



BOROUGH OF DOYLESTOWN 2025 ADOPTED BUDGET

ADOPTED DECEMBER 16, 2024



Phone: 215-345-4140 Fax: 215-345-8351 www.doylestownborough.net
10 Doyle Street, Doylestown, PA 18901



BOROUGH OF DOYLESTOWN
BUCKS COUNTY, PENNSYLVANIA

2025 BUDGET

Jack O'Brien
President, Borough Council

John H. Davis
Borough Manager

BOROUGH COUNCIL – 2024

OFFICERS

President – Jack O'Brien (Ward 2)

Vice President – Amy Popkin (Ward 1)

MEMBERS

Ben Bell (Ward 1)

Elizabeth Wyckoff (Ward 1)

Robert Kinney (Ward 2)

Dennis Livrone (Ward 2)

Larry Browne (Ward 3)

Joe Frederick (Ward 3)

Jennifer Jarret (Ward 3)

Elisa Kremser, (Junior Councilperson)

MAYOR

Elnora West



*Front Row: Amy Popkin, John Davis, Jack O'Brien, Joe Frederick, Ben Bell
Back Row: Bob Kinney, Dennis Livrone, Liz Wyckoff, Jennifer Jarret, Elisa Kremser, Larry Browne
Not pictured: Elnora West*

EXECUTIVE OFFICIALS AND STAFF - 2024

BOARD APPOINTED OFFICIALS

John H. Davis, Borough Manager

Ernest R. Closser, III, Esq., Borough Solicitor

James P. Dougherty, P.E., Borough Engineer

BOROUGH MANAGER APPOINTED STAFF

Caroline A. Brinker, Finance Director

Karyn L. Hyland, Building & Zoning Director

Mette O'Reilly, Parking Management Director

Jeremy Matozzo, Chief Water Operator

Shirley Ament, Administrative Assistant

ELECTORATE

COUNCIL

MAYOR

MANAGER

POLICE
COMMISSION

ADMINISTRATIVE
ASSISTANT

ENGINEERS

SOLICITOR

ASST MANAGER/
DIRECTOR OF FINANCE

DIRECTOR OF WATER
OPERATIONS

DIRECTOR OF
PARKING MANAGEMENT

DIRECTOR OF
PUBLIC WORKS

DIRECTOR OF
PARKS & RECREATION

DIRECTOR OF
PLANNING & ZONING

FINANCE
CLERK

WATER
CLERK

WATER
CLERK

CLERK

CLERK

CLERK

FOREMAN

RECEPTIONIST/
CLERK

CLERKS

FANNY CHAPMAN
POOL BOARD

POOL MANAGER

POOL STAFF

ASSISTANT
WATER
OPERATORS

ENFORCEMENT
OFFICERS

METER
MAINTENANCE

BUILDING
MAINTENANCE

MECHANIC

LABORERS

SUMMER
CREW

SUMMER
CREW

PROGRAM
DIRECTORS

BUILDING
INSPECTOR

FIRE MARSHAL/
CODE ENFORCEMENT

SUSTAINABILITY
COORDINATOR

BOARDS AND COMMISSIONS

PARKS &
RECREATION
BOARD

ZONING
HEARING
BOARD

HISTORICAL
ARCHITECTURAL
REVIEW
BOARD

PLANNING
COMMISSION

I.C.C.
BOARD OF
APPEALS

SHADE TREE
COMMISSION

HUMAN
RELATIONS
COMMISSION

ENVIRONMENTAL
ADVISORY
COUNCIL

P&R

P&Z

P&Z

P&Z

P&Z

SUS

MGR

SUS



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**OFFICIALS:**

NONI WEST, Mayor
JACK O'BRIEN, President
AMY POPKIN, Vice President
JOHN H. DAVIS, Manager

Borough of Doylestown**2025 Budget**

December 16, 2024

BUDGET PROCESS

Doylestown Borough's fiscal year coincides with the calendar year, beginning January 1 and ending December 31, per §1301 of the Borough Code.

The annual Borough budget is developed and analyzed throughout the fiscal year. In many cases, three fiscal-year budgets are being worked on in one fiscal year: closing out the previous year's budget, analyzing and working through the current year's budget, and developing the next year's budget. At the same time, Borough Council and staff continue to monitor the rolling 5-year Capital budget and make additions or deletions as warranted.

