



Public Works Operations Consolidation Study



March 2021



COMMUNITY PARADIGM ASSOCIATES, LLC

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Mr. Lynch has devoted more than 30 years to guiding cities and towns toward brighter futures by focusing on the efficiency and responsiveness of organizational day-to-day operations as well as highly transformational initiatives that bring communities to a new level. He served as City Manager of Lowell, MA for eight years and as Town Manager of Chelmsford, MA for 20 years. Mr. Lynch serves on Lieutenant Governor Karyn Polito's Task Force on Workforce Skills Gap, is a Senior Fellow at Suffolk University's Moakley Center for Public Management and is an adjunct professor at both Suffolk University and the University of Massachusetts Lowell. He earned his Master of Public Administration at University of Massachusetts Amherst and his Bachelor of Science degree in Political Science from the University of Lowell.

John Petrin – Senior Associate

Mr. Petrin has dedicated more than 30 years to municipal service, including seven years as the Town Administrator in Burlington, seven years as Town Manager in Ashland, and 13 years as the Town Administrator of Harvard. He has extensive experience in developing operating and capital budgets, hiring and managing department heads and other personnel, and managing the day-to-day operations of a municipality. Additionally, Mr. Petrin served as the Assistant Superintendent of Schools in Marlborough, as Tax Assessor in Bellingham, and as an elected Park Commissioner in Bellingham. He has served on numerous professional boards, including the Massachusetts Police Accreditation Commission and Joint Management-Labor Committee, and is a former president of the Massachusetts Municipal Association and of the Massachusetts Municipal Management Association. Mr. Petrin earned a Bachelor of Arts in Political Science from Stonehill College and a Master in Public Administration from Northeastern University.

Raymond Santilli – Senior Associate

Mr. Santilli has more than 40 years of experience working in the municipal sector, including 17 years as the Assistant Town Manager in North Andover and a 17-month period as the Interim Assistant Town Manager in Arlington. Mr. Santilli also served as the purchasing director, director of community services, and human resources director in North Andover, and as the Planning/Budget/Personnel Director for the Cambridge Police Department (15 years). He earned his Master of Business Administration from Boston College and a Bachelor of Science degree in Criminal Justice from Northeastern University.

A. Scope of Project

Community Paradigm Associates was engaged by the Town of Dover to assess the Town's current public works functions/operations including organizational structure, staffing, funding, division tasks, accountability, and span of control issues. The purpose of this assessment is to determine the relative merits of a consolidation of the various operations into a unified Department of Public Works.

The initial phase of the assessment consisted of interviewing various Town officials, including the Town Administrator, all members of the Board of Selectmen, department heads, and applicable elected/appointed boards relevant to the various public works functions of the Town. The purpose of these interviews was to attain an overview of the operation of each department entity and to identify areas of concern to these managers, as well as to compile data (i.e., staffing, equipment, etc.) to obtain a fuller understanding of the various functions. Certain individuals were asked to provide specific documents as a follow-up to the discussion. The interviews were documented by notes but were conducted with no information being attributed to any specific individual.

A survey was sent to those identified comparable communities as well as other Massachusetts communities with similar population size and street miles, and bordering communities to Dover (not included in either of the first two categories). The purpose of the survey was to compile and analyze organizational data for benchmark purposes.

B. The Community

Located about 15 miles (24 km) southwest of downtown Boston, Dover is a residential town nestled on the south banks of the Charles River. According to the U.S. Census Bureau, the town has a total area of 15.4 square miles (39.9 km²). Dover is bordered by Natick, Wellesley and Needham to the north, Westwood to the east, Walpole and Medfield to the south, and Sherborn to the west. Dover is a predominantly residential town with many scenic roads.

Dover was first settled around 1635 and was originally part of the Dedham Grant. It was later established as the Springfield Parish of Dedham in 1748 and incorporated as District Dedham in 1784. Dover was officially incorporated as a town in 1836.

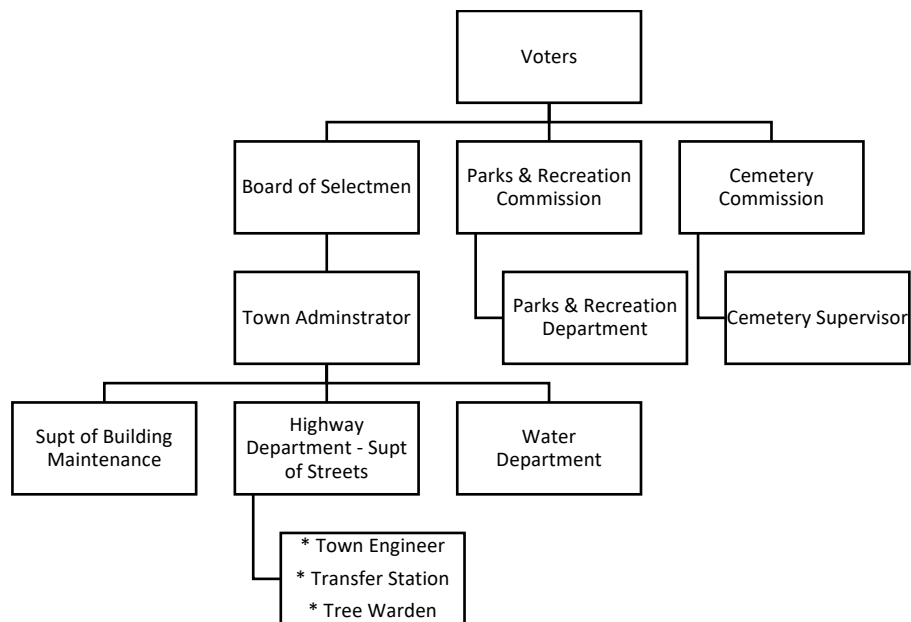
Prior to its incorporation as a Town, the area was named Springfield because it was predominantly a farming community with open fields centered around the "bubbling springs" of Trout Brook. When it was incorporated as a Town in 1836, the chairman of the Springfield Parish committee chose the name "Dover" in honor of his ancestral home in England.

C. Departments' Operations: Structure and Staffing

Various Town departments are responsible for what are customarily regarded as public works functions. These include the Highway Department, the Building Maintenance Department, the 'parks' section of the Parks & Recreation Department, and the maintenance segment of the Highland Cemetery.

