
FINAL REPORT

Town of Fairhaven

Management Study



May 6, 1987

BENNETT & SHAW MANAGEMENT CONSULTANTS

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FINAL REPORT TOWN OF FAIRHAVEN MANAGEMENT STUDY

May 1987

Town Meeting Member,

Please review the enclosed copy of the Management Consultant's final report to the Town of Fairhaven.

On June 3rd, 1987, the Board of Selectmen, Finance Committee and Study Committee will hold an "informational meeting", relative to the contents of this report, in order to answer any and all questions you may have. Such meeting will be held at the Hastings Middle School, in the auditorium, at 7:00 P.M. Please be in attendance!

Shortly thereafter, a Special Town Meeting will be called for, in order to vote on the contents of this report.

PARTNERS • Richard T. Bennett • Kennedy Shaw

**SENIOR ASSOCIATES • Eleanor S. Seaton •
Suzanne Graves-McMahon**

**ASSOCIATES • Donald P. Bliss • Thomas J. Brennan • Thomas J. Groux •
Donald E. Rowan • Kenneth C. Albert • Barbara Thornton •
Maureen G. Valente • Arthur V. Morley**

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I. INTRODUCTION

A. BACKGROUND

At the Annual Town Meeting held in May 1986, a Bylaw was placed before the Town Meeting members for the purpose of creating the position of Executive Secretary as allowed under a state enabling act. The bylaw was recommended by two of the Selectmen. Part of their rationale for the action was the retirement of two of the long standing and key employees of the Town - the Clerk\Treasurer and the Executive Secretary to the Board of Selectmen.

There was also a growing realization on the part of several Town officials and employees that the growth and economic pressures on the Town required more full-time supervision than the part-time Board of Selectmen could provide.

The decision of the Town Meeting was to create instead a three member Government Study Committee to examine the structure of the Town government and to report back to the 1987 Town Meeting. Alice Torres, the former Executive Secretary to the Board of Selectmen, was chosen by the Board of Selectmen; Dennis Gallant was selected as Chairman by the Moderator and Roland Seguin was selected by the Finance Committee.

The Committee began its work by interviewing Town officials and employees and examining the work of the 1973 Charter Commission, of which Roland Seguin had been a member. The Committee prepared an interim report in December 1986 summarizing its findings and making two recommendations. The first one was that the Town should employ a consultant to work with the Committee to analyze the operation of the Town departments, exclusive of the School Department, and make recommendations.

The second recommendation was to have the Town Meeting go on record to support the creation of a Charter Commission leading toward a more flexible charter that could be amended by the Town Meeting rather than requiring special legislation for future changes. You will find a copy of that interim report attached as Appendix A.

In connection with the first recommendation, the Committee had recommended to the Selectmen that Bennett & Shaw be employed to do the work. The Selectmen concurred in that recommendation and our firm was authorized to do the work on February 2, 1987.

B. DESCRIPTION OF FAIRHAVEN

Fairhaven is a community of 15,646 people located on a land area of 12.15 square miles. It shares a large harbor with the City of New Bedford which, in turn, is the home of one of the country's largest commercial fishing fleets. In terms of population, it is the 103rd largest community out of 351 in the Common-

wealth and in terms of municipal wealth measured by per capita equalized valuation, it is ranked 258th in the state with an equalized per capita valuation of \$18,117 as of 1984. It had a per capita income of \$6,390 based on the 1980 census figures with 269 families listed as being below the poverty level.

Fairhaven has an A credit rating from Moody's and Standard and Poor. It ranks 117th in total municipal expenditures, 121st in equalized tax rate and 84th in terms of debt per capita based on the 1984 Municipal Data Bank Report prepared by the Massachusetts Department of Revenue.

The community had stayed fairly stable in terms of population over the past several decades but because of the pressure for property near the water and the economic activity taking place in the general area, it is beginning to experience growth not only of single family homes but also apartments and condominiums.

C. METHODOLOGY

Mr. Kennedy Shaw, one of the partners of Bennett & Shaw, served as the principal consultant on the project. Mr. Shaw has over 30 years of professional public management experience as a City and Town Manager, as the former Executive Director of the Massachusetts Municipal Association, and as a consultant for cities and towns.

He was assisted in the project by Mr. Harvey Beth, a CPA, former Finance Director of Needham, MA and former Director of the State Bureau of Accounts and also by Mr. Arthur Morley, formerly with the State Department of Revenue where he was Data Processing Administrator, and the State Street Bank as a computer consultant. Mr. Richard Bennett, the other partner in the firm also participated in the study. Mr. Bennett enjoys over 20 years of experience as a City and Town Manager and a consultant. You will find resumes for these four individuals attached as Appendix L.

We began the assignment by interviewing a wide range of Town officials and employees as well as former officials. You will find a list of the people interviewed attached as Appendix B. We also examined a variety of Town documents including the annual report, the budget, the labor contracts, the RFP for the proposed data processing system, the latest audit report, the financial records, and the 1973 Charter Commission Report. We paid particular attention to the underlying management systems including data processing, personnel, budgeting, capital planning and financial controls.

We asked the government Study Committee to temporarily expand its membership to include the Selectmen, the Finance Committee Chairman, the former Clerk/Treasurer and two or three department heads so that we could obtain feedback from a broader range of people concerning the needs and problems of the Town. We met with the Study Committee three times during the course of our work.

Following the interviews and the research as well as our meetings with the Committee, we have prepared this preliminary report on our findings and recommendations. We will meet with the study group to discuss the preliminary report to insure that we have addressed all of the concerns which have been raised with us.

Following that meeting, we will make any changes or corrections that might be required and deliver a final copy of the report to the Government Study Committee and to the Board of Selectmen. We would make ourselves available to present the final report at a public meeting if that is requested.

II. FINDINGS

A. GENERAL MANAGEMENT FUNCTIONS

It is important to bear in mind that even though many things need to be improved in the management of the Town of Fairhaven, the situation is not unique. Many communities like Fairhaven have been blessed with citizen volunteers and long-term dedicated employees who have worked for many years at low salaries. These communities have been able to "get along" with those kinds of volunteer and dedicated people.

That type of effort tended to work better when local government was simpler, when we didn't have complicated state and federal laws concerning environmental questions, difficult negotiations with employee unions, the constant threat of litigation, and complex financial issues such as Proposition Two and a Half and its attendant impact on assessing.

Communities have also begun to experience difficulty in finding citizen volunteers. There are more families with two wage-earners. People are more concerned about being sued as a result of their civic activities. We have less unemployment now and it is harder to attract people and to keep them in municipal employment. In short, local government, by necessity today, is more of a full-time activity requiring professional skills in its operations.

Fairhaven is certainly no exception to this story. It has been blessed with many dedicated and capable volunteers and paid employees. However, some of the strains are beginning to show. Two of the key long-term employees recently retired, and it is often difficult to recruit qualified people to run for the many elected positions in the community.

1. Dispersion of Chief Executive Powers

Under the Town Meeting-Selectmen form of government, the Town Meeting is the legislative body and the Board of Selectmen serve as the Chief Executive Officer. Fairhaven has dispersed the general management function even more by providing for an elected Board of Public Works and an elected Board of Health. The Selectmen serve as the Board of Fire Engineers so that they have executive authority over the Fire Department.

The Board of Selectmen serve on a part-time basis so that they are not available at the Town Hall on a regular basis although they are often contacted by phone at their homes. They have at their disposal an Executive Secretary to serve as the office manager and to see that agenda items are properly set up and followed through. She takes a diligent and responsible approach to her job. However, the individual serving in that role presently is new to the position, had not previously worked in local government and does not have any real authority over other

employees in the Town Hall outside of the 3 individuals working in the Office of the Selectmen.

The Selectmen tend to be held responsible by the people in the community for all of the governmental functions. However, the fact is that they do not have authority over many of the local government activities taking place in the Town. The following table shows the two categories:

Departments Supervised
by the Selectmen

Fire
Police
Building Inspector
Planning Coordinator
Shell Fish Warden
Town Accountant
Civil Defense
Animal Control Officer

Departments Independent
of the Selectmen

Clerk/Treasurer
Tax Collector
Board of Assessors
Board of Public Works
Board of Health
Library Board

The conclusion has to be reached that Fairhaven does not have a real general management position either in terms of powers or capacity; therefore, there is no real coordination of the various municipal functions.

2. Strategic Planning

Inasmuch as there is no general management position in the community, it is not surprising that Fairhaven does not do strategic planning. There is no one qualified or responsible for doing long-term financial strategic planning. As we will comment in a separate section, the Town does not have a capital budget. It has not attempted to develop cost or revenue estimates over a 3 to 5 year period for such things as state-aid, collective bargaining costs, revenues from new construction, bond issues, equipment and building replacement, etc.

