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# Analysis of the Delivery of Public Services on Martha's Vineyard: Prepared for the Martha's Vineyard Commission and the County of Dukes County

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**THE EDWARD J. COLLINS, JR.  
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SCHOOL OF POLICY STUDIES**

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# **Analysis of the Delivery of Public Services on Martha's Vineyard**

PREPARED FOR THE  
MARTHA'S VINEYARD COMMISSION  
AND THE COUNTY OF DUKES COUNTY

EDWARD J. COLLINS, JR. CENTER FOR PUBLIC MANAGEMENT  
AT THE  
UNIVERSITY OF MASSACHUSETTS BOSTON  
BY THE EXECUTIVE SUITE

April 23, 2010



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# Analysis of the Delivery of Public Services on Martha's Vineyard

## I. Introduction and Overview

The Island of Martha's Vineyard is a 100-square-mile island located about four miles off the coast of Cape Cod. It has a year-round population of close to 16,000, which swells to more than four times that number in the summertime with an influx of seasonal residents and visitors. The Island is made up of six towns. Three quarters of the Island's year-round population is distributed equally among the three "Down-Island" towns: Edgartown, Oak Bluffs, and Tisbury each with a busy commercial town center while one quarter of the Island's population is split among the three "Up-Island" towns of Aquinnah, Chilmark, and West Tisbury.

The Island's six towns each reflect a distinct character, not only physically in their buildings and environment, but also in the ways they are administered. At the same time, the Island has many Island-wide or other shared arrangements for providing services or dealing with issues. In many cases, these reflect particular Vineyard solutions to such Island-wide issues as land development (Martha's Vineyard Commission), protection of open space (MV Land Bank), gaps in health care services (Dukes County Health Council), solid waste disposal (MV Refuse District), public transportation (Vineyard Transit Authority), and affordable housing (Dukes County Regional Housing Authority).

There is some concern that the multiple layers of six towns and Island-wide governance may in some cases be inefficient, possibly fractious, and make it more difficult to come together to adequately address regional/multi-town issues, some of which are exacerbated during difficult economic times. At the same time, there is a broad understanding that the character of each town should be maintained, that the diversity of the six towns contributes to quality of life and helps make the Vineyard a desirable destination, and that the towns want to maintain local control.

The current state of the national, state, and local economy are leading state and local governments to consider greater efficiencies in the delivery of public services. The Commonwealth of Massachusetts has been supportive of municipalities and regions considering efforts to regionalize or consolidate public services while recognizing that regionalizing services is not always the best solution. The possibility of sharing services could be looked at as a way to save money or as a way to improve the quality of services, even if costs cannot be reduced.

The present method of delivery of services on Martha's Vineyard is the reflection of a number of decisions made in the past, and may or may not be the optimum balance between what services are shared and what is delivered at the town level. The starting point for this study was discussions at the All Island Selectmen's meeting about the towns on Martha's Vineyard considering the possibility of sharing some services, mainly as cost-savings measures.

The Martha's Vineyard Commission, in cooperation with the County of Dukes County, undertook this study to analyze the delivery of town, multi-town, and regional services on the Island as a starting point for future discussions.

It should be noted that several factors make comparisons between Vineyard and other communities difficult. First, the huge seasonal variation, far greater than even Cape Cod, means that services are being provided to a much larger number of people than accounted for when using census populations. Second, the fact that the Vineyard is an Island introduces a whole series of considerations related to transportation and the availability of work force. Third, as a largely tourist and seasonal community, the economy depends on providing an excellent experience to seasonal residents and visitors, which translates into an expectation for an exceptionally high quality of services.

The authors of this report, as well as representatives from the Martha's Vineyard Commission and County of Dukes County, welcome the opportunity for discussion and deliberation that this report will engender.

## **II. The Study Focus**

This report was commissioned by the Martha's Vineyard Commission through the Edward J. Collins, Jr. Center for Public Management at the University of Massachusetts Boston and was funded by the Massachusetts Department of Housing and Community Development – District Local Technical Assistance Program. The report was prepared and presented by The Executive Suite for an analysis of the delivery of public services on Martha's Vineyard. The purpose of the analysis is -

1. Inventory what existing services are delivered at various levels of local and regional government; prepare a list of services that are presently delivered, or could be delivered, by public entities on Martha's Vineyard.
2. Identify what type of entity presently provides the service and the approximate budget and manpower, breaking it down by town when possible accessing publicly available data.
3. Identify possible criteria optimizing the level of service delivery by interviewing stakeholders as well as the expertise of the consultant with respect to best practices elsewhere.
4. Identify the services that appear to be good candidates for considering changing the method of delivery. Apply the criteria to the list of services, noting specific services that show promise.
5. Identify which services have been successfully delivered in an alternative way in other localities. This should include the possibility of contracting out certain services. If possible, estimate the potential order of magnitude of potential cost savings.

## **III. Methodology**

The study and analysis utilized publicly available data obtained through the Massachusetts Department of Revenue Division of Local Services Municipal Database, as well as compilation of data from interviews with public officials in each of the Martha's Vineyard communities, and data collection and analysis performed by staff at the County of Dukes County and the Martha's Vineyard Commission. The interviews had several purposes: reviewing and validating the data, soliciting data on full time equivalent employees, and ascertaining interest in further sharing of municipal services.

Interviews were conducted with public officials on November 23 and December 11, 2009. Interviews were conducted by Warren Rutherford, consultant, Christine Flynn, Economic Development & Affordable Housing Planner Martha's Vineyard Commission, and County Manager Russell Smith. Interviews were conducted with the following public officials:

- Tisbury – Timothy W. McLean, Tax Collector & Treasurer
- West Tisbury – Bruce Stone, Town Accountant and Kathy Logue, Town Treasurer
- Oak Bluffs – Michael Dutton, Town Administrator
- Chilmark – Melanie Becker, Treasurer
- Aquinnah – Jeffrey J. Burgoyne, Town Coordinator
- Edgartown – Marilyn Wortman, Human Resources Coordinator

The Collins Center was also requested to determine if there were comparable communities with which a comparison of services could be undertaken, specifically Nantucket and Barnstable County communities, since they have similar community types and also have seasonal population fluctuations.

The Collins Center and consultant reviewed criteria from the Massachusetts Department of Revenue Division of Local Services that compare one community against several.<sup>i</sup> That review concludes that there are no comparable communities in Massachusetts that share more than one comparable factor with the six Martha's Vineyard communities.

#### **IV. Existing Services Analysis**

**Table I** presents a municipal service matrix that identifies a compilation of each town's level of appropriation and staffing for all municipal services. **Table II** presents shared and regional services, appropriation, and staffing where this information has been publicly available.

##### **A. Municipal Service Analysis**

- 1) The towns surveyed for this analysis include Aquinnah, Chilmark, Edgartown, Oak Bluffs, Tisbury, and West Tisbury.
- 2) The total population for all towns is 15,444<sup>ii</sup>. Expenditures for the 2007 - 2008 year are \$45,345,295<sup>iii</sup>, full-time equivalent (FTE) employees are estimated at 516.3.<sup>iv</sup>
- 3) Functional areas providing municipal services include executive, financial, licensing, inspectional services, land management, public works, and public safety, senior and leisure services. These are services common to most municipalities in the Commonwealth.
- 4) Detailed data for each of the six communities appear as Appendix A to this report.

