

Call to Order

Committee Chair Mr. Stumpf called the meeting to order at 9:01 a.m. in the Third Floor Select Board Conference Room in the Andover Town Offices building. The meeting was live cablecast and recorded.

Participants

Present were: Town Clerk & Chief Strategy Officer Austin Simko (ex-officio); Sheila Doherty (ex-officio); TGSC Committee members Gail Ralston, David Floreen, Paula Colby-Clements, Paul Cavicchi, Andrew McBrien, Dara Obbard, and Jon Stumpf; Bernie Lynch and John Petrin of Community Paradigm Associates; and Patrick Lawler, Director of Administrative Services.

TGSC Committee member Sandy Stapczynski sent apologies for her absence in advance.

TGSC Committee member Richard Fox participated remotely by speaker phone. Mr. Stumpf drew the attention of all present to this.

Introduction

Mr. Stumpf thanked Andover TV for televising the meeting, and thanked the members of the public who were in attendance for their interest.

Mr. Stumpf outlined the purpose of the meeting as follows:

- In this meeting, TGSC members would submit ideas for the items that should be in scope for study by the TGSC. The ideas would be captured during this meeting, but their merits would not be debated. The ideas brought to the table could include items gathered at public Listening Sessions, in 1:1 interviews, at previous TGSC meetings, and electronically, and also including topics that members themselves wished to raise.
- In a forthcoming meeting on January 30th, the committee will debate the merits of each idea and select those that they feel should be studied.

1. Approval of Minutes of Previous Meetings

Minutes of TGSC Committee Meeting of December 3rd 2019: Ms. Doherty moved that these be accepted, Ms. Ralston seconded. The committee voted unanimously to approve these minutes.

Minutes of the Listening Session of December 11th 2019: Ms. Obbard moved that these be accepted, Ms. Ralston seconded. The committee voted 8 in favor of approval, none against, with Ms. Doherty, Ms. Colby-Clements and Ms. Ralston abstaining as they were not present at the meeting in question.

Mr. Floreen noted that the minutes of all TGSC meetings were of high quality and very thorough, and thanked Mr. McBrien for his efforts. All members of the committee concurred. Mr. Simko

added that Mr. McBrien had also invested substantial effort to enhance the TGSC Web site (upwards of 20 man/hours per week for a number of weeks).

2. Review of the TGSC Web Site

Mr. McBrien introduced this topic by saying that the Town Clerk's office put in place a web site for the TGSC as soon as the TGSC was constituted. Mr. Simko asked Mr. McBrien for his input to enhance the site as soon as the committee started their business.

Mr. McBrien then described the key features of the web site while Mr. Simko navigated live through the site to display them:

- The web site has been designed to meet the needs of two types of visitor: a casual user who may be visiting for the first time to see what the TGSC is about and what information is available, and a visitor who is closely following the work of the TGSC and needs detailed information.
- The key objectives of the design are to make obvious what information is available and where the information can be found (make information easily discoverable); to encourage public input through multiple routes; and to make the site visually appealing and easy to navigate to encourage exploration.
- The web site follows established design patterns and practices that are accepted as effective in meeting the above objectives.
- All TGSC events are publicized via the Web site immediately their date is fixed, in some cases even before their agenda is finalized.
- Members of the public are invited to submit input by attending meetings, though an email address publicized on the site, or via a form within the site. Any input received electronically is moderated before being posted to ensure that no unacceptable content is ever displayed. The TGSC had previously asked that the site include a statement that input provide via the form is inherently public but that email input would be treated as private unless subject to a public record request. However, Mr. McBrien explained that it had become apparent that the nuances of this would be very difficult to express clearly, and thus the web site is worded to express the reality that anyone giving input should assume that it will be public.

In closing, Mr. McBrien recognized the efforts of Ms. Jamie Doherty in the Town Clerk's Office, with whom he has worked closely. He thanked members of the public who had offered suggestions for the design and features of the site. He assured them that all ideas had been considered even if some had been ruled out (generally because of potential liability, such as the decision not to include a chat board). Finally, he noted that many features of the TGSC site could be replicated on the site of any Town committee, and that the TGSC site provides a repeatable template.

Mr. Stumpf thanked Mr. McBrien and Ms. Doherty for their work.

Ms. Colby-Clements asked whether TGSC members will receive email notification when input is provided. Mr. McBrien responded that this is not the case at present but could be added. The consensus was that members would prefer not to receive notifications, and that a standing agenda

item should be included in all future meetings to remind people to review any new input on the site.

