



Town of Kingston, Massachusetts

Government Study Committee

Final Report

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Kingston Town Government Study Committee

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Executive Summary

The Board of Selectmen (BOS) of Kingston, Massachusetts established the Town Government Study Committee (TGSC) on October 13, 2009, with the following charge:

The charge shall be to evaluate the effectiveness of the Town's organizational structure and management systems and to report to the BOS with recommendations for further study and/or change. Specifically the TGSC is charged by the BOS to: Study the town's organizational structure; Review the efficacy of the current structure; Evaluate the duties & functions of individuals, boards and committees; Examine models of government in comparable area towns; Study management systems/major function areas: financial, budgeting, personnel, procurement, public safety, public works (streets, trees, highways, parks, water, and waste water), health, planning; and prepare a final report of findings, conclusions, and recommendations.

During the course of its work from January 2010 through March 2012, the committee met 52 times and conducted interviews with Town department, board and committee members to determine their missions, methods of operations, recommendations for improvements in Town government and their ranking of these fundamental issues: **Communication, Cooperation, Coordination and Resource Availability**. In addition, outside resources were considered such as information from other Towns in Massachusetts and individuals with specific expertise. The 2010 Financial Management Review by the Department of Revenue Report and the 2003 Public Works Management Study Final report by Rutherford Consulting recommendations were also considered.

A Public Survey was made available and a Public Forum was held on Town Meeting in October 2010.

Current Position Organization

BOARD OF SELECTMEN (elected) – Appoints/Hires the Town Administrator and the following department heads; Town Accountant, Police Chief, Fire Chief, Highway Superintendent, Town Planner, Building Inspector, Conservation Agent, Council on Aging Director, Veteran's Agent, Animal Control Officer, Sealer of Weights and Measures and Harbormaster. The listed department heads report directly to the Town Administrator

COLLECTOR (elected) – Appoints Assistant Collector (FT), and Deputy Tax Collector

TOWN CLERK (elected) – Appoints Assistant Town Clerk (FT)

TREASURER (elected) – Appoints Assistant Treasurer (FT)

ASSESSORS (elected) – Appoints Assistant Assessor (FT)

BOARD OF HEALTH (elected) – Appoints Health Agent (FT), Burial Agent

PLANNING BOARD (elected) – (Town Planner appointed by BOS)

WATER COMMISSION (elected) – Appoints Water Superintendent (FT)

SEWER COMMISSION (elected) – Appoints Sewer Superintendent (FT)

LIBRARY TRUSTEES (elected) –Library Director (FT) appointed jointly by Library Trustees and BOS

FINANCE COMMITTEE – Appointed by the Town Moderator

Board of Selectmen also appoints various Boards and Committees that can be found in the Annual Town Report. (Available on the Town’s website or in print at the Selectmen’s office)

Boards and Committees that are jointly appointed or comprised of representatives from other Boards are noted in the Annual Town Report.

The Committee drew the following primary conclusions from the data collected during the course of their study:

- Structured communication is lacking or infrequent, resulting in poor coordination and inefficiencies.
- Strong, committed and loyal town employees and volunteers have helped “make up” for this situation
- Independent elected officials and boards are not required to work with each other or coordinate with the Town Administrator
- Available software is not being utilized properly and the best available software is not being purchased
- Town Meeting and Town Elections participation is low and Town elections are scheduled during school vacation weeks when many voters are out of Town
- Individuals hold multiple offices creating potential conflict of interest issues
- Goal setting and performance evaluation for employees is not mandated
- There are no minimum required skills for many positions, both elected or appointed (including wage and personnel hires)
- Staff and other resources are not shared and utilized as efficiently as possible
- There is low citizen participation in serving on Town boards and committees resulting in many vacancies
- There is some duplication of effort and overlap in town wide responsibilities
- There is limited attention and funding for Town owned building and property maintenance
- The increasing technical nature and requirements associated with several currently-elected positions (town clerk, tax collector, treasurer) has reduced the qualified, town-resident pool of potential candidates for those positions.
- The town’s staffing is too “thin” in some places. There are not enough hours assigned to some positions. There may also be positions that the town should staff to better protect assets, limit liability, and/or improve services.

- There are few to no opportunities for cross training and mutual backup, or other opportunities that could better optimize scarce resources and better serve the public. Some savings here could offset the need to potentially add resources elsewhere.
- The number of employees employed by the town has grown to the point where a Human Resource function is warranted.
- The organizational structure of the town is extremely flat, leading to potential and actual bottlenecks and confusion regarding roles and responsibilities.
- The authority of the town administrator is limited, and results in varying efficacy, dependent upon the skills, personality, and experience of the individual filling the position. Some functions, such as the human resources (HR) coordination function should report to the Town Administrator so that the administration of those functions is consistent for all town employees.
- The town should have a centralized finance function
- The town does not have a dynamic strategic planning process.
- There appears to be confusion regarding the appropriate roles and responsibilities of the Board of Selectmen, the Town Administrator, and the Finance Committee
- The Town does not need to form a Charter Commission at this time and a change to Town Manager is not needed at this time.

The Committee makes the following recommendations:

Administration

1. Make term of office 3 years for Town Moderator
- 2A. Change to a Representative Town Meeting, or
- 2B. Keep Open Town Meeting and adopt the Vermont process of using the election ballot to vote on most Town Meeting warrant articles
3. Schedule the annual Town elections other than the weekends before or after school vacation
4. Appoint a town-wide Information Technology Manager in coordination with the Kingston schools and the Silver Lake Regional School District. Consolidate the IT budget.
5. Selectmen should establish policies to insure regular communications between all departments, boards, committees, employees and citizens.
6. Require that all departments use the same version of software and utilize all available functions in MUNIS. The staff must be fully trained to optimize the use of this software. (DOR Recommendation #11)
7. Establish greater clarity in responsibilities and assign more authority to the Town Administrator position. (DOR Report 2010)
8. All Town positions shall have a position description and mandatory minimum qualifications
9. Establish a Department of Finance and Budget with an appointed Director of Finance. This department will combine the functions currently performed by the Treasurer, Collector, Assistant Assessor, Accountant, as well as staff performing financial activities in other departments such as sewer and water (Recommendation 2, DOR Report 2010)
10. Combine the Treasurer and Collector into an appointed position that serves as the Finance Director

11. Mandate that all boards and departments have written mission statements as well as operational policies and procedures in place by the end of Fiscal Year 2013 and be posted on the Town website
12. Eliminate stipends and benefits for all part-time elected officials (Recommendation 6, DOR Report 2010)
13. Establish a policy the Department heads should not be on the negotiating team on Union contracts
14. Update and provide an operational guide for their role in Town government to board/commission/committee members and Town employees
15. Commit to using Geographic Information System (GIS) to streamline functions in the affected departments (DOR Recommendation #12)

Community and Economic Development

16. Change the Town Planner position title to Manager of Planning and Development
17. Update the Master Plan yearly for both a 5- and 10-year plan

Finance

18. Require deposit of all remittances to Tax Collector in Treasurer's bank account and establish procedures for the prompt deposit of departmental receipts so as to maximize availability and auditability of all town funds. (DOR Recommendation #16)
19. Centralize all purchasing including office supplies, furniture, hardware and software, etc. and utilize the Purchase Order System component of MUNIS (Recommendation 9, DOR Report 2010)
20. Require all departments, boards and commissions to submit signed copies of all grants and contracts to the Accountant's office (DOR Recommendation #22)
21. Institute a bi-weekly payroll with direct deposit (DOR Recommendation #8)
22. Eliminate health insurance benefits for all employees working less than 20 hours/week
23. Require an "employee plus one" health insurance policy be available to eligible employees and retirees.
24. Require all current and retired Town employees to file for Medicare at age 65
25. Prepare a plan by the end of FY 2013 to resolve the unfunded Pension Plan liability
26. Resolve the Sewer Betterments issue by the end of Fiscal Year 2013 (DOR Recommendation #10)

Public Health

27. A Board of Health of five (5) qualified members should be appointed by the Board of Selectmen for 3-year overlapping terms and eliminate the elected positions
28. The Board of Health should utilize a position description requiring specific education, training and experience for the Health Agent position and conduct yearly written performance reviews of the Health Agent's performance.

Public Safety

29. Establish a Public Safety Committee consisting of the Police Department, Fire Department, Building Department, Health Agent, Animal Control, Kingston Emergency Management Agency, Harbormaster and Conservation Agent

Public Works

30. Establish a Department of Public Works with a Director by combining the following departments: Trees, Streets, Parks, Water, Sewer, Manager of Planning and Development, Building Maintenance (share facilities manager with Halifax, Plympton and SLRSD); Permanent Building Committee act as advisors. (Rutherford Report 2003)
31. Establish an Environmental Manager position
32. Assign centralized responsibility for maintenance of Town owned property and provide necessary funding
33. Selectmen contract with one engineering firm to provide all engineering services needed by all Departments.
34. Reconfigure the Transfer Station, assign a Manager and establish an Enterprise Fund for Trash and Recycling

Government Structure

35. Review all committees and commissions for goals and effectiveness and consider reconfiguring as needed
36. Establish bylaw that prohibits finance committee members and elected officials from serving as voting members of standing town committees (DOR Recommendation #5)
37. Establish an Affordable Housing Trust (see [Municipal Affordable Housing Trust Guidebook](#))

Additional ideas for improvement are found in the meetings and discussions sections for each department/issue.

Detailed analysis of each recommendation follows the Executive Summary.

Conclusion

Per Article 59 of the April 4, 2011 Annual Town Meeting it was voted unanimously to authorize the Town Government Study Committee as previously created by the Selectmen to present its report to the Annual Town Meeting in 2012. This candid presentation of the Committee's findings is made to the citizens at Town Meeting as to the condition of the operational functions of its government, and paint a road map on how we as a town can get to a better place. The real purpose is to provide solutions and then strategic directions to get to those solutions. The Town and its citizens must coalesce around a vision of good government that is achievable in a coherent and planned out fashion.

In making these recommendations, the Committee was forever cognizant of budgetary restraints, particularly in regards to personnel costs, and believes that nearly all suggested position designations can be assigned within the current staffing allocations by simply affixing responsibility for these critical roles.

All recommendations have been carefully crafted to work together to provide the best possible solution to all the issues identified by this committee. Modifications to these recommendations can have a cascading effect on other recommendations.

The process of adoption and implementation of a well thought out vision for the Town is a difficult one requiring some bylaw changes and strong leadership from the Board of Selectmen.

Concrete ideas for change can be formulated and presented, but incrementally implemented to achieve success without overwhelming the citizenry with the scope and pace. Consideration must be given to the potential economic benefit to the town by consolidating and streamlining positions and departments, implementing better resource management, and a centralized, diversified engineering services delivery system with town wide benefits. With a finite limit on time, the Committee chose to focus on presenting to the Town the best solutions available, and allow an **Implementation Committee** to study the ways or steps to implement each goal.

We recommend that the members of Town Meeting now authorize the Board of Selectmen to establish a Town Government Study Implementation Committee comprised of 9 members with 5 members appointed by the Board of Selectmen and 4 appointed by the Moderator with a set term. The stated charge for this committee would be to submit the bylaw changes needed to implement these recommendations, conduct an education program to inform the citizens prior to Town Meeting and make an instructive presentation at Town Meeting; and work with the Town Administrator, Board of Selectmen and other boards, committees and commissions to implement those changes not requiring bylaw changes.

Administration

Recommendation 1	Make term of office 3 years for Town Moderator
Basis	The current term is 1 year, requiring the moderator to run for office every year.
Analysis and Discussion	<ul style="list-style-type: none"> The moderator presides over the Annual Town Meeting and any Special Town Meeting and is responsible for the lawful and efficient conduct of these meetings The moderator is responsible for appointing the members of the Finance Committee
Supporting arguments	<ul style="list-style-type: none"> The position requires understanding of Town bylaws and Town Meeting Time Training is offered by the Massachusetts Moderators Association Incumbent needs more than 1 year of experience to function effectively and efficiently Most other elected positions are for a minimum of three years Added costs for candidates and Town by requiring yearly election
Opposing arguments	<ul style="list-style-type: none"> We have done well with the current arrangement This takes away the voters' right to elect a new moderator every year
Implementation Plan	<ul style="list-style-type: none"> Present bylaw at Town Meeting Vote on issue by ballot at Town Election
Potential Budgetary Implications	<ul style="list-style-type: none"> None

Recommendation 2A	Change to a Representative Town Meeting (See Appendix H for the Plymouth Town Charter section)
Basis	<ul style="list-style-type: none"> The Town currently has an Open Town Meeting that is poorly attended with the start time often delayed while waiting for a required quorum to arrive Voters often attend for specific Warrant articles and then leave Conflicts with other events in town prevent voters from attending Warrant article discussion and amendments can be very lengthy Voter knowledge of the Warrant articles is often limited
Analysis and Discussion	<ul style="list-style-type: none"> Currently all registered voters are allowed to attend and vote at Town Meetings Generally, the same 100-150 voters attend all Town Meetings Town Meeting is televised live, allowing voters to observe the proceedings from home and not be onsite to vote
Supporting arguments	<ul style="list-style-type: none"> Under representative Town Meeting elected representatives are committed to attending the entire meeting, learning about the articles ahead of time and soliciting input from their constituents so they can truly represent the voters. If they are ineffective, they will not be reelected. Public still has the right to attend and speak at Town Meeting The people of Kingston deserve knowledgeable, dedicated representation at Town Meeting

	<ul style="list-style-type: none"> • Town Meeting can begin on time and process articles more efficiently • This will foster greater community participation through precinct polling and caucuses • Town Meeting can continue to be televised live without affecting the number of voters attending • This eliminates the problem of “stacking the deck” by having a greater number of voters attend for specific articles • Town Meeting Representatives are elected prior to any specific articles being placed on the warrant, reducing the probability of special interest candidates •
Opposing arguments	<ul style="list-style-type: none"> • We have done well with the current arrangement • This takes away the voters’ right to vote directly on the Warrant articles • Representatives are not required to vote based on the caucus consensus
Implementation Plan	<ul style="list-style-type: none"> • Present bylaw at Town Meeting • Vote on issue by ballot at Town Election
Potential Budgetary Implications	<ul style="list-style-type: none"> • Potential added costs for the Town Clerk’s office in handling the paperwork for candidates and elections

Alternative Recommendation 2B	Keep Open Town Meeting but adopt the Vermont method of using the election ballot to vote on most Town Meeting Articles (See Appendix J for information)
Basis	<ul style="list-style-type: none"> • The Town currently has an Open Town Meeting that is poorly attended with the start time often delayed while waiting for a required quorum to arrive • Voters often attend for specific Warrant articles and then leave • Conflicts with other events in town prevent voters from attending • Warrant article discussion and amendments can be very lengthy • Voter knowledge of the Warrant articles is often limited
Analysis and Discussion	<ul style="list-style-type: none"> • Currently all registered voters are allowed to attend and vote at Town Meetings • Generally, the same 100-150 voters attend all Town Meetings • Town Meeting is televised live, allowing voters to observe the proceedings from home and not be onsite to vote • All voters can participate at their leisure on Election Day.
Supporting arguments	<ul style="list-style-type: none"> • Town Meeting can begin on time and process articles more efficiently • This will foster greater community participation by allowing every voter to weigh in on the issues • Town Meeting can continue to be televised live without affecting the number of voters attending • This eliminates the problem of “stacking the deck” by having a greater number of voters attend for specific articles • Could eliminate quorum requirements

Opposing arguments	<ul style="list-style-type: none"> • We have done well with the current arrangement • This takes away the voters' right to vote directly on the Warrant articles at Town Meeting
Implementation Plan	<ul style="list-style-type: none"> • Present bylaw at Town Meeting • Vote on issue by ballot at Town Election
Potential Budgetary Implications	<ul style="list-style-type: none"> • Possible additional costs for separate Special Town Meetings

Recommendation 3	Schedule the annual Town elections other than the weekends before or after school vacation
Basis	Many voters cannot participate because the elections are currently scheduled for the weekend before or after school vacation
Analysis and Discussion	<ul style="list-style-type: none"> • Voters can participate in Town elections by voting at the polls or completing an absentee ballot at the office of the Town Clerk. • Many families leave the area for this week of vacation and may be distracted by their preparations and forget to vote by absentee ballot
Supporting arguments	<ul style="list-style-type: none"> • The Town Clerk's office is open Monday-Friday 8:30-4:30 with periodic hours on Tuesday 7-9 PM, preventing many working voters from utilizing this office for absentee ballots • This is a known impediment to people participating in the election
Opposing arguments	<ul style="list-style-type: none"> • We have done well with the current arrangement • People can file an absentee ballot
Implementation Plan	<ul style="list-style-type: none"> • Present bylaw at Town Meeting • Vote on issue by ballot at Town Election
Potential Budgetary Implications	<ul style="list-style-type: none"> • Reduce the costs for the Town Clerk's office in handling the absentee ballots

Recommendation 4	Appoint a town-wide Information Technology Manager in coordination with the Kingston Schools and Silver Lake Regional School District. Consolidate the IT budget. Adopt provisions of M.G.L. Chapter 41, Section 23D
Basis	<ul style="list-style-type: none"> • The schools have IT coordinators but the Town does not • All Town departments are automated and need ongoing IT support • The Town needs to coordinate all their IT needs and have a staff person available to keep the automated systems functioning properly and planning for the future
Analysis and Discussion	<ul style="list-style-type: none"> • Several departments already have their own separate IT support and budgets
Supporting arguments	<ul style="list-style-type: none"> • All Town activities are supported by automation

	<ul style="list-style-type: none"> • Town employees and citizens deserve to have current functioning automation
Opposing arguments	<ul style="list-style-type: none"> • We have done well with the current arrangement • Enough existing town staff know enough about computers that we do not need this expertise
Implementation Plan	<ul style="list-style-type: none"> • TA work with the schools to develop a plan • Establish a position description, advertise and hire or contract for the position • Have a consolidated budget for IT purposes
Potential Budgetary Implications	<ul style="list-style-type: none"> • Cover the costs through the current IT budgets of all the departments

Recommendation 5	<p>The Board of selectmen should establish policies to ensure regular communications between boards, departments, committees, employees and citizens. Such policies should consist of (but not necessarily limited to) establishing the following regularly scheduled meetings (frequency to be determined):</p> <ul style="list-style-type: none"> • All Town boards, committees and/or commissions (posted, open, public meeting) • Department heads dealing with Finance and Budget • TA with all department heads • All town-employed staff • Develop methods to provide the citizens with more frequent and detailed information on Town issues
Basis	<ul style="list-style-type: none"> • Overall communication between staff and the elected officials needs improvement • Communications between boards, departments, town employees and citizens is inadequate
Analysis and Discussion	<ul style="list-style-type: none"> • The issue of communication was discussed with every group interviewed for this study and the results were mixed. Some groups had developed good communication with other specific departments, primarily based on personal relationships rather than functional requirements. • Most citizens are unaware of Town activities and issues • Setting a schedule for meetings will create a much greater imperative that they take place and accountability for conducting the meetings. • Attendees will have a guaranteed forum to discuss issues. • Boards and committees do not submit updates for the town's web site in a timely manner.
Supporting arguments	<ul style="list-style-type: none"> • Good communication will keep everyone informed in a timely manner • Reduce misinformation and distrust • Eliminate duplication of efforts and provide for greater coordination and sharing of information
Opposing arguments	<ul style="list-style-type: none"> • We have done well with the current arrangement • Scheduling meetings does not guarantee an improvement in communication
Implementation Plan	<ul style="list-style-type: none"> • BOS and TA establish policies and monitor adherence to meeting schedules
Potential Budgetary	<ul style="list-style-type: none"> • Difficult to quantify but greater efficiencies are anticipated

Implications	
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Recommendation 6	Require that all departments use the same version of software and utilize all available functions in MUNIS. The staff must be fully trained to optimize the use of this software.
Basis	<ul style="list-style-type: none"> • Town departments have different versions of the same software, creating issues with sharing of documents • The Town has purchased software modules from MUNIS that are not being used completely or not at all resulting in poor communication and lack of automated services • Town departments are not fully utilizing their respective software.
Analysis and Discussion	<ul style="list-style-type: none"> • The Purchase Order module is not being used resulting in lack of control of purchases • The Town Accountant is not advised timely of signed contracts involving money
Supporting arguments	<ul style="list-style-type: none"> • All financial transactions must be automated to ensure timely and accurate budget reports • If the Town purchased a software module, it must have been considered a functional necessity and should be used. Employees and other officials must be held accountable for properly utilizing available resources. • Operations will be more efficient if everyone is using the same version of software and can access the necessary information in the most expedient manner
Opposing arguments	<ul style="list-style-type: none"> • None
Implementation Plan	<ul style="list-style-type: none"> • Have the IT Manager complete an inventory of all software purchased and utilized • Have the IT Manager take action to purchase needed software • Have the IT Manager present the necessary training and manuals to all users
Potential Budgetary Implications	<ul style="list-style-type: none"> • Fully utilize all software purchased • Purchase updated hardware and software as needed

Recommendation 7	<p>Establish greater clarity in responsibilities and assign more authority to the Town Administrator position.</p> <ul style="list-style-type: none"> • The TA must have total responsibility for Town financial management and preparation of the budget. The TA should chair the financial management team and serve as ex-officio member of the Finance Committee, Capital Planning Committee and Wage and Personnel Board. • The TA must be responsible for developing and controlling Town policies and procedures • The TA must be more involved in the management of human resources including the yearly performance review process and coordination of staff to provide vacation coverage, etc. • The TA must be responsible for the management and control of Town owned properties • The TA shall research, identify and apply for Federal, State and private grants. The TA will then administer and have oversight responsibility for all grants received by the Town. • The TA shall serve as the chief procurement officer, including bidding and awarding of contracts. • The TA will report the Town's financial position to Selectmen on no less than a quarterly basis. • All department heads must consult with the TA on personnel issues
Basis	<ul style="list-style-type: none"> • The authority of the TA is limited and results in varying efficiency, dependent upon the skills, personality, and experience of the individual filling the position • A more structured position with explicit duties and responsibilities will lend clarity to roles and responsibilities for all, and should enhance communication and efficiency. • Per DOR Recommendation #1 "a single management presence has emerged as an important way to promote clear lines of authority and accountability in government".
Analysis and Discussion	<ul style="list-style-type: none"> • The TA is not required to participate in the Finance Committee's preparation of the Town budget • The TA does not serve on the Capital Planning Committee or the Wage and Personnel Board. • There is no formal arrangement for periodic meetings of the entire financial team
Supporting arguments	<ul style="list-style-type: none"> • With a yearly budget of almost \$37,000,000, the Town requires constant vigilance over financial matters • Town employees deserve a yearly performance review • The duties of the TA must be codified so that any incumbent will immediately understand their responsibilities and become an integral part of the Town's operations • The Town's investment in new facilities must be protected through ongoing maintenance and management • All available grants should be sought to supplement and enhance the services that regular income is able to provide • The TA must be empowered to provide day-to-day leadership.
Opposing arguments	<ul style="list-style-type: none"> • None
Implementation Plan	<ul style="list-style-type: none"> • Rewrite the position description for Town Administrator • Amend the necessary bylaws to include new duties and responsibilities • TA work with department heads to conduct yearly performance reviews (DOR Recommendation # 7)
Potential Budgetary Implications	<ul style="list-style-type: none"> • None

Recommendation 8	All Town positions shall have a written position description and mandatory minimum qualifications
Basis	<ul style="list-style-type: none"> Not all Town positions currently have a written position description. All positions require certain skills and/or education and some incumbents do not meet the minimum requirements
Analysis and Discussion	<ul style="list-style-type: none"> The Town must expect and be able to rely on the appropriate skills and knowledge of its workforce in order to complete its mission Incumbents deserve a written position description to fully understand and perform the required duties
Supporting arguments	<ul style="list-style-type: none"> The Town will be better served by its workforce Employee performance can be more easily evaluated and appropriate recommendations made for improvement
Opposing arguments	<ul style="list-style-type: none"> None
Implementation Plan	<ul style="list-style-type: none"> The TA will work with the department heads as well as the Wage and Personnel Board to craft appropriate position descriptions and mandatory minimum qualifications The new position descriptions will be shared with the employees All future hiring will be done using the mandatory minimum qualifications
Potential Budgetary Implications	<ul style="list-style-type: none"> None

Recommendation 9	Establish a Department of Finance with an appointed position of Director of Finance. This department will combine the functions currently performed by the Treasurer, Collector, Assistant Assessor, and Accountant, as well as the financial duties now performed in the Water and Sewer departments.
Basis	The increasingly technical nature and requirements and the size of the Town's budget necessitates a full time Finance Department headed by a qualified Finance Director
Analysis and Discussion	<ul style="list-style-type: none"> The Town has a yearly budget of approximately \$37,000,000. The Town requires the best candidate to oversee daily financial activities including collections, disbursements, bonding and investments. The TGSC observed the need for better coordination of finance-related functions, and concluded that the best mechanism for accomplishing this goal was the creation of a coordinated department with a director responsible to the Town Administrator.
Supporting arguments	<ul style="list-style-type: none"> The Town Administrator and BOS need a direct appointee to be responsible for the day-to-day financial activities of the Town Appointment will provide assurance of qualified staff An appointed position will insure full cooperation among all key financial positions Department employees can be cross-trained to provide necessary coverage Inefficient practices and unresolved problems can be mitigated or eliminated
Opposing arguments	<ul style="list-style-type: none"> We have done well with the current arrangement

	<ul style="list-style-type: none"> • This takes away the voters' right to elect some members of the finance team • Incumbents can perform independently with no internal pressure
Implementation Plan	<ul style="list-style-type: none"> • Present bylaw at Town Meeting • Vote on issue by ballot at Town Election • Reorganize and provide training as needed
Potential Budgetary Implications	<ul style="list-style-type: none"> • Use current total salaries of Treasurer and Collector to help fund Finance Director position • Determine required activities of the Finance Department, cross train staff, and eliminate unneeded positions • May require some additional funding depending on consolidation savings

Recommendation 10	Combine the Treasurer and Collector into an appointed position that serves as the Finance Director
Basis	<ul style="list-style-type: none"> • The increasingly technical nature and requirements associated with the position has restricted the qualified town-resident pool of potential candidates • The Town requires a fully vetted candidate to fulfill the position, not just whoever decides to run for the position.
Analysis and Discussion	<ul style="list-style-type: none"> • These positions now require significantly greater training, background and experience than in the past. • The Town requires the best candidates, no matter where they live • Candidates for the position would be recommended by the Town Administrator, and appointed by the Board of Selectmen
Supporting arguments	<ul style="list-style-type: none"> • Need to increase the pool of qualified candidates • Appointment will allow for a better functioning financial team with direct accountability to the TA and BOS • Not all qualified candidates wish to submit themselves to the political process
Opposing arguments	<ul style="list-style-type: none"> • We should not take the decision out of the hands of the voters • Good candidates are available and should be encouraged to run for the position • Incumbents can perform independently with no internal pressure
Implementation Plan	<ul style="list-style-type: none"> • Present bylaw at Town Meeting • Vote on issue by ballot at Town Election • Unless otherwise resolved through resignation or an open position, allow current office holders to serve out the remainder of their term • Implement search and selection process 3 months prior to expected hire date
Potential Budgetary Implications	<ul style="list-style-type: none"> • Make combined position full time at salary determined by Wage and Personnel • Use current total salaries of Treasurer and Collector to help fund Finance Director position

Recommendation 11	Mandate that all boards and departments have a written mission statement as well as operational policies and procedures in place by the end of FY13 and be posted on the Town website
Basis	All citizens and members of boards and departments have the right to know the policies and procedures. This will provide a framework for all activities and allow everyone to understand the “rules of the game”.
Analysis and Discussion	<ul style="list-style-type: none"> • Not all boards and departments have a written mission statement as well as operational policies and procedures, and those that do have not posted them on the Town’s website • New and seasoned employees need written guidelines in order to perform their duties correctly and consistently • As a result of the lack of written and published policies and procedures, citizens do not understand how to interact with these Town components, putting them at a disadvantage in obtaining the services they have paid for
Supporting arguments	<ul style="list-style-type: none"> • Improve the quality of the services provided to the citizenry • Improve the performance of individual employees, their board or department, and the Town
Opposing arguments	<ul style="list-style-type: none"> • Members of boards and departments seem to know what they are expected to do • Members of the public can ask questions if they need information • Preparation time will divert attention from other duties
Implementation Plan	<ul style="list-style-type: none"> • TA will task all boards and departments to submit a written mission statement as well as operational policies and procedures for review and report the status to Town Meeting • All finalized written policies and procedures will be posted on the Town website
Potential Budgetary Implications	<ul style="list-style-type: none"> • Hard to quantify

Recommendation 12	Eliminate stipends and benefits for all part-time elected officials (DOR Recommendation #6)
Basis	<ul style="list-style-type: none"> • For Kingston, there are 12 elected officials currently receiving health insurance benefits through the town at an FY2011 cost of approximately \$125,000. • If a paid employee or elected official contributes to the retirement system, he or she vests after ten years and is eligible for health care benefits upon retirement
Analysis and Discussion	<ul style="list-style-type: none"> • Under M.G.L. c. 32B § 2(d), if any part-time elected official, or part-time employee working at least 20 hours per week receives either a salary or stipend, he or she is eligible for health care benefits. In every case, the town pays a share of the cost to cover the employee, elected official or retiree.
Supporting arguments	<ul style="list-style-type: none"> • The Town cannot afford to provide health insurance for a part-time volunteer • The 12 officials currently receiving benefits can be “grandfathered” until the end of their current term, and that newly elected or reelected part-time officials can be excluded from receiving benefits moving forward. • Health insurance coverage and a possible pension should not be a factor in someone volunteering to serve on a Town board
Opposing arguments	<ul style="list-style-type: none"> • Members of boards should receive some compensation for their time spent on Town issues

	<ul style="list-style-type: none"> • Qualified candidates may not be interested in serving
Implementation Plan	<ul style="list-style-type: none"> • Change the bylaw at Town Meeting • Vote on ballot at Town Election
Potential Budgetary Implications	<ul style="list-style-type: none"> • Reduce expenses for health insurance now and ongoing

Recommendation 13	Establish a policy that Department heads will not be on the negotiating team on Union contracts
Basis	<ul style="list-style-type: none"> • Department heads need to effectively supervise the Union members on a daily basis to complete the department's mission • Contract negotiations can be contentious and result in animosity between negotiating teams
Analysis and Discussion	<ul style="list-style-type: none"> • Recently department heads were asked to serve on the Union contract negotiating team and sometimes were the only negotiator
Supporting arguments	<ul style="list-style-type: none"> • Allow the department head to maintain a positive relationship with Union members
Opposing arguments	<ul style="list-style-type: none"> • The Department head is affected by many provisions of the contract
Implementation Plan	<ul style="list-style-type: none"> • Selectmen set the policy on who will serve on Union contract negotiating teams and exclude department heads • The TA shall involve the affected Department Heads in this negotiation process as co-consultants on the operations and strategic issues relating to that department's Agreements
Potential Budgetary Implications	<ul style="list-style-type: none"> • None

Recommendation 14	Update and provide an operational guide for their role in Town government to board/commission/committee members and Town employees
Basis	<ul style="list-style-type: none"> • All members of a board/commission/committee, and employees need to understand what it is they are expected to do and how to do it • It often takes more than a year for new members to understand terminology and procedures
Analysis and Discussion	<ul style="list-style-type: none"> • Few departments, boards/commissions/committees have a written guide for employees/members and none are posted on the Town website • Many guides already exist in other towns and could be used to prepare guides for Kingston • This guide will play an important role in establishing the culture of the Town's government and how individuals interact
Supporting arguments	<ul style="list-style-type: none"> • Reduce the learning curve for new members • Insure that all members understand their duties and responsibilities • Reduce the chance for errors by individual members or the group as a whole

Opposing arguments	<ul style="list-style-type: none"> • Not needed • Preparation time will divert attention from other duties
Implementation Plan	<ul style="list-style-type: none"> • Have the TA assemble a small cross-functional team to update the guide • Finalize the guide and post on the Town website • Provide a copy of the updated guide to all employees and have the Town Clerk provide this to new board/commission/committee members when they are sworn in
Potential Budgetary Implications	<ul style="list-style-type: none"> • Minimal printing costs for paper copies • No cost to make it available online

Recommendation 15	Commit to purchasing and utilizing Geographic Information System (GIS) to streamline functions in the affected departments (DOR Recommendation # 12)
Basis	The Town is currently relying on the volunteer services of an individual with GIS experience.
Analysis and Discussion	<ul style="list-style-type: none"> • At full utilization, a GIS system incorporates information of value to the assessors, conservation commission, the water and sewer operations, the department of streets, trees and parks, and any other town office that works with real property, infrastructure or natural characteristics of the town. It is a resource that can make departments more efficient, productive and responsive to community needs. • A geographic information system (GIS) integrates hardware, software, and data for capturing, managing, analyzing, and displaying all forms of geographically referenced information. • GIS technology can be integrated into any enterprise information system framework.
Supporting arguments	<ul style="list-style-type: none"> • GIS allows us to view, understand, question, interpret, and visualize data in many ways that reveal relationships, patterns, and trends in the form of maps, globes, reports, and charts. • A GIS helps answer questions and solve problems by looking at data in a way that is quickly understood and easily shared. • Towns that routinely use GIS realize cost savings
Opposing arguments	<ul style="list-style-type: none"> • No funds available
Implementation Plan	<ul style="list-style-type: none"> • BOS should include funding in the annual budget as part of the Town's capital investment plan • The BOS should select an employee to be trained on GIS and then have responsibility for it • Train all affected staff on GIS usage
Potential Budgetary Implications	<ul style="list-style-type: none"> • Save money through improved efficiency and productivity • Cost of licensing software • Cost of staff to enter and maintain data

Community and Economic Development

Recommendation 16	Change the Town Planner position title to Manager of Planning and Development
Basis	Need to clarify the roles and responsibilities of the Town Planner
Analysis and Discussion	<ul style="list-style-type: none"> The Town currently has a Town Planner position in charge of the Planning Office The Planning Office staffs the Planning Board and the Master Plan Implementation Committee and assists the Zoning Board of Appeals, Economic Development Commission and the Historic Commission. The Planning Office provides timely and accurate information and guidance to constituents and decision makers regarding Land Use, Housing, Economic Development, Natural and Cultural Resources, Open Space and Recreation, Public Services and Facilities, and Circulation and Transportation.
Supporting arguments	<ul style="list-style-type: none"> The duties and responsibilities of this position are clarified
Opposing arguments	<ul style="list-style-type: none"> No change needed
Implementation Plan	<ul style="list-style-type: none"> Present bylaw to Town Meeting to rename and clarify the duties and responsibilities of this position Determine if position should be part time or fulltime; consider contracting out
Potential Budgetary Implications	<ul style="list-style-type: none"> None

Recommendation 17	Update the Master Plan yearly for both a 5- and 10-year plan
Basis	The last Master Plan was implemented in 1998. Most of the recommendations have been implemented. It is time to plan for the next 5-10 years
Analysis and Discussion	<ul style="list-style-type: none"> The Master Plan is a roadmap for going forward and addressing the issues confronting the Town. It is time to evaluate the remaining recommendations to determine if they are still necessary There is no ongoing process to keep the Master Plan updated
Supporting arguments	<ul style="list-style-type: none"> Changes in the Town's situation and requirements mandate an ongoing process to address these changes
Opposing arguments	<ul style="list-style-type: none"> Not needed
Implementation Plan	<ul style="list-style-type: none"> Have the Board of Selectmen establish a standing Master Plan Committee of community members and pursue a series of community forums to determine the needs and desires of the residents immediately and every 5 years after that Have the Manager of Planning and Development compile an updated Master Plan under the direction of the Committee Present the Master Plan at Town Meeting for a vote Post the approved master Plan on the Town website Have the Master Plan Committee implement the approved plan Require that the Manager of Planning and Development update the Master Plan yearly (statistics and

	completion status of goals)
Potential Budgetary Implications	<ul style="list-style-type: none"> Minimal printing costs for paper copies No cost to make it available online

Finance

Recommendation 18	Require deposit of all remittances to Tax Collector in Treasurer's bank account and establish procedures for the prompt deposit of departmental receipts so as to maximize availability and auditability of all town funds. (DOR Recommendation #16)
Basis	<ul style="list-style-type: none"> Monies are now collected in different departments and not deposited promptly into the Treasurer's bank account Currently, tax, excise, and other payments received by the collector are deposited into a bank account the Collector maintains. Turnovers to the treasurer occur weekly.
Analysis and Discussion	We recommend instead that the tax collector make deposits directly into an interest bearing bank account under the control of the treasurer. As deposits occur, the tax collector would continue to prepare and deliver a departmental turnover sheet to the treasurer, with an attached copy of the deposit slip. The collector would retain a copy of the turnover sheet and provide one to the accountant, as required by law. As a practical matter, we understand that collectors sometimes choose to receive funds into their bank accounts to guard against bounced checks. However, the treasurer already monitors for insufficient funds among checks received in other department turnovers, so performing the same function relative to collector receipts should not impose a problematic burden.
Supporting arguments	<ul style="list-style-type: none"> The town will maximize its investment opportunity and the treasurer will have greater timely access to all town funds. The collector can focus on reconciliation of her receivable control rather than reconciling bank accounts.
Opposing arguments	<ul style="list-style-type: none"> No change needed
Implementation Plan	<ul style="list-style-type: none"> The Collector and Treasurer will implement this change immediately The TA will work with the Treasurer and Collector to establish procedures and notify all departments of these procedures.
Potential Budgetary Implications	<ul style="list-style-type: none"> Quicker access by Treasurer to funds

Recommendation 19	Centralize all purchasing including office supplies, furniture, hardware and software, etc., and utilize the Purchase Order (PO) System component of MUNIS (DOR Recommendation # 9)
Basis	A PO system requires prior approval of purchases, places an encumbrance on a departmental budget line item prior to expenditure and can ensure that the town does not run afoul of laws governing municipal

	procurement
Analysis and Discussion	<ul style="list-style-type: none"> Requisitions and purchase orders should run through the accountant's office where the regular verification steps would take place. A PO may not be needed for smaller dollar purchases. Communities often address this issue by establishing a dollar threshold (e.g., \$250, \$500, \$1,000, etc.) under which a PO is not necessary. The town should take advantage of the MUNIS system's purchase order and requisition modules. Ideally, the PO requisition process would be initiated by a department head at his or her computer. While this may require the town to make an additional investment in MUNIS training, the accountant would receive and review electronically transferred requisitions and would not have to key data from hard copy to produce a PO.
Supporting arguments	<ul style="list-style-type: none"> The town will maximize its investment in the MUNIS software and insure tight control over expenditures and cash flow. The accountant can also flag proposed expenditures that trip procurement laws and remind the department manager of procedures to be followed. This allows the Town to participate in regional purchasing discounts
Opposing arguments	<ul style="list-style-type: none"> No change needed Not all employees trained or comfortable using this software Individual departments know best what supplies they need Entering and reconciling data will require additional staff time Implementation and training will take time
Implementation Plan	<ul style="list-style-type: none"> The TA should implement this change immediately
Potential Budgetary Implications	<ul style="list-style-type: none"> Save time and money in purchasing items Accountant will have real-time budget figures for all departments Cost of training

Recommendation 20	Require all departments, boards and commissions to submit signed copies of all grants and contracts to the Accountant's office timely (DOR Recommendation # 22)
Basis	This would put Kingston in compliance with MGL Chapter 41 §57. This recommendation is really directed at the several departments that are remiss in returning their documentation to the accountant.
Analysis and Discussion	<ul style="list-style-type: none"> The accountant must maintain the proper documentation to substantiate the revenue sources against which vendor payments are charged, and to verify that the terms of the contract were met when payment was made. Whether a department reports to the selectmen or to an independently elected or appointed board, it must return the signed copies of all grants and contracts to the accountant.
Supporting arguments	<ul style="list-style-type: none"> This process is mandated by the State In order to balance the books, the Accountant must have information on all revenue sources and financial obligations

Opposing arguments	<ul style="list-style-type: none"> • None
Implementation Plan	<ul style="list-style-type: none"> • The TA will implement this change immediately
Potential Budgetary Implications	<ul style="list-style-type: none"> • Accountant will have real-time budget figures for all departments

Recommendation 21	Institute a bi-weekly payroll with direct deposit (DOR Recommendation # 8)
Basis	Most employers in both the public and private sectors, including the Commonwealth, compensate employees on a biweekly basis with direct deposit. Furthermore, all Kingston school systems are already on a biweekly pay schedule.
Analysis and Discussion	<ul style="list-style-type: none"> • Several Kingston Union contracts require that employees be compensated weekly and with the option of a paper check • Presently 45% of employees are not using direct deposit
Supporting arguments	<ul style="list-style-type: none"> • Paying employees biweekly via direct deposit would create an advantage on non-paycheck weeks by freeing up staff time enabling them to focus on other tasks. • Direct deposit eliminates manual handling of paper checks and the possibility of lost checks
Opposing arguments	<ul style="list-style-type: none"> • None
Implementation Plan	<ul style="list-style-type: none"> • To move employees to a biweekly pay period will require collective bargaining. • The TA will include this article in all future Union contract negotiations
Potential Budgetary Implications	<ul style="list-style-type: none"> • Save cost of weekly payroll preparation and processing including non-receipt allegations (can use savings toward Finance Director compensation)

Recommendation 22	Eliminate health insurance benefits for all employees working less than 20 hours per week
Basis	Currently, all employees are eligible for health insurance benefits. The Town now pays 60% of each employee's and retiree's health insurance costs, totaling a yearly expense of \$1,973,858.
Analysis and Discussion	<ul style="list-style-type: none"> • Commonwealth Care health insurance program is available for uninsured adults under age 65 who meet income and other eligibility requirements.
Supporting arguments	<ul style="list-style-type: none"> • The Town can no longer afford to provide health insurance to part-time employees
Opposing arguments	<ul style="list-style-type: none"> • The Town has always offered this insurance and in all good conscience should continue to do so.
Implementation Plan	<ul style="list-style-type: none"> • To remove Union part time employees from Town health insurance will require collective bargaining. • The TA will include this article in all future Union contract negotiations • The TA will end all health insurance coverage at the end of the fiscal year for non-Union employees
Potential Budgetary Implications	<ul style="list-style-type: none"> • Save several thousand dollars per year