##### **B. Shared or Regional Service Analysis**

- 1) Martha's Vineyard and the County of Dukes County currently have quite active regional or intermunicipal services with several and/or all towns participating.
- 2) Expenditures from assessments for shared and regional services in the 2008 - 2009 year are \$22,576,836; full-time equivalent (FTE) employees are estimated at 314.2.<sup>v</sup>
- 3) Shared and/or regional services include education, housing, health care, , senior services, regional planning, regional transportation, solid waste disposal and recycling, shellfisheries, and ambulance. The County of Dukes County is one of five counties in Massachusetts that has an active county government. The Dukes County Commission provides a number of regional

<b>Table I - Municipal Services Matrix</b>			
<b>2008-09</b>		<b>Population</b>	15,444
<b>Schedule A Code</b>	<b>Type of Service</b>	<b>Funding Amount</b>	<b>Manpower (FTE)</b>
<b>MUNICIPAL SERVICES</b>			
110	<b>Legislative</b>	\$ 867	-
120	<b>Executive</b> (includes Board of Selectmen, Town Manager, Town Administrator)	\$ 1,175,634	12.0
135	<b>Accountant/Auditor</b>	\$ 564,616	8.0
141	<b>Assessors</b>	\$ 1,054,216	12.5
145	<b>Treasurer</b>	\$ 687,368	7.6
146	<b>Collector</b>	\$ 480,805	6.8
150	<b>Operations Support</b> (includes personnel, civil service, MIS, other operations support)	\$ 597,188	2.6
151	<b>Town Counsel</b>	\$ 380,282	-
160	<b>Licensing and Registration</b> (includes Town Clerk, Elections, Registration, Licensing)	\$ 553,565	7.4
170	<b>Land Use</b> (includes community presevation, planning board, ZBA, other land use)	\$ 458,584	7.6
171	<b>Conservation Commission</b>	\$ 344,389	3.0
192	<b>Public Buildings/Properties Maintenance</b>	\$ 569,333	1.4
199	<b>Other General Government</b>	\$ 635,968	4.0
210	<b>Police</b>	\$ 6,803,193	69.0
220	<b>Fire</b>	\$ 888,497	9.1
230	<b>Emergency Medical Services</b>	\$ 1,371,685	11.0
240	<b>Inspection</b> (includes Building, Gas, Plumbing, Weights & Measures, Electrical, Public Scales, & Other Inspectors)	\$ 726,654	6.6
299	<b>Other Public Safety</b>	\$ 1,822,913	14.5
300	<b>Education</b>	\$ 16,248,165	220.0
420	<b>Highway/Streets</b> (includes Administration, Construction & Maintenance, Other Highways & Streets)	\$ 3,394,826	40.1
423	<b>Snow and Ice</b>	\$ 133,866	-
424	<b>Street Lighting</b>	\$ 131,769	-
440	<b>Sewerage Collection and Disposal</b>	\$ 1,412,063	10.5
499	<b>Other Public Works</b> (includes Cemetery and Other Public Works)	\$ 149,051	1.0
510	<b>Health Inspection Services</b>	\$ 728,074	9.4
520	<b>Clinical Services</b>	\$ 21,379	-
540	<b>Special Programs</b> (includes Council on Aging, Youth Services, Other Special Programs)	\$ 669,206	8.5
543	<b>Veterans Services</b>	\$ 59,705	-
599	<b>Other Human Services</b>	\$ 302,601	3.0
610	<b>Library</b>	\$ 1,862,018	29.6
630	<b>Recreation</b>	\$ 660,317	3.2
650	<b>Parks</b>	\$ 398,740	0.3
691	<b>Historical Commission</b>	\$ 2,925	0.1
692	<b>Celebrations</b>	\$ 42,232	-
699	<b>Other</b>	\$ 12,601	7.8
<b>Total Municipal Services</b>		<b>\$ 45,345,295</b>	<b>516.3</b>

**Notes:**

- 1 All Municipal service figures were compiled by the Collins Center from DOR's DLS Schedule A records for 2008-2009.
- 2 Regional service figures were compiled from DOR's DLS records under "Schedule A Code" as indicated or 2008 Annual Town Reports
- 3 Debt Service, Capital Improvements, Insurance, and Liabilities were not included in municipal service operations from the DOR Schedule A reports.

**Table II - Shared or Regional Services Matrix**

2008-09		Population				15,444	
Schedule A Code	Type of Service	Type of Entity	Assessment Formula	Total Assessment	Total Budget	Manpower (FTE)	Notes
<b>CONTRIBUTIONS TO MULTI-TOWN OR ISLAND-WIDE ENTITIES</b>							
310	Regional School Assessment - 1 - MVRHS	I	d	\$ 11,512,157		133.6	Regional School Assessment - determined by the state
320	Regional School Assessment - 2 Up-Island School District	M	d	\$ 6,948,673		78.8	Aquinnah, Chilmark, and West Tisbury. Negotiated formula for cost sharing.
	Dukes County Regional Housing Authority	C*	c	\$ 212,273	\$ 1,512,198	3.0	Property Management includes on going maintenance repair plus Capital Improvements to DCRHA's properties
	Martha's Vineyard Center for Living (formerly Island Councils on Aging)	I	d	\$ 162,193		2.0	Assessment is based on the population percentage over a certain age.
	Up Island Council on Aging	M	d	\$ 165,100		2.5	Aquinnah, Chilmark, and West Tisbury. Assessment is based on Percent of town population 60 years and older
	Martha's Vineyard Refuse Disposal and Resource Recovery District	M	d	\$ 731,168	\$ 1,993,765	10.5	Aquinnah, Chilmark, Edgartown, and West Tisbury.
	Oak Bluffs and Tisbury Refuse and Recovery District	M			\$ 1,904,325	-	Oak Bluffs and Tisbury Transfer Station is operated by a private company. Town staffing is about 1 hour / week(\$50/hour) from both Tisbury DPW and Oak Bluffs Highway Dept. The private company's manpower is about 4 FTE.
	Martha's Vineyard Regional Transit Authority	I	d	\$ 741,002	\$ 3,949,656	13.8	Assessment is based on service and usage. The VTA contracts with Transit Commencion to operate buses, using an additional approximately 40 FTE.
	Martha's Vineyard Cultural Council	I	d	\$ 8,500	\$ 35,800	-	There is no Assessment Formula. Towns agree to provide an equal monetary amount. Ma Cultural Council provides x amount of money per town. MV Cultural Council then gives out grants to qualified applicants. Accounting services are provided in kind by West Tisbury
	Martha's Vineyard Shellfish Group	I	d	\$ 180,000	\$ 250,000	2.5	Shellfish Group employs 5 part time summer people
	Martha's Vineyard Commission	I	a	\$ 763,271	\$ 1,229,213	10.0	MVC has employed 3 full time summer interns and other consultants on a contractual basis.
	Tri-Town Ambulance	M	d	\$ 374,583		*	Aquinnah, Chilmark, West Tisbury. Tri town Ambulance charges all 3 participating towns a third.
	Dukes County Commission	C	d	\$ 777,916	\$ 1,966,652	57.5	County assessment - Tot.=788,769 of which Sheriff = 505,466, Registry of Deeds = 262,143, County = 21,160. Staff and Budgets for the Health Care and Integrated Pest Management Programs are included. This includes the Sheriff's Department (subsequently transferred to the Commonwealth) and excludes the Airport.
<b>Sub-Total Shared / Regional Services</b>				<b>\$ 22,576,836</b>		<b>314.2</b>	
<b>TOTAL MUNICIPAL AND SHARED SERVICES</b>				<b>\$ 67,922,131</b>		<b>830.6</b>	

Type of Entity

- C - County
- I - Island-wide entity not affiliated with County
- M - multi-town but not Island-wide entity
- \* - information to be completed

Assessment Formula

- a. Equalized Land Valuation Formula
- b. Population Formula
- c. 50/50 (Land Valuation/Population) Split Formula
- d. Other Assessment Formula



services such as pest management, health care access, veterans' services, emergency management, the registry of deeds, and other regional government activities. The County supports or coordinates activities for housing, medical reserve corps, the youth task force, the health council, beach management, the parking clerk, and the animal shelter. Cooperative purchasing of electric supply through the Cape Light Compact is another regional effort.