3. Further Public Input on Issues to be Included in Scope of Study

Mr. Stumpf invited the members of the public present to offer any additional input

Mr. Pokress of 3 Cherrywood Circle, Andover, requested recognition to speak and this was granted. Mr. Pokress thanked Mr. Flanagan for taking the initiative to constitute the TGSC, and asked that the members of the TGSC should not hold back on changes if the committee thinks they are required. He then listed five specific topics that he would like to see the TGSC investigate:

- If the TGSC recommend that the Town retain Open Town Meeting, then the committee should consider whether a quorum should be required.
- The committee should investigate whether sufficient voters would attend Open Town Meeting to achieve a meaningful quorum, and if not, investigate whether to recommend a change to Representative Town Meeting (with a quorum).
- The committee should investigate the process for appointments to FinCom, specifically whether the Moderator should nominate members but an independent body should vet the nominations and select the appointees.
- The committee should investigate putting in place a Recall mechanism for the Select Board and School Committee.
- The committee should consider whether Town Meeting should have a say in the placing of individual contracts of value above a certain threshold.

4. Review Public Input on Issues to be Included in Scope of Study

Mr. Stumpf reiterated the purpose of this meeting as discussed in his opening remarks

Mr. Stumpf stated for the record that each member of the TGSC had been asked to write down their suggested ideas in advance of the meeting and had been instructed to send them to Mr. McBrien only to ensure no other member gained visibility of another member's ideas to remain compliant with Open Meeting Law. Mr. McBrien stated that the assembled document would be attached to the minutes of this meeting, and thereby would be entered into the public record. This document is attached as Appendix 2.

Mr. McBrien briefly summarized the input that he had received.

Each member of the committee then presented in turn their proposed topics for study. Mr. Simko read Ms. Stapczynski's input on her behalf from her written submission. When a topic had been raised previously, the member stated the topic so the number of members interested in that topic could be counted, but did not elaborate on the topic. The topics were captured onto flip charts, gathered under broad headings. The flip charts were displayed throughout the session.

The contents of the flip charts are recorded as Appendix 1. This is not quite a verbatim record of the contents of the flip charts as follows:

- The form of words by which some items were recorded on the flip charts were perhaps too terse to be meaningful to anyone who was not in the meeting. These items have been slightly expanded for clarity.
- Similarly, all items have been re-expressed as either questions that the TGSC might study or actions that the TGSC might take to align with the intent of the list.
- Some line items on the flip chart recorded mutually exclusive topics of study. These have been broken out so that the committee can select one or other without ambiguity as to which item is to be studied.
- A few items were written onto the flip charts under heading which, in retrospect, are probably not helpful. The outcome of the committee's deliberation on each item will not be affected by the broad heading under which it is listed, so these items have been moved to the appropriate heading simply to make the written record easier to digest.

Once all members had presented their input, Mr. McBrien noted that the committee had collected a wealth of information from the public and during 1:1 interviews, and proposed that the committee formally acknowledge this with a vote of thanks. Ms. Obbard seconded this, and the committee voted unanimously to approve the motion.

5. Review of Next Steps

1. Mr. McBrien committed to complete the minutes of this meeting by CoB Monday 13th and distribute to the members, with cc to Mr. Lynch and Mr. Petrin.
2. Each member should review the list of potential study topics and for each, decide in their opinion:
 - Whether that topic would require a Charter amendment, a change to the Bylaws, arises from policy, is a matter of practice or is an operational matter
 - The disposition/priority of the topic
 - Whether the item should be handed off to another body for further consideration or actionThereby, members will be prepared to give their opinion on each item when it is discussed at the January 30th meeting. Members should not circulate their opinions in advance of the meeting.
3. Members should read the sections of the Charter and Bylaws that relate to governance in advance of the January 30th meeting.
4. Mr. Stumpf will forward the list of topics to the Select Board members in advance of the February 10th meeting so they have advance notice of what the TGSC will bring before them.
5. Thereafter, the TGSC will break into sub-committees to study the selected topics. Each sub-committee shall have an agreed mission statement to guide their study.

Audience Participation

Input from the audience has been recorded within the minutes at the points in the meeting at which the input was offered.

Next Meeting

The next meeting will be held on Thursday January 30th. The meeting scheduled for 5:00 to 7:00 p.m., but the room has been booked until 9.00 p.m. to allow additional time. In this meeting, the committee shall debate the merits of each idea and select those that they feel should be studied.

The TGSC will present to the Select Board at their meeting on February 10th.

Adjournment

Meeting adjourned at 8:41.10 a.m.

Respectfully submitted,

Andrew McBrien, Clerk

Attachments

Appendix 1: Record of contents of flip charts created during meeting of January 11th 2020

Appendix 2: Collated Input Received In Advance of Meeting of January 11th 2020

Appendix 1: Record of contents of flip charts created during meeting of January 11th 2020

Category 1: Broad Headings Under Which Most, if Not All, Members Suggested a Topic

Additional Data Gathering

- Define metrics to measure “success” of the governance process
- Continue to capture and review potential topics of study
- What can the TGSC learn from the UMass Lowell survey?
- Quantify levels of participation, with fine-grained segmentation and historical trends
- Root-cause analysis of what is causing dis-satisfaction, including measuring satisfaction with fine-grained segmentation
- Identify residents’ needs and wants of governance process, with fine-grained segmentation
- Identify barriers to participation, with fine-grained segmentation