The community is being constantly approached by developers who are well prepared in terms of having legal and engineering advice available, to approve subdivisions and condo units. We felt as a result of our research that Fairhaven was not well-positioned to know what it wanted to accomplish as a community versus reacting to needs of the developers.

3. Budgeting

The Town does not have an adequate budget system. The current system is new this year and is far too detailed to provide the policy makers of the community with the type of financial analysis they need to make sound decisions. The Town does not have a capital budget process and decisions about building repairs and equipment replacement tend to be made on the basis of a crisis or the skill of a particularly effective

department head.

Good budgeting is one of the essentials of a well-run public agency and is important not only to the policy decision-makers but also to the operating department heads if they are going to be held accountable for their operations.

Budgeting is one of the principal weaknesses in the Fairhaven operation. The Town does not have a program budget or even an adequate line item budget in place. The department heads have not been properly trained in preparing and managing a budget. The monthly reports are inadequate for control purposes. Purchases are not encumbered. There is no one on the staff of the Town with the exception of the Director of Public Works who has had courses in budgeting.

4. Personnel Management

The Town does not have a real personnel management system. No individual is charged in Fairhaven with developing and administering an overall personnel system for the Town. Personnel records are kept in the Office of the Clerk/Treasurer but other types of personnel functions are carried out in the various departments with varying degrees of effectiveness depending on the training and interest of the department head. The Town does not have an effective employee counseling program. It does not evaluate its employees. It has a very limited affirmative action program. It does not have a system for systematically training and developing employees.

Local government is a labor intensive operation and it is important that adequate attention be paid to managing the personnel system. The rule of thumb in private industry is to provide a personnel professional for every 100 employees. Because many town officials felt that civil service was in itself a personnel system, they neglected to develop a personnel office in the municipal government. Civil Service and collective bargaining are part of the overall personnel system but they are not a system by themselves.

5. Data Processing

Fairhaven became involved in data processing about 4 years ago with the purchase of an IBM 34 Computer and with the purchase of software from a firm called Macro which has since gone out of business. The Town has several applications on the computer, utilizing a variety of software as follows:

Application	Software Source
Payroll	Len Monopoli
Tax Billing and Collection	Len Monopoli
Water and Sewer Billing and Collection	Macro

Excise Tax Billing and
Collection
General Ledger
Revaluation

Len Monopoli
Len Monopoli
Echo

The School Department was involved originally in working with the Town on the same computer but the decision was made about three years ago for the School Department to purchase an IBM 36 computer and to go on its own. The two computers can not exchange information so that all of the information needed by the Town Accountant has to be re-entered into the Town computer by hand.

The IBM 34 computer is slow and has limited memory capacity. It probably can not continue to adequately serve the needs of the town for more than 2 or 3 years more. The town has a sizable investment in terms of the work that went into establishing the current computer applications listed above. Many of the current software applications are not interactive at the present time which means that the results can not be automatically posted to the general ledger.

The Town recently developed a fairly sophisticated Request for Proposals and invited computer hardware and software firms to bid on a totally new system for Fairhaven. A Data Processing Committee had been established including the Clerk/Treasurer, the Collector, the Chairman of the Board of Assessors and the Accountant who serves as Chairperson. No one from the School Department is involved. The Chairman of the Finance Committee sits in as advisor. Quite a few proposals were received averaging around \$100,000 for the total package.

The basic problem that the Town has, as was the case 4 years ago, is that there is no one on the Town staff who has any real expertise in installing data processing systems. There is no clear plan for utilizing data processing for non-financial purposes in other Town Departments. In summary, Fairhaven has approached data processing over the past several years without a well-thought-out plan and without adequate in-house expertise.

B. FINANCE FUNCTIONS

1. Fragmentation

Fairhaven follows the usual pattern of a fragmented approach to the financial functions of the community. Instead of having a finance department as would be the case in most private and public agencies, the Town has followed the Massachusetts pattern of having a series of separate offices, in many cases headed by elected officials. This includes the Board of Assessors, the Tax Collector, the Clerk/Treasurer and the Accountant. Only the Accountant is appointed (by the Selectmen) while the rest are elected.

There is a serious question, in terms of the complexity of municipal finances today, as to whether people should be elected to financial positions. It is difficult to find people with technical qualifications to run for this type of office and it is much more likely that a community can appoint a skilled individual to such an office versus electing one.

Having the financial agencies separate also make the job of coordinating their efforts much more difficult. It often depends on whether the individuals get along personally. All of the individuals have statutory powers that they can hide behind in the event that they don't want to cooperate and the public is left wondering who to hold accountable if tax bills are late or deadlines aren't met.

The State Department of Revenue has been pushing for better coordination of municipal financial functions and for more professionalism. A centralized department of finance is definitely the pattern for the rest of the country and there is a clear trend developing in Massachusetts. In a community like Fairhaven with its limited tax base, it is all the more important that the various financial functions be well coordinated.

2. Financial Management

The Town is fortunate to have dedicated, responsible individuals working in its various financial offices. However, Fairhaven does not have anyone on its staff who is trained and experienced in financial management. One would be hard-pressed to find an \$8,000,000 (\$15,000,000 if the School Department is included) operation in the private sector which did not have a Vice President of Finance or Controller as an integral part of its operation. We are not talking about a bookkeeper or an accountant, but a trained, experienced financial manager who is competent in purchasing, accounting, risk management, investments, budgeting, data processing and long-range financial planning.

Such an individual requires an adequate salary but the cost is returned to the Town in many ways in terms of better insurance coverage at lower cost, better return from investments and as we mentioned previously, a better planned approach to data processing.

3. Purchasing

There is no central purchasing program for the Town. The various department heads do their own purchasing, some better than others. There is no way to know whether the State Cooperative Purchasing Program is adequately utilized. There is no way to know whether common items could be grouped from several departments and purchased in bulk. There are savings that could be realized by setting up a central purchasing office.

C. PUBLIC WORKS FUNCTIONS

1. Structure

Although the public works functions are not under the Selectmen, they have been centralized under one department reporting to a Board of Public Works. Included under the department are street maintenance, including plowing; the water system; the sewer system; park maintenance; vehicle maintenance; and refuse removal. There is no question that the decision to consolidate all of the public works activities in one department has made the operation more efficient in a community the size of Fairhaven.

2. Management Capacity

Fairhaven has been fortunate to have an individual serving in the position of Superintendent of Public Works for the last 9 years who is trained both in engineering and in management. He is working at a salary level that is considerably below the market place level for someone with his credentials and the Town could be at risk of losing him.

The department is viewed as being well-run by the Selectmen, the Board of Public Works, many of the citizens we talked to and interestingly enough, by the employees of the department. It is important to recognize that in the one situation where the Town consolidated its operations and hired a trained manager, it is enjoying a good experience.

3. Public Building Maintenance

There was only one area normally covered under public works that was not included in the Fairhaven operation - the maintenance of public buildings. This function is divided up between the Selectmen, who supervise the Town Hall; the Fire Chief in the case of the Fire/Police Headquarters; the Librarian who looks after the Library and the Superintendent of Public Works who is in charge of the DPW building.

This decentralized approach contributes to inadequate capital budgeting and no one is responsible for developing a programmed approach to building maintenance. Such a function is generally assigned to the Department of Public Works since that agency is usually headed by an engineer whose background would enable him or her to develop effective building maintenance schedules. The Fairhaven Bylaw that established the Board of Public Works assigned responsibility for the maintenance and repair of public buildings to the Board. However, that portion of the Bylaw was never implemented.

D. PUBLIC SAFETY FUNCTIONS

1. Police

The Police Department is not utilizing data processing in the maintenance of its records. The present police facilities are in need of attention. Uniformed policemen are being utilized for telephone and dispatch duties.

2. Fire

The Fire Department is not utilizing data processing in the handling of its records. Uniformed firemen are being used for telephone and dispatch duties except when there is a fire call and the communications are turned over to the Police Department.

The Department has nobody assigned to Fire Prevention duties which is considered the least expensive way to reduce fire loss in a community. Even though there are approximately 40 Call Firemen, they do not have an association. The overall training program for both full-time and call firemen is not adequate, partly due to the lack of funding to provide replacements for personnel undergoing training off-site.

Fairhaven has a relatively small number of major fires and the full-time firefighters have a good deal of time available which needs to be better utilized in traditional fire-fighting activities such as fire prevention inspections, training and public education activities.

3. Building Inspections

The Town is fortunate in having an individual in the position of Building Inspector who has a degree in engineering, particularly in light of the amount of new construction that is taking place. However, once again the low salaries being paid by the Town, in this case \$21,000, means that the individual will probably not stay in the position very long.

There is a serious work-load problem because of all the new construction and the Building Commissioner is requesting an assistant which he believes can be financed by raising the building fees to bring in an additional \$20,000.