Per the Town's current organization (see Figure 1.), the Highway and the Building Maintenance Departments report to the Town Administrator. The Parks & Recreation Department are under the auspices of the Parks & Recreation Commission while the Highland Cemetery is the responsibility of the Cemetery Commission.

Figure 1. Current Town Organization



Highway Department

The Highway Department is responsible for the maintenance and repair of all of Dover's roads, streets, and sidewalks. The Highway Department also manages the Transfer Station for trash and recycling. The Department is overseen by a Superintendent of Streets who is appointed by the Board of Selectmen. The Superintendent of Streets' authority and duties include those specified in M.G.L. c41, §66 and §68, and the Dover General and Zoning Bylaws. The Superintendent of Streets also oversees both the Town Engineer and Tree Warden.

The Highway Department is staffed with six (6) full-time personnel: a Superintendent of Streets (currently vacant but staffed by an acting appointment of the Working Foreman), a Working Foreman, three (3) Heavy Equipment Operator/Groundskeepers, and a Heavy Equipment Operator/Assistant Mechanic. The Department also has five (5) part-time staff: a Transfer Station

Operator (24 hours per week), an Assistant Transfer Station Operator (24 hours per week), a Director of Office Administration (24 hours per week), a Town Engineer (hours vary per week), and a Tree Warden. The department also utilizes seasonal employees – two full-time summer seasonal for 2½ months, and two part-time winter seasonal for snow/ice operations.

The Department is responsible for transporting solid waste and recyclables to the appropriate facilities. It provides aid, as needed, to the Cemetery primarily for digging graves. It is the department primarily responsible for snow plowing/removal with the assistance of various other Town departments and personnel. Department staff also does certain maintenance and repairs of Town vehicles.

The Department has minimal standing contracts for goods and services. Recycling Committee members have solicited contracts for disposal of textiles and books. Recycling Committee members are also responsible for generating recycling/trash reports.

The work hours of the Town Engineer vary but are usually 8-12 hours per week depending on need. His responsibilities include reviewing plans for new construction, drainage, etc. His actual hours worked are billed to the Department. The individual is also separately contracted by the Board of Health as the Health Agent, responsible for septic and soil suitability reviews.

The position of Tree Warden is in accordance with Dover Town Code, Division 1: Town Meeting Enactments, Part 1: General Bylaws - Administrative, Chapter 4: Town Officers, Committees and Commissions, Article XXXVII: Tree Warden, §4-47: Appointment; duties, “There shall be a Tree Warden appointed by the Board of Selectmen for a 3-year term. The Tree Warden's duties and authority shall include, but shall not be limited to, those specified in M.G.L. c87, §2.” The position reports to the Superintendent of Streets.

Major Highway Department vehicles and equipment includes five (5) Mack dump trucks, a Ford dump truck, a trackless tractor, a Samsung front end loader, a John Deere backhoe loader, a Caterpillar loader, a Mack cab chassis, a sweeper, a Volvo H-22, and three (3) Ford pickup trucks. The Department is completely housed in the Town Garage complex with staff being mainly responsible for repairing and maintaining all of their equipment.

Building Maintenance

The Building Maintenance Department is responsible for the upkeep and maintenance of six (6) municipal buildings: Town House, Protective Agency (police and fire), Library, Highway Garage, Caryl Community Center, and the Parks & Recreation offices. Building Maintenance is staffed with three (3) full-time personnel: a Superintendent, and two Custodians (one who works 7:00 a.m. to 3:00 p.m. and the other 2:00 p.m. to 10:00 p.m.).

Staff is responsible for all aspects of building maintenance but also rely on contracted services both as-needed (electrical, plumbing, etc.) and on an annual basis (standing HVAC, generator, and oil contracts). Staff is utilized during the winter months for snow plowing operations. The Superintendent also handles scheduling of certain space rental in the Caryl Community Center and the Town House Great Hall for non-governmental entities.

The Building Maintenance Superintendent is also separately responsible for the limited water maintenance system as well as being an on-call Lieutenant with the Fire Department. This person receives separate stipends for each of these ancillary functions not associated with his full-time position.

Water Department

The Water Department consists of the Building Maintenance Supervisor who receives a stipend to maintain the responsibilities associated with the Town's water system. That water system consists of two components. The water supplied to the Chickering School and then the ownership responsibility for pipes for the water system operated by Colonial Water that serves approximately 30% of residences.

Cemetery Supervisor

The Cemetery Supervisor is the sole regular employee of the Highland Cemetery and reports to the Cemetery Commission. Seasonal summer help (35 hours per week) is normally hired for the May through September period. The responsibilities of the Cemetery Supervisor include those in accordance with Dover Town Code, Division 2: Rules and Regulations, Part 6: Cemetery Commission Regulations, Chapter 265: Cemetery Rules and Regulations, §§265-2 to 265-4.

The Cemetery Supervisor is responsible for the total upkeep and maintenance of the 21-acre Highland Cemetery, including arranging burials and grave preparation. On average, the Cemetery experiences 40-45 burials per year. Although the Cemetery Supervisor is primarily responsible, assistance is requested as needed from the Highway staff as well as Parks & Recreation staff for the digging of graves, etc.

The Cemetery Supervisor also maintains and repairs the vast majority of the equipment assigned to the Cemetery. As this person mainly works solo, there are safety concerns while performing certain tasks such as utilizing digging equipment, tree trimming, etc.

Major Cemetery equipment includes a John Deere tractor, three (3) John Deere mowers, a John Deere utility vehicle, and a Ford F350 truck. The office of the Cemetery Supervisor is in the Town Garage complex. The Cemetery Supervisor also occupies an area of the Town Garage to store and maintain his equipment.

Parks & Recreation Department

The Parks & Recreation Department has primary responsibility to provide a variety of recreational programs, activities, and services for Town residents. The Department is also responsible for maintaining all of the 'green space' in Town, including 10 acres of sports fields. The 'parks' portion of the Parks & Recreation Department is staffed with three (3) full-time Heavy Equipment/Groundskeeper personnel (one position is currently vacant).

