

**Management of the
boards and commissions
in the City of Cambridge**

A policy analysis for:

Alice K. Wolf
Cambridge City Council
City Hall
795 Massachusetts Avenue
Cambridge, MA 02139

by:

Daniel Rich
John F. Kennedy School of Government
Harvard University

April 7, 1992

Advisors:
Julie Wilson
Charles Royer

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Executive Summary

THE ISSUE

Cambridge, like virtually every city in America, has a number of citizen boards and commissions -- organized in a variety of ways and performing a variety of functions. Complaints have been raised in Cambridge about the way these boards and commissions are managed by the city. This paper, which is based primarily on interviews, will examine the system of management in Cambridge. It will focus on issues such as the recruitment process, the appointment process, the diversity of membership, the length of terms and longevity of members, and the roles of the city council and city manager. For comparison purposes, the boards and commissions in Worcester, MA, Newton, MA, and Berkeley, CA will also be examined.

FINDINGS

A) Cambridge

*** Recruitment:**

There is no central coordination for recruitment, and the process rarely brings in the number, quality or diversity of citizens desired. Aggressive outreach is needed, and there should be more effort put into publicizing the existence of, and work done by, boards and commissions.

*** Appointments:**

Better recruitment will help ensure better appointments. Concerns remain, nonetheless, about the timeliness of appointments and reappointments. There have been numerous occasions when it has taken excessive periods of time to get appointments made, and a large number of current members are holdovers -- serving with expired terms.

*** Diversity:**

Everyone agrees that the boards and commissions should be representative of the city. Consensus breaks down over whether or not this diversity should be mandated by law, as it is with some boards and commissions. On most of Cambridge's boards and commissions, the current membership is predominantly white and male.

*** Term Lengths:**

Most boards and commissions have fixed terms, and some have term limits, but a few have neither. Many boards have members that have served more than two terms and/or are serving with expired terms. It was generally felt that turnover is healthy, and the city needs a clear policy encouraging or even mandating it.

*** Role of the city manager:**

Under the city charter, the city manager has sole responsibility for appointing and managing the boards and commissions. Cambridge's city manager doesn't interfere with the boards and commissions, but he also doesn't delegate responsibility to others in his office. There is no centralized coordination of boards and commissions by his office.

*** Role of the city council:**

The city council currently has no role in the management of the boards and commissions. Some of those interviewed favor giving them such a role in order to add more accountability to the system. Most, however, feel the council's role is to clearly set the city's policies and then hold the executive department accountable for implementing them.

B) Other Cities

Like Cambridge, Worcester and Berkeley are council/manager cities, but they organize and manage their boards and commissions very differently. In both cities, the council plays a significant role in the process. Both cities also undertake extensive efforts to publicize the boards and commissions, as well as how they are managed. Newton is a strong mayor city, so the mayor has the appointment and management authority, but the legislative body has veto power over his appointments.

RECOMMENDATIONS

There are a number of options for enhancing the management of Cambridge's boards and commissions, ranging from doing nothing to changing the charter to create a strong mayor with full appointment power. Options can be divided between those that entail management or organizational reforms, those that require council action, and those that take charter reform. **At a minimum**, the following steps should be taken to provide for better recruitment, appointments, diversity, and turnover:

- * The city council should pass orders directing the manager to make organizational and management reforms relating to the operation of the boards and commissions, and also require an annual report on the system.
- * A liaison for the boards and commissions should be established in the city manager's office, taking overall responsibility for the operation of the system.
- * Each board and commission should create a database of people and organizations interested in the subject for recruitment purposes. A similar database should be created for term expirations. The information should be shared with the manager's office on a regular basis.
- * A directory of all boards and commissions, listing all relevant information and containing application instructions, should be created and distributed. In addition, the city's annual report and organizational chart should clearly identify all boards and commissions.
- * The council should amend the ordinances to require fixed terms on all boards and commissions, and pass an order specifying its expectations on turnover.

I. INTRODUCTION

Virtually every city and town in the United States has citizen boards and commissions as part of the local government structure. These boards and commissions are established and managed in a variety of different ways throughout the country. They also perform a wide variety of functions. This paper will examine the boards and commissions in the City of Cambridge, Massachusetts, focusing on how they are managed by the city. For comparison purposes, the management of boards and commissions in several cities with different government forms will also be examined.

This analysis is being undertaken because concerns such as the following have been raised by various people in and around the Cambridge government: boards and commissions may act in a way contrary to the policy set by the city council; membership may be too stagnant and/or too unrepresentative; and, appointments are sometimes slow. The central question to be addressed in the paper, then, is: how can the system of managing the boards and commissions in Cambridge be improved? What actions can be taken, through the city council or other appropriate avenues, to enhance the operation, management and efficiency of the system of boards and commissions?

In order to examine this issue, there are a number of subordinate questions that need to be addressed. First of all, **how does the current system work?** Who makes the decisions and who implements and oversees them; are the requirements of each ordinance clear and being carried out as intended; how are members recruited; how are appointments made; how long does it take to make them; are the reporting lines clear and being followed; how do the different players (mayor/council, city manager, board/commission members, former members,

community leaders and activists, professional staff...) view the system; where (if anywhere) are there bottlenecks; how much time is devoted to the management of boards and commissions?

The next question to address is: **what are the current constraints?** The city charter, and in some cases state law, limits the ability of the mayor, council, and city manager to change the process. Could any changes be made administratively or by ordinance, without altering the charter or state law? Alternately, is this an issue that warrants a change in the charter, or new home rule petitions? Is organizational capacity limited by lack of funds or for any other reason (such as simply too much else to do)?

Finally, it is important to address: **how does the process work in other cities?** Are the problems in Cambridge (perceived or real) unique or are they common to all cities no matter what form of government? Comparing and contrasting Cambridge with other cities may provide helpful ideas on ways to change the system while enabling the city council and city manager to weigh the likely consequences of any such changes.

II. BACKGROUND

A) **THE CITY**¹

Cambridge, a city of approximately 96,000 people, is located north of Boston across the Charles River. Probably best known as the site of Harvard, America's oldest university, the city has a long and eventful history dating back more than a century before the American

¹ This section is based on information in: City of Cambridge Annual Report, 1990-91.

Revolution. Harvard, and the city's other famous university, the Massachusetts Institute of Technology, are now the two largest employers in the city and almost one-fourth of the city's residents are students. The city is a diverse and exciting place, mixing students, scholars, blue-collar workers, professionals, and activists. Ethnically, the city is seventy-five percent white, fourteen percent African-American, eight percent Asian, and seven percent of Hispanic background. The public schools include students from sixty-four nations, speaking forty-six different languages. Haitian and Portuguese populations are substantial. Cambridge has one of the lowest income levels in the area, with eleven percent of the families living below the poverty line. The local politics would be considered liberal by national standards.