Form of Government

- What form of government should be adopted in Andover, considering Open Town Meeting, Representative Town Meeting, and Mayor and Council (and variation thereof, such as Town Manger and Council)
- What can be learned from what is currently working?
- Analyze positives and negatives of the various forms of government in other municipalities
- Analyze drivers and outcomes when other municipalities have changed form of government

Town Meeting (specifically)

- What is the optimum frequency on which Town Meeting should be held?
- Should Town Meetings be held with specific themes at various times of the year (eg. legislation in Spring, zoning in Fall)?
- Generally, what to-be state could be achieved if Town Meeting were to be evolved over a period of 3 years? This should be considered both as a source of recommendations by the TGSC, and as the baseline by which Open Town Meeting is compared to other forms of government.
- Specifically, should a quorum be required at Town Meeting, and if so, what number is appropriate?
- Specifically, what process issues reduce resident participation and/or representativeness and democracy of Town Meeting? How can these be alleviated?
- Specifically, should Electronic Voting be adopted?
- Specifically, how can we ensure that the organization of the Warrant and order in which Articles are addresses does not influence outcomes?

Appointment Process

- By what process should members be appointed to Boards and Committees? Election or appointment? Appointment by who? Do different Boards have different requirements?
- Should an Appointments Committee be constituted?

- Is the appointment process sufficiently transparent, or how could transparency be enhanced?
- Is it sufficiently clear who owns the appointment process and has authority to appoint for certain Town positions? If not, this needs to be clarified.
- Specifically, by what process should members be appointed to FinCom?
- Specifically, by what process should members be appointed to the Planning Board?
- Specifically, is the Talent Bank form too vague to be a basis by which appointments are made?
- Specifically, should openings be advertised more prominently?
- Specifically, how do we ensure that the people who are appointed to committees are those who are most able to contribute?

Communication

- Is communication between Departments and between Boards sufficient and/or what improvements are required?
- How might the Town enhance access to day-to-day information that residents need to do business? Who would be responsible?
- How might the Town enhance awareness of recent and forthcoming events, meetings, etc? Who would be responsible?
- Specifically, what steps might be taken to modernize electronic communication between the Town and residents?
- Specifically, does the Town require a free community newspaper, and is this the responsibility of the Town?
- Is it the Town's role to enhance civic awareness of the residents, and if so, how would the Town go about this? Who would be responsible?
- What provisions are required so that residents are properly consulted on projects and initiatives?
- Does Open Meeting Law create barriers to consultation, and if so, how might these barriers be alleviated?
- Should Office Hours be required of Town officials? Of which officials?
- The press has traditionally acted as an external, impartial voice on Town matters. Who should provide this today?

Category 2: Broad Headings Under Which a Majority of Members Suggested a Topic

Financial Process

- Should the process by which taxes and budgets are set include more points at which residents formally have input or can exercise control?
- Should Town Meeting (or its successor) be required to approve contracts over a certain threshold value?
- What should be the role of FinCom?
- What should be the role, authority and method of appointment to the Economic Development Committee?

- Should the CIP need to be released to the Select Board three months before the release of the operating budget?

Government Business Processes

- Generally, how can Town business processes be made more efficient and streamlined?
- Business process maps for as-is and to-be process should be developed.
- Specifically, how can the permitting process be made more efficient and streamlined? How can the schedules of the involved Boards be coordinated to expedite decisions?
- Specifically, how can processes for capital projects (of all sizes, and from cradle to grave) be made more efficient and streamlined?
- Specifically, how can the process by which Zoning Bylaws are changed be made more efficient and streamlined?
- Should the Select Board be required to approve appointments of hourly-paid and seasonal staff?

Scope of Authority

- What is the optimal level of granularity of government?
- Generally, which Boards and Commissions should be established or subsumed?
- Specifically, should a Water Commission be established?
- Specifically, should the Board of Health be extended to 5 members?

Review Private Warrant Articles Pertaining to Governance

- Numbering of Warrant Articles, General Bylaw
- Moving Town Meeting Out of Andover, General Bylaw
- Community Preservation Act Bylaw
- Delete "Planning Board of Appeals," General Bylaw Amendment
- Delete "Board of Public Welfare," General Bylaw Amendment
- Warrant Posting Requirements, General Bylaw Amendment
- Elected Town Manager, General Bylaw Amendment
- Memorial Hall Library Trustees
- Memorial Hall Library Directors
- Audit Committee-Charter Change
- Formation of Preservation Committee
- Formation of Design Advisory Group
- Formation of Affordable Housing Trustees
- Formation of Punchard Free School Trustees
- Form for Calling a Town Meeting and Submitting Warrant Articles
- Resolution on Anti-Corruption Laws
- Elected Board of Water Commissioners
- Date of Town Elections-Home Rule Legislation
- Change From Appointed Planning Board to Elected Planning Board
- Reduce Planning Board Members From Five Years to Three Years
- Improved Financial Transparency in Annual Report
- Electronic Voting at Town Meeting, Bylaw Change
- Change the name of the "Select Board"

- Study of Representative Town Meeting

Category 3: Broad Headings Under Which a Minority of Members Suggested a Topic

Election Dates

- Should elections be moved to June so newly-elected officials have 10 months and not 1 month to prepare for Town Meeting?