### **C. *Municipal and Shared/Regional Service Summary***

Current appropriations and staffing for most municipal functions and shared/regional service functions reflect a conservative approach to delivery of services on the Island and are consistent with funding and service patterns throughout the Commonwealth. As noted, the financial data is from the 2007-2008 fiscal period for municipalities and from 2008-2009 for the shared/regional services. During the study period total municipal and regional/shared service expenditures from assessments were \$ 67,922,131 and full-time equivalent employees was 830.6.

Based on interviews with municipal staff, both appropriations and staff have realized continued reductions since these fiscal periods and have been exacerbated by the recent economic recession. Any further analysis of service level optimization should consider the current and projected future economic conditions on Martha's Vineyard, particularly in view of its geography, seasonal population, and demand for a high level of service to its seasonal visitors.

## **V. Criteria to Identify Optimized Level of Service Delivery**

### **A. *Economic Efficiency, Fiscal Equity, Political Accountability, & Administrative Effectiveness***

The efforts to share, consolidate, regionalize, and/or dissolve municipal service functions have evolved considerably in the last century. Cities, counties, states, and the federal government each contributed practical advice and assistance, funding, laws, and other incentives for municipal service optimization to occur. There is considerable public literature and experience available to review these efforts at the federal, state, regional, and academic institution levels.

In the 1960's and 1970's the federal government authorized the former Advisory Commission on Intergovernmental Relations (ACIR) to guide jurisdictions in their review of these public services. In the process, the ACIR not only catalogued services that were shared or regionalized, in 1974 it also catalogued those criteria that public organizations found most beneficial when reviewing whether or not a service function could be optimized. The categories, criteria, and criteria description appear in **Table III** below.

In order to utilize these criteria more efficiently the consultant has prepared a Service Optimization Criteria Matrix (attached as **Table V**) to guide municipal and regional officials in their further review to optimize municipal services on the Island. As with any qualitative review, common sense, sound administrative practice, a thorough financial analysis, and political judgment should be blended with the use of these criteria.

**Table III - Criteria for Service Level Optimization**

<b>Main Category</b>	<b>Criteria</b>	<b>Criteria Description</b>
<b>Economic Efficiency</b> – Functions should be assigned to jurisdictions	1. <i>Economies of Scale</i>	That are large enough to realize economies of scale and small enough not to incur diseconomies of scale (e.g. – <i>Franklin Regional COG Inspectional Services Program</i> ).
	2. <i>Service Competition</i>	That are willing to provide alternative service offerings to their citizens and specific services within a price range and level of effectiveness acceptable to local citizenry.
	3. <i>Public Pricing</i>	That adopt pricing policies for their functions whenever possible.
<b>Fiscal Equity</b> - Functions should be assigned to jurisdictions	4. <i>Economic Externalities</i>	That are large enough to encompass the cost and benefits of a function or that are willing to compensate other jurisdictions for the service costs imposed or for benefits received by them.
	5. <i>Fiscal Equalization</i>	That have adequate fiscal capacity to finance their public service responsibilities and that are willing to implement measures that insure interpersonal and interjurisdictional fiscal equity in the performance of a function.
<b>Political Accountability</b> – Functions should be assigned to jurisdictions	6. <i>Access &amp; Control</i>	That are controllable by, accessible to, and accountable to their residents in the performance of their public service responsibilities.
	7. <i>Citizen Participation</i>	That maximize the conditions and opportunities for active and productive citizen participation in the performance of a function.
<b>Administrative Effectiveness</b> – Functions should be assigned to jurisdictions	8. <i>General Purpose Character</i>	That are responsible for a wide variety of functions and that can balance competing functional interests.
	9. <i>Geographic Adequacy</i>	That encompass a geographic area adequate for effective performance of a function (e.g. – <i>Franklin Regional COG regional services as well as many regional planning agencies, including the Martha’s Vineyard Commission</i> ).
	10. <i>Management capability</i>	That explicitly determine the goals of and means of discharging public service responsibilities and that periodically reassess program goals in light of performance standards.
	11. <i>Intergovernmental flexibility</i>	That are willing to pursue intergovernmental policies for promoting interlocal functional conflict.
	12. <i>Legal Adequacy</i>	That have adequate legal authority to perform a function and rely on it in administering the function.

**B. Stakeholder Interests to Share Services**

In discussions with municipal officials there was interest expressed to explore certain financial functions for intermunicipal cooperation, especially the assessing function, as well as inspectional services (especially building, gas, electric, plumbing, & health), animal control, police, EMS, and elementary education (discussed on the next page). The recombination of the two waste management districts is not discussed since this effort is already well underway. A short discussion on each function appears in **Table IV** below.

<b>Table IV - Stakeholder Interests in Shared Services</b>			
<b>Function</b>	<b>Staffing FTE</b>	<b>Funding</b>	<b>Discussion</b>
<b>Assessing</b>	12.5	\$ 1,054,216	5 of 6 towns use the same appraisal software (Vision) <sup>vi</sup> and have informally discussed actions that could lead to greater coordination, including assumption of functions by the county.
<b>Inspectional</b>	6.6	\$726,654	Building, gas, electric, and plumbing. Field staff appears at minimal levels now, managers inspect as well, for instance, and inspectors already work in and for several towns. The Edgartown Building Inspector works 11 hours/week in Chilmark (health benefits paid by Edgartown), and Electric, Plumbing, and Gas Inspectors are paid by applicant fees and may also work in several of the towns.
<b>Inspectional</b>	9.4	\$ 728,074	Health services - several towns expressed interest in reviewing better coordination in this function.
<b>Police</b>	69	\$ 6,803,193	Oak Bluffs and Tisbury have previously discussed a combined police force and may be pursuing a study for that purpose. Aquinnah has previously had a DOR report review its Police services according to its Town Administrator.
<b>Fire</b>	9.1	\$ 888,497	All towns have a part time Chief and volunteer staffing. Greater coordination is possible in this area. Mutual Aid agreements allow sharing of equipment and personnel. Aquinnah indicated as part of DOR report that it would revisit recommendations.
<b>EMS/ Ambulance</b>	11	\$ 1,371,685	Several towns are in Tri-Town Ambulance (Aquinnah, Chilmark, and West Tisbury-health benefits paid by Chilmark). There may be opportunity to work more collaboratively with the other towns in this area.
<b>Animal Control</b>			FTE and expenditures are rolled up in Public Safety figures, but several towns indicated interest in greater collaboration in this function.
<b>Shellfish</b>			Oak Bluffs expressed interest in greater collaboration with Tisbury for this function.

## VI. Municipal Services Recommended for Further Review

Using the criteria outlined by the ACIR, the consultant prepared the following analysis to –

- 1) Assist municipal and regional officials in understanding how the optimization criteria can be utilized, when applied to specific municipal services, and
- 2) Indicate to municipal and regional officials where further analysis and discussion by affected and appropriate officials and clients should be undertaken prior to decisions being made.

These criteria provide a basis for assessing the likelihood of benefits regarding shared services of a certain service. The higher the average number ranking the stronger a case may be made for a shared service. It should be cautioned, as with any analysis, that each town and service may have particular characteristics which may affect the suitability of service sharing. As such, the analysis presented and subsequently performed by local officials should be weighted against pragmatic economic, political, and customer interests.

The analysis presented herein suggests that the towns consider further review of the following functions for intermunicipal or regional services –

- 1) Financial - Accounting, Assessing, Treasury, & Collector
  - 2) Inspectional - Building, Electrical, Plumbing, Gas, & Health
  - 3) Public Safety - Animal Control, Police, Fire, & EMS
  - 4) Elementary Education.
- Priority should first be given to the financial functions, especially Assessing, given preliminary criteria ranking and interest expressed by municipal officials.
  - Inspectional function review will need to examine, among other factors, the level of service necessary. This is due to the relative part-time nature of the secondary inspectors (electric, plumbing, & gas) and some of the primary building inspectors and health agents.
  - The Public Safety and Elementary Education functions should be elevated to a more thorough, comprehensive, and accountability-based discussion Island-wide using the factors enumerated above.