The Department does not have a data processing terminal running off the Town computer so that all of the records are kept by hand, and he and the Assessors can not exchange or update information on each other's files.

4. Shellfish Warden

The Shellfish Warden also serves as Harbor Master, Wharfinger, Oil Spill Coordinator and Chairman of the Conservation Commission. Outside of 7 part-time Deputy Shellfish Wardens,

he has no other employees.

There is not an overall plan for providing adequate maintenance for the Town wharf. The communication tie lines to the Police Department are not satisfactory in the event that the Warden or one of his deputies run into a potentially dangerous situation.

E. SUMMARY OF FINDINGS

To sum up our findings regarding the current management structure of the Town, Fairhaven suffers from a lack of coordination of the various departments, very few of its key management personnel have been trained in management techniques such as budgeting, personnel, strategic planning and data processing and the Town is doing very little long range planning except in the area of public works.

Given the growth pressures and the fact that the Town has a \$8,000,000 budget, Fairhaven can ill afford to continue in a reactive posture. The Town needs to decide what it wants to have happen over the next 10 years and then organize and staff itself so that its goals and objectives can be reached. To do otherwise will cost a great deal more than the management recommendations we will be making, as the Town struggles later to repair the damage that could result from not planning and controlling its growth.

III. RECOMMENDATIONS

We have tried to be realistic about the recommendations that we are making. We understand the financial difficulties that are faced by Fairhaven and we have tried to find solutions that did not cost a great deal of money and could be phased in over a year or two. We have tried not to recommend a lot of radical changes all at once so that residents of the Town would be overwhelmed by the magnitude of change. We believe that the recommendations that follow are reasonable, relatively inexpensive and supportable by Fairhaven citizens.

A. GENERAL MANAGEMENT

1. Executive Secretary/Superintendent of Public Works

Our highest priority recommendation to the Town is that Fairhaven create a strong general management position so that for the first time there can be effective coordination between the various departments and boards (Recommendation #1). Normally we do not make recommendations concerning specific individuals. However, in this case we have identified a situation which we believe can work out to the overall advantage of the Town. The Town has an excellent manager who is already working for it in the position of Superintendent of Public Works. By naming that individual to a newly created position of Executive Secretary/Superintendent, the Town could accomplish several things:

a. The cost for such a combined position would be lower than the cost for two separate positions. We estimate that the Town should pay about \$42,500 in order for the incumbent Superintendent to take the position which would require a salary increase of at least \$8,000 over his current salary. The salary range for the new position should run from \$42,000 to \$52,000.

b. The incumbent is more likely to stay in the Town's employ in such a combined position. Otherwise, the market place situation will probably result in his departure and the Town will not only lose his knowledge and skill but will no doubt have to pay more than they now pay him in order to attract equivalent skill and experience.

c. The combined position will result in better coordination between the public works functions of the Town and other municipal departments and agencies by having the same individual serve in both capacities.

The Town could accomplish this action by submitting a warrant to the Town Meeting under the State Executive Secretary Enabling Act. It would require the approval of a job description and we have included one as Appendix C. The recommendation would further require a contract between the Selectmen and the Board of Public

Works in which both parties agreed to have the Executive Secretary also serve in the role of Superintendent of Public Works. We would recommend a 2 year term for the contract with the contract being automatically renewable unless either party provided a 6 months' notice of its intention to withdraw from the contract after the initial 2 year period. The salary of the Executive Secretary/Superintendent of Public Works would be shared equally between both parties.

The recommendation is dependent upon the employment of an Assistant Superintendent of Public Works which has been requested in the new budget in the amount of \$29,000. That position is needed whether this recommendation is adopted or not because of the amount of new water and sewer construction taking place in the Town. The Executive Secretary/Superintendent of Public Works would be housed in the Town Hall but would also have an office in the DPW building.

2. Administrative Assistant to the Executive Secretary

We recommend that the current position of Executive Secretary to the Board of Selectmen be changed to the position of Administrative Assistant to the Executive Secretary/Personnel Officer (Recommendation #2). The individual would retain many of the present duties involving board agendas and office management but would also be charged with responsibility for administering a personnel system for the Town. See Appendix D for a job description of the restructured position. We see the incumbent Executive Secretary to the Board of Selectmen continuing in the new position at the same salary.

This recommendation would clearly assign the individual to work under the newly created position of Executive Secretary and would also allow the Town for the first time to begin to establish a personnel system. This individual should also be assigned to work as secretary to the Personnel Board.

3. Budget System

As soon as the new Executive Secretary/Superintendent of Public Works position is in place, the Town should begin to work on a new budget format for both an operating budget as well as a capital budget. It should be a line-item budget built around the Uniform Massachusetts Accounting System with a future capacity to accommodate a program approach to budgeting. The new system should be supported by manuals and training courses for the key management people.

The Selectmen should seek technical assistance for the new system from the Municipal Data Management and Technical Assistance Bureau which is part of the Division of Local Services in the Massachusetts Department of Revenue (Recommendation #3). In the event that the DOR staff people are not available, then consideration should be given to applying to EOCD for a grant to

provide consulting assistance. In either event, a new budget format should be in place before work begins on the 1988/89 budget.

B. FINANCIAL MANAGEMENT

1. Department of Finance

The second highest priority recommendation that we would make to the Town is that Fairhaven create a Department of Finance by Bylaw which would include the following divisions (Recommendation #4):

Treasury
Assessing
Accounting

Collection
Purchasing

The various officials would retain their statutory duties but would work under a Director of Finance who would be able to insure the sharing of personnel and equipment between the various divisions. As we indicate in the following sections, the present elected financial positions would become appointive.

2. Separation of Clerk/Treasurer positions

The combination of Clerk and Treasurer into one position is not a good match since the skills required are quite different. The incumbent Clerk/Treasurer is a long-time employee in the department and has done an excellent job. Her skills and interests tend to lie more strongly in the Clerk's area of responsibility. We would recommend that the two positions be separated with the Clerk's position being left elected and the Treasurer becoming an appointive position with established qualifications (Recommendation #5). It would require a special act, approved by the Town Meeting and passed by the Great and General Court to accomplish this recommendation which means that it could not be effective until the late Fall.

We would recommend that the incumbent Clerk's salary be left the same and that instead of the Treasurer's functions, consideration be given to making her responsible for serving as secretary to various Town Boards and Commissions. You will find a copy of a job description for the revised Clerk's position attached as Appendix D. The current secretarial staff in the Office of the Clerk/Treasurer would have to be divided up between the new Clerk's Office and the Director of Finance/Treasurer's Office based on an analysis of their present duties.

3. Creation of Position of Director of Finance/Treasurer

In order to provide the necessary skills required to manage the Town's financial operations, we recommend that the Town create a combined position of Director of Finance/Treasurer

by Bylaw (Recommendation #6). This pattern has been followed in other communities such as Concord and Westford. By combining the two positions, the cost of establishing the Director of Finance position is reduced.

We estimate that such a position would require a salary of approximately \$40,000 in order to attract someone with financial management skills in areas such as budgeting, data processing, investments, accounting, purchasing and risk management. See Appendix F for a copy of the job description for the Director of Finance/Treasurer.

In order to reduce the fiscal impact of the recommendation on the community, we would recommend that the Selectmen apply to the State Executive Office of Communities and Development for a grant to create and staff the position (Recommendation #7). It is possible for the Town to obtain 50% funding for the position over a 3 year period - 75% the first year, 50% the second year and 25% the third year. The application would have to be filed by November 1, 1987 and the Town should know if they are going to get the funds by January 15, 1988. We recommend that the Town proceed to create the position with its own funds by February 1, 1988 if State funds turn out not to be available.

Action on this recommendation would require an application prepared by the Board of Selectmen.

4. Reorganization of the Board of Assessors

Because of the vital importance to the Town of insuring that new construction is promptly and accurately picked up on the tax roles, the Board of Assessors should be reorganized and put on a professional basis (Recommendation #8). One person, rather than a Board of three individuals, needs to be properly qualified and held accountable. Election is not an effective way to attract and keep people with professional credentials in assessing. The current salaries of \$16,000 each are inadequate to attract individuals with professional credentials.

We recommend that the Chairman of the Board of Assessors be made an appointive position with established qualifications and that the position be filled with someone who qualifies professionally and works on a full-time basis. A salary of \$29,000 should be established in order to attract qualified people. The office should be provided with an additional full-time person to provide for field work and data entry into the computer. We estimate that position would require a salary of approximately \$15,000.

The other two members of the Board should be changed to an appointive basis. Their role should be restricted to hearing appeals and deciding abatements which would then provide a check and balance on the system - the same people who decide on assessments would not be hearing appeals. Their salaries should be

reduced to \$1,000 to reflect the part-time nature of their new duties. The professionalization of the assessing function is a pattern that is beginning to develop elsewhere in the state and is leading to a better quality of assessing work.