B) THE GOVERNMENT

Cambridge has a council/manager form of government known as "Plan E". In 1915, Governor Walsh signed a law authorizing four standard forms of city charters in Massachusetts: plans A, B, C, and D. Cambridge had a Plan B government, with a council partly elected at large, and partly by ward; the mayor had appointment and veto powers.² In 1938, Governor Hurley gave municipalities a fifth option: Plan E. The basic features of Plan E are that it has a professional city manager and that the city council is elected by proportional representation. In Plan E, the council is made up of nine members elected at-large, who then select a mayor from within their own ranks. The mayor is the political and ceremonial leader of the city, but essentially has no additional powers beyond that of a regular councillor. The council hires a city manager, who is the chief administrative officer of the city.

² O'Connell, Daniel. The Plan E Campaign in Cambridge, 1938-1940: A Study in Municipal Reform. Honors thesis, Harvard College, 1970.

Prominent citizens in Cambridge first proposed a Plan E charter in 1938, but after a short and contentious campaign, it was defeated at the ballot box by 1,300 votes out 46,000 cast.³ Although the chair of the Plan E Committee was respected Harvard Law School Dean and New Dealer James Landis, the proponents were generally wealthy Republicans. City workers, and ethnic minorities, both important voting blocks, were not included in, or supportive of, the campaign.⁴ The opposition, led primarily by the city council, took on an anti-Harvard theme, and the council actually voted to set Harvard apart as a separate city.⁵

Efforts to enact Plan E were undertaken again in 1940. This time, the effort was successful, winning by more than 7,000 votes. The Plan E Committee undertook extensive outreach efforts in 1940, using endorsements of prominent leaders and concentrating on areas of the city ignored in 1938. Although much has been said of the scandal which led to then-Mayor John Lyons' imprisonment in 1941, his indictment was not handed down until after the 1940 election, and there is no indication that the issue played a role in the adoption of Plan E. The mayor may have been responsible, however, through the submission of his 1940 budget, which sparked controversy for its large size and lack of specificity. The state Supreme Court later ruled that the budget was illegal. Years later, after serving his prison term, former Mayor Lyons said, "When the city budget was thrown out, Plan E was in."⁶

While other cities have council/manager forms of government, Plan E creates a particularly strong city manager. The manager is "responsible for the administration of all

³ Cambridge Chronicle and Cambridge Sun. November 10, 1938.

⁴ Op Cit., O'Connell, page 12.

⁵ Cambridge Chronicle, October 15, 1987.

⁶ Ibid., November 26, 1987.

departments, commissions, boards and offices of the city."⁷ He is empowered to "make all appointments and removals in the departments, commissions, boards and offices of the city for whose administration he is responsible."⁸ Furthermore, members of the city council are specifically required to stay out of the process. The charter states, "neither the city council nor any of its committees or members shall direct or request the appointment of any person to, or his removal from, office by the city manager or any of his subordinates, or in any manner take part in the appointment or removal of officers..."⁹ A member can be fined and removed from office for violating this provision. Therefore, consistent with the city charter, members of the boards and commissions are all recruited, appointed, reappointed and removed by the city manager (or his staff).

C) THE BOARDS AND COMMISSIONS

The City of Cambridge has twenty-seven statutorily created boards and commissions. Appendix A contains a list, including contact people, reporting lines, size, terms and other notable provisions.¹⁰ These boards and commissions vary considerably in their composition and task. They range in size from three to twenty members. Some, such as the Board of Zoning Appeals and the License Commission have critical, quasi-judicial functions while others, such as the Peace Commission and Women's Commission, are primarily advisory in nature. Ten of the boards and commissions are listed in the city's Annual Report as department-level

⁷ City of Cambridge charter, Section 103.

⁸ Ibid., Section 104.

⁹ Ibid., Section 107.

¹⁰ Not all are active, and there are other advisory boards in the city that aren't created by law, and therefore not considered in this report.

organizations, while others have lower official status. Of the others, seven are found somewhere in the report, while the remaining ones are not mentioned at all.¹¹ Some of the boards and commissions are listed on the page titled "Department Telephone Numbers," but are not listed on the previous page of "Department Heads." The levels of professional and support staff also vary considerably, as do the reporting lines. Some of the boards and commissions have specific term limitations, and some are required by law to have a certain composition (ethnic, geographic representation, etc.). Others have no such restrictions. Because of these tremendous variations, it is difficult to generalize conclusively about the boards and commissions in Cambridge. Nonetheless, they all come under the same basic management and organizational system. Many of the criticisms of the boards and commissions, and their system of management, are generic in nature. Therefore, all the boards and commissions could benefit from a thorough review of the system. Many of the potential changes would be helpful to **all** of them.

III. METHODOLOGY

This paper is based almost entirely on interviews. Written background information on all the statutory boards and commissions, the limitations imposed by the city charter, the political landscape, and other relevant issues was gathered first. Due to time considerations, not all boards and commissions could be examined in detail. It was also felt that looking at all of them was unnecessary since the focus of the paper is on the system of management, not what any particular board or commission does. Therefore, after the initial information

¹¹ City of Cambridge, Annual Report 1990-91.

gathering, I selected -- in consultation with my client, advisor, and the city manager -- a representative sample of boards and commissions to look at. The goal was to get a good cross-section of boards and commissions: examining big ones and small ones, "policy" ones and "advisory" ones, ones that are organized under different models, ones that seem to be running smoothly, and ones that may have problems. Staff from a total of twelve such boards and commissions were interviewed.

In addition to staff, interviews were conducted with ten current members of boards or commissions (primarily the chairperson).¹² Interviews were also conducted with four members of the city council (three members of CCA and one Independent), the city manager, and one of his assistants who has worked with the boards and commissions. Other interviews were conducted with community leaders and activists who are involved with the boards and commissions. Finally, interviews were conducted with city leaders in Worcester, Newton, and Berkeley, CA to learn about their systems of boards and commissions.

In addition to interviews, a search for literature on this issue was done by talking to people knowledgeable on local government and public management. The Massachusetts Municipal Association, the International City Management Association, the National League of Cities, and the National Civic League were all contacted, as was the director of the Taubman Center for State and Local Government at the Kennedy School of Government. Although plenty of information exists on boards and commissions per se, no literature specifically on managing them was found. Information on the history of the Cambridge city government and the Plan E charter was gathered at the Cambridge Public Library, from the former editor of the Cambridge Chronicle, and from a Harvard College thesis on the subject.

¹² For a list of all interviews, see Appendix B.