Recommendation 23	Require “employee plus one” health insurance policies be available to eligible employees and retirees
Basis	Currently, all employees and retirees have to choose between individual (\$381 monthly) or family health insurance policies. The premiums for “employee plus one” policies at \$600 monthly are less than family plans at \$1015 monthly because the insurance covers only 2 people. This would save money for the Town and the employee/retiree.
Analysis and Discussion	<ul style="list-style-type: none"> These policies are now available in the marketplace and should be included in the health insurance options made available to Town employees and retirees
Supporting arguments	<ul style="list-style-type: none"> This would benefit the Town and its employees.
Opposing arguments	<ul style="list-style-type: none"> None
Implementation Plan	<ul style="list-style-type: none"> The TA will negotiate with the health insurance providers to make these policies available
Potential Budgetary Implications	<ul style="list-style-type: none"> Save money on the Town’s share of the premiums

Recommendation 24	Require all current and retired employees to file for Medicare at age 65 (See Appendix G)
Basis	<ul style="list-style-type: none"> <u>Section 18 of MGL, Chapter 32B</u> allows municipalities to save money on retiree health insurance. In its simplest terms, this section allows a community to shift a significant portion of its retiree health care costs to the federal Medicare program. For Springfield, as an example, these cost savings are projected to total almost \$19 million dollars over the next three years. Currently, all employees are eligible to continue their regular health insurance benefits after age 65 and retirees over age 65 are not required to file for Medicare. The Town now pays 60% of each employee's and retiree's health insurance costs, totaling a yearly expense of \$1,973.858. To protect the retiree from these additional costs, Section 18 also requires retirees to enroll in a Medicare extension plan that covers any gaps in the coverage provided by Medicare. The purpose of mandating enrollment in an extension plan is to ensure that retirees do not receive any less coverage than they received prior to the adoption of Section 18. In fact, Section 18 states explicitly that the actuarial value of the coverage under the Section 18 plans must be comparable to the retiree's existing coverage
Analysis and Discussion	<p>Most people age 65 or older who are citizens or permanent residents of the United States are eligible for free Medicare hospital insurance (Part A). You are eligible at age 65 if:</p> <ul style="list-style-type: none"> You receive or are eligible to receive Social Security benefits; or You receive or are eligible to receive railroad retirement benefits; or Your spouse is eligible; or You or your spouse (living or deceased, including divorced spouses) worked long enough in a government job where Medicare taxes were paid; or

	<ul style="list-style-type: none"> You are the dependent parent of a fully insured deceased child. <p>Anyone who is eligible for free Medicare hospital insurance (Part A) can enroll in Medicare medical insurance (Part B) by paying a monthly premium. Some beneficiaries with higher incomes will pay a higher monthly Part B premium. If you are not eligible for free hospital insurance, you can buy medical insurance, without having to buy hospital insurance, if you are age 65 or older and you are—</p> <ul style="list-style-type: none"> A U.S. citizen; or A lawfully admitted noncitizen that has lived in the United States for at least five years. <p>The Town must offer a Medicare supplement plan.</p>
Supporting arguments	<ul style="list-style-type: none"> The Town should not pay for coverage that is available through Medicare The Town must offer supplemental plans so that the employee/retiree will not lose any coverage
Opposing arguments	<ul style="list-style-type: none"> The Town has always offered this insurance and in all good conscience should continue to do so.
Implementation Plan	<ul style="list-style-type: none"> To implement this change for current Union employees will require collective bargaining. The TA will include this article in all future Union contract negotiations The TA will end all health insurance coverage at the end of the fiscal year for non-Union employees The TA will work with the Social Security Administration and the retirees to implement this change
Potential Budgetary Implications	<ul style="list-style-type: none"> The Town will save on providing full health insurance coverage for those who are eligible for Medicare The Town should pay for any Medicare Part B premium penalties for those not having filed in their initial enrollment period because of the previous Town policy

Recommendation 25	Prepare a plan by the end of FY 2013 to resolve the unfunded Pension Plan liability (See Appendix M)
Basis	<p>Pensions are promised through the Plymouth County system.</p> <ul style="list-style-type: none"> Kingston owes \$13.6 million on pensions. Town is on track to fully fund pensions by the year 2029 by paying \$1.3 million annually If there is no change in the current payment schedule, the Town can stay on track Pension fund is fully funded for present obligations. It is not funded for future obligations Liability for Post-Employment benefits has not been paid since 2008 (\$21.5 million)
Analysis and Discussion	<ul style="list-style-type: none"> Although the Town's finances have been tight, there is an obligation to catch up on the payments owed
Supporting arguments	<ul style="list-style-type: none"> The Town needs to get back on track and make the payments as required to avoid a financing issue in the future
Opposing arguments	<ul style="list-style-type: none"> The Town does not have the money right now
Implementation Plan	<ul style="list-style-type: none"> The Selectmen must include these payments in the yearly budget.
Potential Budgetary Implications	<ul style="list-style-type: none"> Owe \$1.3 million per year for the next 17 years for present obligations Owe \$21.5 Million for post-employment benefits

Recommendation 26	Resolve the sewer betterments issue by the end of FY 2013 (DOR Recommendation #10)
Basis	The sewer department hired a part-time employee in 2009 to review all sewer betterment bills for accuracy
Analysis and Discussion	<ul style="list-style-type: none"> • In 2001 and 2002, a number of betterment payment entries were inadvertently deleted from the town's financial software. This caused two problems that we are aware of. • When the first quarter real estate tax bill is generated the assistant assessor must spend an inordinate time manually calculating and keying the proper amount of betterment interest for the accounts with missing payment history. • The second issue arises when a citizen sells their home and requests a betterment payoff. The homeowner pays the sewer department a fee of \$77 to process the lien release and then delivers a form of lien release to the assessors' office. The assessors prepare a betterment payoff warrant for the collector which shows the original assessment, the amount committed to the collector previously, and the remainder being committed for payoff. However, the collector's record of the outstanding amount due often differs, in part because the amount previously committed may not have been paid. • Further complicating matters, the sewer betterments are recorded in MUNIS to be sent with the first and second quarter tax bills and then pulled off to make room for septic loan charges which are added to the tax bill for the third and fourth quarters. Apparently, the MUNIS version used by the town cannot accommodate two special charges on the same tax bill. • We recommend that the Assessors and Collector compare their records, account by account, to determine where conflicts arise. If they cannot reconcile the variance, a defensible decision should be made as to which amount will be used going forward and records should be adjusted accordingly. • We also recommend the Assistant to the Town Administrator contact MUNIS about how it might accommodate both the sewer betterment and septic loan information simultaneously. • We also recommend that the betterment payoff warrant be modified by adding fields to record interest, amounts paid and the balance due to the committed and uncommitted amounts. • As a next step, they might consider segregating the sewer ratepayer database into two segments, one containing the accounts with missing payment data and the other with complete payment data. In this way, the problem can be isolated going forward and the financial software can be used to calculate the payoffs for those accounts with complete data. This will also segregate the accounts with missing data and may help the assistant assessor develop a more permanent solution. • In any event, this is not a simple problem and will require the cooperative effort of the Assessors, the Collector and the Sewer Department.
Supporting arguments	<ul style="list-style-type: none"> • The Town needs to reach a final resolution of this problem. It is costing the Town in number of staff and the hours they spend on this.
Opposing arguments	<ul style="list-style-type: none"> • It will take too much time and effort to resolve this
Implementation Plan	<ul style="list-style-type: none"> • BOS should mandate that the responsible parties form a task force and take the necessary actions to resolve this by the end of FY 2013

Potential Budgetary Implications	<ul style="list-style-type: none"> Upfront cost to resolve this will be offset by eliminating the ongoing hours spent working on individual bills
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Public Health

Recommendation 27	A Board of Health of five (5) qualified members should be appointed by the Board of Selectmen for 3-year overlapping terms and eliminate the elected positions
Basis	The Town needs board members with public health backgrounds in order to properly carry out their responsibilities. Under the current election process, anyone can be elected and does not have to have any health experience qualifications.
Analysis and Discussion	<ul style="list-style-type: none"> The current elected board functions independently of any officer in Town While an elected board must follow State and Federal guidelines, they are accountable only to the voters
Supporting arguments	<ul style="list-style-type: none"> The Town must require strict statutory bylaw guidelines for appointments to insure professionalism.
Opposing arguments	<ul style="list-style-type: none"> There is no need to change
Implementation Plan	<ul style="list-style-type: none"> Present bylaw change at Town Meeting Vote on ballot at Town Election
Potential Budgetary Implications	<ul style="list-style-type: none"> Eliminate stipends and health insurance benefits

Recommendation 28	The Board of Health should utilize a position description requiring specific education, training and experience for the Health Agent position and conduct yearly written performance reviews of the Health Agent's performance. See MGL Chapter 111 Section 30 and www.mahb.org
Basis	The Town needs a qualified Health Agent whose performance is reviewed yearly to determine if goals have been met.
Analysis and Discussion	<ul style="list-style-type: none"> There are currently no minimum requirements for this position. Goal setting and performance reviews have not been conducted. There is an open-ended appointment
Supporting arguments	<ul style="list-style-type: none"> The Town must require strict minimum requirements for appointment to insure professionalism. Goal setting and performance review is necessary to insure acceptable performance.
Opposing arguments	<ul style="list-style-type: none"> There is no need to change
Implementation Plan	<ul style="list-style-type: none"> Board of Health must rewrite the position description and utilize it upon the next yearly appointment of the Health Agent

	<ul style="list-style-type: none"> • Board of Health must conduct a yearly written review of the performance of the Health Agent
Potential Budgetary Implications	<ul style="list-style-type: none"> • None

Public Safety

Recommendation 29	Establish a Public Safety Committee consisting of the Police Department, Fire Department, Building Department, Health Agent, Animal Control, Kingston Emergency Management Agency, Harbormaster and Conservation Agent
Basis	<ul style="list-style-type: none"> • The Town has several departments, boards and commissions responsible for various public safety regulations and activities. • The Town would be best served by having a Public Safety Committee coordinating the activities of these groups
Analysis and Discussion	<ul style="list-style-type: none"> • The Fire and Police Departments function independently with the Animal Control and Harbormaster falling under the jurisdiction of the Police Department. • The Health Agent is now governed by a separate elected board. • The Building Department and Waterfront Committee function independently • KEMA is a volunteer organization under the supervision of the Fire Chief • These departments generally work well together primarily because of the current individuals in charge but there is no requirement that they cooperate. • Equipment is not always shared between these groups and staff is seldom shared.
Supporting arguments	<ul style="list-style-type: none"> • Improved communication and sharing of resources between these groups • Formation of the Public Safety Committee will allow for a better functioning team with direct accountability to the TA and BOS • Centralizes the permitting process
Opposing arguments	<ul style="list-style-type: none"> • There is no need to change and create a new committee
Implementation Plan	<ul style="list-style-type: none"> • The TA will organize and oversee the activities of the committee and report back to the BOS
Potential Budgetary Implications	<ul style="list-style-type: none"> • None

Public Works

Recommendation 30	Establish a Department of Public Works with a Director by combining the following departments: Trees, Streets, Parks, Water, Sewer, Manager of Planning and Development, Building Maintenance (share facilities manager with Halifax, Plympton and SLRSD); Permanent Building Committee act as advisors. (Rutherford Report 2003)
Basis	<ul style="list-style-type: none"> • These departments generally work well together primarily because of the current individuals in charge but there is no requirement that they cooperate. • Water and Sewer each have a Superintendent and clerical staff. • Equipment is not always shared between these groups and staff is seldom shared. • Some work is seasonal requiring less staff time during certain months. • Town properties are not being maintained • Assign responsibility of stewardship for environmental issues and advocacy
Analysis and Discussion	<ul style="list-style-type: none"> • The Departments of Street, Trees and Parks, Snow and Ice, Street Lighting, Solid Waste Disposal, Recycling are now under the direction of the Highway Superintendent. • Water and Sewer are now governed by separate elected boards. • The Recreation Commission is governed by an elected Board. • The Permanent Building Committee is appointed and has a limited budget with no authority to order needed maintenance and repair of Town properties.
Supporting arguments	<ul style="list-style-type: none"> • Improved communication and sharing of resources between these groups • Appointment of a DPW Director will allow for a better functioning team with direct accountability to the TA and BOS • Town property maintenance could be completed during seasonal lulls in other assigned work • Highway Superintendent does not have enough time to oversee Waste Disposal and Recycling • Solid Waste Disposal and Recycling need a dedicated Director because of the cost involved • Town staff could help to maintain Town ball fields for less cost than current contracted services • All employees and equipment would be used for snow plowing and other emergencies, reducing contract costs for these services
Opposing arguments	<ul style="list-style-type: none"> • Special training and licenses are required for Water and Sewer work • Knowledgeable and dedicated elected Commissioners insure that we have high quality water and proper sewage disposal
Implementation Plan	<ul style="list-style-type: none"> • Present bylaw at Town Meeting to create Department and positions of DPW Director, Environmental Manager, Highway Manager, Parks and Forestry Manager, Recreation Director, Water Superintendent and Sewer Superintendent • Vote on issue by ballot at Town Election • Implement search and selection process at least 3 months prior to end of current fiscal year • The Public Works Director would be recommended by the Town Administrator, and appointed by the Board of Selectmen.

	<ul style="list-style-type: none"> • Reorganize and provide training as needed • Create elected Advisory Board of 5 members • Allow current elected office holders to serve out the remainder of their term
Potential Budgetary Implications	<ul style="list-style-type: none"> • All positions need to be reevaluated by Wage and Personnel to determine proper pay grade • Determine what duties exist and how many people are required to perform them and eliminate duplication of positions • May require additional funding for the position of Director but could be offset by elimination or modification of other positions

Recommendation 31	Establish responsibility for energy conservation and management
Basis	The Town does not have an individual dedicated to oversee energy conservation and management
Analysis and Discussion	<ul style="list-style-type: none"> • The Town has a volunteer Green Energy Committee • The Town has made a serious financial commitment to energy conservation issues • The Town now hosts a wind turbine that will require oversight
Supporting arguments	<ul style="list-style-type: none"> • The Town needs to reduce costs whenever possible. • The Town would benefit by having an individual dedicated to overseeing these issues
Opposing arguments	<ul style="list-style-type: none"> • None
Implementation Plan	<ul style="list-style-type: none"> • The responsibilities will be assigned by the DPW Director
Potential Budgetary Implications	<ul style="list-style-type: none"> • Energy and utility cost savings

Recommendation 32	Assign centralized responsibility for maintenance of Town owned property and provide necessary funding
Basis	<ul style="list-style-type: none"> • The Town owns many buildings and land that require upkeep but funding is very limited. • There is no one individual or department responsible for insuring that necessary maintenance is performed timely. • Neglect of these buildings and properties results in more expensive repairs and is a blight to the community. • The Town needs to seek funding opportunities for greater sustainability in an environmentally conscious manner • Open space and conservation land needs to be maintained to prevent misuse and pollution
Analysis and Discussion	<ul style="list-style-type: none"> • Some department budgets include small amounts for maintenance • The Permanent Building Committee has completed an inventory of all Town owned buildings and have proposed a maintenance schedule. • Currently there is no one responsible for maintaining unimproved properties

Supporting arguments	<ul style="list-style-type: none"> • A small yearly budget for maintenance will reduce the long term costs of rebuilding or replacing these facilities • Someone needs to oversee this process and insure actions are taken timely
Opposing arguments	<ul style="list-style-type: none"> • Funds are limited • Many buildings are fairly new and need little care • No need to change present process
Implementation Plan	<ul style="list-style-type: none"> • Assign responsibility for overseeing maintenance to an individual within the DPW • TA should insure all necessary maintenance is completed timely • Establish appropriate funding for all maintenance and place in the DPW budget
Potential Budgetary Implications	<ul style="list-style-type: none"> • Save money by providing ongoing maintenance and reducing utility expenses

Recommendation 33	Selectmen contract with a limited number of engineering firms to provide all engineering services needed by all Departments (See Appendix L)
Basis	The Town currently spends \$557,000 for engineering services each year. Each department contracts with an engineering firm of their choosing. The Town would best be served by having one contract with an engineering firm that can provide all the services needed at a pre-arranged cost.
Analysis and Discussion	<ul style="list-style-type: none"> • The Town has had a contract for legal services for many years to control these costs. • Town Counsel services must be preapproved by the TA • The DPW director would be responsible for approving all necessary engineering services
Supporting arguments	<ul style="list-style-type: none"> • The Town will reduce its costs for engineering services by having a contract and one central approval point • A contract is legally binding and can be ended if services or costs are not acceptable • Reduce the possibility of multiple legal issues by dealing with just one firm
Opposing arguments	<ul style="list-style-type: none"> • Town Departments have long standing relationships with the engineering firms they use • Costs would not change
Implementation Plan	<ul style="list-style-type: none"> • BOS would issue an RFP for engineering services and award a contract • The DPW Director will be responsible for approving all requests for engineering services and uphold the terms of the contract • Massachusetts Municipal Association (MMA) listing of engineering firms http://www.mma.org/municipal-marketplace/3383-engineering
Potential Budgetary Implications	<ul style="list-style-type: none"> • Save money by having a contracted price

Recommendation 34	Reconfigure the Transfer Station, assign a Manager and establish an Enterprise Fund for Trash and Recycling
Basis	The Town needs a dedicated manager to oversee operations at a reconfigured Transfer Station and Recycling Center in order to reduce expenses and increase revenue
Analysis and Discussion	<ul style="list-style-type: none"> • The current configuration of the transfer station does not foster extensive recycling • The Town makes money on many recycled items • By recycling more items, the Town will have less trash to dispose, thereby, increasing revenue and reducing expenses • The Superintendent of Highways has stated that he has insufficient time to provide the necessary supervision at the Transfer Station • Not everyone in town uses the Transfer Station yet it is funded from general revenues. The creation of an Enterprise Fund would provide an incentive for those who use the Transfer Station to recycle more items to keep their costs down. • The Town has a contract with SEMASS that is ending in 2014 and has already been told the next contract will be at three times the current cost. • Town Meeting has not voted to provide the funding to reconfigure the Transfer Station
Supporting arguments	<ul style="list-style-type: none"> • The Town needs to reduce costs whenever possible. • Cost is a strong incentive in changing people's behavior regarding trash and recycling • The Town would benefit financially by having a Manager dedicated to overseeing this operation • Those who use the Transfer Station will bear the cost of its operation including the cost for reconfiguration as well as a manager
Opposing arguments	<ul style="list-style-type: none"> • The Town does not have the money to pay for a reconfiguration or a manager • Potentially increased fees because only the users would pay for operational costs
Implementation Plan	<ul style="list-style-type: none"> • Present bylaw changes at Town Meeting • Vote on ballot issue at Town Election • The Manager would be recommended by the DPW Director and Town Administrator and appointed by the Board of Selectmen. Candidates could be current Town employees • Establish Enterprise Fund
Potential Budgetary Implications	<ul style="list-style-type: none"> • General revenues used to fund this operation can now be used for other departments • Residents who use the transfer station will now bear the costs of operating this facility

Government Structure

Recommendation 35	Review all committees and commissions for goals and effectiveness and consider reconfiguring as needed
Basis	The Town currently has over 30 committees and commissions established in Town bylaws. Not all of these groups have established goals nor are they meeting on a regular basis. Many vacancies exist. If these groups are necessary, then they need to have all positions filled and working on goals.
Analysis and Discussion	<ul style="list-style-type: none"> • Much of the Town's work is accomplished through citizen involvement in Committees and Commissions. • Many citizens would step forward to serve if there were stated goals and accomplishments. • It is prudent to periodically evaluate the structure of an organization and determine how to improve. This could involve eliminating or combining groups. • In some communities in Massachusetts, the Open Space Committee is a subcommittee of the Conservation Commission
Supporting arguments	<ul style="list-style-type: none"> • It is wise to utilize the talents of citizen volunteers on necessary committees that have established goals and accomplishment their mission as productively as possible.
Opposing arguments	<ul style="list-style-type: none"> • No need to change
Implementation Plan	<ul style="list-style-type: none"> • BOS request written goals from all committees and commissions with list of actions taken in the last 3 years • BOS meet at least yearly with all committees and commissions • BOS would form a review committee to evaluate the current committees and commissions and make recommendations • BOS would act on review committee's recommendations
Potential Budgetary Implications	<ul style="list-style-type: none"> • Possible savings from activities of committees and commissions

Recommendation 36	Establish bylaw that prohibits finance committee members and elected officials from serving as voting members of standing Town committees (DOR Recommendation #5)
Basis	The Town currently has several individuals who are serving in this dual capacity. Possible conflict of interest and transparency are compelling reasons to pass this bylaw.
Analysis and Discussion	<ul style="list-style-type: none"> • In Kingston, the finance committee chair is a voting member of the sewer commission and the town technology committee. • The town treasurer maintained his seat on the finance committee when he was first elected in 2004, and only resigned in 2009; in 2010 he chaired the Community Preservation Committee. • These are examples where elected or appointed officials are voting members on multiple boards or committees. Because of the decisions these bodies make, overlapping participation can give rise to the appearance of conflict and can create the perception that not all citizens will be dealt with on an equal basis.

	<ul style="list-style-type: none"> • They should not, however, be prevented from serving on ad hoc committees where they have an interest or their knowledge, experience and expertise can be of real benefit.
Supporting arguments	<ul style="list-style-type: none"> • Eliminate the possible conflict of interest
Opposing arguments	<ul style="list-style-type: none"> • No need to change
Implementation Plan	<ul style="list-style-type: none"> • BOS present bylaw change at Town Meeting • Vote on ballot at Town Elections
Potential Budgetary Implications	<ul style="list-style-type: none"> • None immediately but could reduce possibility of litigation over conflict of interest

Recommendation 37	Establish an Affordable Housing Trust (see Municipal Affordable Housing Trust Guidebook)
Basis	<ul style="list-style-type: none"> • The Town does not currently meet the State mandated 10% affordable housing goal. • The Community Preservation Fund has only spent \$50,000 on affordable housing (Habitat for Humanity unit on Grove St.) with a large accrued balance of \$375,000 still to be spent on any projects. • CPC funds can only be expended upon the vote of Town Meeting, which occurs only once or twice a year. A more expeditious process is needed to take advantage of affordable housing opportunities
Analysis and Discussion	<ul style="list-style-type: none"> • The Town of Kingston is currently updating its affordable housing plan which hasn't been done since 2004, and said plan is currently before the BOS and the Planning Board for adoption • Trustees for the Trust would be appointed by the BOS, functioning as a developer, investor, lender, property manager or a housing service provider. • It allows the town to move swiftly on property acquisitions and sales when needed. Monies can go into the trust from other sources other than CPC. This is a streamlined process to quickly provide affordable housing in order to meet the Town's 10% requirement under Chapter 40B which gives developers incentives to build affordable housing
Supporting arguments	<ul style="list-style-type: none"> • The Town needs to be able to take timely action to provide affordable housing to its citizens • Funding is available from the CPC
Opposing arguments	<ul style="list-style-type: none"> • No need to change • More bureaucracy
Implementation Plan	<ul style="list-style-type: none"> • BOS present bylaw change at Town Meeting • Vote on ballot at Town Elections • BOS appoints Trustees
Potential Budgetary Implications	<ul style="list-style-type: none"> • None

Summaries of Meetings and Discussions

The following Section contains the data which forms the bases of the findings and recommendations made by the Committee. This data was gleaned from several sources:

- Interviews conducted with Town employees, Department Heads, elected and appointed officials, members of Committees and Boards
- Interviews with government officials from surrounding towns
- A Survey and Public Forum of the citizens of the Town of Kingston

In addition, the Appendices contain several resources which were studied and analyzed by the Committee in framing the challenges confronting Kingston and in formulating possible solutions to those challenges.

ADMINISTRATION

Moderator

The Committee met September 15, 2011 with Town Moderator Janet Wallace. The powers of Town Moderator (TM) derive from Mass. Gen. Laws, Chapter 39, Sections 14-18. Duties and responsibilities include appointment of the Finance Committee, Wage and Personnel Board, Open Space and other committees. The largest challenges for the TM are the experience of the candidate pool, and the need for more citizen participation. TM believes the Finance Committee has good participation with little turnover and a good learning curve, conservative stewardship, and runs smoothly due to the Town's excellent financial position. A good TM needs to learn the process used by the Finance Committee.

In the area of Town Meeting oversight and management of warrant articles and citizen contact, the TM referred our Committee to the recently posted Guide to Town Meeting on the Town's web site. The TM expressed some frustration in the way the form and process of warrant article presentation has devolved over the past history of Town Meeting. TM expressed concern of a loose process by the Board of Selectman (BOS) on timing and insertion of special warrants and bylaw changes, and late budget item insertions due to department place-holds. The TM would like to see tighter management on behalf of BOS to employ more organized methodology on warrant article construction, timely changes, department accountability, and the elimination of blanket place-holds for bylaw changes. The Town Administrator needs more experience on article construction wording, thus eliminating time with Town Counsel. Language can lead to confusion for the voter if the article is ill worded. There is a need for a 2 to 3 week leeway on closure on articles. TM needs more time to meet with the Town Clerk and Planner and provide information on all articles and motions to the voters in a timely fashion. Drafting of articles should start earlier, especially zoning bylaws. Monies should be allotted to facilitate a mailing of the Warrant to voters and a cable link for more information. The TM would prefer to have the actual vote of committees on warrant articles rather than just yea or nay.

There was a discussion between the TM and the TGSC on moving the January 1 Warrant closing to January 15 to insure a timely manner in which the Planner and Town Council can manage bylaw article changes and votes by the Planning Board or any other department. In a conversation with the TM about BOS efficiency on the management of article holds and rearrangement of article sequence that can affect attendance, it was suggested that a Bingo style lottery system for articles be considered. TM recommends keeping categories together, but 1st in line 1st in time, civility reigns.

TM stated that Town Counsel was very accessible and responsive, and she had unrestricted use of his advice and opinions. In the areas of communications and education the TM needs a grant to upgrade the PA system through the School Dept., likes the idea of live broadcasts for seniors, and wants to implement relationships with students to get child care for Town Meeting.

The TM promoted her guide to Town Meeting as a citizen's "how to" assistance on crafting articles. Other ideas of the TM include coordination of Town Meeting dates with sports team dates to cultivate student participation as a teaching tool, and the use of Gavel Line (Massachusetts Moderator Association e-magazine.) ideas in education of political process for students. The need for a senior bus was mentioned

due to the issue of length of Town meeting and late night sessions. The BOS expressed concern for late nights, but the floor gets to vote to stay.

Town Meetings need to move along more efficiently perhaps with shorter debates and time limits, but fairness should rule with an alternating pro and con arguments. Asked if the TM votes with body, the TM stated she does not, in the interest of impartiality and fair play. The Statute does not preclude a TM from voting with the body. A discussion of vote counters and tellers revealed that two people should count each section in a close vote to avoid a conflict. Town Meeting Time is used instead of Roberts Rules per the Moderator's initiative. There was a discussion of the Town Meeting reconsideration procedures, revealing that the process is an established Kingston practice, but does not necessarily follow the written rules.

Asked by TGSC to voice a preference for Open Town Meeting or the Representative form of town meeting, the TM prefers an open forum for all citizens and voters to be heard. Turnout and quorum issues persist. There is a need for more education of voters, more committee participation by citizens and an information process that works better.

1. Need tighter management on behalf of BOS to employ more organized methodology on warrant article construction, timely changes, department accountability, and the elimination of blanket place-holds for bylaw changes.
2. Drafting of articles should start earlier, especially zoning bylaws.
3. Monies should be allotted to facilitate a mailing of the Warrant to voters and a cable link for more information.
4. Consider a Bingo style lottery system for discussion of Warrant articles at Town Meeting
5. Change the Warrant article submission deadline to January 15
6. Upgrade the sound system used for Town Meeting
7. Offer child care and a senior ride system for Town Meeting
8. Coordinate the date for Town Meeting with other Town groups (especially youth sports) to encourage attendance
9. Implement time limits on speaking at Town Meeting and alternate pro and con speakers (use 2 microphones and have pro speakers at one and con speakers at the other)
10. Use 2 vote tellers for each section to ensure an accurate count
11. Change the term of office for Moderator to 3 years

Board of Selectmen

The Committee met September 16, 2010 with Selectmen Sandra MacFarlane, Mark Beaton, Dennis Randall and Joseph Casna. Ms. MacFarlane gave an introduction and overview of Selectmen's duties. She also discussed the role of the Town Administrator in relation to the Selectmen. She stated the Town Administrator is viewed as the daily coordinator. Selectmen depend upon the Administrator to keep them updated on issues. There has been increased communication between the financial departments. Communication has increased between all departments. The Schools have increased cooperation with the community in regards to budgetary issues. She stated that the following resources are needed: better internet services and upgrades to computers in offices.

Mr. Beaton read a copy of his memorandum on the purpose of the Town Government Study Committee. He stated the Town departments do a good job communicating with each other. He believes the TGSC discussion should focus on fiscal restraints/concerns, combining departments, consolidation of departments and territorial issues regarding consolidation. He would like to see the TGSC address small changes.

Mr. Randall commented that Selectmen have been in trouble in the past when they tried to usurp the authority of other boards. He is concerned with the financial future of the Town. He wants to give citizens the best value for their tax dollar. He wants to streamline the processes of various committees.

It was suggested by the TGSC that the Selectmen consider conducting a "State of the Town Summit" to address fiscal concerns.

When asked to comment on what they consider to be impediments to consolidation. Mr. Beaton stated "Convincing departments to address the issue".

Mr. Randall stated that issues need to be properly vetted with consensus prior to presentation at Town Meeting.

Technology Advisory Committee

The Committee met January 20, 2011 with Elaine Fiore, and Mary MacKinnon of the Technology Advisory Committee. Ms. Fiore gave an overview of the Technology Committee (TC). The following information was presented: there are 6 members on the committee, appointed by the Selectmen and serving in an advisory capacity to the Selectmen. They are presently working on a Disaster recovery system for the Town. Present programs (MUNIS and Harpers) can be accessed in the event of a shutdown at Town House. They developed a technology plan for the new Senior Center.

Nancy Howlett, Assistant to Board of Selectmen/Town Administrator, serves as the IT coordinator for the Town. She calls in an outside vendor in the event of a problem. The present vendor does maintenance and repairs, not long term planning. The committee created a website policy. Each department has their own technology budget and their own purchases. This results in many disparate parts. There are no consolidated monies in this year's budget. Overall technology budget, excluding Harpers and MUNIS, is about \$35,000. No proactive budget is in place, only reactive when things break

The TC's charge from the selectmen is open ended. They meet with the selectmen at least 2 times a year. They feel the oversight for technology should be with the Town Administrator. They have thought about investigating sharing technology duties/personnel with school department but have not done so.

The inventory of technology equipment is in a hard copy with the Selectmen's office. They are investigating leasing of equipment. The Committee has not explored regionalization for purchasing power, but is interested in investigating it. The Committee has not investigated purchasing/using modules instead of complete programs

TC member Shelley Loring is the webmaster for the Town's website. Computer use proficiency varies throughout each department. Training is needed for some employees

The TC would like to see a centralized IT department with a centralized budget. They would continue to develop long-term planning and serve in an advisory capacity to the IT person, with the IT person reporting to the Selectmen.

1. Create a centralized IT department with its own budget including a proactive budget item to provide maintenance, thereby reducing hardware and software problems
2. Town Administrator should have oversight of all technology for the Town
3. Share technology duties/personnel with the schools
4. Work with other Towns for regionalization purchasing power
5. Purchase only necessary modules instead of whole programs that are not fully utilized
6. The TC should seek out an actual charge from the Selectmen
7. Explore the feasibility of switching to "cloud computing"
http://en.wikipedia.org/wiki/Cloud_computing
8. Create a data processing coordinator per MGL Chapter 41 Section 23 D

Town Administrator

The Committee met May 20, 2010 with Jill Goldsmith, Town Administrator. At a high level, the Committee has concluded that the Town should modify the job description, employment contract, and the Town Bylaws to strengthen and codify the role of the Town Administrator (TA) in areas of finance, personnel and property management. The TA should become an ex-officio member of the Finance Committee, Capital Planning Committee and the Wage & Personnel Board. The TA's role needs to be strengthened and supported by the Board of Selectman (BOS) in the areas of Human Resources. The TA shall be responsible for all administration and review of the Town's policies and procedures. The TA shall be responsible for oversight and coordinated control over the Town buildings, infrastructure, including computer hardware and software and other MIS functions, and town owned properties.

The Committee reviewed many sources of information to reach its recommendations: The Town of Kingston Financial Management Review (May 2010) Department of Revenue (DOR Report), The Rutherford Report (May 2003), the Massachusetts Municipal Association website, the description of the position (or similar function) from various towns, including the Towns of Carver, Littleton, Hanson, Pembroke, and Plymouth. We also interviewed Charles Cristello, Town Manager, Middleboro, Massachusetts and various other elected and appointed officials.

Ms. Goldsmith described her position as outlined in the Wage and Personnel Bylaws. Her duties include: addressing resident's concerns, financial management, policies and procedures, budget, trouble shooting, and primarily to meet the directives of the BOS. She works with the budget and takes an active role in the process by working with the Treasurer.

The Committee recommends a series of changes to the description of the TA position and clarification, codification and expansion of the TA official duties as delineated in the Town of Kingston General Bylaws and the job description. The Committee recommends changes in the areas of

- Financial management,
- Annual Town budget process,
- Development and control of Town policies and procedures,
- Human resource management, and
- Management and control over Town owned buildings and properties.

Financial Management

The Committee has recommended that a Financial Management Team should be implemented involving the TA. The Committee concurs with the finding of the DOR report: *“the Town is well managed from a financial perspective; the Town relies heavily on past practice instead of formally adopted policies to direct if financial affairs. The role of the TA is not well defined and reporting relationships are blurred because of the number of elected officials and multiple office holders.”* (Page 5 – 6, DOR Report).

Therefore, an immediate recommendation can be made that: *“a financial management team, comprised of the TA as chair, the Accountant, Treasurer /Tax Collector and Assistant Assessor is created in town bylaws and meet monthly or quarterly.”* (Page 6, DOR Report). The benefits of this team include being a forum to review the Town’s fiscal status and coordinate financial functions. It can discuss progress on finance related deadlines and identify critical junctures. Finally, the team can offer strategies to deal with anticipated fiscal events and areas of concern. This regular meeting would have other, less fiscally driven benefits such as, group analysis of procedures and policies, enhances lines of communications and would provide a forum to raise and resolve interdepartmental issues. According to the DOR, the financial team is not intended to function as a policy making body and would not encroach on the duties and decision-making responsibilities of the TA or other entities. Continuing from that report, the Town needs to *“reflect on the most effective way to bring focus to bear on financial management and centralized decision-making”*. Ultimately, a Department of Finance and Budget should be established with a Finance Director.

The Committee recommends that the TAs job description and related Bylaws should be amended to accomplish the following:

1. TA will implement and chair a Financial Management Team consisting of TA, Treasurer/ Tax Collector, Town Accountant, Assessor, and Finance Committee Chairman or their designee. This Team will meet on a regular basis, but no less than quarterly.
2. TA will serve as an ex officio member of the Finance Committee, the Capital Planning Committee, and the Wage and Personnel Board.
3. The TA will research, identify, and apply for Federal, State, and private grants. The TA will administer and have oversight responsibility for all grants received by the Town.

4. The TA will serve as the Chief Procurement Officer under the provisions of Chapter 30B of the General Laws, responsible for purchasing all supplies, materials, and equipment for the Town, including bidding and awarding of all contracts.
5. The TA will report the Town's financial positions to BOS on a regular basis, not less than quarterly, following the meetings of the Financial Management Team.
6. The TA will ensure fiscal responsibility and modern financial reporting and accounting practices.

Budget:

The role of the TA in the annual budgetary process is not well defined in the present bylaws and TA job description. Historically, the TA has been involved in the budgetary process at different levels. The lack of a defined approach leaves annual budget development to the strength of personalities and their personal skill set instead of a well-defined and agreed-to process. The formal authority of the TA needs to be more clearly defined.

The Town of Pembroke included under the Financial Duties of their TA to include “*Using information from salary plans and union contracts, debt schedules, past expenditure patterns, revenues and policy direction from the BOS, coordinates the timely preparation of all town departmental budgets with the Town Accountant, prepares a recommended budget of all town departments to be submitted to the Advisory Committee leading to a fiscal budget for town meeting approval.*”. That general approach is reflected in the Committee’s recommendations.

The Committee recommends that the budget process and the role of the TA in that process be strengthened and firm timelines be established to insure that the best work product be presented to the Town at Annual Meeting.

1. The TA will prepare and submit at a public meeting to the BOS and Finance Committee, no later than ninety (90) days prior to the Annual Town Meeting, a written balanced budget for town government, including the school department, for the ensuing fiscal year.
 - a. The proposed budget shall detail all estimated revenues from all sources and all expenditures including debt service for the previous, current, and ensuing years.
 - b. The proposed budget shall include proposed expenditures for current operations, trust funds, and capital during the ensuing year, together with estimated revenues from all sources and free cash available at the close of the fiscal year, including estimated balances in special accounts.
 - c. The Town may, through bylaw amendment, establish additional financial reports to be provided by the TA.
 - d. To assist the TA in preparing the proposed annual budget of revenues and expenditures, all boards, officers, and committees of the Town including the School Committee shall, within the time frame requested by the TA, furnish all relevant

information in their possession and submit to the TA, in writing and in such form as the TA shall establish, a detailed estimate of the appropriations required and available funds.

Policies and Procedures:

The role of the TA in insuring clear and concise communication of the Town's policies and procedures cannot be understated. These policies must be reviewed on a periodic basis to insure compliance with the applicable laws and to reflect changes in the way a Town conducts business. These also need to be communicated to all Town employees and elected officials and enforced in a uniform, fair, and impartial manner. Clear policies, especially those relating to the use of Town resources and finances; create systems of controls and check & balances to avoid the possibility of errors. These policies also benefit the populace so they can understand the roles, duties, and restrictions placed on Town employees during their interactions. The Committee recommends that the TA's job position include the following:

1. Develops and updates Town Policy and Procedural Manual
2. Develops policies for ratification by the BOS
3. Implements and enforces policies consistently and uniformly
4. Holds monthly meetings with department heads to keep them apprised of new policies, programs, and events

Human Resource Management:

The Town's current system of elected officials, appointed position, contract employees, as well as consultants and employees covered under the Wage & Personnel bylaw makes this role complex and challenging. There are various unions which require collective bargaining, some of whom report to elected Boards (School System) or appointed positions (Police & Fire Chiefs). The Town's human resource management system utilizes a combination of state & federal laws, the Wage and Personnel Bylaw, and collective bargaining agreements (clerical unit and labor unit). The Wage and Personnel Bylaw is comprehensive in scope.

The TA is the administrative officer responsible for the administration and coordination of the town's personnel functions, including recruitment, selection and appointment. The TA coordinates bylaw implementation with the appointed Wage and Personnel Board. The BOS, with the assistance of the TA and Labor Counsel, negotiate the terms and conditions of employment for members of all Kingston Labor Units, with the exception of unions governing school employees. Employees in each of these departments, depending upon the position occupied, are covered by either the Wage & Personnel Bylaw or various clerical or labor unit contracts. Presently the TA is involved with the collective bargaining process but clarification of that role is required as described in the recommendations, below.

The Committee discussed in depth the role of the TA in the hiring & disciplinary process and collective bargaining. Appointment authority for all employees within each of these departments is exercised by the BOS, through the TA, who receives recommendations for appointments from the various boards, departments and commissions. Rutherford Report, May 2003 (Page 23). Kingston Wage and Personnel Bylaw grants the TA the responsibility of interviewing, and presenting candidates for hire.

To insure a consistent process, the Committee recommends that the hiring process always involve a two stage process, at minimum. For non-managerial positions, the direct supervisor of the position would initially screen all applications and present their recommendations to their supervisor (department head), who makes the final recommendation to the TA. For Department heads, there would be a two level hiring process as well, consisting of the candidates being screened by the TA with recommendations being made to the BOS. The exclusions to this process would be public safety and the school system (the school's process system should remain unaltered). Public Safety Professional Personnel (Fire Chief/Police Chief) will be recommended through Committee consisting of TA and BOS appointees. BOS will hire from Committee recommendations. The BOS may always appoint a search committee for department head, if they desire.

The Committee recommends the following changes to enhance the lines of authority over the Town employees and clarify the roles and responsibilities relating to the hiring process and the disciplinary process.

1. The TA shall conduct monthly meetings with the department heads or their designee each calendar month for the purpose of maintaining effective communication and improved operations within all departments.
2. The TA will meet/consult on a regular basis with the Wage and Personnel Board
3. The TA will function as the Town's Resource Manager and maintain up to date data and personnel files of all town employees.
4. The TA will coordinate with the department heads annual evaluations of employee performance and goal setting for employees under Wage and Personnel bylaw and will participate in the annual evaluation process of union employees as outlined in their negotiated contracts. The TA will coordinate with the BOS and conduct annual evaluations of department heads.
5. The TA will lead the negotiations for all collective bargaining contracts on behalf of the BOS, which contracts shall be subject to ratification and execution by the BOS.
 - a. The BOS may authorize use of additional counsel, as requested by the TA to assist the TA in the negotiations process.
 - b. The TA shall involve the affected Department Heads in this negotiation process as co-consultants on the operations and strategic issues relating to that department's Agreements.

