

Section 7

PUBLIC SERVICES AND FACILITIES

GOAL: Provide a full range of public facilities for residents; ensure that the municipal services and public utilities are provided to serve existing needs and likely development.

Policy: Implement and monitor a master plan for the town.

Policy: Promote community participation in planning.

Policy: Make Town Government more efficient.

Policy: Synchronize the Town budget and Capital Plan with the Master Plan and its Goals, Policies and Proposals.

Policy: Institute the town sewer plan to attract business, respond to residential growth, and protect water.

Policy: Maintain and protect potable water resources.

Policy: Enhance public safety.

Policy: Enhance governmental relationships with citizens.

Policy: Expand the use of Kingston Bay.

Policy: Expand recycling.

GOAL: Work toward an exemplary public school system from K-12, using regional resources as appropriate.

Policy: Provide state of the art elementary school facilities.

Policy: Investigate and reassess regional school structure.

INTRODUCTION

Kingston provides its residents with high quality municipal services and public facilities. At the core of this community are its schools and children. The policies Kingston plans to implement acknowledge the important role teachers, parents, facilities, and programs play in a child's life. Kingston should be the type of community where its children would want, in turn, to raise their families. Kingston's commitment to improve its elementary school not only serves as an example of the Town's interest in its children, but also of implementing the goals identified in the Visioning process of 1996. Recent and proposed infrastructure improvements demonstrate Kingston's commitment to its current and future residents.

Services are costly. Improved and expanded facilities will require not only the funds for construction, but will also need timely maintenance and repair. The rate of development should not surpass the Town's ability to provide adequate services. Mechanisms to monitor the rate of development and compare it to the Town's current and planned service capacity must be implemented. The goals identified during the 1996 Goals and Visioning process demonstrate the Town's appreciation of the relationship between high quality services and their financial impact on citizens. Additionally, regulatory mechanisms that place an appropriate and reasonable burden for infrastructure improvement and service costs should be considered to help manage growth and control costs.

Beyond maintaining an adequate and well-planned budget for services and facilities, the visioning effort articulated the need for improved intergovernmental communications. Technological improvements and new State and Federal regulations ultimately result in higher costs for upgrading facilities; improved communication and coordination between government boards and commissions is one of the least costly means by which increasingly limited funds can be used most efficiently.

This Master Plan is an example of improved communication. The Plan not only serves to accomplish one of the policies identified for this element during the Visioning effort, but it is also a useful source for information pertaining to many Town matters. The public participation process involved to create this Plan is one that should be replicated more frequently to provide greater opportunity for public input to specific and more general issues. Not only can public forums generate interest and support for issues, but they can also create a greater sense of "community" as residents come together and the distance between decision-makers and citizens decreases.

This Section describes the current conditions of the public facilities and municipal services and compares these services to future needs. The section includes a discussion of the following elements:

- Water Supply
- Wastewater Treatment
- Solid Waste Disposal
- Town House Building
- Fire Department
- Police Department
- Highway and Tree Departments
- Kingston Town Landing
- Public Schools
- Public Library
- Recreational Facilities

In addition to these specific facilities or services, the Capital Plan is discussed and recommendations for action are provided. Roadways, sidewalks, other pathways and alternative modes of transportation are discussed in Section 8 “Circulation/Transportation”.

WATER SUPPLY

Approximately 95% of homes and businesses in Kingston are connected to the municipal water system. All major roads have water service available. Route 80, however, does not have water service in its southern-most 1.2 miles. The most noticeable area lacking municipal water is in the southern section of town surrounding Muddy, Smelt, and Pratts Ponds, and north to the MBTA Old Colony Railroad Layover Facility.

One of the Town's six gravel packed wells, the Winthrop Street well, has been out of service since 1987 due to groundwater contamination. The South Street, Millgate and Soule's Pond wells are all located in the central portion of town. The Grassy Hole well is located on the eastern side; the Winthrop Street is in the northern portion. The Trackle Pond well is in the southern portion of town. Well sites are shown on Figure 5-3, in the Natural and Cultural Resources element of this Plan.

The total daily capacity for the five functioning wells in 1996 was 4.312 million gallons per day (mgpd) (see Table 7-1). The Water Department serves approximately 3,700 water hookups. The water demand breakdown by user type is approximately 80% residential, 10% commercial, and less than 1% agricultural. Approximately 9½% is unaccounted-for water usage due to hydrant use and system leakage.

The Town of Kingston's water system is divided into two pressure zones. This allows for the system to service higher elevations with adequate pressure without resulting in unreasonably high pressures in the lower elevations. A booster pumping station at Soule's Pond pumps water from the lower elevations located north of Soule's Pond to the higher elevations in the south. This booster pumping station supplies the high zone with water. Without this station, the high zone would receive water only from the Elm Street Standpipe.

Kingston has three water storage facilities. The first two facilities are in the main pressure zone, and the third facility is in the high-pressure zone. Indian Pond Reservoir is a 360,000 gallon, concrete reservoir originally constructed in 1885 as a brick lined reservoir. Some problems with

Table 7-1: Existing Wells in Kingston				
WELL	YEAR INSTALLED	CAPACITY (mgpd/24 hrs.)	SIZE/TYPE	NOTES
Soule's Pond	1976	0.360	24 by 48 inch gravel packed well	Located in the Jones River Watershed
South Street	1951	1.080	94 feet deep, 12 by 18 inch gravel packed well	Located in the Jones River Watershed
Millgate Road	1975	0.720	73 feet deep, 24 by 48 inch gravel packed well	Located in the Jones River Watershed
Grassy Hole on Smith's Lane near Independence Mall	1981	1.152	90 feet deep, 24 by 48 inch gravel packed well	Located in the Jones River Watershed
Trackle Pond	1997	1.000	96 feet deep, 24 by 48 inch gravel packed well	Located in the Taunton River Watershed
Winthrop Street	1964, pumping station rebuilt in 1988	0.072	48 feet deep, 24 by 48 inch gravel packed well	Well closed since 1987 when petroleum products were found in the groundwater

Source: Town of Kingston Water Department (1997), Whitman & Howard (1994), Coler & Colantonio (1997).

leakage through cracks have occurred. This prevents the full use of the tank. Smith's Lane Reservoir is a 560,000 gallon welded steel tank built in 1947. The Elm Street Standpipe is a two million gallon welded steel storage facility built in 1988.

