

SECTION 6

PUBLIC FACILITIES AND SERVICES

	Page
EXECUTIVE SUMMARY	6-1
6.1 Government Overview / Inventory of Existing Public Facilities	6-3
Government Structure	6-3
Regional Organizations	6-6
6.2 Public Facilities Needs/Issues	6-8
Issues Summary	6-8
Build-out Impacts from Future Residential Growth for Capital Facilities	6-8
Self-preservation: Financing the Staffing and Maintenance Needs	6-10
Public Water and Sewer Service: Minimizing Municipal Investment	6-13
Managing Growth: Land Use and Financing Policy Concerns	6-14
Management/Information Systems: Improving Government Productivity	6-16
6.3 Vision & Goals	6-17
6.4 Recommendations	6-19
Appendix	6-23
Department Inventory	

VI. PUBLIC FACILITIES AND SERVICES

EXECUTIVE SUMMARY

The Town of Carver finds itself at a crossroads. Is “smart growth” possible in rural Carver? How can the Town respond to the potential for significant residential development given an emerging fiscal crisis brought on by the collapse of the cranberry prices and pending loss of “State Equity Aid”? The Public Facilities section highlights the need for a public education program to win the support of local citizens and their government. Together residents and the local government must:

- Invest in new economic growth in North and South Carver - organization, staffing, and infrastructure
- Adopt new regulations in support of growth management to protect agriculture, water quality, and natural resources
- Utilize new computer technology to make government more efficient and responsive
- Obtain outside Grants and Technical Assistance.

This section provides:

- 1) Inventory of current Town departments
- 2) Assessment of needs for future organization, management, and facilities given projected growth
- 3) Vision and Goal statement to guide growth management planning
- 4) Recommended strategies and funding sources.

Inventory

The Town of Carver is slowly evolving from a voluntary structure with numerous elected and appointed positions to a more management-oriented government under the direction of a Town Administrator reporting to a five member Board of Selectmen. To date, the citizens still rely on a small cadre of volunteers and Town Hall staff to manage a broad range of services to an increasingly more suburban population living in a more complex society. While major strides have recently been made in upgraded facilities and equipment, including the new Town Hall, Library, playground, Public Works Department Barn, staffing is still lacking in key departments needed to manage growth including Planning, Conservation and Engineering.

Needs/Issues

Five issues highlight the Town’s need and ability to address the concerns of growth management:

1. Self-preservation - Financing the Town’s staffing and maintenance needs
2. Capital Facilities and the Buildout - Planning and funding new facilities, equipment, and maintenance
3. Public Water and Sewer Service - Minimizing municipal investment
4. Managing Growth - Infrastructure, resource protection, economic development, land use planning and zoning enforcement
5. Management/Information Systems -Improving government productivity

Vision/Goals

The vision and goals of the Public Facility element highlight the Town’s commitment to self preservation by meeting the challenge of growth management. Increased public and private investment, staffing, and citizen involvement, and regulatory reform will be needed. Public education will be essential. Vision diagrams in support of a plan for locating new schools as needed over time as well as in developing a water resource strategy have been adopted.

Recommendations

1. Invest in new economic growth in North and South Carver
A concerted effort must be undertaken by the Planning Board and the Town's newly reorganized EDIC to develop consensus around the development plans for North and South Carver and to concurrently adopt a plan for new infrastructure (water and roads) as well as zoning and possibly Tax Increment Financing in order to stimulate appropriate new growth.
2. Organization and staffing
The preceding planning process will require planing staff, a reorganized EDIC, and consultant support to carry out infrastructure and development studies and prepare new zoning.
3. Obtain outside funding, grants and technical assistance
State funding assistance is available. Private sector funding should also be obtained from local land owners to undertaking this development and infrastructure planning. A comprehensive strategy must be prepared which includes the support of the private sector. In addition, regional planning agencies including SRPEDD, Buzzards Bay Project, and Wildlands Trust are available to assist with various planning initiatives.
4. New regulations
As part of the master planning process, a number of regulatory reforms will be needed; many have been discussed elsewhere in the Open Space and Economic Development sections, for example. Identified below are those reforms which will impact a variety of Town Departments or the responsibilities of the Selectmen.
 - Revise Water Resource District Protection regulation so as to conform to DEP or Cape Cod Commission Model Aquifer Protection Bylaw
 - Adopt Stormwater regulations (Planning Board, BOH, and Conservation Commission)
 - Modify Earth Removal By-law to protect water supplies
 - Modify Open Space Sub-division regulations to allow for cluster on smaller lots provided infrastructure issues are addressed, i.e., shared septic systems, water supply, roads at more narrow dimensions.
 - Adopt new standards for:
 - nitrogen loading
 - design, operation and maintenance of package treatment plants and public water supplies
5. New Technology
The Assessing Department is currently developing a GIS information system. This system will provide the basis for networking all departments around a shared information system for financial management, tracking permits, infrastructure planning, and scheduling of hearings.

6.1 GOVERNMENT OVERVIEW / INVENTORY OF EXISTING PUBLIC FACILITIES

Government Structure

Following bylaw changes in 1995, the government structure of the Town of Carver has moved from a highly decentralized organization to one generally organized under the management control of the Town Administrator. The following table notes those departments reporting to the Administrator. Most non-elected department heads, paid employees, and committees established by town by-law, with the exception of the Police Chief, Fire Chief, DPW Superintendent, and employees of the Board of Health, report to the Town Administrator. This change was indicative of the desire for more centralized management. To date, however, certain key offices such as the Treasurer/Collector and Assessor are elected.

The Town's fiscal operation relies primarily upon the Massachusetts General Laws MGL for guidance. The MGL sets forth certain requirements, defines several prohibited activities, and hints at permitted practices. Carver and about half of the towns in the Commonwealth operate their local governments directly from the MGL without town charters. Carver has not sought assistance from the General Court to address its organizational needs.

The Town of Carver General By-law defines the role of the Finance Committee and the Town Meeting process. Using this framework as a guide, Carver has relied upon the Town Administrator with input from the relevant boards and committees to produce an annual budget, put forward capital warrant articles, and pass a balanced budget.

The Town has a number of facilities that it must maintain in order to carry out a wide range of services provided by its departments and boards. These facilities are listed below in Table 6-2. Recreation, open space, and historic facilities are identified and discussed in the Master Plan Open Space and Natural Resources Element.

Absent from this organizational chart are a number of essential departments. There is no staff to support a Parks and Recreation department. Likewise, there is no Engineering Department to assist with Public Works improvements and the review of subdivision and building plans. Furthermore, the Fire Department is largely dependent upon volunteers. And the Town has no program of re-cycling or trash pick-up. These are services which residents of a more suburban community will desire.