The Collins Center recommends the towns further study the feasibility of expanded and more formal intermunicipal cooperation for these services. The intermunicipal cooperation review should consider in greater detail those factors enumerated above. The matrix presented in **Table V** provided can assist the participants in the review in this process.

This recommended review should further consider the changing nature of municipal funding for each of these services and project alternative financing options to continue certain services in their present or alternative forms. A feasibility study should further consider governance, allocation of costs, and accountability of staff.

**Table V - Service Criteria Matrix**

	Municipal Service		Financial				Inspectional Services					Public Safety				Education
			Accounting	Assessing	Treasury	Collector	Building	Electrical	Plumbing	Gas	Health	Animal Control	Police	Fire	EMS	Elementary Education
Criteria																
1	Economy of Scale	That are large enough to realize economies of scale and small enough not to incur diseconomies of scale	8	9	9	9	9	9	9	9	9	9	7	8	8	9
2	Service Competition	That are willing to provide alternative service offerings to their citizens and specific services within a price range and level of effectiveness acceptable to local citizenry	1	7	1	1	7	7	7	7	7	6	5	5	5	5
3	Public Pricing	That adopt pricing policies for their functions whenever possible	1	9	1	1	9	9	9	9	9	7	4	4	7	3
4	Economic Externality	That are large enough to encompass the cost and benefits of a function or that are willing to compensate other jurisdictions for the service costs imposed or for benefits received by them	8	9	9	9	9	9	9	9	9	7	4	7	9	
5	Fiscal equalization	That has adequate fiscal capacity to finance their public service responsibilities and that are willing to implement measures that insure interpersonal and interjurisdictional fiscal equity in the performance of a function	10	10	10	10	9	9	9	9	9	9	9	9	9	9
6	Access and Control	That are controllable by, accessible to, and accountable to their residents in the performance of their public service responsibilities	8	8	8	8	9	9	9	9	9	9	9	9	9	9
7	Citizen Participation	That maximizes the conditions and opportunities for active and productive citizen participation in the performance of a function	1	4	1	4	2	2	2	2	2	2	2	2	2	2
8	General-Purpose Character	That are responsible for a wide variety of functions and that can balance competing functional interests	5	8	7	7	8	8	8	8	8	8	8	8	8	8
9	Geographic Adequacy	That encompass a geographic area adequate for effective performance of a function	8	8	8	8	8	8	8	8	8	8	8	8	8	8
10	Management Capability	That explicitly determine the goals of and means of discharging public service responsibilities and that periodically reassess program goals in light of performance standards	4	7	4	4	6	6	6	6	6	5	8	8	8	8
11	Intergovernmental Flexibility	That are willing to pursue intergovernmental policies for promoting interlocal functional conflict	2	2	2	2	2	2	2	2	2	2	2	2	2	2
12	Legal Adequacy	That has adequate legal authority to perform a function and rely on it in administering the function	10	10	10	10	10	10	10	10	10	10	10	10	10	10
	Average		5.50	7.58	5.83	6.08	7.33	7.33	7.33	7.33	7.33	7.00	6.58	6.42	6.92	6.83

Criteria are ranked on a scale from 1 to 10, with 1 being the lowest and 10 being the highest.

## VII. Successful Intermunicipal Services in Massachusetts

As part of this review the consultant and the Collins Center reviewed certain functional areas that lend themselves to intermunicipal services based on a review of existing intermunicipal cooperation activities within Massachusetts, and they find that the following municipal services have been successfully provided in other municipalities<sup>vii</sup> –

Water distribution	Sewerage collection and disposal	Solid waste disposal
Recycling programs	Collective purchasing of goods and services	Cooperative procurement of electric supply
Health services	Inspectional services	Personnel services
Weights & measures	Accounting services	Land use, transportation planning, environmental planning
Regional Transportation		

Massachusetts governments have a long history of shared and/or regionalized services dating back to before the turn of the 20<sup>th</sup> century and include the Massachusetts Bay Transportation Authority, the Massachusetts Water Resources Authority, statutes authorizing Regional Planning Agencies and Regional Transportation Authorities, to name a few. On a more local level, local and regional governments have constructed a variety of practices to deliver services more effectively. These include the following –

- 1) The most comprehensive illustration of regional service best practices offered to communities through a regional government are those provided through the Franklin Regional Council of Governments. The Franklin Regional COG has a cooperative purchasing program, economic development and planning, emergency preparedness, engineering services, cooperative inspections, geographic information systems, technical assistance for land use, zoning, and natural resources planning, regional health services, town accounting, and transportation planning.<sup>viii</sup>
- 2) Barnstable County has provided an array of regional services on a contract basis as well, including – the *Codfish* (a dredge used for waterways), fire training academy, household hazardous waste collection, shellfish propagation, water quality testing, community septic management program, purchase of electric power supply (this includes the towns of Martha’s Vineyard), energy audits, and collaborative purchasing. Many of the municipalities in the county participate in the programs as they leverage economies of scale in many instances.<sup>ix</sup>
- 3) A regional dispatch service is provided by the Barnstable County Sheriff’s Communications Division to serve as a regional 911 PSAP (Public Safety Answering Point) for the towns of Falmouth, Mashpee, Otis AFB, Harwich, Chatham, Brewster and Orleans. This PSAP also serves as the back-up for several communities as well as Dukes County (Martha's Vineyard). Fire Dispatch services are provided for the Barnstable and West Barnstable Fire Districts, as well as the towns of Bourne, Mashpee, Orleans, Brewster and Otis Fire Departments.

- 4) A regional purchasing collaborative created by the Metropolitan Area Planning Council (MAPC) in 1998 provides regional procurement services and combined purchasing for supplies and contracted services for member's communities (Pioneer Institute, 2008).<sup>x</sup>
- 5) The Pioneer Institute<sup>xi</sup> lists several current agreements entered into in the following functional areas and communities –
  - a) Animal Control
    - i) Ashburnham - Westminster Animal Control Agreement
    - ii) Hubbardston - Templeton Animal Control Agreement
  - b) Building Inspection
    - i) Sterling-West Boylston Shared Building Inspection Contract & Agreement
  - c) Septage Disposal
    - i) Sudbury-Wayland Septage Disposal Agreement
  - d) Sewage
    - i) Attleboro - North Attleborough Sewer Agreement
  - e) Water
    - i) Attleboro - North Attleborough Water Agreement

## **VIII. Conclusion**

Local and regional government services on Martha's Vineyard have been fashioned in response to the needs of its residents, visitors, and financial capabilities very well in the past. Many of these services reflect the Island's unique geographic, destination, and population interests.

As local and regional officials engage in further discussion on the correct mix for shared and/or regionalized services it is the hope of the consultant and the Collins Center that the analysis presented herein can help to focus the discussion objectively and pragmatically.

## Endnotes

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<sup>i</sup> This information includes –

1. Type of Community (City or Town),
2. Which County the Community Belongs,
3. Population,
4. Income per Capita,
5. Equalized Valuations,
6. Land per Square Mile,
7. Public Road Mileage,
8. Operating Budget,
9. Next Certification Year,
10. Total Parcels,
11. Foundation Enrollment, and
12. Chapter 653 Education Aid.

The Collins Center analyzed data for all Massachusetts communities for the following comparable data points to determine if there were any communities that shared at least 2 or more of the comparable factors.

1. Data compared included –
  - a. Population,
  - b. Income per Capita,
  - c. Equalized Valuations,
  - d. Land per Square Mile,
  - e. Public Road Mileage, and
  - f. Total Parcels.

<sup>ii</sup> Population data was derived from Massachusetts Department of Revenue Division of Local Services Municipal Data Base estimate of population for 2008.

<sup>iii</sup> Expenditure information for the towns was derived from the Massachusetts Department of Revenue Division of Local Services Municipal Databank/Local Aid Section.