Recall Provision

- Is a Recall mechanism required for Select Board and School Committee members? If so, how would this work?

Select Board Compliance with Charter

- Ensure Select Board Procurement and Appointment policies comply with the Charter

Residency Requirement for Employees

- Should residency requirements for employees be relaxed?

Consider other Vision Statements

- Consider Vision 2021 document
- Consider Select Board Vision Statement

Training of Elected and Appointed Personnel

- Consider what additional training beyond Open Meeting Law and Ethics is required for elected and appointed personnel, and who should deliver this?

Process by Which Residents Will Decide Which Proposals Are Adopted

- Are any special measures required so that proposals are debated and decided upon in a process in which all residents are included?
- Is any enabling legislation required to support the decision process?

Do the current timescales allow sufficient time for the TGSC to conclude our work and/or for adequate outreach to the community with our proposals?

Appendix 2: Collated Input Received In Advance of Meeting of January 11th 2020

Paul Cavicchi

- Community Preservation Act
- Formation of Water Commission
- Elected or appointed Planning board
- Open Town Meeting, Representative Town Meeting, City Council
- Comparable communities, how are they governed
- Conservation, Planning board, ZBA - better inter board communication
- Zoning process to be streamlined
- Communication and Education among departments
- Formation of Appointment Committee
- Modernize electronic communication further

Paula Colby-Clements

- ✦ **I hope we are not solidifying the scope of work at this early stage.** We have had productive listening sessions but a very small segment of the population has provided input at this stage. Things we still need to do to ensure that the scope of work includes all areas of public concern:
 - Review results of UMass, Lowell Survey
 - Speak to a second round of community members (for example, we talked about involving high school students and we have yet to speak to that population).
 - Have consultants provide overview of forms of government around the country and in new England (knowing how other communities operate can help us refine our questions when we engage with citizens).
 - Refine questions for next round of community engagement (our sessions revealed that it is quite possible people don't understand how our government operates or why it operates the way it does. Having more refined questions that gets to the heart of solving key issues may be helpful).
- ✦ **Items that should be included based on listening sessions to date:**
 - **Examine whether we should change our election dates to coincide with state and federal elections with the idea that this will increase voter turnout.**
 - **Examine whether open Town Meeting is still effective for Andover:**
 - Is it too long?
 - Is it no longer representative because it is under-attended?
 - Is it not good for Andover that special interest groups can hijack the meeting?
 - Is it not efficient or effective to have 1-shot at hearing about issues/warrants and then having to vote right then?

- Should there be a mechanism where there are multiple meetings and public debates on large warrant issues such as zoning changes (as an example).
- Should there be TM for budget items only and then different and multiple dates for other big ticket items?
- **Examine whether our form of Government is still appropriate for Andover.** (IE: Dick Howe suggested that the council-manager structure is used by 65% of municipalities across the country.
- **Examine Communication with residents.** With the demise of the townsman should there be a mechanism that mandates weekly or bi-weekly communication. (Suggestions were made that there should be a weekly digest or that the town should have a Communication Director like the schools do.)
- **Examine whether our process for implementing zoning bylaw changes is efficient and effective.** It was suggested this is too complex an issue to be buried in town meeting. How do other towns do it?
- **Examine how to quantify: Transparency, Successful Voter Turn Out, Successful Town Meeting Participation.** There is a lot of talk about these items, but we don't really have any data as to whether or not we are in line with other towns or even whether we are successful for Andover. In the end, if people are happy and choose not to participate because of that; then we shouldn't change because we don't like the numbers.

Sheila Doherty

Ms. Doherty believes that it would be incompatible with the rationale behind her appointment to the TGSC to provide input.

David Floreen

Based on the feedback I heard at the three open forum listening sessions and my conversations with assigned town leaders, below are the topics that seemed to be the most common themes for further review by our committee.

1. What's best governance model for 21st century? Current open town meeting, representative town meeting or move to town manager/council? Explore these options in detail strong arguments can be made for each form.
2. Generate historical data on town meeting participation, voting in municipal elections and other relevant information to assess actual voter engagement over time.
3. Have consultants research experiences in other Massachusetts communities that have switched to a council-manager and or representative town meeting. Also explain what New Hampshire did several years ago to eliminate town meetings and go to a budget session and voting day.

4. If retain town meeting (either open or representative) keep Spring annual meeting limited to budget/finance only topics and put zoning/land use in fall.
5. Communication: internal and external. Near unanimous consensus that better communication is essential. This includes within town boards and external users of town services as well as much better push out of information regarding upcoming agenda for town boards/committees and results of actions taken.
6. Streamline permitting processes and improve sequence of approvals by various boards/staff so businesses and residents don't have to wait so long for decisions.
7. Appointments: Study who has appointment authority to various town boards and committees evaluate whether any changes are appropriate and ensure that all who apply through the talent bank are timely apprised of their status.
8. Civic education: Basic lack of understanding of how town government works, its structure and limits by town residents. Near universal support for this as a better informed town resident makes for better government regardless of what form we ultimately adopt.