**Table 6-1
Government Structure**

<u>Board, Commission, Authority</u>	<u>Number Of Members</u>	<u>Term</u>	<u>Elected (E) Or Appointed (A)</u>	<u>Appointing Authority</u>
EXECUTIVE- Board of Selectmen	5	3 Yrs	E	Elected
CHIEF ADMINISTRATIVE OFFICER Town Administrator			A	Selectmen
LEGISLATIVE BODY: Open Town Meeting	75 (quorum)			Registered Voters
Town Clerk	1	3 Yrs	E	Elected
Town Moderator	1	1 Yr	E	Elected
Treasurer/Collector	1	3 Yrs	E	Elected
Accounting Officer	1	1 Yr	A	Town Adm.
Board of Assessors	3	3 Yrs	E	Elected
Finance Committee	11	3	A	Town Adm.
Board of Public Works	3	3	E	
Building and Grounds	1 Director	In- definite	A	Town Adm.
PUBLIC HEALTH:	3	3Yrs	E	Elected
Board of Health	1		A	BOH
Health Agent				
Police Chief	1 (Strong chief)	3 Yrs	A	Selectmen
Fire Chief	1 (Strong Chief)	Civil Service	A	Selectmen
INSPECTIONAL SERVICES:				
Building Inspector	1	1 Yr	A	Town Adm.
Electrical/wire	1(part time)	1 Yr	A	Town Adm.
Plumbing/gas	1(part time)	1Yr	A	Town Adm.
COMMISSION/BOARDS				
Planning Board	5	5	E	Elected
Water Commission (Selectmen)	5	3 Yrs	E	Elected
Zoning Appeals	3	3 Yrs	A	Town Adm.
Conservation Commission	7	3Yrs	A	Town Adm.
Housing Authority	5	5 Yrs	4 (E) 1 (A - 5 yrs)	Governor Appoints 1
EDIC	7	3 Yrs	A	Selectmen
IDFA	5	5 Yrs	A	Selectmen
Council on Aging	5	3 Yrs	A	Town Adm.
Recreation Commission	4	1 Yrs	A	Selectmen
Youth Commission	7	--	A	Fin/ Selectmen
Veterans Agent	1	1 Yr	A	Town Adm.
Library Trustees	6	3 Yrs	E	Elected
School Committee	5	3 Yrs	E	Elected
Regional School Committee	3	3 Yrs	A	Sel. Sch. Com Moderator
Old Colony Vocational Technical: Carver, Rochester, Acushnet, Lakeville, Mattapoisett	6 3	 3 Yrs	E A	Elected Sel. Sch. Com
BOARD OF REGISTRARS	4	3 Yrs	A	Town Clerk

**Table 6-2
Public Facilities**

<u>Town Facilities</u>	<u>Location</u>	<u>Services</u>
Town Hall	Main Street	Contains 15,732 sq. ft, offices for 18 government staff, 1 meeting room.
Police Department	112B Main Street	Chief, 16 full-time officers with 4 full-time and 2 part-time dispatchers, and 10 vehicles.
Fire Department	112A Main Street	Chief, 65 on-call firefighters, 1 inspector part-time, and 2 dispatchers FTE manning 3 engine companies, with 4 engines, 2 rescue trucks, 1 tanker, 4 brush breakers, 1 boat, 1 hover craft, and 1 cruiser
EMS	Main Street	2 ambulances, staff on call
Education: Carver School District	Ellis School (1933) PK-K Governor Carver School/Carver Primary School (1952/1976) PK-5 Middle/Junior High School (1989) 6-8	3 schools (PK-12) Enrollments have increased 5% in past ten years; projections are for 14% decrease by 2009
Department of Public Works	Town Garage, Pond Street (scheduled completion in Spring 2001)	Maintenance of Town roads; Maintenance of 5 cemeteries
Water (Municipal) System	Town Center Well to serve Town Hall, Library, Police and Fire Departments, EMS and Carver Housing Authority	385' deep, draw limited to 12 gallons/minute or 18,000 gallons/day. Water tank has 8,000 gallon capacity. Utilizing 6-8,000 gallons/day
Library	2 Meadow Brook Way	1 library operating 54 hours per week with 42,500 volumes
Recreation Committee	Town Hall, Forest Street, Purchase Street, High School fields, Playgrounds at town Hall, Ellis and Carver Schools, 3 public beaches (Sampson, Lakeview Street, St John's)	@ 50 acres, including playfields, playgrounds, public beach
Carver Housing Authority	Meadow Brook Way 6 Fuller Street	20 Elderly/Disabled Units and 8 Family Units at Meadow Brook Way; 8 units on Fuller Street for individuals served by MA Department of Mental Health
Council on Aging	The Marcus Atwood House, at Lakeview and Tremont streets	Offices, Drop-in and Nutrition Center; Social Workers
Building and Grounds	108 Main Street	Director and 3 full-time employees maintaining 7 buildings and 2 pump stations

Public and non-profit service organizations are located in Carver as well as Plymouth, Brockton, Taunton, and Quincy. These agencies provide a broad range of social, welfare, employment, and health care services as noted in Table 6-3 below. Their disparate location and the fact that a needs assessment of the local population has not been carried out complicates service delivery and a sense of isolation for Carver's needy population.

A review of caseload statistics from the Department of Transitional Assistance indicates that the Town of Carver has the smallest caseload of 5 adjacent communities; a total of 220 individuals on public assistance in contrast to 271 for Kingston and 756 for Plymouth. The largest category of assistance in Carver is SSI-Disabled.

**Table 6-3
Town Planning/Service Organizations**

<u>Name</u>	<u>Service</u>	<u>Type</u> Public (P) Or Non Profit (NP)
Council on Aging	Develop, implement, and coordinate programs and services to meet the needs of Carver Elders, age 59 years and over	Public
Veterans Services	Provision of veterans services	Public
Local Housing Partnership	Promote various housing opportunities in Carver	Non-profit
Cultural Council	Review/recommend grant applications for M.C.C. funding	Public
Economic Development and Industrial Commission	Promote business in Carver	Public
Solid Waste and Recycling Study Committee	Promote recycling in Carver	Public
Handicapped Committee	Advise town on upgrading accessibility of municipal facilities	Public
Recreation Committee	Coordinates sports program for children and adults	Public
Youth Needs Committee		Public
School Building Committee	School Public Facility Planning	Public

Regional organizations

Regional organizations provide key services in the areas of education and waste disposal and supplement the work of the Town's line departments and associated boards in other areas. Additional entities provide important services on a regional basis including transportation, mosquito control, joint purchasing, vocational education, and planning.

**Table 6-4
Regional Service Groups**

<u>Name</u>	<u>Services</u>	<u>Members</u>
Southeast Regional Services Group (SRSG)	Joint purchasing, training, problem solving by municipal administrators, highway superintendents, others	16 cities and towns Abington, Avon, Bridgewater, Canton, East Bridgewater, Easton, Foxborough, Mansfield, Norfolk, Plainville, Carver, Sharon, Stoughton, Taunton, West Bridgewater, Wrentham
Plymouth County Health Group (PCHG)	Joint purchase of health insurance and retirement coverage for municipal employees	22 entities
Mutual Aid Agreements	Fire and Police	No Mutual Aid Agreements
Old Colony Regional Vocational	Vocational Education 9-12 th grade 500 students	Acushnet, Carver, Lakeville, Mattapoisett, Rochester
South Shore Community Action Council	Fuel assistance, weatherization, consumer mediation	Plymouth
S. Shore Women's Ctr.	Battered Women's Services	
SAILS SEMLS	Inter-library Loan System Regional Library System	64 member public libraries 64 member public libraries
Cape and Island Legal Assistance	Legal aid	
Old Colony Elderly Serv		Brockton
Dpt of Social Services,	Welfare, Employment and Training	Plymouth
Southeastern Regional Planning And Economic Development District (SRPEDD)	Land use, transportation, economic development, open space planning, environmental protection, business retention and expansion, grant application, regional information systems	27 cities and towns Carver on the North, Wareham on the East, New Bedford on the South, Rhode Island boundary on the West
GATRA Greater Attleboro Taunton Regional Transit Authority	Regional transportation agency operates Handicap Van/Dial-A-Ride	Regional 1 transit authority serves Taunton-Attleboro area
PC Mosquito Control Proj	Mgt of a range of mosquito control programs	Plymouth County
Southeast Regional Tobacco Control Group	Develops tobacco control programs, enforces state and local regulations	cities and towns
Coalition for Buzzards Bay	Assists towns and boards with education, conservation, and advocacy in support of the restoration, protection and sustainable use and enjoyment of Buzzards Bay	18 communities including Carver, Wareham, Plymouth, Middleborough
Carver, Marion, Wareham Landfill District	For no waste disposal cost, SEMASS takes town garbage to waste/energy plant and deposits ash waste into landfill. Marion Transfer Station takes "white" goods and CMW station takes bulk items	Public Operated by American Ref-Fuel Inc (SEMASS)
Help Line Brockton	Provision of information and referral to low income individuals and families	Public
Old Colony United Way	Social services	Non-profit
Plymouth County Wildlands Trust	Assists CC with land acquisition	Plymouth/Bristol Counties