The process begins with a comparison of the current budget to actual revenues and expenditures. We are able to learn from any discrepancies and incorporate that knowledge into the proposed budget. We also evaluate current operations and staffing to see if adjustments are needed.

Starting in August, meetings are held with department heads to receive their input and needs for the coming fiscal year. The direction given to department heads is to present what they feel their department needs and estimated costs using the 5-year Capital budget as a starting point. Additional Capital budget requests are also submitted and reviewed. These requests are then reviewed with Council at the first budget worksession in October.

Police protection for Doylestown Borough is provided by the Central Bucks Regional Police Department, which serves Doylestown, New Britain, and Chalfont Boroughs. The Department was formed in 2014 by Doylestown and New Britain Boroughs, with Chalfont Borough joining in 2016. Percentage share contributions from each municipality are reviewed annually and are based on road miles, three-year average call volume, three-year year average crimes and population. Each municipality appoints elected officials to serve on the Police Commission which is responsible for preparing and submitting the police department budget to each municipality annually by September 1. The Boroughs will either accept or reject the budget at that time. If rejected, the Commission must make adjustments and resubmit a budget to the Boroughs by November 1.

After this process, a first draft of the budget is assembled. Once the first draft is ready, and revenue and expenditure numbers solidify, the Borough Manager then makes decisions on what to recommend to the Borough Council. The analysis takes into account the priority of budget requests, impact to the community, and potential tax implications. After the analysis is complete, the Borough Manager finalizes the proposed budget and transmits it to Borough Council. The first budget worksession is held in early October, and is Council's first review of the entire budget and capital requests for all departments.

A second budget worksession is held in early November. Through this process, Council will work with the Manager to understand the proposal and ensure it meets the needs of the community. Council may amend the proposal as they deem fit. When Borough Council is comfortable with the budget, they will formally propose the budget in November and advertise it according to §1308 of the Borough Code.

After Council proposes and advertises a budget, and the required time has passed, they may make final amendments if desired and then adopt the budget no later than December 31. In conjunction with adoption of the budget, Borough Council will establish millage rates and fees for the coming year.

[2025 Budget Calendar](#)

Preparation of Staff Requests	July – August 2024
Manager Capital Budget Review	September 2024
Central Bucks Regional PD Budget Due	September 1, 2024
Staff Budget Update to Finance & Pension Committee	September 12, 2024
First Budget Meeting (Joint Finance Committee/Council)	October 16, 2024
Budget Changes/Amendments	October 17 – October 31, 2024
Central Bucks Regional PD Amended Budget Due	November 1, 2024
Second Budget Meeting (Joint Finance Committee/Council)	November 14, 2024
Third Budget Meeting (Joint Finance Committee/Council) Prior to Council meeting	November 18, 2024
Adoption of Preliminary Budget	November 18, 2024
Proposed Budget Advertised for Public Inspection	December 1, 2024
Final Budget Meeting (Joint Finance Committee/Council) Prior to Council meeting	December 16, 2024
Adoption of 2025 Budget and Tax Ordinance	December 16, 2024

EXECUTIVE SUMMARY

The 2025 **General Fund Budget** holds the line on taxes.

The average homeowner will pay \$644.48 in **total** Borough Real Estate taxes in 2025.