5. Change the Collector's Position to Appointive

The position of Tax Collector should be changed from being elected to being appointed so that the Collector becomes part of the financial team (Recommendation #9). The incumbent Collector is a dedicated person with financial background, but as we indicated in the findings section, it is much more likely over the long run that the Town can appoint qualified people rather than elect them. There will also be more cooperation between the various financial officials if they are all appointed and accountability will be much clearer to the public.

6. Creation of Division of Purchasing

We are recommending that the Town Planner's position be restructured so that he heads up a Division of Purchasing in the new Department of Finance (Recommendation #10). He had previously designed a centralized purchasing system for the Town but it had never been put into operation. After the centralized purchasing system is established, we recommend that he develop contract administration and risk management programs for the Town. You will find a copy of the job description for the position of Purchasing Officer attached as Appendix G.

7. Data Processing

In recognition that the Town does not now have on its staff someone who is familiar with managing and installing data processing systems, we recommend that Fairhaven should not proceed with changing over to a new computer with different software programs (Recommendation #11). The current programs are working well enough for the Town to continue on its present course until such time as the new Director of Finance/Treasurer has been employed and can examine the situation. Town funds are much better spent on acquiring management capacity at this point than in new data processing hardware and software.

In the meantime, the Town Accountant and other members of the Computer Committee should press the current software supplier to come up with adequate documentation and backup support for the existing programs.

After the new Director of Finance/Treasurer has begun work, he or she should begin to develop an overall data processing plan for the Town of Fairhaven in consultation with the Executive Secretary/Superintendent of Public Works. The Town should apply to EOCD for a grant of \$10,000 for the purpose of obtaining professional assistance in the development of an overall data

processing plan (Recommendation #12).

One of the early targets for data processing should be the Town's personnel records. There are programs available for that type of records processing and the work could be easily done on one of the inexpensive IBM compatible micro-computers.

C. PUBLIC WORKS MANAGEMENT

As we have already stated, we are recommending that the present Superintendent be employed in the new position of Executive Secretary/Superintendent of Public Works and that he be housed in the Town Hall. This would require that the Assistant Superintendent of Public Works be hired as requested in the new budget because of the increased water and sewer construction.

We recommend that the Department of Public Works assume the responsibility for overseeing the cleaning and repairs for all Town buildings as well as the Town wharf (Recommendation #13). A work order system should be developed so that better budgetary control can be achieved and a building capital budget should be prepared which would provide for adequate and scheduled building repairs.

As part of the responsibility for Town buildings, the Department of Public Works should develop a space study for the Town Hall to insure that the building is being utilized efficiently and that the various offices have the proper relationship to each other, particularly in terms of the changes being recommended in this report (Recommendation #14).

D. PUBLIC SAFETY MANAGEMENT

The Town might want to give consideration to a joint communications center that could handle all municipal telephone and radio communications. The center could be staffed by civilians. It could serve the Fire and Police Departments, Town Hall, the schools, the Library and the Housing Authority.

Consideration might be given to increasing the building permit fees so that the Building Commissioner can be provided with assistance and that he can be provided with a salary more in line with market-place conditions. Otherwise the Town stands to lose his services at a time when a good deal of construction activity is taking place.

One possibility for providing assistance to the Building Inspector might be to negotiate an arrangement with the firefighters union so that some of the firemen could be trained to do uncomplicated types of routine building inspections both while they are on duty as well as off-duty. If they were also trained at the same time to do field work for the Assessors Office and they had a computer terminal at the fire house, it would be possible to

update the assessing records.

The Shellfish Warden's activities need to be better coordinated with the activities of other departments and agencies in the Town. An adequate communication system should be worked out between him and the Police Chief. Better coordination regarding the maintenance and repair of the wharf should be established between him and the Superintendent of Public Works. He generally works alone and it is important that his work be better coordinated with the appropriate Town departments. That coordination should be accomplished by the new Executive Secretary (Recommendation #15).

E. MISCELLANEOUS RECOMMENDATIONS

1. Professional Planning Assistance

Fairhaven is experiencing too much growth pressure to allow the Planning Board to continue without having adequate professional planning assistance available to it for the purpose of analyzing development proposals. Fairhaven could be faced with as many as 600 new housing units over the next several years. The Planning Board needs to analyze the impact of developments in terms of traffic, storm sewers, sanitary sewers, water as well as other environmental impacts arising from refuse disposal, wetlands and recreational activities. The developers come well prepared with lawyers, engineers, planners and environmental experts.

The Town should establish fees for the processing of subdivisions and condo developments that would provide adequate funds for hiring professional experts on a consulting basis to assist the Executive Secretary, the Conservation Commission and the Planning Board in their efforts to determine the impact of new development on Fairhaven (Recommendation #16).

2. Strategic Financial Planning

As soon as the new Executive Secretary/Superintendent of Public Works and the new Director of Finance/Treasurer are established, they should begin to work with the new Superintendent of Schools and the School Business Manager to jointly develop a strategic financial plan for Fairhaven (Recommendation #17).

To facilitate that process, the Town Meeting may want to consider creating a Strategic Planning Advisory Committee to work with the Town officials. The Committee could include the Chairman of the Planning Board or designee, the Chairman of the Conservation Commission or designee, the Chairman of the Finance Committee or designee, the Chairman of the Zoning Board or designee, the Chairman of the Public Works Board or designee, the Chairman of

the Library Board or designee, the Chairman of the Recreation Commission or designee plus one Selectman and one School Board member selected by each board.

The plan should include projections of expenses for collective bargaining agreements, capital expenditures, federally mandated programs, inflationary estimates and any new Town programs. Estimates should also be developed for revenues coming from new developments, for changes in state aid formulas and for new local revenues.

The Advisory Committee could be asked to review the annual budget in terms of the projections contained in the strategic financial plan and to make appropriate comments to the Board of Selectmen and the School Committee as well as to the Finance Committee.

The major purpose of the Advisory Committee would to focus the attention of the various Town boards on the importance of long-range planning and also to improve the quantity and quality of communication between them.

3. Self-supporting Services

Because of the increasing costs of the environmental requirements established by the federal government, Fairhaven can expect escalating costs for taking care of sewer, water and refuse problems over the next several years. Given the restrictions of Proposition Two and a Half, the Town will not be able to absorb those costs in the tax rate.

Wherever possible, fees should be established to support all the costs for treating water and sewage and for collecting and disposing of refuse. User fees should be adequate to take care of any bonds that might be issued for those activities.

4. Massachusetts Municipal Association

Fairhaven is one of only 2 communities in the state that does not belong to the Massachusetts Municipal Association. In many ways, the tax rate for Fairhaven is set in Boston and Washington, DC in terms of mandated costs and state aid formulas. It is important that Fairhaven officials, both elected and appointed, play a role in that process. MMA also offers a variety of technical assistance and support activities that would be useful to the Town.

5. Preparation of Pay Plan

As we have indicated in the findings section of the report, the low level of executive salaries in the Town will make it increasingly difficult to attract and keep key professional and managerial personnel in the employ of the Town. After the new Finance Director is in place, that individual should work with the Personnel Officer to do a salary survey for the key

managerial and professional positions in the Town which can then lead to the establishment of a more adequate and realistic executive salary plan (Recommendation #18).

6. Exploration of Joint School-Municipal Approaches

Fairhaven has not fully explored the possibilities of joint approaches to the provision of services by the municipal government and the schools. After the new Executive Secretary/Superintendent and the new Director of Finance/Treasurer are in place, they should begin to explore with the School Superintendent and the School Business Manager, ways of working together to pool resources and management skills in order to save the Town tax dollars (Recommendation #19). This effort might be facilitated by the creation of a joint study committee which could have members of the School Board, the Board of Selectmen, the Finance Committee and the Personnel Board. They could examine joint approaches to such areas as data processing, purchasing, personnel administration, vehicle repair, building repair, grounds maintenance and switchboard operation.

F. OVERVIEW OF RECOMMENDATIONS

We have made a variety of recommendations for the improvement of the management of Fairhaven. Some of them can be achieved by action of the Selectmen, some require the passage of a Bylaw by the Town Meeting and a few require special legislation which will have to be passed by the Great and General Court. You will find a list of the recommendations with an indication of the action required attached as Appendix H and a Summary of Costs is included as Appendix I. Current and proposed organizational charts are shown in Appendix J and Appendix K.

We believe that the recommendations will make it easier for the Town to face the next decade which is going to be difficult financially. Those communities that do a better job in managing their affairs and planning ahead will be able to cope with those difficulties with less stress and crisis.

We think that it is important that the Government Study Committee and the Board of Selectmen find the necessary means to widely distribute this report and discuss it with the citizenry. It might better be handled at a Special Town Meeting rather than squeezed into a tight agenda of a regular Town Meeting. Provisions might also be made to present it and discuss it at Precinct Caucus Meetings held prior to a Special Town Meeting.

