

Rec'd 12/15/77

DEPARTMENT OF PUBLIC WORKS IMPLEMENTATION OF

CDAP PROGRAMS

INTRODUCTION

Upon the completion of the Community Development Action Plan the Common Council established the Municipal Development Committee, a five member councilmanic standing committee consisting of three majority and two minority members who shall be charged with the duty of supervising the implementation of the CDAP plan recommendations.

This department will be concerned with the recommendations applicable to the Department of Public Works. We will not evaluate the social and economic impact of these recommendations. This, the department believes rightly, belongs within the domain of the administration.

This report will attempt to state the dimension of implementing the recommendations and to consider the ramifications both of the problems and of possible technical and budgetary solutions to it, in order that these proposed recommendations may be executed during the coming fiscal year 1972-73.

The Building Division over the last decade has attempted to improve its quality and service. The hiring procedures have been changed from direct appointment to competitive examinations. The division has been expanded from one inspector, a decade ago, to our present staff of a Chief Inspector, a Plumbing Inspector, an Electrical Inspector and a Sidewalk Conformance Inspector. The department has encouraged its employees to attend various Seminars and Schools that are periodically given by the State of Connecticut. The City of Middletown underwrites the cost of this schooling for its Personnel.

The division, as a matter of policy, constantly reviews and analyzes the city code and state code. This procedure keeps the division abreast of the changes in material usage and acceptability. The division is presently reviewing proposed changes in materials and methods for future housing. We

believe these changes will promote and enhance housing
construction in the future.

SFA-2-7

The Department of Public Works, Building Division, in cooperation with representatives of the Community Services Division of the Police Department and the Chamber of Commerce are presently preparing a booklet of safety standards that will be distributed to permit applicants

The department has a complete City-wide street lighting survey undertaken every five years by the Hartford Electric Light Company. This will insure that all streets are evaluated and reviewed for conformance to acceptable lighting standards. The department is constantly evaluating and reviewing specific areas based on the general development of the area, traffic safety, and vandalism.

Obviously any future street lighting programs can be undertaken only to the extent that they are funded.

PRESENT STATUS: Pre-engineering plans as to tentative route have been undertaken and are awaiting further information from Berger-Lehman Associates before advancement.

FUTURE STATUS: Engineering plans can be completed after information from Berger-Lehman is forthcoming, taking some six months from receipt of same.

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PRESENT STATUS: Present subdivision regulations require that a developer connect to the nearest drainage system, and enforcement to that effect is being made. This office has tried to change the subdivision regulations, revising them to include minimum uniform design data.

FUTURE STATUS: City Plan has informed us that they will undertake revision of subdivision regulations when Zoning codes are finalized. Public Works contemplates drafting of a master drainage map for the area of Middletown for which topographic information is available. Further topography is essential to complete plans. This map should be completed within two years for area now available and the remainder is uncertain until further information is available.

PRESENT STATUS: City Plan is of the opinion that the concept of performance bonding as to amount and enforcement is inadequate.

FUTURE STATUS: The amount of bonds should have a great deal of flexibility to remain coincident with construction costs. Necessary changes in subdivision regulations and other city ordinances should be made to permit the regulatory department to obtain adequate bond. Updating the ordinances should only take three months and revising subdivisions regulations should require another twelve to eighteen months.

In May 1971 the Department of Public Works with assistance from the League of Women's Voters and students of Middlesex Community College established a limited Recycling Program in Middletown. This program was launched with Press and Radio publicity. The Department designated the newly acquired Mattes property on Mill Street as the Recycling Depot for Middletown. It was decided that glass, newspapers, metal cans and aluminum products would initially be Recycled. The program was begun with the thought of using local volunteer organizations (i.e. League of Women's Voters, M.C.C. students). This arrangement proved not as successful as anticipated. The Department then hired two M.C.C. students on a part time basis to continue the program. We also purchased a Motorized Glass Crusher to assist in producing Cullet for our Recycling Program.

Since the Programs inception to the present time, the following amounts of Glass, Paper, Metal Cans and Aluminum Products have been Recycled: Two Hundred tons of Glass, One Hundred Fifty tons of Paper, Twenty Tons of Metal Cans and One Ton of Aluminum.