Average Residential Assessment \$30,200

Dollar Cost of 1 mill of Borough Tax \$30.20

2025 Total Borough Property Tax for the Average Homeowner:

\$30.20 per mill x 21.34 total mills of tax = \$644.48 per year

General Purposes Tax 13.915 mills (65.2%) = \$420.24 per year

Fire Protection 1.70 mills (7.9%) = \$ 51.34 per year

Special Road Fund Tax 1.50 mills (7.1%) = \$ 45.30 per year

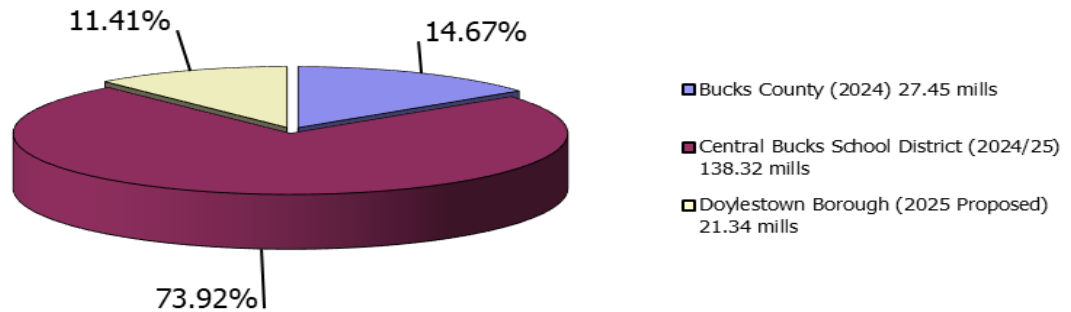
Ambulance & Rescue 0.50 mills (2.3%) = \$ 15.10 per year

Debt Service Fund 3.725 mills (17.2%) = \$112.50 per year



The Doylestown Borough Real Estate Tax continues to be the smallest portion of a Borough homeowner's overall Real Estate Tax bill, accounting for 11.41% of the total taxes paid.