Staff is responsible for maintaining and mowing all green space and fields, as well as maintaining the tot lot at Caryl Park. The Department outsources some field related tasks such as fertilizing, aerating, and field markings. Staff is also utilized during the winter months for snow plowing operations.

Major Parks & Recreation Department vehicles and equipment includes three (3) John Deere mowers, a John Deere utility vehicle, and a Ford F350 truck. The ‘parks’ staff of the Parks & Recreation Department maintain a workspace to store and maintain their equipment in a small building in the rear of the Town Garage.

D. Community Comparisons

A survey was conducted of twenty-three (23) communities in order to ascertain how the public works functions were organized within the respective municipality. The survey was conducted in all communities currently utilized by the Town of Dover for collective bargaining comparisons (ten communities); Massachusetts’s communities similar in population, square miles, and/or street miles to Dover (nine communities); and communities bordering Dover not accounted for in either of the first two categories (four communities).

The summary results of the survey are reflected in Figure 2 while the complete survey results are contained in Appendix A of this report.

Of the 23 communities surveyed, 21 municipalities are organized with a consolidated public works department. Of these communities, 18 communities utilize the title of ‘Director of Public Works’ or ‘Public Works Director’ while three communities use the title ‘Superintendent of Public Works’. Two (2) of the surveyed communities maintain a Highway Department for certain specific public works functions (primarily streets/highways), similar to the Town of Dover.

Of the 20 municipalities that responded to the survey and having consolidated public works department, all include an administration function as well as a streets/highway function. Ten (10) departments are responsible for the overall operation of the municipal cemetery while three (3) other departments are solely responsible for the grounds’ maintenance of the cemetery. Fourteen (14) departments have responsibility for maintenance of the town’s parks and playgrounds while eight (8) departments are responsible for facilities/building maintenance. A summary of the functions within the consolidated departments are as follows:

Administration – 20	Recycling/Transfer Station – 12
Cemetery (overall) – 10	Sewer – 10
Cemetery (maintenance only) – 3	Solid Waste/Recycling – 10
Engineering – 7	Streets/Highways – 20
Equipment Repair/Maintenance – 10	Water – 14
Facilities/Building Maintenance – 8	Vehicle Maintenance – 14
Parks/Playgrounds – 14	Other – 8 (six stormwater)

Figure 2. Comparison of Communities

	<u>Pop</u> ¹	<u>Square</u> <u>Miles</u>	<u>Roadway</u> <u>Miles</u> ²	<u>Department</u>	<u>Title</u>	<u>Functions within Department</u>
Dover	6,127	15.12	62.24			
<u>Comparable Communities</u>						
Ashland	17,807	12.33	82.12	Public Works	Director	AD, CO, EN, ER, PP, SR, SH, SE, WA, VM, OT
Lincoln	7,052	14.23	61.06	Public Works	Superintendent	**no survey response received
Medfield	12,995	14.40	80.32	Public Works	Director	AD, CO, ER, RT, SH, SE, WA, OT
Millis	8,310	12.02	52.05	Public Works	Director	AD, CO, ER, PP, RT, SR, SH, SE, WA, VM, OT
Norfolk	12,003	14.90	82.07	Public Works	Director	AD, PP, RT, SH, SE, WA, VM
Sherborn	4,301	16.20	56.16	Public Works	Director	AD, PP, RT, SH, VM, OT
Sudbury	19,655	24.27	145.77	Public Works	Director	AD, CO, EN, PP, RT, SH
Wayland	13,835	15.05	96.53	Public Works	Director	AD, CO, EN, PP, RT, SH, SE, WA, VM
Weston	12,124	16.82	111.03	Public Works	Director	AD, CM, ER, PP, RT, SH, WA, OT
Westwood	16,400	10.88	89.16	Public Works	Director	AD, CO, ER, FB, PP, SR, SH, SE, VM
<u>Other Comparable Communities</u>						
Ayer	8,196	8.92	51.26	Public Works	Superintendent	AD, ER, FB, SR, SH, SE, WA, VM, OT
Bolton	5,426	19.95	66.46	Public Works	Director	AD, CO, ER, FB, PP, RT, SR, SH, VM
Boxborough	5,793	10.29	41.40	Public Works	Director	AD, CO, ER, PP, RT, SR, SH
Georgetown	8,768	12.86	64.58	Highway	Hwy Surveyor	AD, SH, WA
Hamilton	8,051	14.18	52.10	Public Works	Director	AD, CO, FB, PP, SR, SH, WA, VM
Harvard	6,620	26.44	79.92	Public Works	Director	AD, CM, FB, PP, RT, SR, SH, WA, VM
Newbury	7,148	23.35	67.91	Public Works	Director	AD, ER, FB, PP, SH
Rowley	6,473	18.21	51.81	Highway	Hwy Surveyor	AD, SH
Topsfield	6,641	11.92	60.91	Public Works	Superintendent	AD, CO, PP, SH, WA, VM
<u>Other Bordering Communities</u>						
Natick	36,050	14.95	157.75	Public Works	Director	AD, EN, ER, SH, WA, OT
Needham	31,388	12.29	140.46	Public Works	Director	AD, EN, FB, PP, RT, SR, SH, SE, WA, VM, OT
Walpole	25,200	20.44	139.32	Public Works	Director	AD, CM, EN, FB, PP, SH, SE, WA, VM
Wellesley	28,670	10.02	131.95	Public Works	Director	AD, EN, PP, RT, SR, SH, SE, WA, VM
Notes:	1. U.S. Census estimate as of July, 2019 2. MassDOT 2018 Massachusetts Road Inventory Year End Report					
Legend:	AD - Administration CO - Cemetery (overall) CM - Cemetery (maintenance only) EN - Engineering ER - Equipment Repair/Maintenance FB - Facilities/Building Maintenance PP - Park/Playgrounds RT - Recycling/Transfer Station SE - Sewer SR - Solid Waste/Recycling SH - Streets/Highway WA - Water VM - Vehicle Maintenance OT - Other					

E. Observations and Analysis

It is clear from all parties that there is a level of respect for the departments that can normally be associated with public works functions and their personnel. The citizens of Dover take pride and expect that these services are and will be provided at a level that satisfies their needs. The elected officials that oversee these operations all spoke highly of the services that are provided by these departments and their personnel. This limited review certainly did not find any issues or practices that could be considered a material defect or needed immediate review and remedy. We did find that generally the facilities for public works functions were above normal for a town the size of Dover. The following points will address our observations and our analysis.