The Department initiated this program not with the intent of its monetary value but to make the Citizenry aware of a large amount of household solid waste that is generated and can be Recycled. This would also reduce the refuse that is now being deposited in our refuse areas thus reducing the amount of land, labor and material needed in our Land Fill operation.

The other recommendations that have been made cannot, we believe, be evaluated at the present time because of the Regional, State and National ramifications involved.

Solid waste disposal is recognized as a national problem.

Many methods of volume reduction are now being studied and discussed at all levels of Government. These include Incineration, Shredding Equipment, Large Scale Recycling and Land-Fill.

Presently State Statute provides for the impounding of abandoned motor vehicles and the disposing of them through an Auction process. The problem that the city encounters is one involving junked or abandoned cannibalized vehicles that are left on public highways or property. If identification of ownership can be made, then the city must prove that the vehicle has been willfully abandoned before any legal action can be taken. Where identification of a vehicle is impossible to ascertain, because of obliteration of either the serial or identification number, the Police Department has arranged at a nominal fee with an area firm for the disposal of said vehicle.

The present arrangement between this department and the Police is one of mutual cooperation to eliminate this chronic problem and not a matter of written policy or ordinance.

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The Department of Public Works has very strong feelings regarding the future programming of Solid Waste Collection and Disposal. We feel that if municipal government is to be involved at all it should only be in an Administrative role allowing it to provide the necessary protection of the Citizens and the best service possible. We recommend that private enterprise take complete control of both the collection and disposal of solid waste; in effect the "Public Utility Concept".

We are well aware in the department that large scale changes in the City of Middletowns approach to this problem have been given a top priority for discussion by the recently named Charter Revision Commission. We will welcome the opportunity to expand our thinking before that Commission.

PRESENT STATUS: The system of notifying the various utilities of contemplated work by city forces is presently occurring. However, reciprocal notices are not forthcoming from the utility companies.

FUTURE STATUS: City ordinances should be drafted to revise present excavation permit regulations and firm the requisites of the permittee as to advance notice of intent, pavement replacement, etc. Drafting of such an ordinance would probably require some six months to finalize. Public Works Department would act as a clearing house to disseminate information and the enforcing agency.

PRESENT STATUS: Public Works tries to follow a uniform policy of utility location within street limits wherever possible. However, prior installations have caused a discontinuance of any observance of location. In new subdivisions efforts are made to adhere to juxtaposition and placement.

FUTURE STATUS: An ordinance to designate location of all utilities should be drafted, setting precedents in new developments and extension of utilities into existing streets. Such enactment should occur within three months.

PRESENT STATUS: Existing streets have been examined and an assessment has been made for priority assignment based on the existing maintenance budget. Major reconstruction is impossible with present budgetary practices for any street. Separate bonding is required for a major project.

FUTURE STATUS: An inventory of existing streets can be made within the next three months for present media of construction, travel use and population density. A more extensive survey of existing drainage problems, which should also influence a priority rating, will take an additional twelve months. This inventory could be withheld until completion of a master drainage plan..

There can be little question but what the Road Improvement Program of the City of Middletown in future years will be completely controlled by the City's willingness and ability to pay for a substantial program.

During the current year the total appropriated in the budget was \$150,000. In addition the Mayor and Common Council released \$1000,000 more for Road Improvement purposes from the surplus. There was recently appropriated another \$25,000 to build a new street from Saybrook Road to Hillside Avenue and \$5000.00 for ditch excavation at Nejako Drive. The total Road Program for 1971-72 now is \$28,000.00. The City's share of the Department of Transportation Town Aid Fund is \$138,000. It becomes very clear that a \$500,000 program as recommended by CDAP is easily within reach if road improvement generally is given the same priority it has received during the past year.

It is the feeling of the Department that a program of this dimension with assurance that it would be continued annually would allow the development of a priority program that could realistically be met.

PRESENT STATUS: The establishment of lines and grades on all city streets is mammoth in nature. Records in this respect are probably twenty years or more in arrears. The engineering staff was enlarged to dignify the department's records. Unfortunately, the staff has been subsequently split.

FUTURE STATUS: Together with the establishment of lines and grades, a companion program must be initiated for a coordinate system to be established, possibly to match the existing state system. The engineering staff must once again be made a cohesive working force to overcome duplication and overlapping of efforts. Any staff assigned to the lines and grades task should perform without interruption for mundane duties.

