



DPW Ad-Hoc Committee

DPW
Ad
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tee

Information Session
September 2004





Agenda for Tonight

DPW Ad Hoc Com mittee

- Background on DPW Committee
- Background on various departments
- Financial benefits?
- Example DPW structure
- Why create a DPW?
- What other communities have a DPW?
- What issues will a DPW address?
- What value does a DPW Director bring?
- What is the DPW Board?
- How do we protect the enterprise fund?
- Summary



**DPW
Ad
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mittee**

Background Information on the DPW Committee



Committee Formed in Early 2003

DPW
Ad
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mittee

- Formed by BOS
- Purpose: Evaluate formation of a DPW
 - Combine Highway, Water, Cemetery, and Tree Warden
- Goal: To understand and address Town concerns regarding DPW formation prior to ballot vote for final approval.



Diverse Membership of Town Officials and Citizens

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- Robert Markel, Town Administrator
- Butch Vito, Highway Dept Superintendent
- John Olivieri, Water Commissioner
- Ed Melanson, Chairperson
- Tim Walsh
- Harvey Nasuti
- Gregg Linde
- Ellen Friedman
- Larry Kennedy, Ex-Water Commissioner
- Rob Garrity, Former member



Ad-Hoc Focus Since Voter Approval in May 2003

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- Committee met about once a week formally
 - Data collection and interviews with Highway and Water Depts.
- Reviewed Bylaw
 - Recommended no changes at this time
- Analyzed Data from Highway, Water, and Finance Departments
- Conducted Public Outreach
 - Ongoing updates to our website
 - 1st session was March 2004
 - Tonight is 2nd session





Formation is a Four-Step Process

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- **STEP ONE [COMPLETED 5/03]**
 - Determine if Town will benefit, draft enabling legislation, receive approval at Town Meeting
- **STEP TWO [COMPLETED 6/04]**
 - Submit and receive approval from State legislature
- **STEP THREE [SCHEDULED FOR 9/14/04]**
 - Seek town-wide authorization through ballot vote
- **STEP FOUR [TARGET DATE 9/04]**
 - Appoint interim Board of Public Works



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Background Information on the Various Departments



Highway Department Background

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- Responsible for roadways, storm water systems, solid waste, municipal grounds and green spaces
- Provides maintenance and repair of municipal vehicles
- 19 FT, 1 PT employees
- Report to BOS





Water Department Background

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- Responsible for pumping, treating, and delivering potable water of sufficient quality and quantity to meet needs of residents now and in to the future
- Key staff required to be licensed by State
- Funded for 4 full-time, 2 part-time, and several contract employees
- Report to publicly elected 3-member board





Cemetery Commission Background

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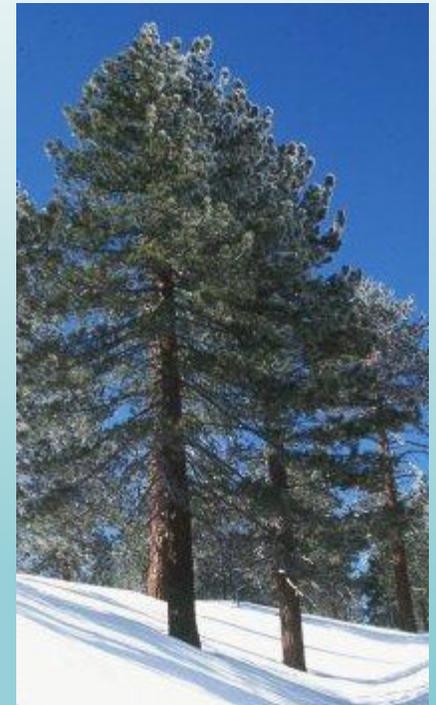
- Appointed by the BOS
- Separate financial entity
- 3 commissioners, 1 Superintendent
- Highway staff maintains grounds and assists with services



Tree Warden Background

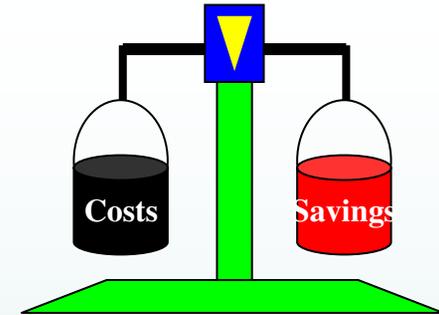
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- Responsible for enforcing bylaws associated with trees
- Maintains trees on scenic roads
- Operates as a contract service to the Town
- Uses Highway dept staff for emergency services
- Reports to BOS





Financial Benefits?