1. Overall Planning – Overall planning and guidance for public works functions was an area believed needed attention. From a view of 30,000 feet, public works operations are decentralized and more difficult to understand. As municipal government gets more complicated with federal and state rules and guidelines, there needs to be a person responsible for coordinating and guiding those needs. This is similar to the need where a town administrator works with various parties and interest groups to understand the total picture of the community. We believe that is the structure needed for public works functions. We did hear from various individuals that there is concern for future growth and the impacts that may have. Growth needs to be assessed and reviewed. The information that public works brings to the table is critical to those discussions. At present, Dover simply utilizes the services of a part-time Town Engineer (who also has work responsibilities for the Board of Health). More is needed to protect the Town and to guide the public works functions into the future. In addition, there are opportunities for systems analysis and potential for doing things differently that will result in efficiencies and effectiveness. This is highlighted by the comparisons done with the other communities. It shows that the vast majority of communities have gone to a model that is more adaptable to change. This can be accomplished by having someone looking at things from a greater perspective rather than relying on multiple parts to collaborate on all matters. Currently, collaboration is on an ad hoc basis but could be better executed with planning and foresight.
2. Recalibration – In addition to a higher level of planning, certain individuals need to be allowed to thrive even further in their particular roles. In particular, the Director of Parks & Recreation can concentrate his skills in the recreation area for which he is highly competent. Drawing from his time to address landscaping and park maintenance issues is not the best use of this skilled position. Another example is the Town Engineer. This position spends varied hours per week in Highway depending on need. There are opportunities with this position to be more dedicated to the task, particularly relative to growth issues.
3. Personnel Administration – Even though there is one collective bargaining union throughout the various departments, it is debatable as to whether all affected personnel are addressed in the same manner when it comes to direction, assignments, evaluations, training, and adjustment areas which can include discipline. A clear advantage to having positions that have similar characteristics is to have a personnel system that is clearly defined and administered. Multiple elected boards are policy bodies that should provide

goals but often have difficulty in managing a personnel system that is consistent across departments.

4. Redundancy – Dover is fortunate to have several individuals who have been with the Town for a long period of time in their present assignment. This has allowed the Town to have a great deal of institutional knowledge with this cadre that has benefitted operations. These individuals understand their respective operations and have been effective in guiding them based on their history and knowledge base. However, that knowledge base is compartmentalized and not shared with others. There is a lack of redundancy in operational needs and history. This is prevalent with the fact that there is no backup for the Cemetery, Building, and Water supervisors. The long-time Superintendent of Street recently retired and did have a working foreman as second in command. This system did allow for much of the knowledge base to be absorbed by this individual. The question is how much of that is catalogued if this individual were to suddenly leave employment with the Town.
5. Water System Maintenance – There is a particular concern in the water systems for Dover. The Town has a complicated system with a lot of history. The knowledge of this system has been entrusted to the Superintendent of Building Maintenance. The Town maintains the system for the Chickering School and then has ownership responsibility for pipes with the water system operated by Colonial Water that serves approximately 30% of residences. On record there is a back-up operator but, in reality, how familiar is the person with the system. The Town needs to address this sooner than later.
6. Safety – Safety was a concern cited by some staff during the interviews. In discussion, the operational personnel were able to cite specific circumstances and their concerns. In particular, the Cemetery Superintendent is often alone when working with dangerous equipment. In smaller departments such as this, safety should be a concern that is addressed on a regular basis with training and protocols. In particular, when using certain tools such as powers saws, a second person should be present. That person should be ensuring that safety protocols are in use and is available in case an accident does occur. There is also more opportunity for safety training and for procedures to be standardized.
7. Equipment – It was certainly noted that Dover has equipment that typically exceeds the level normally associated with a town this size. Personnel seem to take pride in maintenance of their individual inventory and have separate shops for small equipment maintenance. There certainly is capacity to look at need from a consolidated viewpoint and determine the true level of need for equipment across the various functions. If there was a ‘gang’ approach to lawn care, we believe that there could be a better use of overall time. We also believe that there may be different options to pursue in possibly more use of seasonal labor or manual duties and contracting outside firms for certain functions. Other towns have found different ways to get tasks done in a more economical fashion. If similar functions were combined, that would allow for more options including purchasing of equipment that would be more reflective of the Town’s needs. There is also room to improve on the capital programming for all equipment. Different responses were transmitted as to whether there is a capital plan in place which begs the question as whether there is a comprehensive approach to this issue.

8. Citizen Volunteers – There was some expressed belief citizen volunteer board/commission members would welcome additional assistance when trying to implement policies they have determined to be beneficial. These boards want to be involved with policy but sometimes find themselves too much into the operational details. For example, it was noted that the Recycling Committee would like to be less involved in operational week-to-week details on recycling disposal.
9. Operational Cooperation – Most believe there is a high level of operational cooperation but there are some concerns that it is not always a two-way street. People are willing to co-operate, but a clearer system would enhance these operations.
10. Administrative Support – It is our understanding that the Town is reviewing options to add additional hours for administrative support. Several of our conversations highlighted the need for additional support in various areas. We see the need for support that could certainly benefit cemetery and recycling operations as well general support for supervisors.
11. Capacity for Advancement – There is opportunity to re-align the structure to allow for additional growth and advancement opportunities. Having advancement opportunities available to all personnel is usually considered one of the components to good morale. A formalized Public Works Department also enhances the future options for succession planning.
12. Outdated Positions – Many towns have taken the opportunity to review appointed offices that were once common in past times but are no longer of use or value. The responsibilities formerly included within these positions have been incorporated into line functions or are no longer needed. We see this as an opportunity for these positions to be reviewed and eliminated, and highlighted, if necessary, under job functions of full-time personnel.
13. Facilities – Current facilities associated with public works are already consolidated into one yard. All personnel report to the same complex which addresses the issue of interaction amongst personnel. The current facility was built in the same way a consolidated public works facility would be built. In addition, the various town facilities and buildings are in close proximity to each other which enhances the concept of a team approach to public works functions.