IV. CONCLUSION

Making changes in the way that a local government operates has to be an evolutionary process, particularly in a community like Fairhaven that is conservative, scandal-free and has enjoyed a long history of utilizing dedicated citizens who have been willing to give generously of their time and talents. We have tried to suggest changes that are not costly and that build upon strengths that already exist in the Town.

Some of our recommendations will work out better than others. Some will point the way to additional changes that ought to take place down the road. We therefore think that the Town ought to consider establishing a Charter Study Commission in about 5 years in order to review what will have taken place, to point out additional changes that might be desirable and to generally insure that the Town keeps its governmental operation up to date.

APPENDIX A
DECEMBER 1986 INTERIM REPORT
GOVERNMENT STUDY COMMITTEE

At the Annual Town Meeting of May 1986, a committee was established to try and come up with a solution that would be a long range one for the problems within the town departments. This committee was formed due in part to the request of the Selectmen to establish the position of Executive Secretary in accordance with Massachusetts General Laws.

Dennis Gallant was appointed by the Moderator, Roland Seguin by the Finance Committee and Alice Torres by the Board of Selectmen.

The Committee received information from all Town Hall departments defining their responsibilities.

We met with the Board of Selectmen, the Building Commissioner, the Board of Assessors, the Town Collector, the Town Clerk and Treasurer and Messrs.. Hugh Shanahan, Benson Morris, Jr. and Ed Ferland.

The three most pressing needs after all our deliberations was the need for financial management with proper checks and balances and total accountability to create a secure financial atmosphere vital for community survival.

The following are some of the suggestions or recommendations made during our discussions:

1. Personnel Department to handle Civil Service, personnel records, Blue Cross/Blue Shield.
2. Change in some elected positions to appointed positions.
3. All Financial Departments housed in one area with use of all the basement area in the Town Hall.
4. Accounting Department headed by an Accountant/Computer Programmer with an assistant.
5. Assessors Office consisting of one full-time qualified Assessor/Administrator with two part-time Assessors all appointed and field workers.
6. Combining the Treasurer and Collector's positions.

7. Administrative Assistant, Town Manager or Planner Coordinator.

8. Assistant Building Commissioner or Zoning Enforcement Officer.

9. Conservation Agent on a part-time basis or shared on a regional basis.

10. Part-time Planner.

11. Discontinuation of Civil Service.

12. Need for additional office space.

13. Dividing the Town Clerk and Treasurer into two full-time positions.

14. Establishment of a Purchasing Department.

15. All clerks hired in the future to be used on a floating basis to be used in any office as needed under the jurisdiction of the Administrative Assistant or Town Manager.

Further comments:

Items such as the need for an additional Building Inspector or Zoning Enforcement Officer is strictly a financial matter and would not require a major administrative change.

The Administrative Head would be appointed by the Board of Selectmen and under their jurisdiction would serve as an ad-hoc member of all appointed agents. Person should have some computer expertise.

Accountant/Computer Programmer would work for the Selectmen through the Administrative Head and would process all bills and payrolls through the computer with required help.

Bills and payrolls done by the Accounting Office would be accountable to the Town Treasurer.

Personnel Department - someone in charge of all personnel records for each employee to be sure they are being paid properly and receive proper benefits. Handle all Personnel Board correspondence. Keep all Civil Service labor records presently done by the Town Planner. Could possibly keep employment records for Affirmative Action Officer which again are presently kept by the Town Planner.

Because of the complexity of many of these changes or recommendations it was the unanimous decision of the Committee to

engage a professional management consultant firm experienced in governmental affairs to analyze the inner workings of the town government exclusive of the School Department and make a recommendation to Town Meeting through the Board of Selectmen.

Our second recommendation is that this Town Meeting go on record to support the beginning of the necessary lawful proceedings under the Home Rule procedures relative to the establishment of a Charter Commission.

We know that this was done in 1973, but we know that the matter was defeated due to the numerous drastic changes to be made all at once.

Our recommendation is that the Charter be established under the Home Rule procedures with minimal change that would allow future changes by Town Meeting without having to petition the Legislature for each change.

Two firms were contacted and the request for funding of the management study is based on the lowest quote received.

Move the sum of \$8,400 to engage a government study by an outside firm with recommendations coming back to the Town Meeting, through the Board of Selectmen, for the May Town Meeting.

Dennis P. Gallant, Chairman
Roland N. Seguin
Alice S. Torres

APPENDIX B

LIST OF FAIRHAVEN INTERVIEWEES

Thomas Arsenault	President of DPW Union
Peter Barcellos	Chief of Police
Donald Bernard	Fire Chief
Manuel Botelho	Chairman of Finance Committee
George Bunnell	Acting Moderator
Joyce Cabral	Secretary to Personnel Board
Joseph Cataldo	Selectman
Thomas Crotty	Town Attorney
Katherine Dugan	Executive Secretary to Selectmen
Jane Ellis	Former Town Accountant
Tim Francis	President of Fire Union
Dennis Gallant	Chairman of Govt. Study Committee
Dorothy Green	Director of Council on Aging
Lynwood Harriman	Superintendent of Schools
Carolyn Longworth	Library Director
Everett Macomber	Chairman of Board of Selectmen
Thomas Marnik	Building Commissioner
Andrew Martin	School Business Manager
Dr. Leonard Mee	Member of Board of Health
Leonard Monopoli	Data Processing Consultant
Robert L. Norris	Chairman of the Housing Authority
Victor Oliveria	Commissioner of Public Works
Jeff Osuch	Superintendent of Public Works
Joseph Pauline	Shellfish Warden
Jeanne Reedy	Chairman of Board of Assessors
Elaine Rocha	Clerk/Treasurer
John Rogers	Tax Collector
Joseph Saladino	Former Clerk/Treasurer
John Scieszko	President of Water Division Union
Roland Seguin	Member of Govt. Study Committee
Ted Silva	President of Police Union
Walter Silvera	Selectman
Barbara Sylvia	Town Accountant
Nicholas Tangney	Town Planner
Alice Torres *	Former Executive Secy to Selectmen
Dr. George Walmsley	Chairman of Board of Health
Wayne Wilson	Director of Recreation
Stanley Wojak	Executive Director of Housing Auth

*Telephone Interview

APPENDIX C

JOB DESCRIPTION FOR THE EXECUTIVE SECRETARY/SUPERINTENDENT OF PUBLIC WORKS

A. GENERAL STATEMENT OF DUTIES

The Executive Secretary/Superintendent of Public Works serves as the executive head of the Town government, exercising the delegated powers of the Board of Selectmen and the Board of Public Works. The individual exercises supervision over all of the employees and operations coming under the purview of the Board of Selectmen and the Board of Public Works. The individual is responsible for establishing budgeting, personnel and strategic planning systems for the Town.

B. EXAMPLES OF DUTIES

1. Develop and maintain operating and capital budgets for the Town, insuring that departments spend within the budget limits.
2. Oversee the development and maintenance of a modern personnel system for the Town to include Affirmative Action, employee counseling and evaluation, proper handling of grievances, collective bargaining, civil service and employee training and development.
3. Supervise the operation of all departments coming under the Board of Selectmen and the Board of Public Works and of all other departments or agencies of the Town other than the School Department, which consent in a written agreement with the Board of Selectmen to have the Executive Secretary act as their Chief Executive Officer.
4. Oversee the recruitment and recommend individuals for appointment or promotion for all vacancies in departments coming under the jurisdiction of the Board of Selectmen or the Board of Public Works.
5. Work with the School Superintendent to prepare a long term strategic financial plan for the Town forecasting expenditures and revenues.
6. Prepare policy recommendations for the Board of Selectmen and the Board of Public Works, outlining ways for the Town to improve its operations.

7. Prepare reports for the Board of Selectmen and the Board of Public Works analyzing problems facing the Town and recommending options for dealing with those problems.

8. Work with the Town Attorney in planning and conducting collective bargaining with the various municipal unions.

9. Develop public information materials and deal with the media on behalf of the Selectmen and the Commissioners.

10. Represent the Town before regional, county, state and federal agencies as requested by the Selectmen and the Commissioners.

11. Provide liaison between the various boards and agencies of the Town.

12. Serve as the coordinator for the Town in encouraging economic development within the policy guidelines established by the Town.

13. Oversee the development of a data processing plan for the use of computers in all of the departments and agencies of the Town.

14. Temporarily transfer equipment and personnel between departments to meet peak loads and emergencies.

15. Oversee the preparation of the Warrant for any Town Meetings and of agendas for meetings of the Board of Selectmen.

16. Coordinate the exchange of information from various Town departments and boards to the Planning Board to insure that the Planning Board has sufficient information for the purpose of making decisions on new development in the community.