Oversight of Properties and Infrastructure:

The Town owns many buildings, property, capital equipment (including computer hardware, software and other MIS items) and other items critical to the basic infrastructure of a Town. Some buildings are occupied and staffed on a regular basis, others are used periodically and others have been abandoned, by the Town or their private owners and are now the Town's responsibilities. The role to properly maintain those buildings is complicated due to the historic nature of some of the Town's properties. The Town also owns tracts of undeveloped land that is for general or recreational use, conservation land or raw land

abandoned by the private owners. There are various Town Boards and Committees who have different levels of responsibility and authority over these properties. The TA's role is to oversee the properties under their direct control and coordinate the functions of the various authorities to insure that the real estate resources developed to their best and highest use, which could include leaving a property just as it is, in perpetuity. The Town of Hanover approached the management of real property in their Bylaws: The TA shall *"manage and be responsible for all town buildings, properties and facilities, except those under the control of the school committee, parks and recreation department and conservation commission. The town manager may maintain and repair school committee, parks and recreation department, open space committee and conservation commission buildings, properties and facilities if and to the extent the school committee, parks and recreation department, and conservation commission may request and authorize."* (Hanover, General Bylaws, Section 4, Part B.)

The TA should no less than annually solicit recommendations from the various Town authorities Boards and Committees that are involved with Real Property to incorporate their recommendations and future plans into the budgetary process. The TA should also work with the appropriate Department heads to insure that the property under control of the Town is properly maintained, secure, and used to its best possible use.

Town Clerk

The Committee met October 20, 2011 with Mary Lou Murzyn, Town Clerk (TC). Ms. Murzyn stated that her office can be compared to a hub around which the wheel of local government revolves. The spokes of the wheel represent the various boards, departments and committees within the government to which the TC relates in a direct way. The rim of the wheel represents the many segments of State and County government from which many of the TC's official duties and responsibilities stem.

TC provides directions and information to the citizenry on all aspects of the workings of the town. Besides licensing, census and registration, the TC is directly involved in the intricacies of Town Meeting and election planning and logistics, the latter being a very complicated process. TC provided the Committee with a calendar of events and services for the year which shows what the office does on a daily and monthly basis, with the main challenge being to keep up with the changes in state mandates especially the new open meeting and ethics laws which require establishing a data base to document everything. Maintaining the flow of information in an efficient and professional manner is job one.

The TC stated that she has excellent technical support in her department. The TC is also the keeper of the Town Seal and records, plus maintaining an excellent web site. The TC is not involved in using MUNIS system. She refers questions on ethics to the Ethics Commission hotline, but does organize training sessions.

She interacts with all departments of government on filing all paperwork generated. When asked about her feelings about the structure of Town Meeting and its workings, TC expressed the opinion that it should be kept in its open forum and not precede to a representative body due to the relatively small population. She does not cast a public vote, in order to preserve fairness and impartiality. TC believes that

better information dissemination and scheduling and possible day care services could improve turnout. TC was not in favor of a lottery at Town Meeting to determine the sequence of articles, commenting that budget items need to go first, and that an index would be needed to be created in the minutes to avoid confusion to the voters. Education on the issues is the best effective tool in keeping voters' attention and in attendance at Town Meeting.

The TC noted that all her staffing issues have been addressed, given that she also runs the election division out of her office with a separate budget. She would like to see better conservation and preservation of older and historic records under climate control, and consistency of equipment upgrades. TC talked briefly about personnel issues pertaining to a question raised about dealing with hiring and firing protocols, and having both union and wage and personnel people in her office which is emblematic throughout town offices. These personnel inconsistencies need to be addressed according to the TC.

The question of appointed vs. elected was raised concerning the office of TC. She stated that appointment is a valid consideration for finance (Collector-Treasurer), but that TC is the one office where voter validation of ones credentials and accomplishments is essential in maintaining the public trust, especially with respect to the overall election process, there being mechanisms in place for removing elected officials. She also stated some misgivings over how the Collector-Treasurer Town Meeting article evolved, with not enough information available before the voters in a timely fashion due to the hastily arranged Special Town Meeting to consider the Adams Center project.

A further discussion ensued pertaining to Representative Town Meeting being a more informed and responsive mechanism, but the TC was skeptical as to how it would be organized as to precinct makeup. Information availability and distribution is still the tantamount problem. The informed special interest groups will always show up for TM. There need to be ways to inform and motivate the casual and the indifferent to attend. A suggestion was made to the TC that perhaps using the robo call system on or before Town Meeting to remind people that attendance at Town Meeting is their duty and in their best interest. TC suggested creating a Saturday event that would have a more celebratory family atmosphere with a lunch break and the meeting lasting all day.

Election turnout statistics were also discussed, with concern by some that turnout for local elections was lacking. TC does not run the elections if she is running opposed. Asked if she would comment on some of the ideas discussed with the Planning department, TC believed that having a Town Engineer serving all relevant departments was a good idea. As was GIS, aiding her department in the areas of census and redistricting.

In closing, TC would like to see a town wide review and re-evaluation of all full time and part time employees to be able to find ways to combine and cross train individuals to clear up inconsistencies that affect morale. The Committee might want to make a recommendation to the Board of Selectman to form a committee to make that evaluation.

1. Improve information dissemination and scheduling for Town Meeting and provide day care services to improve turnout
2. Improve conservation and preservation of older and historic records under climate control
3. Make consistent equipment upgrades

4. Address personnel inconsistencies of having both union and wage and personnel people in one office
5. Conduct a town wide review and re-evaluation of all full time and part time employees to be able to find ways to combine and cross train individuals to clear up inconsistencies that affect morale
6. Consider a Town Engineer and utilization of GIS
7. Consider changing sick leave policy: instead of payout upon retirement, use it to extend length of service as done with U.S. Government Civil Service

COMMUNITY AND ECONOMIC DEVELOPMENT

Community Preservation Committee

The Committee met December 1, 2011 with the Community Preservation Committee (CPC), represented by; Ken Moalli (Chair and Recreation Commission representative), Craig Dalton (Historic Commission representative), Marilyn Kozodoy (Conservation Commission representative), Don Ducharme (Housing Authority representative), Wendell Chamberlain (representative at large). Other members not present; Matt Hamilton (Finance Committee representative), Paul Ricci (representative at large), Dave Gavigan (Planning Board representative), and Charles Comeau (Open Space Committee representative).

Mr. Moalli discussed the evolution of the CPC from the Town's acceptance of the Community Preservation Act in 2005 with its levy of a 3% real estate surcharge. The 3 mandated recipient categories are: Open Space (min. 10%), Affordable Housing (10%), and Historic Preservation (10%). The remaining 70% can go to any of those areas plus Recreation and Conservation. The highest revenue for any given year has been around \$2.1 million with the matching State Funds (derived from Deed filings), to an average take over the last years of over \$1 million due to the decline in the real estate market. The States match has declined to a 36% match. The figures for this year were down.

The Adams Library restoration has been the largest recipient of funds and the project is now underway with the final disbursement. The Housing Authority has only spent 50k on affordable housing (Habitat for Humanity unit on Grove St.) with a large accrued balance still to be spent on any projects. Mr. Moalli stated that there is some preliminary planning on creating an affordable housing trust fund to administer those monies.

The CPC sets a high bar for eligibility, sound presentation and application approval with the applicant having to show a real and necessary need and benefit to the community. Ms. Kozodoy stated that the eligibility criteria and requirements on the application are very specific and hold the applicant to a very high standard. She stated that the information for applying is easily accessible to the public online. Mr. Moalli then described the application process, rating system, recommendations to Town Meeting and timeline. It can be a rather lengthy process.

The establishment of an affordable housing partnership trust fund would speed up the flow of CPC funds in that area and would, in Mr. Moalli's judgment, greatly benefit the Town. That concept was recently presented to the Board of Selectman (BOS) by the Housing Authority. It is very complicated and involves HUD and the State. Mr. Ducharme then proceeded to explain what the Housing Authority's perspective was. He said that the Town of Kingston is currently updating its affordable housing plan which hasn't been done since 2004, and said plan is currently before the BOS and the Planning Board for adoption. He stated that the new Town Administrator needed more time to analyze the plan because he was not up to speed yet on the State's 40B law and the affordable housing strategy inherent in the establishment of a trust fund. He referred the TGSC to the handout provided that outlined the implementation strategies of the affordable housing trust in building and maintaining units. Trustees would be appointed by the BOS, functioning as a developer, investor, lender, property manager or a housing service provider. It allows the town to move swiftly on property acquisitions and sales when needed. Monies can go into the trust from other sources other than CPC. This is a streamlined process to

quickly provide affordable housing in order to meet the Town's 10% requirement under Chapter 40B which gives developers incentives to build affordable housing. He stated that the plan (with the trust strategy), upon being deferred, is scheduled to go before the BOS again for acceptance and then before Town Meeting for approval.

Mr. Moalli responded that the trust would make a recommendation to the CPC that funds be transferred and Town Meeting would then vote to accept the CPC request. Mr. Ducharme said the trust could make loans to first time home buyers or bailout payments to assist in foreclosure as other towns have done. Given that the CPC funds reserved for affordable housing is \$457,356.56, it would make more sense to issue small loans or down payments on units rather than try to build a large housing complex Mr. Ducharme added that the fund is small but is growing every year and could be leveraged. Mr. Moalli didn't think that making small loans would help build your housing stock quota.

Mr. Dalton and Mr. Moalli both stated that there have been no credible affordable housing projects presented to the CPC since the McFarland Farms plan back in 2005. More needs to be done.

Does the CPC advance its own projects? Mr. Moalli stated that he sponsored and presented the application for the Reed Building roof repair project and the patio project on behalf of Recreation, which he was a member of. He did not initiate the project, and does not think the members should be proactive in pursuing personal projects per understanding of the CPA. Mr. Dalton didn't think that the Act specifically spelled that out. Mr. Moalli stated that in the past, members have been proactive in presenting projects to the CPC on behalf of the Boards they serve on, but believes that in the future he will not accept applications from governing members, in the spirit of transparency. Mr. Chamberlain believed that the CPC was more of a deliberative body with expertise in the areas of concern. Mr. Moalli agreed the CPC might as a whole come up with a plan for ideas to be considered for funding as an agenda item at meetings and stated that these things should be considered at the annual public meeting before consideration of projects. He receives applications through advertisements.

Ms. Kozodoy stated that the Act encourages the committee to study and recommend how best to spend CPC funds. The recommendations usually come after a group has made their presentation after strict consideration of the merits of application filing. These filings are generally from the Boards that the members represent, based upon ideas and needs expressed during and over the course of the year at those Board's meetings. Any person from the public can apply and often do (Ezra Wright Complex). Town departments or committees can apply. Examples given were the Conservation Commission and Faunce School through the Permanent Building Committee, as well as private nonprofits in the historic area.

Mr. Moalli stated that the CPC uses an intricate rating system to score the projects with full committee participation and long hours of vetting and discussion. Mr. Moalli believes it is a good rating system based on a composite of other town's rating systems. Mr. Moalli said there was no guide for the applicants with the rating system questions available, but the application asks the same questions that the rating form asks, and if you give the applicant the rating form, they will tailor their responses. Mr. Chamberlain, responding as a CPC member, said many applicants file under multiple categories to get the maximum favorability ratings. Mr. Moalli cited the Calista Property acquisition as a multiple category filing.

It's Mr. Moalli's opinion that after the purchase is made, it's that Boards responsibility to administer and maintain those properties (Open Space, Conservation, Recreation, etc.). Ms. Kozodoy wanted to assure the TGSC on the validity of the rating scale to evaluate the projects. Mr. Dalton also wanted to add that the CPC has evolved into a valuable resource in helping the Town restore and maintain its historic buildings and records and cited the proposed restoration of the Town Wharf as an example that is currently before the CPC. Mr. Moalli believes more needs to be done for Recreation through pending legislation to enhance the Act's attention to maintenance and harm to existing infrastructure and stabilization of the State's CPC Fund. He believes the CPC is a very active and educated body who have spirited and informative discussions and debates that produce good outcomes. Ms. Kozodoy referred the TGSC to Community Preservation.org for all information, or the Community Preservation Coalition. There was some discussion of the Maple Ave. School.

1. It is recommended that in the future the CPC should make available the scoring criteria to the applicant in the spirit of fairness and transparency of open government given that it is the taxpayer's money that is being spent. It is also recommended to make the scoring tighter to lessen subjectivity, and educate the public on the process and how to receive a packet that includes all necessary info and timelines.
2. A complete listing of all the town projects (and funding amounts) that have been funded through the CPC should be posted on the Town website.
3. Create an Affordable Housing Trust and issue small loans or down payments on units rather than try to build a large housing complex
4. Support efforts to amend the State regulations on using CPC funds for maintenance and upgrades on existing recreation facilities

Conservation Commission

The Committee met November 17, 2011 with Susan Chamberlain, Chair, Marilyn Kozodoy, Gary Langenbach, James Parker, and Maureen Thomas, Conservation Agent. Ms. Chamberlain acknowledged providing the Committee with comprehensive background information and began the meeting with a brief description of what the Conservation Commission (CC) does. She prefaced her remarks with praise for her fellow Commissioners' and Agent Thomas' knowledge and hard work in keeping the CC focused. She described the CC's prime mission to be the enforcement of the State's Wetlands Protection Act and the Town's bylaws and regulations in the eight areas of interest proscribed by law based on knowledge and interpretation. Therefore, Commissioners must understand the technicalities implied in making determinations and many get educational training and certification through the Mass. Board of Conservation Commissioners. Long-term experience on the CC by some members has also helped govern the panel's performance to do what is in the best interest of the townspeople and their natural resources especially the town's clean water supply. Ms. Chamberlain stated that the Conservation Agent was the day-to-day point person who interacts the most with town government and other agencies and would be the best person to explain and elaborate on the functions of the CC, and on its communication, coordination and cooperation within town government.

Conservation Agent Thomas then stated how dedicated and educated the CC is in carrying out its tasks. She gave a brief history about the evolution of duties and responsibilities of the CC since the inception of the Wetlands Protection Act in 1972, adding that the states' history of Conservation Commissions began with an act in 1957, with regulatory authority granted in 1972, and the town's adoption of a wetlands protection bylaw in 1978, amended in 1983 and most recently in 2004 at Town Meeting. Because of the new complexities involved in adhering to regulatory permitting deadline schedules, less time is actually being spent in protecting natural resources in a planned proactive manner. In her eight years on the job, Ms. Thomas stated that as well as administrating the protection of wetlands, waterways and streams and the natural resource management planning of Open Space and Conservation Lands, her job has included the ongoing permitting process for the National Pollution Discharge Elimination System, which the Town needs to complete to avoid substantial fines. This mandate involves the Town's responsibility to mitigate pollution caused by runoff from storm water into streams, rivers and bays through a special permitting process, requiring the Agent to spend substantial time on writing storm water management plans and grant applications for funding. With the inception of the Community Preservation Act (CPA) and the acquisition of more open space and conservation lands, the Agent has to dedicate time to writing conservation restrictions, which are legal documents outlining use prohibitions. Ms. Thomas then described her recent work in implementing GIS for the Town which requires data entry and platform rebuilding. This is being done through a technical liaison from the Town of Plymouth who is donating his time, saving the Town of Kingston about \$50,000 in consulting fees.

On the topic of communication, coordination and cooperation of the CC when interacting with the other offices of town government, the Commissioners and Agent expressed the following: Ms. Thomas stated that the CC for the past eight years has striven to elaborate precisely its communication of decisions and opinions to all parties involved in the permitting process. Collectively, the Agent and the Commissioners rated their communication to be a 5 most of the time. Ms. Thomas, who works daily at Town Hall, rated the 3Cs together as fluctuating between a 3 1/2 and a 4. Her primary interlocutors are the Building Department., Paul Armstrong (flood plain administration, erosion control, and code enforcement signoff), Planning Department, Town Planner Tom Bott, and the quarterly roundtable department meetings focusing on development issues (with Police, Fire, Health, Building and Streets and Highways). She also interacts with Water (Greenscapes Program, efficient water use brochures through NSRWA, JRWA environmental improvement grants, recent Wapping Road Dam removal project, environmental and agricultural education programs at SLRHS) and Sewer, Paul Basler (Streets, Trees and Parks), Police with respect to conservation lands protection enforcement (State Environment Police), the Board of Selectman (BOS), (Town Counsel and Town Administrator access on contracts and supervisory issues) other towns, (Plymouth Carver Aquifer Advisory Committee delegate, storm water management and water quality testing with Duxbury and Plymouth) and the Conservation Land Review Committee on land management and signage postings, and writing conservation restrictions.

The Commissioners' input on communication, coordination and cooperation was as follows: Mr. Langenbach commented that the CC has evolved greatly since he came onboard in the late 90s, moving from a dysfunctional body lacking continuity to a more educated entity with strong leadership from the employees (Agent's office). Cooperation was strengthened when the CC went to the BOS over the condition of Camp Nekon and was able to establish the Conservation Land Review Committee (CLRC) (2 years ago) with the charge to develop plans (through grant development) for managing properties that

were being neglected. The CLRC will be submitting a comprehensive land management plan on Camp Nekon to the BOS in December. The CPA has currently been the major provider of funds for acquisition of open space and conservation land such as the Calista property. It was noted that the CLR committee (2 members from Open Space, 2 members from CC, 1 from Agriculture, 1 from Recreation, and 1 from the BOS) has become a good vehicle for communication with other town entities. Through better cooperation and communication, more enforcement is being done on keeping these lands safe and clean for the citizens of Kingston. Mr. Parker, who has a working background in environmental engineering and has experience presenting before many boards and commissions in many towns, believed that Kingston's CC and Agent has a great performance record based on the high degree of cooperation, coordination and communication that they exhibit. He believes the Agent, based on his knowledge and experience, does the work of 2 to 3 people, and with limited resources. Because of limited funding, the Federal Government is relying on local entities to facilitate the enacting of the storm water discharge permitting process, thus incurring more work load and responsibility on the Agent. Mr. Parker stated that this is where GIS can come into play to assist the Agent in overlay modeling evaluations to come into compliance with NPDES. Mr. Langenbach added that the Agent also has taken on the task of writing all the conservation restrictions on all the newly acquired Community Preservation Commission lands, a position that is separately funded in some towns like Duxbury.

The discussion on adequate resources for the CC went as follows: Ms. Chamberlain, reiterating the CC's increasing responsibilities within town government, and given the lack of an IT person for the whole town and a Parks Department with a full time land manager, she has recommended a part-time land manager and a part-time GIS person be funded in the CC budget.

On the topic of the increasing costs in the administrative caretaking of town owned lands, the Committee Members were asked whether it was disingenuous to imply at Town Meeting that acquiring these lands would not incur added cost burdens to the taxpayer as so demonstrated at tonight's meeting. Ms. Chamberlain, Mr. Langenbach and Agent Thomas vigorously disagreed, citing housing development services costs to the town versus paying someone (part of Agent's job description) for land management, which has grown in scope over the years due to the size of (over 900 acres) and the deleterious use practices of such lands, especially in Camp Nekon. Mr. Langenbach believes that the plan he will present to the BOS on behalf of the Conservation Land Review Committee will address land management concerns by parceling out the various properties to a variety of town agencies for direct oversight. Mr. Parker added that the costs associated with open space lands only come into play once a use has been established for that land; recreational, agricultural, etc. Mr. Langenbach believes that all uncollectible taxed land in the town should be taken off the cherry sheets (reducing the town's overall evaluation) and put into open space because most of it is wetlands. Ms. Thomas believed that acquiring wetlands parcels protect the town's drinking water and that the monetary requests for land management are far below that of other towns. Ms. Chamberlain was of the opinion that these categories of land usage have been adequately addressed at Town Meeting.

The Committee was asked about the possibility of a Town Engineer position, given its constant topical status in the ongoing discussion of structure. Agent Thomas' view was that a full-time position would be of great necessity to town departments in need of review and development services and would facilitate tremendous cost savings by not having to go out to bid all the time. That person has to be well rounded and creative, and forward thinking in the area of compact development. Ms. Thomas stated that most, if

not all, services are paid for by the applicant, except for a recent park layout at Mullikin's Landing, and storm water management through a grant. When asked about the TGSC's concept of hiring an engineering firm that could deliver in multiple areas of expertise to handle the Town's many applicable needs, CC had no problem with that approach. Ms. Thomas stated that on the issue of GIS besides the need for software and hardware upgrades, office space in the Town Hall and funds for a position, the job should be independent of the Planning Board since all departments can utilize it.

In the area of the Town's conservation lands inventory, on the issue of whether the town has too much or enough conservation land or is it just the right amount, Agent Thomas said that's a tough question to answer because the Town has not done a build out analysis and this needs to be done in the Master Plan update. There has to be a plan as to how the Town wants to develop over the next 10 to 20 years, specifically, implication of more strict pollution and runoff requirement standards of compliance at the state and federal level (the amount of nutrients that can be safely discharged into rivers and streams by developers). The Town must do enforcement on these issues. No member of the CC served on the past Master Plan Committee, only a reference to a member being on the Open Space Committee. Agent Thomas said that the Open Space Committee is not a regulatory body. They do open space and recreational planning, and they do not do land management. They review development proposals to see if there are opportunities for the town to have access to walking trails. They propose projects through the CPC to Town Meeting. Ms. Thomas is working with them to use GIS to assist them in inventory and land-use planning data overlays. They build boardwalks and do bridge building and trail upkeep on a volunteer basis. Mr. Parker then undertook a brief description of the complicated process of GIS application in data compilation and analysis, and how it can save money in the long run if done properly by a knowledgeable and well trained professional with good teaching abilities.

Ms. Kozodoy wanted to convey to the TGSC the high degree of educational learning and expertise acquired over 10 years of volunteer service to be able to accomplish the tasks of the CC in a professional manner. The requirements include a steep learning curve in the ability to read engineering plans, soil science and biology and fiscal data analysis, all acquired through course training at personal expense. She believes that it is important to keep in mind that the positions are appointed by the BOS and can be filled at any time with people of little experience, who might have a different agenda, not in keeping with conservation's goals. She hopes TGSC now has a better understanding of the complexity of the tasks undertaken by CC's experienced volunteers under the dedicated leadership of Agent Thomas.

In summation, Mr. Langenbach believed a Town Engineer position was much needed, especially after the Senior Center experience and the new recreational development of the Hall property. With respect to conservation lands, he thinks the town has the right amount of balance in order to keep pace with build out. Kingston is a beautiful place to live due to the amount of open space. Ms. Chamberlain, in summation, hoped the TGSC would read and take to heart the sentiments of Mr. Underhill in his expressive letter to the Committee outlining the philosophy of conservation imbued in the CC.

1. A part-time land manager and a part-time GIS person could be funded in the CC budget.
2. Regarding GIS, the Town needs software and hardware upgrades, office space in the Town Hall and funds for a position, which would be independent of the Planning Board, so all departments can utilize it.

3. A Town Engineer or a contract for these services would greatly help the Town by reducing costs and improving efficiency
4. Include a build out analysis in the Master Plan update
5. Determine if Conservation Agent position is properly classified by Wage and Personnel

Historical Commission

The Committee met December 15, 2011 with Historical Commission (HC) representatives Craig Dalton (Chair), Walter Hoeg, Fran Hoeg, and Bob Murphy. Mr. Dalton issued a written fact sheet pertaining to the HC's mission statement, duties and responsibilities. Mr. Dalton then proceeded to explain the HC's role in preserving the Town's archaeological and historic assets, based upon Mass. General Laws going back to Kingston's acceptance thereof in 1973. They are not a Historical Society, such as the Jones River Village Historic Society, which is an older non-profit organization. The Commissioners are appointed by the Board of Selectman (BOS), and they functions as follows:

- Processes demolition applications (2 to 10 yearly) through the Building Inspector based upon the Demolition By-law enacted in 1999 by Town Meeting. Advises on historic significance, state of condition, potential uses, site visitation, and holds related public hearings. Their main goal in this area is to preserve the historical character and identity of the Town. All buildings 80 yrs. and older are reviewed.
- HC has a seat on the Community Preservation Committee (CPC) to assess the historical significance of projects coming before that body in order to insure that they meet the requirement standards of the Community Preservation Act. HC's representative insures that the CPC applicant has included historic deed restrictions and is in compliance with proper and authentic restoration standards when necessary.
- Makes grant applications to aid the Town in conducting archeological and historic mapping surveys (Mass. Historic Com.)
- Helped create the Town's Scenic Roads By-law, and works with the Planning Board in adopting such roads with the goal of preserving historic vistas, stone walls and trees throughout the Town.
- Has published a brochure for walking tours of historic Kingston center with a list of historic houses.
- Has applied for and received National Register of Historic Place status recognition for the Adams Library, which restoration is now underway through the use of CPC funds. The HC's oversight and review of the Adams' application process was a long and arduous one. The HC sought and received designation of the old Town House to the State's top 10 list of endangered historic buildings.
- HC is working on a preservation plan for the Town's historic buildings and structures and the planning of the future establishment of a Historic District.
- The Chair (HC) fields general questions of a historic nature from the public ranging from genealogy to gravestones.

Mr. Dalton expressed his opinion that the HC had the best working relationship with the Building Inspector especially in the area of demolition review and information dissemination. They work well with the Town Planner's office. With respect to interaction with the BOS, cooperation, communication and coordination was rated poorly by Mr. Dalton. This relates to a lack of communication, coordination and cooperation in the areas of appointments to their Committee, the Maple Avenue School determination, and the Elm Street Bridge Project. Ms. Hoeg interjected, referring to the Elm Street Bridge project, that not all of the entities and constituencies involved or affected were identified or consulted during the process. That might have been a problem with the old Town Administrator, with respect to the proper channeling of information. As a finding for the TGSC, Ms. Hoeg recommended that a central clearing committee or point person address the coordination and direction of major projects coming before the Town thereby alerting the various committees and constituencies that need to be involved in offering advice. She also stated that the BOS has failed in the handling of the determination on the Maple Avenue School since 1993 when they could and should have properly addressed the issue. Recently, the BOS rejected the structural survey done by the HC to determine whether the structure was suitable for affordable housing. Ms. Hoeg expressed dismay over the BOS's public treatment of an all-volunteer commission, especially in light of the difficulty the Town has in attracting citizen volunteers to serve on the various committees, commissions and boards. HC commission members felt that proper information was not forthcoming from the BOS in light of the positive engineering surveys that they and Habitat for Humanity put forth concerning the viability of the Maple Ave. structure. According to Mr. Dalton, there has been only one written response to any HC correspondences sent to the BOS in 5 or 6 years. There was also the same lack of communication concerning the relocation of the Old Powder House.

With respect to interaction with the Permanent Building Committee (PBC), the HC rated this as poor. This is primarily due to a lack of response to written correspondences (recommendation on historic accuracy since it will be included in the future Historic District) of the HC concerning the renovations of the Faunce School. TGSC questions about HC's budget was mostly a moot point, since the HC's annual allotment is \$300. The applicants for demolition pay for the advertising. The HC's wish list includes part-time help to handle a lot of paperwork, and hopefully younger members who are experienced in historic architecture. Mr. Dalton felt there was a lack of openness in decision making within the BOS. Mr. Murphy's response was that the HC tries to engage the BOS, but gets little feedback. Ms. Hoeg mentioned the Faunce School again in reference to a lack of notification to HC of work scheduling. Mr. Ward asked why there isn't any notification, since the building is older than 80 years. Ms. Hoeg said it was a grey area with historic building work, as most citizens (within the historic town area) are directed to HC for consultations and advice. When it is town owned historic buildings and the work, other than painting (i.e. structural or window replacement) is being performed by other town agencies, the HC gets by passed, even when Community Preservation Act (CPA) funding is involved.

Ms. Hoeg then proceeded to focus the discussion on the problem with the hearing and appeal process during the deliberations on the Elm Street Bridge project (Historic and Scenic Roads tree removal) and the inherent biases associated with multiple office holders (BOS, Planning Board, Permanent Building Committee). Mr. Dalton reiterated the same biases present in HC's experience with respect to the Maple Avenue School deliberations. Ms. Hoeg lamented on how a \$35,000 repair that was not initially done because of stated lack of funds, could turn into a \$3 million mega project with so many strings attached (no local control), but the Town can find \$50,000 to tear down the Maple Ave. School.

Mr. Dalton stated that the HC files its' annual reports at Town Meeting, but is appointed by the BOS, and under the purview of the BOS. Section 8D in Massachusetts Laws Chap.40 deals with the HC having control over a town's historic buildings. Mr. Dalton stated that the HC has no budget to manage historic buildings, and that the PBC is in the process of taking control of all town owned buildings, but should be doing this in conjunction and consultation with the HC in order to conform to historic guidelines.

Mr. Dalton further stated that the HC could do more under the statue, and theorized that a reapplication (past rejection of Mr. Dalton) of an HC member to the PBC would be in order. In response to a question as to whether they had the power to deny an application for demolition of a historic building, the HC said they can only delay for 6 months (if historical identity is established) and then there is another process. The establishment of a Historic District (HD) could modify the process. Mr. Dalton thought that the Town was behind in its development of GIS, but that the recent archeological surveys (at Town Planner's office) had the capability to be incorporated.

The HC was asked about the status of the Town's historic buildings inventory survey that was mentioned in past Town Meeting articles. Mr. Dalton replied that once the Request For Proposal (RFP) is completed for the archeology survey of the Hall Property ball fields, the HC will then proceed to work on the RFP for the historic buildings inventory survey. Mr. Murphy then explained that over 300 historic properties have been surveyed (State mandate for inclusion in HD) and that all of the properties to be included in the future Historic District have been surveyed. The cost of a historic building survey can be around \$300. Mr. Dalton opined that these circumstances (lack of communication, notification, information sharing, etc.) are not recent occurrences. Ms. Hoeg intoned that it was the responsibility of the Town Administrator to insure the flow of information (email acknowledgements of receipt of letters) based on relevance and importance.

Regarding their role in the Town Center planning and cleanup (business associated past revitalization project), Mr. Dalton would like HC to be involved, time and planning permitting. In summation, Mr. Dalton reiterated his interest in improving communications with the BOS and PBC, improving HC's web presence, and vowed to explore the possibility of requesting funding for secretarial services. All agreed that the parties concerned be more creative in solving the use and shared use of secretarial services in the tight financial environment that cities and towns must operate in.

1. A central clearing committee or point person is needed to address the coordination and direction of major projects coming before the Town thereby alerting the various committees and constituencies that need to be involved in offering advice.
2. Need part-time help to handle a lot of paperwork, and members who are experienced in historic architecture
3. Change the bylaw to include a member of the Historical Commission on the Permanent Building Committee
4. The HC's walking tour brochure should be included on the Town's website
5. HC's archeological surveys should be incorporated into the Town's GIS overlays
6. List designated "scenic roads" on the Town's website

Master Plan

The Committee met with Ralph Calderaro, member of the 1998 Master Plan Committee, September 1, 2011 regarding the Town's current Master Plan. The Planning Board obtained a grant and began public forums for visioning. Several meetings were held in 1995 and priorities were identified. The main concern of participants was to maintain the character of the town while planning for the future. The new Master Plan was approved by Town Meeting in 1998. The previous Master Plan had been completed in 1970 but not all recommendations had been implemented, such as a bypass around Kingston.

The Master Plan established goals and the steps needed to implement these ideas. Tom Bott was the new Town Planner and was very helpful throughout this whole process. He obtained outside resources for the committee to use such as the Old Colony Planning report "A Region in Transition - The New Old Colony". An outside consultant assisted as well.

One of the major issues was a desire to revitalize the town center but the property owners did not wish to cooperate in this endeavor. Another goal was to develop the O'Donnell property for mixed use (housing and business). A new concept of "transfer of development rights" was borrowed from other parts of the country. Mr. Calderaro said the town would benefit from having designated skills for members of all committees plus members at large. This would result in higher quality decisions and recommendations would be properly vetted before being presented at Town Meeting.

Mr. Calderaro estimates that nearly 80% of the recommendations have been implemented. The 1997 discussion suggested new signage around town to divert traffic from some roads. This was not implemented, perhaps because of funding.

Mr. Calderaro discussed the past plans to develop the old fire station on Maple Avenue. A Marshfield developer was interested at one time but had too many other projects in the works. The last plan fell apart because of the change in the economy.

The TGSC mentioned that when we have asked each department to rate communication/cooperation with other town components, most rated this high, yet the number one concern we have heard throughout this process is about the lack of good communication.

Mr. Calderaro suggested that this is very subjective and could be based on personal interaction rather than professional communication/cooperation. All town employees should feel they are part of a team and work together to provide service to the public, including keeping offices open over the lunch hour. He believes elected officials need to understand that it is in the best interest to cooperate and this could be communicated by the Town Administrator at the time of the orientation to office.

When asked about his thoughts on open Town Meeting versus representative Town Meeting, Mr. Calderaro stated the town is big enough for a representative meeting so all sectors of the community have a voice and not just the same 120 people who attend all the time.

1. Establish a Town Government Committee made up of town department heads as well as other involved individuals, including the Town Administrator, to foster better communication. This group should meet at least quarterly, if not monthly.

2. Set up a separate Parks Department to oversee the entire town owned open space.
3. Establish a structure so that incoming Town Administrators have a framework in place when they arrive. This would involve a protocol on who communicates with whom and when, defined responsibilities, and what is required of each position.
4. Begin working on an updated Master Plan because there have been many changes in the projections used about populations and economic growth. It is time to evaluate if the plans put in place are working.
5. The town would benefit from having designated skills for members of all committees plus members at large
6. Keep all town offices open over the lunch hour
7. Community Preservation Committee should be proactive in the affordable housing area

Planning Board

The Committee met with Planning Board members Bob Gosselin, Ron Gleason, Mike Ruprecht, and Town Planner Tom Bott. A lengthy discussion ensued as to the role of the Planning Board (PB) in Town Government with Mr. Gosselin's opening statement to the committee. He stated that unlike the Appeals Board, which has options based on opinion, PB decisions are governed by what's in the Town's rules and regulations regarding development, also working with other Town departments to iron out any grey areas that may occur. This insures greater cooperation between various Boards and creates an atmosphere of fairness among developers that may be absent in other towns. When projects come into town, there is a level of feedback between the various agencies (Water, Sewer, Highway, Police and Fire, Conservation) so that the project is amply vetted and that everyone is on the same page when decisions are rendered, and the project is completed.

Mr. Gleason stated that the PB is governed by Mass. Gen. Laws; Chap. 41, sec. 81, and that he sees this present board as having the experience and vision to determine what is in the best interest of the Town and the community going forward. There was some inter-discussion as to the benefit of having multiple office holdings and whether said individual could perform several functions. Mr. Gleason said it is very difficult, especially with scheduling, but it can lead to efficiencies in information sharing as long as that individual is good at multi-tasking. Mr. Gosselin thought it was not good policy to have multiple office holders. He believes there are not enough qualified candidates coming forward to run, only the same one issue candidates come out to run, therefore, the voters choose to have a qualified candidate handle two or more functions.

Mr. Bott then outlined how Planning Boards are initiated in Massachusetts towns, either elected or appointed and how the PB operated pre and post the hiring of a Town Planner, based on observations by Mr. Ruprecht, who has witnessed this transition. Mr. Ruprecht stated that things were tough due to the amount of information that needed to be processed by part-time people and the need for an expert to better inform the PB due to the litigious nature of business in today's decision making world. We make better decisions today because we do our homework under the guidance of an informed Town Planner. He believes it is an honor to be a public servant in the town and be able to give back to a community he has

spent almost his entire life in. Most citizens don't have the time to make these kinds of commitments and sacrifices to serve. He lamented the Town's decision to cut the PB budget by 51%, impacting direct services to the citizenry.

Discussion then commenced about the role of the Town Planner (TP). Mr. Bott then proceeded to outlining the points of his job description and tasks which he sent to the Committee. As well as instructing the PB under Chaps. 41, 40A 40B, and the newly created 40R, he works under the policy direction of the PB as well as under the administrative direction of the Town Administrator. Other tasks include; street acceptance, Fred. C. Adams Heritage Center project, contact on proposed residential and commercial development, point person on renewable energy projects, Elm Street bridge project, Kingston Green Communities program grants for energy upgrades, GIS, economic development, plug-in recharge stations, monitoring consultant engineering accounts for PB, Zoning Board of Appeals, Building and Sewer, new affordable housing plan, Historic Commission; demolition bylaw, Historic District concept and Maple Ave. School redevelopment. He coordinates sub-division planning with other departments in round table discussion to foster expert input to insure against any future encumbrances to the town. He works with consultant engineering firms during the subdivision process to increase continuity between departments to streamline the process and sort out any conflicts within the regulations and create better models for street layout.

Mr. Bott pointed out that we have an excellent Conservation Agent, who is vastly underpaid, working with him to develop comprehensive federal storm water management planning compliance. GIS development has been accomplished through the use of a State Revolving Fund, as has storm water compliance. The next big project should be to update the 1998 Master Plan for the town. It should be updated every 10 years. With less growth pressure on the town, now is the time to get our Master Plan in order to eliminate discrepancies and get regulations up to date as to storm water management. There will be a \$50,000 article at next Town Meeting to address and fund the study. When asked if the job could be done cheaper in house with volunteers, Mr. Bott responded that it could be, given that the affordable housing component was complete, adding that the economic development, transportation, historic and natural resources goals still need to be threshed out. This is a time consuming and costly process (hiring the expertise) if you want to accomplish all the tasks required in a timely fashion. If you can get volunteers to lead the study, they would have to be of unusual high caliber, according to Mr. Bott.

Mr. Gosselin felt that the filing fees were about average or comparable to other towns. He expressed the need for a streamlined engineer review of sub division plans, and agreed that having a town engineer was progress over the inefficient and costly design, review and inspection process that is now in place. His experience as a developer has led him to believe that you need in-house professional oversight to protect the town's natural resources from shoddy or sloppy practices. Mr. Gleason believes that the applicant, who is paying for the service, should be allowed to pick his review engineer from the town's list, concluding that moving towards a central engineer could create the check and balance that is needed. The parties concluded that a cost analysis needs to be done to assess whether the fees and engineering review generated revenue would be enough to cover the salary of an in house engineer whose services could be utilized town wide. Mr. Bott responded positively, adding that a Town Engineer would relieve him of four tasks and allow him to work on the Master Plan. Mr. Bott then proceeded to inform the Committee on how that engineering review list is comprised and how its fee structure and work scheduling is set. The

process must insure that the developer does the right things for acceptance and compliance in order to avoid any future problems for the town.

In that same vein, the TP also advised that the town might consider a town attorney over town counsel who can answer questions within 48 hours. Mr. Ruprecht agreed to the hiring of a Town Engineer, but wondered how such a person could handle the various specialties required in a multi-faceted approach to an all department use of engineering resources. He expressed the idea that the town could hire one firm to handle all the different categories of expertise and pay a flat fee; anything outside the schedule would be an extra charge. There are a lot of times within the subdivision process that the town will need to seek another level of engineering when problems occur.

Mr. Gleason opined that the TP should be under the purview of the PB and not the Town Administrator. He should not be working for two bosses, even though he must interface with the Town Administrator. Mr. Bott cited the four components of the GIS (geographic information system): hardware, software, data and personnel. He explained the geographical mapping applications and capabilities for different town departments and its potential to have applications in economic development, storm water remediation, streets and highways and open space planning. Mr. Bott stated that he wished the funding for the system could have come sooner, and that a part time person is working on data entry and that he (TP) is using the in house mapping to come up with the open space plans. TP stated that the system is a work in progress requiring a lot of records data transfers and the linkage of paper files scanned from various town departments. The system can be built in segments with good capabilities.

Mr. Bott stated that most towns do not have an official Town map per MGL Sec. 81e, and that an economic development plan is an ongoing project with possible new energy coming from a newly created Economic Development Commission, which he has met with recently. When asked whether GIS could aid in discovering impediments in resource areas so that developers and homeowners could be informed early in the permitting process, thus avoiding surprises at a later Conservation Commission hearing, TP said most problems arise after the homes are built and the petitioner wants add-ons that could impact wetlands or vernal pools.

Board member Mr. Gosselin and Mr. Gleason believed their relationships with other town departments in the areas of communication, cooperation, coordination to be very good. The TP, coming from the administrative side, believed it to be very good, also, as nothing is perfect and there is always room for improvement, especially in scheduling and information and data sharing. The lack of adequate financial resources was cited as being an impediment to working on some long term planning issues, storm water management and GIS development. In closing, Mr. Gleason believed that the development of GIS was very important as is a Town Engineer. The TP is over tasked, going in too many different directions, and needs to be more focused on PB oversight. Mr. Gosselin viewed the role of TP as an invaluable aid to the PB, gathering and disseminating information so that good decisions are rendered, especially during rapid growth periods when so much pressure is put upon part time officials. He believes that the TP wears too many hats. Mr. Ruprecht concurred, adding that the TP is a vital tool in assisting the PB in meeting its goals. Mr. Bott agreed, adding that he is spread a little thin but likes the challenge and will work as long as it takes to get the job done.

1. Engage a Town Engineer or Engineering company

2. Finance and staff GIS
3. Determine most effective use of the TP and where the position should report. Consider changing the position title to Manager of Planning and Development

Recreation Department and Commission

The Committee met December 1, 2011 with Recreation Commissioners Paul Maloney, Ken Moalli, and Andy Davis. The Chairman of the Recreation Commission (RC) (5 elected members), Andy Davis, outlined the make-up and functions of the Town Recreation Department and its Director, Sue Woodward, and her assistant. They produce four brochures a year outlining the various programs offered to town citizens (over 4,000 participants yearly), manage all the ball fields in town, coordinates with Kingston Youth Sports Organization (KYSO) on the maintenance and use scheduling of the fields and grounds, and runs the operations at Grey's Beach (snack shack rental), and did over-sight of a drainage reengineering project to upgrade the facilities at the beach. The drainage project cost \$150,000.

Their budget consists of; \$25,000 for field maintenance from town, \$25,000 income from rental of cell tower. The fields and programs take in over \$200,000 yearly, administered through a revolving account (seasonal programs and sports accounts administered separately). The cost difference in maintenance for the Opachinski Complex is between \$36,000 and \$38,000 is made up by KYSO donations. They maintain a fee schedule for the various participants. They also gain fees for the use of the Reed Building, and have oversight of its upkeep. They now have oversight of the newly acquired Hall Property, which will be developed for ball fields and open space through the use of Community Preservation Act funds. KYSO has raised hundreds of thousands of dollars that has gone to the maintenance, upkeep and upgrades in recreational infrastructure with a volunteer professional grounds specialist. There is great communication between Recreation and KYSO.