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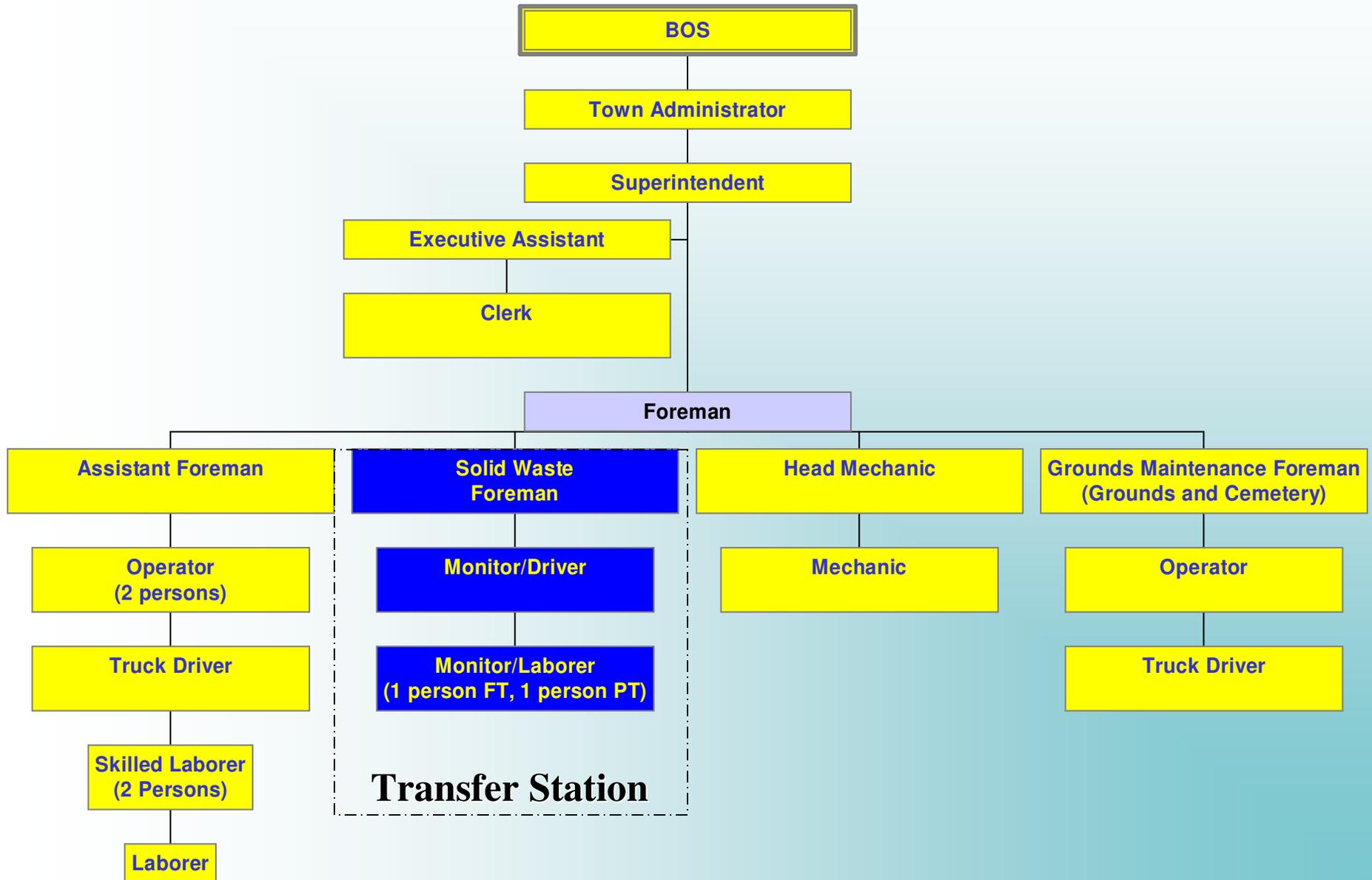
- **Costs and savings are not quantifiable**
 - **New Director (+\$)**
 - **New Director generated savings (-\$)**
 - Grants, bulk purchasing, programs (e.g., street lights)
 - **One-time consolidation costs (+\$)**
 - **Reduction through attrition (-\$)**
 - Highway Foreman, Water Secretary, Water Backhoe Operator
 - **Cost savings through planning (-\$)**
 - **Cost savings through resource sharing (-\$)**
 - Staff and facilities
 - **Operational efficiencies (-\$)**



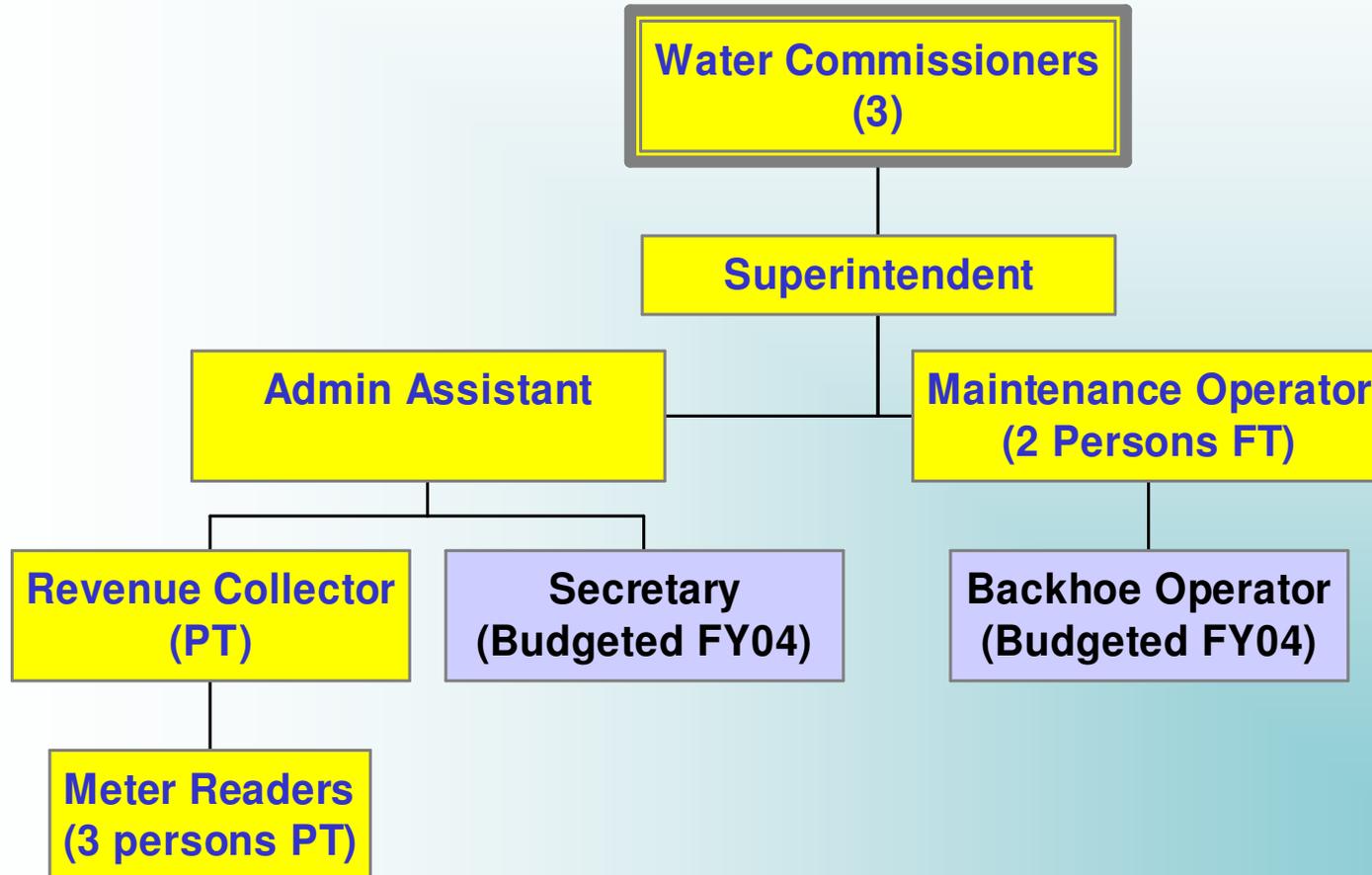
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Example DPW Structure