6.2 PUBLIC FACILITIES NEEDS/ISSUES

The following is a summary of general needs and issues concerning public facilities and growth management. Specific needs and issues relating to each Town department are mentioned in Appendix 6-1.

Issues Summary

Table 6-6 highlights the concerns of individual Town departments. Many of these issues have been identified by prior reports and will be further stressed by the demands of projected additional development. They are organized into five major areas of concern:

I. Build-out Impacts from Future Residential Growth: Planning and funding new facilities, equipment, maintenance

The following table shows the

projected need for various municipal services by 2020 and at full buildout. The population, as estimated by SRPEDD, is expected by the year 2020 to increase by 5,000 persons (52%), to a total of 16,600 residents and 6,940 households and at full buildout to a total of 34,109 residents including an estimated 4,646 additional school children (K-12). At full buildout the number of households is expected to almost triple to a total of 12,255 households. As indicated below, Table 6-5, population growth will increase the demand for municipal facilities and services.

Table 6-5
Projected Growth Impacts⁽¹⁾

	Existing Conditions		Total Projected Demand			
			Yr 2020		Full build-out	
	Total Existing	Level of Service	Projected Demand	New Facilities Needed	Projected Demand	New Facilities Needed
Water	0.8 mgpd	adequate	1.2 mgpd ⁽²⁾	Yes		Yes
Affordable Housing	28 units	waiting list	694 units	Yes	1225 units	Yes
Police	17 full-time (FT) officers	shortage	25 pers.	Yes	30 pers.	Yes
Fire	1 FT, 70 call	shortage	165 call	Yes	330 call	Yes
Library	42,000 volumes	80,000 volumes (capacity)	83,000 volumes	Yes	170,000 volumes	Yes
School	2,154 students	2,059 students (capacity)	3320 students	Yes	6,800 students	Yes ⁽³⁾
Recreation	50 acres	5,000 residents (capacity)	105-175 acres	Yes	212-357 acres	Yes
Solid Waste	CMW landfill	5-10 yrs remaining		Yes	11,752 tons/yr	Yes
Roads	100 miles moderately congested	Deficiencies: Intersections, road widenings	132 miles roads	Rte 58, N & S improvements	232 miles	Yes

⁽¹⁾ Existing Population (2000) = 11,220, Existing Households (2000) = 4,565, 2020 population 16,600, Full build population 34,109

⁽²⁾ Residential use estimated at 75 gpd, industrial/commercial use not calculated in existing and 2020 buildout

⁽³⁾ 2 Elementary and 1 Middle school, additional equipment and staffing at Full build: 30 buses, 60 teachers, 5 administrators, 40 support, computers

⁽⁴⁾ Solid Waste; prior to treatment

Facility Needs Facility needs are summarized on Table 6-6. At full buildout the Town will need two elementary schools and a Middle school, a new Police station and renovated Central Fire Station, the development of a Septic Management Program, and the establishment of a Parks and Recreation Department. In addition, the regional land fill will need to be replaced within the next 5-10 years. Map 6-1 identifies possible locations for future schools. Planning for these facilities should coincide with the review and approval of major development projects such as is proposed by Makepeace.

Maintenance Equipment and building maintenance is an ongoing concern. Currently the town has been able to fund the necessary expenditures after many years of neglect of equipment needs. With a budget short-fall and growing population, this could become a major issue.

Staffing Deficiencies As a rural town, the Town of Carver lacks certain key departments and staffing essential for the efficient operation of public services. Critical functions which are needed to manage growth are either non-existent or insufficiently staffed. There is no staff to carry out planning and economic development activities. The Conservation Agent is part time and engineering staff is retained on an "as needed basis" to review subdivision and Board of Health issues. There is no Recreation Department and the Fire Department is staffed and operated by on-call firefighters. There is no recycling program in town other than that located at the waste transfer station in South Carver and trash pick-up is the responsibility of each household. New staff would have to be retained in order to initiate a septic management program.

Volunteers are also in short supply to staff many of the committees needed to operate a town. During the year 2000 the Finance Committee, an 11 person committee, was hard pressed to find a 4th member to meet the minimum quorum.

II. Self-preservation: Growing fiscal constraints and the need to finance Town's staffing and maintenance needs

While the Town's finances are well managed (Carver having its highest ever A-3 Bond rating), a range of funding concerns beyond the control of the town are impacting local revenues. These issues relate in particular to the drop in the value of cranberry agriculture lands and a possible loss in State Education Aid. Together these two changes seriously impact the town's revenue for the operating budget and in turn the share and amount of taxes to be raised among the residential, agricultural and commercial sectors. Additional revenues are needed to maintain the town's rural quality of life while providing at the same time the level of municipal services needed and desired by residents.

Expenditures While expenditures in government services have more or less kept pace with the 3% inflation rate, several fixed cost expenditures are increasing which will put an additional strain on the budget. These costs include health insurance and pensions. In FY 1998, total expenditures were approximately \$23,645,939. Of that total, education accounted for 68% of the total budget. Of nine adjacent communities, only Rochester and Plympton allocate this proportion of their budget for education. On the other hand, other services such as fire, recreation, public parks, receive substantially less funding. As growth takes place in the town, these are services that will need additional funding.

Table 6-6
Information, Facility, and Capital Needs Planning at Full build, Concerns of Town Departments