The members of the RC agreed that their main wish is for a full time administrator. They all stated that their two part time employees work more hours than they are paid for. Communication with all relevant town departments (Board of Selectman (BOS), Highway, Community Preservation Commission (CPC), Police and the Town Accountant mainly) was stated as excellent. Budgetarily, they are level funded, with some assistance from the Sampson Fund and the Town with respect to the Reed Building upkeep (also with assistance from CPC and the Permanent Building Committee. They would like to see more revenue derived from the cell tower and perhaps from a wind turbine and better recycling of beverage containers.

There was a brief discussion about the clean-up of the Hall Property with respect to the paintball operation and its attendant paraphernalia. Mr. Davis stated that he thought that Mr. Hall was responsible for its removal through the purchase and sales agreement, and or that the operation will remove its equipment when they move. The concern is of the excess of old tires, barrels, storage containers and spent paintball residue that litter the sight. This has to be cleaned up before ball field development can take place.

Mr. Davis provided the outline for a future development plan for Camp Nekon, to be presented to the BOS by the Conservation Land Review Committee (of which he is a member). Campsites and pond use

(fishing and canoeing) could generate some revenue. There are no plans for a playing field at the offal pits site due to right-of-way issues with Raboth Road. Mr. Moalli stated, with respect to Camp Nekon, that the RC did not wish to take on the responsibilities of maintaining Camp Nekon without a revenue stream. Mr. Moalli stated that RC is planning to go before the Wage and Personnel Board to fund a part time grounds keeper with the objective to save money. Mr. Davis stated that there are wetlands issues at stake in setting up a system to collect usage fees for off road vehicles who are routinely and illegally misusing open space and conservation lands.

1. Make Recreation Director position full time
2. Ensure the clean-up of the Hall property is performed at no cost to the Town
3. Hire a part-time groundskeeper
4. Regulate and charge fees for off-road vehicle usage of Town property
5. Create bike paths throughout Town

FINANCE

Town Accountant

The Committee met October 21, 2010 with Joan Paquette, Town Accountant. Ms. Paquette rated communication as only OK. Information does not always flow the way it should. For example, contracts might be awarded and Ms. Paquette is not informed until the person who won the contract comes to her requesting appropriate documents. This delays the process for document preparation. The Town Administrator is the Chief Procurement Officer. There have been no monthly meetings with the Town Administrator. There have been no regularly scheduled meetings with the Town's Fiscal Team. Ms. Paquette feels these would be helpful as her legal role is to confirm money is available for projects/activities of the Town.

Ms. Paquette stated that some departments are great with cooperation while others not so much. Some of her concerns were that the Assessors' Office is not always timely with information. Copies of abatements do not always come to her. Turnover sheets are not given to the Treasurer and the Town Accountant at the same time. This causes verification to be delayed. The system is not efficient. Also, the Collector's Turnover is a public document, but it is not presented to the Treasurer and to the Town Accountant at the same time. Collector "turns over" once a week.

Ms. Paquette stated some concerns regarding resources available to her. The MUNIS System is remote as the data is not stored locally. The workstations need to be upgraded to Windows. The Modules on MUNIS available to be used by the Town include: Collectors, Accounts payable, Treasurer, Sewer and Water, and utility billing. The Modules for Sewer Betterments, General Ledger, and Payroll are not used. MUNIS offers telephone support via a help desk in Maine.

The Payroll system used is at Harpers. Charge Offs are sent to the Treasurer, who then forwards them to the Town Accountant. Purchase Orders (PO) are not entered into the system. The Town does not use the MUNIS encumbrance accounting system. The Accountant keeps track of purchase orders manually if a vendor insists on a PO or if the amount of the purchase is over \$5000.00.

Ms. Paquette felt the Department of Revenue (DOR) visit was not helpful. The following are Ms. Paquette's comments on the DOR Report Recommendations:

- Recommendation #2 Establish a Financial Management Team- Ms. Paquette **agrees** with this recommendation.
- Recommendation #19 Recommend that the Town Accountant design an Invoice Cover Sheet for each department: **Not necessary**
- Recommendation #20 The Accountant should institute a pilot program requiring certain departments to enter their own information into the Town's financial software remotely- **Most departments are not qualified or do not have access to a computer and cannot do this.**
- Recommendation #21 Prepare Vendor Warrants on a biweekly basis- **To prepare a biweekly warrant is of no benefit**

- Recommendation #22 Departments, Boards, and Commissions submit signed copies of all grants and contracts to the Accountant's Office in compliance with MGL Chapter 41 Section 57 **Not all departments are compliant with this**
- Recommendation #23 Change the format of the Payroll warrant **Payroll Warrant is less detailed now than when the DOR first visited. Selectmen do not have access to the names and amounts on the payroll. They only have account numbers and amounts.**
 1. Schedule monthly meetings of all departments involved with finances
 2. Advise the Town Accountant as soon as any contracts are signed
 3. Assessor needs to submit abatements and turnover sheets to the Accountant timely
 4. Determine which MUNIS modules have been purchased and then mandate training and usage of these Modules.
 5. Utilize the automated Purchase Orders software

Board of Assessors

The Committee met October 7, 2010 with Board of Assessors Nancy Shea, Anne Dunn, and Thomas Donnelly. The Assessors gave an overview on their responsibilities. They shared the following information with the Committee. The Department of Revenue oversees their work/responsibilities. They use the Internet to be more accessible to residents. Foot traffic in their office has decreased due to an increased use of the internet for service. There has been a decrease in requests for abatements because of information posted online. The quality of requests for abatements has improved. They interact with the Board of Selectmen, Building Department, Town Clerk, and Tax Collector. They must do a full re-evaluation every three years. They hire outside help to conduct these evaluations of commercial property. The Registry of Deeds charges for printing of information. Their budget was reduced.

A rough draft of their budget is developed by the fulltime Assistant Assessor. That draft is brought to the Board of Assessors for discussion/approval and final presentation to the Finance Committee. The Assessors meet once or twice a month. A senior citizen is used for 62 hours of office work as part of the Senior Work Off program. They use the MUNIS system for budget reports and the office personnel are effectively using this system.

Timing is critical in reconciling reports/betterments with the Tax Collector and Sewer Department. In order to be more effective they need to keep communication open with other departments.

What is needed for the Assessors to do their job more effectively and efficiently?

- Demonstrate an understanding of the constraints/guidelines that Assessors are mandated to follow
- Realize data collection and statistical collection is very time consuming and requires many man hours
- Continue to share similar systems to allow the process between departments to continually improve
- Provide continuing education for staff

Collector

The Committee met November 4, 2010 with Priscilla Palombo, Collector. Ms. Palombo gave a presentation on the duties of her office. She gave a rating of just OK to the areas of coordination, communication, and cooperation between town departments. In the area of resources available to her department she gave a lower rating.

In response to a question by Mr. Dennehy on where the money goes that comes into her office, Ms. Palombo stated that past practice has been followed and that two accounts exist. In response to questions from Ms. Hoeg about the recommendations contained in the DOR report, Ms. Palombo explained:

- depositing money into the treasurer's account- **past practice is followed**
- for special charges on the same bill- **present practice helps the payer to divide the charges**
- creating procedures for pursuit of delinquencies- **no meeting has been held or scheduled at this time**
- establishment of a Financial Management Team- **has not been done at this time**

Ms. Palombo stated technical support is very helpful with software issues. There are software modules from MUNIS that we own and are not using. We do not utilize MUNIS to its full extent. Tutorials exist online to help staff use the system.

On the issue of billing by email, turnover sheets, and the use of a lockbox, Ms. Palombo replied that e-mail is not used for billing. It is available to the Town for use, but costs and usage have not been explored at this time. A signature of acceptance from the Treasurer is needed before the Turnover Sheet is sent on to the Town Accountant. The Lockbox is a work in progress. Some questions about lockbox use that need to be addressed are: how does a resident note requests for posting of money they pay to designated accounts? What is the expense of installing a lockbox, some suggestions have been around \$2000.00.

On a question about implementation of DOR Recommendation #18 Delay of End of the Month Reports, Ms. Palombo answered that the present process has been in place for 10 years, it works and is manageable. It allows reports to be done in a timely manner.

Ms. Palombo stated that the MUNIS contract is under the control of the Board of Selectmen with the Town Accountant as the point person. It is possible to give the Town Accountant the Turnover Sheet at the same time it is given to the Treasurer, but this request has not been presented to the Collector's office.

Ms. Palombo made the following observations:

- There is a presumption of how departments work without actually knowing how departments work
 - Know your job, know your product, and don't pass off to other departments
 - Monthly meetings between departments would be critical to improving communication
 - Departments that work together should meet frequently.
1. Betterments and loans have to be placed on 2 consecutive bills as MUNIS will not allow concurrent billing – this needs to be addressed

2. Transfer station stickers could be processed through MUNIS – needs to be explored
3. Consider sending bills electronically (e-billing)

http://mcta.virtualltownhall.net/pages/MCTA_Presentations/2011-04/e-billing.pdf

Finance Committee

The Committee met 11/18/10 with Elaine Fiore, Matt Hamilton, Paul Ricci, Mary Soares, Larry Hunt, and Miriam MacInnis from the Finance Committee (FC). The Finance Committee Chairman gave a brief overview on the duties of the FC.

Creativity of Department Heads has enabled the FC to fund new heating system for the Fire Department, as well as fund the snow and ice deficit. The Budget Process begins in October with an Advisory Committee meeting to review Town's finances and develop goals and objectives for the year. In January the FC meets with Department Heads to discuss their individual budgets. In April/May the budget is presented to Town Meeting for approval.

The FC is provided with everything they need. The Moderator has the responsibility of appointing members to the Committee. The Committee meets weekly during the budget season. The Town Administrator attends most meetings and provides the Committee with the information necessary for the budget process.

They give their budget recommendations to the Board of Selectmen and to the Department Head after reviewing every line item with each Department Head.

In regards to the DOR Report recommendation that members should not hold multiple elected/appointed offices, Mr. Ricci stated that he has a problem with this recommendation. He holds multiple offices and does not feel that he has a bias. Mr. Hamilton also did not agree with the recommendation.

Ms. Fiore reported that the FC has made several recommendations regarding the DOR Report. They recommend empowering the Town Administrator, establishing a Financial Management Team, and converting the Treasurer and Collector to appointed positions. They do not agree with the recommendation to limit multiple office holdings. They will be presenting their full list of recommendations at their next meeting.

The FC is trying to plan ahead for unfunded liabilities. The budget is based on a 5% cut, so free cash will be available this year. Ms. Fiore explained that the main focus of the Committee is the taxpayer. They try to keep the tax rate low. In the past, free cash was used to balance the budget. The present FC does not use free cash. They only use local receipts.

The FC has started long range planning by working with town departments and the Capital Planning Committee. They have been discussing several initiatives including improving getting information out prior to the Meeting, providing baby sitting at Town Meeting, speaking with youth groups about scheduling conflicts with Town Meeting. They would like to improve attendance at Town Meeting.

Ms. Fiore explained that FC does not have any recommendation regarding Representative or Open Town Meeting.

1. Prepare a plan to deal with the unfunded Pension Plan liability
2. MUNIS software does what is needed but not as fast as it should be
3. Would like to see meeting minutes for all groups posted more timely

Treasurer

The Committee met November 4, 2010 with John LaBrache, Treasurer. Mr. LaBrache explained his duties and gave an overview of his office:

- Cash manager for the Town, handling about \$40,000,000 from the Town, Community Preservation Act (CPA) funds of \$3,000,000 and trusts of \$3,000,000
- Uses Municipal Finance from MGL as his "bible"
- Assistant Treasurer handles cash management side of the house. Funds are deposited 3 times a week. Handles tax titles
- Signed sheets for turnover are given to the Town Accountant after they have been verified
- Local receipt policy has been put in place
- Office manager is also on staff. Main duty is payroll
- Town employees are paid weekly, schools employees are paid biweekly. He would like to have all employees on biweekly payment system, but this needs to be negotiated. He would also like to encourage direct deposit for all employees. Presently 45% of employees are not on direct deposit.
- Treasurer handles employee benefits, vendor check payments, inspection accounts and borrowing
- Trust Funds are all managed by Rockland Trust

Mr. LaBrache commented on the DOR Report. He explained that some discrepancies exist in the report. The Board of Selectmen only receives a total for the payroll, not individual amounts. This present system does work. If there was a discrepancy in a department's payroll they would be notified. The Harper's system presently in use seems to be working well.

Tax Title backlogs are being addressed. Since July 1, 2010, \$200,000 has come in. They began with properties without homes. The process in land court can take up to a year and a half, so it is beneficial to try to get owners to give land to the town rather than take them to court. Land assessed at \$19,000 or less can be taken under "land of low value" regulations.

He agrees with the recommendation that elected officials should not serve on committees. The payroll certification goes through the Town Accountant- data goes from Treasurer to Harpers to the Town Accountant and then on to the Selectmen

On combining the Treasurer and Tax Collector he agrees with the recommendation. The checks and balances would still exist. Town financial departments would be more efficient but he cautioned that both offices need to be prepared for the transition and timing would be critical, as you cannot force someone out of elected office. Certain duties would need to be moved to other offices such as payroll to the Town

Accountant, Financial Director to Town Administrator, clerks would need to take on more responsibilities, and an assistant treasurer and an assistant collector would be needed. He believes the position could be appointed, but should be elected at first.

When asked to rate Cooperation, Coordination, Communication and Resources, he replied that Cooperation has improved. Resources for the Treasurer's office are adequate but the Collector needs more. Communication could be improved by having regular Financial team meetings. He has assumed many tasks that used to be handled by the previous Town Administrator.

1. The CPA accounts always contain discrepancies due to MUNIS – this needs to be addressed
2. Need uniform process for attendance and leave timekeeping in all departments, including mandated forms
3. All revenues (taxes, fees, etc.) should be processed in the Collector's office

**KINGSTON – Town Government Study Committee
Talking Points – May 5, 2011
Research into Unfunded (or Under Funded) Liabilities**

Prior Committee discussions touched on the extent of the Unfunded or Under Funded liabilities that presently exist in the town. Two areas in specific were reviewed: Pension Liability and Post-Employment Benefits other Than Pensions. In April 2011, I looked into these 2 areas and came to these conclusions

Pension Liability

Discussion with Tom O'Brien, Plymouth County Treasurer

- A lump sum to be current would be over \$13.6 million
- In the event the Town did fully fund the Trust, but other communities did not, then the Town would be protected as they keep the accounting separate
- The Town is on track to fully fund this liability by 2029 (18 years), paying about \$1,366,000 annually.
- The current amount due for the active employees is about \$235,000 with an admin expense of \$47,500 - annual (Town's share and does not include the employee's contribution.) The \$235K is the current "Pay as you go" amount.
- So we are making up the shortfall by paying \$1.1 Million a year
- The rate of return for last year was 15.2% on the fund. Anything over 8.0% is allocated to reduce the liability of the Town. The shortfall number is recalculated annually based on the fund's performance.
- Current / Next Steps
 - Town is on track – Tom O'Brien suggests no change in the payment schedule

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Post-Employment Benefits (Medical and Life Insurance Benefits to retirees)

- Required under FASB 45 Federal Accounting Standards Board
- Per the Aon Consulting Report April 2010
 - 167 employees as of 7/1/06 - Average age 47.5 years old with 20 years of service
 - 66 retired employees as of 7/1/06 - Average age 70.5 years
 - Assumed decreasing health care cost trends from 10% to 5%
- The total liability as of June 2008 was over \$21.5 Million (has grown since then)
- Starting in 6/2009 annual contributions projected at \$1.68M and increase each years, over 10 years to an estimated \$2.24M payment in 2019.
- Payment portion is ongoing contributions for active employees (\$658K (2009) growing to \$1,279K (2019))
- The FY 2010 ATM set up a fund for this obligation but no monies were allocated
- FY 2011 ATM (June 6) – Article to begin funding this liability – actual amount not set
- Next Steps –

- Consider allowing any saving from moving to the GIC plan, if passed by state. This would create a line item surplus, single year windfall. Also take the budget line item and keep it “flat” for future periods, allocating premium “savings” to partially fund this account. Have that used to further fund this obligation. Possible need for ATM vote, or excess could go to the general fund.
- Secure approval that employees, including unions, allow modified / increased cost sharing (co-pays / deductibles). NOTE: Achieved – per Tom O’Brien (only Town in area that has done this)
- Funding level to be set at ATM in June 2011

Footnote: – This is my understanding of the report and phone conversations. Interested parties should read the reports and draw their own conclusions.

Combining Treasurer and Collector

The Committee met January 6, 2011 and discussed the issue of combining the Treasurer and Collector.

There was a motion to combine the positions of Treasurer and Collector and to make the new position an appointed position.

An elected position does not always guarantee someone will be qualified to hold the position. Kingston has been very lucky to have people in the positions that are good at what they do, but it could become a “grab bag” if it were to remain as an elected position.

Appointed would be an excellent way to go, but would this new position require more staffing in the office such as an Assistant Treasurer/Collector. Would that position require further expenditures?

The Town would need a good financial team and a combining of staff. The Town could use the Massachusetts Treasurer/Collector group as a resource.

There are benefits to combining the positions, but perhaps the position should be kept as an elected office. An elected Treasurer/Collector would be answerable to the electorate.

The DOR report recommended that the positions be combined. The Finance Committee has also made a recommendation that is in their minutes.

The Committee met July 21, 2011 with John Labrache, Town Treasurer, and discussed the proposed Town Meeting Warrant Article to combine the Treasurer and Collector. With unanimous assent the committee began discussion on the merits of combined Collector-Treasurer position, prefaced by an examination of the Article as written as well as an abstraction of an Article written by the Town of Plympton, which included language for a more efficient transition. Town Administrator Jill Goldsmith provided the TGSC with abstracts of both versions with opinions that the Plympton version was within the scope and intent of the Kingston Article. Points of interest and discussion by members with input from the Town Treasurer included analysis of cost savings, trends in other towns, oversight by town

accountant to insure accountability, personnel coalescence and cross training to stay within budget, election timetable constraints, and stronger relationships with Town Administrator and financial team.

A motion was made to recommend combined Collector-Treasurer position which was approved unanimously.

With unanimous assent the Committee moved to begin discussion on the subject of elected or appointment of combined position of Collector-Treasurer. The following points of interest were made; this complicated position needs the best talent available with more accountability not electability and the position needs to be part of financial team management approach. With an elected position, the person could choose not to attend meetings. There was concern that taking the vote away from public inhibits removal. Mr. LaBrache had concerns over Kingston Home Rule Petition's lack of a transition mechanism once signed by Gov. Patrick. The Plympton language insures a smooth transition.

The office holder who is left (Treasurer) is appointed to fill out the remaining term, and then the Board of Selectman appoints. Mr. LaBrache believes in having professional certification that elections don't afford. Some thought that they see no difference in the level of competence between elected or appointed. Some see our town as a big corporation that has a small pool of candidates out of which it is expected to elect a professional to run a corporate finance structure. Current voter turnout is running between 15 and 18% at town elections. There was concern expressed that an appointed position would turn into a revolving door or stepping stone to more lucrative employment in another town with no commitment. There is no guarantee of oversight over an appointed position, that no one will look out for the taxpayers. The position is only accountable to 5 people (Selectmen), no one else. People having nice personalities as elected officials does not translate to a level of competency that has avoided past bad practices. A sound financial management team approach insures checks and balances.

A motion to recommend an appointed Collector-Treasure position was passed on a 5-3 vote.

Comments following the vote; Mr. LaBrache stated there are payroll concerns, discussing work time allocations to the various clerical positions within the two departments to allay minority concerns on how the newly created office will work within the budget. There is a need for one more full time position, but a 19 hour position might suffice. Having a lock box will save employee time. Cross training the affected employees will lead to more efficiency. Mr. LaBrache stated that Joan Hoban, Assistant Treasurer, collects delinquent taxes.

Because of the parallels in the responsibilities of the treasurer and collector, many communities find that having the duties combined in one office generates long-term cost savings in terms of personnel and cash management. Cities and towns have concluded that having receipts collected, counted, posted, deposited and managed in the same office makes organizational sense. Combining the offices of the Treasurer and Collector is a decision most often made in tandem with the determination that the positions should be appointed rather than elected. This reflects a prevailing theory of government practice that policy makers should be elected, but operational positions where a certain skill set is required, such as Treasurer, Collector, Accountant, Assistant Assessor, etc., should be appointed.

MGL Chapter 41 Section 1B provides a means to convert town offices from elected to appointed status.

PUBLIC HEALTH

Board of Health and Health Agent

The Committee met June 2, 2011 with Joseph Casna, William Watson, William Kavol, and Daniel Sapir, members of the Board of Health (BOH), and Henny Walters, the Health Agent. Mr. Casna stated that they are a 5 member board with a Health Agent. The Board meets twice a month unless there is an emergency. The Board is elected and is charged with implementing programs and enacting policies that protect the public health in Kingston. It is the local arm of the Massachusetts Department of Public Health and the Massachusetts Department of Environmental Protection. Their duties are:

- Food establishment inspections (2x per year), review new food establishment plans, and investigate all food establishment complaints
- Weekly beach water quality testing
- Inspection of summer camps
- Inspection of public and semipublic swimming pools
- Inspection of tanning salons
- Inspection of body art facilities
- Inspection of septic systems prior to issuance of Title V certificates
- Conduct percolation testing
- Review all septic system plans and issue Disposal System Construction Permits
- Perform housing inspections and investigate complaints
- Issue burial permits, approve and sign death certificates for funeral directors
- Issue Well Constructions Permits
- Review all Title V Inspection Reports submitted to the BOH
- Inspection of Health Clubs to ensure compliance with BOH regulation requiring AEDs
- Work with Plymouth County Mosquito Control Project to coordinate spraying and if necessary suspend all outdoor recreational activities
- Administer Septic Loan Program
- Issue KI tablets

Issue: How did you rate coordination, communication and cooperation between town departments? **We rated them all 5's**

Issue: Which activities are under the purview of the Health Agent and which are done by the BOH? **All of the duties are performed by the Health Agent and she reports to the BOH. On various issues the BOH hears all requests for variances.**

Issue: Did you make a decision to join the regional tobacco coalition? **We had a presentation. We are still in the process. We are planning to join.**

Issue: When a Triple E outbreak comes, what is the procedure? **We don't tell people where the mosquitoes are due to concerns with vandalism.**

Issue: Do you allow raised system septic systems in new construction? **Yes. The BOH uses mottling as a guide for high water levels.**

Issues: Do you use Town Engineers? **Engineers are provided by the builders. The Health Agent conducts the percolation tests.**

Issue: If the Town had a town engineer would that be helpful to you? **If the Health Agent has questions about plans she calls the Department of Environmental Protection and they provide assistance at no charge**

Issue: Would you like it better if the applicant paid a fee to an in-house engineer? **We don't see a benefit to that. It could be a conflict of interest for a Town Engineer to approve plans for an applicant. Our Health Agent does that now and we see no need for an engineer.**

Issue: What is your policy with the Sewer Department regarding placing new construction? **The BOH approves if an applicant comes with a letter from the Sewer department stating that they cannot hook up. We have worked with the Sewer department on all new connections.**

Issue: Why is Kingston eager to participate in Tobacco sting programs? **It was pushed through because we saw kids smoking. We presently plan to have 5 checks per year on businesses that sell tobacco products.**

Issue: Are you concerned that this could be considered entrapment? **We have had compliance checks for years.**

Issue: Since the Town has been sewerred, how has it impacted your work load? **The work load has increased. We now also have to issue death certificates which used to be done by the Town Clerk.**

Issues: What are your office hours? **We are open from 8:30-4:30 Monday through Friday. We are closed for lunch from 12:30-1:30.**

Issues: Could the Board be reduced from 5 members to 3? **We like 5 members. The more the merrier!**

Issue: What utilization do you make of the Town's information technology? **We use Town computers and can communicate with other offices within the town. Our training is adequate.**

Issue: Are your resources adequate? **Our overall budget is \$124,000. It is adequate. Our supplies have been cut, but we can do our job.**

Issue: Do you inspect nail salons? **No. It is not our responsibility.**

Issue: Do you support regionalization of Boards of health? **No. That focuses on smaller communities. We do not think it is a good idea. We want to keep the BOH within our own community.**

Issue: Have you been involved in any litigation? **We have never been to court. There are some pending cases, but nothing has gone to court at this time.**

Issues: What are your thoughts on streamlining the process for private citizens who have to go before many boards for permits? **It is not that chaotic. There is a sign off for each Board. Any plan from us is stamped and then sent on to Conservation.**

Issue: What are your thoughts on elected vs. appointed for your committee? **We prefer to be elected by the Town as opposed to being appointed by 5 members of the Board of Selectman.**

Issue: Do you think elected officials should serve on two elected boards? **It is the public's prerogative. People have that right.**

Issue: What are your thoughts on Town Meeting? **We like Open Town Meeting but are concerned with quorum issues.**

Issue: How much interaction do you have with the Town Administrator? **None. We submit monthly reports. We would like to see monthly meetings with department heads.**

Issue: The DOR recommended that the Town Administrator do all of the hiring and firing. What are your thoughts on that? **Our statutory responsibility gives us that authority. We are not in favor of the DOR recommendation**

Issue: How long is the agent's position/contract? **Forever. We have the statutory authority to hire and fire.**

Issue: Do you have goals and objectives for your employees? **Not at this time.**

A member of the public, Krista Lawrence, asked if any member of the BOH is a medical person. The BOH answered yes. She also asked if inspections of salons are scheduled. BOH answered no, they just pop in.

1. BOH should have standard written qualifications for the Health Agent position and determine if the present agent meets all of those qualifications
2. All Boards should require goals and objectives for salaried/fulltime employees
3. Health Agent should have a standard

PUBLIC SAFETY

Fire Department

The Committee met July 7, 2011 with Robert Heath, Fire Chief. He reported that he has updated and consolidated policies and procedures for the Fire Department (FD), creating an updated policy manual. He has developed a strategic plan for the FD that is on file with the Town Administrator. The call Force was eliminated in 2009, but a grant had allowed the department to bring back 6 call firefighters. We now have 4 call fire fighters on the town payroll. Personnel consist of: Chief, Deputy Chief, 20 personnel with 4 shift commanders and 13 paramedics.

Ambulance fees in 2011 brought in \$594,178.12. They try to respond to a call within 6 minutes. Services provided are: fire suppression, emergency medical service, rescue, inspection, and permitting.

He rates cooperation between departments as very good. He said he has an excellent working relationship with the Building Inspector, Streets, Water, Schools and Police. He said the Finance Committee has been very receptive.

Statutory authority comes from MGL Chapter 48, section 42. Board of Selectman appoints the Chief and the Chief runs the department. Resources are adequate to handle 1 or 2 calls, beyond that they are tight. Training for computers provided by grants will begin soon.

The Chief conducted the contract negotiations this year as opposed to being a “silent partner” in the past. He would prefer to be in an advisory role rather than the sole negotiator.

Call firefighter hourly rates are not set in stone. They are used only for fires. Only the 3 Call firefighters who are EMTs can cover shifts and get overtime. Call budget rarely goes over \$3500.00.

Primary back up coverage comes from Plymouth, Duxbury, and Pembroke. Fees offset the cost to the Town and all money collected goes to the general fund. Kingston is better off using our own ambulances. 911 calls come from the Police department. He is trying to form a regional center with Duxbury, Halifax and Plympton. It will not cut costs because of staffing. He has considered an Enterprise fund for ambulance fees, but there could be management issues.

He has a firefighter who is the in-house IT person. Computer repair comes out of the Fire budget. He would like to see computers centralized as well as centralized purchasing and bill paying. Maintenance of the department buildings comes from the Fire budget. The Ambulance collection cost is \$21,000 to bill and collect ambulance fees.

The Smith’s Lane fire station is an issue due to traffic, but the station is needed to cover that part of town. Emergency Management Grant will provide funding for a reverse 911 system

He supports an open Town Meeting as it is a place for the citizen to come and express their concerns and vote their wishes.

1. Centralize computers

2. Centralize purchases and bill paying
3. Have all maintenance taken care of by a maintenance department
4. Needs additional staff and a third ambulance
5. Would like a third station on Route 80

Police

The Committee met May 19, 2011 with Joseph Rebello, Police Chief. He reported that he has been the Chief of Police for 6 years. The Kingston Police Department is a full service Police Department. If you call 911 you get Kingston Police. The Police Dispatcher sends out police and fire on 911 calls. Police go out on medical calls and his department will be doing emergency medical dispatch in the future. He cannot provide it now as there is only one dispatcher. On July 1, 2011 grant money will be available to provide this service. The Town presently contracts with AMR for emergency medical dispatch. This is funded by the 911 charge on the phone bills. There is presently \$40,000,000 in the State fund. Kingston received \$7000 for dispatch training as well as money for furnishings and equipment for the dispatch office. Materials and equipment purchased with these 911 funds must stay in the dispatch room

Kingston is presently conducting a study with Plympton, Halifax, and Duxbury on regionalization of dispatch centers for 911. The Governor is in favor of these Regional Emergency Centers (REC). The cost to Kingston for a Regional Emergency Center would be about \$250,000. Kingston Police have documented 71,000 “business calls” per year. Hingham has received \$5,000,000 for their center. In order for a REC to be of monetary benefit to a town, the community needs to shut their station down. The system adds more steps. The Town would have to approve the system.

Presently, Kingston has 6 dispatchers and 22 officers. They are usually down 2 officers due to injury or other issues. They maintain 3 officers and a supervisor on the daytime and early evening shifts, and 2 officers a supervisor on the late night shift. They do not always have the funding to keep an optimum level of staffing. Ideally it would be 4 officers and a supervisor.

The Police Department is the only Civil Service department in the Town. If a person retires the Chief must get the list for replacements from Civil service. This can take 6-9 months. Towns must do all of the paperwork for hiring from Civil Service as Civil Service funds have been cut. The process can be cumbersome. The Chief interviews a minimum of 3 Civil Service candidates and sends one name forward to the Selectmen for appointment.

The Chief has to negotiate with 4 unions: officers, sergeants, lieutenants, and dispatchers. The Special Police Officers are not unionized or Civil Service. Permanent Intermittent officers are Civil Service. The Chief and the Town Administrator conduct the negotiations. The Lieutenants have not had a contract in 5 years. However they do have a built in increase if the Sergeants get an increase, the Lieutenants do as well. Communities do not have to participate in Civil Service. Under Civil Service the Chief can only give a 5 day suspension.

Our Chief is a “strong chief”. He can put forward policies to the Board of Selectmen. They have 30 days to approve or the requests become automatic. The Fire Chief is also a strong chief.

He rated coordination and cooperation between departments a being very good. The Police Department works well with Fire, Streets Trees and Parks, Water Department, Treasurer, and the Accountant. 2010 statistics for the police department are: 16,818 response calls, 4,872 emergency 911 calls, and 70,091 business calls.

Resources were rated lower because staffing levels are a problem. When calls come in the Department is out straight. Kingston provides mutual aid to Halifax and Plympton. Pembroke and Duxbury provide mutual aid to Kingston. Plymouth does not provide aide. Very little of the budget is technology. They spend \$6-7,000 to have computers linked up. There is a \$25,000 line item for technology. \$18,000 is dedicated to upgrades and repairs. They presently have 5 years left on a 10 year lease purchase with IMC. The department has its own server for the IMC system and for email. The Fire Department server is also housed in the Police Department. They have a contract with Steve Dudash to repair as needed. All technology decisions rest with the Chief. The Lieutenants and the Chief have “android” phones.

The Department presently belongs to the Southeastern Massachusetts Law Enforcement Council (SEMLEC). It costs \$1,000 per year. Shared services include SWAT Teams, Search and Rescue Teams, Dive Teams.

The Department needs cars. They could work with 2 new cars, 3 would be best. The cruisers are spread out and assigned to 2 officers on rotating shifts so the cars are not run into the ground. Radios and cars are assigned so that the officers will take better care of them. They spend a lot of time maintaining the fleet so that the cars will remain safe and in good running order.

The Sampson Fund gave the Department money for tactical vests. There is a 50/50 split in Federal and State funds to provide vests for officers. You must have a vest wear policy in order to get state and federal funding for vests.

There are issues with the setup of the building. The leaky roof was replaced at a cost of \$17,000. A mold issue existed as a result of the roof repair. The insurance took care of the mold remediation. Electrical upgrades had to take place in order to remedy surge issues. The Permanent Building Committee has played little or no role in building issues. It took 3 years to get the roof replaced. The building is not adequate. There are concerns with the cells. They could be condemned by the State as they consider the cells unsafe. The cells have been retrofitted, but there are still “hanging risks” in the building.

The canine officer exists as a result of fundraising to purchase Oliver. Funds were also raised to purchase a “hot dog system” to keep the dog cool or to release the dog when needed. Oliver has been effective in stolen car apprehensions, house break apprehensions, and stolen merchandise apprehensions.

The Quinn Bill allows the following: Associates degree-10%, Bachelors-20%, and Masters-25%. The Town pays 50% and the State paid 50%. The State has now abandoned the Quinn Bill program, leaving the Town to pay 100%.

The personal services budget is a little over \$2,000,000 and covers all employees, overtime, holiday pay, and court pay. One court case can result in several visits to court at a minimum of 4 hours pay.

The Chief feels that Town Meeting is an antiquated way to run the Town and is not very efficient.

1. Need additional staff
2. Need additional cars
3. Need new larger station

PUBLIC WORKS

Building Inspector

The Committee met August 4, 2011, with Paul Armstrong, Building Inspector. Paul stated he works well with all departments. He works with the Fire Department on a daily basis and interacts with the public on a daily basis. In the past 3 years Kingston has gone through 3 code changes for building. Houses need to meet a 110 mph wind code.

The Building Department Budget is fairly straight, only salaries. There are some monies for other items, but this is limited. Having a Revolving Fund has helped. He is required to charges fees for inspections and the fees go into the revolving fund.

He agreed with the idea of a Town Engineer. The Engineer would be a good resource for the Highway Department and the Planning Board.

Because groups are empowered under different regulations, you couldn't have one person to answer all citizen questions when applying for permits, but one place would be helpful.

He is a member of Permanent Building Committee. It wouldn't work for him to be on Conservation or Zoning, because his position oversees these groups.

The Building Inspector is reviewed by a State Board to determine if the Inspector has the background to take the licensing test. It takes about two years to pass the test.

He interacts with Conservation and checks on jurisdiction of wetlands. He recommended strongly that developers begin with wetlands issues before proceeding. He works with Town owned property on a regular basis.

He agreed that GIS-GPS would be helpful. Within the next 4-5 years the department will need a part time local building inspector. That salary could be in the \$25-30,000 range.

He does believe there could be more efficiency if some departments were combined (secretaries could be crossed trained). He is not sure if Representative Town Meeting would work. In Open Town Meeting people do attend when there is an important issue.

Because budgets are tight it is difficult to get funding for repair of buildings. There is no one in charge of the buildings who has authority and jurisdiction for building maintenance. The Permanent Building Committee could have oversight.

1. Plan on hiring a part-time building inspector in the next 4-5 years in addition to the full-time inspector
2. Fully implement GIS
3. Need someone in charge of building maintenance
4. Combine departments and cross train clerical staff for more efficiency

Streets, Trees and Parks; Snow and Ice; Transfer Station

The Committee met February 3, 2011 with Paul Basler, Superintendent of Streets, Trees and Parks in addition to Snow and Ice and the Transfer Station. He reported that his budget is \$1.7 million and includes roads, trees, streetlights, transfer station. He has a staff of 12. 2,900 Households have stickers for the Transfer Station and Kingston processes 5,000 tons of trash per year.

His department assists other departments when needed such as Town Clerk at election time, Board of Selectmen (BOS), raising flags, and putting signs up and taking them down. Other activities have included oversight of the Elm Street Bridge project, Route 27 project, and the Senior Center move.

The budget for the Highway Department has been reduced every year. The Asphalt budget has decreased from \$170,000 to \$70,000, yet roads still need to be maintained.

The recycling initiative needs to be improved in order to reduce trash tonnage. The SEMASS fee is now \$36/ton and will go up over the next five years. Money can be made with recycling.

Street light cost per year is \$35,000 to light the Town.

Maintaining trees and parks is difficult. He cannot effectively monitor sites to prevent trash drop off.

The BOS are the Road Commissioners; however he has been able to be independent in decision making.

He rated resource allocation as just OK. The BOS lifted the hiring freeze and he has been able to bring his staff level back to where it was in 1990. Equipment funding is still needed.

He is opposed to a Department of Public Works (DPW) because of the makeup of the DPW Commissioners in the present proposal. He would like to keep the Highway department separate and is concerned that politics could come into play with a combined department.

He rated cooperation between departments as very good. Departments do share personnel when needed and do communicate. Sharing of equipment would be beneficial to all.

Under the prior Town Administrator there were monthly meetings to discuss needs and concerns. There have been no meetings under the present Town Administrator, Jill Meyers. He does meet independently with the Sewer Department to discuss future plans and needs.

He is presently designing a new Transfer Station and would like to include truck scales to help the Transfer Station make money. He is developing a pavement management system for future budget management. He would be willing to have public facilities management under his department.

When asked about regionalization of services, Mr. Basler stated that there is some sharing of equipment now, but it is minimal due to financial and personnel issues.

He is researching technology that could be used to prevent abuse of transfer station stickers. This would include cameras to read license plates. If money was no object, Mr. Basler would like to improve the transfer station and improve the conditions of the roads.

1. Provide funding to reconfigure the Transfer Station and include technology to detect abuse of the facilities
2. Have departments share all resources
3. Create Enterprise Fund for Transfer Station/Recycling
4. Insure all prospective plans are documented (ex: Pavement Management Plan)

Sewer Commission

The Committee met March 3, 2011 with Sewer Superintendent and Chief Operator Ken Vandal and Commissioners Elaine Fiore, Peter Cobb and Thom Taylor.

Ms. Fiore gave a description of the overall makeup of Personnel, Budget, the Enterprise Fund, rate structures and other revenue sources. She also discussed the new sewer expansions and the reconfiguration of the transfer station to accommodate the new leaching fields.

Ms. Fiore with input from Mr. Vandal explained the elements of Service Sharing within the Water, Sewer and Highway Triad, mainly in the areas of clerical, loaning equipment, and snow plowing. Laborers are not shared because of the level of technical standards of expertise and licensure requirements for the sewer worker. The overall view is that the three departments work well together with Department Heads in frequent contact with each other over planning and coordination. They meet at least three times yearly.

With respect to engineering they consult with Camp Dresser McKee (CDM) with little cost to the town. The Commission felt the relationship with CDM was excellent.

Issue: How many customers and how is it billed? **1500 customers. Betterments show on Real Estate Tax Bill and Sewer Charge Rates on the Water Bill**

Issue: How much capacity will there be after the Phase III expansion? **Currently at 50,000 GPD to 10,000 to 15,000 GPD.**

Issue: Given the waiting list of customers, will the cost of the expansion be covered by future generated revenues? **Yes, Phase I and II covered the environmentally sensitive areas. Phase III will make added revenue for the town by the increase capacity for septage haulers and businesses.**

Issue: Why isn't there inter-use of manpower within the public works departments? **Primarily due to the state requirements for jobs requiring multiple licensing around the plant. Grading systems require Grade 5 minimum and you are dealing with hazardous waste. There is a higher degree of technical expertise needed in running the sewer plant. State makes suggestions and uses a grading system. DEP has no grading system.**

Issue: Have you addressed the concerns Department of Revenue had in their report to the town in 2010, specifically Recommendation 10 addressing Sewer Betterment, Recommendation 25 addressing Prospective Rate Setting Process, Recommendation 26 addressing evaluating future capital needs and surplus position? **The betterment problem, with respect to MUNIS calculation and recording, is**

being addressed through more clerical staff to rectify the problem. The other two are works in progress

Issue: Since CDM own their own plans and has a past history of making use of their past projects, are we (the Town) locked into their exclusive overall concepts on sewer plans and management? **Yes, once you invest in that state of the art, you are pretty much committed to that technology.**

Issue: Are we (the Town) required by the state to have a resident engineer in the Department? **Only on expansion construction. The Superintendent is responsible for daily testing and monitoring day to day supervision. As chief operator he is responsible for signing discharge permits.**

Issue: If MUNIS worked properly on the Betterments Process, couldn't we eliminate that ½ clerical employee? Fixing mistakes generates revenue. **There are problems in MUNIS between departments on Betterments that need to be fixed.**

Issue: What is the breakdown of Betterment amortization? **30 year payment. Oldest 2001 from Phase I. Newer Phase II 2005**

Issue: What about foreclosures? **We need better communication in tracking payoffs of Betterments. It is a complicated process.**

Issue: On a \$10,000 betterment – where did it go – what is the chain? **Paid in full or amortized over 30 years interest free. It shows up on the tax bill.**

Issue: Are there additives to process or breakdown wastes faster? **We use SBR, Sequential Batch Reactor, Bio-Mag increase treatment. We are tied to existing technology. Newer technology has more moving parts. He likes the old school technologies and is worried about permitting requirements.**

Issue: How is your relation with the Town Administrator on Budgeting and Collective Bargaining—union negotiations? **The Superintendent does the budget. He works with the Town Administrator and Finance Committee but he has no input in the collective bargaining or union negotiations.**

Issue: Do you coordinate and communicate well with water and highway department on equipment sharing? **Very well especially on common interest in project planning and emergency or storm related circumstances.**

Issue: On emerging technologies such as composting, co-generation of energy through methane extraction and installing Rotary Press to reduce handling fees by reducing sludge to a solid component? **Too expensive.**

Issue: Due to environmental concerns of bordering towns not sewered, doesn't that concern motivate you to consider regional solutions? We always have concerns but our sewer system is not large enough to offer regional help.