Richard Fox

1. Town Meeting
 - Alternatives to open town meeting
 - Town Meeting 2025 – a vision for an improved open town meeting
2. Basic Business Processes
 - Specifically:
 - Concept to construction – Permitting and other approvals
 - Major capital projects
 - Minor capital project
 - Strategic Planning
3. Communications
 - Regular information "push" summarizing "what's going on"
4. Enhanced Use of Volunteer Resources
 - Training for Committee/Board relations with residents. Special Training for Chairs

Andrew McBrien

1. Communication

I have heard a lot of input about “communication”, but I think in each case, people have actually meant one of four more specific topics by this. We can select and study any these independently of the others, decide to study some but not all, and even divest some to other bodies.

- Access to basic information needed for day-to-day business with the Town
- Dissemination of information on recent and future events (meeting minutes, meeting notifications, publicity)
- Consultation and interchange of views
- Informed and educated voters
 - Underlying civic knowledge
 - Understanding issues and of impact of decisions (esp. financial, planning, zoning)
 - Provision of sufficient background and foreground information on Town Meeting Articles.

2. Pre-requisites to any discussion about form of government

Townpeople’s needs and wants from governance

- What are the limits within which Townpeople want us to work and the requirements that they expect to be met? What are voters willing to put in, and what do they expect to take out? What should they be expected to put in? Which are wants and which are needs? We need to capture specifics such as “I am willing to invest xxx hours per year in government”.
- The TGSC should not feel obligated to remain within the limits thus captured, but must only step outside these limits consciously and justifiably (“explainably”).

Participation in Government

- Identify and agree correct metrics to measure participation. Simple example – correct metric for Town Meeting attendance might be (number of Town Meetings attended by individual) / (number held since individual became eligible to vote) might be valid.
- Identify and agree dimensions on which data are to be collected and analyzed (Age, Socio-economic status, Neighborhood, Ethnicity, Educational level, etc)
- Measure current status and trends over time – broad-reaching surveys
- Disseminate accurate data about participation as we collect and analyze it (for our own use and to promote informed public debate that inevitably will continue in parallel to our deliberations).

Barriers to participation

- Survey large sample to identify what are barriers to participation and how prevalent each is.
- What elephants on the table need to be addressed?
- Which of these barriers are significant enough to require action? Are any of these barriers fundamentally disenfranchising?
- Can these barriers be removed independent of choice of form of government or are they pervasive? Can they be fixed without change of form of government?
- Where are peoples’ allegiances? To Andover or their previous town? To the town or to their community (non-geographical)? Is “Andover” as a concept becoming obsolete?

Measure sentiment

- What is the level of satisfaction or dis-satisfaction with Town governance? Is (dis-)satisfaction widespread or is it concentrated? Concentrated by what? Demographic? Socio-economic status? Neighborhood? Ethnicity? Educational level? Other?
- Is satisfaction with outcomes being confused with satisfaction with process?
- Is (dis-)satisfaction caused by incompatible aspirations?
- Is (dis-)satisfaction caused by disparate abilities to engage?
- Do people want change for their own benefit or for the benefit of the Town?
- What elephants on the table need to be addressed?

3. Form of government

- What forms of government are available to us to consider?
- What pros and cons have municipalities seen with each? What problems did they try to solve when they adopted their form, and did it work?
- Which comparative data should be taken as indicative of potential directions and which should be used to support decisions? What are the correct metrics?
- What are problems (real and perceived) with Andover's current form of governance? Can these be solved without wholesale change or is fundamental change the only option? Are any of these problems fundamentally disenfranchising? Conversely, don't throw the baby out with the bathwater.
- Town Meeting is insufficiently responsive when the Town faces an unplanned issue. How often does an emergency arise? Furthermore, how many "emergencies" are genuinely unforeseeable, and how many are caused by a lack of foresight? If true emergencies are infrequent, slow response time is less of an issue.
- How many towns and cities have faced legal actions, allegations of corruption, financial problems? Does this correlate with form of government?

4. Financial Process

- Andover's voters have effectively no control (not visibility/transparency, but control) over tax rate, no fine-grained control over operating budgets, limited influence on priorities for operating budgets, although more influence over capital expenditure. That said, budgeting is a highly complex process, and substantial financial knowledge and intimate knowledge of large volumes of situational information is required to make good financial decisions.
 - Is it desirable, and would it be practical, to introduce more points at which the public have formal input?
 - How could this be achieved?
 - If not, is it at least desirable, and would it be practical, to make the approval voting more granular?