IV. FINDINGS

A) CAMBRIDGE

This section is broken down by the types of people interviewed to enable generalizing within each group. This presentation also allows the reader to weigh the importance of the issues raised by the different groups according to her or his own standards. Even within this format, however, it is sometimes difficult to generalize. Within any given group, there was a substantial variation of opinions. Nonetheless, the major issues raised by each group will be discussed. The principle issues under review are: recruitment, appointments, diversity, term lengths, the role of the city manager, and the role of the city council. The summary section at the end will look across all groups to pick out themes that run throughout them.

i) Staff perspective:¹³

Recruitment is handled in a number of ways by the boards and commissions. Most place ads in the local papers and on cable television announcing vacancies, but most also say this is an ineffective method. Many also do mass mailings to organizations thought to be interested in the issues under the purview of the board or commission. The bulk of new members, however, seem to be brought in by word of mouth. In some cases, the staff does the recruiting, in others it is done primarily by the board or commission members, and in some cases -- usually the "major" policy boards¹⁴ -- it is done by the city manager himself. In cases

¹³ The staff section may seem particularly long, but it contains much of the background and factual information which holds constant throughout.

¹⁴ This generally is taken to mean the Planning Board, the Board of Zoning Appeals, the Rent Control Board, and the License Commission.

where recruitment is done by the staff or members, the manager likes to be given two names for each opening. While most staff didn't mind this requirement, some felt it served no purpose. One comment that was widely expressed was that it is often hard to find the diversity in applicants that is desired. Sometimes vacancies are kept open for this reason.

The issue of appointments to the boards and commissions is one of the most controversial subjects under consideration. Many staff members cited past delays in appointments as one of the greatest concerns and frustrations. Stories of two year waits and people serving without ever being formally appointed or reappointed were not uncommon in the past. Most of those same people, however, went on to say that this issue has gotten much better recently. In some cases, the delays seem to have been due to a dearth of candidates or an honest desire to find a more representative body, but in some cases it seems simply to have been due to lack of action by the city manager. The manager rarely turned down a recommendation made to him, but frequently would not respond to it for a very long time. Some of the boards actually have a statutory requirement that vacancies be filled within 30 days, but that law has never been followed.

Another issue of concern to many is whether or not the boards and commissions are representative of the city as a whole, and whether or not that should be mandated. Some of the boards and commissions, such as the Peace Commission, are generically required by ordinance to be "representative of the socio-economic and racial/ethnic population of the City." Others, such as the Kid's Council, are very detailed in the membership. The Police Review and Advisory Board is designed to have a geographic representation of the city. Some, such

as the Rent Control Board, operate under informal agreements and others seek persons with certain technical expertise. Many others have no specific requirements, formal or informal.

In virtually all cases, even if not statutorily required, staff indicated a strong desire to maintain a representative body. Consensus broke down on whether that should be required. While those that work under formal requirements generally think they are a good idea, they admit that it is sometimes hard to fill all slots exactly as required. Others, who don't have such requirements, indicated that they might help to make the board or commission more balanced.

Some of the boards and commissions have specific, statutory term limitations. For example, members of the Police Review and Advisory Board are limited to one five-year term, while members of the Human Services Commission are limited to two three-year terms. Others have fixed terms, but no limit on the number of terms, and some don't even have fixed terms. The Planning, Rent Control, and Election boards all have members who have served for twenty or more years. There was no consensus among staff members as to whether or not mandatory term limits were a good idea. Most think some turnover is healthy, but others point to the difficulty of finding good people willing to serve, as well as the benefit of institutional memory. In any event, the reality of the current situation is that even where there are limits, they are not always enforced and many members are serving with expired terms.

A more fundamental issue, which goes to the very heart of governing the city, is: what is the proper role of the city manager and the city council in the management of boards and commissions? To assess that, it is helpful to look at the roles they currently play and what the reactions of the other participants in the system are to those roles.

Virtually every staff member said the city manager stays out of the day-to-day operation of the boards and commissions. There is no micromanaging or pressure. He generally is only

involved if something goes wrong, at budget time, and when appointments need to be made. All staff seem to appreciate the independence given to them. A few, however, indicated it is sometimes difficult to get his attention when necessary. There is no designated "liaison" in the city manager's office to coordinate the boards and commissions. In most cases, the staff report directly to the city manager. A few formally report to assistant city managers. Those under the later model feel it works well because they have someone "going to bat for them." On the other hand, many of the executive directors that report directly to the manager have department-head status, which they feel enhances their ability to get things done. At times, and without any apparent logical pattern, the deputy city manager or one of the assistants to the city manager will be the person approached by the staff.

As defined in the Plan E charter, the city council has no role in the management of the boards and commissions. They will, from time to time, appear before certain boards or write letters, but few staff considered this improper or pressure. The city council can, in most cases, revise or clarify the authorizing ordinances if they are unhappy with the actions or direction of a board or commission. Most staff feel it is important to keep the council out of the process so there is no political pressure. The current system with the city manager in charge assures a certain degree of stability, continuity, and insulation. A city council, that could potentially change direction every two years, could reek havoc on boards and commissions if it controlled the process. It was particularly interesting to note that those boards and commissions that might logically benefit from a more active city council controlled by a CCA majority, were unanimous in their desire to maintain the current system with strong city manager control.

ii) **Board/Commission member perspective:**

The current board and commission members interviewed reflected opinions similar to those of the staff regarding recruitment and appointments. Several indicated speed is not always the greatest asset of the manager in making appointments, but most indicated it was better than in the past. Lack of alternates for six months on the Board of Zoning Appeals did hamper the board's ability to be efficient, according to the chairman. More aggressive recruitment, particularly of underrepresented groups, was seen as needed.

With regard to term limits, the members were divided. Some felt that the institutional memory of long-timers was helpful, but most agreed that some turnover was healthy. Even those that opposed mandatory term limits felt fixed terms were a good idea. That way, it would be easier to appoint a new member when a term expired, instead of the current situation which requires asking a long-time member with an indefinite term to step down. This simply doesn't happen now. Concerning making the boards and commissions representative of the city, all members thought it was an important goal, but most did not feel it had to be mandated.

All of the members attested to the city manager's lack of interference with the boards and commissions. He does not get involved in the issues and does not put pressure on the members to act a certain way. Although most of the members do not deal with the manager on a regular basis, they felt access to him -- either for themselves or the staff -- was not a problem. Coordination between the various boards, and the departments which support them, was noted by several members as something that could be enhanced. This refers primarily to the "major" policy boards and commissions. These all have important policy roles and sometimes they seem to be duplicating each other, contradicting each other, or even attacking

each other. According to most of the members, the city council has more power than it takes credit for. It can always pass "orders" which, although they don't have the force of law, clearly indicate the policy of the city. In most cases, however, the council can also amend the ordinances which created the boards and commissions. All members agreed that council members, as with any citizen of Cambridge, have a right to appear or make their views known. They should not, however, put any pressure on the boards and commissions. No pressure was felt by the members interviewed.

iii) Community leader/activist perspective:

The community members interviewed have the most diverse views of any of the groups. By and large, they have a very different perspective than that of the people directly involved with the boards and commissions. They tend to be more vocal, and many are more negative. Although overall they tend to be skeptical about the likelihood of charter reform, some support it, and as a group they are more in favor of fundamental changes in the system. Having said that, they agree that meaningful changes could be made within the context of Plan E government.