F. Conclusions and Recommendations

As has been documented and related by all those interviewed as part of this assessment, based on current configuration and staffing, the various Town departments provide all of the necessary public works' services that the citizens of Dover expect and currently satisfies the community needs. However, as documented in the previous section, the present organizational configuration may hinder the growth and effectiveness of future overall operations of these functions in certain respects. Thus, for a variety of reasons that will be outlined below, it is the conclusion and recommendation of this assessment that the Town of Dover merge the various public works

functions and associated departments into one consolidated Department of Public Works under the direction of a Director of Public Works.

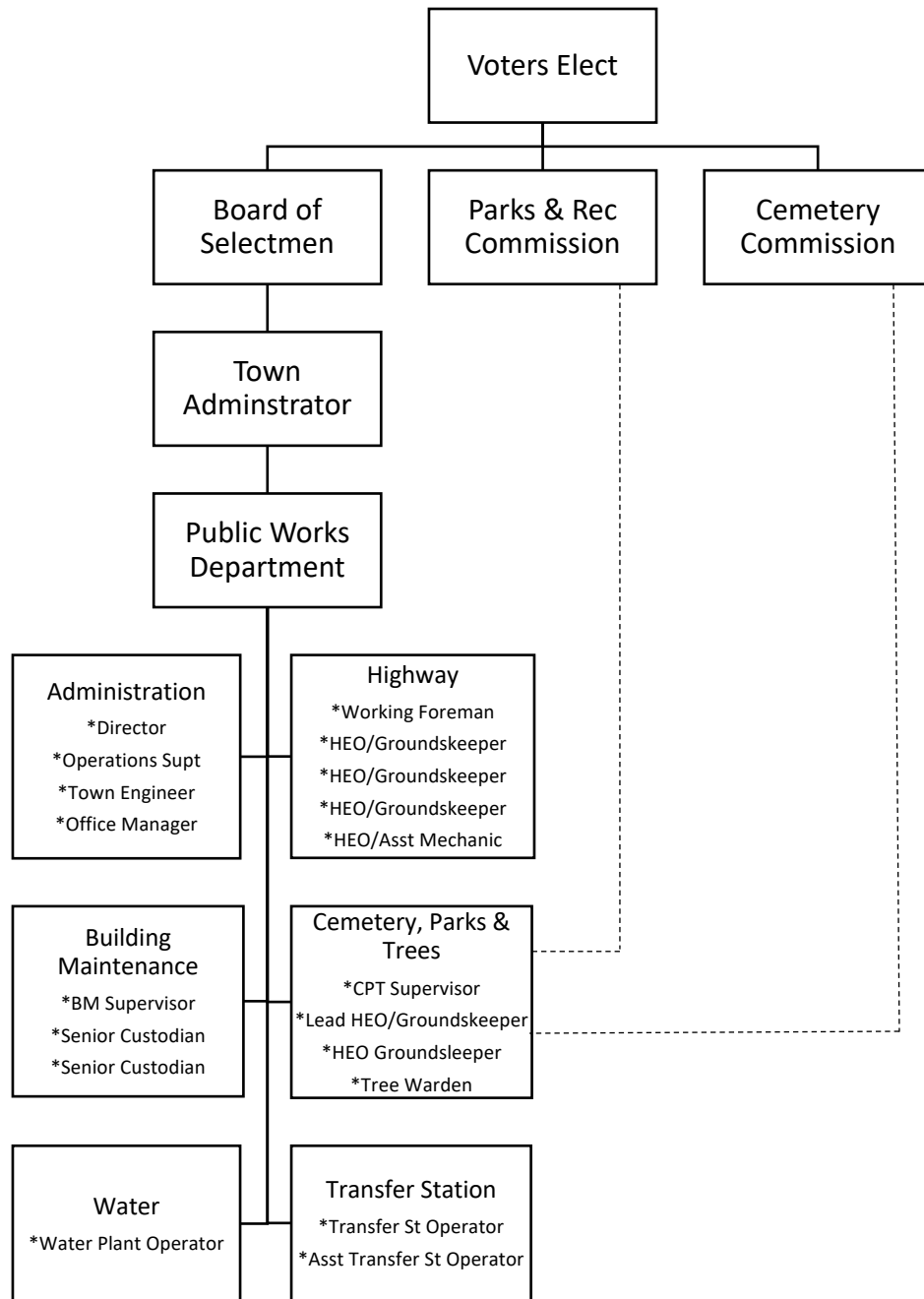
As presently constituted, the current organizational structure and entities pose a series of concerns:

- ✓ Lack of cohesive direction and operations,
- ✓ Lack of overall planning and guidance for public works' functions,
- ✓ Lack of redundancy and backup of certain positions and responsibilities,
- ✓ Lack of documentation and history of operations in certain functions,
- ✓ No succession planning or measures,
- ✓ Insufficient safety measures in certain operations,
- ✓ Duplication of storage and maintenance space,
- ✓ Duplication of and possible excess equipment,
- ✓ Lost opportunities in economy of scale for operations such as maintenance, and
- ✓ Over-reliance on elected and/or volunteer boards/commissions.

The recommendation is to merge the Highway Department, the Building Maintenance Department, the Water Department, the 'parks' section of the Parks & Recreation Department, and the maintenance segment of the Highland Cemetery under a consolidated Department of Public Works (DPW) headed and managed by a Director of Public Works. The DPW would consist of six divisions: Administration; Highway; Building Maintenance; Cemetery, Parks & Trees; Water; and Transfer Station (see Figure 3.). Both the Cemetery Commission (in regard to the Highland Cemetery) and the Parks & Recreation Department (in regard to parks and playing fields) would maintain responsibility relative to the Cemetery, Parks & Tree Division in setting appropriate policy.

Note: Figure 3 not only demonstrates the proposed DPW organization, it also illustrates the personnel assigned to each division which will be addressed later in this report.

Figure 3. Proposed Public Works Department Organization & Staffing



The Public Works Director would be responsible for managing and administering the services and operation of the Town's Department of Public Works including equipment, fleet and building maintenance, engineering, highway, solid waste, snow and ice removal, maintenance of grounds, maintenance of Highland Cemetery, and the planning and execution of major capital projects. It is proposed that the Town Administrator, with the approval of the Board of Selectmen, appoint the Public Works Director. The Public Works Director would report to and work under the general supervision of the Town Administrator.