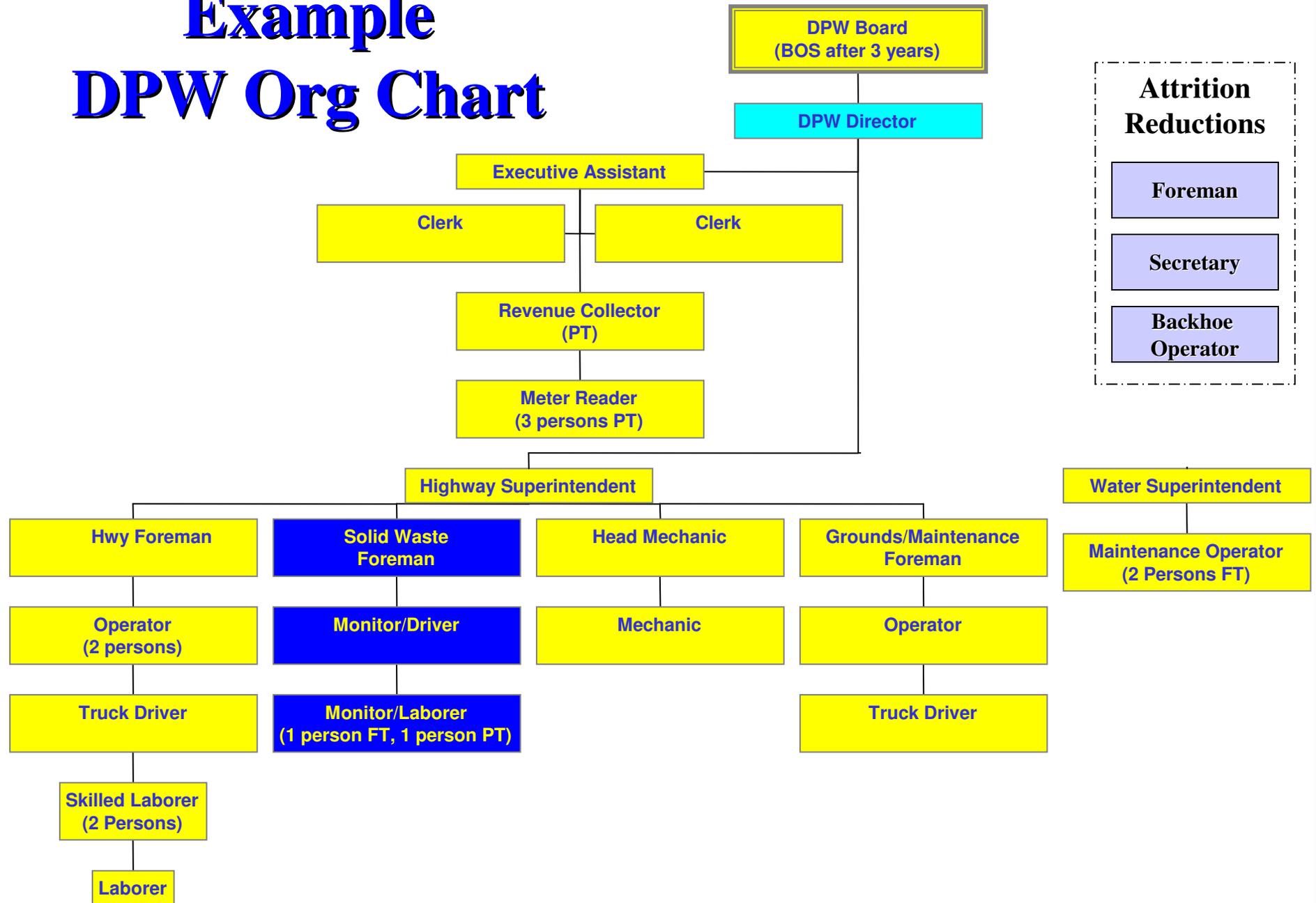
Highway Dept Org Chart



Water Dept Org Chart (Funded Positions)