5. Town Meeting Process

I have some specific concerns with current Open Town Meeting that would also apply if the Town were to adopt Representative Town Meeting:

- The re-vote on Cannabis Establishments set a dangerous precedent and legislation should be established to explicitly prevent future malicious abuse of this precedent.
- It is known that the outcomes of voting is influenced by lack of confidentiality in the voting process. We cannot be sure that any outcomes truly reflect the opinion of the Town.
- The procedural playing field is anything but level. Speakers proposing an Article must abide by some strict requirements; speakers against the Article from the floor are not similarly constrained.
- Speakers should be held accountable for the accuracy of their statements, particularly if they claim expertise in a field.
- The right of all citizens of Andover to speak at Town Meeting is one of its strengths, but this right is being abused by a minority in protracted questioning and/or frequent speaking with little or no added value. This is not only disrespectful, it creates a real barrier to attendance and is thus disenfranchising. (Lesser issue for Representative Town Meeting)
- Is packing the meeting for specific Articles a democratic right or an abuse of our freedom? How could we prevent this? (Not an issue for Representative Town Meeting)

6. Timeliness

Reference Ms. Gilbert's comments. What can we do by better planning/sequencing of meetings? We must recognize that Open Meeting Law is essential to open and honest government even though it is one of the causes of slow process.

7. Appointment/election process to select Board members

The process by which members are appointed to the Planning Board has been a frequent topic recommended for study. This should be broadened to cover all Boards and Committees, and might consider topics including (but not limited to):

- Who should make appointments? Town Manager, Appointments Committee (and who appoints this?). Conversely, should members be elected? This should be studied Board by Board (probably limited to the major bodies)
- Should there be term limits? Should there be a limit on number of positions held concurrently? Article III, para 4 of the Bylaws says that there are no limits except in specific cases, and while this is fine philosophically, does this need to be tempered with measures to ensure Board members have sufficient bandwidth?
- Which Boards require specialized knowledge? Should the requirements be written into these Boards' Charters (similar to job requirements written into recruiting adverts to protect the employer)? If requirements were written into Board Charters, would this make the question of appointed vs elected moot?
- Would there be enough candidates to fill available seats if limits were applied? Are all Boards over-subscribed or only certain "high profile" Boards?

8. Scope of authority

- Should the Town constitute additional Boards and Committees (eg Water Commissioners)?
- What problems would each solve (or cause) and what would be the benefits of each?
- How distributed vs centralized do we want our government to be? What is the sweet-spot?
- Do the existing governance bodies have the appropriate scope of authority?

9. Process by which the Town will decide on change

- What will the process by which the Town decides on proposals look like?
- Is existing process and legislation sufficient?
- Do we need to introduce any “enabling legislation” at forthcoming May 2020 (or Fall 2020?) Town Meeting to put in place a process by which future governance will be decided?
- How do we make the decision-making process open to all voters? Issues that discourage participation present a conundrum – how do people participate to drive change that is needed to eliminate the reason they don’t participate? Is fixing these issues only a necessary condition or is it a sufficient condition for a fair process?
- It is now the time to make a formal decision (in collaboration with the SB) on when proposals will be put before Town Meeting.
 - Is it realistic to assume that the TGSC will be able to report to the SB in time for the SB to include Articles on the May 2021 Warrant?
 - Will there be sufficient time to educate the voters on the proposals?
 - Would a focused Special Town Meeting be more digestible and better attended?

Dara Obbard

- Town Meeting (duh): open or representative or not at all (i.e., overhaul of government structure type), frequency (regular fall meeting as well as spring?), organization/ordering of warrant articles (e.g., who decides order? Should we group all zoning related articles in separate meeting?)
- Committee appointment process: who appoints, how volunteers are recruited and screened, speed of process
- Communication with residents/civic education: how (and how often) it’s done, by whom (League of Women Voters?), etc. Note: school system has unified communications director, town does not. Also: not a question of how MUCH communication, but whether residents are sufficiently clued in to be able to understand what is being communicated (CIVIC LITERACY)
- Finance Committee: role (substantive policy or purely advisory w/r/t financial impact), method of appointment (or should it be elected?)
- Econ Dev Committee: role, profile/importance, method of appointment
- How to streamline government so its efficient and readily apparent to citizens how things are done (including mapping of divisions and systems)
- Training for elected reps/committee volunteers on roles, responsibilities (not just open meeting and conflicts)

- Mission statement for government: how do we define success? More participation? Are we set up to determine and implement a collective vision for Andover?
- Include in scope substantive questions embedded in all private warrant articles submitted over past [20] years
- Office hours to be held by elected reps
- Look at Vision 2021 report
- Open Meeting Law is necessary but can impede debate between boards and residents

Gail Ralston

1. STARTING POINT

- What is the Committee's definition of "success" in governance?
- What needs to happen?
- Does Town Charter/By-Laws need to be reviewed in separate session/meeting?