2025 REAL ESTATE TAX MILLAGE COMPARISON

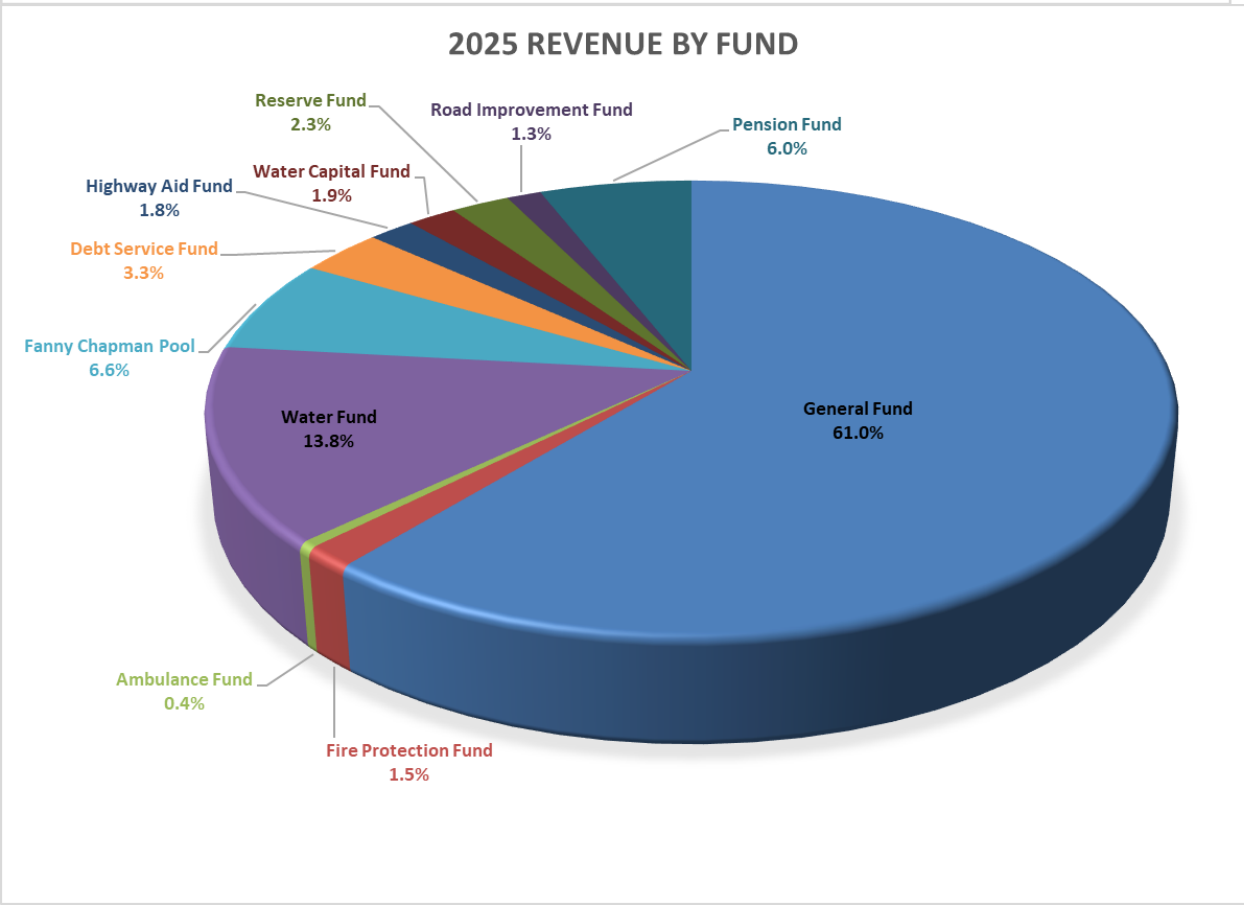
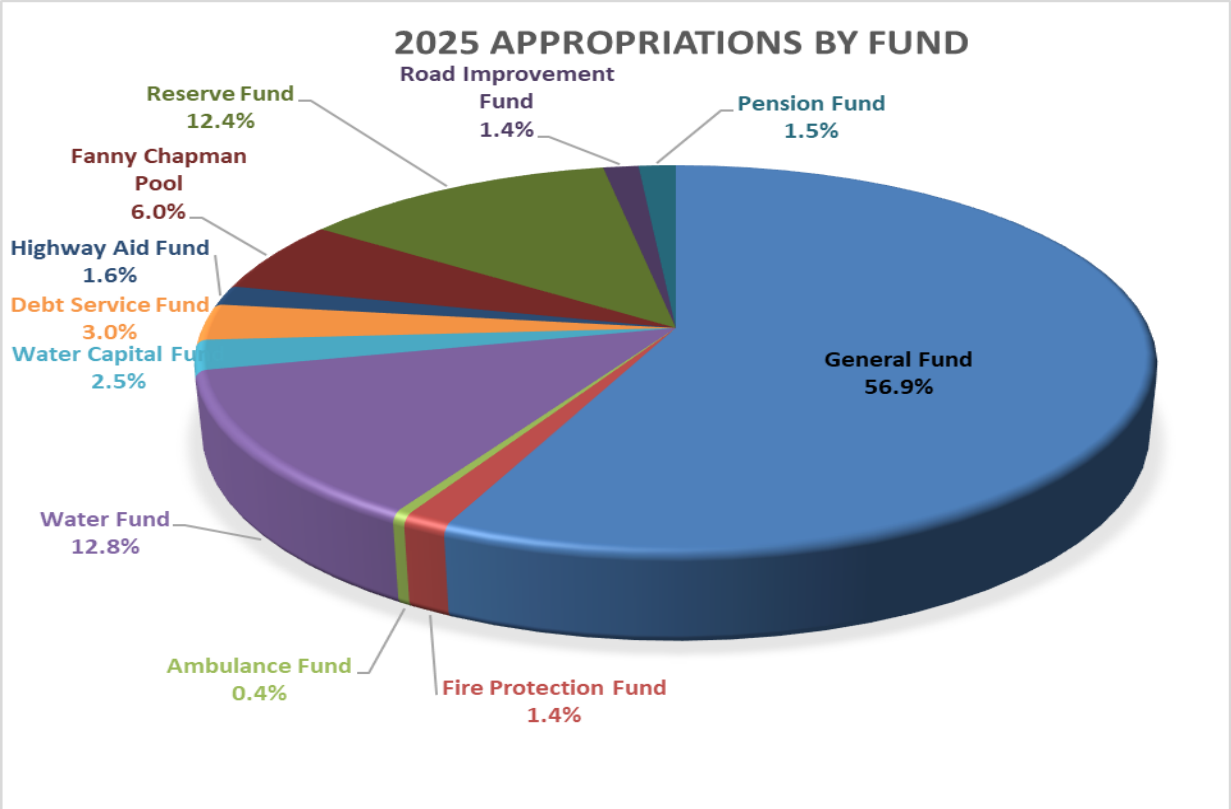


Although water rates are expected to remain below the regional average, the average quarterly household water bill will increase by \$9.56 in 2025 as the Borough continues to take steps to address the nationwide PFOS/PFAS contamination crisis, and EPA's stringent new lead regulations.

The cost of the PFOS/PFAS systems alone could reach \$10 million over the next five years, with lead remediation costs likely to reach at least \$3 million.