	DEPARTMENTAL CONCERNS			
	(1) Information Systems/Coordination	(2) Growth Management/ Organization/staffing	(3) Facilities and Equipment Need More Space, Larger Facility	(4) Inadequate Facility/ Vehicle Maintenance
Town Hall	Geographic Information System GIS needed	Information Technology staff will be needed	No	NA
Police Department	Normal updating of the current computer system is required every 2yrs.	No mutual aid agreement. Will need at Full Build 9 new officers	Need new 11,000 sq. ft. station, 5 more vehicles	NA
Fire Department	Normal updating of the current computer system is required every 2yrs	No mutual aid agreement. Improved road system for early response, staffing	Renovated Central Station	NA
School Committee		Introduce resource protection issues into curriculum,	2 Elementary 1 Middle	Playgrounds, fields
Highway Department	Need updated Pavement Management Plan, road standards	Inadequate personnel	New barn for equipment	Budget for road maintenance
Water Commissioners (Selectmen)	Adoption of a Plan and computerized system	Coordination needed between Boards: Selectmen, Planning Department, Municipal Water Study Committee	Acquire recharge areas around Town wells	
Septic Management Program	Computerized system	Adoption of an inspection program	Equipment	NA
Library	More computers	100% increase in staff	More books, staff	
Park and Recreation Department	Field maintenance plan	Need recreation master plan and capital plan	Playfields and staffing	Maintenance plan
Housing Authority		Need facility expansion plan		
Buildings and Grounds	Computerized system	Opportunity to coordinate maintenance of all school and municipal bldgs.	Need more staff and equipment	NA
Treasurer/Tax Collector	Computer system to network with Assessor	Coordination with other departments on disposition of tax title land	NA	NA
Assessing Department	Staff training for new computer systems	Need to network new computer system with other departments	X	
Conservation Commission	Interdepartmental communication and GIS	Coordination with other departments, full time Conservation Agent	X	
Council on Aging		Need outreach services		
Planning Board	GIS mapping, information systems, permit streamlining	Planner /Economic Development, Coordination with other departments	Office Space	NA
Zoning Board of Appeals	Enforcement and information systems		NA	NA
Building Department	GIS mapping Interdepartmental coordination	Inadequate enforcement, permit streamlining	NA	
Board of Health	Information System and additional staff needed	coordination with other departments and more support staff	NA	

Revenues Total revenues in FY 2000 were \$23,516,749 providing the Town a slight operating surplus.

- Between 1996 and the Year 2000, total annual revenue growth of 3% just about kept pace with inflation.
- The town is greatly dependent upon State Aid. Generally State Aid represents less than one quarter of a municipality's revenue in contrast to 44% of Carver's budget in FY 2000.
- The Town of Carver's tax base is limited. Equalized valuation per capita (EVPC), a measure of the amount of valuation available to finance local property taxes, is the 56th lowest in the State; almost one half the average EVPC (\$46,042 vs. \$90,618).

Table 6-7
Carver Tax Revenue (FY 00)

Percentage of Total

<u>Tax Classification</u>	<u>Tax Rate</u>	<u>Tax Levy</u>	<u>Tax Levy</u>
Residential	16.83	7,656,804	69%
Commercial	25.79	2,501,467	23%
Industrial	25.79	300,571	3%
Personal Property	25.79	561,143	5%

Limitations in the Funding of Capital Facilities, Maintenance and Staffing While several estimated decreases in town expenditures may provide a slight margin in additional revenue these could be substantially offset by the loss of State revenue. School enrollment was projected in a recent report commissioned by the School Department to decrease in the next 10 years. The high fixed costs of this system and funding reimbursement formulas of the State mitigate against any substantial savings. Another possible savings may result from a projected decrease in funding of municipal debt. These potential savings could be seriously offset by a loss in Equity Aid which the town has been receiving as part of the Education Reform financing plan.

The town has been successful in utilizing this funding to cover the costs of debt service in the building of the library and town hall and in the purchase of capital equipment. Prior problems with maintenance have been addressed through the purchase of new equipment. Without additional funding, it will be difficult to maintain this equipment

The current limitations of the town and the ability of the average household to fund additional operating budget expenditures are apparent from a review of several factors.

- The Town's debt service costs exceed 11% which is about twice the median of adjacent communities and double what is considered a reasonable percentage of municipal expenditures. With the end of State Equity Aid, there will be no capacity to take on additional debt service at this time to fund capital expenditures that will be necessitated by new growth.
- In FY 2000, the Town's budget was set at the maximum it could tax without necessitating an override. Given the limitation of Proposition 21/2, almost all the neighboring towns find themselves operating under this tight fiscal constraint. Furthermore, for the reasons noted below, it is unlikely that Carver voters would consider an override.
- The tax bill for the average homeowner in 2001 will go up about 10% for the coming fiscal year. Approximately 60% of this increase is due to the devaluation of the cranberry agriculture by the State. A devaluation of \$25 million in this class of property has necessitated that residential and commercial property owners cover some \$650,000 in lost revenue which would in prior years have been generated by the cranberry industry.
- Last year, the town of Carver had the third highest residential tax rate of nine neighboring communities. Given the relatively moderate income of the average household, Carver tax payers have limited means to increase their taxes.
- The Town's economic base is not growing in proportion to the cost of services. New growth in the town was limited this past fiscal year to an increase in new valuation of only \$216,000. This very modest increase was more than counterbalanced by the substantial fall in the value of agriculture lands.

Need to identify additional funding sources Grant funding, use of regional planning services, and impact fees will be needed to make up for a budget shortfall. The Town has been quite successful recently in pursuing grant funding for various capital needs and studies. Given a projected budget shortfall, the Town will need to establish priorities and pursue a range of grant funding for computer system updates and training, land acquisition to protect public water supplies, economic development planning, open space land acquisition, and organizational reform studies. Other funding sources for land acquisition, through the establishment of a local Land Trust, the use of regional planning services available from the Buzzards Bay Project, can assist the town.

Table 6-8
FY '99 Debt Service as % of FY 99 Expenditures

<u>Municipality</u>	<u>Debt Service %</u>
Carver	11.4
Brockton	2.4
Kingston	5.3
Middleboro	6.8
Plymouth	5.8
Plympton	.2
Raynham	2.4
Rochester	7.9
Taunton	4.4
Wareham	6.8

III. Public Water and Wastewater Service: Protecting the water supply and minimizing municipal investment

Protection of the Town's water supply is possibly the most important goal of the Master Plan.

A rural life style largely based on cranberry agriculture has allowed residents to maintain an affordable quality of life. This could easily come to an end if future development is not properly managed. If the water supply becomes polluted, the Town and residents will be forced to install an expensive system of public water and wastewater treatment.

The natural conditions of Carver have permitted residents to develop and maintain their own septic systems and drinking water wells. There is no public water or sewer service in Carver; the majority of houses have private wells and septic tanks. Over 80% of homes have private wells; 94% have septic tanks. In 1990 about 18% of homes obtained water from a public source or a private company, while about 5% were tied to a public sewer system. There are more than 4,000 homes on private wells.

This natural system is increasingly being impacted by new growth. The Town of Carver is underlain by a sole source aquifer which is generally an excellent source of ground water for residents and cranberry farmers. The existing system of ponds, streams, and wetlands allow for the recharge of ground water into the aquifer, while the top soil serves as an excellent conductor of ground water. The sandy soils also provide an excellent filtering barrier for septic systems. These natural conditions have allowed for the continued expansion of private water and septic systems.

This natural system, on the other hand, can easily be impacted by development. Surface waters which feed the aquifer can be polluted by business and industry through septic systems, stormwater runoff, the use of fertilizers or chemicals, the loss of wetlands through filling and earth removal, or illegal dumping. Furthermore, while the sandy soils filter septic effluent, they can also transit pathogens, nutrients, and other contaminants more readily to water resource areas.

If the Town does not protect its water resources from contamination it may be forced to install a public water supply and treatment system. With approximately 100 miles of roads, it could cost between \$30 and \$50 million to install a public water supply throughout the town. The cost of the distribution system as well as the added costs for public wells, filtration systems, and residential connections would far exceed the capacity of local government and its citizenry. This conclusion was also stated in the 1977 Town Master Plan. By analyzing the costs of installing and operating a centralized water system at Cranberry Village versus maintaining individual wells, it was concluded that a centralized system would require "a large subsidy of public funds". The Plan also recommended proper enforcement as a lower cost strategy to the development of costly centralized systems¹.

IV. Managing growth: Planning to address infrastructure (water, sewer, roads), resource protection, economic development, land use planning, new school construction, and zoning enforcement.