Appendix B is a draft 'Director of Public Works' Position Description. In terms of salary, Salary Grade 15 (\$93,202 - \$118,977) is the highest on the Town's salary plan. If the proposed plan is implemented, the salary range may be considered on the low side to attract a qualified candidate for the position. For the comparison communities similar in size to Dover, the average salary of a DPW Director is just under \$120K per year.

The current Superintendent of Streets position is a Salary Grade 15. The proposed DPW Director would have greater responsibilities, essential functions, and span of control. The required minimum qualifications for the position are also much more. Comparing the duties and responsibilities of this new position to other senior level positions within the Town as well as positions within the proposed Department of Public Works framework: Grade 15 – Town Accountant, Treasurer/Collector; Grade 14 - Library Director, Parks/Recreation Director, Town Engineer; Grade 12 – Operations Superintendent, Building Maintenance Superintendent; and Grade 10 – Working Foreman.

It is recommended the Town implement a Salary Grade 16 with a range of \$99,727 - \$127,305 as well as a Salary Grade 17 with a range of \$106,708 - \$136,216 (maintaining the same 7% differential currently between grades). A qualified person could be hired with a salary somewhere in the higher range of Grade 16 (\$118K - \$122K) or near the midpoint of Grade 17 (\$120K - \$124K). The upcoming classification/compensation study could be used as an impetus for implementing these new Salary Grades.

The recommended consolidated DPW does not increase the current total number of positions and full-time equivalents (FTE). Currently, there are 15.1 FTEs spread amongst the departments. The proposed consolidated DPW is configured with the same 15.1 FTEs although with some modifications and changes to job titles (see Figure 4 on page 18).

There are currently two vacancies: Superintendent of Streets and a Heavy Equipment/Groundskeeper (in Parks & Recreation). Under the proposal, these positions would be deleted. Two new positions would be created: Director of Public Works (as outlined above) and an Operations Superintendent. The creation of the Operations Superintendent would entail an increase in overall salary costs. In future years, this would be adjusted by reducing the salary grade of the Building Maintenance Superintendent upon the incumbent retiring.

It is also proposed the Town considers converting a Heavy Equipment Operator/Groundskeeper position in the Cemetery, Parks & Trees Division to a Lead HEO/Groundskeeper position. Converting a current position to Lead HEO/Groundskeeper will allow for proper and better hands-on supervision on specific day-to-day projects as well as during the engagement of seasonal

employees. This will also create additional capacity for advancement within the Department of Public Works organization. Having advancement opportunities available to all personnel is usually considered one of the components to good morale. This conversion would entail only a minimal salary increase (a Salary Grade 6 to a Salary Grade 7).

The proposed staffing includes the addition of an Operations Superintendent and the modification of two job titles within the DPW. It is proposed the title of 'Building Maintenance Superintendent' be changed to 'Building Maintenance Supervisor'. This change does not necessarily need to occur at present but can be withheld until the incumbent retires. It is also proposed the title of 'Director of Office Administration' be changed to 'Office Manager' (or similar title) to accurately reflect the position and associated job responsibilities.

The Operations Superintendent would be a highly responsible administrative and supervisory position directing the daily operations of the Department of Public Works, reporting to the Director of Public Works. The Operations Superintendent would oversee the working foreman, the two supervisors, and their crews in the day-to-day performance of assigned duties. Duties of the Operation Superintendent would include short- and mid-term planning, project organization and field layout, crew assignments and direction, site inspections to confirm compliance with regulatory practices, and street/sidewalk infrastructure maintenance and improvements. This position would work with the Director of Public Works to develop project priorities, staffing/equipment needs, and carries out personnel assignments. In terms of salary, a Grade 12 with a range of \$76,081 to \$97,121 would seem appropriate. (Note: the Working Foreman is a Grade 10, the Building Maintenance Supervisor is a Grade 12, and the Cemetery Supervisor is a Grade 9.) As previously stated, upon the incumbent's retirement, the Building Maintenance Supervisor should be reduced, most likely to a Grade 10.

PROPOSED STAFFING - DEPARTMENT OF PUBLIC WORKS

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In terms of the budget, a modest increase will be needed in Salaries due to reclassifications of positions as recommended. There would be no other anticipated budget increases. At some point, the entire budget of the Building Maintenance Department and a portion or all of the Cemetery budget would be merged into the DPW budget. Certain line items from the Parks & Recreation budget would also need to be transferred to the DPW budget (a portion of both the salary and clothing line items for the three Heavy Equipment/ Groundskeepers, and the entire expense line items for grounds maintenance and professional services). In due time, it is anticipated the Town and DPW would enjoy a reduction in equipment maintenance and equipment replacement costs due to the quantity of similar equipment (i.e., grass mowers).

In order to provide consistency and avoid overlap/confusion in responsibilities subsequent to implementing the above organizational changes, it is also recommended the Board of Selectmen introduce appropriate warrant article(s) at a future Town Meeting to delete certain designations of positions contained in the Dover Town Code – Division 1: Town Meeting Enactments, Part 1: General Bylaws - Administrative, Chapter 4: Town Officers, Committees and Commissions:

Article XIX: Superintendent of Streets, § 4-25: Appointment; duties. There shall be a Superintendent of Streets appointed annually by the Board of Selectmen. The Superintendent of Streets' duties and authority shall include, but shall not be limited to, those specified in Massachusetts General Laws (MGL) Chapter 41, Sections 66, 68 and the Dover General and Zoning Bylaws.

Article XXXI: Finance Committee on Roads, § 4-41: Appointment; duties. There shall be a 5-member Finance Committee on Roads, including 1 member of the Board of Selectmen appointed by that Board. The remaining 4 members shall be appointed by the Board of Selectmen on a rotating basis of 1 or 2 appointments each year for 3-year terms. The Town Administrator shall serve as an ex officio member. The Committee shall make recommendations to the Board of Selectmen for highway priorities, including capital planning, equipment purchases, labor force issues, facilities/space planning, transfer station operations, snow and ice removal, expenditure of Chapter 90 highways funds, budgeting, office administration, and any other matters with respect to the operations of the Highway Department.