EXPLANATION OF PRIORITY CODE

The letter indicates the relative importance placed on each program by the advisory committee as follows:

- A - essential
- B - important
- C - desirable

The numerical rating is indicative of the time period for program implementation:

- 1 - designates program to be initiated before completion of Phase I CDAP in June 30, 1971.
- 2 - designates program to be initiated between July 1, 1971 and June 30, 1973.
- 3 - designates program to be initiated between July 1, 1973 and June 30, 1975.
- 4 - designates program to be initiated beyond July 1, 1975

ACTION CODE: HSG 1 - 7

FUNCTION: Housing

COMPONENT: Administrative

PROGRAM: To foster and encourage innovation in methods of housing construction.

PURPOSE: To encourage production of housing by the building industry.

STEPS: 1. Completion on state level of revision of State Model Building Code.
2. Strengthen local Building Department by requiring Chief Building Inspector to be qualified construction engineer.
3. Analysis by Building Department of what new code allows in construction.
4. Use of such analysis in formulating housing programs.

WHEN: As soon as State Code revision is completed.

PRIORITY: B-2

BY WHOM: Personnel Board, Public Works Department.

COSTS & FINANCIAL RESOURCES: Not applicable

ACTION CODE: SFY 2-7

FUNCTION: Public Safety

COMPONENT: Administrative

PROGRAM: Use of check list in conjunction with issuance of certificate of occupancy.

PURPOSE: The community, through its police department, has a moral obligation to encourage property owners to maintain high safety standards, particularly where business and other non-residential uses are concerned. Upon the issuance of the building permit or certificate of occupancy by the Public Works Department, the issuee should be given a brochure printed by the Police Department. This small brochure and its questions will enable the Police Department to determine the level of safety standards in the non-residential facility and will further enable the Police Department to update its card file of all commercial establishments to reflect the level of safety measures within the building.

STEPS:

1. Establish working relationship with Middletown Police Department and insurance companies in order to involve insurance firms in the education of non-residential property owners in high safety standards.
2. In cooperation with the Building Division of the Public Works Department, the Community Services Division of the Middletown Police Department and the Chamber of Commerce should prepare a brochure of preventative safety standards and a checklist to be distributed to applicants.
3. The brochure is distributed to applicants.
4. Applicant returns one copy to Middletown Police Department.
5. Middletown Police Department updates card file.

WHEN: 1971

PRIORITY: C-2

BY WHOM: Common Council, Police Department, Public Works Department.

COSTS & FINANCIAL RESOURCES: Not applicable

ACTION CODE: T&C 1-13

FUNCTION: Transportation and Circulation

COMPONENT: Human Resource

PROGRAM: Upgrade the level of street lights

PURPOSE: Many streets within the City of Middletown have sub-standard levels of lighting, while others have no lighting at all. The intent of this program is to study the level of illumination on all city streets and prepare specific proposals to upgrade those streets in relation to the level of development thereon, including areas of chronic vandalism.

STEPS: 1. Prepare map of Middletown showing location of all street lights based on data from HELCO.
2. Evaluate street lights in relation to adjacent development - Public Works and City Plan staffs.
3. Make specific recommendations for improvement in level of illumination.
4. Approval by Public Works Commission
5. Contact HELCO for installation.

WHEN: 1972 - 1973

PRIORITY: C - 2

BY WHOM: Evaluations and plans to be made by City staffs - approval required by Common Council.

COSTS & FINANCIAL RESOURCES: To be determined.

ACTION CODE: T&C 4-1

FUNCTION: Transportation and Circulation

COMPONENT: Administrative

PROGRAM: Prepare engineering plans for loop road system.

PURPOSE: Preliminary plans have been developed for the location of a "loop" road around the central business district, which is intended to be a one-way, clock-wise system. In order to refine the location of this route and to solve several of the locational problems associated with the Arrigoni Bridge and Penn-Central tracks, it will become necessary to develop pre-engineering plans of the entire system and to incorporate these plans into the City's Plan of Development.

STEPS: 1. Preparation of engineering plans by City Plan and Public Work staffs.
2. Adoption of location of loop road in Plan of Development by Commission on City Planning and Zoning.

WHEN: 1971-1972

PRIORITY: B-2

BY WHOM: City Plan and Public Works staffs.