Issue: Could the town install dual meters in tandem with the water department to measure water use not entering the sewer system calculation? **That is not practical due to the ERU system of one betterment per single family – 330 GPD of estimated waste water production.**

Issue: How does that cover the costs of operation? **1500 rate payers = \$1 million – surplus from septage haulers covers ¼ of operating budget. Discussed breakdown of distribution of ERU's in commercial and residential based on Title V.**

Issue: You mean that rate payers still have to cover operating costs? **Yes.**

Issue: Can we establish base rates for certain accounts and have higher rates for more usage? **The Water Department has jurisdiction over meters. The problem is that sewerage discharge data is unavailable.**

Issue: Has the town gotten good value out of the 10 year old system? **Yes. But the motors are getting tired and we will need more money in reserve for repairs and maintenance.**

Issue: Would you design a new system if you had to start over, using new technologies? **It is cost effective to stay with the same type of system. We would add a new tank to get added septage hauler revenue.**

Issue: Building maintenance – do you (laborers and operators) do the work or contract out? **We do our own plant maintenance.**

Issue: What do you want that would make things better? Another or 3rd SBR.

1. Need another Sequential Batch Reactor
2. Resolve Sewer Betterment issue with Assessors and Collector
3. Improve communication in tracking payoffs of betterments

Water Commission

The Committee met February 17, 2011 with Robert Kostka, Commissioner, and Matt Darsch, Superintendent. The Water Department is governed by a 3 member board of Commissioners and consists of a Superintendent and Executive Secretary as well as a total staff of 6. The Commissioners set the budget and meet 2 times a month.

Members of the Water Department have to be licensed. The licensing takes a year to complete and must be renewed every two years. Training is provided by the State and the cost is budgeted by the Water Commissioners. The cost is \$3000 every two years for the total staff. The Town presently has 2 staff licensed at Level 4, 3 staff at Level 2 and 1 staff member at Level 3.

The water is treated with lime and not chlorinated because of water purity. The Commissioners establish the levels for purity and bacteria. Builders must comply with the requirement for a 0 background bacteria count. All water sources for the Town are wells. The only issue at this time is acidity. Water tests for

bacteria are monthly, all other tests are quarterly. Most of the wells are in the Jones River Watershed. The Trackle Pond Well and Well 186 are outside of the Jones River Watershed. Pumping from the Watershed is limited. They are always looking for new well sites. Sixteen acres of land are needed for a well. Presently have 7 wells, 6 of which are active. The water systems are protected by fencing around the wells, barbed wire, and alarmed buildings. The cost for a new well is approximately \$1,000,000 if the Town owns the land.

The Water department is funded by an Enterprise Fund. The Commissioners draw up the budget and have to be self-sustaining. Money is set aside for building wells, and repairs in a free cash account. Free cash is presently at \$50,000. The Town is on a metered system. The rate structure has not changed in 12 years. A consultant is used to evaluate the rate system and determine if rates are appropriate. The cost for the rate study was approved at \$8000.00. The service charge was raised in 2010 to \$24.00 per quarter. There is a 4 tier rate system. People pay for the amount they use. When asked about installing two meters for those on the sewer line it was stated that this would be the responsibility of the Sewer Commissioners.

They believe the departments work very cooperatively, especially with the Highway Department. They share staff and materials. They are not in favor of combining departments because they fear that the water will suffer. Water revenue could be used for other sources and not purely for water. They also work with the Town Treasurer on bonding. Presently the water department does the billing for the Sewer Department. The present budget is: Personal services \$483,000. Debt service is about 44% of the budget. Water mains are replaced yearly or whenever a road is opened for repair. Presently have 15 bleeder pipes that need to be replaced.

They have a joint meeting with the Sewer Department on a yearly basis. They communicate with the Highway Department on a weekly basis. They have round table meetings with the Town Planner. They have very little communication with the Town Administrator. There has only been one meeting and that was to discuss negotiations.

Their department uses MUNIS. They are presently working with the updates that were installed a year ago. Water meters are 3 tiered- manual, phone and radio. The Water Commissioners hire based on recommendations from the Department head and final approval is by the Board of Selectmen. They believe resources and staffing are adequate at this time. The last hire was in 1996. They use the SCADA software program to control the wells. The Water Department is not part of the kingstonmass.org system. The Water Department Superintendent participates and attends the monthly Plymouth County Water Works meetings.

Maintenance of Town Owned Property

The Committee met December 16, 2010 and discussed the issue of oversight of Town properties, including maintenance:

Questions that arose were:

- Are records on these properties being maintained and are they accurate?
- Is this a job for the Town Administrator?
- Can one person maintain and oversee the properties?
- Can buildings be rehabbed by outside groups?
- Why isn't the Committee on building maintenance funded? Town meeting has never funded the permanent building committee.
- Could a Department of Public Works (DPW) maintain buildings?

The committee concluded that a DPW could be responsible for maintenance of buildings. A Permanent Building Committee could be advisory to the DPW. The Building Inspector could serve on the Permanent Building Committee.

GOVERNMENT STRUCTURE

Town Administrator/Town Manager/Mayor

The Committee met May 20, 2010 with Jill Meyers Goldsmith, Town Administrator for a discussion of Town Administrator/Town Manager positions. Also in attendance were Charles Cristello, Town Manager Middleboro, and Massachusetts

Ms. Meyers made a presentation regarding the position of Town Administrator in Kingston. She stated that her job description is outlined in the Wage and Personnel Bylaws. Her duties include: addressing resident's concerns, financial management, policies and procedures, budget, trouble shooting, and primarily to meet the directives of the Board of Selectmen. She works with the budget and takes an active role in the process by working with the Treasurer.

Questions for Ms. Meyers and Mr. Cristello:

1. Interfacing with department heads

Ms. Meyers- meets quarterly to discuss finances. Would like the meetings to be more contributory. Is seeking to implement monthly reports from departments. Feels she should be a resource to elected officials. Stated that constraints of her office make it difficult to interface all of the time.

2. What about the Enterprise Funds and Town Administrator's role?

Ms. Meyers- She prefers to keep Enterprise Funds. Committees can only spend what they have.

Mr. Cristello- Some communities have strong Charters which lay out strong Town Administrator positions. Town Administrator position was formerly that of a clerk/executive secretary. Hybrid charters are popping up lately combining administrator/manager roles.

3. How are duties and responsibilities of elected officials laid out?

Ms. Meyers- These are contained in the Bylaws. Enterprise Funds are handled at Town Meeting.

4. What about establishment of a Financial Management Team?

Ms. Meyers- Her role with the Finance Committee is limited. The process would be easier if the role of Administrator regarding financial responsibilities were more clearly defined.

5. Are there any recommended models to review

Mr. Cristello- Hanover is a good model to review. He also suggested looking at models that are along the continuum and will get back to us with some suggestions.

6. Is there a trend toward less elected/more appointed and consolidation of positions?

Mr. Cristello- He has noticed a trend toward combining departments such as public works.

7. What about imposing impact fees

Mr. Cristello- Towns do not have the authority or have limited authority in this area

8. What about Open versus Representative Town Meeting (RTM)

Mr. Cristello- He believes the danger with RTM is that it can be “hijacked” by special interest groups. He suggested keeping Open Town Meeting and work hard to encourage people to attend.

The Committee met June 3, 2010 and discussed Town Administrator/Town Manager position. The discussion resulted in the following recommendations:

1.) The Town will retain a position of Town Administrator, strengthening the position, with duties in the areas of: Financial Management, Policies and Procedures, Human Resource Management, Oversight of Properties and Infrastructure.

2.) A Governance/ Human Resources Team should be developed consisting of the Town Administrator and Department Heads

3.) A Financial Management Team should be implemented with Town Administrator as Chair

4.) Changes to the Town Administrator position can be addressed through Bylaw Change

The Committee then took up discussion of Charter versus Bylaw form of government. The main objection to a Charter is that the initial charter and any amendments must be approved by the Massachusetts Legislature, removing local approval of changes using bylaws.

The Committee voted to keep the present Bylaw system and not pursue a Charter as there was no compelling reason to change.

Town Meeting

The Committee met July 15, 2010 with Steve Triffletti, Plymouth Town Moderator. A presentation was made by Mr. Triffletti on Representative Town Meeting. Some differences between Open Town Meeting and Representative Town Meeting are:

- Town Meeting Representatives are elected
- The community is divided into precincts with 9 Town Meeting members per precinct
- Precincts hold Caucus meetings to discuss upcoming Town Meeting topics. These meetings are open to the community
- Community members can speak at Town Meeting but cannot vote
- Town Meeting is considered the Legislative Branch of the Government with the Board of Selectmen serving as the Executive Branch

The Committee met August 19, 2010 to continue the discussion on Open Town Meeting versus Representative Town Meeting. The discussion included:

Is the Town large enough for Representative Town Meeting?

How has Town Meeting evolved?

Should articles be by lottery?

Open Town Meeting allows each person in town to have a vote.

Committee should outline all of the pro/con points of Representative meeting and Open Meeting.

When do you know that it is time to move to Representative Town Meeting?

Will the public lose control in a Representative Town Meeting?

What are the benefits of the current process that are important to the Town?

The Committee met September 2, 2010, and continued the discussion of Town Meeting. A fact finding public forum on Open and Representative Town meetings will be held. The forum will begin with a presentation on the definition of Open and Representative Town meetings. The forum for public comment on Open or Representative Town Meeting will be October 27, 2010.

The Committee met December 16, 2010 and further discussed the issue of Town Meeting. Open vs. Representative Town Meeting:

Can the warrant be published to allow people to respond online to Representatives resulting in a combination open/representative town meeting?

Using technology could be a useful tool in a representative form of Town meeting, as people do not necessarily want to lose their right to vote.

The Representative form of Town meeting would need to be studied thoroughly in order to insure that it is done properly.

One member stated that they originally were committed to going to a Representative form of Town Meeting, but now sees the growth and good use for Open Town Meeting. Why would we want to take away the vote from all citizens? What can we do to make more people get involved in the Open Town Meeting process?

Some members felt Open Town Meeting does not work. The TGSC is here to stimulate change. We should at least consider Representative Town Meeting.

Town Meeting is dysfunctional because people only come for the big issues. Representative Government works on the state and federal level. We should try it locally.

Attendance at Town Meeting is stimulated when people know/ have knowledge of the articles that are to be discussed. Preparation of articles is an issue.

Should there be a nonbinding ballot question to see if the community would like to abolish Open Town Meeting and replace it with Representative?

The Committee should seriously consider recommending Representative Town Meeting. Elected Representatives take their role very seriously. The meetings become more deliberative and less political. People can be educated prior to the meeting. We are not a "quaint village" anymore and now is the time for change. It will take away the direct vote from the people, but they don't come and vote now. The town is basically governed by the 120 people who come to the meeting. Representative meeting will make the town run more effectively and efficiently.

We need to take a rudimentary step towards a Representative Town Meeting.

There are issues with the flow of information prior to town meeting and issues with confusion regarding the written articles on the warrant. We should make recommendations regarding the flow of information, clear deadlines, clearly written articles, pro/ con arguments posted prior to town meeting. Guidelines need to be set for the Town Meeting process.

Is it possible to have Open Town Meeting and also have precinct captains who could hold informational meetings prior to Open Town Meeting?

We need Representative Town Meeting because times have changed. People do not come to the meetings like they used to. If people are elected to Representative Town Meeting positions they will show up.

It was voted that the TGSC recommend that Kingston change to a Representative Town Meeting and that the Committee will further explore and make recommendations as to implementation of this Representative form of government. The motion was approved on a 7 - 2 vote.

Public Survey

The Committee posted a public survey on the Kingston Town website in October 2010. The questions were also published in an article on the survey published in the Kingston Reporter October 15, 2010.

The questions asked:

Have you recently attended Town Meeting? YES/NO

Have you ever attended Town Meeting YES/NO

If you have recently attended Town Meeting, Please comment on what you liked or disliked about the process. Please be as specific as possible.

If you have not recently attended, or have never attended Town Meeting, why did you not attend, or why did you stop attending? Please be as specific as possible.

Please add any other comments, concerns or suggestions on Town Meeting.

Responses

There were 15 responses

Question 1 Yes-8 No-7

Question 2 Yes-13 No-2

Question 3

- a. Too much discussion allowed on certain subjects prior to vote
- b. Too few attend, perhaps Representative Town Meeting would be better because all members are expected to attend the whole meeting and they might be better informed on the issues
- c. Special interests try to control the floor by speaking too long and causing others to leave before the vote. Speaker should be limited to 3 minutes. Articles should not be taken out of order.
- d. Too few attend and evening hours are difficult for seniors. Reconsideration of an article should not be allowed in a subsequent session because those wishing to change the vote can have others attend the next session and reverse the decision. The Town budget should be reviewed more thoroughly. More information is needed prior to Town Meeting so people understand what it is they are voting on.
- e. I enjoy hearing the different points of view. I do not like speakers who are not informed of the issues and waste everybody's time. I do not like to vote on land issues when no map is available. I do not like taking Articles out of order. Limit each speaker to a few minutes and only twice on any Article.
- f. I like Open Town Meeting but feel I often do not have enough information prior to the meeting where only selected facts are presented. Perhaps arguments for and against an article could be attached to the written Warrant. I do not like waiting to begin the meeting for a

quorum to be met. This wastes the time of those who were considerate enough to arrive on time. The Moderator should establish a time limit for each speaker and enforce this limit. Speakers should not have a second turn until everyone has had a first turn to speak.

- g. I like the open process where I have a chance to participate and vote. I do not like special interest groups dominating the meeting and those who leave after they have voted on their chosen article.
- h. I have attended every Town Meeting since 1999 and it does NOT work. The same people attend and make the decisions every meeting. Special interest groups pack the meetings when they have an agenda only to leave en mass once they have tipped the vote their way. Things drag on as others ditto the remarks of previous speakers. The population is growing and there is genuine apathy fueled in part by the laborious and time consuming process. I would like to see qualified representatives voted in to conduct the Town's business or to scrap the process altogether in favor of another system of government.

Question 4

- a. I am not originally from Massachusetts and it took me a few years until I understood the meaning and purpose of Town Meeting.
- b. Since I do not receive the paper, or have the Town of Kingston bookmarked as one of my Favorites, I generally do not have this event planned on my calendar. I would make more of an effort to attend if I had an e-mail reminding me of the event date and time.
- c. It was a waste of time.
- d. Negative life events have prevented me from attending.
- e. I am not convinced that the Town Meeting form of government is an effective one, particularly in a town with the population size of Kingston. Town Meeting turns into a platform for individual's agendas rather than a way to determine the best course of action regarding various issues facing the Town. Furthermore, I have a feeling that many other registered voters in town also do not attend so I do not consider it to be an accurate ore representative form of government.
- f. If I don't go to Town Meeting, then I have nothing to complain about.
- g. Overall, the meeting seems to be a waste of time. There are too many people getting up to speak about special interests and there is too much time spent on trivial issues. I think discussing \$15K for Police or Fire equipment is not an appropriate matter for Town Meeting. It would be more efficient handling smaller \$\$\$ items with the Finance Committee only.

Question 5

- a. Include money in the Moderator's budget for baby-sitting services and vans for seniors. Coordinate the meeting date and time with the other organizations in town to avoid conflicts. Use a lottery system to discuss articles after the budget issues have been voted.
- b. This is a very good idea to put this questionnaire on the Town's website but not everyone has a computer so this should be available in other media.
- c. Start the meeting on time and have a set adjournment time. Post all possible subsequent meetings. Then people can make plans to attend. Finalize the Warrant 45 days ahead of time.

Attach arguments for and against all petitioned articles. Post everything on the Town's website at least 3 weeks prior to the Meeting.

- d. Articles should be taken in order unless there is a compelling reason to move the Article ahead.
- e. Disappointed that there is not more information available and an in depth presentation made on Community Preservation spending. The same people seem to speak over and over while others never get an opportunity to comment.

Public Forum

The Committee held a public forum October 27, 2010 in Room 200 of the Town House to solicit public comments on the effectiveness of Town Meeting.

Mr. Ed King commented that he believes people attend only for issues that affect them. He would prefer to see a Representative Town Meeting. He stated he was instrumental in establishing quorums for certain type warrant articles but that has not improved attendance at Town Meeting. He would like to see the Reconsideration of an article be timed so that interested parties are still in attendance at the time of the Reconsideration

Mr. Peter Boncek stated that over the last 20 years, an average of only 3% of the voters have attended Town Meeting except for a couple big issues involving ball fields and 40R. He believes there would be greater attendance if Town Meeting was not televised live. Then people would have to attend to see what was happening. He agreed that often people show up just for a specific article or group of articles. He would like to see more information available prior to Town Meeting so people would better understand the Warrant articles. He would prefer to have Town Meeting on a Saturday rather than a week night because seniors and those who work evening are unable to attend. He would also prefer that one session be held in June rather than one in April and another in June. This would eliminate the potential for a revote on issues at the second session. If the meeting must be held on a week night, he would like to see consideration given to avoiding conflicts with other events occurring on the same night. He expressed concerns that a Representative Town Meeting would make it too political and it could result in less knowledgeable people being elected.

ACKNOWLEDGEMENTS

The Town Government Study Committee wishes to acknowledge the contributions of the parties who were instrumental in helping the Committee complete its charge. The Committee would have had great difficulty completing their mission were it not for the willingness, openness, and commitment of the Town employees, as well as the appointed and elected officials who met with us, often after hours, on their own time.

For your dedication to continuous improvement, the Committee is extremely grateful. Information was given freely and honestly by all those who met with us. Without the desire of these individuals to confront inefficiencies and share them with the Committee, our efforts would have failed. The Committee also commends the Board of Selectmen for their initiative to form the Committee and provide the guiding mission statement.

The Committee conducted all analyses and interpretations of the data, and therefore accepts full responsibility for any errors or misinterpretations. No list of this sort can ever be complete, and the Committee apologizes to anyone inadvertently omitted. A very special thanks goes to Fran Hoeg and Wendell Chamberlain for their outstanding performance in the role of Secretary and Jean Landis Naumann for all her hard work drafting the final report.

Selectmen

Richard Arruda
Mark Beaton
Joseph Casna
Ronald Gleason
Sandra MacFarlane

Town Government Officials/Employees

Jill Goldsmith, former Town Administrator
James Thomas, Town Administrator
Joan Paquette, Town Accountant
Thomas Donnelly, Anne Dunn, Nancy Shea of the Board of Assessors
Paul Armstrong, Building Inspector
Priscilla Palombo, former Collector of Taxes
Craig Dalton, Donald Ducharme, Wendell Chamberlain, Marilyn Kozodoy, Ken Moalli of the Community Preservation Committee
Susan Chamberlain, Marilyn Kozodoy, Gary Langenbach, James Parker of the Conservation Commission
Maureen Thomas, Conservation Agent
Elaine Fiore, Matt Hamilton, Larry Hunt, Miriam MacInnis, Paul Ricci, Claire Soares of the Finance Committee
Robert Heath, Fire Chief
Joseph Casna, William Kavol, Daniel Sapir, William Watson of the Board of Health
Henny Walters, Health Agent
Craig Dalton, Fran Hoeg, Walter Hoeg, Bob Murphy of the Historical Commission
Janet Wallace, Moderator
Ronald Gleason, Robert Gosselin, Michael Ruprecht of the Planning Board
Thomas Bott, Town Planner

Joseph Rebello, Police Chief
Andrew Davis, Paul Maloney, Kenneth Moalli of the Recreation Commission
Peter Cobb, Elaine Fiore, Thomas Taylor of the Sewer Commission
Kenneth Vandal, Superintendent of Sewers
Paul Basler, Superintendent of Street, Trees and Parks
Elaine Fiore and Mary MacKinnon of the Technology Advisory Committee
Mary Lou Murzyn, Town Clerk
John LaBrache, Treasurer
Robert Kostka, Water Commissioner
Matthew Darsch, Superintendent of Water

Members of other Town Governments who met with the committee

Steven Triffletti, Plymouth Town Moderator
Charles Cristello, Town Manager, Middleboro

Members of Massachusetts Division of Local Services; Department of Revenue

Joe Markarian
Scott Keefe

Other

Emmit Baker
Community members who participated in the Public Survey and Public Forum
Final report of the Town Government Study Committee, Littleton, MA
Town of Kingston Financial Management Review, DOR, May 2010
Rutherford Report 2003
Kingston Master Plan 1998
Changing Local Government Structure, Municipal Advocate Vol. 22 No. 2
A Citizen's Guide to Vermont Town Meeting
Massachusetts Municipal Association
Edward J. Collins, Jr. Center for Public Management Report on Hanson, MA, January 2012

REFERENCES							
POSITION	MGL/GBL/BOARD	TOWN MEETING/DATE VOTED	ARTICLE	APPTD BY	MEMBERS	TERM LENGTH	MISC. INFO
40R Design Review Drafting Committee	Planning Board	06/26/06		Planning Board	11	Duration	
" " "		07/24/06			9		Reduced members
" " "		05/14/07					Disbanded
Accountant	MGL c41,s55	09/28/1926 STM	5	Selectmen		3 yrs	
Administrator		05/02/1987 ATM	2	Selectmen		Contract	
Affordable Housing Partnership Committee	Selectmen	07/13/04		Selectmen	5	Duration	
" " "		05/30/06					Changed composition
Agricultural Commission		04/01/06 STM	2	Selectmen	5	3 yrs	
Americans with Disabilities Act Coordinator	Federal Law					Indefinite	
Animal Control Officer	MGL c140,s151			Selectmen	1	1 yr	Expires 4/30
Assessors				Elected	3	3 yrs	
Assistant Assessor	MGL c41,s25A			Assessors		1 yr	
Assistant Collector of Taxes	MGL c41,s39C			Collector & Selectmen		3 yr	Term changed by Collector from 1 to 3yr 6/29/10
Assistant Town Clerk	MGL c41,s19			Town Clerk		3 yrs	
Assistant Town Treasurer	MGL c41,s39A			Treasurer/Selectmen		3 yrs	
Audit Committee		04/02/1994 ATM	15	FinCom, Mod, BOS	3	3 yrs	Acct & Adm ex-officio & non-voting; only 2 consecutive terms
Bay Wide Committee				Selectmen	1 rep/1 alt	Indefinite	
Budget Advisory Board	GBL 3.2.1	04/05/1988 ATM	43	See article	5		
" " "		04/01/1989 ATM	26				
" " "		05/10/1995 ATM	43		6		
Building Department	MGL c143, s3			Selectmen			
" "	Inspector of Buildings/Zoning Enforcement Officer				1	3 yrs	
" "	Local Inspector					3 yrs	
" "	Zoning Enforcement Officer, Assistant (C.40a, s7)					3 yrs	
Burial Agent	MGL c114, s45			Health Board			
Cable Advisory Committee		06/10/1991 ATM	41	Selectmen	5	3 yrs	

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POSITION	MGL/GBL/BOARD	TOWN MEETING/DATE VOTED	ARTICLE	APPTD BY	MEMBERS	TERM LENGTH	MISC. INFO
" " "		10/07/1991 STM	19		7		
" " "		10/30/1993 STM	13		9		
" " "		11/05/1997 STM	22		5		
Capital Planning Committee	GBL 4.8	04/05/1988 ATM	44	See article	5	3 yrs	Treas (non-voting) & Adm ex-officio
" " "		04/13/1993 ATM	13				
Central Plymouth Water District	Legislative Act			Selectmen	1 BOS or Designee	1 yr	
Chief Procurement Officer	MGL c41, s103; GBL 4.5			Selectmen		3 yrs	
Civic Democracy Committee	Selectmen	08/08/95		See vote	7		Disbanded 11/25/98
Clerk, Board of Selectmen				Selectmen		3 yrs	Defunct July 1999
Collector of Taxes				Elected	1	3 yrs	
Commission on Disability	MGL c40, s8J	04/04/1988 ATM	25	Selectmen	7	3 yrs	1 must be Appt. official
"		04/02/2005 ATM	25		5		Members reduced from 7 to 5
Committee to investigate the feasibility of acquiring land off Brook Street		08/13/96		Selectmen	9	Duration	Defunct
Community Center Building Committee		05/02/1998 ATM	13	See article	11	Duration	Disbanded STM 4/2/05 Art. 3
Community Center Study Committee	Selectmen	07/22/97		See vote	7	Duration	Town Planner ex-officio
"		09/02/97					
"		12/16/97			10		
"		01/20/98					Name Change
"		02/21/98			12		Final report
Community Preservation Committee	MGL c44B	10/24/05 ATM	9	CC,HC,PB,HA,OS,R C, FC,2 CI (BOS)	9	3 yrs	
Community Response Coordinator		2000		Selectmen	1	Indefinite	See letter
Conservation Commission	MGL c40, s8C	03/16/1963 ATM	27	Selectmen	5	3 yrs	
" "		04/13/1992 ATM	33	Selectmen	7		
Conservation Land Review Committee	Selectmen	07/25/06		See vote	7	Duration	
Constable				Elected	2	3 yrs	
"				Appointed	1	3 yrs	

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POSITION	MGL/GBL/BOARD	TOWN MEETING/DATE VOTED	ARTICLE	APPTD BY	MEMBERS	TERM LENGTH	MISC. INFO
Council on Aging	GBL 4.10	03/20/1972 ATM	42	Selectmen	3	3 yrs	
" "	MGL c40, s8b	03/16/1974 ATM	25		3 to 7		
Council on Aging, Director	MGL c40, s8b			Selectmen		1 yr	
" "		4/2/2011 ATM	15			1yr	Name change to Director of Elder Affairs (see below)
Cultural Council	MGL c10, s58			Selectmen	5 to 22	3 yrs	max 2 consecutive terms
Deputy Collector of Taxes	MGL c60, s92			Tax Collector		1 yr	
Director of Elder Affairs		4/2/2011 ATM	15	Selectmen		1yr	
DPW Land Acquisition Committee	Selectmen	06/05/95		See article	5		Defunct
E-911 Committee				Selectmen			Defunct
Earth Removal By-Law Review Committee	Selectmen	12/09/08		Selectmen	5	Duration	
" "		02/03/11					Disbanded BOS
Economic Development Commission	MGL c40, s8A	03/31/1956 ATM	47	Selectmen	5	5 yrs	
" "		11/03/1988 STM	13		up to 15		
" "		04/31/1996 ATM	32				Name Change
" "		11/05/1997 STM	23		7		
Educational Fund Trustees	MGL c40, s3	03/16/1957 ATM	37 & 38	Selectmen	5	5 yrs	
Electric Industry Task Force	Selectmen	12/21/95		See vote	5	Duration	Disbanded 5/28/1998
Elizabeth B. Sampson Memorial Fund	c180 of the Acts of 1960	03/19/1960 ATM	13	See vote	3		
Emergency Management Agency	c639 of the Acts of 1950, s16 & 20			Selectmen	1 Director, 1 Deputy	1 yr	
	1988 Boston Edison Civil Defense Grant			Selectmen	1	Indefinite	
Emerson Property Negotiating Team	Selectmen	02/20/96		See vote	4	Duration	Disbanded 8-03-99
Facility Oversight Committee	KES Committee	02/10/03		KES Committee	3 voting, 1 non-voting	Duration	See minutes 2/10/03
FC Adams Building Use		05/09/1995 ATM	22	See article	5	Duration	
" " " "		05/09/2000 ATM	39				Dissolved
Fence Viewer	MGL c49, s1			Selectmen	2 or more	1 yr	
Field Driver	MGL c49, s22			Selectmen	1 or more	1 yr	

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POSITION	MGL/GBL/BOARD	TOWN MEETING/DATE VOTED	ARTICLE	APPTD BY	MEMBERS	TERM LENGTH	MISC. INFO
Finance Committee	s16 of c39 as amended by c388 of the Acts of 1923; GBL 3.1	12/15/1926 STM	1	Moderator	9	3 yrs	Term Expires Conclusion of Annual Town Meeting
" "		10/22/07 STM	7		7		Reduced members
Fire Chief	MGL c48, s42, 43 & 44	06/05/1991 ATM	27	Selectmen			
Fire Station Building Comm		04/27/1996 ATM	7	See article	7	Duration	
" " " "		05/09/2000 ATM	40				Dissolved
Fish Committee	MGL c130, s94			Selectmen	3	1 yr	
Golf Course Feasibility Study Committee		08/08/96		Selectmen	9		Defunct
Green Energy Committee	SEE "Kingston Secure Energy Future Committee"						
Handicap Coordinator				Selectmen	1	Indefinite	
Harbormaster	MGL c102, s19			Selectmen	1	Indefinite	
Health Agent	MGL c111, s27			Health Board	1	3 yrs	
Health Agent, Alternate	MGL c111, s28			Health Board	As needed	3 yrs	
Health Board	MGL c41, s2	04/13/1992 ATM	41	Elected	5	3 yrs	Increase in members
Heritage Center Development Committee		07/06/99		Selectmen	9	Indefinite	
" " " "		02/27/07					Composition changed
" " " "		10/28/08					Composition changed
Historian		05/01/1976 ATM	54	Selectmen	1	5 yrs	
Historical Commission	MGL c40, s8D	03/17/1973 ATM	38	Selectmen	5	3 yrs	
" "		03/16/1974 ATM	24	Selectmen	7		
Housing Authority				Elected	4	5 yrs	
"				Appointed	1	5 yrs	
Ichabod Washburn Fund Trustees	Last Will and Testament			Selectmen	3	5 yrs	
Industrial Development Financing Authority	MGL c40D	07/20/1978 ATM	38	Selectmen	5	5 yrs	Terms Expire April 30
Inspector of Animals	MGL c129, s15 & 16			Selectmen		1 yr	Term Expires April 30
" " "	Nomination by 3/31		by	Selectmen			
" " "	Appointment		by	Selectmen			
" " "	Acceptance		by	Candidate			
" " "	Approval		by	State			

Kingston MA Town Government Study Committee Final Report March 20, 2012

POSITION	MGL/GBL/BOARD	TOWN MEETING/DATE VOTED	ARTICLE	APPTD BY	MEMBERS	TERM LENGTH	MISC. INFO
Insurance Advisory Comm				Selectmen	3	1 yr	(needed)
Kelleher Land Acquisition		06/24/97		Selectmen	See article	Duration	
" " "		03/03/98		Selectmen			Disbanded 8-03-99
KES Building Needs Study	KES Committee			KES Committee		Indefinite	Defunct
Kindergarten Study Committee	KES Committee	11/13/00		KES Committee	7	Duration	Disbanded per vote of Sch Comm 10/18/2004
Kingston Secure Energy Future Committee	Selectmen	07/16/02		Selectmen	5		
" " "		12/12/06			9		Increase in members
" " "		09/25/07			7		Reduce members
" " "		10/09/07					Name Change 10/9/07 to Green Energy Committee
Landfill Reuse Committee	Selectmen	08/14/07		Selectmen	9	Duration	Disbanded 4/13/10
Library Building Committee		06/10/1991 ATM	23	See article	7	Duration	
" " "		11/09/92	17				
Library Director				Library Trustees & Selectmen	1	Indefinite	
Library Trustees				Elected	6	3 yrs	
Local Emergency Planning Committee (SARA Title III)	Federal - 1986						
Local Historic District Committee	Selectmen	07/17/01		Selectmen	7	Indefinite	
Local Superintendent	MGL c132, s13			Selectmen	1	Indefinite	See References
Local Water Resources Management Agency				Selectmen	1	1 yr	
Mass Bays Local Governance Master Plan Committee		05/10/1995 ATM	56	Selectmen	1 rep/1 alt	Indefinite	
" " "		11/25/1996 STM	11	Planning Board	11	(needed)	
" " "		05/06/1997 ATM	40				Final report
Master Plan Implementation Committee	Planning Board	05/18/98		See vote		Duration	
" " "		07/13/98					Expansion
" " "		07/24/00					Changed composition
" " "		09/08/03					Changed composition
" " "		01/25/10					Disbanded 1/25/10
Measurer of Wood & Bark				Selectmen	1	1 yr	

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POSITION	MGL/GBL/BOARD	TOWN MEETING/DATE VOTED	ARTICLE	APPTD BY	MEMBERS	TERM LENGTH	MISC. INFO
Memorial Day Parade Committee	Selectmen	05/30/06		Selectmen	5	Duration	
Moderator				Elected	1	1 yr	
Municipal Golf Course Study Committee		11/21/1996 STM	17	See article			Defunct
National Organization on Disabilities	Federal			Selectmen	1	1 yr	Disbanded 10/13/09
Offal Pit Site Reuse Study Committee	Selectmen	05/16/95		See vote	5	Duration	Defunct
Old Colony Elderly Services				Selectmen	1 rep/1 alt	1 yr	(needed)
Old Colony Planning Council	Chapter 332, of the Acts of 1967	05/03/75	39	Selectmen	1	1 yr	
Old Colony Planning Council Area Agency for Aging				Selectmen	1 rep/1 alt	1 yr	
Old Colony Planning Council Joint Transportation Comm				Selectmen	1 rep	1 yr	
Open Space Committee		11/21/1996 STM	18	Moderator	12	3 yrs	
" " "		11/05/1997 STM	24				
" " "		05/09/2000 ATM	38		9		Reduced members
Parking Clerk	MGL c90, s20A1/2			Selectmen	1	3 yrs	
Permanent Building Committee	GBL c4, Art. 9	05/19/1990 ATM	23	Selectmen	5	3 yrs	
Planner		04/02/1994 ATM	20	Selectmen	1	Indefinite	
Planning Board	MGL c41, s81A	03/19/55	17	Elected	5	5 yrs	
Planning Board Associate	MGL c40A, s9	04/03/1993 ATM	18	Planning Board/Selectmen	1	3 yrs	
Member/Special Permit Applications				Selectmen	4	1 yr	
Plumbing and Gas Inspector				Selectmen	1 app/ 1 alt	1 yr	
Plymouth County Advisory Board	MGL c959, Acts of 1977			Selectmen	1 Director	1 yr	
Plymouth County Extension Service				Selectmen	1		
Police Chief	Legislative Act	05/19/1979 ATM	30	Selectmen	1		
" "		05/10/80	Ballot				
" "	MGL c41, s97A	05/06/1997 ATM	47	Selectmen	1	Contract	
Police Chief Search Committee	Selectmen	06/08/04		Selectmen	5	Duration	Disbanded per vote of BOS 1/11/2005
Pottle Street Land Acquisition Investigative		05/26/98		Selectmen	3	Duration	Disbanded 8-04-99; reactivated 10-26-99; disbanded 12-19-00
Recreation Commission				Elected	5	3 yrs	
Recycling Committee		05/21/1990 ATM	21	Selectmen	7	1 yr	

POSITION	MGL/GBL/BOARD	TOWN MEETING/DATE VOTED	ARTICLE	APPTD BY	MEMBERS	TERM LENGTH	MISC. INFO
Registrar of Voters	MGL c.51, s15			BOS & Town Committee	3 + Town Clerk	3 yrs	
Rent Control Board	GBL c.22, s1	10/7/02 STM	14	Selectmen	5	5yrs	
Rent Control By-law Advisory Committee	Selectmen	08/13/02		Selectmen	5	Duration	Disbanded 8/12/03
" "		08/27/03		Selectmen	7		Revised 5 to 7 members (needed)
Right-To-Know Coordinator				Selectmen	1	1 yr	
Rt. 106/Wapping Road Advisory Committee	Selectmen	06/09/98		Selectmen	7 + Supt.Streets	Indefinite	
" "		02/03/11					Disbanded BOS
School Building Advisory Committee	School Committee	09/26/96		see vote	7	Duration	Disbanded 2/10/03
School Committee				Elected	5	3 yrs	
Sealer of Weights & Measures	MGL c98, s34			Selectmen	1	1 yr	
Search Committee for Town Administrator		03/27/01		Selectmen	6	Duration	
Selectmen	MGL c41, s2	10/07/1991 STM	15	Elected	5	3 yrs	Increase in members
Senior Center Building Committee		6/8/04 STM	4	Various	7	Duration	
Sewer Commissioners	Legislative Act	05/03/1997 ATM	13	See vote			
	Legislative Act	10/13/1998 STM	1	Elected	3	3 yrs	
Sewerage Advisory Committee	Selectmen	07/27/95		See vote	5	Indefinite	Disbanded 12-19-00
" "		08/05/97					Amended Composition
Shellfish Beds Restoration/Pollution Abatement Committee	Health Board					Duration	Disbanded 12-11-00
Silver Lake Regional School District Committee				Elected	4	3 yrs	
Silver Lake Tri-Town Transitional Planning							Disbanded 01/07/05
Smelt Pond Restoration Group	Conservation					Duration	Disbanded 12-05-00
Solid Waste Advisory Committee	Selectmen	05/30/06		Selectmen	FC, CP, Supt.Streets, 2 CI	Duration	Disbanded by BOS 12/22/09
South Shore Community Action Council				Selectmen			
South Shore Recycling Cooperative				Selectmen			
Superintendent of Schools						Contract	

POSITION	MGL/GBL/BOARD	TOWN MEETING/DATE VOTED	ARTICLE	APPTD BY	MEMBERS	TERM LENGTH	MISC. INFO
Superintendent of Streets, Trees and Parks	?MGL c41, s21	1937 ATE	Ballot	Selectmen	1	Indefinite	
Superintendent/Chief Operator Wastewater Treatment Plant		06/01/04		Selectmen	1	3yr	
" "		08/03/10				Indefinite	Term Change by vote of BOS 8/3/10
Survey Board	Sec. 124.3 of State Building Code			Selectmen	3	1 yr	
Sworn Weighers				Selectmen			
275th Anniversary Observance Committee	Selectmen	08/11/95			25	Indefinite	Disbanded 6-4-02
"		11/08/00			30		Increase in members
Technology Advisory Committee	Selectmen	07/17/07		Selectmen		Indefinite	
Town Administrator Search Committee	Selectmen	01/20/09		Selectmen	6	Duration	Disbanded 7/21/09
Town Administrator Search Committee	Selectmen	07/28/11		Selectmen	5	Duration	Disbanded 11/8/11
Town Clerk				Elected	1	3 yrs	
Town Government Study Committee		05/16/00 ATM		See vote	5	Next ATM	Disbanded 10/13/09
Town Government Study Committee	Selectmen	11/10/09		Selectmen	5	Duration	
" " " "		12/22/09			7		Added members
" " " "		06/08/10			9 + Alt.		Added members
" " " "		07/20/10			10		Changed composition
Town Hall Building Committee		06/20/00 STM	1	See vote	7	Indefinite	Disbanded ATM 2005
Town Hall Study Committee	Selectmen	05/14/96		Selectmen	9+	Duration	Disbanded 12-19-00
Town Owned Property Evaluation Committee	Selectmen	09/28/99			5	Duration	
" " " "		10/26/99			7		Added 2 Citizens
Transfer Station Task Force	Selectmen	01/05/10		Selectmen	5	1yr	
" " " "		03/19/10					Name Change from Solid Waste Advisory Committee
Treasurer				Elected	1	3 yrs	
Tree Warden	MGL c41, s106	09/01/98 STM	13	Selectmen	1	3 yrs	
Tri-Town Study Committee	S.L. Regional School Committee	06/28/99		See vote			
Veterans' Affairs	MGL c151, s3,s7,s9,s10			Selectmen			Term expires April 30

POSITION	MGL/GBL/BOARD	TOWN MEETING/DATE VOTED	ARTICLE	APPTD BY	MEMBERS	TERM LENGTH	MISC. INFO
Wage & Personnel Board		03/21/1966 ATM	43	Moderator, FinCom, Selectmen	3	3 yrs	
Water Commissioners	Chapter 239 of the Acts of 1885			Elected	3	3 yrs	
Water Department	" "	11/02/1885 STM					(third try)
Waterfront Committee		03/18/1950 ATM	25	Moderator	3	3 yrs	
" "		03/18/1963 ATM	22	Selectmen			
" "		03/18/1972 ATM	46	Selectmen	7	3 yrs	
Wire Inspector				Selectmen	1	1 yr	
" " Alternate				Selectmen	3	1 yr	
Y2K Committee				Selectmen	5	Duration	Disbanded 12-19-00
Zoning Board of Appeals	MGL c40A	12/06/1954 STM	1	Selectmen	3	3 yrs	
" "		04/13/1992 ATM	40	Selectmen	5	5 yrs	
" " Associates		04/13/1992 ATM	40	Selectmen	2	1 yr	

Town of Kingston: FY 12 Financial Summary

Operating Revenues

	FY010		FY 11		FY 12	
	Actual		Budget		Projected	
Levy Limit Prior Year	\$ 22,118,383		\$ 22,700,490		\$ 23,530,815	
Plus 2 1/2%	\$ 552,960		\$ 567,512		\$ 351,322	
New Growth	\$ 154,382		\$ 262,813		\$ 150,000	
Over-ride	\$ -		\$ -		\$ -	
Debt Exclusion	\$ 967,723		\$ 1,132,102		\$ 1,122,833	
S.L.R.S.D. Debt Exclusion	\$ 865,784		\$ 840,760		\$ 755,052	
MAXIMUM ALLOWABLE LEVY	\$ 24,659,232	71.4%	\$ 25,503,677	74.5%	\$ 25,910,022	69.8%
State Aid	\$ 4,939,547	14.3%	\$ 4,931,945	14.4%	\$ 5,074,748	13.7%
State School Building Assistance	\$ 1,186,152	3.4%	\$ 1,186,152	3.5%	\$ 1,190,052	3.2%
Local Receipts	\$ 3,504,808	10.2%	\$ 2,538,653	7.4%	\$ 2,803,846	7.6%
Non-Town Net Metering Project	\$ -		\$ -		\$ 2,049,100	5.5%
Surplus Revenue (Free Cash)	\$ -		\$ -		\$ -	
Overlay Surplus	\$ 125,000	0.4%	\$ -		\$ -	
Municipal Waterways Improvement Fnd	\$ 43,300	0.1%	\$ 36,437	0.1%	\$ 37,986	0.1%
Wetland Protection Fund	\$ 8,264	0.0%	\$ -		\$ -	
Title 5 Receipts	\$ 54,830	0.2%	\$ 54,901	0.2%	\$ 54,204	0.1%
Stabilization Fund	\$ -		\$ -		\$ -	
OPERATIONAL REVENUE	\$ 34,521,133	100.0%	\$ 34,251,765	100.0%	\$ 37,119,958	100.0%

Operating Expenditures

Department	FY10 Actual		FY 11 Budget		FY12 Projected
General Government	\$ 1,566,980		\$ 1,750,141		\$ 1,773,097
Public Safety	\$ 4,713,960		\$ 4,685,333		\$ 4,811,465
Education	\$ 17,720,139		\$ 17,626,118		\$ 18,052,545
Public Works and Facilities	\$ 1,538,074		\$ 1,496,496		\$ 1,645,308
Human Services	\$ 591,254		\$ 549,109		\$ 569,097
Culture and Recreation	\$ 752,283		\$ 768,972		\$ 757,053
Debt Service	\$ 2,809,592		\$ 2,897,083		\$ 2,725,745
Employee Benefits	\$ 3,400,026		\$ 3,877,159		\$ 4,008,523
Non-Town Net Metering Project					\$ 2,049,100
Insurance	\$ 194,169		\$ 246,700		\$ 243,640
TOTAL SUMMARY BUDGET	\$ 33,286,477		\$ 33,897,111		\$ 36,635,573
Town Costs allocated to Water Dept	\$ (165,401)		\$ (173,993)		\$ (194,174)
Town Cost allocated to Sewer Dept	\$ (163,711)		\$ (168,785)		\$ (177,066)
Non-Appropriated Liabilities	\$ 618,228		\$ 465,489		\$ 449,416
Town's Share Sewer Construction	\$ 235,608		\$ 231,943		\$ 230,891
W&P					\$ 42,400
Elected Official					\$ 8,343
Contracts (IAFF, IBPO, KTEU, & SGTS)					\$ 124,575
TOTAL OPERATING EXPENDITURE	\$ 33,811,201		\$ 34,251,765		\$ 37,119,958
OPERATING GAIN / (LOSS)	\$ 709,932		\$ -		\$ -

Department of Revenue Report

At A Glance Report for Kingston

Socioeconomic

County	Plymouth
School Structure	K-06
Form of Government	Town Administrator Selectmen Open Town Meeting
2010 Population	12,629
2011 Labor Force	6,412
2011 Unemployment Rate	7.5
1999 Per Capita Income	23,370
2009 Population Per Square Mile	673.72
2009 Housing Units Per Square Mile	244.20
2009 Road Miles	106.74
EQV Per Capita (2010 EQV/2009 Population)	152,501
Number of Registered Vehicles (January 2010)	13,633
Average Age of Vehicles (January 2010)	9.84
2010 Number of Registered Voters	8,629

Certification

Most Recent	2010
Next Scheduled	2014

Bond Ratings

Moody's Bond Rating as of December 2010*	Aa3
S & P Bond Rating as of December 2010*	AA-

*Blank indicates the community has not been rated by the bond agency.