Example DPW Org Chart



Attrition Reductions

Foreman

Secretary

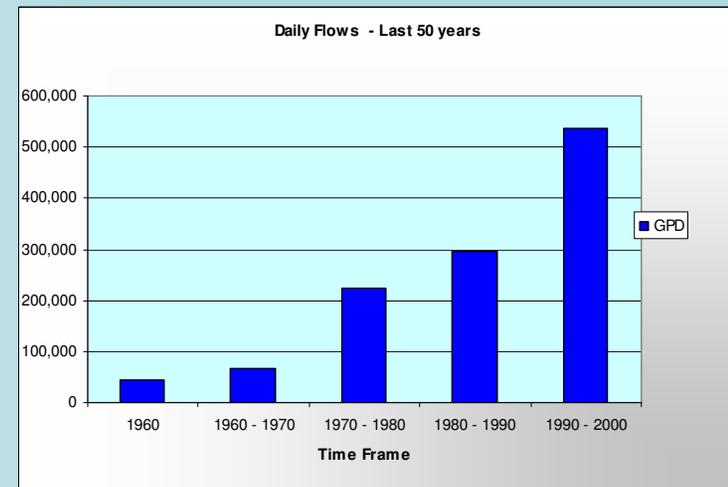
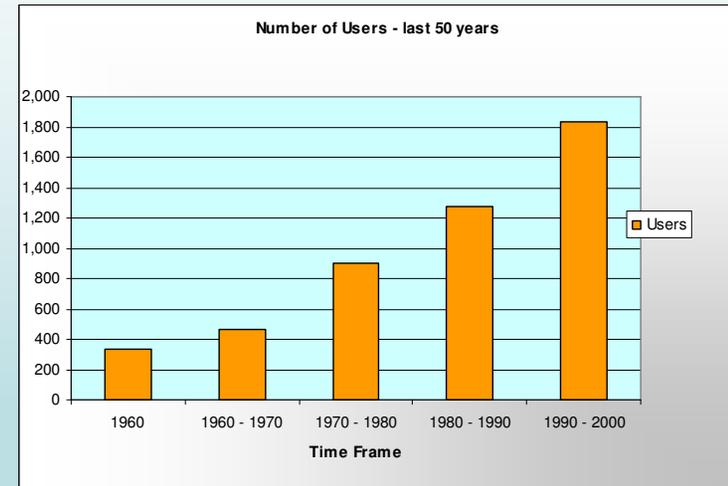
Backhoe Operator



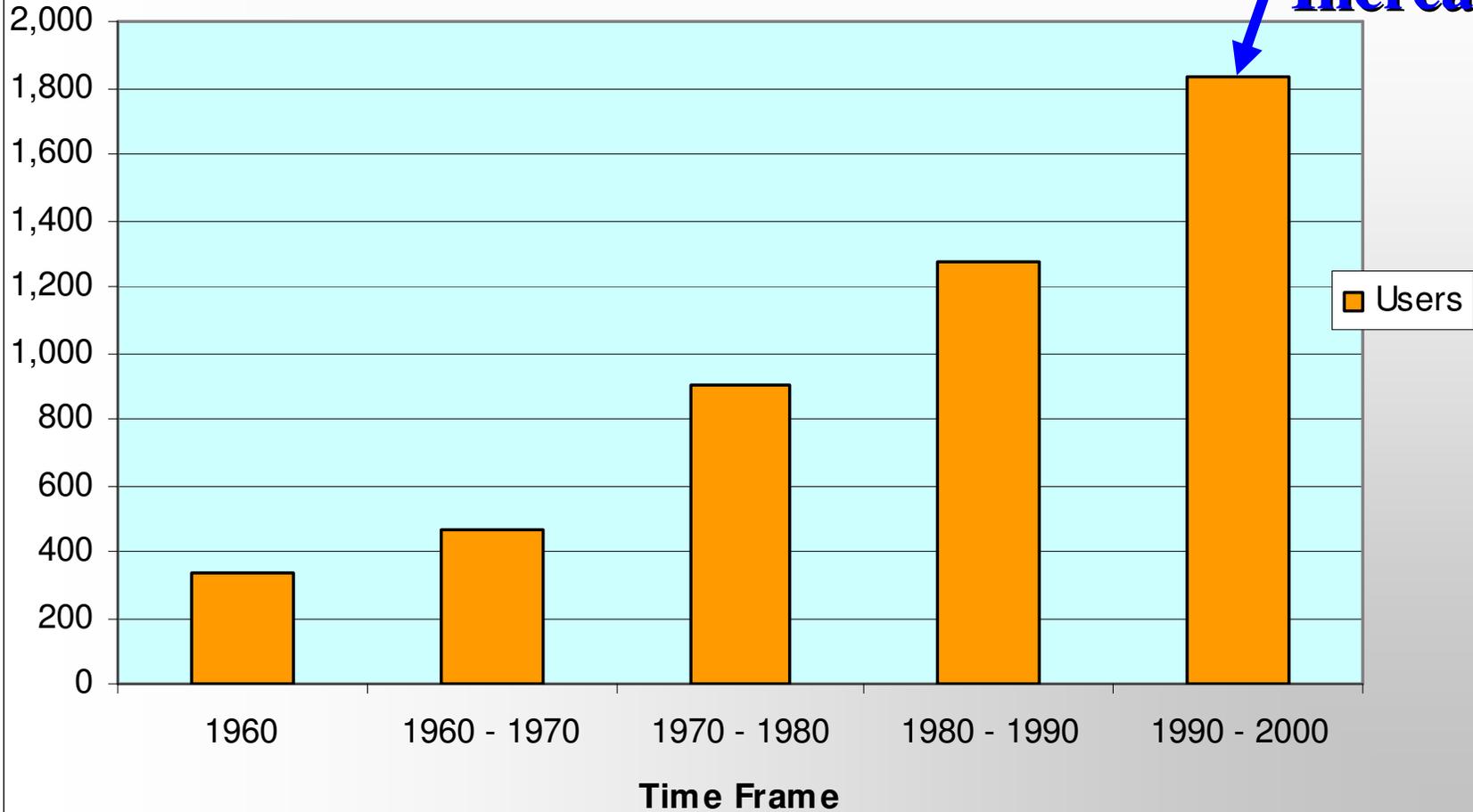
Why do we Need a DPW?