<sup>iv</sup> Full time Equivalency data was derived through interviews with professional staff in each of the six subject communities. Interviews conducted November 23 and December 11, 2009.

<sup>v</sup> Source data includes each shared or regional entity, data collected by staff at the County of Dukes County and the Martha's Vineyard Commission.

<sup>vi</sup> Chilmark uses Data National software.

<sup>vii</sup> Information from this listing was obtained through a report prepared by the Collins Center for MARPA in June 2009.

<sup>viii</sup> For a complete description of programs and services on the FRCOG website, visit [www.frcog.org](http://www.frcog.org).

<sup>ix</sup> For a complete description of programs and services on the Barnstable County website, visit <http://www.barnstablecounty.org/>.

<sup>x</sup> McGoldrick, Stephen. (2003). Interlocal collaboration: Metropolitan Area Planning Council initiatives. Pioneer Institute - Better Government Competition No. 12, 27-36

<sup>xi</sup> See listing of regionalism projects voluntarily submitted to Pioneer Institute at <http://www.pioneerinstitute.org/clearinghouse.php>.



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# Appendices

<b>Municipal Services Matrix Aquinnah</b>					
<b>2008-09</b>		<b>Population</b>		<b>357</b>	
<b>Schedule A Code</b>	<b>Type of Service</b>	<b>Funding Amount</b>	<b>Manpower (FTE)</b>	<b>Assessment Formula</b>	<b>Notes</b>
<b>MUNICIPAL SERVICES</b>					
110	Legislative				
120	Executive (includes Board of Selectmen, Town Manager, Town Administrator)	\$ 107,432	1.00		
135	Accountant/Auditor	\$ 72,652	1.00		
141	Assessors	\$ 75,846	0.75		
145	Treasurer		0.50		
146	Collector	\$ 73,597	0.50		
150	Operations Support (includes personnel, civil service, MIS, other operations support)	\$ 51,643	-		
151	Town Counsel	\$ 40,902	-		
160	Licensing and Registration (includes Town Clerk, Elections, Registration, Licensing)	\$ 13,239	0.25		
170	Land Use (includes community preservation, planning board, ZBA, other land use)	\$ 38,670			
171	Conservation Commission	\$ 14,456			
192	Public Buildings/Properties Maintenance	\$ 79,232	0.03		
199	Other General Government	\$ 97			
210	Police	\$ 396,903	5.00		
220	Fire	\$ 40,273			
230	Emergency Medical Services	\$ 124,862			
240	Inspection (includes Building, Gas, Plumbing, Weights & Measures, Electrical, Public Scales, & Other Inspectors)	\$ 11,337	0.09		
299	Other Public Safety	\$ 83,569	1.00		
300	Education	\$ -			
420	Highway/Streets (includes Administration, Construction & Maintenance, Other Highways & Streets)	\$ 71,309	1.00		
423	Snow and Ice	\$ 2,698			
424	Street Lighting	\$ 1,094			
440	Sewerage Collection and Disposal	\$ -			N/A
499	Other Public Works (includes Cemetery and Other Public Works)	\$ 14,936			
510	Health Inspection Services	\$ 10,586	0.63		
520	Clinical Services	\$ 6,410			
540	Special Programs (includes Council on Aging, Youth Services, Other Special Programs)	\$ 32,567			
543	Veterans Services	\$ 672			
599	Other Human Services				
610	Library	\$ 69,731	0.58		
630	Recreation	\$ 500			
650	Parks	\$ 82,479			
691	Historical Commission				
692	Celebrations	\$ -			
699	Other	\$ 12,101	0.25		
<b>Sub-Total Municipal Services</b>		<b>\$ 1,529,793</b>	<b>12.56</b>		

<b>Municipal Services Matrix</b>		<b>Aquinnah</b>			
<b>2008-09</b>		<b>Population</b>	<b>357</b>		
<b>Schedule A Code</b>	<b>Type of Service</b>	<b>Funding Amount</b>	<b>Manpower (FTE)</b>	<b>Assessment Formula</b>	<b>Notes</b>
<b>CONTRIBUTIONS TO MULTI-TOWN OR ISLAND-WIDE ENTITIES</b>					
310	Regional School Assessment - 1	\$ 645,986			
320	Regional School Assessment - 2	\$ 319,791			
	Dukes County Regional Housing Authority	\$ 6,017			
	Martha's Vineyard Center for Living (formerly Island Councils on Aging)	\$ 3,885			
	Up Island Council on Aging	\$ 18,200			
	Martha's Vineyard Refuse Disposal and Resource Recovery District	\$ 21,935			
	Oak Bluffs and Tisbury Refuse and Recovery District				
	Martha's Vineyard Regional Transit Authority	\$ 31,894			
	Martha's Vineyard Cultural Council	\$ 1,000			
	Martha's Vineyard Shellfish Group	\$ 30,000.00			
	Martha's Vineyard Commission	\$28,062		a	
	Tri-Town Ambulance	\$ 124,861			
	Dukes County Commission	\$ 26,046			
<b>Sub-Total Multi-Town and Island-Wide Services</b>		<b>\$ 1,257,677</b>	<b>15.01</b>		
<b>TOTAL</b>					
		<b>\$ 2,787,470</b>			

Municipal Services Matrix				Chilmark	
2008-09		Population	971	Assessment	
Schedule A Code	Type of Service	Funding Amount	Manpower (FTE)	Formula	Notes
<b>MUNICIPAL SERVICES</b>					
110	Legislative				
120	Executive (includes Board of Selectmen, Town Manager, Town Administrator)	\$ 161,483	2.00		
135	Accountant/Auditor	\$ 65,026	1.00		
141	Assessors	\$ 80,910	1.00		
145	Treasurer	\$ 67,576	1.00		
146	Collector	\$ 71,490	1.00		
150	Operations Support (includes personnel, civil service, MIS, other operations support)	\$ 3,772			
151	Town Counsel	\$ 97,258			
160	Licensing and Registration (includes Town Clerk, Elections, Registration, Licensing)	\$ 87,886	0.50		
170	Land Use (includes community preservation, planning board, ZBA, other land use)	\$ 41,861	1.63		
171	Conservation Commission	\$ 28,973			
192	Public Buildings/Properties Maintenance	\$ 226,343	1.33		
199	Other General Government	\$ 18,000			
210	Police	\$ 529,105	4.50		
220	Fire	\$ 106,567	0.50		
230	Emergency Medical Services	\$ 125,281			
240	Inspection (includes Building, Gas, Plumbing, Weights & Measures, Electrical, Public Scales, & Other Inspectors)	\$ 41,596	0.28		
299	Other Public Safety	\$ 167,057	2.61		
300	Education	\$ -			
420	Highway/Streets (includes Administration, Construction & Maintenance, Other Highways & Streets)	\$ 350,024	0.75		
423	Snow and Ice	\$ 18,915			
424	Street Lighting	\$ -			
440	Sewerage Collection and Disposal	\$ -			
499	Other Public Works (includes Cemetery and Other Public Works)	\$ 16,178	0.08		
510	Health Inspection Services	\$ 60,721	0.75		
520	Clinical Services	\$ -			
540	Special Programs (includes Council on Aging, Youth Services, Other Special Programs)	\$ -			
543	Veterans Services	\$ -			
599	Other Human Services	\$ 92,115			
610	Library	\$ 215,011	2.63		
630	Recreation	\$ 371,747	0.25		
650	Parks	\$ -			
691	Historical Commission	\$ 500			
692	Celebrations	\$ -			
699	Other	\$ -			
<b>Sub-Total Municipal Services</b>		<b>\$ 3,045,395</b>	<b>21.79</b>		