2. TOWN MEETING

- Explanation and Transparency of "unofficial rules" during Town Meeting
- Town limits and how they apply to town articles vs. citizen articles
- Online transparency – available committee information online prior to Town Meeting or at least a fast turnaround of just-prior-to-town-meeting minutes.
- Low Attendance – is this really a problem or just a perceived one?
- Speed of budget approval. Are there steps to take to enable voters to be better prepared?
- Keep Town Meeting but change setup – i.e. one all-day Saturday session. Agreement by town sports groups (and others) NOT to have any practices on that day.
- Consider holding Town Meeting education sessions prior to the beginning of the calendar year. Allow for citizen feedback during these sessions to encourage Town Meeting attendance. Heavily advertise these meetings through town groups, boards, etc.

3. TOWNSMAN

- If Townsman does not effectively print Town news, can the Town Website take on this role?
- How does the Town more effectively communicate with the citizens? Can this be done?

4. BUSINESSES

- Does approval process unnecessarily create a barrier for businesses?
- Too daunting? Too expensive?

5. FIN COM (financial watchdog)

- What happens during the rest of the year before Town Meeting?
- Can potential subjects of future town meetings be discussed earlier and posted online for the public to review?

6. COMMITTEE/BOARD APPOINTMENTS/FUNCTIONS

- How do we make the process more transparent?
- When a committee/board has an opening, could that be advertised more prominently with a link to contact the Chair or Town Manager for a description of the responsibilities and time commitment?
- Could the packet documents be available online – the packets committee members receive – AHEAD of the meeting for citizens to review. Other option could be to always have one packet in the office available for review.
- Rework the Talent Bank – “too vague”
- There shouldn’t be any “feel good” appointments – these could be what produces the least effective members.
- Idea: create an annual report form for all Boards and Committees in which members jointly work on a state as to what worked for them during the year, what didn’t, and what could be done to generate a more effect group or perhaps a better run group?
- When committee and board openings occur, what input, if any, does the committee have? What applicant background is more desirable? Create this and perhaps the annual report, as part of a separate meeting agenda.
- Select Board liaison should periodically attend meetings to get a feel for the issues that might be present. Liaison should be available on more than just an “as needed” basis.

7. TOWN WEBSITE

- Could there be some way to offer a tutorial on how to use/navigate the website?
- Website is seen as being hard to navigate. Could there be a small group of volunteer “users” who could work with IT to present examples of this difficulty.
- How could the website content be more useful?

8. COMMITTEE RECORD KEEPING

- What happens to documents, both minutes and supporting documents?
- What are the parameters of document retention?
 - Where do these documents reside?
 - Who has control of these documents and who makes the decisions on what is saved and what is not needed?
 - What about accessibility? Who has access? Who controls access?
 - What happens to the documents in the personal files of Chair/Clerk? What should be the policy, if any, for turning these over?

Austin Simko

Governance-Related Town Meeting Warrant Articles (1999-2019):

- Numbering of Warrant Articles, General Bylaw
- Moving Town Meeting Out of Andover, General Bylaw
- Community Preservation Act Bylaw
- Delete “Planning Board of Appeals,” General Bylaw Amendment
- Delete “Board of Public Welfare,” General Bylaw Amendment
- Warrant Posting Requirements, General Bylaw Amendment
- Elected Town Manager, General Bylaw Amendment
- Memorial Hall Library Trustees
- Memorial Hall Library Directors
- Audit Committee-Charter Change
- Formation of Preservation Committee
- Formation of Design Advisory Group
- Formation of Affordable Housing Trustees
- Formation of Punchard Free School Trustees
- Form for Calling a Town Meeting and Submitting Warrant Articles
- Resolution on Anti-Corruption Laws
- Elected Board of Water Commissioners
- Date of Town Elections-Home Rule Legislation
- Change From Appointed Planning Board to Elected Planning Board
- Reduce Planning Board Members From Five Years to Three Years
- Improved Financial Transparency in Annual Report
- Electronic Voting at Town Meeting, Bylaw Change
- Change the name of the “Select Board”
- Study of Representative Town Meeting

Public Input Shared with TGSC:

- Form of Government:
 - City vs. Town
 - Open Town Meeting vs. Representative Town Meeting
- Make the Board of Health a 5-member Board. Per Health Director: “This is the second time in my career a 3-member board has been paralyzed due to extenuating circumstances. In Tewksbury, I had one member with a long-term illness that kept her away for months at a time, and a Chair that worked in a Boston Hospital and often could not get back to town in time for meetings.”