Article XXXVI: Tree Committee, § 4-46: Appointment; consultation with Tree Warden; report. There shall be a 3-member Tree Committee appointed by the Board of Selectmen on a rotating basis of 1 member each year for a 3-year term. The Tree Committee shall advise and consult with the Tree Warden about the care of trees belonging to the Town, the control of Dutch elm disease and other insect pests, and the planting of frees on property belonging to the Town, and shall annually submit a written report to the Selectmen.

Appendix A. Community Comparisons

	<u>Dover</u>	<u>Ashland</u>	<u>Ayer</u>	<u>Bolton</u>	<u>Boxborough</u>	<u>Georgetown</u>
Square miles	15.12	12.33	8.92	19.95	10.29	12.86
Roadway miles	62.24	82.12	51.26	66.46	41.40	64.58
DPW a formal department	no	yes	yes	yes	yes	no
Division/Units						
Administration	yes	4.75	3.00	2.00	1.00	0.50
Cemetery overall		1.00		yes	1.00	
Cemetery maintenance only	yes	2.00			7.00	
Engineering	yes	0.50				
Equipment Repair/Maint		0.50	1.00	yes	yes	
Facilities/Bldg Maint			2.00	yes		
Parks/Playgrounds		2.00		yes	7.00	
Recycling/Transfer St	yes		2.00	yes	2.00	
Solid Waste/Recycling		0.75		yes	2.00	
Streets/Highway	6	7.00	5.00	9.00	7.00	5.00
Sewer		3.50	5.00			
Water		3.50	5.00			6.00
Vehicle Maintenance	1	0.50	2.00	yes		
Other	Stormwater	Stormwater 1.5	Stormwater			
Elected/Appt Boards/Comm	Cemetery Comm		Recycling Cmte	Cemetery Comm	Cemetery Comm	Water Comm Light Comm
Title of DPW Head	Supt of Streets	Director	Superintendent	Director	Director	Surveyor of Highways
Who appoints DPW Head	Select Board	Town Manager	Town Manager	Select Board	n/a	n/a
Annual salary DPW Head		\$123,855	\$134,210	\$103,376	\$107,000	\$102,000
P.E. required	no	no	yes	no	no	no

	<u>Hamilton</u>	<u>Harvard</u>	<u>Lincoln</u>	<u>Medfield</u>	<u>Millis</u>	<u>Natick</u>
Square miles	14.18	26.44	14.23	14.40	12.02	14.95
Roadway miles	52.10	79.92	61.06	80.32	52.05	157.75
DPW a formal department	yes	yes		yes	yes	yes
Division/Units						
Administration	4.00	0.33		3.00	yes	4.00
Cemetery overall	1.00			2.00	yes	
Cemetery maintenance only		3.00				
Engineering						5.00
Equipment Repair/Maint				2.00	yes	9.00
Facilities/Bldg Maint	1.00	yes				
Parks/Playgrounds	1.00	yes			yes	
Recycling/Transfer St		1.00		2.00	0.40	
Solid Waste/Recycling	yes	yes			yes	
Streets/Highway	3.00	8.00		10.00	3.27	26.00
Sewer				5.00	3.61	
Water	4.00	1.00		5.00	4.58	28.00
Vehicle Maintenance	1.00	1.00			yes	
Other	Procurement 1.0			Tree 1.0	Stormwater 2.44	Land, Facilities, Nat Resources 8.0
Elected/Appt Boards/Comm	Waste Reduction	Cemetery Comm		Cemetery Comm		
		Sewer/Water Comm		Water/Sewer Board		
		Parks/Rec Comm		Recycling Cmte		
Title of DPW Head	Director	Director	Superintendent	Director	Director	Director
Who appoints DPW Head	Town Manager	Town Admin.		Town Admin.	Town Admin.	Town Admin.
Annual salary DPW Head	\$123,000	\$112,209		\$144,700	\$136,000	\$146,145
P.E. required	no	no	no	no	no	no

	<u>Topsfield</u>	<u>Walpole</u>	<u>Wayland</u>	<u>Wellesley</u>	<u>Weston</u>	<u>Westwood</u>
Square miles	11.92	20.44	15.05	10.02	16.82	10.88
Roadway miles	60.91	139.32	96.53	131.95	111.03	89.16
DPW a formal department	yes	yes	yes	yes	yes	yes
Division/Units						
Administration	2.00	3.00	5.50	9.00	9.00	6.00
Cemetery overall	1.50		2.00			2.00
Cemetery maintenance only		2.00			1.75	
Engineering		2.00	3	9.00		outsourced
Equipment Repair/Maint					4.00	1.00
Facilities/Bldg Maint		13.00				3.00
Parks/Playgrounds	1.50	9.00	7.00	20.93	1.75	6.00
Recycling/Transfer St			2.50	7.00	3.00	
Solid Waste/Recycling				7.00		yes
Streets/Highway	4.00	8.00	9.00	26.31	6.00	10.00
Sewer		3.00	1.00	14.00		3.00
Water	2.00	12.00	8.00	14.00	4.50	
Vehicle Maintenance	1.00	5.00	3.00	9.00		1.00
Other					stormwater 3.0	
Elected/Appt Boards/Comm		Sewer/Water Comm	Board of Public Works	Board of Public Works	PAYT Committee	Sewer Comm
			Wastewater Comm			Cemetery Comm

Title of DPW Head	Highway, Parks, & Cemetery Supt	Director	Director	Director	Director	Director
Who appoints DPW Head	Town Admin.	Town Admin.	Town Admin.	Board of Public Works	Town Manager	Select Board
Annual salary DPW Head	\$109,000	\$140,000	\$140,000	\$143,024	\$153,140	\$148,886
P.E. required	no	no	no	no	no	no

Appendix B. Draft ‘Director of Public Works’ Position Description

Position Title: Director of Public Works

Statement of Duties

The Director of Public Works position is responsible for managing and administering the services and operation of the Town’s Department of Public Works including equipment, fleet and building maintenance, engineering, highway, solid waste, snow and ice removal, maintenance of grounds, maintenance of Highland Cemetery, and the planning and execution of major capital projects.