According to Whitman and Howard's 1994 analysis of Kingston's water distribution system, and Coler & Colantonio's 1997 update, the present reliable pumping capacity can provide 960,000 gallons per day based on 16 hours per day and 1.44 mgpd based on 24 hours per day (a 24 hour per day pumping schedule is not recommended, to allow the aquifer time to recharge).

Table 7-2: Water Demands	
Year	Maximum Day Demand (mgpd)
1993	3.327
1995	3.261
2000 (projected)	3.677
2010 (projected)	4.284
2020 (projected)	5.074

Source: Town of Kingston Water Department (1996), and Whitman & Howard, 1994.

The maximum day demand has averaged over three million gallons per day for the last seven years. The demands have been met by operating the sources of supply more than 16 hours a day and using water held in storage. The Water Distribution System Analysis also projected demands for the water supply to the year 2020.

Kingston has been actively pursuing development of new wells and storage facilities. Trackle Pond Well, located near the Sisters of Divine Providence School, came on-line during the summer of 1997. The Water Department is looking at the southern portion of Town, in the Taunton River Watershed, for another new well location. All likely new sources of water will have to come from a watershed other than the Jones River Watershed, since location has already maximized the allowable draw from the Jones River Watershed, as determined by the State Department of Environmental Protection (DEP) Water Supply Division. Well sites can be added in the Jones River Watershed only as replacements for existing wells that are taken off-line. State acceptance of well site I-86 is currently in dispute between the Kingston Water Department and the State DEP. Consultants for the Water Department, together with the State DEP are currently monitoring the Jones River to reach a final determination. Finally, the Town is continuing to work with Exxon to resolve the problem with the Winthrop well.

The Town of Kingston has a Water Resource Overlay District provision within its Zoning Bylaw. Lands within this District are considered to be the zones of contribution to a well. The purpose of the District is to preserve the quality and quantity of the Town's groundwater and surface water resources in order to insure a safe and adequate water supply. The Overlay District allows certain use by right and prohibits other uses; it also establishes performance standards for all uses other than single-family dwellings, including design of stormwater management systems. Section 7.4 of the Bylaw establishes a Water Quality Review Committee, comprised of the members of the Board of Water Commissioners, which is charged with overseeing all non-residential activities within the Overlay District. A Certificate of Water Quality Compliance is required from the Committee in order to erect a new principal structure other than a single-family dwelling or in order to obtain a Building Permit or Certificate of Use and Occupancy from the Building Inspector.

Regional Water Supply

Although the Town of Kingston has always had, and expects in the future to have, enough water within its geographic boundaries to take care of residents' needs until buildout is reached. Many other area towns are not so fortunate. The likely long-term solution to the water supply issue is a regional approach. It is in Kingston's best interest to take a leadership role in the development of a regional plan. The City of Brockton, with a population of close to 100,000, has used water from Silver Lake, the natural headwaters of the Jones River, as its major source of water for nearly 100 years. The effects of these withdrawals have been deleterious to the river system. The City has, over the last century, increased its demand on this resource, attempting several times, unsuccessfully, to secure additional water from the Jones River basin. Currently new proposals are for Brockton to divert water from the Taunton River in Middleboro or to build a desalinization plant on the Taunton River still rely on continued use of Silver Lake as a major water source.

Kingston has always had to guard against Brockton's injudicious use of Silver Lake's surface water. The town also sits atop a corner of the biggest aquifer in Massachusetts, the Plymouth/Carver Sole Source aquifer.

Thus, it is imperative that the Town be ever vigilant about development of these precious resources for regional use, and take an active role in decision-making about such use. Although Kingston may never need these resources, it may be able to develop them in its best financial and environmental interest. Additionally, the experience with Brockton has not been mutually beneficial, and Kingston must make certain, in the future, that water resources within its boundaries are protected from the kind of mismanagement that has resulted from the existing “regional” water system devised by the State legislature in 1899 and 1962.

WASTEWATER TREATMENT

Wastewater is currently treated in individual septic systems and several small package plants that are privately owned and maintained. Most of the homes in Town were built prior to 1976, when less stringent septic regulations existed. In 1976, Title 5 was first established; more stringent regulations were promulgated on March 31, 1995. These new regulations require that all septic systems be inspected prior to a home being sold, with inspection results being recorded with the Board of Health. The Board of Health also keeps records of all septic system pump-outs performed within the town. Most cesspools must be upgraded to a leaching system prior to or upon the sale of a home. Many homeowners had their systems inspected soon after the regulations became effective to determine whether their system could satisfy the new requirements. The results of these inspections, whether positive or negative, had to be reported to the Department of Environmental Protection (DEP).

The new regulations also stipulate stringent regulations for new construction in an effort to eliminate groundwater contamination from independent sewage disposal systems. According to the Board of Health, the areas with the most problems with septic system failure are the Rocky Nook, River Street, Landing Road and downtown areas.

As part of the Master Plan process, a survey was distributed to attendees at the first public forum. Ninety-two percent of the survey respondents said that they would like Kingston to pursue sewerage. A Sewerage Advisory Committee exists to address the issue of wastewater treatment. The engineering firm of Camp, Dresser, and McKee, Inc. prepared a proposal and plan for sewerage and wastewater disposal for the Town of Kingston, which has been supported by the Sewerage Advisory Committee. The first phase of this plan recommends sewerage Rocky Nook, River Street and Town Center areas.

Additionally, the plan includes the new elementary school. Town-owned land adjacent to the Transfer Station has been proposed as the location for a treatment plant and disposal area. Alternate disposal areas, as identified by Camp Dresser and McKee are the Virginia Davis site adjacent to the MBTA facility and the proposed Tonsberg Golf Course

As of March 1997, the total estimated cost of the sewer project was approximately \$18 million. Engineers estimate that the wastewater treatment plant and disposal basins proposed on 11 acres at the transfer station will serve 850 homes and treat approximately 220,000 gallons of wastewater a day. Other details regarding the Town’s wastewater treatment plan can be obtained from the Wastewater Management Plan study by Camp, Dresser, and McKee, available at the Town House.