The forecasted total beginning fund balance (all funds) for 2025 is \$13,190,746. A total of \$13,474,111 in revenues is anticipated with \$14,867,796 proposed in expenditures over all eleven funds, leaving a fund balance of \$11,797,061. The breakdown of revenues and expenditures is listed below:

TAX		BEGINNING	2025	2025	ENDING
<u>MILLAGE</u>	<u>FUND</u>	<u>BALANCE</u>	<u>REVENUES</u>	<u>APPROPRIATIONS</u>	<u>BALANCE</u>
13.915	General Fund	\$ 750,000	\$ 8,215,556	\$ (8,465,556)	\$ 500,000
0	Water Fund	362,390	1,865,250	(1,906,195)	321,445
0	Water Capital	952,996	256,400	(372,525)	836,871
0	Reserve Fund	4,792,277	310,406	(1,849,331)	3,253,352
1.700	Fire Protection Fund	100	202,000	(202,000)	100
0.500	Ambulance Squad Fund	-	59,400	(59,400)	-
0	Fanny Chapman Pool Fund	100,000	894,775	(894,775)	100,000
3.725	Debt Service Fund	31,858	442,700	(450,306)	24,252
0	Highway Aid Fund	610	243,890	(244,000)	500
1.500	Road Improvement Fund	30,000	181,000	(206,000)	5,000
0	Non Uniform Pension Fund	6,170,515	802,734	(217,708)	6,755,541
21.340	TOTAL:	\$ 13,190,746	\$ 13,474,111	\$ (14,867,796)	\$ 11,797,061



GENERAL FUND BUDGET

The **General Fund** is the Borough's primary operating fund. It accounts for all financial resources of the general government, except those required to be accounted for in another fund. The General fund includes appropriations for administration and finance, planning and zoning, code enforcement, public works, parking, parks and recreation, community development, and employee benefits and insurance.

Primary revenue sources for the General Fund are Real Property Taxes, Act 511 taxes (Earned Income, Local Services and Real Estate Transfer taxes), Licenses & Permit fees, Meter Fines and Fees, and State Shared Entitlements and charges. Other sources of revenue in the General Fund include cable TV franchise fees, cell tower rental revenue, and interfund transfers.

The 2025 General Fund Budget holds the line on Taxes.

WATER FUND BUDGET

Residents and businesses of the Borough receive water service from Doylestown Borough. The Borough has five supply wells and two water storage standpipes located at Spruce Street (1-million-gallon capacity) and South Chubb Drive (500,000 gallon capacity). Billing is quarterly, and the rates are reviewed and set annually.

The 2025 **Water Fund Budget** is severely impacted by the national PFOS/PFAS contamination crisis, and U.S. EPA's stringent new lead remediation regulations. The Borough estimates that at least \$13 million may be necessary to address these issues over the next five years.

To address these costs, water rates will increase in 2025 resulting in a \$9.56 increase in the average residential customer's quarterly bill from \$71.85 to \$81.41. Despite the increase, Borough water rates are expected to remain below the regional average.

Quarterly Base Charge Per Meter Size

	2024	2025
<u>Meter Size</u>	<u>Base Charge</u>	<u>Base Charge</u>
<1.5" meter	\$ 31.77	\$ 33.68
1.5" meter	\$ 33.40	\$ 35.41
2" meter	\$ 36.62	\$ 38.82
3" meter	\$ 38.23	\$ 40.53
4" meter	\$ 39.85	\$ 42.25

Quarterly Usage Charges

<u>CONSUMPTION</u>	<u>CHARGES - 2024</u>	<u>CHARGES - 2025</u>
0-3,000 gallons	Base Charge	Base Charge
3,001-20,000 gallons	\$4.74/1,000 gal	\$5.03/1,000 gal
20,001 gallons & up	\$5.92/1,000 gal	\$6.28/1,000 gal