Fiscal Year 2011 Estimated Cherry Sheet Aid

Education Aid	3,808,452
General Government	1,123,493
Total Receipts	4,931,945

Total Assessments	204,309
Net State Aid	4,727,636

Fiscal Year 2011 Tax Classification

Tax Classification	Assessed Values	Tax Levy	Tax Rate
Residential	1,461,728,312	21,414,320	14.65
Open Space	0	0	0.00
Commercial	218,121,863	3,195,485	14.65
Industrial	13,472,200	197,368	14.65
Personal Property	47,128,182	690,428	14.65
Total	1,740,450,557	25,497,601	

Fiscal Year 2011 Revenues by Source

Revenue Source		Percent of Total
Tax Levy	25,497,601	58.12
State Aid	6,121,997	13.95
Local Receipts	10,683,004	24.35
Other Available	1,569,725	3.58
Total	43,872,327	

Fiscal Year 2011 Proposition 2½ Levy Capacity

New Growth	262,813
Override	0
Debt Exclusion	1,968,962
Levy Limit	25,499,814
Excess Capacity	2,213
Ceiling	43,511,264
Override Capacity	19,980,412

Other Available Funds

7/1/2010 Free Cash	FY2010 Stabilization Fund	FY2011 Overlay Reserve
709,932	1,290,879	273,535

SUMMARY

CHARACTERISTICS OF FORMS OF GOVERNMENT DESCRIBED IN MASSACHUSETTS LAW

CITY FORMS:

Mayor - Council

- Population must be 12,000 or more
- Mayor serves as chief executive
- Council usually contains members elected at-large and members from districts
- Size of council determined locally within state parameters (size of wards/precincts); must be an odd number of members.
- Council in continuous session (not called by warrant as town meeting)
- Term for mayor and council usually 2 years; several communities have 4-year terms for mayor. Winthrop and Barnstable have 4-year term for councilors.
- School committee elected (usually at large, a few by district) Mayor usually serves on school committee

Council-Manager

- Population must be 12,000 or more
- Council appoints manager to serve as chief executive
- Council serves as policy-making body.
- Council may elect one of its own members to serve as "mayor" or "council president." May be variations to this practice. For example, voters elect the "council president" directly in Watertown and Winthrop, and, in Worcester, the candidate receiving the highest vote total among the at-large council candidates serves as mayor. Duties of this position are usually ceremonial, or based on local protocol or tradition.
- Size of council determined locally within state parameters; must be an odd number of members
- Council in continuous session (not called by warrant as town meeting)
- School committee continues to be elected.

NOTES: (1) Mayor and council in mayor - council form MUST be elected. (2) School committee must be elected. (3) Most councils in Massachusetts contain a combination of at-large and district members, although several are composed of all at-large members -- Springfield, Franklin, North Adams, Cambridge, Lowell, Fall River, Haverhill, Taunton, and Medford. (4) Communities above 12,000 population may adopt a "city" form of government, either Mayor-Council or Council-Manager, and continue to refer to the municipality as a town.

TOWN FORMS:

Representative Town Meeting - Board of Selectmen

- Population requirement of 6,000 or more
- Town meeting representatives elected from precincts of the town. Size determined locally; most are in the range of 200-250 voters; 39 communities have representative town meeting.
- Representatives usually serve for a 3-year term, with 1/3 of the members elected yearly
- Board of Selectmen serves as chief executive; must be odd number of members, serving staggered terms.
- Board of Selectmen may appoint town manager/administrator -- the majority of RTM communities have a management position. Position found in all RTM home rule charters.
- Powers and duties of the manager/administrator determined by special act or charter.
- School committee continues to be elected.

Open Town Meeting - Board of Selectmen

- Only form of government available to towns below 6,000 population
- All registered voters may participate in town meeting.
- All other features as described above (representative town meeting) Most towns above 10,000 population have manager/administrator position.*

NOTES: 1) Selectmen, school committee, and representative town meeting members MUST be elected. 2) There is no state statute defining the powers and duties of town managers or administrators. 3) State law requires representative legislative bodies (either a council or a representative town meeting), be elected. 4) With a home rule or special act charter, the clerk, treasurer, collector, planning board, board of health, board of library trustees, board of assessors, etc. may be either elected or appointed. Town accountant must be appointed.

MASSACHUSETTS MUNICIPAL DIRECTORY

FORMS OF MUNICIPAL GOVERNMENT

Abbreviations

AA	Administrative Assistant
AC	Administrative Coordinator
AO	Administrative Officer
AS	Administrative Secretary
CAFO	Chief Administrative and Financial Officer
CAO	Chief Administrative Officer
EA	Executive Administrator
ED	Executive Director
ES	Executive Secretary
ExA	Executive Assistant
GM	General Manager
MA	Municipal Administrator
MUA	Municipal Assistant
TA	Town Administrator
TC	Town Coordinator
TM	Town Manager
OTM	Open town meeting
RTM	Representative town meeting

Communities with a city form of government are listed in all capital letters.

Letters in parentheses for certain cities indicate the use of one of the optional plans of city government ("model city charters") as authorized by Massachusetts General Laws chapter 43 (Plan A, B, C, D, E, or F). Cities that are not identified by a letter in the final column are governed by provisions or special charters granted by the Legislature.

Some municipalities have adopted a home rule charter under the provisions of the Home Rule amendment and chapter 43B. The first year in which the home rule charter was adopted is in parentheses.

Massachusetts law provides that no town with a population of less than 12,000 may adopt a city form of government and no town with a population of less than 6,000 may adopt a representative town meeting form of government.

Information in this chart is compiled from an MMA survey of each city and town in the state. The surveys were completed by the municipal clerk in each community.

*Note: The Chief Municipal Official listed here was identified by each city and town through the MMA survey. In cases where none is listed, the chair of the board of selectmen fulfills that role.

Community	Chief Municipal Official*	Policy Board	Legislative Body
Abington (1974)	TM	Selectmen (5)	OTM
Acton (1969)	TM	Selectmen (5)	OTM
Acushnet (1971)	TA	Selectmen (3)	OTM
Adams (1983)	TA	Selectmen (5)	RTM
AGAWAM (1972) (A)	Mayor		Council (11)
Alford		Selectmen (3)	OTM
AMESBURY (1996) (F)	Mayor		Council (9)
Amherst	TM	Selectmen (5)	RTM
Andover	TM	Selectmen (5)	OTM
Aquinnah	TC	Selectmen (3)	OTM
Arlington	TM	Selectmen (5)	RTM
Ashburnham	TA	Selectmen (3)	OTM
Ashby	TA	Selectmen (3)	OTM
Ashfield	TA	Selectmen (3)	OTM
Ashland	TM	Selectmen (5)	OTM
Athol	TM	Selectmen (5)	OTM
ATTLEBORO (1973)	Mayor		Council (11)
Auburn (1969)	TA	Selectmen (5)	RTM
Avon	TA	Selectmen (3)	OTM
Ayer	TA	Selectmen (5)	OTM
BARNSTABLE (1989)	TM		Council (13)
Barre	TA	Selectmen (3)	OTM
Becket	TA	Selectmen (3)	OTM
Bedford (1974)	TM	Selectmen (5)	OTM
Belchertown	TA	Selectmen (5)	OTM
Bellingham	TA	Selectmen (5)	OTM
Belmont (1926)	TA	Selectmen (3)	RTM
Berkley		Selectmen (3)	OTM
Berlin		Selectmen (3)	OTM
Bernardston	AA	Selectmen (3)	OTM
BEVERLY (A)	Mayor		Council (9)
Billerica (1979)	TM	Selectmen (5)	RTM
Blackstone (1974)	TA	Selectmen (5)	OTM
Blandford	TA	Selectmen (3)	OTM
Bolton	TA	Selectmen (3)	OTM
BOSTON (A)	Mayor		Council (13)
Bourne	TA	Selectmen (5)	OTM
Boxborough	TA	Selectmen (5)	OTM
Boxford	TA	Selectmen (5)	OTM
Boylston	TA	Selectmen (3)	OTM
BRAINTREE	Mayor		Council (9)
Brewster	TA	Selectmen (5)	OTM
Bridgewater	MA	Selectmen (5)	OTM
Brimfield		Selectmen (3)	OTM
BROCKTON	Mayor		Council (11)
Brookfield	AA	Selectmen (3)	OTM
Brookline	TA	Selectmen (5)	RTM

Forms of Municipal Government

Community	Chief Municipal Official*	Policy Board	Legislative Body	Community	Chief Municipal Official*	Policy Board	Legislative Body
Buckland	TA	Selectmen (3)	OTM	Florida	TA	Selectmen (3)	OTM
Burlington	TA	Selectmen (5)	RTM	Foxborough	TM	Selectmen (5)	OTM
CAMBRIDGE (1941) (E)	Mayor-Manager		Council (9)	Framingham	TM	Selectmen (5)	RTM
Canton	TA	Selectmen (5)	OTM	FRANKLIN (1978)	TA		Town Council (9)
Carlisle	TA	Selectmen (5)	OTM	Freetown	TA	Selectmen (3)	OTM
Carver	TA	Selectmen (5)	OTM	GARDNER (8)	Mayor		Council (11)
Charlemont		Selectmen (3)	OTM	Georgetown	TA	Selectmen (5)	OTM
Charlton	TA	Selectmen (5)	OTM	Gill		Selectmen (3)	OTM
Chatham	TM	Selectmen (5)	OTM	GLOUCESTER (1975)	Mayor		Council (9)
Chelmsford (1989)	TM	Selectmen (5)	RTM	Goshen		Selectmen (3)	OTM
CHELSEA	Manager		Council (11)	Gosnold		Selectmen (3)	OTM
Cheshire	TA	Selectmen (3)	OTM	Grafton (1987)	TA	Selectmen (5)	OTM
Chester	TA	Selectmen (3)	OTM	Granby	TA	Selectmen (3)	OTM
Chesterfield	TA	Selectmen (3)	OTM	Granville	AA	Selectmen (3)	OTM
CHICOPEE	Mayor		Aldermen (13)	Great Barrington	TM	Selectmen (5)	OTM
Chilmark	ES	Selectmen (3)	OTM	GREENFIELD (2003)	Mayor		Council (13)
Clarksburg	TA	Selectmen (3)	OTM	Groton	TM	Selectmen (5)	OTM
Clinton	TA	Selectmen (5)	OTM	Groveland		Selectmen (3)	OTM
Cohasset	TM	Selectmen (5)	OTM	Hadley	TA	Selectmen (5)	OTM
Colrain	TC	Selectmen (3)	OTM	Halifax	TA	Selectmen (3)	OTM
Concord (1957)	TM	Selectmen (5)	OTM	Hamilton	TA	Selectmen (3)	OTM
Conway		Selectmen (3)	OTM	Hampden		Selectmen (3)	OTM
Cummington	ES	Selectmen (3)	OTM	Hancock		Selectmen (3)	OTM
Dalton	TM	Selectmen (5)	OTM	Hanover	TA	Selectmen (3)	OTM
Danvers	TM	Selectmen (5)	RTM	Hanson	TA	Selectmen (5)	OTM
Dartmouth	EA	Selectmen (5)	RTM	Hardwick	TA	Selectmen (3)	OTM
Dedham (1974)	TA	Selectmen (5)	RTM	Harvard	TA	Selectmen (5)	OTM
Deerfield	TA	Selectmen (3)	OTM	Harwich	TA	Selectmen (5)	OTM
Dennis	TA	Selectmen (5)	OTM	Hatfield	TA	Selectmen (3)	OTM
Dighton		Selectmen (3)	OTM	HAVERHILL (A)	Mayor		Council (9)
Douglas	EA	Selectmen (5)	OTM	Hawley		Selectmen (3)	OTM
Dover	TA	Selectmen (3)	OTM	Heath	TC	Selectmen (3)	OTM
Dracut (1985)	TM	Selectmen (5)	OTM	Hingham	TA	Selectmen (3)	OTM
Dudley	TA	Selectmen (5)	OTM	Hinsdale		Selectmen (3)	OTM
Dunstable		Selectmen (3)	OTM	Holbrook	TA	Selectmen (5)	RTM
Duxbury	TM	Selectmen (3)	OTM	Holden	TM	Selectmen (5)	OTM
East Bridgewater	TA	Selectmen (3)	OTM	Holland	ES	Selectmen (3)	OTM
East Brookfield		Selectmen (3)	OTM	Holliston	TA	Selectmen (3)	OTM
Eastham	TA	Selectmen (5)	OTM	HOLYOKE (A)	Mayor		Council (15)
EASTHAMPTON (1996)	Mayor		Council (9)	Hopedale	TC	Selectmen (3)	OTM
East Longmeadow	ES	Selectmen (3)	OTM	Hopkinton	TM	Selectmen (5)	OTM
Easton (1972)	TA	Selectmen (5)	OTM	Hubbardston	TA	Selectmen (3)	OTM
Edgartown	TA	Selectmen (3)	OTM	Hudson (1971)	ExA	Selectmen (5)	OTM
Egremont		Selectmen (3)	OTM	Hull	TM	Selectmen (5)	OTM
Erving	TA	Selectmen (3)	OTM	Huntington		Selectmen (3)	OTM
Essex	TA	Selectmen (3)	OTM	Ipswich	TM	Selectmen (5)	OTM
EVERETT	Mayor	Council-Aldermen (18 & 7)		Kingston	TA	Selectmen (5)	OTM
Fairhaven	ES	Selectmen (3)	RTM	Lakeville	TA	Selectmen (3)	OTM
FALL RIVER (A)	Mayor		Council (9)	Lancaster	TA	Selectmen (3)	OTM
Falmouth	TM	Selectmen (5)	RTM	Lanesborough	TA	Selectmen (3)	OTM
FITCHBURG (B)	Mayor		Council (11)	LAWRENCE (1983)	Mayor		Council (9)

Forms of Municipal Government

Community	Chief Municipal Official*	Policy Board	Legislative Body	Community	Chief Municipal Official*	Policy Board	Legislative Body
Lee	TA	Selectmen (3)	RTM	NEW BEDFORD (B)	Mayor		Council (11)
Leicester	TA	Selectmen (5)	OTM	New Braintree	ES	Selectmen (3)	OTM
Lenox	TM	Selectmen (5)	OTM	Newbury	TA	Selectmen (5)	OTM
LEOMINSTER (1969) (A)	Mayor		Council (9)	NEWBURYPORT (1919) (B)	Mayor		Council (11)
Leverett	TA	Selectmen (3)	OTM	New Marlborough		Selectmen (3)	OTM
Lexington	TM	Selectmen (5)	RTM	New Salem	TC	Selectmen (3)	OTM
Leyden	MuA	Selectmen (3)	OTM	NEWTON (1972) (A)	Mayor		Aldermen (24)
Lincoln	TA	Selectmen (3)	OTM	Norfolk	TA	Selectmen (3)	OTM
Littleton	TA	Selectmen (5)	OTM	NORTH ADAMS (A)	Mayor		Council (9)
Longmeadow (2004)	TM	Selectmen (5)	OTM	NORTHAMPTON (B)	Mayor		Council (9)
LOWELL (E)	Mayor-Manager		Council (9)	North Andover (1986)	TM	Selectmen (5)	OTM
Ludlow	TA	Selectmen (5)	RTM	North Attleborough	TA	Selectmen (5)	RTM
Lunenburg	CAFO	Selectmen (5)	OTM	Northborough (1970)	TA	Selectmen (5)	OTM
LYNN (A)	Mayor		Council (11)	Northbridge	TM	Selectmen (5)	OTM
Lynnfield (1971)	TA	Selectmen (3)	OTM	North Brookfield	AA	Selectmen (3)	OTM
MALDEN (A)	Mayor		Council (11)	Northfield		Selectmen (3)	OTM
Manchester-by-the-Sea	TA	Selectmen (5)	OTM	North Reading (1970)	TA	Selectmen (5)	OTM
Mansfield (1920)	TM	Selectmen (5)	OTM	Norton (1989)	TM	Selectmen (5)	OTM
Marblehead	TA	Selectmen (5)	OTM	Norwell (1973)	TA	Selectmen (3)	OTM
Marion	TA	Selectmen (3)	OTM	Norwood	GM	Selectmen (5)	RTM
MARLBOROUGH (B)	Mayor		Council (11)	Oak Bluffs	TA	Selectmen (5)	OTM
Marshfield (1976)	TA	Selectmen (3)	OTM	Oakham	AA	Selectmen (3)	OTM
Mashpee	TM	Selectmen (5)	OTM	Orange	TA	Selectmen (3)	OTM
Mattapoisett	TA	Selectmen (3)	OTM	Orleans (1987)	TA	Selectmen (5)	OTM
Maynard	TA	Selectmen (5)	OTM	Otis	TA	Selectmen (3)	OTM
Medfield (1972)	TA	Selectmen (3)	OTM	Oxford (1972)	TM	Selectmen (5)	OTM
MEDFORD (A)	Mayor		Council (7)	PALMER (2004)	TM		Town Council (9)
Medway	TA	Selectmen (5)	OTM	Paxton	TA	Selectmen (3)	OTM
MELROSE (B)	Mayor		Aldermen (11)	PEABODY (D)	Mayor		Council (11)
Mendon	TC	Selectmen (3)	OTM	Pelham		Selectmen (3)	OTM
Merrimac		Selectmen (3)	OTM	Pembroke	TA	Selectmen (5)	OTM
METHUEN (1972)	Mayor		Council (9)	Pepperell	TA	Selectmen (3)	OTM
Middleborough	TM	Selectmen (5)	OTM	Peru		Selectmen (3)	OTM
Middlefield		Selectmen (3)	OTM	Petersham	AC	Selectmen (3)	OTM
Middleton (1974)	TA	Selectmen (5)	OTM	Phillipston	AA	Selectmen (3)	OTM
Milford	TA	Selectmen (3)	RTM	PITTSFIELD (B)	Mayor		Council (11)
Milbury	TM	Selectmen (5)	OTM	Plainfield		Selectmen (3)	OTM
Millis (1977)	TA	Selectmen (3)	OTM	Plainville	TA	Selectmen (3)	OTM
Millville	ES	Selectmen (5)	OTM	Plymouth (1973)	TM	Selectmen (5)	RTM
Milton (1927)	TA	Selectmen (3)	RTM	Plympton		Selectmen (3)	OTM
Monroe		Selectmen (3)	OTM	Princeton	TA	Selectmen (3)	OTM
Monson	TA	Selectmen (3)	OTM	Provincetown (1990)	TM	Selectmen (5)	OTM
Montague	TA	Selectmen (3)	RTM	QUINCY (A)	Mayor		Council (9)
Monterey		Selectmen (3)	OTM	Randolph*	ES	Selectmen (5)	RTM
Montgomery		Selectmen (3)	OTM	Raynham	TA	Selectmen (3)	OTM
Mount Washington		Selectmen (3)	OTM	Reading (1986)	TM	Selectmen (5)	RTM
Nahant (1980)	TA	Selectmen (3)	OTM	Rehoboth	TA	Selectmen (3)	OTM
Nantucket	TM	Selectmen (5)	OTM	REVERE (B)	Mayor		Council (11)
Natick (1980)	TA	Selectmen (5)	RTM	Richmond	TA	Selectmen (3)	OTM
Needham	TM	Selectmen (5)	RTM	Rochester	TA	Selectmen (3)	OTM
New Ashford		Selectmen (3)	OTM	Rockland (1970)	TA	Selectmen (5)	OTM

Forms of Municipal Government

Community	Chief Municipal Official*	Policy Board	Legislative Body	Community	Chief Municipal Official*	Policy Board	Legislative Body
Rockport	TA	Selectmen (5)	OTM	Upton		Selectmen (3)	OTM
Rowe	TC	Selectmen (3)	OTM	Uxbridge	TM	Selectmen (5)	OTM
Rowley	TA	Selectmen (5)	OTM	Wakefield	TA	Selectmen (7)	OTM
Royalston		Selectmen (3)	OTM	Wales	ES	Selectmen (3)	OTM
Russell	AA	Selectmen (3)	OTM	Walpole (1973)	TA	Selectmen (5)	RTM
Rutland	TA	Selectmen (5)	OTM	WALTHAM (8)	Mayor		Council (15)
SALEM (B)	Mayor		Council (11)	Ware	TM	Selectmen (5)	OTM
Salisbury (1988)	TM	Selectmen (5)	OTM	Wareham (1977)	TA	Selectmen (5)	OTM
Sandisfield		Selectmen (3)	OTM	Warren	AA	Selectmen (3)	OTM
Sandwich	TA	Selectmen (5)	OTM	Warwick	TC	Selectmen (3)	OTM
Saugus (1947)	TM	Selectmen (5)	RTM	Washington		Selectmen (3)	OTM
Savoy		Selectmen (3)	OTM	WATERTOWN (1980)	TM		Town Council (9)
Scituate (1972)	TA	Selectmen (5)	OTM	Wayland	TA	Selectmen (5)	OTM
Seekonk (1976)	TA	Selectmen (5)	OTM	Webster (1987)	TA	Selectmen (5)	OTM
Sharon	TA	Selectmen (3)	OTM	Wellesley	EO	Selectmen (5)	RTM
Sherfield	TA	Selectmen (3)	OTM	Wellfleet (1986)	TA	Selectmen (5)	OTM
Shelburne	ES	Selectmen (3)	OTM	Wendell	TC	Selectmen (3)	OTM
Sherborn	TA	Selectmen (3)	OTM	Wenham	TA	Selectmen (3)	OTM
Shirley	TA	Selectmen (3)	OTM	Westborough (1974)	TM	Selectmen (5)	OTM
Shrewsbury	TM	Selectmen (5)	RTM	West Boylston	TA	Selectmen (5)	OTM
Shutesbury	TA	Selectmen (3)	OTM	West Bridgewater	TM	Selectmen (3)	OTM
Somerset	TA	Selectmen (3)	OTM	West Brookfield	ES	Selectmen (3)	OTM
SOMERVILLE (A)	Mayor		Aldermen (11)	WESTFIELD (B)	Mayor		Council (13)
Southampton	TA	Selectmen (5)	OTM	Westford	TM	Selectmen (5)	OTM
Southborough	TA	Selectmen (3)	OTM	Westhampton	AA	Selectmen (3)	OTM
SOUTHBRIDGE (1974)	TM		Town Council (9)	Westminster	TC	Selectmen (3)	OTM
South Hadley	TA	Selectmen (5)	RTM	West Newbury		Selectmen (3)	OTM
Southwick	CAO	Selectmen (3)	OTM	Weston	TM	Selectmen (3)	OTM
Spencer	TA	Selectmen (5)	OTM	Westport	TA	Selectmen (5)	OTM
SPRINGFIELD (A)	Mayor		Council (9)	WEST SPRINGFIELD (2003) (A)	Mayor		Council (9)
Sterling	TA	Selectmen (3)	OTM	West Stockbridge	AA	Selectmen (3)	OTM
Stockbridge (1737)	TA	Selectmen (3)	OTM	West Tisbury	ES	Selectmen (3)	OTM
Stoneham	TA	Selectmen (5)	OTM	Westwood (1970)	TA	Selectmen (3)	OTM
Stoughton (1972)	TM	Selectmen (5)	RTM	WEYMOUTH (1999)	Mayor		Council (11)
Stow	TA	Selectmen (5)	OTM	Whately	TA	Selectmen (3)	OTM
Sturbridge (1973)	TA	Selectmen (5)	OTM	Whitman	TA	Selectmen (5)	OTM
Sudbury (1994)	TM	Selectmen (3)	OTM	Wilbraham	TA	Selectmen (3)	OTM
Sunderland	TA	Selectmen (3)	OTM	Williamsburg	TA	Selectmen (3)	OTM
Sutton (1988)	TA	Selectmen (5)	OTM	Williamstown	TM	Selectmen (5)	OTM
Swampscott (1969)	TA	Selectmen (5)	RTM	Wilmington (1950)	TM	Selectmen (5)	OTM
Swansea	TA	Selectmen (3)	OTM	Winchendon (1981)	TM	Selectmen (5)	OTM
TAUNTON	Mayor		Council (9)	Winchester (1975)	TM	Selectmen (5)	RTM
Templeton	TC	Selectmen (5)	OTM	Windsor		Selectmen (3)	OTM
Tewksbury	TM	Selectmen (5)	OTM	WINTHROP (2005)	TM		Council (9)
Tisbury	TA	Selectmen (3)	OTM	WOBURN	Mayor		Aldermen (9)
Tolland	AA	Selectmen (3)	OTM	WORCESTER	Mayor-Manager		Council (11)
Topsfield	TA	Selectmen (5)	OTM	Worthington		Selectmen (3)	OTM
Townsend	TA	Selectmen (3)	OTM	Wrentham	TA	Selectmen (5)	OTM
Truro	TA	Selectmen (5)	OTM	Yarmouth	TA	Selectmen (5)	OTM
Tyngsborough	TA	Selectmen (5)	OTM				
Tyringham		Selectmen (3)	OTM				

* Randolph will change to a town council form of government in January 2010.

Forms of Municipal Government

Community	Chief Municipal Official*	Policy Board	Legislative Body	Community	Chief Municipal Official*	Policy Board	Legislative Body
Rockport	TA	Selectmen (5)	OTM	Upton		Selectmen (3)	OTM
Rowe	TC	Selectmen (3)	OTM	Uxbridge	TM	Selectmen (5)	OTM
Rowley	TA	Selectmen (5)	OTM	Wakefield	TA	Selectmen (7)	OTM
Royalston		Selectmen (3)	OTM	Wales	ES	Selectmen (3)	OTM
Russell	AA	Selectmen (3)	OTM	Walpole (1973)	TA	Selectmen (5)	RTM
Rutland	TA	Selectmen (5)	OTM	WALTHAM (8)	Mayor		Council (15)
SALEM (B)	Mayor		Council (11)	Ware	TM	Selectmen (5)	OTM
Salisbury (1988)	TM	Selectmen (5)	OTM	Wareham (1977)	TA	Selectmen (5)	OTM
Sandisfield		Selectmen (3)	OTM	Warren	AA	Selectmen (3)	OTM
Sandwich	TA	Selectmen (5)	OTM	Warwick	TC	Selectmen (3)	OTM
Saugus (1947)	TM	Selectmen (5)	RTM	Washington		Selectmen (3)	OTM
Savoy		Selectmen (3)	OTM	WATERTOWN (1980)	TM		Town Council (9)
Scituate (1972)	TA	Selectmen (5)	OTM	Wayland	TA	Selectmen (5)	OTM
Seekonk (1976)	TA	Selectmen (5)	OTM	Webster (1987)	TA	Selectmen (5)	OTM
Sharon	TA	Selectmen (3)	OTM	Wellesley	EO	Selectmen (5)	RTM
Sherfield	TA	Selectmen (3)	OTM	Wellfleet (1986)	TA	Selectmen (5)	OTM
Shelburne	ES	Selectmen (3)	OTM	Wendell	TC	Selectmen (3)	OTM
Sherborn	TA	Selectmen (3)	OTM	Wenham	TA	Selectmen (3)	OTM
Shirley	TA	Selectmen (3)	OTM	Westborough (1974)	TM	Selectmen (5)	OTM
Shrewsbury	TM	Selectmen (5)	RTM	West Boylston	TA	Selectmen (5)	OTM
Shutesbury	TA	Selectmen (3)	OTM	West Bridgewater	TM	Selectmen (3)	OTM
Somerset	TA	Selectmen (3)	OTM	West Brookfield	ES	Selectmen (3)	OTM
SOMERVILLE (A)	Mayor		Aldermen (11)	WESTFIELD (B)	Mayor		Council (13)
Southampton	TA	Selectmen (5)	OTM	Westford	TM	Selectmen (5)	OTM
Southborough	TA	Selectmen (3)	OTM	Westhampton	AA	Selectmen (3)	OTM
SOUTHBRIDGE (1974)	TM		Town Council (9)	Westminster	TC	Selectmen (3)	OTM
South Hadley	TA	Selectmen (5)	RTM	West Newbury		Selectmen (3)	OTM
Southwick	CAO	Selectmen (3)	OTM	Weston	TM	Selectmen (3)	OTM
Spencer	TA	Selectmen (5)	OTM	Westport	TA	Selectmen (5)	OTM
SPRINGFIELD (A)	Mayor		Council (9)	WEST SPRINGFIELD (2003) (A)	Mayor		Council (9)
Sterling	TA	Selectmen (3)	OTM	West Stockbridge	AA	Selectmen (3)	OTM
Stockbridge (1737)	TA	Selectmen (3)	OTM	West Tisbury	ES	Selectmen (3)	OTM
Stoneham	TA	Selectmen (5)	OTM	Westwood (1970)	TA	Selectmen (3)	OTM
Stoughton (1972)	TM	Selectmen (5)	RTM	WEYMOUTH (1999)	Mayor		Council (11)
Stow	TA	Selectmen (5)	OTM	Whately	TA	Selectmen (3)	OTM
Sturbridge (1973)	TA	Selectmen (5)	OTM	Whitman	TA	Selectmen (5)	OTM
Sudbury (1994)	TM	Selectmen (3)	OTM	Wilbraham	TA	Selectmen (3)	OTM
Sunderland	TA	Selectmen (3)	OTM	Williamsburg	TA	Selectmen (3)	OTM
Sutton (1988)	TA	Selectmen (5)	OTM	Williamstown	TM	Selectmen (5)	OTM
Swampscott (1969)	TA	Selectmen (5)	RTM	Wilmington (1950)	TM	Selectmen (5)	OTM
Swansea	TA	Selectmen (3)	OTM	Winchendon (1981)	TM	Selectmen (5)	OTM
TAUNTON	Mayor		Council (9)	Winchester (1975)	TM	Selectmen (5)	RTM
Templeton	TC	Selectmen (5)	OTM	Windsor		Selectmen (3)	OTM
Tewksbury	TM	Selectmen (5)	OTM	WINTHROP (2005)	TM		Council (9)
Tisbury	TA	Selectmen (3)	OTM	WOBURN	Mayor		Aldermen (9)
Tolland	AA	Selectmen (3)	OTM	WORCESTER	Mayor-Manager		Council (11)
Topsfield	TA	Selectmen (5)	OTM	Worthington		Selectmen (3)	OTM
Townsend	TA	Selectmen (3)	OTM	Wrentham	TA	Selectmen (5)	OTM
Truro	TA	Selectmen (5)	OTM	Yarmouth	TA	Selectmen (5)	OTM
Tyngsborough	TA	Selectmen (5)	OTM				
Tyringham		Selectmen (3)	OTM				

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Forms of Municipal Government

Community	Chief Municipal Official*	Policy Board	Legislative Body	Community	Chief Municipal Official*	Policy Board	Legislative Body
Rockport	TA	Selectmen (5)	OTM	Upton		Selectmen (3)	OTM
Rowe	TC	Selectmen (3)	OTM	Uxbridge	TM	Selectmen (5)	OTM
Rowley	TA	Selectmen (5)	OTM	Wakefield	TA	Selectmen (7)	OTM
Royalston		Selectmen (3)	OTM	Wales	ES	Selectmen (3)	OTM
Russell	AA	Selectmen (3)	OTM	Walpole (1973)	TA	Selectmen (5)	RTM
Rutland	TA	Selectmen (5)	OTM	WALTHAM (8)	Mayor		Council (15)
SALEM (8)	Mayor		Council (11)	Ware	TM	Selectmen (5)	OTM
Saisbury (1988)	TM	Selectmen (5)	OTM	Wareham (1977)	TA	Selectmen (5)	OTM
Sandisfield		Selectmen (3)	OTM	Warren	AA	Selectmen (3)	OTM
Sandwich	TA	Selectmen (5)	OTM	Warwick	TC	Selectmen (3)	OTM
Saugus (1947)	TM	Selectmen (5)	RTM	Washington		Selectmen (3)	OTM
Savoy		Selectmen (3)	OTM	WATERTOWN (1980)	TM		Town Council (9)
Scituate (1972)	TA	Selectmen (5)	OTM	Wayland	TA	Selectmen (5)	OTM
Seekonk (1976)	TA	Selectmen (5)	OTM	Webster (1987)	TA	Selectmen (5)	OTM
Sharon	TA	Selectmen (3)	OTM	Wellesley	ED	Selectmen (5)	RTM
Sheffield	TA	Selectmen (3)	OTM	Wellfleet (1986)	TA	Selectmen (5)	OTM
Shelburne	ES	Selectmen (3)	OTM	Wendell	TC	Selectmen (3)	OTM
Sherborn	TA	Selectmen (3)	OTM	Wenham	TA	Selectmen (3)	OTM
Shirley	TA	Selectmen (3)	OTM	Westborough (1974)	TM	Selectmen (5)	OTM
Shrewsbury	TM	Selectmen (5)	RTM	West Boylston	TA	Selectmen (5)	OTM
Shutesbury	TA	Selectmen (3)	OTM	West Bridgewater	TM	Selectmen (3)	OTM
Somerset	TA	Selectmen (3)	OTM	West Brookfield	ES	Selectmen (3)	OTM
SOMERVILLE (A)	Mayor		Aldermen (11)	WESTFIELD (8)	Mayor		Council (13)
Southampton	TA	Selectmen (5)	OTM	Westford	TM	Selectmen (5)	OTM
Southborough	TA	Selectmen (3)	OTM	Westhampton	AA	Selectmen (3)	OTM
SOUTHBRIDGE (1974)	TM		Town Council (9)	Westminster	TC	Selectmen (3)	OTM
South Hadley	TA	Selectmen (5)	RTM	West Newbury		Selectmen (3)	OTM
Southwick	CAO	Selectmen (3)	OTM	Weston	TM	Selectmen (3)	OTM
Spencer	TA	Selectmen (5)	OTM	Westport	TA	Selectmen (5)	OTM
SPRINGFIELD (A)	Mayor		Council (9)	WEST SPRINGFIELD (2000) (A)	Mayor		Council (9)
Sterling	TA	Selectmen (3)	OTM	West Stockbridge	AA	Selectmen (3)	OTM
Stockbridge (1737)	TA	Selectmen (3)	OTM	West Tisbury	ES	Selectmen (3)	OTM
Stoneham	TA	Selectmen (5)	OTM	Westwood (1970)	TA	Selectmen (3)	OTM
Stoughton (1972)	TM	Selectmen (5)	RTM	WEYMOUTH (1999)	Mayor		Council (11)
Stow	TA	Selectmen (5)	OTM	Whately	TA	Selectmen (3)	OTM
Sturbridge (1973)	TA	Selectmen (5)	OTM	Whitman	TA	Selectmen (5)	OTM
Sudbury (1994)	TM	Selectmen (3)	OTM	Wilbraham	TA	Selectmen (3)	OTM
Sunderland	TA	Selectmen (3)	OTM	Williamsburg	TA	Selectmen (3)	OTM
Sutton (1988)	TA	Selectmen (5)	OTM	Williamstown	TM	Selectmen (5)	OTM
Swampscott (1969)	TA	Selectmen (5)	RTM	Wilmington (1950)	TM	Selectmen (5)	OTM
Swansea	TA	Selectmen (3)	OTM	Winchendon (1981)	TM	Selectmen (5)	OTM
TAUNTON	Mayor		Council (9)	Winchester (1975)	TM	Selectmen (5)	RTM
Templeton	TC	Selectmen (5)	OTM	Windsor		Selectmen (3)	OTM
Tewksbury	TM	Selectmen (5)	OTM	WINTHROP (2005)	TM		Council (9)
Tisbury	TA	Selectmen (3)	OTM	WOBURN	Mayor		Aldermen (9)
Tolland	AA	Selectmen (3)	OTM	WORCESTER	Mayor-Manager		Council (11)
Topsfield	TA	Selectmen (5)	OTM	Worthington		Selectmen (3)	OTM
Townsend	TA	Selectmen (3)	OTM	Wrentham	TA	Selectmen (5)	OTM
Truro	TA	Selectmen (5)	OTM	Yarmouth	TA	Selectmen (5)	OTM
Tyngsborough	TA	Selectmen (5)	OTM				
Tyringham		Selectmen (3)	OTM				

* Randolph will change to a town council form of government in January 2010.

Local government in Massachusetts

Municipalities with a city form of government: 53

Municipalities with a town form of government: 298

Mayors: 43

Mayor-manager form: 3

City managers: 7

Town administrators: 147

Town managers: 57

Executive secretaries: 13

Other (administrative assistant, administrative coordinator, administrative officer, administrative secretary, chief administrative and financial officer, chief administrative officer, executive administrator, executive assistant, executive director, general manager, municipal administrator, municipal assistant, town coordinator): 44

Open town meetings: 261

Representative town meetings: 37

Three-member boards of selectmen: 162

Five-member boards of selectmen: 135

Seven-member boards of selectmen: 1

Note: Some communities with a city form of government still refer to themselves as a town. The above list of municipal positions reflects only the number of each title statewide; the duties of a particular position will vary from community to community.

Compiled by MMA, 2008

Appendix D

How to Make Changes in the Organizational Structure

Massachusetts state law provides the following routes for cities and towns to make changes in the organizational structure of local government:

- Using bylaws and “permissive” legislation to enact structural change
- Election of a charter commission and subsequent adoption of the commission’s proposed charter
- A petition for enactment of special municipal legislation.

These vehicles can be used for a variety of structural changes, including but not limited to:

- Changing an office from elected to appointed status
- Consolidating like functions (e.g., public works, finance) in a single department
- Establishing the position of town administrator

Some structural changes can be accomplished only by a home rule charter or special act charter, such as:

- Changing the size, composition or term of the legislative body
- Changing the term of the chief executive
- Authorizing town meeting to make certain future structural changes by bylaw, ordinance or adoption of an administrative code
- Assigning certain powers and duties to the town manager or administrator

Bylaws and “Permissive” Legislation

- Can be used to change certain elected positions or boards to appointed; allow selectmen to act as certain offices; or create position of town administrator
- Changes require town meeting or town election vote

Home Rule Charter

- Elected charter commission prepares new charter

- Charter defines structure of local government
- New charter generally proposes significant changes to structure, such as creation of town manager or administrator position, changing boards or commissions, or consolidating or creating departments
- Requires approval at annual town election

Special Municipal Legislation

- Town submits proposed structural change to Legislature
- Requires legislative approval
- Can be used to create town manager or administrator position

Bylaws and Permissive Legislation

Towns may accomplish some structural, administrative and organizational changes through adoption of enabling legislation and implementing bylaws. Enabling or “permissive” legislation gives communities the authority to adopt a state law in order to accomplish a structural change; it is optional, in that communities determine when and if the law is responsive to their plans for structural change.

Chapter 41, Section 1B (enacted in 1997), allows a vote of town meeting followed by a ballot vote at the annual town meeting/election to change certain elected positions to appointments of the board of selectmen (applies to clerk, treasurer, tax collector, assessors, auditor, highway surveyor, sewer commissioners, road commissioners, tree warden, constables, and boards of health). Elected officials in office at the time of such vote would complete their terms before the appointment provisions took effect. (Section 1B does not apply to boards of selectmen or school committees, which must remain elected.)

Chapter 41, Section 21, allows selectmen to act as certain offices (water and sewer board, water commission, water and municipal light commissioners, municipal light board, sewer commissioners, park commissioners, board of public works, board of health, board of assessors, and commission on public safety).

Questions that would authorize the board of selectmen to appoint particular offices or multiple-member bodies must be placed on the ballot at an annual election.

Questions may be placed on the ballot by a vote of a town meeting held at least sixty days before the annual town meeting. Questions authorizing selectmen to act as certain boards, under Section 21, may be placed on the ballot upon petition by ten percent of qualified voters, with the petition being filed with selectmen at least sixty days before the annual town meeting.