SOLID WASTE DISPOSAL

The only active landfill in Town is located at the intersection of Smith Land and Cranberry Road, in the eastern section of Town. Six of its twelve acres have already been capped. Use of the remaining six acres is restricted to construction and demolition materials. Other trash, 70% of the Town's solid waste, is compacted at the landfill and transported to SEMASS in Rochester for disposal. Residents must bring their solid waste to the facility, or they may contract with a private collection company for curbside pickup. The DEP has mandated that the remaining six acres be closed by December 1998 and capped by the Spring of 1999. The Town is considering transporting its construction and demolition material to a landfill in Bourne once the Kingston facility is closed; a Memorandum of Agreement between Kingston and Bourne is being developed. The Town has requested that the closure date be postponed while the Town completes its design of the Wastewater Treatment Plant (to be located adjacent to the landfill) and relocates its transfer station (also currently located adjacent to the landfill).

Approximately 22% of Kingston's solid waste is recycled. In 1997, the Town received a "B" grade (up from a "C" in 1996) from the DEP's recycling report card, suggesting that Kingston's recycling program is improving. DEP has set a goal of 46% recycling of the solid waste by the year 2000.

Currently, the Town accepts newspapers, magazines, plastic, glass, cans, bottles, batteries, metals, clothing, compost, burnable wood, fluorescent tubes and tires. In conjunction with the South Shore Regional Disposal Planning Board, the Town has submitted regional grant applications for funds to collect household hazardous waste (not to be located in Kingston) and for technical assistance to develop an RFP for the transportation and disposal of sewerage sludge.

TOWN HOUSE

The Kingston Town House is located in a historic structure that is approximately 150 years old. Although it has been determined that the building is structurally sound, its heating and electrical systems need to be replaced, the building space and parking is insufficient, and it is currently not handicapped accessible. A seven-member committee, appointed by the Board of Selectmen, has been meeting for approximately one year to evaluate possible alternatives for the future municipal building. The Town House Committee has identified three alternatives to address the building's problems: rehabilitating the building, demolishing the existing building and rebuilding it on the same site, or finding a new site for the Town House. The current site can not accommodate the need for increased parking; so, if the Town chooses to maintain the building's existing location, either a waiver from the Town's parking requirement will be necessary, or parking will need to be provided on a nearby lot. All three alternatives would cost approximately the same amount. Beyond the cost, the issues of greatest concern include the

building's compliance with Americans with Disabilities Act requirements, the desire to preserve a historic structure, and the need to have the Town House centrally located in Town. The Committee has recommended building a new Town House on Town owned land along Evergreen Street.

FIRE DEPARTMENT

The Town of Kingston has a full-time fire department consisting of one chief, one deputy chief, four captains, eight firefighters, and eighteen call force fire fighters. All personnel are certified Emergency Medical Technicians or Paramedics. According to Chief Alberghini, the department is operating with two fewer firefighters than required by the department, which has resulted in the need for both the Chief and Deputy to man an ambulance. Six full-time and two part-time Emergency 911 dispatchers are shared with the Police Department, which according to the Chief, is efficient and effective.

The department is housed in two fire stations; one located at 10 Maple Street, and one at 82 Smith Lane. The Smith Lane station is a relatively new facility built in 1989-90. The Maple Street Station is located in a circa-1940's building. According to Chief Alberghini, the location of the Maple Street station is too remote (eastern-most corner of town) to be fully effective, and space for equipment is limited as well. In addition, the facility continues to require ongoing mandated ground water treatment, as it is the site of a former fuel supply depot. Kingston also staffs an Emergency Management Center at the Maple Avenue School.

The Capital Planning Committee has listed the construction of a new station to replace the Maple Street station as its number one priority. The committee has recommended \$90,000 for site planning and architectural work, and \$1,100,000 for construction of the new station. At 1997 Town Meeting voters approved the construction of a new \$1.8 million fire station at the corner of Pembroke and Brookdale Streets. The new station will serve as a layover facility for firefighters and, hopefully, Kingston's Emergency Management Response. The new station will be paid for under the levy limit and will not require a Proposition 2 ½ override.

The fire department currently has the following equipment:

- 1 Ladder truck
- 2 Engine Pumpers
- 2 Four wheel drive vehicles
- 2 Trailers (one for hazardous materials, one for public education)
- 2 Brush Trucks
- 2 Ambulances
- 1 Service Truck
- 1 16 ft. Boston Whaler power boat and trailer

According to the Fire Chief, there is no immediate need for additional equipment, as there is insufficient manpower to operate them. However, he predicts a future need for an additional

engine. The Capital Planning Committee, in its Five-Year Capital Plan recommends the replacement of the 1979 Pumper in FY00. Additionally, the Plan recommends that the need for a new Pumper be evaluated yearly, starting in FY2002.

Based on national planning standards, Kingston does require additional fire personnel, but appears to have a sufficient fleet of fire vehicles. As noted above, the Department is operating with fewer firefighters than desired to maintain an adequate level of service without requiring the Chief and Deputy to man an ambulance. Table 7-3 identifies nationally recommended service levels for Kingston’s current and projected population. It should be noted that such national standards are generally surpassed by suburban Massachusetts communities such as Kingston.

Table 7-3: ULI National Fire Department Standards³				
	Population	Fire Personnel	Fire Vehicles	Fire Facilities (sf)
1996	10,577 ¹	17	2	2,644
2000	11,477 ²	19	2	2,869
2010	14,027 ²	23	3	3,507
2020	16,127 ²	27	3	4,032
2028	17,750 ²	29	4	4,438

Source: ¹ Kingston Town Clerk, 1997 Annual Town Census

² BTI Population Projections

³ Based on standards in Urban Land Institute Development Impact Assessment Handbook (1994)

POLICE DEPARTMENT

The Police Department is operated out of a facility located at 244 Main Street. The police station is approximately 8,500 s.f. which includes the garage, cell block, booking area, dispatch area, foyers, training room, offices, kitchen and locker rooms. Although ULI National Police Service Standards indicate that a Town of Kingston’s population size requires approximately 2,200 sf of police facility space, it should be noted however, that such national standards are generally surpassed by suburban Massachusetts communities such as Kingston. These standards provide basic guidelines and benchmarks, but should not be held to without serious consideration of actual conditions.