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- Town growth impacts resources
- Our department structure is basically unchanged since 1960
- Existing structure promotes 'silos of Government' versus integrated organization
- Departments operate in reactive versus proactive mode

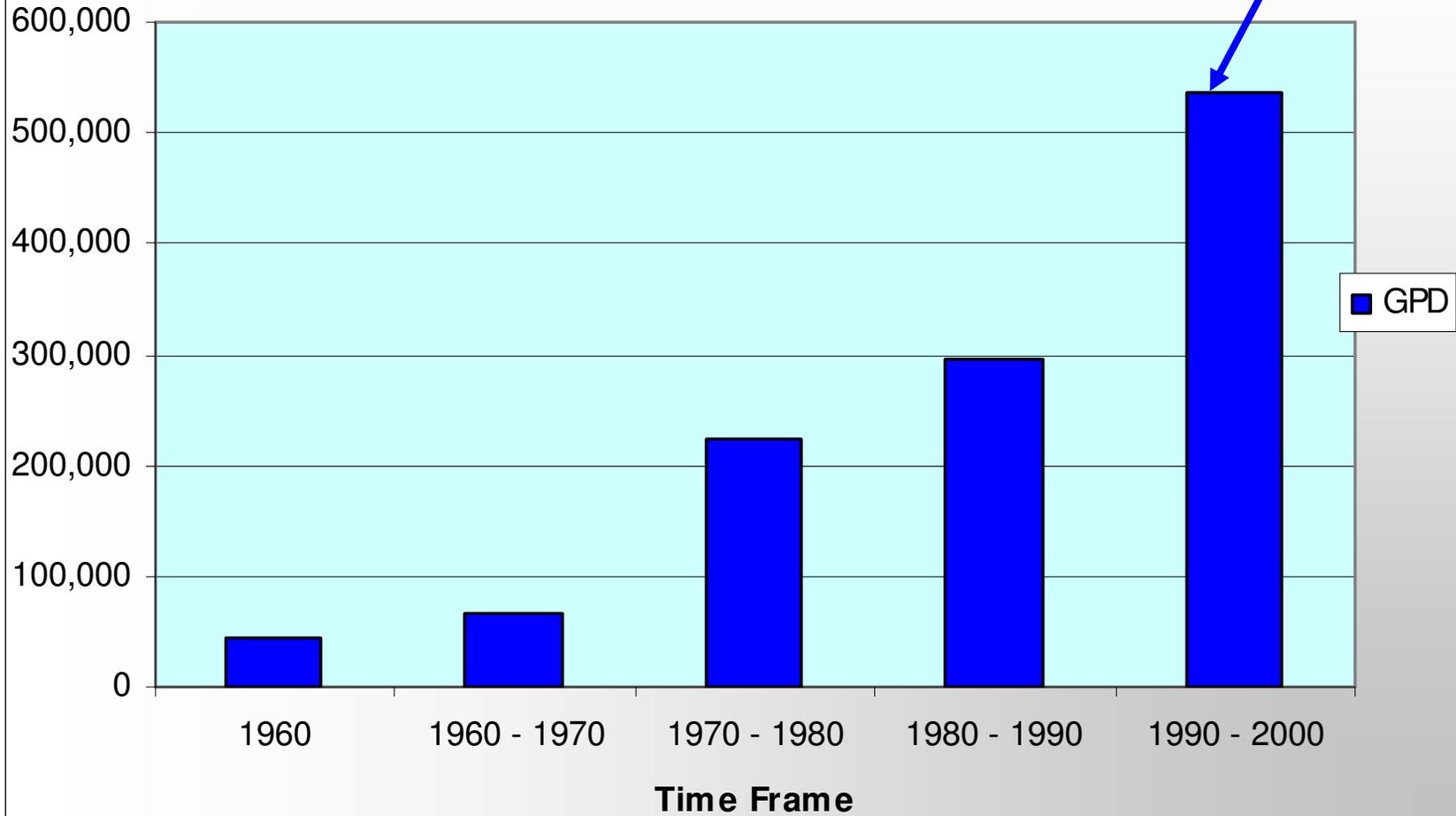


Number of Users - last 50 years



Daily Flows - Last 50 years

**1200%
Increase**





Creating a DPW Makes Sense

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- **Water Commissioners: We have outgrown the abilities of a PT board with limited technical water training/expertise**
 - Significant regulatory changes
 - Tremendous system growth
- **Highway Superintendent: Needs Relief**
 - Oversees staff during day, attends meetings during the day and at night
 - Need 100% for superintendent role and 100% for Director role
- **Changes confronting us – time to evolve**



DPW Structure Addresses Many Issues

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Highway Dept

- Dual role Supt/Director
- Resource usage
- Coordination with Water Dept

Water Dept

- Accountability and planning
- Rate setting
- System maintenance
- Record keeping
- Coordination with Highway Dept



Public Works Director Benefits Norfolk

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- **Accountability**
 - Oversight of Highway and Water
- **Technical sounding board**
- **Daily presence and involvement**
- **‘Big Picture’ thinking and planning**
- **Under Contractual agreement**
 - Employment dependent on performance
- **Ultimately reports to Town administration**



Town Vision: Utilize Resources to Enhance Service While Minimizing Cost

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- **New DPW Structure embraces vision**
- **Modernizes management to become more effective**
- **Improved coordination between Departments**
 - **Highway staff helping water with main break repairs**
 - **Well access/road plowing by highway**
 - **Planning to avoid duplication of efforts**
 - **Water staff helping Highway during storms**