In order to maintain this strong fiscal position, the town will need to address three land use and financing policy concerns.

1. Establish priorities for residential and commercial growth Residential growth, in particular single family homes, generates a negative cash flow balance for the town. Existing homes, with an average assessed value of \$140,000 cost the town \$3,366 per year over and above what is paid in taxes. The breakeven value of a new home (the value at which taxes generated match the cost to the Town of providing services to new residents) is estimated to be \$340,000. New homes are selling for between \$250,000 and \$350,000,

¹ Carver Master Plan, 1077, SRPEDD, p. IV-36

which means that, the Town will still be losing up to \$1,500 with every single family house which is constructed. This deficit will have to be covered by all of the tax-payers in the town.

Table 6-9 ranks as positive or negative the cost/revenue impact of particular types of development, given the Town's need to provide the general government services and education. The first grouping of uses generates more tax revenue than the cost of both general government and education. The second group of uses costs more in general government services but still brings in more revenues than the costs of education. The third group costs more for both general government and education than the returns to the community from the property taxes generated by these uses.

Table 6-9
Fiscal Impacts of Development

Type of Development	Revenue/General Govt.	Revenue/Education
Positive Revenue Benefits		
<i>Research Office Parks</i>	+	+
<i>Office Parks</i>	+	+
<i>Industrial Development</i>	+	+
<i>High-Rise Garden Apartments (Studio/1BR)</i>	+	+
<i>Age-restricted Housing</i>	+	+
<i>Open Space</i>	+	+
Neutral Revenue Benefits		
Retail Facilities	-	+
Townhouses (2/3 Bedrooms)	-	+
Expensive Single-Family Homes (3-4 BR)	-	+
Garden Condominiums (One/Two BR)	=	=
Negative Revenue Benefits		
Townhouses (3-4 BR)	-	-
Inexpensive Single-Family (3-4 BR)	-	-
Garden Apartments (3+ BR)	-	-
Mobile Homes (Unrestricted Occupancy)	-	-

Source: The Growth Impact Handbook, DHCD, p.10

Current zoning in the town allows some housing development for trailer parks and multi-family units, but generally limits development to that of expensive single family dwellings. A broader range of housing types as well as commercial development needs to be encouraged. The Board of Selectmen and the Planning board need to develop zoning tools which will encourage appropriate housing and commercial development.

2. Adopt land development zoning strategies which will minimize the need for the town to construct and maintain a system of public water and sewer. A number of strategies were recommended in Section II, Housing, and Section III, Economic Development, to address the need for shaping residential and commercial growth so as to protect the environment, provide for additional revenue, and meet current needs. These strategies deal primarily with various forms of cluster development. These cluster developments must be designed in a manner to ensure that the roads, water and septic systems are built, operated, and maintained in conformity with town policy. While the Town wants to minimize its costs, it must establish standards to ensure that new development takes place according to uniform standards of high quality which will minimize public costs.

3. Establish Growth Management Task Force As the Town continues to grow, there is an increasing need for coordination between the various departments and Boards. The Planning Board, Conservation Commission, Board of Health, Building Department, Public Works Department, Fire Department, Economic Development and Industrial Commission, Earth Removal Committee must all work together to ensure that a consistent set of strategies are fostering the kind and rate of growth desired by Carver residents. Department managers currently work together on a broad range of project specific issues. What is lacking is a brainstorming forum for developing a consistent growth planning strategy to address issues such as protecting essential natural resources, setting aside open spaces for particular uses, investing in water infrastructure and septic system management that will foster the town's long term growth, and

managing earth removal so as to protect the Town's roads, water supply, and resources. Solutions to these planning decisions should be under the leadership of the Town Administrator.

V. Management/Information Systems: Improving Government Productivity

Discussions with various departments indicated the need to establish through the Town Administrator a joint base of information for billing, financial management, reporting on enforcement issues, and facilitating inter-department communication. Resources are lacking to permit the departments to share data in a geographic computer network and to adopt uniform procedures for billing and other tasks. The Board of Health quite often must coordinate with Assessors, Planning, Building, Fire Department, and Conservation Commission. These departments need to be networked.

6.3 VISION AND GOALS

A vision and set of goals has been established for the town's public facilities. The following are elements of the Vision outlined at the beginning of this document which pertain specifically to public facilities.

The Town of Carver envisions itself in the year 2020 as having:

- Elected and appointed officials who will work together to facilitate intelligent growth which will minimize public expense and the loss of a rural landscape while encouraging self-sufficient, sustainable growth
- A regional system of trails interconnecting major open spaces including Myles Standish, Makepeace, Edaville Railroad, and Rocky Gutter Wildlife Refuge (Middleborough) will be developed by the Town in order to promote tourism and protect local agriculture.
- New public recreation areas including playfields and beaches and district elementary schools will be linked to new development in North and South Carver
- Higher density, new growth will take place in self-sufficient, mixed use, village areas where water supply and wastewater needs can be fully addressed according to Town standards.
- Increased regional cooperation will take place to facilitate economic development and more cost efficient government through the sharing of services and the fostering of joint development.
- Local resident volunteers will continue to provide the inspiration and support for maintaining many town services (Fire Department, Recreation), Boards, and protecting the environment and water quality.

Goals/Policies

The following goals and policies have been adopted in order to achieve this vision,

1. Adopt policies and programs to ensure that the Town can continue to provide an adequate level of services and protect the quality of life
 - Limit density of new development in rural areas, concentrate growth where there is adequate infrastructure
 - Limit pace of new growth
 - Limit capital budget expenditures until financial crises addressed
 - Focus capital budget expenditures to leverage new economic growth
 - Adopt and enforce regulations to protect ground, surface water and environmental resources
 - Undertake program of public education to promote citizen awareness and participation, environmental stewardship, economic development
2. Adopt infrastructure planning/growth management activities:
 - Carry out water resource planning
 - Adopt a Septic Management Program
 - Provide road and water infrastructure improvements to North and South Carver to facilitate appropriate new growth
 - Retain services of a Town Economic Development Planner and full time Conservation Agent
3. Increase citizen involvement while improving department organization and coordination:
 - Foster interdepartmental coordination in development project review
 - Network departments around GIS computer system
 - Utilize outside consultants paid for by review fees for development review
 - Add economic development planning staff to assist Planning Board and EDIC in managing adoption of new land uses and economic development strategies
5. Aggressively seek major state and Federal grants and outside technical assistance
 - Work with Buzzards Bay Project on Stormwater Protection and Open Space Planning
 - Work with the Wildlands Trust on Land Protection strategies
 - Obtain Grants to undertake economic development planning
 - Pursue Community Preservation Act funding

6.4 RECOMMENDATIONS

How can the Town of Carver best manage its growth to achieve its vision for the future? The following recommendations have been proposed as strategies for consideration by the town.

1. Investing In New Economic Growth: North, South, and Center Carver

Two key development areas are located in North and South Carver. A third priority location is Center Carver along Route 58. All three areas require initially the investment of staff and Board volunteer resources in the adoption of land use and infrastructure plans (water, wastewater, roads) and new zoning.