The police station is in need of exterior and interior repairs. The Capital Planning Committee has projected a need for two new replacement cruisers in FY99. The current fleet of vehicles includes seven marked and three unmarked patrol cars and one motorcycle.

For the period of 1993 to 1996, the Department responded to an average of 14,154 calls for service. In 1996, the Department responded to 15,561 incidents, an increase of 18.7% from the previous year.

Table 7-4: Number of Incidents (1993-1996)		
Year	Number of Incidents	Percent Change from Previous Year
1996	15,561	+18.7%
1995	13,105	-8%
1994	14,237	+3.8%
1993	13,714	----

Source: 1997 Kingston Police Department

The types of incidents that the Police Department had to respond to most often between 1993 and 1996 are listed in Table 7-5.

Table 7-5: Ten Most Frequent Incidents Requiring Police Assistance				
<i>Incident Type</i>	<i>1993</i>	<i>1994</i>	<i>1995</i>	<i>1996</i>
Property Check - Commercial	993	1,279	1,146	1,369
On-Line Driver Registration Query	311	413	542	592
Rescue Call	223	not available	not available	853
Suspicious Motor Vehicle	626	893	741	661
Violation of ByLaw/Ordinance	797	636	713	669
Assist a Municipal Agency	344	528	457	477
Burglar Alarm – Commercial	462	436	486	547
Disabled Motor Vehicle	712	717	665	743
Motor Vehicle Property Damage	389	361	342	446
Motor Vehicle Traffic Violation	not available	2,207	1,577	1,651

Incidents involving motor vehicles already demand the majority of the Police Department's attention. As the Town becomes more populated, traffic accidents and incidents will increase. Traffic congestion is already a problem because Routes 80, 106, 27, 53, 3 and 3A all converge in one location as they lead traffic from the north and west through Kingston to the east. A traffic count by the Massachusetts Highway Department in June 1997, near the Bickford's Restaurant at the intersection of Routes 3 and 3A, revealed that over 28,000 motor vehicles travel on Route 3A on an average day. An improved circulation system (including improved traffic flow design, signage, and speed controls) should reduce the number of traffic incidents and allow the police to refocus their efforts on community policing.

The Police Department employs the Chief of Police, five Sergeants, fifteen Patrolmen, and one secretary to the Chief. Six full-time, two part-time, and two reserve Emergency 911 Dispatchers work for both the Police and Fire Departments. The Police Department on-call employees include twenty-one part-time Patrolmen, and five Police Matrons (paid on a per diem basis to guard female prisoners). Based on today's population of 10,577 people, according to National Standards, Kingston should have 23 full-time police officers. Presently, the Town's 26 full-time equivalent administrative and patrol staff exceed this national standard. Table 7-6 illustrates the

national standard level of service for Kingston. This could be handled by the addition of patrolmen or by shifting existing sergeants to active patrols and adding support to the administrative staff.

Table 7-6: ULI National Police Service Standards³				
Year	Population	Police Personnel	Police Vehicles	Police Facilities (sf)
1996	10,577 ¹	23	6	2,115
2000	11,477 ²	25	7	2,295
2010	14,027 ²	31	8	2,805
2020	16,127 ²	36	10	3,225
2028	17,750 ²	39	11	3,550

Source: ¹ Kingston Town Clerk, 1997 Annual Town Census

² BTI Population Projections

³ Based on standards in Urban Land Institute Development Impact Assessment Handbook (1994)

The Independence Mall estimates that approximately 8,000 people visit their facility per day. On weekends and holidays the number of visitors is significantly higher. The commuter rail station will further exacerbate traffic conditions in this area.

HIGHWAY AND TREE DEPARTMENTS

Most Massachusetts communities combine highway and tree maintenance in one department. While Kingston has separate departments, the two work closely together. The Highway Department is responsible for maintaining the roads, the transfer station, snow removal and snow-related emergencies. The staff of twelve consists of a superintendent, administrative assistant, foreman, heavy equipment operators and light truck drivers/laborers. The Highway Department has also played a major role in the design and permitting of the sewer system.

The Tree Department has two full-time staff and one elected part-time warden. Kingston is fortunate to possess an abundance of trees lining its streets. These trees provide shade, making the summer heat more tolerable, filter and absorb sound and reduce noise pollution. The Department's primary responsibilities include pruning trees along roads and on Town property and replacing diseased or dead trees. In the winter, the Tree Department's staff assists with the Highway Department's snow removal duties.

The Town should consider creating a Department of Public Works. Because the Tree Department and Highway Department already work closely together, efforts could be coordinated saving Kingston money by the combination of these Departments and their roles.

KINGSTON TOWN LANDING

Kingston's Harbormaster is appointed as the Law Enforcement Officer for Harbor Issues. The Harbormaster's responsibilities include keeping the peace, assigning moorings, supervising vessel launchings, and managing Town-owned vessels. In addition to the Harbormaster, Kingston has six Assistant Harbormasters, two of whom receive stipends. The Harbormaster also serves as the Shellfish Constable. The Constable's responsibilities include managing the shellfish beds, enforcing shellfishing regulations, and planning for the seeding of additional beds.

Kingston's shellfish beds provide a source of income for the Massachusetts commercial fishing industry, as well as enjoyment for the recreational shellfisher. Unfortunately, almost all the beds have been closed for many years due to high levels of pollution. Currently, only 60 acres of the flats are open for shell fishing. The closure of the clam beds has resulted in a significant annual loss to the shellfishing industry and loss of recreational shellfishing for residents. The rest of Kingston's 600 acres of beds are expected to become available for harvesting once the sewers are installed. The issuing of licenses and permits should be profitable for the Town. A strong case for supporting the shellfishing industry can be made: if 25% of the shellfish were harvested annually and the supply were maintained through regular seeding, total revenue realized by shell fishermen could reach \$250,000 annually.