C. QUALIFICATIONS

The individual appointed to the position will be qualified on the basis of education and experience to carry out the duties of the job.

1. Education

The individual will have a Bachelors Degree in Public Administration, Business Administration or a related field. A Masters Degree is preferred.

2. Experience

The individual will have a minimum of 5 years of responsible experience as a Municipal Manager, an Assistant Manager or

a major municipal department head. The individual will have experience with data processing, budgeting, personnel administration and strategic planning.

3. Other

The individual will have a demonstrated ability to deal diplomatically and effectively with citizens and employees, to deal with the media and to provide leadership to the community.

APPENDIX D

JOB DESCRIPTION FOR THE POSITION OF ADMINISTRATIVE ASSISTANT TO THE EXECUTIVE SECRETARY/ PERSONNEL OFFICER

A. GENERAL STATEMENT OF DUTIES

The Administrative Assistant to the Executive Secretary/Personnel Officer shall serve as Office Manager of the Selectmen's Office, be responsible for the preparation and follow through of agenda items for the Selectmen's meetings and shall serve as the Personnel Officer of the Town. The individual shall report to the Executive Secretary.

B. EXAMPLES OF DUTIES

1. Acts as Personnel Officer for the Town, maintains personnel records, administers the Affirmative Action Program, works with department heads to establish an employee development plan, administers employee counseling program and administers the Personnel Bylaw.

2. Serves as Secretary to the Personnel Board and provides staff support to it, recommending changes to the Personnel Bylaw and procedures as needed.

3. Keeps minutes for meetings of the Board of Selectmen and follows through on items requiring action.

4. Prepares materials for the Annual and Special Town Meetings including the collection and preparation of articles.

5. Works with the Executive Secretary/Superintendent of Public Works in preparing budget materials.

6. Assists the Executive Secretary/Superintendent of Public Works in carrying out the duties of that office.

7. Maintains records and processes forms for Town fringe benefit programs other than the retirement system.

8. Works with the Executive Secretary/Superintendent of Public Works to utilize data processing procedures for personnel records and records of the Office of Selectmen.

C. QUALIFICATIONS

1. Education

The individual holding the position shall have a high school diploma with an Associate of Arts Degree in Business Administration or a related field preferred.

2. Experience

A minimum of 5 years of responsible administrative experience required in business or government with experience in personnel preferred. Knowledge of computers desirable.

3. Ability to deal with citizens and employees in a diplomatic fashion required.

APPENDIX E

JOB DESCRIPTION FOR THE POSITION OF

TOWN CLERK

A. GENERAL STATEMENT OF DUTIES

The elected Town Clerk serves on the Board of Registrars and acts as Clerk to that body, handles all of the processes and reports for Town, State and Federal elections, handles all of the official matters arising out of Annual and Special Town Meetings, issues licenses, keeps vital statistics and may serve as the secretary to various Town boards and commissions in order to insure that all official town agencies maintain their records in an acceptable fashion.

B. EXAMPLES OF DUTIES

1. Administers the laws and procedures under state and federal law for the holding of elections, including setting up voting machines, registering voters, issuing nomination papers, handling absentee ballots and overseeing polling places and poll workers.

2. Issues a variety of state and local licenses and permits including dogs, raffles and bazaars, fish and game, physicians and gasoline storage.

3. Maintains vital statistics for the Town including births, deaths and marriages plus reports information as required to the State.

4. Takes minutes at Annual and Special Town Meetings, sends accepted Bylaws to the State Attorney General for approval, notifies the State Department of Revenue of any borrowings and otherwise follows up on items approved by the Town Meeting.

5. Makes the physical arrangements for the Town Meetings and the precinct meetings including the sending out of notices to Town Meeting members.

6. Serves as a member of the Board of Registrars and also as Clerk to the Board and in that capacity, updates the voting list, holds special registration dates prior to elections, certifies nomination papers, certifies signatures on petitions and trains census takers and poll workers.

7. Performs a variety of other tasks called for under state law or local bylaw including conducting the annual census, maintaining traffic rules and orders, preparing the street list, collecting parking tickets and notifying delinquents, posting public meeting notices, taking oaths of public officials, filing business certificates, posting civil service notices and maintaining the jury list.

8. Works with the Executive Secretary/Superintendent of Public Works to utilize data processing procedures for records in the Town Clerk's Office.

9. Prepares the initial draft of the Clerk's budget and is responsible for spending within the limits of the approved budget.

10. Trains, disciplines, counsels, evaluates and otherwise is responsible for the conduct of good personnel practices in the Office of the Town Clerk.

11. Develops effective public information programs to keep the public aware of the activities of the Town Clerk's Office.

C. QUALIFICATIONS

Individuals running for the position of town clerk shall meet any and all qualifications established by state law and local bylaw.

APPENDIX F

JOB DESCRIPTION FOR THE POSITION OF DIRECTOR OF FINANCE/TREASURER

A. GENERAL STATEMENT OF DUTIES

The Director of Finance/Treasurer is responsible for the operation of the Finance Department including the Divisions of Accounting, Collection, Assessing, Treasury and Purchasing. The Director of Finance also acts as the Treasurer and is responsible for the statutory duties of that office. The Director of Finance is responsible for assisting the Executive Secretary in the preparation of the budget and the long-range strategic financial plan. The Director is responsible for planning and implementing the computerization of the financial records of the Town.

B. EXAMPLES OF DUTIES

1. Oversees the operation of the Purchasing Division including the operation of a central purchasing system, a contract administration system and a risk management program.

2. Oversees the operation of the Collection Division to insure timely collections and that the office is being operated in conformity with state laws and good accounting practices.

3. Oversees the operation of the Assessing Division to insure that state laws are being followed and that assessing is being carried out in a timely as well as a fair and equitable fashion.

4. Oversees the operation of the Accounting Division to insure that the required functions are being carried out in a timely fashion and in accordance with state laws.

5. Acts as the Town Treasurer and carries out all of the statutory duties of that Office including the proper investment of Town funds, the prompt deposit of Town funds, takes care of temporary and long-term borrowing, promptly pays debt and interest charges and reconciles bank accounts in a timely fashion.

6. Develops and implements a plan for the computerization of all Town financial records and oversees the proper care and maintenance of Town computer equipment.

7. Assists the Executive Secretary/Superintendent of Public Works in the preparation of the annual and capital budgets and oversees the maintenance of effective budgetary controls including the encumbrance of purchases.

8. Works with the Executive Secretary in the preparation and maintenance of a long-range strategic financial plan.

9. Provides staff support to the Finance Committee as needed.

10. Works with the Town's Auditor to insure ready access to Town financial records and implements the recommendations contained in the management letter.

11. Maintains an adequate and effective personnel program for the department employees under the general guidance of the Personnel Officer.

12. Oversees the development and maintenance of an adequate inventory control program for the Town.

C. QUALIFICATIONS

The Director of Finance/Treasurer shall be professionally qualified for the position in terms of training and experience.

1. Education

The Director of Finance/Treasurer shall have a Bachelors Degree in Business or Public Administration or a related field. A Master Degree and a CPA are desirable.

2. Experience

The individual shall have a minimum of 8 years of experience in public or private sector financial management at least half of which shall be in a supervisory position. The individual shall have knowledge of computers, accounting and budgeting.

3. The individual shall have a demonstrated ability to work diplomatically with citizens and employees and shall be able to be bonded.

APPENDIX G
JOB DESCRIPTION FOR THE POSITION OF
PURCHASING OFFICER

A. GENERAL STATEMENT OF DUTIES

The Purchasing Officer, under the general direction of the Director of Finance/Treasurer shall be responsible for the operation of the Purchasing Division. The duties shall include central purchasing, contract administration, risk management and inventory control.

B. EXAMPLES OF DUTIES

1. Develops and maintains an effective central purchasing program for the Town including the use of encumbrances, manuals for the use of Town employees and the conduct of training programs to improve purchasing procedures.

2. Develops and maintains an effective contract administration program to insure that all Town contracts are properly prepared, monitored regularly for compliance and maintained within budgetary limits.

3. Develops and maintains an effective risk management program for the Town including the formation of an Employee Safety Program, the investigation of employee accidents and the provision of adequate employee safety training.

4. Follows up in a timely fashion potential liability claims with the Town Attorney and the insurance carrier in an effort to reduce liability claims and costs.

5. Develops and maintains an adequate inventory program for Town equipment.

6. Assists the Director of Finance/Treasurer in the purchase and maintenance of data processing and telephone equipment.

7. Performs other and related duties assigned from time to time by the Director of Finance/Treasurer.

C. QUALIFICATIONS

The Purchasing Officer shall be qualified for the position in terms of education and training.

1. Education

The individual shall have an Associate of Arts Degree in Business or a related field. A Bachelors Degree would be preferred.