Town officials may be interested in looking at these options if individuals in these positions are retiring and no one is interested in seeking such an elective office, but would be willing to serve in an appointed capacity. If the town is growing or functions are expanding, but the town does not yet see a need to create new boards and commissions, the “act as” provisions can provide some direction until the town is ready to create the individual boards. Towns should consider that such arrangements may need to be interim in nature, given the responsibilities and regulatory enforcement duties of some of these boards (e.g., board of health, water and sewer board). Town officials are always advised to review options with municipal counsel prior to proceeding.

Selectmen also may be granted the authority to appoint cemetery commissioners, police and fire chiefs, assessors, superintendents of streets, or boards of health. Communities may want to use this option if no one is seeking elective office, but the town wishes to retain these offices as separate entities. This option also requires a town meeting vote.

Other enabling or “permissive” options include:

- Establishing the position of town administrator (Ch. 41, Sect. 23A): For several decades, this was the most popular route for establishing administrative positions. (Referenced in the statute as “executive secretary” when first enacted in 1956; it was amended in 1996 to insert the term “town administrator,” a more common title within the profession.) The statute allows the board of selectmen to delegate certain duties of the board to a town administrator. Use of this option is now seen most often in communities that have not undertaken any major actions— such as a home rule or special act charter— to centralize local government, and where there are more elected offices for administrative positions such as treasurer, collector and clerk.
- Appointment of assessors by the selectmen (Ch. 41, Sect. 25)
- Combining the positions of treasurer and collector (Ch. 41, Sect. 1). The town may vote to authorize the treasurer to act as collector.
- Appointing town clerk as town accountant, if he or she holds no other office involving the disbursement or receipt of funds (Ch. 41, Sect. 55)

For larger, more multi-faceted operations, towns may want to examine the following options:

- Chapter 40N allows the establishment of a water and sewer commission as a body corporate and politic.
- Chapter 43C provides a procedure for creating three consolidated departments: finance, community development and inspections. Chapter 43C defines the features of bylaws establishing these departments. The town of Hanover and the city of Chelsea are among the communities that have used Chapter 43C to accomplish department consolidation.

Home Rule Charter

Communities seeking to make more comprehensive changes in the local government charter may elect a charter commission of nine persons to prepare a home rule charter for the voters' consideration. The option of preparing a home rule charter became available in 1966 with the adoption of the Home Rule Amendment in the Massachusetts Constitution. Massachusetts does not prescribe the form of government based on a community's population, tax base or other category. The modest parameters established by the state's constitution initially in 1821, and modified to include the limited town meeting option in 1920, are as follows:

- Towns above 12,000 population may adopt a city form of government
- Towns above 6,000 population may adopt a limited (representative) town meeting form of government
- Towns below 6,000 population must operate with an open town meeting
- Norwood was the first town to secure passage of a special act that included a town management position ("general manager")
- Andover is the largest town with an open town meeting.
- Framingham is the largest town with a representative town meeting.
- The largest town meeting membership is in Fairhaven; the smallest is in Saugus.
- Three towns have replaced representative town meeting by returning to open town meeting: Seekonk, Athol and Webster.
- Wakefield is the only town with a seven-member board of selectmen.

Further, there are several statutes referencing

"town manager" or "town administrator," but no statutory definition of these terms. The position is usually defined by the home rule or special act charter creating or revising the position, or in general terms in a town bylaw if a town administrator is adopted pursuant to Chapter 41, Section 23A.

Historically, the Legislature demonstrated greater interest and concern in how cities were governed, providing four plans of government that could be adopted by cities in 1915. Colloquially, these plans are known as Strong Mayor, Weak Mayor, Commission, and Council-Manager (Plans A, B, C, and D). Plan E, a council-manager variation with voting by proportional representation, was added to the statute in 1938. Plan F, allowing for the partisan (party identification) election of a mayor and council, was added in 1959. After passage of the Home Rule Amendment in 1966, the Legislature decided that the provisions of Chapter 43 for adopting these plans could no longer be used.

Thus, there are now no “model” plans for either city or town government. More than 130 home rule charter commissions have been elected since the adoption of the Home Rule Amendment in 1966. The procedures for creation of a charter commission are outlined in Chapter 43B of the Massachusetts General Laws.

In summary, any city or town, upon petition of fifteen percent of the registered voters, may vote to elect a nine-member charter commission to prepare a charter. A charter serves as the basic framework of the government structure, identifying officials to be elected and appointed, the size, term and composition of the legislative body, appointment authority, operating and capital budget preparation, and organization of departments. Many communities with home rule charters have put their charters on the city or town Web site, where they are easily accessible.

A charter commission has a maximum of eighteen months to prepare a proposed charter, but may choose to complete the task in ten months. Following its election, a commission considers the options for changing local government structure and seeks participation from residents via public meetings, hearings, publication of a preliminary report, and issuance of a final report. The requirements for public participation are described in Chapter 43B. To take effect, a charter proposal must be adopted by a majority of voters at a municipal election.

In towns, some charter commissions follow a ten-month schedule and present a charter proposal to the voters at the annual election one year following the commission’s election. If the commission chooses to follow the eighteen-month schedule provided in the law, the charter proposal would be presented to the voters at the municipal election two years following the election of a commission. (This approach responds to cities with biennial elections.)

The election of a commission, the preparation of a charter, and the submission of a proposal to the voters is a major undertaking. Most towns proposing home rule charters include one or more significant changes in their structure, including but not limited to:

- Creation of a general management position (town administrator, town manager, etc.)
 - Changing elected boards, commissions and officials to appointed status
 - Establishing or consolidating local departments (including enabling provisions to allow organizational changes via bylaw or ordinance adoption as circumstances require)
 - Establishing procedures for preparation of the operating budget and capital plan
 - Providing “citizen safeguard” measures such as initiative, referendum and recall
- The Department of Housing and Community Development is available to provide technical assistance to charter commissions. The department serves as a repository for all proposed home rule charters and prepares several publications to guide commissions in the charter preparation process. Department staff has also participated in meetings and workshops on this topic throughout the state.

Special Municipal Legislation

Prior to the adoption of the Home Rule Amendment in 1966, the most comprehensive changes in local government were made by means of a petition for special legislation (a “special act charter”). This option remains available today and has been used in approximately forty communities. Another eleven have secured passage of special acts to create the position of town manager or town administrator.

The following is the procedure governing special act adoption:

1. Passage, by majority vote at town meeting, of a warrant article or resolution proposing the special legislation
2. Petition to the Legislature to enact the proposed legislation
3. Hearing by assigned committee of the Legislature
4. Approval of the petition by House of Representatives and Senate
5. Signing of special legislation by the governor

This process may be completed in as little as one year. In some instances, the petition may require that the act become effective only upon acceptance by a majority of voters at the next regular municipal election (sometimes referred to as ratification).

In other instances, the act may contain a certain date when the provisions take effect, or the act may state that its provisions become effective upon passage. Communities can also use the special act route to make more discrete changes (e.g., combining the positions of an appointed collector and treasurer, changing an elected board or commission to an appointed one, creating a consolidated department, or adopting recall provisions).

The Legislature’s Web site (www.mass.gov/legis) includes the manual for preparing proposed legislation and provides specific guidance regarding the submission of “home rule petitions” (special municipal legislation). Any procedural option for structural change under consideration should be reviewed by municipal counsel prior to proceeding.

Municipalities may be guided by the Home Rule Amendment, which defines changes in the legislative body, chief executive or town manager as requiring adoption or revision of a home rule charter or enactment of special legislation.

Appendix E

Criteria supporting a position or board being ***ELECTED***	Criteria supporting a position or board being ***APPOINTED***
1. It has significant policy-making responsibility.	1. It has minimal policy-making responsibility.
2. It has few ministerial responsibilities and tasks whose performance is guided almost entirely by statute.	2. It has many ministerial responsibilities and tasks whose performance is guided almost entirely by statute.
3. Someone with little training or expertise in its area of work could quickly and easily become effective in the work.	3. Someone with little training or expertise in its area of work would have significant difficulty in performing the work effectively, potentially creating significant risks for the community.
4. Its role and tasks are easily and widely understood by the public.	4. Its role and tasks are complicated and NOT easily and widely understood by the public.
5. The nature of the position or board's role makes it relatively simple for the public to evaluate the performance of its non-policy-making duties (for example, efficient use of resources, etc.).	5. The nature of the position or board's role makes it relatively difficult for the public to evaluate the performance of its non-policy-making duties (for example, efficient use of resources, etc.).
6. The position or board is helpful as a check or balance against another center of power in the community.	6. The position or board is not needed as a check or balance against another center of power in the community.
7. It is not critical to the effective and efficient functioning of the government for this position or board to cooperate regularly with other officials.	7. It is critical to the effective and efficient functioning of the government for this position or board to cooperate regularly with other officials.
8. In the particular community in question, election for the position historically produces a very competitive race between highly-qualified candidates.	8. In the particular community in question, election for the position historically produces little or no competition and few or no highly-qualified candidates.

The positions of Moderator, Board of Selectmen, School Committee, and potentially Housing Authority (depending on whose interpretation of state law is used) are required to be elected. Any of the remaining positions could be converted to appointed positions or, in some cases, eliminated.

Report Relative to the Finance and Administration ("First Floor") Operations of the Town of Hanson, Massachusetts
EDWARD J. COLLINS, JR. CENTER FOR PUBLIC MANAGEMENT
January 2012

Appendix F

Town of Hanover, Massachusetts General Bylaws As Amended to the Annual Town Meeting of May, 2009

As adopted and amended by Town Meeting and approved by the Massachusetts Attorney General's Office

4-2 C. CONSOLIDATE DEPARTMENT OF MUNICIPAL FINANCE

Section 1.

There shall be a Consolidated Department of Municipal Finance as provided for under Massachusetts General Laws, Chapter 43-C, Section 11, and as provided for in the following sections of this by-law.

Section 2.

This Department shall include the following statutory, by-law, or otherwise authorized presently existing entities as follows: Accountant, Collector, Treasurer, Assistant Assessor/Appraiser, and Data Processing Personnel.

Additionally the Director of Municipal Finance, acting in an ex-officio capacity, shall coordinate and assist the following financial committees: Advisory Committee, Capital Budget Committee, and Trust Fund Commissioners.

Section 3.

When in conflict, this by-law shall prevail over other Articles in the By-Laws, or statutes as provided for in MGL 43C.

Section 4.

There shall be a Director of Municipal Finance who shall be appointed by the Selectmen, and report to the Town Administrator, when acting as the Board's designee. The term of office for said position shall not be less than three, nor more than five years, subject to removal as provided for in this by-law.

Section 5.

The Director of Municipal Finance shall appoint the Accountant, Collector, Treasurer, Assistant Assessor/Appraiser, and the Data Processing Personnel (Computer), subject to approval by the Selectmen, except the appointment of the Assistant Assessor/Appraiser is subject to the approval of the Board of Assessors. In performing duties where approval of the Board of Assessors is statutorily required, the Assistant Assessor/Appraiser may be directed by the Director of Municipal Finance, but any final decision will be made by the Board of Assessors. The Collector, the Treasurer and Accountant shall appoint his/her own staff, subject to approval by the Director of Municipal Finance.

Section 6.

All officers appointed by the Director of Municipal Finance may be appointed for a term of office up to three (3) years.

Section 7.

The person holding the position of Director of Municipal Finance may also be appointed to hold other Financial positions identified in this act, except that no one person shall hold both the Town Accountant and Treasurer position at the same time.

Section 8.

The Director of Municipal Finance may be removed for due cause as determined, and so voted upon, by the Board of Selectmen.

Section 9.

The functions of the Department of Municipal Finance shall include the following:

- a.** Coordination of all financial services and activities.
- b.** Maintenance of all accounting records and other financial statements.

- c. Payment of all obligations.
- d. Receipt of all funds due, either directly or via the responsible Department Head.
- e. Assistance to all other Town Departments and offices in any matter related to financial affairs.
- f. Monitor the expenditure of all funds, including periodic reporting to the appropriate agencies on the status of accounts.
- g. Supervision of all purchases of goods, materials and supplies, and maintenance of inventory control.
- h. supervision of all data-accessing facilities.

Section 10.

The Director of Municipal Finance shall be responsible for the functions of the Department of Municipal Finance. He/She shall be specifically responsible for the Annual Budgeting process beginning with the request and guidelines for submission of budget requests, through the consideration of budgets via support of the Advisory Committee, up to the timely issuance of the resulting tax bills.

Section 11.

Any person holding any office or position in the service of the Town upon acceptance of this optional form of administration under MGL Chapter 43C, Section II, and who is employed in an office or agency which is affected by or reconstituted by the creation of this Department of Municipal Finance, shall be allowed to continue in the employ of the Town without reduction in compensation or impairment of any Civil Service, retirement, pension, seniority, vacation, sick leave, or other rights or benefits to which then entitled.

Section 12.

This By-Law shall take effect September 1, 1989, subject to the approval of the approval of the Attorney General.

Section 13.

At any time after four years following the date of an election at which this optional form of municipal administration is adopted by the voters, a question to revoke or rescind such acceptance may be submitted to the voters. Such question shall be in the following form: "Shall the Town of Hanover revoke its adoption of the Department of Municipal Finance optional form of Municipal Administration?"

Treasurer/Collector of Taxes

Town of Mendon

The town of Mendon seeks qualified applicants for the position of Treasurer/Collector of taxes. The position reports to Town Coordinator and is responsible for the billing and collecting of taxes, processing of adjustments, reconciliation of accounts, investment of municipal funds, debt service management and other assigned projects. Successful candidate must be a U.S. citizen, a Massachusetts resident and be able to qualify for bonding. Applicants should possess an associate's or bachelor's degree in accounting, finance, or a related field and must have advanced verbal and written communication skills. Proficiency in Microsoft Office Suite applications is required as is the ability to attain competency in the use of specialized municipal financial software. This is a salary position with benefits and salary subject to collective bargaining agreement between the town of Mendon and the successful candidate.

**WESTON PUBLIC SCHOOLS
TOWN OF WESTON
Weston, Massachusetts**

JOB TITLE: Director of Facilities
REPORTS TO: Superintendent of Schools

DEFINITION

Under the direct supervision of the Superintendent of Schools and the contributing supervision of the Town Manager, plan, organize, direct and control all aspects of Town building and facilities maintenance. Serve as staff to Permanent Building Committee (when established).

QUALIFICATIONS

Education and Other Requirements

Bachelor's degree required; extensive knowledge of building construction, architecture, engineering, and business management/public administration; 7-10 years of progressively responsible experience; or any equivalent combination of education and experience. Masters Degree in a related field with a Massachusetts state license as a Professional Engineer desirable. Must have a valid driver's license. Must be CORI compliant.

Skills, Knowledge and Abilities

- Ability to identify town-wide priorities and work cooperatively to support their accomplishment as part of the school and municipal administrative/management teams.
- Thorough knowledge of the methods, materials, scheduling, and tools/equipment used in the care and maintenance of buildings, grounds, motorized equipment, and vehicles.
- Considerable knowledge of price trends and grades of quality of the materials and equipment. Working knowledge of the hazards and safety precautions common to facility maintenance/repair activities.
- Ability to conceptualize and operationalize goals and objectives for the department and its divisions.
- Extensive knowledge of M.G.L. Chapter 149 and Chapter 30B.
- Leadership, planning, management, organizational and supervisory skills.
- Financial management skills, including a solid foundation in budget development and management.
- Ability to analyze, manage, and utilize data to improve operations.
- Ability to provide guidance, assistance, and/or interpretation to others on how to apply procedures and standards to specific situations.
- Ability to communicate effectively both verbally and in writing; to establish positive public relations for the Town, department and/or division; and to interact effectively with a wide variety of people.
- Ability to work effectively with citizen boards.
- Must be computer literate; familiar with computer software applications such as word processing, spreadsheets and other applications tailored to specific departmental needs.

ESSENTIAL JOB FUNCTIONS

- Plan, organize, staff, direct, coordinate and budget the activities of the School Buildings and Grounds Department and the Municipal Facilities Department, including all aspects of building and facility maintenance and management for all Town buildings and grounds maintenance for School facilities.
- Provide for the cleaning, repair, maintenance, renovation and replacement of buildings, grounds and equipment; responsible for the work request and work order system; prepare specifications for work to be done under contract; inspect the construction, repair and renovation of work under contract; develop and implement a preventive maintenance program for all buildings.
- Oversee the development of department objectives, plans and goals; conceive and recommend a range of programs/services designed to support objectives and strategic planning initiatives and to enhance the

provision of quality services.

- Develop and recommend to the Superintendent of Schools, Town Manager, and Permanent Building Committee major department plans and policies affecting the schools, community, and the public. Implement such plans and policies upon approval, assess their effectiveness, and recommend modifications as required.
- Work with the Permanent Building Committee to: oversee major construction and renovation projects for municipal and school buildings; assist with the selection of construction contractors and architects; monitor progress for adherence to project time lines and budgets.
- Develop long-range plan establishing priorities for facilities maintenance, repairs, and improvements. Develop and defend a comprehensive five-year capital improvement plan for municipal and school buildings; oversee execution of approved projects; develop and implement a computer tracking system to prioritize maintenance projects; monitor progress; perform cost accounting on project work; and generate detailed written reports.
- Prepare plan specifications for various maintenance functions and coordinate and supervise the activities of private contractors. Establish Town-wide contracts for various maintenance services and functions where doing so will result in economies of scale and cost savings.
- Instruct and make periodic visits to building and public properties to inspect the work of subordinates.
- Prepare specifications for purchase of material, supplies and equipment necessary for the care and maintenance of buildings and grounds; review equipment inventory.
- Develop, recommend and defend department budget requests to the Superintendent of Schools and Town Manager and as requested to the School Committee and Finance Committee; authorize and expend funds consistent with School and Town policies and procedures; monitor budgets to ensure compliance within approved levels and take corrective action as required.
- Supervise and evaluate Deputy Director.
- Working with the Deputy Director, and to the extent collective bargaining contracts allow, deploy staff where resources and expertise are needed to address building and facility issues and needs.
- Supervise department staff through subordinates; select, coach, counsel and discipline staff, subject to School and Town policies and procedures and labor contracts; evaluate staff and recommend changes in status, etc. Participate in the collective bargaining negotiation process and administer contracts.
- As Director of Facilities, meet regularly with Superintendent of Schools, Town Manager and other administrators and department managers to provide input to Town-wide plans, programs and coordination of services.
- Perform related duties as required.
- Perform other duties as requested by the Superintendent or Town Manager.

SUPERVISORY RESPONSIBILITY

Provide administrative guidance and supervision directly to the Deputy Director and to approximately 40 full-time equivalent staff through managers.

WORK ENVIRONMENT

- Approximately half of time spent in normal office setting. Remainder of time spent visiting building or project sites.
- Occasional exposure to extremes in temperature, noise and odors when making site visits to various projects.
- Physical strength and ability to perform light manual labor.
- Regularly uses computer keyboard, requiring eye-hand coordination and finger dexterity.
- Involves travel to meetings and other communities.
- Involves occasional attendance at evening meetings.

Position Title: Facilities Manager, Southboro, MA

Statement of Duties

Position performs responsible technical and supervisory work in the planning, reviewing, and scheduling of maintenance, repair and construction work on town facilities; performs all other related or similar work as required.

Supervision

Works under the administrative direction of the Town Administrator and is appointed by the Board of Selectmen.

Employee establishes own work plan and priorities, using established guidelines and procedures; only unusual cases are referred to the supervisor. The employee is expected to recognize instances which are out of the ordinary and which do not fall within existing instructions; the employee is then expected to seek advice and further instructions. Reviews and checks of the employee's work are conducted through observations in order to keep the supervisor aware of progress, and to insure that completed work methods used are technically accurate, and that instructions are being followed.

Performs varied and responsible functions requiring comprehensive knowledge of the building trades, building systems and building automation, such as utilities [fire protection, lighting, plumbing, elevator systems], energy conservation and HVAC. Employee must exercise independent judgment in responding to inquiries, in dealing with the public, and in administering building maintenance functions.

Employee exercises department level supervision over staff assigned to the department.

This includes management, coordination and execution of the day to day operations, maintenance and repair of all building and site systems. In addition, the employee is responsible for overseeing the performance of various persons who may work for the Town on a contractual basis including architects, engineers, and persons working on various trade work (carpenters, electricians, plumbers, etc.).

Job Environment

Work is performed under typical office conditions, with regular interruptions from the public and other town employees. In addition, the employee may be required to work outdoors under inclement weather conditions and may be exposed to toxic or caustic chemicals, fumes or airborne particles, explosives, radiation, and other hazards commonly found at construction sites. Employee must also be available to attend meetings outside of normal business hours. Employee is on call at all times, including nights, weekends and holidays and may be called upon to respond to after-hours emergencies such as fire, flooding, severe weather, including snow and ice removal, power outages and other situations as needed. Oversee approximately 100,000 square feet of public facilities, comprising of 9 town buildings.

Operates computer and general office equipment, measuring equipment, hand tools, light trucks, power tools, and telephone. Must be familiar with building automation systems and web-based work order programs.

Employee makes frequent contact with other town departments, local and state officials, boards, committees, and outside contractors doing business with the Town; makes regular contact with the public requiring patience, tact, and discretion. Contacts are by telephone, correspondence, and in person.

Must keep confidential all personnel records which employee has access to pertaining to this department and its employees as well as other information pertaining to the construction of public building projects which may include legal and litigation files.

Essential Functions

The essential functions or duties listed below are intended only as illustrations of the various types of work that may be performed. The omission of specific statements of duties does not exclude them from the position if the work is similar, related or a logical assignment to the position.

- Will monitor and have financial control over a budget and responsibility to deal with capital and other maintenance projects.
- Ensure the prioritization and scheduling of all work relative to public buildings and facilities from program planning through timely project completion; oversees all aspects of the maintenance and construction of municipally owned buildings and properties; ascertain that finished product meets and performs as designed. Plan, direct and supervise the cleanliness, orderliness, maintenance and repair of building maintenance
- Regular inspections of all areas of buildings and sites, for the purpose of identifying deficiencies or necessary improvements
- Reviews and inspects various construction projects for compliance with approved plans.
- Establish priorities and work schedules for staff in accordance with the organization's goals; provides training opportunities for staff
- Ensure timely and cost effective completion of projects and all contracted services
- Responsible for procurement of all projects required under state bidding laws including knowledge of Chapter 30B; designer selection and building construction procedures; preparing estimates, specifications and bid documents for all projects, as well as conducting pre-bid conferences
- Answers questions and furnishes information to the public and to town employees concerning various building projects, rules, and regulations; receives complaints and responds to complaints appropriately including taking initiative to see that problems in certain situations are resolved.
- Employee makes appropriate recommendations to town staff as necessary to improve building operations; assists town officials, boards, commissions and agencies providing required information. Serve as advisor to the Municipal Facilities Committee
- Processes department vouchers for payment of bills; maintains detailed and accurate department budget accounts and related records for various capital projects.
- Composes routine correspondence, memoranda, and public notices. Processes department payroll and maintains related records.
- Ensures the accuracy of department files and materials.
- Conducts independent research and prepares detailed, technical reports as required.
- Performs other related duties as assigned or as situation dictates

Recommended Minimum Qualifications

Education and Experience

Bachelor's Degree in Engineering, Business Administration or related field; five- (5) to seven- (7) years progressively responsible experience in facilities management, civil engineering or building construction work; a minimum of three- (3) years in a construction supervisory role or building maintenance is preferred; or an equivalent combination of education and experience. Must possess a Construction Supervisor license which has been acquired in the last five years. Ability to renew all required licenses, must possess and be able to renew a valid Massachusetts driver's license. Should be familiar with elevator inspections, OSHA, NEC, NFPA, DEP, Board of Building Regulations and Standards and Life Safety codes.

Knowledge: Thorough working knowledge of building construction techniques and practices. Working knowledge of town government. Working knowledge of various construction trades; appropriate building contraction code regulations; working knowledge of state procurement laws with application to public construction projects including the designer selection process. Working knowledge of building systems such as HVAC, utilities, life safety, security alarms, and waste disposal.

Ability: Ability to meet and deal with the public effectively and appropriately. Ability to handle problems and emergencies effectively. Ability to communicate clearly, both orally and in writing, including making public presentations. Ability to operate a computer. Ability to maintain confidential information. Ability to maintain,

manage and organize complex records. Ability to deal appropriately with town employees, town officials, and building tradesmen, architects, and engineers. Ability to make basic arithmetical computations and tabulations in a timely and accurate manner. Ability to meet construction and maintenance deadlines.

Skill: Superior customer service and communication skills. Excellent organizational skills. Excellent data processing skill in the use of personal computers and pertinent office software including word processing and spreadsheet applications. Keeps records current regarding status of mechanical systems, inspections and equipment data. Create and follow a preventive maintenance plan for all town equipment and facilities.

Physical Requirements

Minimal physical effort generally required in performing duties under typical office conditions. Employee may be frequently exposed to outdoor weather conditions including extreme cold, hot temperatures, loud noises and vibrations from large construction equipment or systems. Position requires the ability to access construction work sites including the ability to climb significant heights and depths. The employee is frequently required to use hands to finger, handle, listen, see or feel objects, tools, or controls; and reach with hand and arms. The employee is frequently required to stand, crouch, kneel, crawl, balance, climb, sit, talk, push, pull and hear. Normal vision requirements. Employee is occasionally required to lift up to 70 pounds unassisted.

TOWN OF WAYLAND POSITION DESCRIPTION

Title:	Sanitarian/Health Agent
Department:	Public Health
Appointing Authority:	Board of Health
Grade:	G-5

Summary of Duties

Inspection and technical work in the enforcement and interpretation of applicable Town regulations and State codes relating to sanitation, public health and environmental health; all other related work as required.

Supervision Received

Works under the general direction of the Director of Public Health.

Performs highly responsible work of a complex and technical nature which involves the exercise of judgment and initiative to ensure the enforcement of applicable codes and regulations to frequently changing conditions and problems.

Supervision Exercised

Indirectly oversees the work performed by construction crews in the construction of subsurface sewage disposal systems.

Job Environment

- Majority of work is performed in the field, with exposure to weather conditions and extremes, toxic or caustic chemicals, gasses or fumes, and with potential exposure to communicable diseases and unsanitary conditions. Occasionally required to attend night meetings.
- Operates hand tools, standard office machines, including computer, telephone, copier, etc.; operates an automobile; operates various equipment, such as hand level, probe thermometer, sight level.
- Makes constant contact with the general public, answering questions on public health issues in writing and orally. Makes frequent contacts with Town officials and septic design engineers; makes occasional contact with State and local health officials, environmental officials, property owners, tenants, operators and managers of establishments handling food products.
- Has access to Department-oriented confidential and personal information concerning citizens, and local businesses.
- Errors could be costly in terms of inadequate standards of public health and sanitation, and could result in personal injury to others, damage to buildings and equipment, and have legal and financial repercussions for the Town.

Essential Functions

The essential functions or duties listed below are intended only as illustrations of the various types of work that may be performed. The omission of specific statements of duties does not exclude them from the position if the work is similar, related or a logical assignment to the position.

- Ensures compliance with Title 5 of the Massachusetts Environmental Code by: conducting site assessment for subsurface sewage disposal, including Title 5 soil evaluation; reviewing proposed septic system plans; issuing disposal work construction permits; inspecting septic system installation; reviewing "as-built" drawings for installations and issuing Certificates of Compliance; reviews all Title 5 septic system inspection reports for inspections conducted for property transfer.
- Conducts individual meetings with citizens regarding a variety of Title 5 issues, including inspections at the time of transfer, upgrade of failing septic systems, proposed alterations and additions to existing buildings.
- Conducts necessary public health inspections including retail food stores, restaurants, mobile food service vehicles, bakeries, motels, inns, swimming pools, funeral homes, bathing beaches, nursing homes, landfill, and public schools.
- Conducts housing inspections for compliance with Article II of the Massachusetts Sanitary Code, drafts enforcement orders to responsible parties and assists with necessary legal action.
- Reviews building permit proposals in relation to the existing septic system. This may involve field research and plan analysis to determine the impact on the existing septic system.
- Reviews all proposed subdivision plans.
- Responds to complaints regarding trash, sewage breakout, hazardous waste and other potential public health infractions. Prepares reports of investigations, drafts enforcement orders, and prepares materials for possible court action.
- Performs on-call duty in conjunction with fires that may involve hazardous waste, retail food establishments, food services, communicable diseases and other health-related issues.

- Assists in developing proposed new by-laws and regulations dealing with environmental and public health concerns, develops policy for staff, sewage installers, private engineers and sewage pumpers.
- Investigates reports of communicable diseases and conducts necessary follow-up action.
- Acts for, and in the absence of, the Director of Public Health.
- Prepares required reports to ensure that the Board of Health has sufficient documentation and assists in maintaining Department files and information.
- Attends professional meetings and keeps abreast of new developments in the fields of environmental and public health.
- Performs similar or related work as required or as situation dictates.

Recommended Minimum Qualifications

Education:

Bachelor's Degree in Public Health or a related field with emphasis on environmental health.

Experience:

Over two (2) years of technical or professional experience in the field of environmental sanitation or health inspection.

Licenses/Certificates:

Registration as a Sanitarian by the Massachusetts Board of Registration of Sanitarians.

Must possess a valid driver's license to operate a motor vehicle.

Knowledge, Abilities and Skills:

- Thorough knowledge of State Environmental Code and State Sanitary Code and working knowledge of other laws, rules and regulations pertaining to public health and sanitation.
- Working knowledge of environmental and public health principles, practices, procedures and techniques.
- Knowledge and expertise of new developments in the fields of environmental and public health.
- Ability to enforce and interpret regulations firmly, tactfully, and impartially.
- Ability to work with contractors, groups and the general public.
- Ability to operate a motor vehicle.
- Ability to communicate effectively, orally and in writing.
- Ability to maintain complete and accurate inspection records and to prepare reports.
- User knowledge of personal computers and Windows-based software programs; skill and ability to operate a personal computer and a variety of office equipment.
- Ability to organize projects, accomplish tasks and meet deadlines.
- Ability to maintain the confidentiality of information.
- Skill in operating standard office equipment and hand tools, including measuring tape, hand level, probe thermometer, stem thermometer and sight levels.

Physical Requirements

Minimal physical effort required when performing functions under typical office conditions. Moderate physical effort required periodically in the field. Frequently required to stoop, kneel, crouch or crawl. Must be able to

access all areas of inspection site. May spend several hours walking or standing. Frequently required to sit and talk or hear, use hands to finger, handle, feel or operate objects, tools, or controls, and reach with hands and arms. Occasionally lifts items weighing up to 10 pounds. Must have accurate vision at long distance. Ability to operate a keyboard at efficient speed.

· **General Description and Services to be provided:**

4.1 Scope of Services

The Board requires a qualified environmental engineer/agent to provide review, inspection and enforcement services for state and Board of Health regulations for the following:

Review of on-site wastewater disposal and treatment systems, including soil testing, design plans, and inspection of installation, construction for new systems and upgrades and repairs;

Review of on-site well permit proposal plans, water quality and quantity test results, and treatment units;

Review of site plan, subdivision and other project plans including plans for treatment of wastewater equal to or in excess of 10,000 gallons per day;

Board of Health compliance review for building permits, complaint investigation regarding wastewater treatment flows, illegal dumping, hazardous waste, and such other environmental services as the Board may require;

General Consultation to the Board of Health; and

Assistance to the Board in preparation of regulations.

4.2 Service Requirements

The successful candidate will be required to execute a contract including the following duties and requirements:

A. Inspection schedule

B. Attendance at board meetings

C. Office conferences and /or meetings: available for private consults by appointment, daily consultation with Board of Health office, available for emergency including weekends

- computer, office and technical software and printer compatible with BOH office equipment

5.1 Minimum Evaluation Criteria

- (a) Masters degree in civil or environmental engineering;

- (b) Registration as a Professional Engineer in the Commonwealth of Massachusetts;
- (c) Certification as an Inspector and Soil Evaluator under 310 CMR 15.000 (Title 5); and
- (d) At least five (5) years' experience working for a Massachusetts board or department of health in a city or town in which fewer than 50% of properties are served by a sewer system.

Experience with a board or department of health may be either in the capacity of a full-time employee, or an equivalent number of hours served in a part-time or private consulting capacity.

5.2 Comparative Evaluation Criteria

All proposers will be evaluated by an Evaluation Committee appointed by the Board, according to the following criteria and standards. (Where nothing is indicated as "not advantageous," proposals meeting minimum criteria shall be deemed at least "advantageous"):

Criterion	Not Advantageous	Advantageous	Highly Advantageous
Duration of Experience and Equivalency of Experience	less than five years' service, or duties in other municipalities substantially more limited in scope than specified in Section 4 of this RFP	Between five and ten years' service; some experience in substantially all areas specified in Section 4.	In excess of ten years' service; some experience in substantially all areas specified in Section 4.
Title 5 Experience - Education and Training		Proposer meets minimum criteria, i.e. training sufficient to obtain state Title 5 certifications	Proposer demonstrates participation in educational programs on Title 5 (as student or instructor) substantially beyond minimum criteria.
Title 5 - design, construction and maintenance		Proposer meets minimum criteria	Proposer has substantial experience in the design, construction and/or maintenance of sewage disposal systems.
Experience with systems with design capacities in excess of 10,000 gpd	No experience	Some experience and familiarity with state groundwater discharge permit regulations	Proposer has experience with the design, construction and/or maintenance of such systems
Innovative/ Alternative Systems	Proposer is not generally familiar with such systems, their features and components	Proposer demonstrates knowledge of the types of systems currently approved by DEP and their application	Proposer has experience with the design, construction and/or maintenance of such systems
Drinking Water Supplies	Proposer has limited knowledge of, or experience	Proposer has some experience installing or	Proposer has both such experience and familiarity,

	in, installation of wells or testing of potable water supplies	inspecting on-site well installation, and is familiar with water quality and quantity requirements for such installation.	and has received additional training or education in toxicology and/or hydrogeology
Stormwater Management	Proposer has little or no experience in implementation of state Stormwater Management Policy or similar regulations	Proposer has such experience	Proposer has such experience and additional education or training in hydrology and experience in modeling groundwater flows
Drafting of Regulations	Proposer has little or no experience in drafting regulations or policies	Proposer has experience preparing local regulations	Proposer has substantial experience in development and drafting of state, local and or statewide model policies and regulations
Service Plan		Proposer meets minimum qualifications	Proposer offers availability and accessibility to Board members and to the public substantially greater than this RFP requires
References	Negative references given regarding expertise, diligence in performing job functions, or relations with employers or public	Proposer receives no negative references	Excellent references
Registered Land Surveyor		Proposer meets minimum qualifications	Proposer is a registered land surveyor in the Commonwealth

PROPOSED CONTRACT FORMAT

PUBLIC AND ENVIRONMENTAL HEALTH ENGINEER/AGENT

THIS IS AN AGREEMENT between the Town of Wrentham, a municipal corporation in Norfolk County, Massachusetts, acting by its Board of Health (hereinafter referred to as the "BOARD") and _____ (hereinafter referred to as the "AGENT"), for the provision of Public and Environmental Health Engineer/Agent services for the period of July 1, 2001 through June 30, 2004 as follows:

I. SERVICES TO BE PROVIDED

1. Services required to enforce the Local, State, and Federal public and environmental health laws and regulations that are the responsibility of the BOARD. This does not include the Right to Know Laws, Lead Paint / Asbestos Detection Services, Housing Inspection, Food Establishment Inspections, Expert Witness or Court Enforcement Services. This does include:
 - A. Review of subsurface sewage disposal systems, including soil evaluation, design plans, and inspection of construction.
 - B. Review of on-site well permit proposals, water quality and quantity test results, and treatment units.
 - C. Review of Building Permit applications for compliance with Board of Health requirements in accordance with the policies set forth by the BOARD.
 - D. Investigation of complaints regarding wastewater overflows, illegal dumping, hazardous waste, and the like.
2. General Consultation to the BOARD.
3. General Guidance to concerned parties needing services within the jurisdiction of the Board of Health insofar as regulatory requirements are concerned.
4. Attendance at BOARD regular meetings when necessary as requested by the Board of Health.
5. Attendance at BOARD special meetings when possible and when special circumstances require.
6. Perform all work requested by the BOARD that falls under the go normal duties of a Public and Environmental Health Agent. This does not include general clerical/secretarial services.
7. Perform all work for the BOARD that is compensated as provided by Chapter 593 of the Acts of 1989, M.G.L. Chapter 44, Section 53F, as provided by the Board of Health regulations. This shall include review of Site Plans, Subdivision Plans, Gravel Removal Plans, MEPA submittal reviews and any other projects as directed by the BOARD.

Director of Public Works *Town of Upton*

Seeking well-qualified candidates for the Director of Public Works. Reporting to the Town Manager the position manages the administration and operations of the department including highway, water, sewer, parks and cemeteries, its personnel, facilities and equipment. The Director also develops and manages the operating & capital budgets for DPW and the Water & Sewer Enterprise Funds, provides engineering expertise to various boards, reviews subdivision plans and applications, manages all public works projects, storm water management, grants, and department policies & procedures. The ideal candidate possesses a bachelor's degree in engineering or a related field, and is a career professional with proven administrative experience, and is a proactive leader. Salary of up to \$95,000 with benefits, depending on experience.

Superintendent of Public Works *Town of Ayer*

The town of Ayer, a growing community of 7,400 located 30 miles northwest of Boston, seeks a motivated professional to serve as its Superintendent of Public Works to perform professional, administrative and supervisory work in planning, directing and managing the daily operations, capital improvement projects and personnel of the Public Works Department including: water; wastewater; highway and fleet maintenance; solid waste/recycling; stormwater; snow removal and administration (street lights and fuel) divisions. The Superintendent of Public Works manages a \$5.5 million yearly operating budget and over \$3.5 million in revolving Capital Projects. The Superintendent will develop and define goals and objectives for all disciplines of the Public Works Department while leading the Public Works staff in delivering cost-effective solutions to everyday operations and special projects. The Superintendent develops goals to administer evolving stormwater management (NPDES-MS4) requirements. The Superintendent works under the policy direction of the Board of Selectmen and under the administrative direction of the town administrator. Candidates should hold a Bachelor of Science degree in civil engineering or closely related fields; five years of progressively responsible experience in municipal public works construction and maintenance, three of which are in a supervisory capacity; or any equivalent combination of education experience. Preferred qualifications include: Licensed as a Massachusetts Registered Professional Engineer; Massachusetts Class D Motor Vehicle Operator's License (required); Certified Operator-Wastewater, Commonwealth of Massachusetts; and Certified Operator-Water, Commonwealth of Massachusetts. Salary range \$69,906 - \$91,203. Starting salary DOQE. CORI check required prior to appointment

DEPARTMENT OF REVENUE DIVISION OF LOCAL SERVICES TECHNICAL ASSISTANCE SECTION FOR MORE)

Saving Money on Retiree Health Insurance

Municipalities have experienced tremendous fiscal stress due to the dramatic increases in employee health care costs. In many ways, communities have little control over these costs given the difficulty with bargaining changes for all unions before implementing higher employee contributions.

Nonetheless, some communities such as the City of Springfield have opted to accept Section 18 of MGL Chapter 32B in order to save money on retiree health insurance. In its simplest terms, this section allows a community to shift a significant portion of its retiree health care costs to the federal Medicare program. For Springfield, these cost savings are projected to total almost \$19 million dollars over the next three years.

Section 18 of Chapter 32B can be adopted by majority vote of the city council in a city with a Plan D or Plan E charter, or by the council, with the approval of the mayor, in any other city. In towns, acceptance by either a majority vote of town meeting or the electorate is required. Once adopted, Section 18 requires that all eligible retirees enroll in Medicare Part B. Though not all will be eligible, retirees may be eligible if they paid into the Medicare system for at least 10 years during their local government employment, during prior employment, or if a spouse contributed to Medicare. Those that are eligible likely have been automatically enrolled in Medicare Part A.

Municipal cost savings arise when retirees enroll in Medicare as this federal insurance program covers a substantial portion of their health costs. For example, Medicare Part A covers inpatient care in hospitals including critical access hospitals or skilled nursing facilities when medically necessary. Medicare Part B covers up to 80 percent of doctors' services and outpatient care. Together, the two Medicare plans provide a significant level of health coverage; however, deductibles and co-payments to the retiree are often high.

To protect the retiree from these additional costs, Section 18 also requires retirees to enroll in a Medicare extension plan that covers any gaps in the coverage provided by Medicare. The purpose of mandating enrollment in an extension plan is to ensure that retirees do not receive any lesser coverage than they received prior to the adoption of Section 18. In fact, Section 18 states explicitly that the actuarial value of the coverage under the Section 18 plans must be comparable to the retiree's existing coverage.

Extension plans are offered by private insurers to municipalities on a group basis to supplement Medicare coverage. Costs for these plans are generally significantly lower than they are for regular, full-featured municipal health insurance plans due to the fact that they need only supplement the federal Medicare coverage. Since the extension plan insurance is much cheaper than the regular municipal insurance, savings arise. How these savings are allocated between the municipality and the retirees depends on the municipal contribution to regular retiree health plans, the contribution toward the supplemental plans and whether there is any municipal subsidy to help the retiree pay the Medicare B premiums. The retiree's savings may be enough to cover the monthly premium the retiree must now pay to enroll in Medicare. For retirees that were paying both Medicare and regular health premiums, savings that arise due to the substitution of a less expensive extension plan will be a windfall.

