
- What % or number of these calls come from single family homes?
- What % or number of these calls come from 2,3 and 4 family homes?
- What % or number of these calls come from FSC?
- What are the costs associated with fire calls inclusive of all overhead and subsequent costs?
- Are there varying rates for such calls? What is the total and individual costs for these calls?
- What is the breakdown of reimbursements from the agencies for these calls? Are these more than or less than the actual costs?
- What would be the call rate if there were no social service agencies in Framingham?
- What is the rate of false alarms made by social service agencies or responding to SSA's and their clients?
- What is the cost of false alarms and who pays for them?
- How does this compare to other addresses of false alarms?

ii) **Calls: Specific**

- What is the total number of calls fire dept. receives and/or respond to from all social service agency properties, facilities and programs?
- How much do these calls cost, individually and collectively?
- How many fire engines and vehicles do we have overall in the department?
- How many engines and vehicles typically respond to police calls?
- How many units respond?
- How many men/women are in each unit?
- Do more units and firemen respond when a call is from a social service facility, program, address or client versus other calls from the community?
- Is there a policy for responding to social service addresses, multi family homes and apartments that differs from other types of housing?
- What is the breakdown of reimbursements from the agencies for these calls?

- Do these fees paid cover all aspects of the cost of the calls or do they “over-pay” i.e. pay more than the actual costs?
- How many calls are made for clients of agencies who are not necessarily at the above addresses?
- How many calls are made as a result of an agency facility, program or client?
- How many calls are made to the department that are not from social service facilities, programs and clients?
- Can we determine what % of these calls would have happened anyway?
- What % of social service related calls are due to people utilizing agencies from out of town?

Notes:

- What are the privacy issues and what details can we expect?
- We are interested in statistics and numbers, not names
- In general are the fees that agencies “pay” being collected?

**Resources:**

Town Manager

Ambulance company Police station reports

Social Service Agencies

Fire Chief and designees

Chief Steven Carl and designees

Officers who are responding, on the street

Framingham Police Report

Probation officers

NOAH shelter in Hyannis

State legislators, more for comparing to other towns

Fire/Police Chief other communities, more for comparing to other towns when have specific list. Find incentives, offer summary of information and our report, call State Legislators

Secretary of Public Safety: State crime statistics

Federal government statistics: DOJ, FBI, census: local crime statistics

Wellesley College: Depository for State documents

U.S. reps ( compose letter of introduction and ask for any ideas, info)

[Department of Transitional assistance](#)

e) **Additional Municipal Costs**

1) **DPW**

- Trash costs: DO agencies pay a fee for trash collection or have their trash picked up privately?
- If the town picks up the trash, what is the cost to the town?
- Water and Sewer rates: do non profits pay commercial or residential rate, or something else/

- Plowing: parking, sidewalks, driveways
- 2) **Planning and Economic Development**
- Is there a relationship between the PED and Social Service Agencies or programs in Framingham?
  - What are the interests of the PED with social services in Framingham?
  - What social service programs has the PED initiated and what programs are lined up for Framingham?
  - How much of the PED resources, employees and funds, are spent working with or facilitating SSA's or programs?
  - Does the PED have grant monies that it distributes to SSA's or programs?
  - Does the PED help SSA's with their own grants?
  - Does the PED help or coordinate low income or affordable housing for clients of SSA's or the agencies directly?
  - What is the relationship between the services the agencies provide and the 40B housing stock?
  - What role does the PED play in this relationship?
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- 3) **Building Inspector**
- How often are properties inspected?
  - What types of inspections are done?
  - How much time does building inspector spend on SSA facilities? What is the cost of employees?
  - Do SSA's pay an inspection fee?
  - Do we collect the fees paid?
- 4) **Board of Health**
- How often are properties inspected?
  - What types of inspections are done?
  - How much time does health inspector spend on SSA facilities? What is the cost for employees?
  - Do SSA's pay an inspection fee?
  - Do we collect the fees paid?
- 5) **FHA: Invite Bill Cassamento to meeting**
- What is the relationship between public housing, vouchers and social service agencies?
  - Does FHA set up a continuum of care for clients of SSA?
  - Are the disabled individuals in Framingham public housing coming out of SSA's facilities and programs?
  - What is the ratio of elderly use of public housing to disabled use of housing? Has this ratio changed?
  - Is FHA providing transitional housing for SSA?
  - How many people are on the waiting list for public housing from Framingham?

- Do SS clients use section 8 vouchers? How are they chosen? Does the State encourage the cooperative use of services and housing?
- How many vouchers are used in Framingham?

6) **Other**

7)

#### **IV. Tangible benefits associated with Social Services to Framingham:**

a) Availability of Experts:

- What services do the social service experts bring to Framingham?
- What savings does this provide the town? i.e. if we do not have to provide these services what is the dollar savings
- What would the town pay if social services were not here to provide these experts?
- How much property is actually taxed and what is the total amount? ( see Background)
- What is the opinion of Town Counsel regarding PILOT's ( see legal)
- What is the opinion of the Attorney General regarding PILOT's (see legal)

b) Misc

- Rehabilitation of buildings.
  - i) How many buildings in the past year?
  - ii) How many buildings in the past 5 - 10 years?
- After clients sober up, they enter the workforce and we have a source of labor
  - i) How many people from SSA programs re-enter the workforce in Framingham? Can we quantify the success rate? i.e. get a %
  - ii) How many parents that re-enter the workforce are able to get their children out of foster care? What is the % rate if this and what are the cost savings to DYS, the State and the community?
- What were the costs to the town in providing services to our residents before social service programs? Such as public safety costs
- How many alcohol related and domestic violence calls occurred before the wet shelter and how many after it opened.
- How many Framingham residents are employed by SSA's?
- How many SSA employees buy lunch and other goods in Framingham?

c) Intangibles

- What is the benefit to the community that people do not have to travel to other towns to get the services provided by SSA'S?
- We need to go through the programs and determine what the service and benefit is
- If Framingham did not have SSA's what would be the social cost to the town to provide for its residents?

- What is the impact on residents, schools and teens in having the Domestic Violence and date rape program? What is the impact of early education?

**Resources:**

- Studies of benefits and costs to communities of SSA's
- FSC sociology department
- Annual reports of social service agencies