Kingston Bay consists of approximately 900 acres. Access channels and anchorage areas are in need of dredging. The Jones River channel is very shallow and not navigable at low tide. In its current condition, the harbor can accommodate approximately 300 shallow draft boats, most of which rest on mud or sand flats at low tide; a dredged anchorage area (6 to 8 feet deep) could accommodate a much larger number of boats.

The Town owns the marina and its 58 slips. Boat owners pay \$3 per foot for their moorings. In 1997, the Town received a grant to fund a multi-purpose pump-out boat to help control pollution in the Harbor. The existing parking area can not accommodate the needs of people with boats during the peak summer months. Acquisition of abutting land would support the expansion/relocation of the existing building and create more parking spaces.

Two recreational programs are offered: a grant-funded boating program for residents, and a summer sailing program for children of Kingston.

Not only does the harbor offer recreational and educational activities that accentuate Kingston's historic relationship to the sea, but it also helps create a greater sense of community.

PUBLIC SCHOOLS

Kingston's public school children attend Kingston Elementary School for kindergarten through sixth grade, then attend Silver Lake Regional Junior High School and High School.

The average costs per pupil for regular day programs, where children receive their general course of instruction, are listed in Table 7-7.

Table 7-7: School Cost Per Pupil		
School	Local Cost Per Pupil	Statewide Cost per Pupil
Kindergarten	\$3,363	\$2,762
Elementary, grades 1-6	\$3,311	\$4,051
Junior High, grades 7-8	\$6,405	\$4,548
High School, grades 9-12	\$6,697	\$5,463

Source: Kingston School Department, Massachusetts Department of Education (1995)

The Education Reform Act of 1993 changed the Chapter 70 state aid formula. Since FY 1994, the act has defined an annual "foundation" spending goal and minimum spending requirement for each district. The spending goal is a statistical estimate of how much a district would need to spend (excluding transportation, debt service, and a number of other categories) in order for the children to receive an adequate education. The spending goal is determined by applying statutorily defined costs associated with the numbers of children in each grade and program. The foundation spending goal per pupil differs for each district due to the specific mix of grade levels and programs of the students. Data provided by the Massachusetts Department of Education suggest that both Kingston Elementary and Silver Lake are currently spending what is required on a per pupil basis, but are not meeting the foundation spending goal.

Table 7-8: Foundation Budget Spending Gap			
School	FY 98 Foundation Budget	FY 97 Net School Spending	FY 97 Spending Gap
Kingston	\$ 5,888,317	\$ 4,949,394	\$ 938,923
Silver Lake	\$ 4,143,709	\$ 3,860,666	\$ 283,043
Total	\$ 10,032,026	\$ 8,810,060	\$ 1,221,966

Source: 1997 Massachusetts Department of Education

Kingston Elementary School

Kingston Elementary School is comprised of grades Kindergarten through 6, and is located in the eastern portion of town. As of December 1997, the enrollment was 1,120. Enrollment is projected to increase to between 1,489 and 1,537 by the year 2005 (Kingston School Building Needs Study). Table 7-9 shows the number of children in Kingston who attend school in any school in Grades K-6 and in special and ungraded groups.

1987	715
1988	765
1989	810
1990	796
1991	819
1992	852
1993	925
1994	965

Source: Kingston School Building Needs Study, 1995

Kingston Elementary School is a long, low brick building built on a generally level site in east central Kingston, near Exit 9 of Route 3. Most of the building is one story; a few rooms are located below ground level. The building was constructed at three different times after the Second World War. The oldest section was built in 1950, the second in 1959, and the third in 1974.

The most recent section of the building was planned and constructed as an open plan building, with no floor to ceiling walls, and rooms were grouped in pods to facilitate an educational philosophy of team teaching, elements of a philosophy current in the late sixties and early seventies. Later approaches to learning required retrofitted installation of walls in this section of the building. The net effect is that along each side of each corridor there are two tiers of classrooms, an inboard tier and an outboard tier.

In order to gain access to an outer classroom, one nearest the windows, it is necessary to pass through an inner classroom. There is no door between the inner and outer classrooms, and the inboard rooms do not have natural light provided by windows. This type of retrofit typically results in problems of air quality in some rooms, and the absence of doors sometimes results in unwelcome situations when one class is noisy while its adjacent neighbor is quiet.

Average class sizes per grade are as follows:

Table 7-10: Classroom Size by Grade			
Grade	Pupils	Sections	Ave. Class Size
K	180	8	22.5
1	157	8	19.63
2	164	8	20.5
3	157	7	22.43
4	143	6	23.83
5	148	6	24.67
6	126	5	25.2
Totals	1,075	48	-----

Source: Kingston School Building Needs Study, 1995

Even with one half of the kindergarten pupils not included in the pupil count, the number of children to be present in the school at one time, as of December 1997 is approximately 1,000. This figure is in excess of the usual maximum of 600 pupils found in modern elementary schools.

The Kingston School Building Needs Study projected the needed classrooms, based 22 students per section as shown below.

Table 7-11: Classrooms Needed Based on Population Projections		
Year	Total rooms-based on 1489 students	Total rooms-based on 1537 students
1997	52	54
1998	54	56
1999	57	58
2000	59	59
2001	60	62
2002	60	62
2003	63	65
2004	65	65
2005	65	66

Source: Kingston School Building Needs Study, 1995

The following table shows enrollment in each grade.

Year	Kindergarten	Grade 1	Grade 2	Grade 3	Grade 4	Grade 5	Grade 6	Total
1987	107	125	104	100	107	127	87	757
1988	122	123	131	106	104	105	129	820
1989	102	125	111	124	107	107	104	780
1990	128	110	118	116	126	108	111	817
1991	124	140	110	121	121	123	116	855
1992	154	129	146	113	130	127	127	926
1993	157	155	134	141	115	136	133	971
1994	151	170	154	139	149	123	134	1020
1995	180	157	164	157	143	148	126	1075

Source: Kingston School Building Needs Study, 1995

If growth conditions continue similar to those during the past six years, pupil population in the elementary school will be between 1489 and 1537 by the year 2005.