Once again, recruitment and appointments were raised as a major issues of concern. This group was particularly skeptical of the diversity that has historically been represented on the boards and commissions. They tend to see the membership as white, middle-class, professional males. Recent appointments are acknowledged to be better. Nonetheless, efforts to do more outreach and establish a larger pool of diverse candidates is strongly encouraged. Better coordination within the city and more awareness about the process are needed for the system to flourish.

Term limits and timely filling of openings are also seen as critical to successful management of the system. This group felt more strongly about the necessity of specific term limits than any of the others. The city and its needs change over time, and board and commission members must reflect that change. The community leaders and activists also expressed concern over the timeliness of appointment. Explanations suggested for the delays and holdovers ranged from lack of attention and resources, to raw politics.

Many of the community leaders and activists felt the city manager has too much power, while others felt the current system works as long as the manager is held accountable by the council. The role of the council, barring charter reform, according to the community leaders and activists, is to clearly set the policy of the city and then hold the manager accountable for faithfully implementing it. There is some support among this group for a more active council that is involved in the appointment process: an advise and consent kind of arrangement. Others expressed concerns that a more powerful council or mayor would just raise different problems.

iv) Council perspective:

In the most recent evaluation of the city manager, the city council raised the issue of appointments and oversight of boards and commissions. Of particular concern was the lack of diversity in appointments, and the tendency to postpone new appointments when terms have expired. Yet, within the council (and even within CCA), there are different views regarding the boards and commissions and how they are managed by the city.

Councillor Wolf believes there is a feeling in the city that the system of boards and commissions as currently operated doesn't work. Criticisms of the boards and commissions concern recruitment, appointments, composition, and their overall role in the city. Are they

responsive to, and reflective of, the concerns of the citizens of Cambridge and their elected officials?

Councillor Wolf acknowledges that the boards and commissions should be independent of politics, but feels they should work more within the policy framework set by the city's elected officials. The city council, of course, has a responsibility to make that policy clear. Wolf is concerned with the city's ability to get a good pool of candidates and thinks the boards and commissions should all be representative of the city's diversity -- whether mandated or not. She also believes term limits or some clear policy on turnover would be helpful. Finally, Wolf expressed concern that a Citizen Advisory Council (as detailed later in the section on Worcester) would probably just add another level of decision-making without changing anything.

Councillor Duehay feels that "by and large, the system of boards and commissions works pretty well." However, he expressed concern over the issue of appointments. Filling positions has been "a constant problem" and the issue of holdovers and delays should be addressed. A way to energize the recruitment process is needed, Duehay thinks. Some kind of staffing change or central coordination in the city manager's office is necessary for this to be successful. The boards and commissions should be representative of the city, but such diversity doesn't have to be mandated. Turnover after a certain period of time -- possibly two terms -- should be the clear expectation, but the manager should have the discretion to extend appointments on rare occasions. The council's role is to set the policy for the city. Appointments by the manager should reflect that policy but the council shouldn't have veto power.

Councillor Walsh feels the entire system of boards and commissions should be examined and those that no longer serve a purpose should be eliminated. He shares the concern of

others that it is difficult to get good people to volunteer for boards and commissions. Term limits are necessary, Walsh believes. Diversity, however, should be only one of many factors considered when appointing members. The role of the city council is to set the policy of the city and the boards and commissions should reflect that policy, according to Walsh. The council should give the city manager a clear mandate and then let the boards and commissions do their job without interference. Better lines of communications between all parties involved would make the system work more efficiently.

Mayor Reeves, as expressed by chief of staff Hall, thinks boards and commissions are a vital part of local government, and that, overall, things work relatively well in Cambridge. Some role for the council on appointments would be good, and the city needs a more proactive affirmative action policy -- which would help attract a more diverse membership to the boards and commissions. Terms should be fixed, but limitations aren't necessary. Finally, the city manager could delegate some of his responsibilities for boards and commissions more effectively.

v) Executive Department perspective:

Robert Healy has worked for the City of Cambridge for seventeen years, the past ten as city manager. He feels the law clearly established these boards and commissions, particularly the quasi-judicial ones, to be independent of politics. Plan E government is very deliberate in its separation of powers; it is a check and balance system that was instituted by popular vote. The manager believes the current system of operating the boards and commissions works fairly well. He does not get involved in the decision-making process by the boards and commissions, and doesn't think the city council should either.

The manager acknowledges the frustration some feel over expired terms. "There are so many board and commission vacancies; it's an overwhelming job to do...very time consuming," Healy said. It's hard to keep track of all the expirations, and if someone is serving effectively and wants to continue, there is no reason to replace him or her, he believes. It is the manager's view that a member serves until replaced.¹⁵ When appointing new members, he tries to achieve a representation of the city, but the city is so diverse it is difficult to always have all groups represented. He feels specific requirements for representation, particularly geographic, can be a hinderance. Finding enough well qualified applicants is also a problem sometimes. For the "major" boards, the manager does the recruiting and interviewing himself. For most of the others, he works with the appropriate staff.

The city's organizational chart, taken from the most recent budget, lists some boards and commissions, but not others, and has some of the reporting lines incorrectly stated.¹⁶ Ellen Semonoff, Assistant to the City Manager, spends about five percent of her time on issues related to boards and commissions. Semonoff sometimes acts as an informal liaison for boards and commissions contacting the manager's office. Other staff members in the city manager's office tend to deal with individual boards or commissions as specific issues come up, and probably spend about the same amount of time on them as Semonoff. There is no formal structure for oversight of the boards and commissions within the city manager's office.

¹⁵ This view is open to serious questioning, particularly for those boards and commissions which have statutory term limitations.

¹⁶ See Appendix C.

vi) **Cambridge summary and conclusions:**

Because the boards and commissions vary so much in style and substance, it is difficult to generalize. In fact, it may be helpful to think of the boards and commissions as two distinct groups, the "policy" ones, and the "advisory" ones. It is entirely possible that the city may want to deal with them in different ways. Furthermore, because there are so many different perspectives to take into consideration, no overwhelming consensus was arrived at. Nonetheless, clear themes did emerge, and it is possible to pull together some dominant concerns and possible solutions on the major issues of recruitment, appointments, diversity, term limits, and the role of the manager and council.

Recruitment

It is clear that more energy must be put into recruitment. Current practices are rarely bringing in the number, quality, or diversity of citizens desired. The city is hampered by a lack of centralized coordination. There needs to be a concerted effort by the board and commission staff, the manager and his office, the affirmative action officer, and the city council. Churches, neighborhood associations, and community groups must all be tapped repeatedly. There are many cultural and economic barriers to overcome with underrepresented groups, but without any effort, they never will be. Better records need to be kept on who attends meetings and who has a general interest in the subject. An aggressive outreach program and a determined effort to show citizens the importance of the boards and commissions is needed. These activities should lead to better recruitment. Currently, it appears that the only coordinated public information on the boards and commissions is the city's Annual Report, which doesn't mention them all, and a list in the city clerk's office which simply has the name, membership and terms -- but contains numerous gaps, inaccuracies, and inconsistencies. Opening up the

process, publicizing the work of boards and commissions more, and coordinating better, will help recruitment tremendously.