COSTS & FINANCIAL RESOURCES: None - project to be done by city staffs.

ACTION CODE: UTY 1-19

FUNCTION: Public Utilities

COMPONENT: Administrative

PROGRAM: Develop a mutual participation program between city and developers for the installation of storm sewers.

PURPOSE: Many of the storm sewer problems throughout the city are caused by developments which oft times create erosion and other problems off the site and then become the responsibility of the City of Middletown to correct at the taxpayer's expense. It is recommended that the city adopt criteria and a policy whereby the city and developers, prior to approval of any subdivision or other developmental venture, engage upon the joint solution of any potential storm water problems.

- STEPS:
1. Determination of existing storm sewer system in area and location of nearest natural outlet for storm water flow (to be done by Public Works Department staff).
 2. Determination of needs to install adequate storm sewer facilities in the proposed development or with an existing public storm sewer installation.
 3. Evaluation of costs of necessary installation.
 4. Design installation on one year in 15 year probability of major flood.
 5. Develop a fair and equitable cost sharing program for both developer and city.
 6. Approval by the Public Works Department and Common Council.

WHEN: 1972 or 1973

PRIORITY: A-2

BY WHOM: Public Works Department, Common Council

COSTS & FINANCIAL RESOURCES: Not applicable

ACTION CODE: UTY 1-20

FUNCTION: Public Utilities

COMPONENT: Administrative

PROGRAM: Update performance bond requirements.

PURPOSE: Section 26 of the City Code requires performance bonds for water mains, sanitary sewers, storm sewers, and street paving. The required amounts are "equal to one-half of the total of the estimated cost of the construction" for such facilities. Since this section was last revised in October, 1952, the prices for the improvements reflect construction costs which are now nineteen years old. The City through its sub-division process, faces the possibility of a developer relinquishing a project bond at any time which would cost far more for the City of Middletown to build, then would be held in bond. For these reasons, Section 26 of the City Code should be updated to reflect current construction costs. A requirement for 100% bonding for improvements and further annual escalation costs should be built into these requirements, eliminating the necessity for annual revisions.

- STEPS:
1. Determination of current construction costs and required escalation. Provision by Public Works Department and Commission of City Plan and Zoning.
 2. Submission of proposed revisions to Mayor and Common Council.
 3. Approval by Common Council of ordinance replacing Section 26 of City Code.

WHEN: 1971-1972

PRIORITY: A-2

BY WHOM: Public Works Department, Municipal Development Committee, and Common Council.

COSTS & FINANCIAL RESOURCES: Not applicable. To be done by existing staff.

ACTION CODE: UTY 2-3

FUNCTION: Public Utilities

COMPONENT: Human Resource

PROGRAM: Provide means for recycling solid wastes.*

PURPOSE: Much of the materials deposited at the City land fill could be recycled and reused with appropriate procedures. Certainly any recycling should begin with separation of basic materials at the source. In implementing any such programs, an intensive publicity effort must precede any steps in order to properly educate the public. Once the basic components are collected (steel, glass, paper and plastics) and separated, they could in turn be sold to bulk dealers for reuse. The balance of the refuse could be recycled to natural gas for use in heating, motor vehicles, etc. It is recommended that such a program be begun with a limited number of units on an experimental basis.

STEPS:

1. Designation of agency to be responsible for program.
2. Analysis of costs involved and necessary resources (specialized collection equipments, scrap dealers, etc.)
3. Determination of experimental study area.
4. Publicity campaign and orientation of refuse collectors including any necessary revisions to their contracts, schedules or procedures.
5. System begun.
6. Modification of sewage treatment plant at later date for production of natural gas, if desired.

WHEN: 1975 or later.

PRIORITY: C-1

BY WHOM: Health Department, Sanitary Disposal District Commission, Public Works Department, Water & Sewer Department.

COSTS & FINANCIAL RESOURCES: Since program of a "research and development" nature, this program might be underwritten two-thirds to three-fourths of the total costs by the State & Federal Government once properly defined. The sale of reusable products may balance operating costs.

ACTION CODE: UTY 2-4

FUNCTION: Public Utilities

COMPONENT: Human Resource

PROGRAM: Develop means for elimination of junked vehicles.