Quarterly Capital Contribution Fee

\$10.50/unit

WATER RATE COMPARISON – 2025

~all are 2024 rates except as noted~

MUNICIPALITY	MINIMUM CONSUMPTION	QTRLY BASE CHARGE	OVERAGE CHARGE	AVG QTRLY BILL (10,400 gallons)	CURRENT RANK
North Wales Water Auth. (Warrington)	None	\$15.87	\$3.96/1,000	\$57.06	1
Hilltown Township	None	\$23.00	\$3.72/1,000 to 24,000 \$4.43/1,000 over 24,000	\$61.69	2
North Wales Water Auth. (non-Warrington)	None	\$15.87	\$4.76/1,000	\$65.38	3
Dublin Borough	None	\$25.00	\$4.65/1,000	\$73.36	4
Warwick Township MA	None	\$29.10	\$4.38/1,000 to 40,000 \$6.55/1,000 over 40,000	\$74.66	5
Horsham Township MA	None	\$24.53	\$3.19/1,000 to 10,000 \$5.52/1,000 over 10,000 \$1.73/1,000 capacity rental	\$76.64	6
Buckingham Township District 1	3,000 gallons	\$15.45	\$2.57/1,000 over 3,000 +\$45.00 fixed Capital Fee/qtrly	\$79.47	7
Doylestown Township	None	\$20.00	\$5.85/1,000	\$80.84	8
Doylestown Borough Proposed 2025	3,000 Gallons	\$33.68	\$5.03/1,000 3,000-20,000 \$6.28/1,000 over 20,000 \$10.50/unit Capital Fee	\$81.41	9
Newtown Borough (Newtown Artesian Water)	None	\$22.71	\$6.635/1,000	\$91.72	10
Quakertown Borough	None	\$18	\$9/1,000	\$111.60	11
Perkasie Borough	None	\$66.00	\$4.30/1,000 to 5,000 \$4.50/1,000 6k-10k \$4.75/1,000 11k to 15k	\$111.90	12
New Hope Borough (BCWSA)	None	\$25/MO	\$4.70/1,000	\$123.88	13
Buckingham Township District 2	3,000 Gallons	\$25.54	\$3.95/1,000 over 3,000 \$122.06 fixed Capital Fee/qtrly	\$176.83	14
Chalfont Borough (Aqua)	None	\$61.53	\$13.05 up to 2,000 \$15.45/1,000 over 2k	\$217.42	15

RESERVE FUND

The **Capital Projects/Reserve Fund** was created in the early 1990's to provide for both capital and emergency expenditures.

The centerpiece of the Borough's 2025 Capital Budget is the installation of a solar energy system on the roof of Borough Hall. Although the up-front cost of the project is \$380,000, the Borough will recoup \$156,000 in the first twelve months post-installation through energy savings and various incentives with full payback in less than a decade.

\$137,200 in matching funds are budgeted for Traffic Signal Improvements in the Swamp Road corridor and the upgrade of the traffic signal at West State, Clinton, and West Court Streets. The bulk of both projects will be funded through a Pennsylvania Green-Light-Go program grant. Improvements will include signal coordination, hardware upgrades, pedestrian improvements, and emergency preemption.

2024 saw the most aggressive Borough tree planting program in over three decades. This will continue in 2025 with \$20,000 budgeted for new tree plantings.

Finally, the Public Works Department will replace critical equipment including two leaf vacuums, a backhoe, and a ten-ton dump truck.

OTHER FUNDS

Fire Protection Fund

The Borough will levy a 1.70 mill real estate tax dedicated to fire protection services provided by Doylestown Fire Company #1, which will not increase for 2025. For 2025, it is estimated that \$202,000 in real estate taxes and interest will be collected and disbursed to the Fire Company. These receipts are disbursed quarterly to the Fire Company.

Ambulance Squad Fund

The Borough levies a 0.50 mill real estate tax dedicated to ambulance and rescue squad services provided by Central Bucks EMS, which will not increase in 2025. For 2025, it is estimated that \$59,400 in real estate taxes and interest will be collected and disbursed to the Ambulance Squad. These receipts are disbursed quarterly to the Ambulance Squad.

Fanny Chapman Pool Fund

The **Fanny Chapman Pool Fund** is used to account for the financial activity of the Borough's community swimming pool. The Fanny Chapman Pool complex has five pools and operates from Memorial Day to Labor Day. It is overseen by an appointed Board of Managers who has the authority, subject to the approval of Borough Council, to employ and discharge personnel, fix the salaries of employees, establish membership fees, enforce rules and regulations and purchase supplies to maintain the grounds, buildings and equipment of the pool.