Appointments

While it is generally felt that appointments have been both quantitatively and qualitatively better recently, this still seems to be an issue that can be improved upon. Expanding the base through more effective recruitment would be an important first step. Publicizing the process would also be beneficial. However, the issue of timeliness of appointments and holdovers must still be addressed. There is no clear policy -- administrative or legislative -- in the city on these issues. Board and commission staff should be held responsible for making vacancies known to the manager on a timely basis. Then much of the leg work could be done by a member of his staff. Appointments should be made within a specific time period. Reappointments should be made formally, or the member should be replaced, instead of allowing the legally questionable limbo state which currently exists. A liaison in the manager's office to centralize coordination of appointments would make the system run smoother and save the manager time and energy.

Diversity

There was a clear consensus among all groups that boards and commissions should be representative of the diversity in the city. This means ethnically, geographically, and economically. There was also a general consensus that the current memberships aren't as diverse as is desired. However, there wasn't consensus over whether diversity should be mandated by ordinance. Table 1 (on the next page) presents an overview of the diversity in the current membership of the boards and commission examined for this paper. You can see that, in most cases, the number of minorities and women is low, particularly on the "major"

policy boards. The council could set a general policy, and the manager could be more conscientious on this issue, neither of which would require changing some or all the ordinances to mandate diversity -- which, of course, is another option.

TABLE 1:
DIVERSITY IN A CROSS-SECTION OF BOARDS & COMMISSIONS

NAME	SIZE *	MINORITIES **	WOMEN
Commission on Persons with Disabilities	11	2	6
Election Commission	4	1	3
Health Policy Board	18 (17)	5	12
Human Rights Commission	11 (8)	4	3
Human Services Commission	9	3	5
License Commission	3 ***	2	0
Peace Commission	20 (19)	9	8
Planning Board	7 (6)	0	1
Police Review and Advisory Board	5	1	2
Rent Control Board	5	0	1
Women's Commission	20 (13)	4	all
Board of Zoning Appeal	5	2	1

* Number in parenthesis is the current membership level, according to the most recently available data (3/16/92).

** As defined by state law: Asian, Black, Cape Verdian, Pacific-Islander, Hispanic, and Native-American.

*** Membership is defined by law as the Chair, Police Commissioner, and Fire Chief.

Sources: City of Cambridge Boards and Commissions, Office of the City Clerk; board and commission staff.

Term Lengths

There was overwhelming agreement that **all** boards and commissions should have fixed terms, and that reasonable turnover was healthy. There was disagreement, however, over whether or not mandatory term limits were necessary. It was generally felt that there should be an expectation that serving two terms is the appropriate amount of time, but that in unusual circumstances the city manager may want to extend terms longer. This is an issue that might appropriately be divided between those boards and commissions that have policy or regulatory functions and those that are strictly advisory. Turnover may be more beneficial or important in the former cases than in the later.

Table 2 (on the next page) looks at the turnover in a cross-section of the boards and commissions with different statutory requirements on terms. On both the Human Services Commission and the Planning Board, the average length of the current members is equal to more than two terms. The "longest" column makes it clear that many of the boards and commissions have some members that have served a very long time. Some question the advisability of this on policy boards which have considerable power. In addition, the "holdover" column shows that a significant number of the current members are serving with terms that have expired. Note that all six of the Planning Board members (there is one vacancy) are holdovers. They are in a state of limbo which is unhealthy for them and the system in general. There should be a clear policy on requiring all members to serve with current terms. Finally, the "since 1984" column shows the total turnover on the boards and commissions in the past eight years (records prior to that are not easily accessible). Again, note that for all intents and purposes, the Planning Board has not changed over that time.

TABLE 2:
TURNOVER IN A CROSS-SECTION OF BOARDS & COMMISSIONS

NAME	TERM LENGTH	AVG. LENGTH (a)	LONGEST (b)	SIZE (c)	HOLDOVERS (d)	SINCE 1984 (e)
Human Services Commission	3 (f)	6.1	1981 (2)	9	6	15
Board of Zoning Appeals	5 (f)	1.2 *	1988 *	5	0 *	10
Human Rights Commission	3 (g)	2.4	1987	11 (8)	2	26
Peace Commission	3 (g)	3.8	1985 (4)	20 (19)	14	38
Planning Board	5 (g)	13.1	1970 (2)	7 (6)	6	8
Rent Control Board	- (h)	6.3	1972	5	(h)	12

- a) Average length of current members, according to the most recently available data.
- b) The starting date for the longest current serving member; the number in the parenthesis refers to the number of members beginning in that year.
- c) The number in parenthesis is the number of members currently serving.
- d) The number of current members serving with expired terms.
- e) The total number of members who have served since 1984.
- f) Two term maximum.
- g) Fixed terms, but no limit.
- h) No fixed terms (serve at the pleasure of the city manager).

* Four members left the board in February, 1992. At that time, one alternate member was made a full member, and three new members were appointed. Prior to the change, the average length on the board was 7.7 years, one member had served since 1980, and four of the five were serving with expired terms.

Source: City of Cambridge Boards and Commissions,
Office of the City Clerk

Role of the city manager

It is generally agreed that the city manager does not interfere with the daily business of the boards and commissions, and that's as it should be. The two basic questions are: what role does he take in the current management of the system, and does Plan E severely restrict the effectiveness of the system. It can be argued that the manager spends both too much and too little time on the boards and commissions. Too much, because he doesn't delegate responsibility to others in his office; and too little, because boards and commissions seem to be a low priority or even a nuisance at times. Clearly, the manager is a very busy man, but if the city is committed to the boards and commissions, they must be made a priority at the highest levels. Whether or not one believes charter reform is an appropriate or necessary solution to enhancing the management of the system, it is evident that changes which would have a significant impact could be made by the manager within the context of Plan E government. Guidance for the manager on the policies and expectations of the council are an important first step.

Role of the council

Some members of the council and community activists felt the city council should have a larger role to play with the boards and commissions. To this group, the problems expressing themselves in the boards and commissions are simple manifestations of a larger problem concerning the whole system of governing the city. To get at these bigger issues would require charter reform. Charter reform would redistribute the power in the city and could allow the council to be both responsible and accountable for the policies of the city -- as well as the actions of the boards and commissions. Most of those interviewed, however, including members of those two groups, felt the council should stay out of appointments and the day-to-

day business of the boards and commissions. The council has a vital role to play in making the policies of the city clear, and then holding the executive department accountable. Many of the concerns and ambiguities in the system could be remedied by simple, clear actions by the council and manager, within the confines of Plan E.