Supervision

The Town Administrator, with the approval of the Board of Selectmen, appoints the Director of Public Works. The Public Works Director reports to and works under the general supervision of the Town Administrator. The employee is required to work independently, within established policies and procedures and the requirements of federal, state, and local law (as applicable), and with minimal direct supervision.

As a managerial employee, the Public Works Director supervises either directly, or through designated managers and foremen, all regular full-time and part-time Public Works employees, including seasonal and temporary staff.

Job Environment

Minimum physical effort is generally required in performing duties under typical office conditions. Employee is occasionally exposed to outdoor weather condition extremes and hazards associated with construction sites and various public works projects.

Makes frequent contact with the general public, other Town officials, state and regional government agencies, contractors, and vendors; contacts are in person, by phone or in writing and involve discussing complex information; resolving service requests. Close cooperation, coordination and collaboration may be required with Town Boards/Commissions/Committees and other Town departments due to overlapping projects and jurisdictions. Attendance at evening board/commission/committee meetings in addition to weekend and other work performed outside of routine business hours in the event of an emergency.

Has access to Department-related confidential information and access to Department personnel files.

Errors in administrative decisions could result in lower standards of service, sub-standard construction and facilities, and inadequate maintenance programs, with consequent danger to public safety; errors in supervisory and financial decisions could result in excessive costs.

Position 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.

Essential Functions

- ✓ In accordance with applicable general and special law, by-law and/or vote of the Town manages, directs, plans, organizes and controls all operations (including, but not limited to, streets/roads engineering, maintenance and construction; fleet maintenance; park, athletic fields, and playground maintenance and construction; cemetery maintenance; snow and ice operations; solid waste disposal and recycling; and permitting, road drainage systems) and administration (including but not limited to budget and financial management, procurement, employee relations, union contract adherence, and personnel) of the Public Works Department.
- ✓ Evaluates Public Works needs to deliver effective and cost-effective services; implements the goals and objectives as established by the Town Administrator; recommends long-term and short-term strategic plans to attain goals; and has oversight for both short-term and long-term Public Works planning.
- ✓ Recommends, develops, and implements Department of Public Works policies; formulates operating procedures; determines priorities and assesses progress, and directs work-related functions generally through subordinate supervisory personnel.
- ✓ Acts as the liaison with and represent Public Works before state, federal and regional authorities; and ensures compliance with local, state, and federal laws and regulations.
- ✓ Serves as the Public Works public information officer in responding to suggestions, complaints, and criticisms.
- ✓ Annually prepares, recommends, and submits both operational and capital budgets (including but not limited to vehicles, equipment, materials, repairs, parks, athletic fields, playgrounds and technology); manages approved budgets to ensure operations are within guidelines; periodically advises the Town Administrator on the status of budgetary overages/shortages; and develops and implements Public Works fiscal controls.
- ✓ Advises the Town Administrator, and other Town boards and officials on the technical aspects of Public Works initiatives/programs and makes recommendations as appropriate.
- ✓ Oversees all preparation aspects of plans and specifications for bid packages and advertising; analyzes bids and awards contracts; manages awarded contracts; oversees contracted work; and interacts with contractors to ensure completion and adherence to specifications and budgeted guidelines.
- ✓ Applies for and administers Public Works grants; prepares reports and documents as required; maintains Public Works records and plans as required.

- ✓ Maintains cooperative relationships with all Town departments for purposes of enhancing efficiency, productivity and morale.
- ✓ Subject to approval by the Town Administrator, hires, assigns, and disciplines Public Works personnel. All such actions shall be taken in accordance with all applicable laws, collective bargaining agreements, and personnel practices and policies.
- ✓ Directs, leads, motivates, assigns work, schedules, and provides overall supervision and training for Public Works personnel; makes recommendations on appropriate staffing levels; is responsible for recruitment of personnel; reviews and evaluates work and performance; and is responsible for the implementation and administration of union contracts.
- ✓ Is responsible for developing, recommending, and implementing departmental policies, methods and procedures affecting operations in compliance with federal, state, and local laws, regulations and by-laws and collective bargaining agreements; formulates operating procedures; and determines priorities and assesses progress.
- ✓ Stays abreast of legislative, technical, and professional developments within the Public Works jurisdiction through continuing education, professional associations, seminars, forums, etc.; and shares relevant knowledge with staff and Town officials.
- ✓ Performs similar or related work as required or as situation dictates.

Minimum Qualifications

Education and Experience

Bachelor of Science degree in Civil Engineering or related field is required, Master's preferred. Seven to ten years progressively responsible, broad-based experience in public works management and administration, of which five (5) years is in a management position., or any equivalent combination of education and work-related experience.

Special Requirements

Must possess a valid driver's license, CDL class A or B preferred. Registered as a Licensed Professional Engineer in the Commonwealth of Massachusetts and/or registration as a Licensed Surveyor in Massachusetts is desirable.

Knowledge, Abilities and Skills

- ✓ Working knowledge of civil engineering principles, practices and methods as applicable to construction and maintenance of streets, roadways, and bridges in a municipal setting.
- ✓ Working knowledge of parks, athletic field and playground construction and maintenance, as well as cemetery maintenance, in a municipal setting.
- ✓ Working knowledge of solid waste disposal and recycling principles, practices and methods as applicable to a municipal setting.

- ✓ Considerable knowledge of/experience with state bidding practices and use of state contracts.
- ✓ Working knowledge of environmental health and safety relevant to Public Works operations.
- ✓ Knowledge and ability to interpret and develop plans and specifications utilizing relevant computer applications.
- ✓ Demonstrated ability to manage a variety of responsibilities under variable conditions.
- ✓ Demonstrated ability to manage complex technical and administrative duties requiring independent judgment.
- ✓ Ability to interpret and apply federal, state, and local bylaw rules and regulations as applicable to Public Works activities.
- ✓ Ability to lead, motivate and direct a diverse workforce.
- ✓ Ability to maintain effective working and professional relationships with employees, officials, contractor, vendors, and the general public.
- ✓ Ability to communicate effectively, both orally and in writing.
- ✓ Skill in developing policies and procedures to accomplish stated goals and objectives.
- ✓ Demonstrated organizational, planning, and financial skills.

FLSA

This position is exempt under the Fair Labor Standards Act.