Municipal Services Matrix			Chilmark		
2008-09		Population	971		
Schedule A Code	Type of Service	Funding Amount	Manpower (FTE)	Assessment Formula	Notes
<b>CONTRIBUTIONS TO MULTI-TOWN OR ISLAND-WIDE ENTITIES</b>					
310	Regional School Assessment - 1	\$ 441,886			
320	Regional School Assessment - 2	\$ 1,374,401			
	Dukes County Regional Housing Authority	\$ 24,698			
	Martha's Vineyard Center for Living (formerly Island Councils on Aging)	\$ 11,726			
	Up Island Council on Aging	\$ 56,100			
	Martha's Vineyard Refuse Disposal and Resource Recovery District	\$ 87,740			
	Oak Bluffs and Tisbury Refuse and Recovery District				
	Martha's Vineyard Regional Transit Authority	\$ 113,426			
	Martha's Vineyard Cultural Council	\$ 1,500			
	Martha's Vineyard Shellfish Group	\$ 30,000			
	Martha's Vineyard Commission	\$ 148,361		a	
	Tri-Town Ambulance	\$ 124,861			
	Dukes County Commission	\$ 127,193			
<b>Sub-Total Multi-Town and Island-Wide Services</b>		<b>\$ 2,541,892</b>	<b>26.24</b>		
<b>TOTAL</b>					
		<b>\$ 5,587,287</b>			

<b>Municipal Services Matrix</b>				<b>Edgartown</b>	
<b>2008-09</b>		<b>Population</b>		<b>3,932</b>	
<b>Schedule A Code</b>	<b>Type of Service</b>	<b>Funding Amount</b>	<b>Manpower (FTE)</b>	<b>Assessment Formula</b>	<b>Notes</b>
<b>MUNICIPAL SERVICES</b>					
110	Legislative	\$ -			
120	Executive (includes Board of Selectmen, Town Manager, Town Administrator)	\$ 234,790	2.00		
135	Accountant/Auditor	\$ 127,412	1.58		
141	Assessors	\$ 278,629	2.88		
145	Treasurer	\$ 189,285	1.75		
146	Collector	\$ 138,061	2.50		
150	Operations Support (includes personnel, civil service, MIS, other operations support)	\$ 157,668	1.50		
151	Town Counsel	\$ 129,228			
160	Licensing and Registration (includes Town Clerk, Elections, Registration, Licensing)	\$ 128,874	1.50		
170	Land Use (includes community preservation, planning board, ZBA, other land use)	\$ 76,042	1.38		
171	Conservation Commission	\$ 115,495	1.50		
192	Public Buildings/Properties Maintenance	\$ 136,809			
199	Other General Government	\$ 11,152			
210	Police	\$ 2,099,854	17.00		
220	Fire	\$ 224,999	5.63		
230	Emergency Medical Services	\$ 425,104			
240	Inspection (includes Building, Gas, Plumbing, Weights & Measures, Electrical, Public Scales, & Other Inspectors)	\$ 217,138	2.00		
299	Other Public Safety	\$ 866,117	7.38		
300	Education	\$ 5,307,115	90.00		
420	Highway/Streets (includes Administration, Construction & Maintenance, Other Highways & Streets)	\$ 603,194	7.00		
423	Snow and Ice	\$ 16,856			
424	Street Lighting	\$ 32,959			
440	Sewerage Collection and Disposal	\$ 812,063	7.00		
499	Other Public Works (includes Cemetery and Other Public Works)	\$ 105,743	0.88		
510	Health Inspection Services	\$ 211,215	1.88		
520	Clinical Services	\$ -			
540	Special Programs (includes Council on Aging, Youth Services, Other Special Programs)	\$ 290,359	2.25		
543	Veterans Services	\$ 4,985			
599	Other Human Services	\$ -			
610	Library	\$ 400,324	6.15		
630	Recreation	\$ -			
650	Parks	\$ 310,601	0.25		
691	Historical Commission	\$ -			
692	Celebrations	\$ 41,848			
699	Other Water Department	\$ -	7.50		
<b>Sub-Total Municipal Services</b>		<b>\$ 13,693,919</b>	<b>171.48</b>		

Municipal Services Matrix			Edgartown		
2008-09		Population	3,932		
Schedule A Code	Type of Service	Funding Amount	Manpower (FTE)	Assessment Formula	Notes
<b>CONTRIBUTIONS TO MULTI-TOWN OR ISLAND-WIDE ENTITIES</b>					
310	Regional School Assessment - 1	\$ 2,878,457			
320	Regional School Assessment - 2	\$ -			
	Dukes County Regional Housing Authority	\$ 64,675			
	Martha's Vineyard Center for Living (formerly Island Councils on Aging)	\$ 36,104			
	Up Island Council on Aging				
	Martha's Vineyard Refuse Disposal and Resource Recovery District	\$ 508,162			
	Oak Bluffs and Tisbury Refuse and Recovery District				
	Martha's Vineyard Regional Transit Authority	\$ 196,889			
	Martha's Vineyard Cultural Council	\$ 1,500			
	Martha's Vineyard Shellfish Group	\$30,000			
	Martha's Vineyard Commission	\$ 253,577		a	
	Tri-Town Ambulance				
	Dukes County Commission	\$ 270,447			
<b>Sub-Total Multi-Town and Island-Wide Services</b>		<b>\$ 4,239,811</b>	<b>-</b>		
<b>TOTAL</b>					
		<b>\$ 17,933,730</b>			



Municipal Services Matrix				Oak Bluffs	
2008-09		Population	3,735	Assessment Formula	
Schedule A Code	Type of Service	Funding Amount	Manpower (FTE)	Assessment Formula	Notes
<b>MUNICIPAL SERVICES</b>					
110	Legislative	\$ 325			
120	Executive (includes Board of Selectmen, Town Manager, Town Administrator)	\$ 350,016	3.00		
135	Accountant/Auditor	\$ 122,116	1.50		
141	Assessors	\$ 224,914	2.63		
145	Treasurer	\$ 106,902	1.00		
146	Collector	\$ 126,497	2.00		
150	Operations Support (includes personnel, civil service, MIS, other operations support)	\$ 274,210	1.00		
151	Town Counsel	\$ -			
160	Licensing and Registration (includes Town Clerk, Elections, Registration, Licensing)	\$ 128,241	2.50		
170	Land Use (includes community preservation, planning board, ZBA, other land use)	\$ 5,806	1.00		
171	Conservation Commission	\$ 114,827	1.00		
192	Public Buildings/Properties Maintenance	\$ -			
199	Other General Government	\$ 420,981	2.00		
210	Police	\$ 1,706,082	17.50		
220	Fire	\$ 161,265	2.00		
230	Emergency Medical Services	\$ 302,729	8.00		6 (hospital dedicated)
240	Inspection (includes Building, Gas, Plumbing, Weights & Measures, Electrical, Public Scales, & Other Inspectors)	\$ 220,554	1.50		
299	Other Public Safety	\$ 402,757	1.00		
300	Education	\$ 5,530,233	60.00		
420	Highway/Streets (includes Administration, Construction & Maintenance, Other Highways & Streets)	\$ 1,227,838	10.00		
423	Snow and Ice	\$ 45,659			
424	Street Lighting	\$ 61,591			
440	Sewerage Collection and Disposal	\$ 600,000	3.50		
499	Other Public Works (includes Cemetery and Other Public Works)	\$ -			
510	Health Inspection Services	\$ 167,965	2.00		
520	Clinical Services	\$ -			
540	Special Programs (includes Council on Aging, Youth Services, Other Special Programs)	\$ 179,971	3.00		
543	Veterans Services	\$ 34,861			
599	Other Human Services	\$ -			
610	Library	\$ 407,673	7.00		
630	Recreation	\$ 201,847	1.00		
650	Parks	\$ -			
691	Historical Commission	\$ -			
692	Celebrations	\$ -			
699	Other	\$ 500			
<b>Sub-Total Municipal Services</b>		<b>\$ 13,126,360</b>	<b>134.13</b>		