2. Experience

The individual shall have a minimum of 5 years of experience doing administrative work in the private or public sector, preferably in the areas of purchasing, contract administration or risk management. Knowledge of computers desirable.

3. Other

The individual shall have a demonstrated ability to work diplomatically with the public, vendors and employees.

APPENDIX H

SUMMARY OF RECOMMENDATIONS

#	Recommendation	Method of Implementation	Recommended Target Date
1.	Create Strong Executive Secy/ Supt of Public Works Position	a. Town Bylaw * b. Contract with DPW Board	a. 9/15/87 b. 10/1/87
2.	Change Current Position of Exec Secy to Admin Asst to Exec Secy/Personnel Off.	Action by Selectmen, Finance Com & Pers Board	10/1/87
3.	Request Assistance from DOR for New Budget Format	Action by Selectmen & Exec Secy	11/1/87
4.	Create Dept of Finance	Town Bylaw **	9/15/87
5.	Separate Clerk/Treasurer Positions	a. Home Rule Petition by Town Meet. b. Special Act by Legislature	9/15/87 12/1/87
6.	Create Position of Director of Finance/Treasurer	Town Bylaw **	9/15/87
7.	Application to EOCD for Funds for Director of Finance	a. Application by Selectmen b. Action by Selectmen and Fin Com ***	11/1/87 2/1/88
8.	Reorganize Board of Assessors	a. Home Rule Petition by Town Meet. b. Special Act by Legislature	9/15/87 12/1/87
9.	Change Collector's Position from Elective to Appointive	a. Home Rule Petition by Town Meet. b. Special Act by Legislature	9/15/87 12/1/87
10.	Creation of Div of Purchasing and Change Town Planner to Purchasing Officer	Town Bylaw **	9/15/87
11.	Cancel Bidding on Computer	Action by Selectmen	4/15/87
12.	Application to EOCD for Funds for Computer Study	Action by Selectmen	7/15/87

- | | | | |
|-----|-------------------------------------------------------------------------------------------------------------------|-------------------------------------------|---------|
| 13. | Assign Bldg Maintenance
to DPW | Town Bylaw | 9/15/87 |
| 14. | Conduct Space Study of Town
Hall | Action by Exec Secy | 11/1/87 |
| 15. | Improve Coordination Between
Shellfish Warden & Depts | Action by Exec Secy | 11/1/87 |
| 16. | Establish Adequate Fees for
Planning Board in Order to
Employ Professional Consultant
for Planning Board | Town Bylaw | 9/15/87 |
| 17. | Begin Work on the
Strategic Financial Plan | Action by Exec Secy
& School Supt | 2/15/88 |
| 18. | Prepare salary plan for key
professional and mgmt people | Action by Exec Secy
and Dir of Finance | 2/15/88 |
| 19. | Explore joint school-
municipal approaches | Action by Exec Secy
and School Supt | 3/15/88 |

* Assumes that a Special Town Meeting will be convened to
consider the changes recommended in this report

** Can be done by the same Bylaw

*** Alternate action if EOCD funds are not available

APPENDIX I

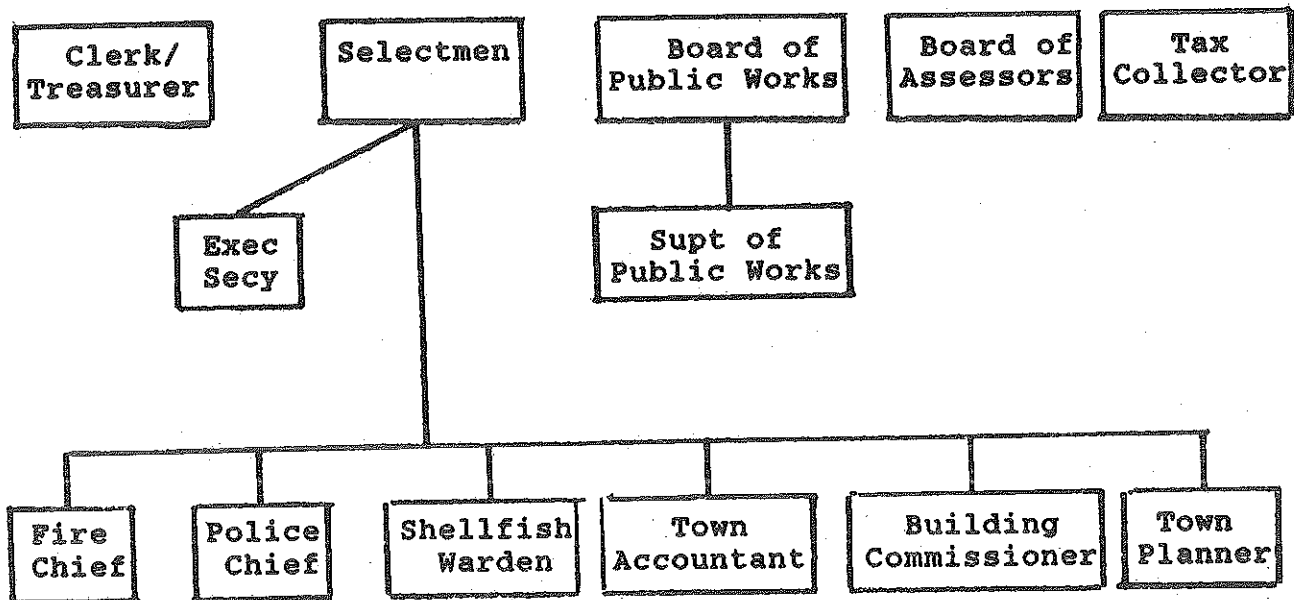
COST OF RECOMMENDATIONS

#	Recommendation	Cost
1.	Executive Secretary/Supt of Public Works	\$37,000 * \$12,000 - \$52,000
2.	Change Executive Secretary to Administrative Assistant to Exec Secy/ Personnel Officer (Retain Incumbent)	\$29-33,000 \$21,000 --
3.	Request Technical Assistance from DOR on New Budget System	--
4.	Create Department of Finance	--
5.	Separate Clerk & Treasurer Positions	--
6.	Create Position of Director of Finance/ Treasurer	\$35,000 - \$40,000 - 50,000
7.	Apply to EOCD for Grant for Director of Finance/Treasurer Position	Save \$30,000 in 1st Year
8.	Reorganize Board of Assessors	\$28,000 - \$35,000 Save \$2,000 FIELD WORKER - \$15,000 - 20,000 \$25,000 up to \$7,200
9.	Change Collector's Position from Elective to Appointive (Retain Incumbent)	--
10.	Create Division of Planning and Change Town Planner to Purchasing Officer (Retain Incumbent)	--
11.	Cancel Bidding on Computers	--
12.	Apply to EOCD for Computer Study	Save \$10,000
13.	Assign Bldg Maintenance to DPW	--
14.	Conduct Space Study of Town Hall	--
15.	Improve Departmental Coordination with Shellfish Warden	--
16.	Establish Planning Board Fees and Employ Planning Consultant	--
17.	Start Strategic Planning Process	--