- North Carver Study Area: Obtain private and public funding to study infrastructure, land use, and zoning and prepare development/implementation strategy
- South Carver, Makepeace: work with the CPW Task Force to prepare a comprehensive infrastructure, land use, and zoning plan for Makepeace property.
- Center Carver: Utilize public and private funding to expand Town Center Well and develop new zoning for area

2. Organization and Staffing

The preceding development plans will need the support of the following:

- Economic Development Planner
- Full-time Conservation Agent
- Interdepartmental Project Review and Growth Management Planning Committee
- Establishment of a Septic System Management Department
- Reorganization of the EDIC

3. New Technology

Town departments will be able to respond to the management needs of projected new growth if they obtain computer networking and uniform systems based upon the GIS program which the Assessing Department will be instituting. This system will facilitate coordinated billing, financial management, scheduling of hearings, tracking of permits, and infrastructure planning.

3. New Funding and Technical Assistance

- Work with Buzzards Bay Project on Stormwater Protection and Open Space Planning
- Work with the Wildlands Trust on Land Protection strategies
- Obtain grants to undertake economic development planning
- Consider utilizing the Community Preservation Act to obtain local and State funding to carry out elements of plan concerned with land protection and economic development.

4. Public Education

The residents of Carver need to become aware of the current fiscal crises and the need to support a program of environmental stewardship and economic development. By developing support for this program, a consensus can be developed for the following new zoning, Community Preservation Act Funding, new organizations and staffing, and new regulations.

6. Water Supply Strategy

If the Town does not protect its water resources from contamination it may be forced to install a public water supply and treatment system. In order to avoid this situation, the town must continue to pursue a comprehensive strategy of regulations and public policy in order to protect its water resources. This strategy consists of six components:

1. Adopt a water supply concept plan
2. Undertake hydrological studies and acquire land around current or planned public water supplies
3. Adopt regulations for water resource protection, supply, and septic system management
4. Develop decentralized wastewater solutions for problem areas
5. Organize a Septic Management Program
6. Establish an on-going program of public education

1. Adopt a water supply concept plan “Strategies for Water Resource Planning” A broad policy framework with respect to the provision of public water has been developed as part of the master planning process. This policy is consistent with the town’s vision for managing growth. As shown on the diagram which follows, the concept plan recommends that the town address existing water quality and supply problems on a decentralized basis in three core areas where growth will take place; North Carver, Center Carver and South Carver. Within each core area the town should pursue a series of resource protection and development strategies.

- North Carver: Priority should be given to addressing water supply protection and provision problems:
 - N. Carver: industrial area and the Route 44 corridor to the east of the town line could be served by the extension of an existing line water from Middleborough. A standpipe could, if needed, be constructed in the area for storage. A proposed industrial parcel near Spring Street near the Plymouth town line might be served by the extension of this line in the Route 44 right of way. Water from Plymouth or Kingston are possible alternative locations if an extension of the line from Middleborough along the new Route 44 corridor is not feasible.
 - Extension of Middleborough line for the provision of water service to problem areas around three older sub-divisions where small lots (50 x 100 foot lots) are impacting water quality. Total of approximately 500 homes, including Cooper’s Pond, 120-130 homes, Vaughan Pond/Crystal Lake, 254 homes, and Wenham Shores, 120-150 homes. Potential problem of nitrate loading impacting water supply, as well as eutrophication of ponds.
- South Carver: Provide water to new development areas such as Makepeace as well as the town of Middleborough on an as needed basis.
 - The Town has recently taken over two large wells from Cranberry Village; a 200 lot mobile home park. Each well, with 150 gpm capacity, currently could serve 600-700 homes and has the potential to serve 2,000 homes. The wells and distribution system were not adequately installed initially. Improvements are needed in the piping and corrosion controls. The Town will seek grants to carry out these improvements.
 - The output of these wells could be increased if the Town was able to acquire land on a parcel adjacent to the wellhead.
 - The Makepeace development should provide a site for future municipal water supply to serve South Carver and possibly Middleborough.
 - At Bates Pond approximately 100 homes, may need water from Cranberry Village or a future well site to be located on the Makepeace site to correct water quality issues.
- Center Carver, Town Hall Well:
 - The existing well is 385 feet deep with a PH of 7.1. The well services Town Hall, the Library, Police and Fire Departments as well as adjacent public housing.

 DEP limits the draw at this well to 12 gallons per minute which would permit a draw of 18,000 gallons per day. The Town is using 6,000-8,000 gallons/day to serve the housing and municipal facilities. The well includes a water tank with an 8,000 gallon capacity.

 There is an adjacent bog located within 1,000 feet of the well. Because of its location, DEP has limited the amount of draw to 12 gallons per minute. This bog should be acquired by

the Town when the property becomes available in order to increase the capacity of this facility to serve adjacent land uses, if needed.

2. Undertake hydrological studies and acquire land around municipal wells, Town Center and Cranberry Village giving priority to areas proposed for new development The Water Supply Concept Plan identified two town wells as resources (Town Center and Cranberry Village) that could provide water to adjacent developments. Each of these wellheads are limited in their capacity to pump water because adjacent parcels within the wellhead area are utilized for cranberry production. Hydrological studies should be undertaken at these and other possible sites to identify water resources which might serve new development areas. Studies, using combination of public and private funding, should focus on priority development areas. Test well studies cost about \$25,000.

Now is the time for the Town to consider the acquisition parcels adjacent to existing or potential wellhead sites and the possible expansion of one or both Town Center and Cranberry Village wells into well fields to maximize the available water supply to serve adjacent development.

3. Adopt regulations to protect water supply and manage septic systems The following regulations should be considered. These are discussed more fully in the Natural Resource section.

- Increase lot size to 2 acres as a means of mitigating impact of nitrogen loading
- Revise Water Resource District Protection regulation so as to conform to DEP or Cape Cod Commission Model Aquifer Protection Bylaw
- Adopt Stormwater regulations (Planning Board, BOH, and Conservation Commission)
- Modify Earth Removal By-law to protect water supplies
- Open Space Subdivision regulations that allow for cluster on smaller lots provided shared septic systems and water supply issues are addressed
- Adopt standards for nitrogen loading; design, operation and maintenance of package treatment plants; and design, operation and maintenance of public water supplies

In addition, the Board of Health and the consultant engineers recommend that the town expand, if possible the minimum lot size to 2 acres as these can accommodate private water and a septic field. (Local water is high in manganese, iron, and acidity). Cluster residential developments on smaller lots where there are enhanced septic systems and shared wells would permit denser configurations, possibly as low as 20,000 square foot lots assuming the town's overall density is not increased

4. Develop decentralized wastewater solutions for problem areas. Septic system upgrades only cost \$3,000-\$5,000 due to high quality of sandy soils in town. Cluster septic systems of 5-10 homes would be better than individual septic systems. The Town needs to develop a cluster program to encourage decentralized systems.

5. Septic Management The Town should consider adopting a septic management plan similar to the Town of Yarmouth. Locations of high nitrogen in the ground water would be monitored. Septic systems would be pumped and treated on a regular basis. The remainder of town would be monitored on a less frequent basis. Septic systems, if needing replacement, would be carried out by the town with the homeowner charged a betterment fee requiring a payback over a period of 10-20 years.

6. Public Education A comprehensive system of public education for school children, adults, and developers needs to be prepared. Issues such as developing uplands too close to bogs, the need to

be set back from resource areas, managing household septic systems, best management practices such as fertilizer and chemical use and disposal, all need to be addressed.

APPENDICES

Appendix 6-1 Department Inventory

Appendix 6-1 Department Inventory

This inventory was prepared by the firm of Larry Koff & Associates based upon interviews with the heads of Town departments.