Municipal Services Matrix			Oak Bluffs		
2008-09		Population	3,735		
Schedule A Code	Type of Service	Funding Amount	Manpower (FTE)	Assessment Formula	Notes
<b>CONTRIBUTIONS TO MULTI-TOWN OR ISLAND-WIDE ENTITIES</b>					
310	Regional School Assessment - 1	\$ 2,416,415			
320	Regional School Assessment - 2				
	Dukes County Regional Housing Authority	\$ 41,976			
	Martha's Vineyard Center for Living (formerly Island Councils on Aging)	\$ 47,798			
	Up Island Council on Aging				
	Martha's Vineyard Refuse Disposal and Resource Recovery District				
	Oak Bluffs and Tisbury Refuse and Recovery District				
	Martha's Vineyard Regional Transit Authority	\$ 109,826			
	Martha's Vineyard Cultural Council	\$ 1,500			
	Martha's Vineyard Shellfish Group	\$ 30,000			
	Martha's Vineyard Commission	\$ 118,120		a	
	Tri-Town Ambulance				
	Dukes County Commission	\$ 122,418			
<b>Sub-Total Multi-Town and Island-Wide Services</b>		<b>\$ 2,888,053</b>	-		
<b>TOTAL</b>					
		<b>\$ 16,014,413</b>			

Municipal Services Matrix				Tisbury	
2008-09		Population	3,811		
Schedule A Code	Type of Service	Funding Amount	Manpower (FTE)	Assessment Formula	Notes
<b>MUNICIPAL SERVICES</b>					
110	Legislative	\$ 172			
120	Executive (includes Board of Selectmen, Town Manager, Town Administrator)	\$ 233,732	3.00		
135	Accountant/Auditor	\$ 112,536	2.00		
141	Assessors	\$ 178,176	3.00		
145	Treasurer	\$ 246,768	2.50		
146	Collector	\$ -			
150	Operations Support (includes personnel, civil service, MIS, other operations support)	\$ 48,411			
151	Town Counsel	\$ 69,811			
160	Licensing and Registration (includes Town Clerk, Elections, Registration, Licensing)	\$ 144,368	2.00		
170	Land Use (includes community preservation, planning board, ZBA, other land use)	\$ 75,852	2.00		
171	Conservation Commission	\$ 36,405			
192	Public Buildings/Properties Maintenance	\$ 62,250			
199	Other General Government	\$ 102,286	2.00		
210	Police	\$ 1,242,771	16.00		
220	Fire	\$ 143,340	1.00		
230	Emergency Medical Services	\$ 268,847	3.00		
240	Inspection (includes Building, Gas, Plumbing, Weights & Measures, Electrical, Public Scales, & Other Inspectors)	\$ 148,320	2.00		
299	Other Public Safety	\$ 203,907	1.50		
300	Education	\$ 5,410,817	70.00		
420	Highway/Streets (includes Administration, Construction & Maintenance, Other Highways & Streets)	\$ 1,027,853	20.00		
423	Snow and Ice	\$ 15,000			
424	Street Lighting	\$ 29,753			
440	Sewerage Collection and Disposal	\$ -			
499	Other Public Works (includes Cemetery and Other Public Works)	\$ 2,374			
510	Health Inspection Services	\$ 175,749	3.00		
520	Clinical Services	\$ 14,969			
540	Special Programs (includes Council on Aging, Youth Services, Other Special Programs)	\$ 166,309	3.25		
543	Veterans Services	\$ 19,187			
599	Other Human Services	\$ 17,023			
610	Library	\$ 434,579	8.00		
630	Recreation	\$ -			
650	Parks	\$ -			
691	Historical Commission	\$ 2,123	0.10		
692	Celebrations	\$ 384			
699	Other	\$ -			
<b>Sub-Total Municipal Services</b>		<b>\$ 10,634,072</b>	<b>144.35</b>		

Municipal Services Matrix			Tisbury		
2008-09		Population	3,811		
Schedule A Code	Type of Service	Funding Amount	Manpower (FTE)	Assessment Formula	Notes
<b>CONTRIBUTIONS TO MULTI-TOWN OR ISLAND-WIDE ENTITIES</b>					
310	Regional School Assessment - 1	\$ 2,807,494			
320	Regional School Assessment - 2				
	Dukes County Regional Housing Authority	\$ 41,257			
	Martha's Vineyard Center for Living (formerly Island Councils on Aging)	\$ 40,161			
	Up Island Council on Aging				
	Martha's Vineyard Refuse Disposal and Resource Recovery District				
	Oak Bluffs and Tisbury Refuse and Recovery District				
	Martha's Vineyard Regional Transit Authority	\$ 186,087			
	Martha's Vineyard Cultural Council	\$ 1,500			
	Martha's Vineyard Shellfish Group	\$ 30,000			
	Martha's Vineyard Commission	\$ 106,762		a	
	Tri-Town Ambulance				
	Dukes County Commission	\$ 119,813			
<b>Sub-Total Multi-Town and Island-Wide Services</b>		<b>\$ 3,333,074</b>	-		
<b>TOTAL</b>					
		<b>\$ 13,967,146</b>			

Municipal Services Matrix				West Tisbury	
2008-09		Population	2,638		
Schedule A Code	Type of Service	Funding Amount	Manpower (FTE)	Assessment Formula	Notes
<b>MUNICIPAL SERVICES</b>					
110	Legislative	\$ 370			
120	Executive (includes Board of Selectmen, Town Manager, Town Administrator)	\$ 88,181	1.00		
135	Accountant/Auditor	\$ 64,874	0.88		
141	Assessors	\$ 215,741	2.25		
145	Treasurer	\$ 76,837	0.88		
146	Collector	\$ 71,160	0.81		
150	Operations Support (includes personnel, civil service, MIS, other operations support)	\$ 61,484	0.13		
151	Town Counsel	\$ 43,083			
160	Licensing and Registration (includes Town Clerk, Elections, Registration, Licensing)	\$ 50,957	0.63		
170	Land Use (includes community preservation, planning board, ZBA, other land use)	\$ 220,353	1.58		
171	Conservation Commission	\$ 34,233	0.53		
192	Public Buildings/Properties Maintenance	\$ 64,699			
199	Other General Government	\$ 83,452			
210	Police	\$ 828,478	9.00		
220	Fire	\$ 212,053			
230	Emergency Medical Services	\$ 124,862			
240	Inspection (includes Building, Gas, Plumbing, Weights & Measures, Electrical, Public Scales, & Other Inspectors)	\$ 87,709	0.75		
299	Other Public Safety	\$ 99,506	1.05		
300	Education	\$ -			
420	Highway/Streets (includes Administration, Construction & Maintenance, Other Highways & Streets)	\$ 114,608	1.35		
423	Snow and Ice	\$ 34,738			
424	Street Lighting	\$ 6,372			
440	Sewerage Collection and Disposal	\$ -			N/A
499	Other Public Works (includes Cemetery and Other Public Works)	\$ 9,820			
510	Health Inspection Services	\$ 101,838	1.13		
520	Clinical Services	\$ -			
540	Special Programs (includes Council on Aging, Youth Services, Other Special Programs)	\$ -			
543	Veterans Services	\$ -			
599	Other Human Services	\$ 193,463	2.95		
610	Library	\$ 334,700	5.25		
630	Recreation	\$ 86,223	1.90		
650	Parks	\$ 5,660			
691	Historical Commission	\$ 302			
692	Celebrations	\$ -			
699	Other	\$ -			
<b>Sub-Total Municipal Services</b>		<b>\$ 3,315,756</b>	<b>32.04</b>		