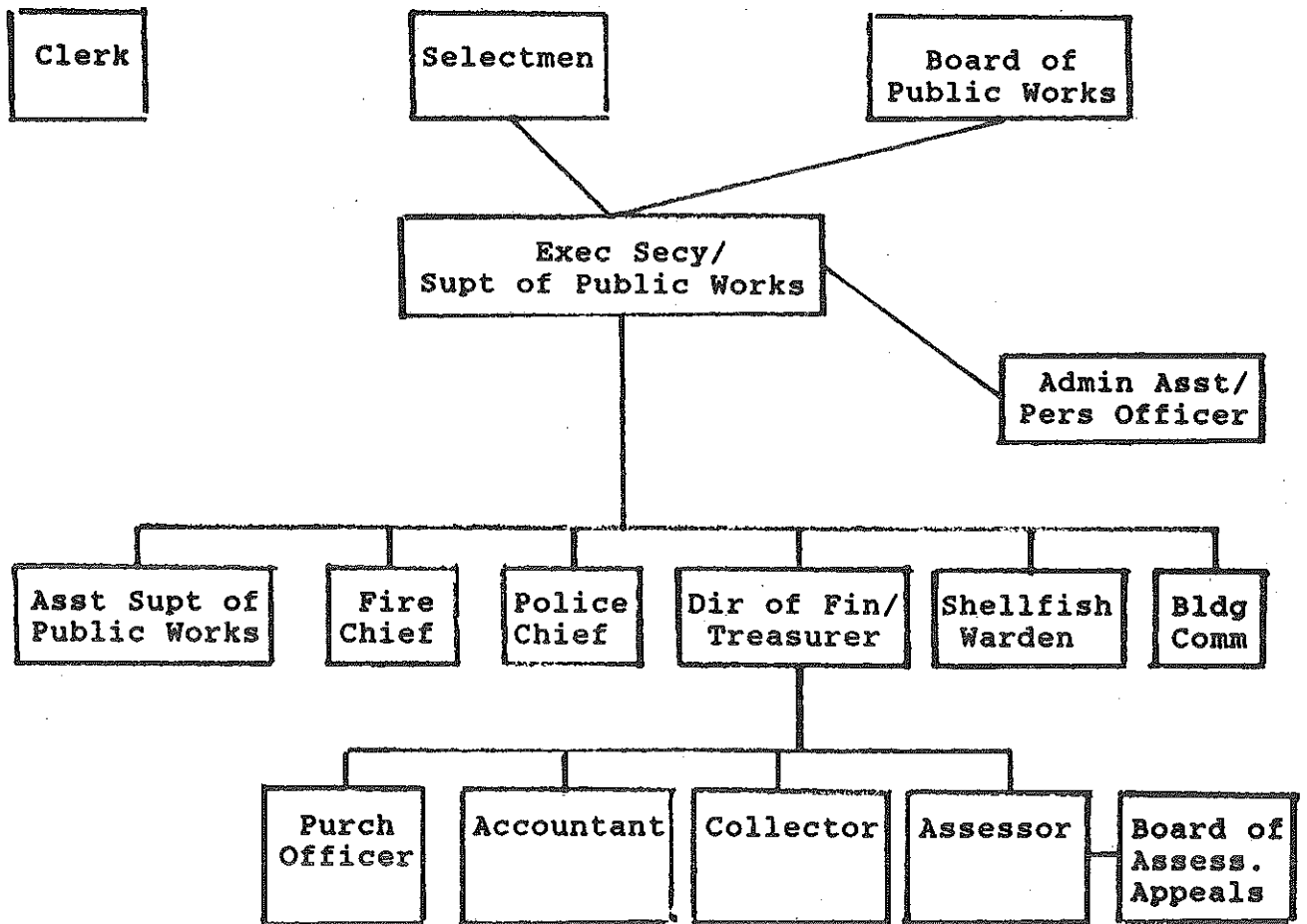
- 18. Prepare salary plan for key professional and management personnel --
- 19. Explore joint municipal-school approaches to joint services --

* Includes \$29,000 cost of Asst. Supt. of Public Works

APPENDIX J
CURRENT ORGANIZATIONAL CHART
TOWN OF FAIRHAVEN



APPENDIX K
PROPOSED ORGANIZATIONAL CHART
TOWN OF FAIRHAVEN



APPENDIX L
RESUMES OF CONSULTANTS

RICHARD T. BENNETT

PROFESSIONAL
HISTORY

Partner, Bennett, Shaw & Associates. 1981 to present
BS&A is a management consulting firm specializing in management services to state and local government, school systems, non-profit organizations, and health-care providers. Representative engagements include: budgeting/finance/capital improvement programming systems, organizational development and transitions, maintenance management systems, classification/compensation/recruitment & selection engagements, economic/community development programs, and interim management.

Town Administrator, Scituate, MA, 1978-1981.
A charter created chief administrative officer managing the daily operation of the town employing 200 people expending over \$8 million per year.

City Manager, Springfield, OH, 1977-1978.
Chief administrative officer of a municipality employing 850 employees providing full services to a city of 78,000.

City Manager, Sidney, OH, 1973-1977.
A charter created position managing the public services of a city of 18,000 residents.

City Administrator/Clerk, Mason, MI 1971-1973.
Served as city manager for a city of 5,800.

Administrative Assistant, in Midland and Wyoming, Michigan, 1967-1971.

PROFESSIONAL
MEMBERSHIPS

International City Management Association

EDUCATION

Master of Public Administration, University of Michigan.

Bachelor of Arts in Political Science, Alma College.

HARVEY JOHN BETH C.P.A.

**PROFESSIONAL
HISTORY:**

Deputy City Auditor - City of Boston, 1985 - present.
Responsible for managing accounting, financial reporting, grant monitoring, internal audit, account payable and payroll functions for City of Boston. Also headed up project team assigned responsibility for acquiring, installing, and implementing integrated, state-of-the-art financial management information system.

Director of Administrative Services - Mass. Department of Public Works, 1983 - 1984

Managed Department of Administrative Services which included accounting, internal auditing, contract administration, personnel, data processing, printing and other ancillary administrative units.

Director of Bureau of Accounts - Mass. Department of Revenue, 1979 - 1983.

Managed agency responsible for oversight of all fiscal, accounting, treasury and debt administration practices and procedures of 351 cities and towns, 14 counties, 72 county agencies and 250 districts. Developed program to bring GAAP reporting and modern treasury management practices into Commonwealth.

Director of Finance - Town of Needham, 1978 - 1979.

Managed Finance Department for medium sized local government unit. Responsible for Comptroller, Treasurer, Tax Collector and data processing operations. Handled all financial reporting requirements, budget preparations, town meeting activities and fiscal liaison with Board of Selectmen.

Vice President Finance, Treasurer and Comptroller - 1966 - 1978.

Several commercial enterprises engaged in the book, record and

Senior Staff Auditor and Management Consultant - 1960 - 1966.

One of the major national "big eight" C.P.A. firms.

**PROFESSIONAL
ASSOCIATIONS:**

American Institute of Certified Public Accountants
Massachusetts Society of Certified Public Accountants
Government Finance Officers Association
Massachusetts Municipal Association of Auditors and Accountants
Institute of Internal Auditors
American Management Association
National Association of Accountants

EDUCATION:

B.S. in Accounting, Northeastern University.

M.B.A. in Finance, Babson College.

Additional training:

Massachusetts Senior Managers Training, Kennedy School of
Government, Harvard University.

Government Management, William and Mary.

OTHER:

Taught Fund Accounting at Bentley College.

ARTHUR V. MORLEY

PROFESSIONAL
HISTORY

Associate, Bennett, Shaw & Associates.

BS&A is a management consulting firm specializing in management services to state and local government, non-profit organizations, and health-care providers. Representative engagements include: budgeting/finance/capital improvement programming systems, data processing systems, organization development and transition studies and management, maintenance management systems, classification/compensation/recruitment & selection engagements, economic/community development programs, and interim management.

Computer Consultant, State Street Bank, 1984 to 1986.

A consultant to state and local governments on turn-key computer applications, specializing in financial applications.

Data Processing Administrator, Department of Revenue.

Responsible for planning, reviewing, and installing data processing, word processing, telecommunications and peripheral equipment, and related consulting services. While at the Department of Revenue, he was responsible for all operations functions involved in processing tax forms, including receipt, data preparation, computer operations, taxpayer assistance, storage and mailing.

PROFESSIONAL
MEMBERSHIPS

Past President, Mayflower Chapter, Association for Systems Management.

Former General Chairman, New England Systems Seminar

GOVERNMENTAL
AFFILIATIONS

Watertown Housing Authority, former chairman and member
Watertown Conservation Commission, former member
Town of Mashpee Finance Committee, member
Town of Mashpee Board of Assessors, member

EDUCATION

Bachelor of Science, Boston University

KENNEDY SHAW

PROFESSIONAL

Principal, Bennett and Shaw, a management consulting firm specializing in governmental and non-profit agencies, 1984 - present including period as principal of K. S. Associates. Recent engagements include executive searches for the communities of West Springfield, Douglas, Belmont and Ebeye in the Marshall Islands. Other consulting assignments include financial management studies for the Towns of Sharon and Southbridge, fire studies for Holliston and Concord and general management studies for Belmont, Chelsea, New Bedford and Ebeye.

General Manager, Riverbay Corporation, Bronx, NY, 1982 - 1983. Responsible for operation of non-profit housing development consisting of 15,000 units and 50,000 residents.

City Manager, Englewood, NJ, 1980 - 1982. Chief Executive for 25,000 population community with \$16,000,000 budget and 350 employees.

Executive Director, Massachusetts Municipal Association, Boston, MA, 1973 - 1980. Chief Executive for State municipal association providing lobbying, research, technical assistance and other support services to Massachusetts municipalities.

City Administrator, City of Plainfield, NJ, 1969 - 1973.

Town Administrator, East Brunswick, NJ, 1964 - 1969.

Town Manager, Cedargrove, NJ, 1958 - 1963.

International City Management Association
Regional Vice President, ICMA
President, NJ State Municipal Management Assoc.
President, New England Municipal Center
Board Member, National League of Cities

Bachelor of Arts in Political Science, Syracuse University, 1950.

Graduate work in Public Administration, University of Michigan, 1953 - 1954.

Senior Executive Fellow, J. F. Kennedy School of Government, Harvard University, 1983



TOWN HALL GOVERNMENT STUDY COMMITTEE

Town Hall

Fairhaven, MA 02719

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