Buildings and Grounds

The Town of Carver owns and maintains a variety of properties throughout the Town. A Building and Grounds Department was formed in 1998 to provide daily cleaning and maintenance service for several of the properties. The service plan with its supporting operating budget for FY2001 was developed to care for the needs of the new Town Hall, the police station, three fire stations, the new Library, the EMS facility, and two water pump houses. The Director's office is located at 108 Main Street with some additional space being available for supporting staff at this site. The Town Hall and the Library are the focus of much of the maintenance and daily cleaning activities for the four Town employees providing this needed service.

The Director of Building and Grounds reports that two additional maintenance technicians are necessary to support the current properties assigned to the department. When the new Police Station is operational and the Central Fire Station is redeveloped a total of six people would be required to provide adequate services to these public properties for cleaning and maintenance. The growth in Carver's population to 16,500 by 2020 and later up to 33,000 as buildout is completed will not directly result in more requests for service from this department. Rather, the Director foresees the addition of more buildings to the care of the department, the increase in age of the facilities, and the necessity to update technologies as being the primary driving factors which will influence department staffing and the requirements of supporting equipment. Currently, the department is considering its needs to upgrade and resize the mowers used in landscape maintenance. Further, a second vehicle is anticipated as necessary as the Police, Fire, and Public Works facilities are completely redeveloped.

Opportunities to improve services may exist. One opportunity is for the Town to consider assigning all properties under the control of the Board of Selectmen to the care of this department. This could include the Marcus Atwood House with its current tenant, the Council on Aging and all the DPW facilities. This would strengthen the capacity of the department to effectively plan and deliver needed maintenance services and could make more uniform the quality of services delivered. A second and larger opportunity exists for the Board of Selectmen and the School Committee to combine and coordinate cleaning and maintenance service for all Carver's buildings and properties. Centralizing all services would improve the ability of the two agencies to respond to emergencies, staffing shortages, and better utilize the technical skills of maintenance employees. Some opportunities to improve services and/or reduce costs could develop in bidding out certain routine cleaning or maintenance activities.

Police Department

Carver's Police Department operates from a renovated facility at 112B Main Street. The front section of this building serves as the central fire station and is the headquarters of the fire chief, fire inspection services, and fire dispatch. About 3,800 square feet are available for police use and central dispatching services. Holding cell needs are met by transferring women in custody to the female holding cell facilities at the Marshfield Police Station and by transferring men to the Plymouth House of Correction. The Police Chief and the Town of Carver recognize the current facilities as inadequate. A recently completed facility and space assessment study has recommended that a new facility of about 11,000 square feet be developed in the very near future to meet current and projected needs (to 2020) of the department. The new facility would be located nearby within the current municipal complex and be supported by the existing well and water distribution system.

The Department currently has 17 full-time sworn officers, 4 full-time and 2 part-time civilian dispatch staff, and 10 cruisers. An effective computer aided dispatch system has been in place and operating since 1994, normal system enhancements are planned to continue as changes in technology become available. The Town and Department practice of effective capital investment in vehicles and equipment has made available good equipment which is well maintained. The Police Chief reports that the existing staffing of 17 officers should be increased to 20 officers and 12 vehicles to meet current needs effectively. Further, population increases to 16,500 people would require about 25 officers with 15 vehicles. Should the population of Carver approach the

potential level of 33,000 people with the full build out of the community, a gradual matching increase to about 30 officers and 18 vehicles should coincide with the community's growth. Key to this assumption of public safety personnel deployment is the continued limited availability of establishments selling and pouring liquor within the community.

Fire Department

The Fire Department has three stations. The Central Fire Station is located at 112A Main Street in the same structure as the Police Station. It houses the rolling stock; various fire department offices for the Fire Chief, inspection service staff, and departmental records; and the department's civilian dispatch operation which supports the day shift. Two sub-stations are located in North Carver and South Carver at 1 Green Street and 120 South Street. All Fire Department resources are located within the community and no mutual aid agreements have been put in place. The Town and the Fire Chief recognize that the Central Fire Station facility is not adequate. A needs assessment study has concluded that following the development of a new Police Station and the relocation of the Police Department from 112B Main Street, the existing facility should be redeveloped as an enlarged Central Fire Station.

The Department currently has a Fire Chief working full-time, two dispatcher clerks covering about 60 hours a week during the day shifts, an inspector working part-time and about 70 on-call personnel. The Town and the Department have in place an annually updated 20 year Capital Improvement Plan CIP which has been addressing the departmental needs in facility, rolling stock, and equipment replacement for over a decade. The Fire Chief reports that only normal upgrades and replacements are planned over the next 20 years to meet the community needs in growth and changes in technology. In the near future, a tanker truck purchase is planned for placement at a sub-station completing the department practice of standardization of equipment and deployment. A modernization of computer hardware and software is planned to network the department computer system and to maintain effective control of data on certain materials stored within the community and to track fire related incidents as needed. Generally, the Fire Chief confirms that the department has worked effectively to deliver the best possible fire services within the existing Carver environment. Carver has not developed a water supply system within the community and has been rated as a grade 9 insurance risk by the ISO. A new review by the ISO is planned within the year and the Fire Chief believes that the overall community rating could be upgraded because of the efforts of the Fire Department to effectively address the needs of the community.

The Fire Chief reports that the current staffing level is adequate with the exception dispatch/clerical support and the need for a full-time Deputy Chief needed to provide a certain level of redundancy in departmental leadership and eventually a method for succession in command upon his retirement. The Fire Chief projects that as the town grows the volunteer force will have to be supplemented by a limited number of full time fire fighters. The current projections assume that the number of volunteers will need to increase in direct proportion to the population growth. Assuming that the agricultural nature of the community continues and that on-call personnel continue to be available for fire calls in the years ahead, the departmental needs at full build out with a population of 33,000 residents would be 330 volunteers. The needs for volunteers and full time fire fighters is difficult to project because to nature of the development remains such an unknown factor. The Fire Chief notes that the roadway system in the community needs to be addressed to better support emergency response efforts. This need has been noted in the assessment of the 1,200 acre Makepeace Development currently under discussion.

School Department

The Carver Public School District is responsible for running Carver's Public Schools, which include 3 elementary schools (Ellis, Carver Primary, and Governor Carver Elementary), the Middle School, and the High School.

Table A6-1
1998 School Enrollments

<u>Name</u>	<u>Year Built</u>	<u>Grades</u>	<u>Students</u>
Ellis School	1933	Pre-K-K	101
Carver Primary School	1976	Pre-K-2	471
Governor Carver Elementary School	1952	3-5	367
Carver Middle School	1989	6-8	543
High School	1989	9-12	<u>565</u>
Total			2,047

Source: Superintendent of Schools Office

The *1996 Long-Range Planning for School Facilities* study conducted by New England School Development Council for the Town of Carver identified a projected space shortage of 95 students.

Highway Department

The Highway Department is responsible for maintaining approximately 100 miles of roads and related catch basins, as well five cemeteries. The Department has insufficient staff to manage the planning, maintenance, and construction work associated with town roads.

The Town does not operate a recycling program.

Cemetery maintenance is carried out by the Highway Department.

The Department has 10 full-time staff, including the Superintendent, and Office Manager. The staff function as both equipment operators and laborers. The department has 35 pieces of equipment which are on a 10 year replacement schedule. The fleet is in pretty good share and is adequately insured. A new highway barn will be built behind the school maintenance facility.