B) WORCESTER

i) Background: Modified Plan E¹⁷

In 1983, the voters of Worcester elected a Charter Commission to "frame a charter" for the city. This was the result of widespread dissatisfaction with the government and its lack of representativeness of the city. This concern was directed at the city council and the city manager, as well as the numerous boards and commissions. Worcester was a city that had changed considerably over the years and had become divided between the "East Side" and the "West Side", the rich and the poor, the white and the minority. One of the members of the Charter Commission, who filed a minority report, stated "our problems stemmed not from the basic form of government but from a failure of our elected and non-elected officials to be more accountable and responsive, [and] from a failure of our government to encourage and create a climate of participation for all our citizens."¹⁸ That observation notwithstanding, a new charter was adopted by the citizens of Worcester in 1985. It took effect on January 1, 1987

¹⁷ This section is based on the report of the City of Worcester Charter Commission, the City of Worcester Citizen Advisory Council directory, and interviews with the mayor and city manager of Worcester.

¹⁸ Pezzella, Paul M. City of Worcester Charter Commission, May 5, 1985.

(the voters, in 1991, approved a non-binding resolution in favor of a strong mayor system, so the charter reform process is underway again).

The new charter maintained the council/manager form of government, but made numerous changes which altered the balance of power in the city. One of the changes was to enlarge the city council from nine to eleven members. More significantly, five of the members are now elected by district, while the other six are still elected at-large. The mayor is directly elected by the people from among those candidates running for councillor-at-large who also indicate a desire to be elected mayor (he or she is on the ballot twice, and the top vote getter in the mayor category wins). He or she is still only a member of the council, not an independent or full-time mayor. The new charter also established a five member Board of Election Commissioners (including an independent), and neighborhood area councils.

A major change in the charter had to do with boards and commissions. The previous charter, with few exceptions, invested all appointment power with the city manager. Like Plan E in Cambridge, the city council had no role in the process. The new charter requires that all boards and commissions be classified by the city manager as either executive, regulatory, or advisory (as defined in the charter). The city council must approve these classifications. If a board or commission is classified as executive or regulatory, the city manager can make the appointments without council approval. For advisory boards and commissions, a majority of the city council must confirm the appointments. Members of regulatory and advisory boards or commissions must be selected from each of the five areas of the city corresponding to the five district councillors. No members of any board or commission may serve more than two consecutive terms, or more than ten years on the same board or commission.

The charter also established a Citizen Advisory Council (CAC). The CAC, made up of eleven members appointed by the city manager but confirmed by the city council, is responsible for publicizing vacancies, recruiting nominees, and making recommendations to the city manager for all boards and commissions. The CAC must give the manager at least two names for each opening, but the manager does not have to select from those names. Members of the CAC serve a maximum of two three-year terms. Staff support is provided by the city's Community Development office. In order to enhance recruitment and information about the boards and commissions, the council publishes a directory which includes a statement of mission, an application form, and a short description of each of the city's twenty-nine boards and commissions. The description includes the classification, membership, term, and any special requirements.¹⁹

ii) Mayor's perspective:

Jordan Levy, who has been Worcester's mayor for six year, likes the changes that were made in the charter. The old charter allowed a "buddy system by the city manager." In those days, only high socio-economic status citizens were appointed to boards and commissions. Now, Levy says, they are more representative of the diversity of the city. The current system has effective checks and balances. According to Levy, the city council shouldn't have a role in appointments other than the Citizen Advisory Council. The role of the boards and commissions is to be independent of politics, and they don't necessarily have to reflect the policy or philosophy of the city council. The city council, and even the city manager, should stay out of things once the appointments are made. However, the mayor and other councillors

¹⁹ See Appendix D for a sample of this information.

can, and should, help in doing outreach work and getting people to apply. Mayor Levy recommended that Cambridge consider the CAC approach.

iii) City Manager's perspective:

According to City Manager William Mulford, one of the driving forces behind the charter changes was that the previous city manager had been in that position for 34 years. The manager tended to reappoint the same people to boards and commissions, so there was little change in the government structure during a period in which the city changed demographically. Term limits existed under the old charter, but they were ignored. The city manager isn't fond of the new system, however. He says the Citizen Advisory Council doesn't save him any time or energy, and only adds one more group to worry about. For example, the CAC sometimes gives him as many as 16 resumes for one position. It also takes away from the accountability of the system. He is responsible for the appointments, and "gets blamed if the system isn't working, but I don't have control." The manager meets with the chair of the CAC on a regular basis, but it has its own rules, and is basically on its own. The CAC alters the time frame within which the manager has to work.

The manager says recruitment remains difficult due to the many specifications, such as district representation. Community leaders are reluctant to go through the process required by the CAC system, he claims. The manager does favor term limits, but not too short of ones for boards that deal with technical issues. Concerning the role of the mayor and city council, the manager believes they do have substantial power. They can change the ordinances governing boards and commissions (unless restricted by state law), and they have the ultimate power of removing the manager if they are unhappy with the way anything in the city -- including boards and commissions -- is running.

C) NEWTON

i) Background: strong mayor city

Unlike Cambridge and Worcester, where the city manager is the chief administrative officer, in Newton, "the executive and administrative powers of the City shall be vested solely in the Mayor."²⁰ The mayor is elected separately from the Board of Aldermen, the legislative body, and being mayor of Newton is a full-time job. The mayor has sole appointment and removal power in Newton. However, "appointments made by the Mayor shall become effective sixty days after the date on which notice of the proposed appointments is filed...unless the Board of Aldermen shall within the said sixty days reject such appointment."²¹ For multiple member bodies, a simple majority of the Board can reject an appointment. Thus, even though Newton is a "strong mayor" city, the legislative body has some control over appointments to boards and commissions.

Newton has fifty-three boards, commissions and committees. As in Cambridge and Worcester, these run the gamut in scope and size. Not all, however, are statutory. Many are created and disbanded by the mayor at his pleasure and therefore do not come under the veto power of the legislative body. These tend to be on short-term issues and advisory in nature. All statutory boards and commissions do come under the veto provision.

ii) The mayor's perspective:

Theodore Mann has been mayor of Newton for twenty-one years. As such, he has appointed hundreds of citizens to boards and commissions. To make the system work smoothly, each board or commission is assigned to a city department. That department is then

²⁰ Newton charter, Section 3-2(a).

²¹ Ibid., Section 3-3(a).

responsible for recruiting members, monitoring the activities of the board or commission, and providing staff support. The department head will sometimes do the interviewing as well.

For Mann, the problem is simply finding enough good people to serve on the various bodies. He tries to balance the memberships ethnically and geographically. He also has a policy that any member who misses three consecutive meetings resigns. Mann thinks fixed terms are advisable on some boards and commissions. Once he appoints the members, he stays out of the activities. The regulatory boards and commissions, in particular, should be totally independent and devoid of politics, Mann says. This also implies that the legislative body should stay far away from the boards and commissions, in his opinion. They can change the ordinance governing boards and commissions if need be, but that rarely happens.