Like many schools, Kingston Elementary has implemented a program of inclusion, in which children with special needs are incorporated as fully as practicable into the regular day school population. In practice, this usually means special teachers or aides accompany special needs students into the general classrooms and assist as necessary. Additional pupils, some in wheelchairs, and additional special personnel, coupled with the addition of modern equipment put added demands on available classroom space. Physical, Occupational, Speech and Language Therapists all require individual spaces for operation.

Table 7-13 summarizes the additional space required under existing enrollment for special programs:

Facility	Additional Need	Classroom Equivalent
Art	1	1.33
Computer	2	2
Music	1	1
Band	1	1.33
OT/PT	1	0.5
Pre-K	1	1
Collaborative	1	1
Speech. Therapy	1	0.2
Total		8.36

Source: Kingston School Building Needs Study, 1995

At the 1997 Town Meeting, the \$24.8 million elementary school project, which is eligible for 70% reimbursement by the State, was approved unanimously. The existing building will be renovated to serve grades kindergarten through third and the new building (to be completed by 1999) will accommodate students in grades four to six. Each building is slated to house 800 students at capacity, and will incorporate the latest school technologies.

In order to avoid future overcrowding and to proactively manage the education of children from increased growth, it is recommended that school enrollment be monitored closely. At an appropriate time, it may be necessary to consider a third elementary school.

Silver Lake Regional School

Kingston is one of four towns that participate in the Silver Lake Regional School District. The Junior High, in Pembroke, houses grades 7 and 8. The High School, in Kingston, grades 9 through 12.

Table 7-14: Number of Kingston Residents Attending Silver Lake Regional School District (1996)			
Grades	Total Students	Students from Kingston	% from Kingston
7	492	122	25%
8	484	127	26%
9	438	114	26%
10	431	112	26%
11	416	109	26%
12	354	92	26%
Total	2,615	676	26%

Source: Silver Lake Regional Superintendent's Office

Major renovations have recently been completed at both the Junior and High Schools. Renovations included a \$800,000 library expansion, \$200,000 classroom renovations, a twenty classroom modular addition, and the replacement of both roofs. Kingston's participation in the Silver Lake District should be reassessed periodically.

PUBLIC LIBRARY

The Town built the Kingston Public Library in 1994 to replace the Adams Library. The new library is comprised of 10,295 square feet of gross floor area of which approximately 8,500 is usable space and contains 73 seats. The library's collection now includes approximately 39,150 print items and 2,262 non-print items, with a circulation of 99,179. The library receives approximately 140 periodicals. The staff consists of three full-time professionals (Director,

Children’s Librarian and Reference Librarian), three full-time paraprofessionals, two part-time paraprofessionals and one library page.

The library has ongoing story-time programs for children, an active summer reading program, and frequent other programs for children. The library sponsors a CPR class, a writing group and a book group for adults. Tutorials are offered in the use of the library’s computer resources, including the Internet. The library administers free passes to seven area museums. Art exhibits are sponsored monthly. The library’s Meeting Room is available for use by municipal and community groups.

Most of the library programs are free to the public and are funded either by the library operating budget or by State Aid funds. The Friends of the Library fund some programs. The Library has been well supported by the Town. Judging by the continued increases in circulation (33% in FY96 and 29% in FY97) the collection reflects the needs of residents. The Library continually improves its computer resources, keeping the hardware and software as current as possible in order to allow for the kinds of research and educational uses residents need. The Library has a good base of programs for children and coordinates activities with the Recreation Department. Another real strength is the Local History collection; a considerable amount of organizational and preservation effort has resulted in a respectable research collection.

Table 7-15: ULI Library Service Standards³

Year	Population	Book Stock	Seats	Book Circulation	Library Space (gsf)
1997	10,577 ¹	30,250	53	100,482	6,664
2000	11,477 ²	32,824	57	109,032	7,231
2010	14,027 ²	40,117	70	133,257	8,837
2020	16,127 ²	46,123	81	153,207	10,160
2028	17,750 ²	50,765	89	168,625	11,183

Source: ¹ Kingston Town Clerk, 1997 Annual Town Census

² BTI Population Projections

³ Based on standards in Urban Land Institute Development Impact Assessment Handbook (1994)

According to national planning standards, Kingston currently exceeds minimum standards for book stock by almost 9,000 books (see Table 7-15). These standards also indicate that Kingston has ample usable library space and seating to serve its current population. It should be noted that such national standards are generally surpassed by suburban Massachusetts communities such as Kingston. Population projections indicate that Kingston’s population will slightly exceed 14,000 people in 2010, at which time the need for library space and seating will begin to approach that which exists today. In order to meet minimum library standards, Kingston should continue to monitor population growth and plan for the need to provided expanded library services when the population approaches 14,000 people.

RECREATION FACILITIES

Kingston has a variety of public and private recreational facilities available to residents. There are a total of 11 acres of playgrounds and ball fields owned and operated by the town. Additional ball fields are available at Silver Lake Regional High School and Camp Norse, the 350-acre facility owned and operated by the Boy Scouts of America.

The Conservation Commission manages a total of 291 acres of land available for passive recreational use, such as hiking and picnicing. The 66 acres of land surrounding the Soules and Millgate Wells are an example of passive recreational lands accessible and available to the public. The 200-acre Town-owned Camp Nekon is available for hiking, walking, jogging and four-wheeling. Kingston State Forest (161 acres) provides opportunities for four wheeling and hunting in addition to more passive activities. Sampson Park (105 acres) allows hunting and non-motorized boating. The Town of Kingston also has a small salt-water beach.

Please refer to Section 6 “Open Space and Recreation” for additional information.

CAPITAL PLAN

Kingston plans for growth each year through the Capital Planning Committee's review of the Five-Year Capital Plan. The Committee offers annual recommendations in order to formulate an updated plan. The Capital Plan Committee has established a five-year capital program which is outlined below.