Membership fees will increase modestly in 2025 to help offset large structural repairs to the main pool and aging infrastructure. The budgeted expenditures are \$894,775, that includes \$200,000 for facility repairs.

Debt Service Fund

The **Debt Service Fund** accounts for debt obligations on outstanding bonds and notes. The Borough currently has \$5.612 million in outstanding bonds and notes. Principal payments are approximately \$430,000 each year through 2030. These payments drop to \$345,000 in 2031, and again drop to \$283,000 in 2034. The Bonds have an average interest rate of 2.194%.

The current tax levy of 3.725 mills will not change for 2025, generating \$440,700, sufficient to fund the debt service all three debt obligations (2013 Note, 2015 Note and 2020 Note).

The Borough of Doylestown maintains an AA rating from Kroll Bond Rating Agency, with a *Stable Outlook*.

Highway Aid Fund

The **Highway Aid Fund** accounts for the Borough's share of liquid fuels tax dollars provided by the Commonwealth of Pennsylvania for maintenance of local roadways. The Commonwealth generates funds through a tax on motor fuels. Municipalities receive a percentage of the total collected by the Commonwealth and PennDOT uses the remaining funds to maintain state owned roadways. A formula using population and qualifying road mileage determines the Borough's share. It is estimated that the Borough will receive \$233,530 in 2025.

The Borough also receives \$5,360 each year through a road take-back program, contracting with PennDOT to plow snow on state-owned roads.

These funds are used to reimburse the General Fund for costs associated with winter maintenance services, traffic control devices, and street lighting.

Road Improvement Fund

The Borough levies a 1.5 mill real estate tax dedicated to road repairs, reconstruction, and paving. These services are provided primarily by the Doylestown Borough Public Works Department at significant savings to Borough taxpayers. The tax levy will generate approximately \$179,000 in 2025. Since 2005, all 26.2 road miles in Doylestown Borough have been paved.

Roads scheduled for paving/reconstruction in 2025 include:

- East Court St (313 to East St)
- Wood St (Franklin to Decatur)
- Avenue A (West to Clinton)
- Decatur St (Franklin to Hamilton)
- Davis Rd (North to East)
- Logan St (Lafayette to West)
- Lantern Dr (Broad to Woodbridge)
- Frosterly Dr (Alternate)
- Bunker St (Ashland to Mary – Alternate)

Pension Fund

The **Non-Uniformed Pension Fund** is a trust fund that provides monthly defined-benefit pensions to retired employees. An ordinance adopted by Borough Council governs the administration of the plan, and the Council Finance & Pension Committee review investment performance and recommend investment strategies. The committee meets quarterly with the Borough's investment advisor – Girard Pension Services.

The pension fund consists of a mixed bond and equities portfolio with asset allocations according to an Investment Policy Statement adopted by Borough Council. The Borough's actuary calculates annual required contributions for the plan (Minimum Municipal Obligation) to fund future retirement benefits.

The plan will have assets of approximately \$6.7 million at year-end.

The required Borough contribution to maintain the actuarial soundness of the plan in 2025 is \$386,224. It is anticipated that the Borough will receive State Aid to help offset the contribution.

The Non-Uniformed Pension Plan has a 78% funding ratio as of the 1/1/2023 Actuarial Valuation. The ratio represents the difference between plan assets and plan liabilities. This funding ratio is an acceptable level and has been given a Distress Level Code of "1" by the Commonwealth of Pennsylvania, Public Employees Retirement Commission.

Respectfully Submitted,



John Davis
Borough Manager

SECTION VIII

SUPPLEMENTAL INFORMATION

2024 Council Committee Appointments

(as of 11/1/2024)

Water Utility

Dennis Livrone, Chair
Larry Browne
Jennifer Jarret
Bob Kinney

Environment & Recreation

Elizabeth Wyckoff, Chair
Ben Bell
Joe Frederick
Dennis Livrone

Zoning & Planning

Jennifer Jarret, Chair
Ben Bell
Dennis Livrone
Amy Popkin

Community & Govt. Affairs

Ben Bell, Chair
Larry Browne
Joe Frederick
Elizabeth Wyckoff

Public Safety

Joe Frederick, Chair
Larry Browne
Bob Kinney
Amy Popkin

Finance/Pension

Amy Popkin, Chair
Joe Frederick
Jennifer Jarret
Bob Kinney

Public Works & Admin.