Municipal Services Matrix			West Tisbury		
2008-09		Population	2,638		
Schedule A Code	Type of Service	Funding Amount	Manpower (FTE)	Assessment Formula	Notes
<b>CONTRIBUTIONS TO MULTI-TOWN OR ISLAND-WIDE ENTITIES</b>					
310	Regional School Assessment - 1	\$ 2,321,919			
320	Regional School Assessment - 2	\$ 5,254,481			
	Dukes County Regional Housing Authority	\$ 33,650			
	Martha's Vineyard Center for Living (formerly Island Councils on Aging)	\$ 22,519			
	Up Island Council on Aging	\$ 90,800			
	Martha's Vineyard Refuse Disposal and Resource Recovery District	\$ 113,331			
	Oak Bluffs and Tisbury Refuse and Recovery District				
	Martha's Vineyard Regional Transit Authority	\$ 102,880			
	Martha's Vineyard Cultural Council	\$ 1,500			
	Martha's Vineyard Shellfish Group	\$ 30,000			
	Martha's Vineyard Commission	\$ 108,389			
	Tri-Town Ambulance	\$ 124,861			
	Dukes County Commission	\$ 111,999			
<b>Sub-Total Multi-Town and Island-Wide Services</b>		<b>\$ 8,316,329</b>	<b>44.61</b>		
<b>TOTAL</b>					
		<b>\$ 11,632,085</b>			

G. Shared or Regional Services Matrix						page 1				
Schedule A Code	Multi-town or Regional Entities	Type of Entity	Assessment Formula	Manpower (FTE)	2008 - 2009 Budget Breakdowns					
					Town Assessments					
					Aquinnah	Chilmark	Edgartown	Oak Bluffs	Tisbury	West Tisbury
310	Regional School Assessment - 1 MVRHS	I	d	133.6	\$319,791	\$441,866	\$2,878,457	\$2,568,722	\$2,807,494	\$2,321,919
320	Regional School Assessment - 2 UIRD	M	d	78.84	\$647,746	\$1,351,385				\$5,408,823
	Dukes County Regional Housing Authority	C*	c	3	\$6,017	\$24,698	\$64,675	\$41,976	\$41,257	\$33,650
	Martha's Vineyard Center for Living (formerly Island Councils on Aging)	I	d	2	\$3,885	\$11,725	\$36,104	\$47,798	\$40,161	\$22,519
	Up Island Council on Aging	M	d	2.5	\$18,200	\$56,100				\$90,800
	Martha's Vineyard Refuse Disposal and Resource Recovery District	M	d	10.5	\$21,935	\$87,740	\$508,162	N/A	N/A	\$113,331
	Oak Bluffs and Tisbury Refuse and Recovery District	M		0	N/A	N/A	N/A	Private Contractor	Private Contractor	N/A
	Martha's Vineyard Land Bank Commission	I		11.8	\$0	\$0	\$0	\$0	\$0	\$0
	Martha's Vineyard Regional Transit Authority	I	d	13.8	\$31,894	\$113,426	\$196,889	\$109,826	\$186,087	\$102,880
	Martha's Vineyard Cultural Council	I	d	0	\$1,000	\$1,500	\$1,500	\$1,500	\$1,500	\$1,500
	Martha's Vineyard Shellfish Group	I	d	2.5	\$30,000	\$30,000	\$30,000	\$30,000	\$30,000	\$30,000
	Martha's Vineyard Commission	I	a	10	\$28,062	\$148,361	\$253,577	\$118,120	\$106,762	\$108,389
	Dukes County Retirement	C	d	2						
	Tri-Town Ambulance	M	d	*	\$124,861	\$124,861	N/A	N/A	N/A	\$124,861
	Dukes County Commission	C	d	57.5	\$26,046	\$127,193	\$270,447	\$122,418	\$119,813	\$111,999

\* - information to be completed

Type of Entity

C - County

I - Island-wide entity not affiliated with County

M - multi-town but not Island-wide entity

Assessment Formula

a. Equalized Land Valuation Formula

b. Population Formula

c. 50/50 (Land Valuation/Population) Split Formula

d. Other Assessment Formula

**G. Shared or Regional Services Matrix** page 2

2008-09		Population		15,444	
Schedule A Code	Multi-Town or Regional Entity	Total Assessment	Total Annual Budget	Manpower (FTE)	Notes
<b>CONTRIBUTIONS TO MULTI-TOWN OR ISLAND-WIDE ENTITIES</b>					
310	Regional School Assessment - 1 - MVRHS	\$ 11,512,157		133.6	Regional School Assessment - determined by state
320	Regional School Assessment - 2 - Up-Island School District	\$ 6,948,673		78.8	Aquinnah, Chilmark, and West Tisbury. Negotiated formula for cost sharing.
	Dukes County Regional Housing Authority	\$ 212,273	\$ 1,512,198	3.0	Property Management includes on going maintenance repair plus Capital Improvements to DCRHA's properties
	Martha's Vineyard Center for Living (formerly Island Councils on Aging)	\$ 162,193		2.0	Assessment is based on the population percentage over a certain age.
	Up Island Council on Aging	\$ 165,100		2.5	Aquinnah, Chilmark, and West Tisbury. Assessment is based on Percent of town population 60 years and older
	Martha's Vineyard Refuse Disposal and Resource Recovery District	\$ 731,168	\$ 1,993,765	10.5	Aquinnah, Chilmark, Edgartown, and West Tisbury.
	Oak Bluffs and Tisbury Refuse and Recovery District	\$ -	\$ 1,904,325	-	Oak Bluffs and Tisbury Transfer Station is operated by a private company. Town staffing is about 1 hr/week (at \$50/hour) from both Tisbury DPW and OB Highway Dept. The private company's manpower is about 4 FTE.
	Martha's Vineyard Regional Transit Authority	\$ 741,002	\$ 3,949,656	13.8	Assessment is based on service and usage. The VTA contracts with Transit Connection to operate the buses, using an additional approximately 40 FTE.
	Martha's Vineyard Cultural Council	\$ 8,500	\$ 35,800	-	There is no Assessment Formula. Towns agree to provide an equal monetary amount. Ma Cultural Council provides x amount of money per town. MV Cultural Council then gives out grants to qualified applicants. Accounting services are provided in kind by West Tisbury.
	Martha's Vineyard Shellfish Group	\$ 180,000	\$ 250,000	2.5	Shellfish Group employs 5 part time summer people
	Martha's Vineyard Commission	\$ 763,271	\$ 1,229,213	10.0	MVC has employed 3 full time summer interns and other consultants on a contractual basis.
	Tri-Town Ambulance	\$ 374,583		*	Aquinnah, Chilmark, West Tisbury. Tri town Ambulance charges all 3 participating towns a third.
	Dukes County Commission	\$ 777,916	\$ 1,966,652	57.5	County assessment - Tot.=788,769 of which Sheriff = 505,466, Registry of Deeds = 262,143, County = 21,160. Staff and Budgets for Health Care and Integrated Pest Management Programs are included. This includes the Sheriff's Department (subsequently transferred to the Commonwealth) and excludes the Airport.
<b>Total Multi-Town and Regional Services</b>		<b>\$ 22,576,836</b>		<b>314.2</b>	
<b>TOTAL</b>					



## **About the Author**

Warren J. Rutherford is the owner of Rutherford Advisors, Inc. dba The Executive Suite, based in Hyannis, MA. Mr. Rutherford's professional career began in 1978 as a Manpower Planner for the Southbridge, MA CETA Subgrantee, continued as Administrative Assistant in Uxbridge, MA (1984), Executive Secretary in Canton, MA (1984-1990), Town Manager in Barnstable, MA (1990-1997), and as management consultant to a variety of communities throughout Massachusetts and the United States. Pertinent to this report and analysis is his formation of a Regional Personnel Services Office in Canton, MA servicing Canton, Foxborough, and Stoughton, MA in the late 1980's, and preparation of the Franklin County Cooperative Inspection Program Management Study Final Report in October, 2002. He received his BA degree in Political Science from UMass Amherst and MPA degree in Public Organization and Management from Northeastern University.

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