PURPOSES: Presently, Middletown, along with many other communities, throughout Connecticut does not have a program to dispose of abandoned or junked vehicles. The State statutes permit local police agencies to impound abandoned motor vehicles and through an auction process dispose of said vehicles. This procedure is inappropriate for the disposal of valueless vehicles which have been abandoned (and cannibalized) over a period of years. The committee suggests that a system similar to that of Hartford be adopted.

- STEPS:
1. Draft ordinance of City Code regulations which would.
 - a. Authorize appropriate City personnel to notify Department of Public Works of all abandoned vehicles including registration or serial numbers.
 - b. After sufficient notice to vehicle owner or owner of property on which located, authorize Department of Public Works to bid for towing and impoundment of vehicles.
 - c. Provide for the City to bill the vehicle owner or property owner for towing and storage.
 - d. Arrange for salvage firm to pick up vehicles at no cost (probably should be done on a once per year basis since volume does not warrant steady pick up.)
 2. Advertise proposed ordinance.
 3. Approval by Common Council.

WHEN: 1972-1973

PRIORITY: C-2

BY WHOM: Common Council - Public Works Department.

COSTS & FINANCIAL RESOURCES: None. Costs incurred through operation to be billed as per regulations.

ACTION CODE: UTY 2-7

FUNCTION: Public Utilities.

COMPONENT: Human Resource & Economic

PROGRAM: Establish initial refuse collection districts.

PURPOSE: To develop a program whereby all residential units in the City of Middletown will be served by private refuse collectors twice weekly. This ensures that all residential refuse will be collected and allows the City to phase itself out of the refuse collection business as equipment becomes obsolete. The efficient collection of refuse can properly done by private collectors in competition with one another and over a period of years districts would be established for purposes of bidding and administration. Once the city charter and code has been properly revised, the city can implement the first step of establishing districts, which will be the most difficult, since criteria must be established for determining the acceptance of bidders; also, the legal matters dealing with the preparation of appropriate contracts, bids, etc., must be dealt with.

- STEPS:
1. With planning assistance the Sanitary Disposal District Commission (or its successor) must delineate the initial collection districts (ideally four) through the use of census data.
 2. With legal assistance, guidelines should be established for bidding procedures, nature of contracts, bonding, etc.
 3. Four collection districts put to public bid.
 4. Selection of vendors for three year contract period.
 5. Posting of bond by vendors.
 6. Service begins.

WHEN: 1972 or 1973

PRIORITY: B-2

BY WHOM: Sanitary Disposal District Commission.

COSTS & FINANCIAL RESOURCES: None (City should use the existing planning and legal resources for the above-identified work).

ACTION CODE: UTY 2 - 8

FUNCTION: Public Utilities

COMPONENT: Administrative

PROGRAM: Provide administrative procedures to supervise program implementation.

PURPOSE: Once a program of city-wide trash collection is established using private vendors, it will be necessary to have appropriate city personnel to handle the billing and other routine office matters. These duties could be handled by one clerk under the supervision of a director responsible to the Sanitary Disposal District Commission.

STEPS: 1. Establish position with Personnel Board and determine qualifications.
2. Advertise position.
3. Hire personnel.

WHEN: 1972 or 1973

PRIORITY: B - 2

BY WHOM: Sanitary Disposal District Commission and Personnel Board

COSTS & FINANCIAL RESOURCES: One clerk at \$6,000 annually. The cost of this person should be built into the rate structure for refuse collection.

ACTION CODE: UTY 3-2

FUNCTION: Public Utilities

COMPONENT: Administrative

PROGRAM: Provide system of interagency coordination of both planning and installation of utilities.

PURPOSE: Oft times projects are executed within Middletown which may be coordinated with other improvements. In the City of Hartford, for example, any work being done by any utility company, must be cleared through a central telephone point, in order to apprise other utility companies of proposed excavation work. The Utilities Committee feels that the most important concern is the lead time necessary to plan appropriate, simultaneous improvements and for the sharing of planning attitudes and ideas. The committee also recognizes the responsibility on the part of the city to advise and inform major institutions of pending utility work, such as Middlesex Hospital, Wesleyan, CVH, Long Lane, etc. Any lead time provided would enable these institutions to properly inform the utility companies of any desired changes in their service and to reduce overall excavation and convenience and costs in the long run.