Larry Browne, Chair
Bob Kinney
Dennis Livrone
Elizabeth Wyckoff

Personnel

Jack O'Brien, Chair
Ben Bell
Jennifer Jarret
Amy Popkin

Central Bucks Regional

Police Commission

Noni West
Jack O'Brien
Joe Frederick, Alternate

2024 Boards and Commissions

(as of 11/1/2024)

Building & Fire Code Board of Appeals

Bill Cope
Philip Maquire
Gustavo Perea
Jay Stough

Vacancy Board

Curtis Cowgill

Environmental Advisory Council

Grant Alger
Dan Ford
Karen Graziano
George Mullikin
Steven Nelson
Dave Riedel
Patricia West

Fanny Chapman Pool Board

Lori Howard
Alan Krach
Brian Lange
Rebecca Masters
Amy Parenti
Mike Petrakis
Robert Purdy
Dave Ricci
James Shandlay, Student Member
Drew Sterner, Manager

Zoning Hearing Board

Bill Cope
Helene Mathern
Charles Pollina
Scott Strasburg
Brian Vaughan
Christen Pionzio, Esq, Solicitor

Human Relations Commission

Stephen Albert
Christopher Baccash
John Fraser
Maxine Katz
Stefanie O'Mara
Nancy Reilly
Freda Savana
Frederick Stanczak
Doreen Stratton
Thomas O'Reilly, Student Member

Park & Recreation

Molly Crotty
Karissa Elser
Gary Harris
Robert Huether
James Lannon
Doreen McVaugh
Matt Reece

Planning Commission

MaryAnn Baenninger
Lynn Bush
Nick Caramenico
Andrew Happ
James Lannon
Heather Mahaley
Gus Perea
Patricia West

Shade Tree Commission

Baldev Lamba
Christopher May
Lisa Moscherosch
Kayvon Tabatabai
Jean Weston
Bob McMullin, Arborist

2024 Boards and Commissions, continued

Bike & Hike Committee

Rick James
Lynn Goldman
Bruce Hochman
Elizabeth Wyckoff

Hist & Architectural Review Bd

Denise Blasdale
Richard Chase
John Eichert
Ralph Fey
Andrew Happ
Kimberly Jacobsen
Marie Kovach
Constance Magnuson
Heather Walton
Hayden Morocco, Student Member

Economic Dev. Advisory Board

Rick Brown
Patrick DeBiasse
Rick Gallagher
Brian Guerriero
Heather Mahaley
Otto Mills
Matt Reece
John West
Jason Wood
Kris Boger, Discover Doylestown
Marjan Shirzad, Mercer Museum
Donna Rhodes, DHS
Aisling Lavery, Michener Museum

2024 Borough Employees

(as of 11/1/2024)

Administration

John Davis, Manager
Shirley Ament, Exec. Assistant

Finance

Caroline Brinker, Director
Beverly Walton, Clerk

Building & Zoning

Karyn Hyland, Director
Scott Fleischer, Fire Marshal/CEO
Bill Fielder, Building Inspector
Stacy Murray, Permit Clerk
Erika Fellman, Clerk

Municipal Buildings

Dave Villani, Maintenance

Parking Enforcement

Mette O'Reilly, Director
Lucy Moore, Clerk
Ian Baldock, Enforcement Officer
Rodney Keeys, Enforcement Off.
Joe Devlin, PT Enforcement Off.

Public Works Department

Bryan Peka, Foreman
Lisa Conrad-Borghi, Clerk
David Blough, Laborer
Robert Coulter-Thurley, Laborer
Anthony Mancini, Laborer
Kevin Michener, Laborer
Chris Morrone, Laborer
Drew Moyer, Laborer
Matthew Romonusky, Laborer
Jerry Scanlan, Mechanic

Parks Maintenance

David Burger, Asst Dir/Foreman
Caitlin Hernandez, Special Events

Water Department

Jeremy Matozzo, Chief Operator
Steve Gruver, Operator
Rich Pole, Operator
Amy Garcia, Clerk