Compilation of Voter Attendance at Kingston Town Meetings (Annual and Special) CY 2004 to 2010

Calendar Year	Date of Meeting	Meeting Type	Prec 1		Prec 2		Prec 3		Prec 4		Total	Annual Report	Registered Voters	ATM/Reg Voters	Population - Annual Report	Voters / Population
2004	3-Apr-04	ATM	80	27.1 %	79	26.8 %	59	20.0 %	77	26.1 %	295	2003	7,773	3.8%	11,646	66.7%
2004	6-Apr-04	ATM	41	27.9 %	45	30.6 %	22	15.0 %	39	26.5 %	147	2003		1.9%		
2004	18-Oct-04	Spec	81	35.5 %	55	24.1 %	30	13.2 %	62	27.2 %	228	2003		2.9%		
2004	20-Oct-04	Spec	33	20.4 %	35	21.6 %	34	21.0 %	60	37.0 %	162	2003		2.1%		
2005	2-Apr-05	ATM	53	23.5 %	59	26.1 %	51	22.6 %	63	27.9 %	226	2004	8,076	2.8%	11,737	68.8%
2005	24-Oct-05	Spec	40	21.1 %	51	26.8 %	33	17.4 %	66	34.7 %	190	2004		2.4%		
2006	1-Apr-06	ATM	47	33.3 %	32	22.7 %	33	23.4 %	29	20.6 %	141	2005	8,110	1.7%	11,864	68.4%
2006	3-Apr-06	ATM	39	29.3 %	26	19.5 %	43	32.3 %	25	18.8 %	133	2005		1.6%		
2007	9-Apr-07	ATM	284	25.2 %	404	35.8 %	247	21.9 %	192	17.0 %	1,127	2006	8,035	14.0%	11,880	67.6%
2007	10-Apr-07	ATM	228	26.7 %	313	36.6 %	182	21.3 %	132	15.4 %	855	2006		10.6%		
2007	11-Apr-07	ATM	313	25.0 %	479	38.3 %	239	19.1 %	220	17.6 %	1,251	2006		15.6%		
2007	25-Apr-07	ATM	36	27.1 %	33	24.8 %	24	18.0 %	40	30.1 %	133	2006		1.7%		
2007	22-Oct-07	Spec	95	25.8 %	147	39.9 %	66	17.9 %	60	16.3 %	368	2006		4.6%		
2008	5-Apr-08	ATM	76	28.3 %	59	21.9 %	81	30.1 %	53	19.7 %	269	2007	8,235	3.3%	11,919	69.1%
2008	7-Apr-08	ATM	57	24.2 %	44	18.6 %	82	34.7 %	53	22.5 %	236	2007		2.9%		
2008	1-Oct-08	Spec	33	21.3 %	41	26.5 %	31	20.0 %	50	32.3 %	155	2007		1.9%		
2009	4-Apr-09	ATM	63	27.3 %	81	35.1 %	37	16.0 %	50	21.6 %	231	2008	8,397	2.8%	12,054	69.7%
2009	2-Jun-09	ATM	61	25.6 %	74	31.1 %	54	22.7 %	49	20.6 %	238	2008		2.8%		
2010	5-Apr-10	ATM	57	26.4 %	67	31.0 %	37	17.1 %	55	25.5 %	216	2009	8,433	2.6%	12,183	69.2%
2010	6-Apr-10	ATM	30	26.8 %	24	21.4 %	23	20.5 %	35	31.3 %	112	2009		1.3%		
2010	1-Jun-10	ATM	110	37.7 %	91	31.2 %	39	13.4 %	52	17.8 %	292	2009		3.5%		

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2010	2-Jun-10	ATM	28	18.7 %	63	42.0 %	26	17.3 %	33	22.0 %	150	2009		1.8%		
Average Unique Dates - Town Meetings (Special and Annual)			86	26.3%	105	32.2%	67	20.6%	68	20.9%	325		8,151	4.0%	11,898	68.5%
Average Unique Dates - Town Meetings (Special and Annual) -- Adjusted for 1021 Kingston Place Thorndike Development Meetings (Removed)			56	27.0%	58	28.2%	42	20.5%	50	24.2%	206		8,108	2.5%	11,898	68.1%

Removed data where the Voter Count was the same due to Special and ATM being held on same date.

TOWN OF PLYMOUTH, MASSACHUSETTS CHARTER

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CHAPTER 2 THE LEGISLATIVE BRANCH: REPRESENTATIVE TOWN MEETING

Section 1 Division of the Town into Precincts

2-1-1 The town shall be divided into voting precincts which shall contain, as nearly as possible, an equal number of inhabitants. Each voting precinct shall be composed of compact and contiguous territory, as prescribed by general law.

Section 2 Composition, Membership, and Eligibility

2-2-1 The town shall have a representative town meeting which shall consist of representative town meeting members who are elected for three-year (3) overlapping terms. The number of representative town meeting members shall be determined as follows: Each precinct shall elect (9) members; this provision shall be implemented by each precinct electing three (3) members in each annual town election occurring after the effective date of this Charter. Should the number of precincts in the town change, the total number of regular town meeting members shall increase or decrease accordingly.

2-2-2 Any registered voter of the town shall be eligible for election to town meeting membership.

2-2-3 The Town Clerk shall serve as clerk of the representative town meeting. The Town Clerk shall cause notice of all meetings to be posted in the town office building and a public place within each precinct. The Town Clerk shall mail copies of the notice to the place of residence of all representative town meeting members, citing the place, date, and time of the meeting.

2-2-4 The Town Clerk shall keep a detailed journal of all representative town meeting proceedings and perform such other duties as may be assigned by this Charter, by-law, or vote of the representative town meeting.

2-2-5 Representative town meeting members shall serve without compensation or monetary allowance for any expenses incurred in the performance of their duties.

2-2-6 Representative town meeting members shall occupy sections assigned to them by the Town Clerk in a section of the hall which has been reserved exclusively for them.

2-2-7 Any representative town meeting member who is unable to attend a representative town meeting session shall provide notice of his or her anticipated absence, and the expected duration of the absence, to the Town Clerk prior to such session.

Section 3 Powers

2-3-1 The representative town meeting shall exercise all legislative powers of the town.

2-3-2 The representative town meeting shall consider and act upon all proposed by-laws.

2-3-3 The representative town meeting shall have the power to consider and act upon, pursuant to its legislative authority, with or without amendments, all proposed operating and capital improvement budgets, bond issues, and all other financial proposals of the town and such other matters as prescribed by law and all matters that appear on the town warrant, except as otherwise provided by general law.

2-3-4 The Committee of Precinct Chairs described in Section 2-11-4 may from time to time appoint subcommittees of itself or committees of Town Meeting members to review town by-laws, town meeting rules and for such other purposes as they shall deem appropriate and shall make recommendations to the Representative Town Meeting and/or the moderator at least annually. The committee also may perform other duties designated to facilitate the business of town meeting. In addition to any other powers conferred upon it by the representative town meeting, the Committee of Precinct Chairs shall periodically review the rules of procedure that govern the conduct of the

representative town meeting and report its finding to the representative town meeting at least annually.

Section 4 Procedures

2-4-1 The representative town meeting shall meet at least twice (2) in each calendar year. The first such meeting, the spring annual representative town meeting, shall be convened during the period of March through April, at a time fixed by by-law. The spring annual representative town meeting shall be concerned primarily with the determination of all matters that concern raising, appropriating, or transferring funds, including, but not limited to the adoption of an annual operating budget covering all town agencies. The second such meeting shall be held during the last four calendar months, at a time fixed by by-law. The budget, as adopted at the spring annual representative town meeting, may be reopened by a citizen-petitioned article pursuant to G.L. c.39, § 10, or any other applicable law, or may be reopened by an affirmative vote of a majority of the members of the Board of Selectmen.

2-4-2 The quorum necessary for the conduct of representative town meeting business shall be two-thirds (2/3) of the total number of elected representative town meeting members. A smaller number than the required quorum may adjourn any meeting forthwith to a stated date, time, and place.

2-4-3 The representative town meeting shall always operate in open session and secret ballots shall not be allowed.

2-4-4 The order of consideration of the articles on the warrant may be changed only by a two-thirds (2/3) vote of those present and voting.

2-4-5 The representative town meeting may adopt rules and regulations relating to its procedures and its methods of operation.

2-4-6 Except in the case of a unanimous voice vote as declared by the Moderator, a roll call vote shall be required for all final main motions with respect to the following subject matters: adoption or amendment of zoning by-laws; adoption or amendment of general by-laws; and fiscal matters which are defined as any appropriation, borrowing, fund transfer, or the creation of or re-authorization of such enterprise or revolving funds as may be authorized by state law, provided, however, that in the event of a vote which the Moderator determines to be near unanimous, the Moderator may elect to take a roll call of only those voting in the minority.

2-4-7 In the event that the Advisory and Finance Committee fails to comply with the provisions of Section 2-12-2 of this Charter, the scheduled representative town meeting shall convene and then adjourn to such a date as would allow the Advisory and Finance Committee to make copies of its detailed written report available to representative town meeting members and voters fourteen (14) days prior to said date. If the Advisory and Finance Committee has failed to consider a warrant article, the representative town meeting may consider that article provided that two thirds (2/3) of the representative town meeting members in attendance vote to so do. No such vote shall be taken unless the article has been presented to the Advisory and Finance Committee.

Section 5 Attendance of Representative Town Meeting Members

2-5-1 Representative town meeting members shall attend all representative town meeting sessions. Each calendar day during which any portion or portions of a representative town meeting or meetings is/are conducted shall be deemed to be a single "representative town meeting session".

2-5-2 During each representative town meeting session, the Town Clerk shall cause the attendance to be taken prior to the commencement of the session, and the Moderator shall take roll on at least one occasion after commencement of the session and a quorum has been reached. A record of those in attendance shall be kept open until the end of each representative town meeting session to enable

latecomers to be recorded as present. The attendance record shall be public and be made part of the representative town meeting proceedings.

2-5-3 A representative town meeting member who ceases to reside in the representative town meeting member's precinct during the term of office shall notify the Town Clerk, who shall declare the seat vacant as of the time of said notice. The Town Clerk may also declare such seat vacant if the registrars of voters, pursuant to G.L. c.51, §§ 47B, 48, 49, or any other applicable law, determine that the representative town meeting member is illegally or incorrectly registered to vote in that precinct.

Appendix J

Vermont Town Meeting

On Town Meeting Day, the first Tuesday in March, citizens across Vermont come together in their communities to discuss the business of their towns. For over 200 years Town Meeting Day has been an important political event as Vermonters elect local officers and vote on budgets. It has also been a time for neighbors to discuss the civic issues of their community, state, and nation.

The first town meeting in America was in Massachusetts in 1633, but the practice of direct democracy dates back to around 400 B.C. in Athens of ancient Greece. Unlike town meetings today, in ancient Greece women, children and slaves could not vote, and meetings required the presence of at least 6,000 citizens!

Vermont town meeting is a tradition dating back to before there was a Vermont. The first town meeting was held in Bennington in 1762, 15 years before Vermont was created. In the late 1700s, as today, town citizens in Vermont held meetings so that they could address the problems and issues they faced collectively. Popular matters of legislation in earlier town meetings included whether or not to let pigs run free or whether smallpox vaccinations should be allowed in the town (some thought vaccinations were dangerous). Voters also decided what goods or labor could be used as payment for taxes.

Town meeting also served a social function (as it does today.) It brings people together who might not otherwise know each other. This can strengthen social ties within a town and help people work together to tackle community problems.

On the first Tuesday of March most Vermont towns hold a meeting to elect local officials, approve a budget for the following year, and conduct other local business. Vermont town meetings (with one exception) are the practice of direct democracy. That is, eligible citizens of the town may vote on specific issues that are announced through a warning.

The town meeting warning tells us when and where town meeting will be held, and it lists all of the articles (topics) that are going to be discussed and voted on at the meeting. The warning must be posted at least 30 days before the meeting.

Towns can vote in two different ways at March Town Meeting – by “floor meeting” or by “Australian Ballot.” Most towns use a combination of both voting methods.

The “floor meeting” is when people gather together at a public meeting place like the town hall or local school to discuss and vote on issues. “Australian Ballot” voting takes only a few minutes. It takes place at a polling place where voters mark a secret ballot which is counted when the polls close. Town Boards of Civil Authority determine when the polls open in the morning (between 7:00 a.m. and 10:00 a.m. and all polls must close at 7:00 p.m.

Most towns use a combination of Australian Ballot voting and a floor meeting. In 2008, approximately 15 towns conducted all of the town meeting business using Australian ballot voting, 61 decided all of their business by floor vote and 170 towns used a combination of both.

At a floor meeting there are no representatives (except in Brattleboro, which uses a system of representative democracy for its town meeting). Citizens speak directly for themselves, seeking to clarify or amend items to be voted, or to persuade those present on whether or not to vote for a particular measure.

Vermont law makes town meeting a holiday for employees of state government. The law also gives an employee the right to take unpaid leave from work to attend his or her annual town meeting, subject to the essential operation of the business or government. An employee must give the employer at least seven days' notice if he or she wants to take advantage of this right to attend town meeting. Students who are over 18 also have the right to attend town meeting, unless the student is in state custody at a secure facility. These students may not be treated as truants for missing school to attend town meetings. 21 V.S.A. §472b. A small percentage of Vermont's towns hold their meeting on Saturday. Many people were surprised to discover that turnout for Town Meeting did not increase with Saturday meetings.

The Australian Ballot Alternative

Most towns have adopted the Australian Ballot system of voting for at least some of the articles at town meeting. We also run our state elections using Australian Ballot.

The Australian Ballot is a secret ballot. Under this system of voting, polls are open from at least 10:00 a.m. until 7:00 p.m. and voters can show up at any time to vote by marking a printed ballot. Australian Ballot Voting was adopted in Vermont in 1892. It was the system of voting that was being used at that time in Australia.

In contrast to floor voting at a traditional town meeting, the Australian Ballot allows people to vote quickly and at a time that is convenient for them. This system also allows a person who is sick or out of town, or who prefers not to come to the polls on Election Day, to vote early or vote by mail by an absentee ballot. Ballots are delivered to sick or disabled voters. At a traditional town meeting you have to be present to vote – if you are sick or at work you miss out. It is not surprising that towns that use the Australian Ballot generally have much higher voter participation rates than those that do not.

A town must vote to use the Australian Ballot system. Most towns choose to vote on some topics this way and vote others at the traditional meeting. The law also requires certain votes be by Australian Ballot – such as votes on whether to borrow money for over ten years to build a new town building. Most towns use Australian Ballot to elect town officers. In contrast to traditional town meeting, where

articles are routinely amended, the Australian Ballot system requires voters to vote yes or no to an article.

Under Australian Ballot voting, a warned article calling for the town to spend up to \$180,000 for a new fire truck lets voters either accept or reject the proposal. If a voter thinks the selectboard is asking them to pay too much for the truck, all the voter can do is vote no – the voter cannot write in an alternative proposal.

If the article is rejected, the selectboard can choose to not buy the truck or it can call a second vote at some later date, proposing a smaller amount to be spent for the truck. In contrast, at a traditional town meeting any voter may suggest amending the article to allow the town to spend less for the truck. It can all be done at the same meeting – with no need to call for a second vote.

Appendix K

Commentary by James B. DuPont of Raynham as published in The Patriot Ledger May 5, 2011

Town Meeting is an anachronism that should be abolished. To attend, one simply has to register to vote. That was and is the sole criterion for participation and was established in the days when the only people who could vote were men who owned property.

At Town Meeting, people can make untrue or self-serving statements and thereby affect the outcome of spending and other public policy decisions. That fact alone makes open participation both risky, as well as foolhardy.

Take into account that people who have self-interests to advance or protect can also participate and cause money to be spent and make decisions, such as zoning, for their personal benefit at the expense of the greater good.

Municipal employees, real estate developers, people with business interests all can come to Town Meeting to vote for articles from which they solely benefit.

Contrast that with the conflict of interest laws that apply to elected bodies, such as city councils, planning boards and school committees. Members of the latter would be criminally indicted if they cast votes or spoke in favor of articles from which they derive a direct financial benefit; town meeting simply allows such comments to be made in the name of free speech.

Recently, Bridgewater abolished its town meeting in favor of an elected council. The people elected to the town council are accountable to the voters. Under town meeting, people could simply elect to move out of town if they didn't like the way things played out and thereby avoid paying the price for their own personal bad voting.

Lastly, only Massachusetts and Vermont still use the Town Meeting form of government. If the other states and hundreds of millions of Americans who live elsewhere can govern without it, it raises the question of why so few still cling to it.

The First Amendment and citizen participation in the rest of the country didn't suffer a painful death, so don't try that excuse.

It is time to admit the plain truth: Town Meeting does not work, is not accountable, and there are there better ways to govern at the local level and still facilitate citizen participation.

Appendix L

Kingston Engineering Costs 2011

FY2011	2011	to 2011 13	2011 YTD
Time Period of Report July 1, 2011 to April 19, 2011 (9.5 months)			\$ 441,437
Engineering Services paid for by the Town - YTD			
	Environmental / Water Engineers	Lawrence Lynch Corp	\$ 196,017
	Civil Engineers	Guertin Elkerton	\$ 59,903
		Oliveria	\$ 48,813
	Soil and Materials Engineers	F.C. Construction	\$ 47,255
	Environmental / Water Engineers	Weston & Sampson	\$ 35,299
	Environmental / Water Engineers	Coler	\$ 34,512
	Environmental / Water Engineers	Environmental Partners	\$ 11,300
	Environmental / Water Engineers	John Hoadley & Sons	\$ 1,052
	Civil Engineers	South Shore Survey	\$ 740
		Subtotal Engineering - for Town	\$ 434,891
		<u>Police, Legal, Pub, Other</u>	\$ 6,546
		TOTALs	\$ 441,437

Account Name	Ledger	Dept	Account	Paid To	Net Ledger
Engineering Services	001	241	52307	Aspen Publishers	\$ 147
Engineering Services	001	422	52307	Guertin Elkerton	\$ 6,426
Engineering Services	001	422	52307	South Shore Survey	\$ 740
Engineering Services	001	433	52307	Weston & Sampson	\$ 35,299
<u>Engineering Services</u>	<u>060</u>	<u>451</u>	<u>52307</u>	<u>Coler</u>	<u>\$ 5,521</u>
SUB TOTAL					\$ 48,134

Account Name	Ledger	Dept	Account	Paid To	Net Ledger
Chapter 90 Funds	023	422	67434	Kingston PD	\$ 315
Chapter 90 Funds	023	422	67434	Kingston PD	\$ 120
Chapter 90 Funds	023	422	67434	Duxbury	\$ 390
Chapter 90 Funds	023	422	67434	Plymouth County Sherriff	\$ 1,621
Chapter 90 Funds	023	422	67434	Plympton	\$ 910
Chapter 90 Funds	023	422	67434	Whitman	\$ 940
Chapter 90 Funds	023	422	67434	Oliveria	\$ 48,813
Chapter 90 Funds	023	422	67434	Guertin Elkerton	\$ 2,735

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Chapter 90 Funds	023	422	67434	Guertin Elkerton	\$ 740
Chapter 90 Funds	023	422	67434	Guertin Elkerton	\$ 1,391
Chapter 90 Funds	023	422	67434	Guertin Elkerton	\$ 2,951
Chapter 90 Funds	023	422	67434	Guertin Elkerton	\$ 833
Chapter 90 Funds	023	422	67434	Guertin Elkerton	\$ 1,017
Chapter 90 Funds	023	422	67434	Guertin Elkerton	\$ 1,079
Chapter 90 Funds	023	422	67434	Guertin Elkerton	\$ 2,270
Chapter 90 Funds	023	422	67434	Guertin Elkerton	\$ 5,063
Chapter 90 Funds	023	422	67434	Guertin Elkerton	\$ 2,450
Chapter 90 Funds	023	422	67434	Guertin Elkerton	\$ 1,665
Chapter 90 Funds	023	422	67434	Guertin Elkerton	\$ 2,682
Chapter 90 Funds	023	422	67434	Guertin Elkerton	\$ 1,110
Chapter 90 Funds	023	422	67434	Guertin Elkerton	\$ 20,710
Chapter 90 Funds	023	422	67434	F.C. Construction	\$ (2,042)
Chapter 90 Funds	023	422	67434	Guertin Elkerton	\$ 925
Chapter 90 Funds	023	422	67434	Guertin Elkerton	\$ 2,042
Chapter 90 Funds	023	422	67434	Guertin Elkerton	\$ 1,408
Chapter 90 Funds	<u>023</u>	<u>422</u>	<u>67434</u>	<u>Guertin Elkerton</u>	<u>\$ 2,406</u>
Chapter 90 Funds	SUB TOTAL				\$ 104,543

Account Name	Ledger	Dept	Account	Paid To	Net Ledger
CAP Water System	300	467	67620	John Hoadley & Sons	\$ 1,052
<u>CAP Water System</u>	<u>300</u>	<u>467</u>	<u>67620</u>	<u>Lawrence Lynch Corp</u>	<u>\$ 196,017</u>
CAP Water System	SUB TOTAL				\$ 197,069

Account Name	Ledger	Dept	Account	Paid To	Net Ledger
Manganese	300	473	67641	Patriot Ledger	\$ 457
Manganese	300	473	67641	Coler	\$ 836
Manganese	300	473	67641	Coler	\$ 15,076
Manganese	300	473	67641	Coler	\$ 2,841
Manganese	300	473	67641	Edwarder Angell Palmer	\$ 3,200
Manganese	300	473	67641	Coler	\$ 5,008
Manganese	300	473	67641	Coler	\$ 568
Manganese	300	473	67641	Grondwater	\$ 489
Manganese	300	473	67641	F.G. Sullivan	\$ 47,255
<u>Manganese</u>	<u>300</u>	<u>473</u>	<u>67641</u>	<u>Coler</u>	<u>\$ 4,661</u>

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Manganese	SUB TOTAL				\$ 80,391
Account Name	Ledger	Dept	Account	Paid To	Net Ledger
Stormwater	300	427	67635	Environmental Partners	\$ 1,450
<u>Stormwater</u>	<u>300</u>	<u>427</u>	<u>67635</u>	<u>Environmental Partners</u>	<u>\$ 9,850</u>
	SUB TOTAL				\$ 11,300

**TOWN OF KINGSTON,
MASSACHUSETTS**

**Postemployment Benefits
Other Than Pensions
Actuarial Valuation
July 1, 2008
for Fiscal Year
July 1, 2008 to June 30, 2009**

April 2010

*Submitted by:
Aon Consulting
One Federal Street, 20th Floor
Boston, MA 02110*



TOWN OF KINGSTON
POSTEMPLOYMENT BENEFIT PLANS
ACTUARIAL VALUATION

April 8, 2010

Ms. Nancy Howlett
Assistant to the Town Administrator
Town of Kingston
Town House
26 Evergreen Street
Kingston, MA 02364

This report presents the July 1, 2008 Actuarial Valuation results for the retiree benefits (medical and life insurance) provided through the *Town of Kingston ("the Town")*. The purposes of this report are to:

- (1) Determine the Town's July 1, 2008 obligations;
- (2) Determine the Town's 2008-09 Fiscal Year accrual under the *Governmental Accounting Standards Board (GASB)* standard based on GASB Statement 45;
- (3) Provide information for the Town's June 30, 2009 financial statement disclosure; and
- (4) Provide information that may be helpful in future planning for the Town.

A summary of the major results is shown in the Executive Summary, while the Principal Valuation Results Section provides more detail.

The Accounting Information Section summarizes GASB Other Postemployment Benefit (OPEB) accounting treatment including the 2008-09 fiscal year Annual Required Contribution (ARC) and Annual OPEB Cost (AOC).

This report's costs and liabilities are based upon the data and plan provisions provided by the Town as of July 1, 2006 and rolled forward on an actuarial basis to July 1, 2008. The Demographic Information, Summary of Principal Plan Provisions and Methods and Assumptions Sections of this report are the same as disclosed in the July 1, 2006 GASB 45 Study. This report presents our best estimate of the costs of the Plan in accordance with accepted actuarial principles and our understanding of GASB Statement 45.

Respectfully,

Aon Consulting, Inc.



Thomas G. Vicente, FSA, EA, MAAA
Member of the American Academy of Actuaries
Senior Vice President
Consulting Actuary

TOWN OF KINGSTON
POSTEMPLOYMENT BENEFIT PLANS
ACTUARIAL VALUATION

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TOWN OF KINGSTON
POSTEMPLOYMENT BENEFIT PLAN
ACTUARIAL VALUATION

Executive Summary

The *Town of Kingston* ("the Town") provides medical and life insurance benefits to its retirees and their spouses. Details of the eligibility requirements and cost sharing arrangements can be found in the Plan Provisions section of this report. All active employees who retire from the Town and meet the eligibility criteria will receive these benefits.

This summary identifies the value of benefits at July 1, 2008 and costs for the 2008-09 Fiscal Year.

i. Summary of Benefit Obligations

July 1, 2008 GASB 45 Totals	
Present Value of Benefits	
Earned to Date (Actuarial Accrued Liability)	\$21,522,057
FY Annual Required Contribution (ARC)*	\$1,679,814
FY Annual OPEB Cost	\$1,679,814
Expected Benefit Premiums**	\$658,141
* The Annual Required Contribution reflects a 30-year level-dollar closed amortization of the Unfunded Actuarial Accrued Liability.	
** Based on age-adjusted rates	

- The *Actuarial Accrued Liability (AAL)* is the liability or obligation for benefits earned through the valuation date, based on certain actuarial methods and assumptions. The Plan's Actuarial Accrued Liability (at July 1, 2008) is \$21,522,057 assuming no prefunding of obligations. Approximately 81% of this obligation is for active employees.
- *Normal Cost* is the value of benefits expected to be earned during the current year, again based on certain actuarial methods and assumptions. The 2008-09 Fiscal Year Normal Cost is \$266,450 as of the beginning of the plan year. In pension accounting, this is also known as "service cost."
- *Future Normal Costs* represent the present value of the remaining balance of all projected benefits to be earned in future years.

Executive Summary (continued)

The results were calculated based upon plan provisions, as provided by the Town, along with certain demographic and economic assumptions as recommended by Aon, in conjunction with the Town, with guidance from the GASB statement.

Demographic Assumptions

Data was provided by the Town as of July 1, 2006. Demographic assumptions used to project the data are the same as those used for similar towns. There is no assumption for future new hires.

Economic Assumptions

The GASB statement requires that the discount rate used to determine the retiree healthcare liabilities should be the estimated long-term yield on the "investments that are expected to be used to finance the payments of benefits". Since the Town decided not to pre-fund the retiree healthcare liabilities, the discount rate for the "no prefunding" scenario should be based on the portfolio of the Town's "general assets" used to pay these benefits. Aon will assume an ongoing discount rate of 5.00%.

The trend assumption is used to project the growth of the expected claims over the lifetime of the healthcare recipients. The GASB statement does not require a particular source for information to determine healthcare trends, but it does recommend selecting a source that is "publicly available, objective and unbiased".

Aon developed the trend assumption utilizing the short-term rates expected on the Town plan along with information in published papers from other industry experts (actuaries, health economists, etc.) The trend assumption begins at 11.0% and decreases to a 5.0% long-term trend rate for all healthcare benefits in the year 2014.

The balance of this report provides greater detail for the above results.

TOWN OF KINGSTON
POSTEMPLOYMENT BENEFIT PLANS
ACTUARIAL VALUATION

Actuarial Certification

This report presents the results of the Actuarial Valuation for the Town of Kingston's Postemployment Benefits Other Than Pensions (the Plan) as of July 1, 2008 for development of accounting and financial reporting information under Statement No. 45 of the Governmental Accounting Standards Board.

This report has been prepared using generally accepted actuarial practices and methods. The actuarial assumptions (other than those strictly applicable to valuing the Plan, or as otherwise explicitly specified) used in the calculations are consistent with those used by similar towns. We have discussed Plan-specific assumptions with the Town and believe them to be reasonable.

Aon Consulting did not audit the employee data and financial information used in this valuation. On the basis of our review of this data, we believe that the information is sufficiently complete and reliable, and that it is appropriate for the purposes intended.

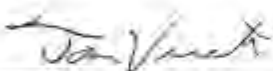
Actuarial computations under GASB 45 are for purposes of fulfilling governmental accounting requirements. The calculations reported herein have been made on a basis consistent with our understanding of the accounting standard. Determinations for purposes other than meeting governmental financial accounting requirements may be different from these results. Accordingly, additional determinations may be needed for other purposes, such as judging benefit security at termination.

This report is intended for the sole use of the Town. It is intended only to supply information for the Town to comply with the stated purposes of the report and may not be appropriate for other purposes. Reliance on information contained in this report by anyone for other than the intended purposes, puts the relying entity at risk of being misled because of confusion or failure to understand applicable assumptions, methodologies, or limitations of the report's conclusions. Accordingly, no person or entity, including the Town should base any representations or warranties in any business agreement on any statements or conclusions contained in this report without the written consent of Aon Consulting.

The actuary whose signature appears below is a Member of the American Academy of Actuaries and meets the Qualification Standards of the American Academy of Actuaries to render the actuarial opinion contained herein. He is available to answer any questions with regard to the matters enumerated in this report.

We further certify that this report is in compliance with Actuarial Standard of Practice No. 47, "Actuarial Communications".

Aon's relationship with the Plan and the Town is strictly professional. There are no aspects of the relationship that may impair or appear to impair the objectivity of our work.



Thomas G. Vicente, FSA, EA, MAAA

TOWN OF KINGSTON
POSTEMPLOYMENT BENEFIT PLANS
ACTUARIAL VALUATION

Principal Valuation Results

The following highlights the Town's recognition of the above amounts:

- The July 1, 2008 assets are \$0.
- The FY 2008-09 Annual Required Contribution (ARC) is \$1,679,814.
- Expected 2008-09 benefit payments are \$658,141.

The following table shows results by active and retired employee groups:

GASB Results	July 1, 2008
Actuarial Accrued Liability	
Active	\$13,227,458
Retirees	\$3,294,601
Total	\$21,522,057
Assets	\$0
Unfunded Actuarial Accrued Liability	\$21,522,057
Normal Cost at beginning of year	\$268,450

TOWN OF KINGSTON
POSTEMPLOYMENT BENEFIT PLANS
ACTUARIAL VALUATION

Accounting Information

The effective date for the new GASB OPEB Accounting Standard is the Fiscal Year beginning July 1, 2008. The following shows the Annual Required Contribution (ARC), Annual OPEB Cost (AOC), and the projected June 30, 2009 Net OPEB Obligation (NOO).

Annual Required Contribution (ARC)

The Standard sets the method for determining the Town's postemployment benefits accrual, the Annual Required Contribution (ARC), to include both the value of benefits earned during the year (Normal Cost) and an amortization of the Unfunded Actuarial Accrued Liability. Accordingly, the following table shows the Town's 2008-09 Fiscal Year Annual Required Contribution (ARC) based on a closed 30-year amortization of the Unfunded Actuarial Accrued Liability.

Fiscal Year Ending June 30, 2009	
Normal Cost at End of Year	\$279,773
Unfunded Actuarial Accrued Liability Amortization	\$1,400,041
Annual Required Contribution (ARC)	\$1,679,814

Accounting Information (continued)**Annual OPEB Cost (AOC)**

If there is no OPEB obligation on the Town's financial statements at transition, then the Annual OPEB Cost is equal to the Annual Required Contribution. However, if there is an initial obligation at transition, the Annual OPEB Cost should reflect an adjustment for the transition obligation. Note that the GASB OPEB Statement, in general, directs sponsors to set their Initial OPEB Obligation to zero at transition. However, this may result in inconsistent accounting results. We recommend you discuss this issue with your auditors if an obligation is currently recorded on your financial statements. Note that in FYE 2009, or the first year of implementation of GASB 45, there is no adjustment to Annual Required Contribution. As the years go forth, any cumulative unpaid ARC will result in an adjustment to the Annual Required Contribution.

Summary of Total Annual OPEB Cost (AOC)

Fiscal Year Ending June 30, 2009	
Annual Required Contribution (ARC)	\$1,879,814
Adjustment to Annual Required Contribution	\$0
Total Annual OPEB Cost (AOC)	\$1,879,814

Annual OPEB Cost Summary (After adoption, a 3-year display will be shown):

Fiscal Year Ending	Annual OPEB Cost	Percentage of Annual OPEB Cost Contributed *	Net OPEB Obligation
6/30/2009	\$1,879,814	39.2%	\$1,021,673

* Based on expected benefit payments for the applicable fiscal year.

TOWN OF KINGSTON
POSTEMPLOYMENT BENEFIT PLANS
ACTUARIAL VALUATION

Accounting Information (continued)

Projected June 30, 2009 Net OPEB Obligation (NOO)

Based on the Annual OPEB Cost developed above, the following is the projected June 30, 2009 Net OPEB Obligation (NOO):

	Total
July 1, 2008 Net OPEB Obligation (NOO)* (Initial)	\$0
Plus: Annual OPEB Cost (AOC)	\$1,878,814
Less: Schedule of contributions from the employer and other contributing entities**	\$858,141
Equals: Expected June 30, 2009 Net OPEB Obligation (NOO)***	\$1,021,673
* Assumes July 1, 2008 Net OPEB Obligation is \$0.	
** Based on expected benefit payments for the applicable fiscal year.	
*** Actual reserves would use actual FYE 2009 benefit payments.	

Required Supplementary Information

Below is the projected schedule of funding progress:

Valuation Date	Actuarial Value of Assets	Actuarial Accrued Liability - Projected Unit Credit	Unfunded Actuarial Accrued Liability	Funded Ratio	Covered Payroll	Unfunded Actuarial Accrued Liability as a Percentage of Covered Payroll
	(a)	(b)	(b) - (a)	(a) / (b)	(c)	((b) - (a)) / (c)
7/1/2008	\$0	\$21,522,057	\$21,522,057	0%	TBD	TBD

TOWN OF KINGSTON
POSTEMPLOYMENT BENEFIT PLANS
ACTUARIAL VALUATION

Allocation of Liabilities Across Employee Groups

	General Employees	Sewer Employees	Water Employees	Total
Actuarial Accrued Liability	\$20,411,518	\$675,793	\$434,748	\$21,522,057
Assets	\$0	\$0	\$0	\$0
Normal Cost (BOY)	\$244,415	\$11,537	\$10,498	\$266,450
Benefit Payments (EOY)	\$648,513	\$6,547	\$5,081	\$659,141
Annual Required Contribution				
Normal Cost (EOY)	\$258,638	\$12,114	\$11,023	\$279,773
Amort. Of UAAL	<u>1,327,839</u>	<u>44,101</u>	<u>28,001</u>	<u>1,400,041</u>
- Total	\$1,584,675	\$56,215	\$39,024	\$1,679,814

TOWN OF KINGSTON
POSTEMPLOYMENT BENEFIT PLANS
ACTUARIAL VALUATION

10-Year Payout Projection

Annual payments expected based on assumptions and contributions detailed in the Methods and Assumptions Section.

Fiscal Year Ending	General	Sewer	Water	Total
6/30/2009	\$646,513	\$6,547	\$5,081	\$658,141
6/30/2010	732,416	12,509	7,721	752,646
6/30/2011	843,802	19,331	8,585	869,698
6/30/2012	966,766	27,705	8,304	1,002,795
6/30/2013	1,015,970	29,741	10,611	1,056,322
6/30/2014	1,075,145	38,407	13,381	1,126,933
6/30/2015	1,149,681	41,379	17,493	1,208,553
6/30/2016	1,192,921	40,482	24,052	1,257,455
6/30/2017	1,212,641	50,184	31,986	1,294,811
6/30/2018	1,192,921	46,389	40,360	1,279,690

TOWN OF KINGSTON
POSTEMPLOYMENT BENEFIT PLANS
ACTUARIAL VALUATION

10-Year Projection of Annual OPEB Cost (AOC)

Projections assume a closed group population (i.e., no new hires). We also assume pay-as-you-go contributions and a 5.00% annual rate of investment return.

Fiscal Year Ending	Total AOC	Contributions	Net OPEB Obligation at FYE
6/30/2009	\$1,678,814	\$858,141	\$1,021,873
6/30/2010	\$1,744,886	\$752,645	\$2,013,914
6/30/2011	\$1,809,186	\$863,697	\$2,953,403
6/30/2012	\$1,871,583	\$1,002,795	\$3,822,191
6/30/2013	\$1,931,216	\$1,058,322	\$4,897,085
6/30/2014	\$1,991,983	\$1,128,934	\$5,562,114
6/30/2015	\$2,053,066	\$1,208,554	\$6,408,629
6/30/2016	\$2,114,040	\$1,257,455	\$7,263,214
6/30/2017	\$2,176,553	\$1,294,811	\$8,144,958
6/30/2018	\$2,241,308	\$1,278,838	\$9,107,426

Demographic Information

The following tables summarize active and retiree demographic information. The data collected, as well as age and service information shown, is as of July 1, 2006.

Active: Counts by Employee Group			
Employee Group	Male	Female	Total
General	74	80	154
Sewer	5	2	7
Water	5	1	6
Total	84	83	167

Active: Average Age by Employee Group			
Employee Group	Male	Female	Total
General	45.65	49.11	47.45
Sewer	48.15	48.00	48.12
Water	48.35	51.11	48.81
Total	45.84	49.23	47.52

Active: Average Service by Employee Group			
Employee Group	Male	Female	Total
General	18.05	24.03	20.20
Sewer	18.84	23.00	20.04
Water	17.24	36.11	20.38
Total	18.28	24.16	20.19

Retiree: Participant Counts and Average Age		
Employee Group	Count*	Average Age
General	86	70.49
Sewer	0	n/a
Water	0	n/a
Total	86	70.49

* 25 spouses of retirees and 14 surviving spouses were also valued.

TOWN OF KINGSTON
POSTEMPLOYMENT BENEFIT PLANS
ACTUARIAL VALUATION

Summary of Principal Plan Provisions

Plan Eligibility	Retire on or after reaching 20 years of service and age 55.
Duration of Benefits	Retiree: Lifetime Spouse: Lifetime
Retiree Contributions	<ul style="list-style-type: none">• The eligible retirees and covered spouses pay 40% of the cost of coverage.• Upon death of the retiree, surviving spouses can continue to receive benefits paying 50% of the cost.• Life Insurance of \$10,000. Retirees pay \$52 per year for coverage.

TOWN OF KINGSTON
POSTEMPLOYMENT BENEFIT PLANS
ACTUARIAL VALUATION

Methods and Assumptions

Actuarial Method Entry Age Normal Cost Method

Normal Cost Determined for each active employee as the Actuarial Present Value of benefits allocated to the valuation year.

Accumulated Post-Retirement Benefit Obligation The Actuarial Present Value of Benefits allocated to all periods prior to the valuation year.

Discount Rate July 1, 2008 5.00% (assuming no prefunding)

Mortality Rates Males: RP 2000 Table for Males
Females: RP 2000 Table for Females

Withdrawal Rates The following table shows sample annual rates of withdrawal for participants

Years of Service	Annual Rate of Withdrawal Prior to Retirement
0	15.0%
10	5.4%
20	3.0%
30	0.0%

TOWN OF KINGSTON
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Methods and Assumptions (continued)

Retirement Rates The following table shows sample annual rates of retirement at selected ages.

Age	Annual Rate of Retirement General Employees	
	Male	Female
50	1.0%	1.5%
51	1.0%	1.5%
52	1.0%	2.0%
53	1.0%	2.5%
54	2.0%	2.5%
55	2.0%	5.5%
56	2.5%	6.5%
57	2.5%	6.5%
58	5.0%	6.5%
59	6.5%	6.5%
60	12.0%	5.0%
61	20.0%	13.0%
62	30.0%	15.0%
63	25.0%	12.5%
64	22.0%	18.0%
65	40.0%	15.0%
66	25.0%	20.0%
67	25.0%	20.0%
68	30.0%	25.0%
69	30.0%	20.0%
70	100.0%	100.0%

Disability Rates

None.

Methods and Assumptions (continued)**Healthcare
Claims**

A blended premium is computed for all employees and retirees not yet eligible for Medicare benefits. Under GASB Statement 45, the non-blended (or age adjusted) premium is used for computing plan costs. Below are the representative premium costs:

<i>Kingston Plan</i>			<i>Blended Premium</i>		
<i>Age</i>	<i>Retiree</i>	<i>Spouse</i>	<i>Age</i>	<i>Retiree</i>	<i>Spouse</i>
50	\$6,671	\$9,630	50	\$6,252	\$9,024
55	\$7,869	\$11,360	55	\$6,252	\$9,024
60	\$9,445	\$13,637	60	\$6,252	\$9,024
65	\$3,414	\$3,414	65	\$4,368	\$4,368
70	\$3,957	\$3,957	70	\$4,368	\$4,368
75	\$4,455	\$4,455	75	\$4,368	\$4,368
80	\$4,871	\$4,871	80	\$4,368	\$4,368
85	\$5,094	\$5,094	85	\$4,368	\$4,368

Morbidity/Aging

GASB requires that the costs for retiree benefits be separately identified. Currently, the Town provides benefits for actives and retirees not eligible for Medicare under one rating structure. As we see in the morbidity table below, retirees utilize benefits at a greater rate than the active population, due to their age. The active employees are "implicitly" subsidizing the retiree cost of the plan of benefits in the Town's rate basis. GASB requires that the Town utilize actual experience or actuarial adjustments in order to calculate the true cost of retiree benefits in order to calculate the present value of the retiree benefits. The actuarial assessment of the best estimate of retiree cost of benefits is premised on utilizing the morbidity/aging table below in developing the claims costs by age shown in the table above.

<i>Age</i>	<i>Annual Increase %</i>
50 – 54	3.3%
55 – 59	3.6%
60 – 64	4.2%
65 – 69	3.0%
70 – 74	2.5%
75 – 79	2.0%
80 – 84	1.0%
85 – 89	0.5%
90 +	0.0%

Methods and Assumptions (continued)**Healthcare Cost
Trend**

Healthcare costs are assumed to increase at the following rates:

Year	Pre-65 Trend	Post-65 Trend
2008	11.0%	11.0%
2009	10.0%	10.0%
2010	9.0%	9.0%
2011	8.0%	8.0%
2012	7.0%	7.0%
2013	6.0%	6.0%
2014+	5.0%	5.0%

**Spouse Age
Difference/
Percent Married**

Males are assumed to be 3 years older than females. Active employees are assumed to be 80% married and choose family coverage at retirement.

**Coverage
Assumptions**

We have assumed that 75% of current and future contingent eligible participants will elect healthcare benefits at their full eligibility age, or current age if later.

**Valuation
Methodology
and Terminology**

We have used GASB accounting methodology to determine the postretirement medical benefit obligations.

**Amortization
Period**

The amortization cost for the initial Unfunded Actuarial Accrued Liability is a level dollar amount for a closed period of 30 years.

Salary Scale

N/A