C) **BERKELEY, CA**

i) Background: Council/manager with a separately elected mayor

The third comparison city is Berkeley, CA. Berkeley is a city 3,000 miles away, but similar to Cambridge in many respects. It is a city of ten square miles and about 100,000 residents situated across the bay from San Francisco. Like Cambridge, it's best known for a university, U.C. Berkeley, which is the largest employer in the city. The economy, based on a wide spectrum of service industries, is relatively stable. The population of Berkeley is diverse: fifty percent white, twenty-five percent African-American, nine percent Asian, and nine percent of Hispanic background. The politics are well known for their liberal bent (as evidenced by some of the nicknames given to the city: "Bezerkeley" and "The People's Republic of Berkeley").

Like Cambridge and Worcester, Berkeley has a council/manager form of government. However, unlike those, the mayor is independently elected by the voters for a term unrelated to that of the city council. The mayor is elected for a four-year term and councillors are elected for two-year terms. Once elected, the mayor has no extra powers other than an office and a small budget, and serves a function similar to the other eight members of the council. Six years ago, Berkeley switched to district elections for the council. The council is fairly stable in its makeup, which is dominated by two coalitions: the Berkeley Democratic Club (BDC), and the more progressive Berkeley Citizen's Action (BCA). Mayor Loni Hancock is a member of BCA, which holds three additional seats on the council. The BDC has three seats and there are two non-aligned members.

ii) The boards and commissions

The thirty-seven boards and commissions in Berkeley, as in Cambridge and elsewhere, cover a wide range of activities. They are all advisory to the council, but some are also quasi-judicial, some administrative, and some advisory to the city manager. They originated by one of four methods: the Charter, council action, voter referendum, or state/federal mandate.

The organization and management of the boards and commissions is unlike any of the other cities examined in this report. As a result of Fair Representation Ordinance, a voter initiative adopted in 1975, all boards and commissions must have memberships of nine or multiples of nine. Each member of the city council, including the mayor, makes an equal number of appointments to every board and commission. **The city manager has no role in the appointment process.** Each councillor appoints the person of his or her choice simply by notifying the city clerk of the name. Terms are for two years, to coincide with the terms of councillors, and membership automatically expires on December 1st of each even-numbered

year. There is no limit to the number of terms served, unless specified in the individual enabling ordinance.

Berkeley treats the issue of boards and commissions very seriously. In order to ensure that a broad spectrum of citizens participate, the city provides a modest stipend to board and commission members with incomes below a certain level. Although the city manager plays no formal role in the system, each board or commission is assigned a staff secretary, who is a city employee. The staff secretary reports to a department head, who is accountable to the manager (who has sole responsibility to make personnel decisions in the city). There are times when the department staff disagrees with a board or commission, in which case both reports are given to the city council -- which has the ultimate responsibility to determine policy.

The city clerk plays something of a coordinating role for the city in Berkeley. All appointments go through her and she publishes a detailed manual for board and commission members. She also prepares a status report on the boards and commissions that goes to the city council every six months.²² The report lists the current membership, appointments, resignations, and a profile of the members.

V. CONCLUSION

Some people question whether anything is wrong with the current system of management of the city's boards and commissions. If nothing is wrong, they contend, then there is nothing to fix. Looking at other city's models is, therefore, meaningless. Others

²²

See Appendix E for the table of contents of both documents.

acknowledge minor problems, but don't feel they are significant enough in the greater scheme of governing the city to warrant action. Still others believe there are serious, systemic problems, but that they can be addressed through management and organizational process reforms. In that case, examples from other cities may be helpful, but the constraints of Plan E remain. And finally, there are those who feel the whole system of government in Cambridge is out of balance and that any problems with boards and commissions simply exemplify that. In this school of thought, charter reform to alter the balance of power in the city is the only solution. In that case, models from other cities can be very helpful in framing the alternatives and their consequences.

Ultimately, it is up to the city council to decide which of the above cases is the most accurate portrayal of the situation in Cambridge. It is my view that there are problems with the management of the boards and commissions, and that they are systemic. It is also my view that changes within the context of the current government structure can be made, and they can be helpful.

Areas that changes can, and should, be made revolve around a few key issues. Specifically, recruitment, appointments, and the term lengths. Better recruitment can be achieved by a more systematic and open approach to recruiting by staff, board/commission members, the affirmative action officer, and the city manager or his staff. This, in and of itself, should lead to better appointments. The appointment process, however, should be reexamined. Vacancies should be filled within a specific period of time and the manager should have greater staff assistance with the process. Some cities, such as Seattle, WA, have full-time staff in the chief executive's office that do nothing but manage the boards and commissions. Finally,

a policy must be set on whether terms are indefinite or limited. The city council can provide critical guidance on all of these matters.

This report was undertaken with the assumption that boards and commissions play a meaningful role in the affairs of a city. Although beyond the scope of this paper, a fundamental decision must be made by the council as to whether or not that is the case. A review of all boards and commissions may be in order, and some sort of sunset provision which requires them to justify their continued existence may also be beneficial. If, and when, it is decided that boards and commissions are important, then they should be made a priority in the city -- by the council and by the manager. "A sound democracy is based on public involvement...successful citizen participation is as much a result of a belief in its importance as it is the result of good techniques."²³

VI. OPTIONS

There are a number of ways to slice this issue, and a number of levels that it can be attacked at. The options for enhancing the management of the boards and commissions can be divided into three basic categories, depending on the degree of change that is considered necessary: reforms can be made solely by management and organizational changes, by actions taken by the council (alone or in conjunction with the manager), and by charter reform. Each option listed below gets at one or more of the problems of the current system identified in this report.

²³

Watson, Susan. "Citizen participation: An effective way of doing business," Colorado Municipalities, volume 68 number 2, page 4.

Management and organizational changes:

- 1-a) A liaison for the boards and commissions should be established in the city manager's office, taking overall responsibility for the operation of the system.
- 1-b) Each board and commission should hold an open house/information session annually to inform the public of its activities, thus promoting interest in it (and attracting potential members).
- 1-c) Each board or commission should create a database of people and organizations interested in the subject for recruitment purposes. The information should be shared with the manager's office on a regular basis. A similar database should be created for term expirations.
- 1-d) A directory of all boards and commissions, listing all relevant information and containing directions for applying, should be created and distributed. In addition, the city's annual report and organizational chart should clearly identify all boards and commissions.
- 1-e) An citizen advisory committee should be established to assist the manager with all recruitment and appointments.