Interim Board: Bridge to the Future

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- **Board members:**
 - Two Water Commissioners
 - Three members appointed by BOS
- **Independent Board overseeing formation DPW**
- **Automatically dissolves after 3 years**
- **Upon Dissolution, DPW becomes a department under Town administration**



Enabling Legislation Protects Enterprise Fund

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- Protecting financial assets addressed by Committee
- Section 7 addresses rate setting
 - Opportunity for public review of operating and capital items funded through rates
 - Opportunity for capital improvements to improve quality and quantity of water resource
- Enterprise fund separate by statute: Cannot be used for ANYTHING but water

AN ACT AUTHORIZING THE TOWN OF NORFOLK TO ESTABLISH A

DEPARTMENT OF PUBLIC WORKS

AN ACT AUTHORIZING THE TOWN OF NORFOLK TO ESTABLISH A DEPARTMENT OF PUBLIC WORKS

[As approved by unanimous vote of the DPW Ad Hoc Committee – revised by Town Counsel 5/13/2003]

Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:

SECTION 1. There is hereby established in the town of Norfolk a department of public works, in this act called the department, which shall be under the supervision and control of the board of selectmen.

SECTION 2. The board shall have all the powers and duties now or from time to time vested by general or special law, or by town by-law in the following boards, commissions, or officers: highway department, including highway superintendent; water department, including the board of water commissioners; and cemetery commission. The board of water commissioners and the cemetery commission are hereby abolished. No existing contract or liability shall be affected by the abolition, but the board shall in all respects be the lawful successor of the entities so abolished.

SECTION 3. The department shall have all the functions now or from time to time vested by general or special law, or by town by-law in the following departments or offices: highway department, water department, cemetery department, and the tree warden.

SECTION 4. The department shall have additional powers related to the duties and responsibilities of a department of public works as the town may from time to time, by a two-thirds approval at Town Meeting, may provide, any other provisions of law to the contrary notwithstanding.

SECTION 5. Notwithstanding any provision of this act to the contrary, any powers transferred to the board of selectmen under this act shall be exercised for a transitional period of three years from the effective date of this act by an interim board of public works, consisting of five members selected as provided for in this section. All members shall serve in a voluntary capacity with no compensation from the town. The members shall include the two senior water commissioners whose positions were abolished by this act, and three public members appointed by the board of selectmen, who shall be appropriately qualified by training and experience. A simple majority vote by the interim board shall represent the authority of the entire interim board for all actions, affirmations, approvals, or the like required by or from the interim board. The interim board shall automatically dissolve on the third anniversary of final adoption of this act by the town, as provided for in section eleven of this act. Once the interim board dissolves, all powers, duties, responsibilities, and authorities as defined throughout this act for the board, shall be assumed by the board of selectmen.

SECTION 6. The department shall consist of divisions as defined by town by-law.

SECTION 7. No later than one hundred and twenty days prior to the beginning of each fiscal year, the board of selectmen shall convene a public hearing, to determine the ensuing fiscal year water budget and set equitable prices and rates for usage of the water system. The date, time, and place of the hearing shall be included in all water bills mailed in the fall. At least three weeks prior to the proposed hearing, the board shall cause notice to be published in at least one

SECTION 10. All real property and equipment owned by the town of Norfolk and under the control of the offices, boards, or commissions abolished by this act shall be transferred to and be under the control and direction of the department

SECTION 11. This Act shall be submitted to the voters of the Town of Norfolk for acceptance at the next Town election, in the form of the following question, which shall be placed on the official ballot to be used at said election:

"Shall an Act passed by the General Court entitled, 'An Act authorizing the Town of Norfolk to establish a Department of Public Works', be accepted?"

If a majority of votes cast in answer to this question are in the affirmative, this act shall take effect on July 1, 2004.

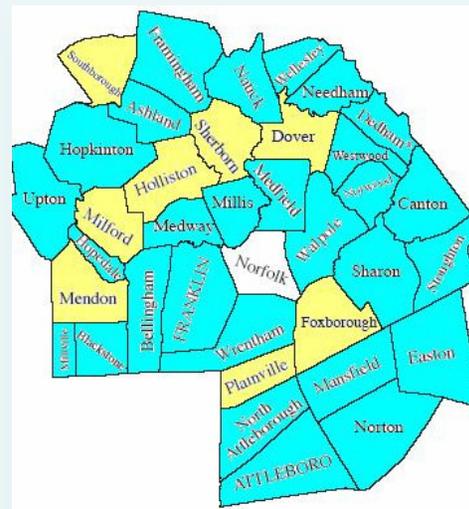
all take testimony from any other person who shall act upon or engage in any other duty. The director shall be transferred to the department rector shall be responsible for the duties of the ring tenure of office, the of the board. If the board town a bond with a surety faithful performance of Subject to town personnel a administrator within 30 may appoint, suspend, or reformation of the director's ds of the designs of his office, ly require, a report of on; and annually and from I make a synopsis of the administrator advised as to in writing of the proper exercise and

partment or office abolished



Summary: DPW Committee Recommends DPW Formation

DPW Ad Hoc Committee



AN ACT AUTHORIZING THE TOWN OF NORFOLK TO ESTABLISH A DEPARTMENT OF PUBLIC WORKS

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SECTION 2. The board shall have all the powers and duties now or from time to time vested by general or special law, or by town law in the following departments or offices: highway department, including highway superintendent; water department, including the board of water commissioners and water commissioners; the board of sewer commissioners; and the county commission on water abatement. Notwithstanding to the contrary, the board shall in all respects be the lawful successor of the entities as described.