Carver, Marion, Wareham Regional Refuse District

Solid waste is managed by the Carver, Marion, Wareham Regional Refuse District. A transfer station was built at the land fill which is located off Federal Street on the west side of the Wankinco River about .8 miles north of the Carver-Wareham Town line. The landfill is located on the Makepeace property in South Carver and leased to SEMASS which operates a waste-energy facility in Rochester. Residents must pay for a local hauler or bring their own trash to the facility. As part of the agreement with SEMASS, residents are not charged a tipping fee outside the hauler's transportation costs to use the transfer station. It is estimated that the landfill has sufficient capacity to accommodate 5-10 years of additional ash supplied by the SEMASS plant.

Board of Library Trustees

The Carver Public Library is located at 2 Meadow Brook Way and near the Town Hall, Police and Fire Stations, and the Carver Housing Authority dwelling units. A new facility was constructed and opened to the public in 1998. The facility is owned by the Town and managed by the Carver Board of Library Trustees. At a cost of \$3.5 million in 1998, the facility was designed and built to meet the community's needs for the next 20 years. Adequate room has been provided for growth of the collection as well as advances in computer access to data available off site. The department participates in the interlibrary loan program (SAILS) and the Southeast Massachusetts Library System SEMLS. SAILS provides computer services to Carver and 62 other communities to maintain the collection utilization data and inventory. The building is ADA compliant and meets the current standards for Massachusetts state certification. The Library site provides 40 parking spaces and visitors may avail themselves of an equal amount of parking in the nearby Town Hall parking lot.

The Library contains 42,000 holdings, for an average of 3.6 volumes per capita, being below the state average of 5.0 volumes per capita. About one third of the collection is devoted to children's use. In 1999 about 62,000 items were borrowed or 5.34 items per capita were borrowed from the Library, an average lower than the state average of 7.49 items per capita for library usage in 1996. Services are provided by 4 full-time and 6 part-time employees. Assuming all conditions remain equal, the Library Director reports that an increase in Carver's population to 16,500 by the year 2020 would result in a staffing need for 6 full-time and 8 part-time employees. At build out conditions in Carver, a population of 33,000 may well require 9 full-time and 12 part-time staff. Currently, the Library is able to service the community by operating for 54 hours on a six day a work week. Opportunities for change are likely to be forced upon the Library Department. The Library Director expects significant changes during the next 20 years as the book collection is expanded to meet the changing needs of community; the use of computers in research expands; available information technology grows in unexpected ways, and staff is retrained and adjusted to support emerging community needs.

Carver Housing Authority

The Carver Housing Authority like most authorities in Massachusetts has been organized outside of the Town corporate body. The chief executive officer is the Housing Authority Board, composed of five members, four of whom are elected for five years in staggered terms. A fifth member of the Board is appointed by the Governor. Currently, the authority has under its management a group home able to accommodate 8 individuals, 20 elderly units, and 8 family units. The Chairman of the Housing Authority reports that all the units are in good repair. A repair project is planned in the near future to correct some roof problems. Other outstanding repair work is considered normal maintenance. Strong economic times have provided some assistance from the state, monies that have augmented the rent payments from existing tenants. A part-time staff of three manage the daily affairs of the Authority and maintain the facilities.

Currently, the Housing Authority has a substantial waiting list. The list has existed for some time. The 28 units under management falls short of the Commonwealth's goal of 10% all units being available for low and moderate income families. The Carver Housing authority Chairman reports the interest of the Authority to build additional elderly units should state funding be made available.

Conservation Commission

Enforcement of the State's Wetlands Protection Act is overseen by the Carver Conservation Commission. Signed into law in 1973, the law enables the community to protect certain wetlands for the public good. Developers give notice of their intent to develop and the Commission determines its jurisdiction and may issue an order of conditions to guide the developer's activities. The Carver Conservation Commission has significant authority to enforce the law and is supported by a part time Director.

In order to respond to current and project growth pressures, the part-time Conservation Agent has recommended that the town retain the services of a full-time Agent and Secretary/Administrative Assistant, purchase computers, ArcView mapping system, and MASSGIS software. In addition the following actions should be undertaken: mapping of vernal pools and infrared aerial photography of entire town, support the Community Preservation Act, establish a Land Trust, work with cranberry industry to implement a grower-specific agricultural preservation restriction program, and set aside funding for open space purchases.

Council on Aging

The Council on Aging develops, implements and coordinates programs and services for Carver's residents age 60 and over.

Building Department

The Building Inspector is charged with enforcing the Building and Zoning codes, the Subdivision by-law and the Earth Removal By-law. The Building Inspector reports to the Planning Board and the Board of Appeals on regulatory issues. The Inspector reports that 90% of his time is spent on enforcement.

Major issues concern getting the various departments to work together, upgrading various regulations, and making the process more user-friendly. Having the Town Clerk provide appropriate public meeting notice, updating the Site Plan, Sign, Subdivision, and Erosion Control By-laws so as to address environmental protection and enforcement issues, and coordination between the Planning Board and Building Inspector on the release of subdivision lots to ensure improvements are completed prior to permitting will improve the quality of development in town.

Health Department/Board of Health

The Board of Health Agent enforces state and local public health laws, rules and regulations, investigates and reports cases of disease dangerous to public health and confers with the Conservation Commission, Board of Health, Building Inspector, other town departments and state public/environmental health agencies. The agent works under the policy direction of the Board of Health when making contact with said agencies, operators, and managers of establishments handling food products, septic system construction contractors, well drillers, landlords and tenants, farm owners, business community and the general public. Proper judgement in the interpretation and application of law and local regulations to frequently changing conditions and problems related to public/environmental health is required.

Board of Assessors

Carver is served by three elected members of the Board of Assessors. The daily operation of the Assessor's duties takes place at Town Hall and is supported by two full-time and one part-time employee. Valuation work is assisted by a firm under contract. The Board has undertaken to host the Town's GIS system which it hopes will be utilized by other departments as they see opportunities to apply this new technology to their needs.

The GIS project, supported by two aerial photo flights, will provide boundary to boundary tax mapping for Carver. For the first time, assessor's maps will be available on a consistent scale and will contain interlocking and overlapping parcels. The board will be able to compare the reported parcel sizes to the bounds established by photographic means. Training is underway for the Board's staff to learn the effective use of this GIS software. The Board has determined that a three 3 person staffing level as most necessary for its current needs. The office space currently assigned at Town Hall is adequate for three people. No growth in staff or office space is expected to be necessary as the Town's population increases to 16,500 by 2020. Changes in technology and the ability to contract out certain aspects of the Board of Assessors duties may well result in little net change in the staffing or space needs of this department as time and population progress.

Treasurer/ Collector

Carver has combined the services of the Town Collector's Office and the Town Treasurer's Office. In practice, the elected "Treasurer/Collector" has maintained separate job duties for the staff. Two people have duties on the Collector's side of the operation and two people have duties assigned on the Treasurer's side of the operation. The Treasurer/Collector oversees all office activities which involve the collection of tax levies that are committed to the Collector and the reporting/transfer of those sums to the Treasurer. The Treasurer's work is characterized by the investment of those funds and the supporting work necessary to effect their expenditure (including payroll) and document the results to the Town Accountant.

Generally, the Treasurer/Collector confirms the current staffing to be adequate as is the space allocated to the office functions. The growth in population to 16,500 by 2020 will not have a direct proportional impact upon this unit of government. The gradual increase in the number of tax bills issued and collected may possibly be off set by changes in technology and or service agreements with third party vendors.