High priorities include closing the landfill, funding the preliminary designs and plans for a new Town House, and replacing fuel tanks at the Highway Department.

DEPARTMENT	Inventory	FY 99	FY 00	FY 01	FY 02	FY 03
Police Dept						
Patrol Cars (2 @ \$25,000)		\$50,000				
Patrol Cars (2 @ \$26,000)			\$52,000			
Patrol Cars (2 @ \$27,000)				\$54,000		
Patrol Cars (2 @ \$28,000)					\$56,000	
4 WD Vehicle					\$31,000	
Patrol Cars (2 @ \$29,000)						\$58,000
Weapons/Handguns						\$16,500
Motorcycle						\$19,000
Highway Dept						
Compactor/Trailer Transfer Station		\$24,500				
Fuel Tanks-Removal + Installation		\$125,000*				
<i>* 50% Grant eligibility anticipated</i>						
Generator	Replaces 1946	\$30,000				
Dump Truck 35K GVW	K-2 1985		\$84,000			
Dump Truck 1 Ton 4 WD			\$44,500			
Catch Basin Cleaner	1967		\$90,000			
Back Hoe (4 WD)	New		\$72,000			
Compactor/Trailer Transfer Station			\$14,500			
Dump Truck 1 Ton				\$38,000		
Sander-Stainless Steel				\$14,000		
Front End Loader				\$115,000		
Dump Truck 35K GVW					\$86,000	
Dump Truck 35K GVW						\$86,000
Landfill Closure		\$620,000				
Water Department						
¾ Ton Pick Up Truck	W2 1989	\$25,000				
Well Cite-98	New	\$78,500				
Lake St Water Tank	New		\$1,500,000			

<i>DEPARTMENT</i>	<i>Inventory</i>	<i>FY 99</i>	<i>FY 00</i>	<i>FY 01</i>	<i>FY 02</i>	<i>FY 03</i>
Recondition Soule's Pond Well			\$40,000			
Compressor	Replace 1964		\$40,000			
Summer St. Water Main			\$250,000			
Piercing Machine	Replace 1987			\$10,000		
Pick Up Truck 1 Ton	W3 1992			\$25,000		
1-86 Well Cite	New				\$1,200,000	
Dump Truck	W4 1994				\$25,000	
Improvements to distribution system						\$600,000
Fire Dept						
Pumper	Replaces 1979		\$250,000			
Utility Van	Replaces 1992		\$23,000			
Protective Clothing (1 of 3)	Replacement		\$10,000			
Thermal Imaging Unit	New		\$18,000			
Radio Communications				\$10,000		
Brush Truck	Replaces 1980			\$85,000		
Pumper	New				\$250,000	
Protective Clothing (2 of 3)	Replacement				\$10,000	
Protective Clothing (3 of 3)	Replacement					\$10,000
Town Buildings						
Animal Control Facility/Shelter		\$20,000				
Police Station-Exterior repairs		\$20,000				
Town House-Preliminary Plans + Design		\$100,000				
Town House-Construction			\$2,700,000			
Highway Dept. Garage-Plans + Design				\$30,000		
Highway Dept. Garage-Expansion					\$300,000	
Recreation Commission						
Gray's Beach renovation			\$25,000			
Waterfront Committee						
Land acquisition-Marsh Rd.			\$40,000			

<i>DEPARTMENT</i>	<i>Inventory</i>	<i>FY 99</i>	<i>FY 00</i>	<i>FY 01</i>	<i>FY 02</i>	<i>FY 03</i>
Tree Department						
Dump Truck 35K GVW	Replace 1987		\$65,000			
SLRHS Renovation/Expansion-Kingston			\$10,000,000			
Conservation Fund		\$60,000	TBA	TBA	TBA	TBA
Total Capital Plan + Program Projects		\$1,153,000	\$15,318,000	\$381,000	\$1,958,000	\$789,500
Recommended Funding Sources FY 99						
Surplus Revenue/Available Funds		0				
Stabilization Fund		\$429,500				
Within Levy		0				
Capital Exclusion		\$620,000				
Debt Exclusion		0				
Grant or Reimbursed Funds		0				
Water Receipts		\$103,500				
Betterment Assessment/User Fees		0				
Short Term Borrowing-Within Levy		0				
Total of Funding Sources		\$1,153,000				

EXISTING CONDITIONS COMPARED TO FUTURE NEEDS

The Town provides high quality municipal services and public facilities that generally exceed state and national standards. Over the next several years, residents will benefit from major infrastructure improvements, including a new elementary school, sewer system, commuter rail, and two highway projects. The new sewers, for example, should improve the water quality of Kingston Bay and eventually lead to the reopening of the Bay for shellfishing. These projects will benefit current and future business owners and residents.

Between the new sewer system, the new Route 44, and the restoration of the Old Colony Railroad commuter line, the Town expects a considerable amount of commercial and residential growth over the next few years.

However, these services and facilities are costly to provide and maintain. The taxes collected from residential property owners do not cover the costs of the services provided by the Town. In Fiscal Year 1997, non-commercial real estate taxes equaled 83% of the operating budget.

Table 7-19: Per Household Cost of Town Services and Operating Budget		
1997	Total	Without Schools
Total Operating Budget (FY 1997)	\$ 14,080,719	\$ 6,530,708
Number of Households (1997)	4,096	4,096
Per Household Cost of Town Services	\$ 3,438	\$ 1,594
Increase from Buildout		
Additional Households Under Total Buildout (in 2028±)	2,391	2,391
Additional Cost of Services Under Total Buildout	\$ 8,219,482	\$ 3,812,237
Total at Buildout		
Number of Households Under Total Buildout	6,487	6,487
Estimated Operating Budget Under Total Buildout¹	\$22,300,201	\$ 10,342,945

¹Based on FY1997 budget using FY97 dollars (inflation not factored in calculation)

Beyond coordinated financial planning and regulatory mechanisms, the Town boards and committees need to communicate better. Kingston's government structure and functions are quite similar to other towns in Massachusetts. Some Towns have various functions combined in one department, such as Public Works or a Parks Department, while others do not. The new sewers provide a good opportunity to reassess the existing department structure.