- The Select Board should not appoint seasonal and hourly. – It slows down the payment of these folks who work a short period of time.
- Make sure that the Select Board's Procurement and appointment policies comply with the charter. (E.g., second readings for department heads).
- Collapse CIP and operating budget:
 - Article IV, Section 6 of the Bylaws requires that the budget be released on the first Friday in February.
 - Article XII, Section 34 of the Bylaws requires that the CIP be released to the Selectmen three months before the operating budget is submitted.
- Move Town elections to June so that newly-elected officials have 10 months, and not one month, to prepare for Annual Town Meeting
- Planning Board terms length and staggering
- Digitize Board decisions for transparency
- Improve Communications:
 - Town Newsletter with meetings, decisions, initiatives, good news.
 - Communications director
 - Nonprofit organization to replace The Townsman
- Coordinate schedules of PB, ZBA, Conservation, DRB to expedite approvals for businesses
- Create a Water Commission
- Create a Committee on Appointments to fill seats on town boards and committees

Sandy Stapczynski

1. Communication

Too many people seem to be concerned about "communications" on town government processes and procedures, warrant articles, zoning issues, budgets/finances etc. Somehow we need to do a better job in getting information out to the public. There was discussion about possible specific meetings with the

public on major issues prior to them going to town meeting. Updating of the Town's website was discussed. The website is critical as it provides information going to parents, the general public as well as the employees.

2. Public's understanding Andover Government

There needs to be more clarity to the citizens on the form of government that we have in Andover. Some have said that the citizens do not understand our government, and therefore this appears to be why so many are not involved. Many do not even know that they can be involved.

3. Initiative Fatigue

The Town has taken on many initiatives over the last several years. The general feeling is that many of these initiatives are driven by public sentiment as well as School Committee and Select Board requests. The Columbia Gas emergency added an enormous amount of stress to the Town; yet handled very efficiently. All of these initiatives are in addition to all the other state mandates that are required of the Town. Many of these initiatives are driven by politics and finances. There needs to be a more structured view of all initiatives and their needs; and development of a strategic plan to address them on a town/school wide basis. Some of these initiatives may result in amendments to bylaws, processes, procedures; and reshuffling of priorities.

4. Town Meeting

It appears that most people are ok with the idea of having a Town Meeting. There are concerns as to whether it is truly representative of the citizens of Andover. I heard mixed reviews on how to handle town meeting. (1) keep it as is (2) consider having more than one town meeting per year (3) representative town meeting (4) have several public meetings preping citizens before town meeting (5) make the packet larger that goes out to citizens (6) electronic voting at town meeting

5. Committee Appointments

It is my understanding that for some of the committees, like the Finance Committee, there is no way to terminate a committee member if they do not work out. You have to wait the full 3 years. We may want to amend this, so the Moderator may terminate a committee member. Sometimes they don't come to meetings, for example.

6. Appointing Authority

Too many people seem to be involved in authorization or final decisions for appointments. An example is if a new position is advertised; it needs to be questioned with the committee/board, the community, select board. As a result hires and other appointments are sometimes slow. Except for the very high level jobs, Police Chief, Fire Chief, etc. it makes no sense to bring every appointment to the Select Board for their approval. This is why we hire a Town Manager; the Select Board does not need to review the appointment of a library assistant. We need to tweak the charter so it is clear that the Town Manager is the appointing authority.

7. Residency Requirements/Housing

Except for police officers and fire firefighters who must live within a radius of the town, there is no need for a residency requirement of any employee or appointed official. The Governance Study Committee

should do away with all residency requirements, especially as Andover housing is becoming more and more expensive. Housing is a major issue in Andover, and if there is any way to remedy this problem through zoning. There is a desire by many to have 55+ community; more mixed use developments; etc. Lack of affordable housing is a problem in Andover.

8. Strong Executive

Most everyone likes the idea of a strong executive running the town. Currently we have a town manager/select board form of government. Citizens would like to know what other forms of government exist that would include a strong executive. What comparable communities can we look to?

9. Zoning

A review of the zoning bylaws is needed to ensure that it is an efficient process. Many citizens, businesses/builders etc. say that the process is slow and cumbersome. How can we make it more efficient, streamlined, effective? A separate town meeting for zoning articles, may be a solution? Some say that by the time zoning issues come up at town meeting, half the people are gone.

10. Electronic Voting At Town Meeting

Voting is a time consuming process for all at town meeting. Electronic voting will provide ease in administering town meeting votes.

11. Planning Board

Is there any value in going to an elected Planning Board?

12. Committees/Boards

What is the culture of Andover Boards/Committees? Is it very team-oriented. Can one committee easily meet with another to address issues. For example the COA and Housing Authority or Affordable Housing Committee to address housing needs for the elderly in the community. There seems to be a disconnect between various boards and committees for the better and greater good of the community.

13. Budget Process

While budget development is transparent through the Finance Committee meetings, many still feel that not enough time is given to the budget process at town meeting; ending in a very quick vote with little debate.

14. Charter language

The Charter is old, and its writing pre-dates gender-neutral language. Is this necessary to update just to modernize the language, but not to change the content per say?

Jon Stumpf

- Town Meeting
 - Open Town Meeting or Representative Town Meeting
 - Frequency of Town Meeting

- Communications and Planning
- Planning Board - Appointed or Elected
- Private Warrant Article Categories
 - Look at the last 20 year private warrant articles
 - Put them into major "categories"
 - Consider whether each category should be included in our scope of work
- Remove the residency requirement for the Town manager - Reasons = improved technology. Impact on family
- Appointment process/authority for certain Town positions - Who owns the appointment process and has the authority for filling certain town positions?