- STEPS: 1. Prepare regulations requiring notification through a central point of any proposed utility work whether initiated by public, private, or quasi-public institutions.
2. Adoption of regulations by ordinance of Common Council.
3. Establishment of central communication point. (ideally the Public Works Department).

WHEN: 1972-1973

PRIORITY: A-2

BY WHOM: Public Works Department, Common Council

COSTS & FINANCIAL RESOURCES: None

ACTION CODE: UTY 3-4

FUNCTION: Public Utilities

COMPONENT: Administrative

PROGRAM: Prepare a standard location diagram for all utilities or a pattern of utility runs applicable to all streets.

PURPOSE: With the emphasis in the future on the underground installation of utilities, it will become necessary to establish patterns of utility installation within new streets, i.e., placement and position of sanitary and storm sewer mains, water mains, electric, telephone, fire alarm, CABLE T.V. systems, gas mains, and other utilities.

STEPS: 1. Determination by Public Works Department of desired placement within street of all potential underground utilities.
2. Adoption of utility pattern guidelines of Public Works Commission, and Common Council.

WHEN: 1974

PRIORITY: C-3

BY WHOM: Public Works Department, Water & Sewer Department, and Common Council.

COSTS & FINANCIAL RESOURCES: None.

ACTION CODE: UTY 4-1

FUNCTION: Public Utilities

COMPONENT: Administrative

PROGRAM: Prepare road construction priority program.

PURPOSE: In order for the city to assess the condition and necessary repairs of all its streets, an inventory should be prepared by the Public Works Department indicating all roads in the city, the amount of travel on them, their relationship to population densities (existing and proposed), their classifications, (existing and proposed), and their condition. Based on these factors, a priority program can be designed for the reconstruction, resurfacing, and maintenance of all city streets which then can be updated yearly and used on the basis of annual road funding programs. It is estimated that it would take a qualified engineer of the Public Works Department about a month to prepare such an inventory. However, once prepared, the annual updating procedure would be a matter of perhaps a week.

- STEPS: 1. Preparation of inventory by Public Works Department engineer with assistance from Planning Agency where necessary.
2. Establishment of priorities for road construction and costs.
3. Identification of annual work program.

WHEN: Late 1971 or early 1972 - fiscal budget to be updated annually.

PRIORITY: A-2

BY WHOM: Public Works Department

COSTS & FINANCIAL RESOURCES: To be done by existing staff.

ACTION CODE: UTY 4-2

FUNCTION: Public Utilities

COMPONENT: Economic

PROGRAM: Develop financing program for road construction.

PURPOSE: Once a priority program has been developed for all city streets, a Capital Road Improvement Program for the City of Middletown should be developed on a pay-as-you-go basis with the upgrading of city streets. According to a designated schedule, it is estimated that such a program would require funds in an amount of \$500,000 per year, of which a substantial portion would be bid on a contract basis and for major reconstruction projects, in order that the existing Public Works Department crews could be relieved for minor construction and maintenance duties primarily.

- STEPS:
1. Presentation to Public Works Commission and Common Council of Road Construction Priority Program.
 2. Preparation of fiscal 1972-1973 budget based on priority program.
 3. Approval of 1972-1973 budget by Common Council of projects totaling \$500,000.

WHEN: 1972 and each year thereafter.

PRIORITY: A-2

BY WHOM: Public Works Department, Common Council.

COSTS & FINANCIAL RESOURCES: \$500,000 annually. The city receives approximately \$138,000 annually from the state as per Public Act 701 of the 1968 session of the legislature.

ACTION CODE: UTY 4-3

FUNCTION: Public Utilities

COMPONENT: Administrative

PURPOSE: Presently only a small portion of the total number of city streets are complete with engineering, grades, and boundary stones. This in many cases has hampered development and by raising serious questions pertaining to the actual location of streets. Once the proper engineering is done on all streets, boundary stones must be installed. It is estimated that perhaps a half dozen streets could be done annually and that such a program would take 15 years to complete.

STEPS: 1. Designation by Director of Public Works of annual schedule of streets to be engineered for lines and grades and boundary stones installed.
2. Designation of personnel.
3. Execution of program.

WHEN: Beginning of 1971 or 1972

PRIORITY: A-2

COSTS & FINANCIAL RESOURCES: Not applicable-to be done with existing staff.