RESTRUCTURING TO PREPARE FOR GROWTH

In most instances, the Town's various authorities have the necessary positions and equipment to accommodate growth associated with infrastructure improvements over the next ten years. Certainly, the Town will need to determine which department will manage and maintain the sewers.

A Department of Public Works generally manages water and sewer systems, solid waste, Town buildings, and highways. A Highway Department is generally responsible for the maintenance of roads and trees. While it is common to have a Tree Warden, it is unusual for a town to have a separate Tree Department, as Kingston does. It appears that equipment and personnel could be used and managed more efficiently by combining the Tree and Highway. Due to licensing requirements, existence of enterprise accounting practices and the potential for regional solutions to water supply issues, the inclusion of the Water Department in the DPW is not feasible. It is too early to determine the efficacy of including the Sewer Department in the DPW.

The existing Recreation Commission combines responsibility for parks and recreation in Kingston. In order to address Kingston's future needs for the maintenance of most current and proposed recreation facilities and lands, a Parks Department with a professional administrator and staff should be created.

In order to improve interdepartmental communication within Town and to encourage more efficient and effective provision of town services, Kingston should establish a new "Town Government Committee." The committee should include representatives of each Town department and various local interest groups, who would convene to evaluate town government structure, review current department activities and practices, and discuss plans for the future. Committee participants would meet regularly (at least annually) and should identify areas of overlap and potential resource sharing while creating an opportunity to coordinate and leverage the community's strengths.

Implementation Schedule

Public Services and Facilities Action	Implementing Party (ies)	Time Frame
Implement and monitor a Master Plan for the Town.		
Use the Master Plan as the basis for long-range planning.	All boards and officials, TM	Ongoing
Appoint or elect a long-range planning committee to oversee the implementation and update of the Master Plan.	TM	1998
Improve and enhance governmental relationships with citizens. Promote community participation in planning.		
Continue town-wide public planning forums at key points at least annually, in order to foster community communications, consensus, and to build momentum for acting in accordance with the Master Plan.	TP, PB	Ongoing, annually
Improve communication between government officials and Kingston residents through the enhanced use of cable television, mailings, and the Internet.	TP, Library Trustees, PACATV, KCC	Ongoing
Encourage Town departments to broadcast meetings on cable television one or two times a year.	TA, Dept. Heads, PACATV, KCC	1998
Promote the Kingston Public Library as a place for residents to interact and become more interested in Town affairs. ⇒ Expand physical library space by 2010 using State or Federal funding. ⇒ Provide residents access to the Library on Sundays and for extended hours. ⇒ Continue support for the development and maintenance of computer resources. ⇒ Continue preservation and redevelopment of local historical resources	Library Trustees, CPC, TM, HC, JRVHS	1999-2010 Ongoing
Synchronize the Town Budget and Capital Plan with the Master Plan and its Goals, Policies and Proposals and make Town government more efficient.		
Create a centralized, strong Planning Department made up of appointed professionals to help facilitate communications in Town government.	TM	1998
Explore the feasibility of combining Highway, Tree and Building Maintenance/ Supervision into a single Department of Public Works.	BOS, FinCom, TGSC	1999

Public Services and Facilities Action	Implementing Party (ies)	Time Frame
Appoint the Town Planner as a member of the Budget Advisory Board.	TM	1998
Establish a Parks Department with full-time professional staff to improve management and use of Town parks and recreation areas.	TM	1999
Explore the construction of a community center, with recreational facilities.	Rec, CPC, TM	2000-2005
Establish a new Town Government Study Committee.	TM	1999
Reinforce the role of the Permanent Building Committee to include planning for municipal building maintenance and needs assessment.	PBC, BOS, TA, BI	1998
Expand the use of Kingston Bay.		
Develop and implement a Harbor Management Plan. ⇒ Study dredging for anchorage and channel ⇒ Study possibility of increasing marina facilities, including parking.	CPC, TM,	1998-2003
Maintain and protect potable water resources.		
Protect existing water supply resources, including the wells, aquifers, and Jones River watershed, including the water resources of Silver Lake and Pine Brook, through the use of restrictive overlay zones and other methods.	TP, PB, CC, JRWA, H2O	1998
Prepare a comprehensive water plan to insure well water quantity/quality (update 1997 Whitman & Howard study).	H2O	1998
Identify and acquire additional well sites in order to provide for adequate water supplies for full development.	H2O, TM	Ongoing
Create a water conservation program that educates the public and conserves water through the use of proven low-cost techniques.	H2O, JRWA	1998
Assume a leadership role in development and protection of regional water supplies ⇒ Explore and utilize all possible legislative and judicial processes to responsibly develop and protect the regional water supply.	H2O, JRWA, BOS	1998

Public Services and Facilities Action	Implementing Party (ies)	Time Frame
Institute a Town sewer plan to attract business and respond to residential growth and to protect water.		
Implement the Sewerage Advisory Committee's current plan.	SC, BOS	1998
Establish a policy on future sewer connections and extensions.	SC, BOS	1998
Provide sewer to designated commercial and industrial areas where feasible.	SC, BOS	2001
Enhance public safety.		
Implement fire station construction plan.	Town Fire House Study Committee	1998
Increase community-policing activities to make more visible presence and improve image, visibility and support.	PD	1998
Expand recycling.		
Continue educating residents about materials that can be recycled.	Recyl, HW	Ongoing
Enhance the recycling containers and signage at the Transfer Station.	HW	1998
Make recycling mandatory.	Recyl, HW	1998
Support the South Shore Regional Refuse Disposal Planning Board's proposal to develop a regional paper and cardboard consolidation area.	Recyl, HW	Ongoing
Provide state-of-the-art elementary school facilities.		
Complete construction of a new elementary school to accommodate anticipated growth and provide necessary space for art, music, computer and special programs.	Sch, SBNC	Ongoing
Increase funding to schools to meet Foundation spending goals.	TM, SCH	1999
Investigate and reassess regional school structure.		
Reevaluate participation in the regional school system based on the criteria of cost-effectiveness and impact on community cohesiveness.	Sch, SBNC	1998