SECTION 3. The department shall have all the functions now or from time to time vested by general or special law, or by town law in the following departments or offices: highway department, water department, sewer department, and the town works.

SECTION 4. The department shall have additional powers related to the duties and responsibilities of a department of public works in the town may from time to time, by a two-thirds approval at Town Meeting, may provide, any other provisions of law to the contrary notwithstanding.

SECTION 5. Notwithstanding any provision of this act to the contrary, any powers transferred to the board of selectmen under this act shall be exercised for the remainder of their term prior to the effective date of this act by an interim board of public works, consisting of five members selected as provided for in this section. All members shall serve in a voluntary capacity, with no compensation from the town. The members shall include the town clerk, water commissioner, whose position shall be abolished by this act, and three public members appointed by the board of selectmen, who shall be appropriately qualified by training and experience. A simple majority vote of the interim board shall represent the authority of the entire interim board for all actions, decisions, approvals, and the like required by the town or its officers. The interim board shall automatically dissolve on the first anniversary of final adoption of this act by the town, as provided for in section eleven of this act. Once the interim board dissolves, all powers, duties, responsibilities, and authorities as defined throughout this act for the board, shall be assumed by the board of selectmen.

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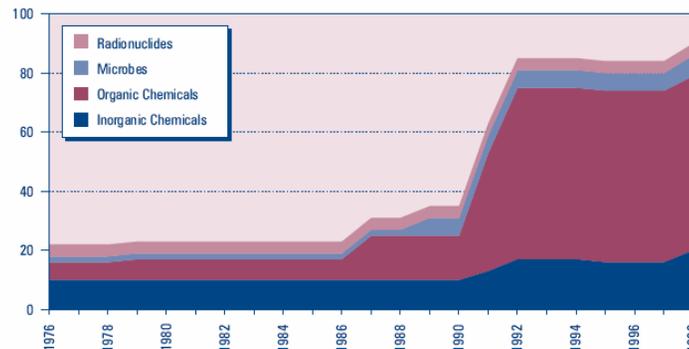
SECTION 8. All real property and equipment owned by the town of Norfolk and under the control of the office, health, or commission established by this act shall be transferred to and be under the control and direction of the department.

SECTION 9. This Act shall be submitted to the voters of the Town of Norfolk for acceptance or rejection at the next Town Meeting, in the form of the following question, which shall be placed on the official ballot to be used at said election:

“Shall an act passed by the General Court entitled, ‘An Act authorizing the Town of Norfolk to establish a Department of Public Works’ be accepted?”

If a majority of voters cast in answer to this question are in the affirmative, this act shall take effect on July 1, 2004.

Figure 2. Number of Contaminants Regulated Under the Safe Drinking Water Act, by Contaminant Type



Nearby Towns				
No.	Town	DPW?	Phone	on web?
1	Ashland	yes	881-0120	yes
2	Attleboro	Yes	508-223-2222 ext. 3153	yes
3	bellingham	yes	multiple numbers	yes
4	blackstone	yes	multiple numbers	yes
5	canton	yes	821-5023	yes
6	dedham	yes	326-1550	yes
7	dover	no	-	no
8	easton	yes	(508) 230-0800	yes
9	foxboro	no	-	no
10	Framingham	yes	??	yes
11	franklin	yes	520-4910	yes
12	holliston	no	-	no
13	hopedale	yes	-	no
14	hopkinton	yes	497-9740	yes
15	mansfield	yes	multiple numbers	yes
16	medfield	yes	359-8505, x602	yes
17	medway	yes	533-3221	no
18	mendon	no	-	no
19	milford	no	-	no
20	millis	yes	508-376-3624	yes
21	Millville	yes	883-8433	??
22	Natick	yes	647-6550	yes
23	needham	yes	781-455-7534	yes
24	north attleboro	yes	(508) 695-9621	yes
25	Norton	yes	285-0237	yes
26	norwood	yes	781-762-1413	yes
27	plainville	no	-	no
28	sharon	yes	(781) 784-1525	yes
29	sherborn	no	-	no
30	Southboro	no	-	??
31	stoughton	yes	(781)344-2112	yes
32	Upton	yes	529-3067	yes
33	walpole	yes	660-7305	yes
34	Welleseley	yes	(781) 235-7600	yes
35	westwood	yes	781-326-8661	yes
36	wrentham	yes	384-5477	no
	Have DPW			24
	Have separate dept's			8

DPW Data gathered from State's web page.

DPW? Column: State listed a public works

On Web? Column: Webpage link to Town identifies a DPW

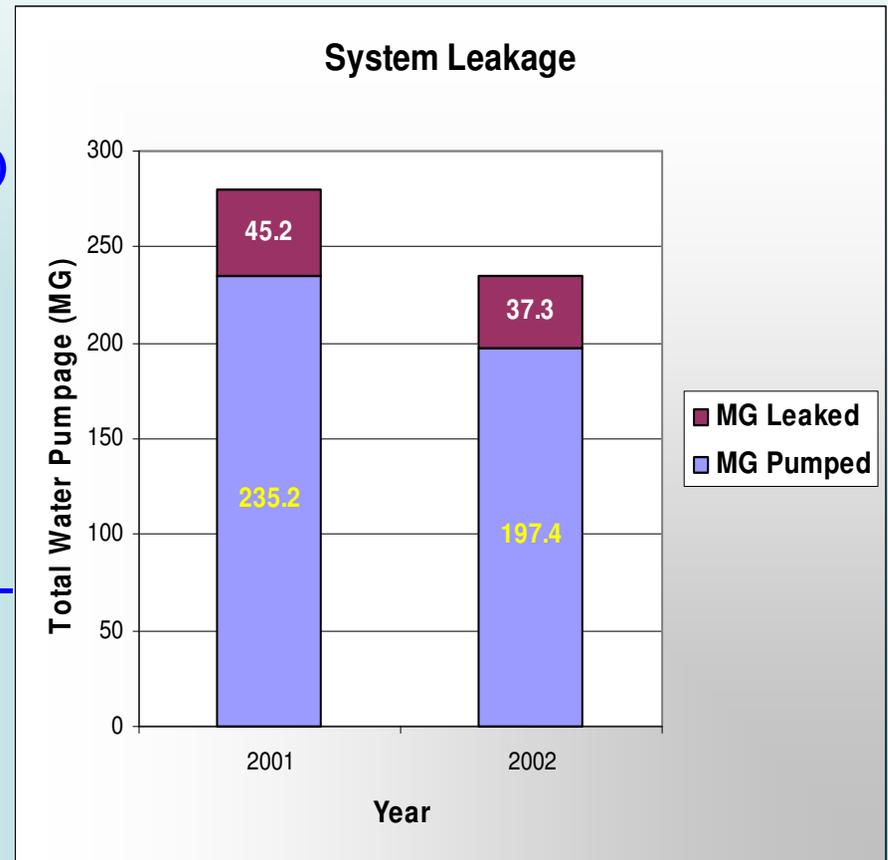
Projected DPW Consolidation Salaries					Cost allocation	
New position	Old position	New Salary	Old Salary	Diff	Hwy	Water
DPW Director	NEW	\$ 85,000	\$ -	\$ 85,000	\$ 63,750	\$ 21,250
Executive Assistant	Hwy exec assistant	\$ 42,266	\$ 42,266	\$ -	\$ 31,700	\$ 10,567
Clerk	Water admin assistant	\$ 32,846	\$ 37,898	\$ (5,052)	\$ 24,635	\$ 8,212
Clerk	Hwy clerk	\$ 32,846	\$ 32,846	\$ -	\$ 24,635	\$ 8,212
Revenue Collector (PT)	Revenue Collector (PT)	\$ 17,940	\$ 17,940	\$ -		\$ 17,940
Meter Readers (3 Part-time)	Meter Readers (3 Part-time)	\$ 3,500	\$ 3,500	\$ -		\$ 3,500
Highway Superintendent	Highway Superintendent	\$ 71,300	\$ 71,300	\$ -	\$ 71,300	
Foreman Highway	Asst foreman	\$ 41,661	\$ 41,661	\$ -	\$ 41,661	
Operator	Operator	\$ 35,560	\$ 35,560	\$ -	\$ 35,560	
Operator	Operator	\$ 35,560	\$ 35,560	\$ -	\$ 35,560	
Truck Driver	Truck Driver	\$ 32,625	\$ 32,625	\$ -	\$ 32,625	
Skilled Laborer	Skilled Laborer	\$ 28,363	\$ 28,363	\$ -	\$ 28,363	
Skilled Laborer	Skilled Laborer	\$ 28,363	\$ 28,363	\$ -	\$ 28,363	
Laborer	Laborer	\$ 23,209	\$ 23,209	\$ -	\$ 23,209	
Foreman Solid Waste	Foreman Solid Waste	\$ 39,791	\$ 39,791	\$ -	\$ 39,791	
Monitor/Driver	Monitor/Driver	\$ 34,214	\$ 34,214	\$ -	\$ 34,214	
Monitor/Laborer	Monitor/Laborer	\$ 29,483	\$ 29,483	\$ -	\$ 29,483	
Monitor/Laborer (Part-time)	Monitor/Laborer (Part-time)	\$ 11,700	\$ 11,700	\$ -	\$ 11,700	
Head Mechanic	Head Mechanic	\$ 43,472	\$ 43,472	\$ -	\$ 43,472	
Mechanic	Mechanic	\$ 37,599	\$ 37,599	\$ -	\$ 37,599	
Foreman Grounds/cemetery	Foreman Grounds/cemetery	\$ 39,791	\$ 39,791	\$ -	\$ 39,791	
Operator	Operator	\$ 39,520	\$ 39,520	\$ -	\$ 39,520	
Truck Driver	Truck Driver	\$ 29,126	\$ 29,126	\$ -	\$ 29,126	
Water Superintendent	Water Superintendent	\$ 60,000	\$ 60,000	\$ -		\$ 60,000
Maintenance Operator	Maintenance Operator	\$ 41,226	\$ 41,226	\$ -		\$ 41,226
Maintenance Operator	Maintenance Operator	\$ 41,226	\$ 45,000	\$ (3,774)		\$ 41,226
None	Foreman	\$ -	\$ 45,173	\$ (45,173)		
None	Backhoe operator	\$ -	\$ 3,652	\$ (3,652)		
None	Secretary (PT)	\$ -	\$ 5,507	\$ (5,507)		
None	Water commissioners	\$ -	\$ 600	\$ (600)		
TOTAL		\$ 958,187	\$ 936,945	\$ 21,242	\$ 746,056	\$ 212,132

Water salaries FY04 \$ 215,323
Hwy salaries FY04 \$ 721,622



Key Issue: Major leaks not repaired

- 2002 – 37.3 Million gallons out of 197.4 Million pumped (18.9%)
- 2001 – 45.2 Million gallons out of 235.2 Pumped (19.2%)
- 2 out of 10 gallons lost to known leaks
- Unaccounted for water – another 1.75 out of 10 gallons





Key Issue: Skyrocketing Rate Increases

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- **Water Commissioners prepared and approved operating expense budget**
- **Received approval at Town Meeting**
- **Revenue projections done AFTER budgeting – roughly 50% shortfall**
- **Emergency rate study done to avoid ‘bankrupting’ enterprise fund**
- **Substantial rate increases – Some users saw over a 100% increase.**