Actions taken by the council:

- 2-a) The city council should pass orders clearly establishing the policy goals of the city as they relate to specific boards and commissions (planning, rent control, etc.).
- 2-b) The council should pass orders directing the manager to make organizational reforms relating to the operation of the boards and commissions.
- 2-c) The council should amend the ordinances to require fixed terms for all boards and commissions that don't have them.
- 2-d) The council should require an annual report by the manager on the operation of the boards and commissions.
- 2-e) The council should pass an ordinance creating an advisory council to make recommendations on appointments to the city manager.

Charter reforms:

- 3-a) Revise the charter such that the city council has some jurisdiction over boards and commissions (either advice and consent or veto power). This could include the Citizen Advisory Council model of Worcester.
- 3-b) Revise the charter such that the council (or mayor) makes appointments to all or some specified boards and commissions.
- 3-c) Revise the charter to abolish the city manager's office and create a strong mayor with appointment power.

VII. RECOMMENDATIONS

At a minimum, the following steps should be taken to enhance recruitment, appointments, diversity, and term lengths, as well as to clarify the roles and responsibilities of the city council and the city manager:

- * A liaison for the boards and commissions should be established in the city manager's office. This could be divided among different staff members for different boards and commissions or, better, centralized in one person. The liaison would be the point person for all issues regarding the board or commission and would be responsible for ensuring the recommended databases are current and recruitment and appointments proceed smoothly. This function should be made an explicit part of the job description.
- * Each board and commission should create and maintain a database for recruitment. This should include people who have expressed an interest in the subject matter by attending or participating in meetings, as well as organizations representing interests concerned with, and affected by, the actions of the board or commission. The information should be shared with the manager's office on a regular basis.
- * A database on all term expirations should be kept current in the city manager's office and available in the city clerk's office. Members should be encouraged to notify the staff as early as possible if they will be stepping down before the end of a term. Staff should notify the manager's office of vacancies or new members immediately. All appointments should be made within 30 days of a vacancy.
- * A directory of all boards and commissions should be created and distributed by the city. It should contain a description of the board or commission, the types of activities it performs, its size, the term length, the current membership, term expiration dates, any special requirements, a staff contact able to provide more information, and details on the appointment process.
- * The city's Annual Report and organizational chart should clearly identify all boards and commissions. Phone numbers should be easily accessible.
- * The council should pass amendments to the authorizing ordinances creating more specificity for boards and commissions on issues such as membership and term limits, as well as technical definitions affecting policy. In particular, the Rent Control Board and the Biohazards Committee should be made to have fixed terms.
- * The council should pass orders directing the manager to make certain organizational reforms to enhance the efficiency of the current management system. These should include items such as establishing a policy on recruitment, appointments, diversity, and holdovers.
- * The council should pass an order requiring that an annual report on the operation of the boards and commissions be submitted to the council by the city manager.

LIST OF STATUTORY BOARDS AND COMMISSIONS IN CAMBRIDGE

Title	Contact Person	Report to/ Dept. **	Size	Term Length	Notable facts
1) Affordable Housing Trust Fund Board	Susan Schlesinger	ACM-CD	9	3 years	Chaired by the city manager
2) Animal Commission	Mark McCabe	CM	7 (a)	3 years	
3) Arts Council	Annabelle Hebert	CM	15	3 years	
4) Biohazards Committee	Kevin Doherty	CM/H&H	5 (b)	--	
* 5) Board of Zoning Appeal	Ranjit Singanayagam	CM/IS	5 (c)	5 years	Two term maximum
* 6) Commission on Persons with Disabilities	Gail Enman	ACM-HS	11 (d)	3 years	Ensure appointees rep. a broad cross section of the city
7) Conservation Commission	Liz Epstein	CM	3-7	3 years	Defined by state law
8) Consumer Advisory Commission	Paul Schlaver	License	7 (e)	2 years	
9) Council on Aging	Kathie Filsinger	ACM-HS	11 (f)	2 or 3 (g)	
* 10) Election Commission	Theresa Neighbor	CM/Comm.	4	4 years	Defined under home rule legislation
* 11) Health Policy Board	Anne Gardner	CM/H&H	15	3 years	Nominations from specified groups to maintain a fair balance
12) Historical Commission	Charles Sullivan	CM	7 (h)	3 years	
* 13) Human Rights Commission	Jan Platner	CM	11	3 years	Considered a department of the city; representative membership
* 14) Commission for Human Services Programs	Jill Herold	CM	9 (i)	3 years	Two term limit; four shall have served on a Neighborhood Council
15) Coordinating Council for Children, Youth & Families (The Kid's Council)	Neal Michaels	ACM-HS	20 (j)	1 or 3 (j)	Ordinance very detailed; vacancies filled within 60 days
16) Library Board of Trustees	Joe Sakey	CM	7 (k)	3 years	
* 17) License Commission	Richard Scali	CM	3 (l)	3 years	Defined by home rule legislation
* 18) Commission on Nuclear Disarmament and Peace Education	Cathy Hoffman	CM	20	3 years	Vacancies filled within 30 days; membership rep. of the city
* 19) Planning Board	L Barber/L Malenfant	ACM-CD	7	5 years	Appointments in April
* 20) Police Review & Advisory Board	Malvina Monteiro	CM	5	5 years	Rep. from each of the five sections of the city, reflecting the city's make up; no consecutive terms
* 21) Rent Control Board	Terry Morris	CM	5	--	Defined under home rule legislation
* 22) Commission on the Status of Women	Nancy Ryan	CM	20	3 years	Vacancies filled within 30 days; membership rep. of the city
23) Water Board	Nancy Barnes	CM	5	5 years	City Council members prohibited from serving. Appointments in June
24) Committee on Public Plantings	Jack Kelly	DPW			Not operating as in ordinance
25) Community Schools Commission					NOT OPERATIONAL
26) Energy Commission					NOT OPERATIONAL
27) Veterans Advisory Committee					NOT OPERATIONAL

(footnotes on next page)

APPENDIX A: Footnotes

* Examined as part of this report.

** CM = City Manager

ACM-CD = Assistant City Manager for Commuity Development

ACM-HS = Assistant City Manager for Human Services

H&H = Health and Hospitals

IS = Inspectional Services

License = License Commissioner

Comm. = Election Commission

DPW = Department of Public Works

- (a) The Police Commissioner and the Commissioner of Public Health are statutory members.
- (b) The Comm. of Health & Hospitals, the Chair of the Health Policy Board, and a min. of 3
- (c) There are four associate members who serve two year terms.
- (d) One from Dept. of Public Works, one from Dept. of Human Services, at least 3 with handi
- (e) Sealer of Weights & Measures and Chair of the License Commission plus 5.
- (f) Seven over the age of 60.
- (g) Those over 60 serve 3 years, the others serve 2 year terms.
- (h) Nominees submitted by certain organizations; three alternate members.
- (i) One designated by Supt. of Schools, two with exp. of human services in the private sect
- (j) 12 of the 20 members are specified in the ordinance; City Council and School Committee members appointed by CM, with advice and recommendations from the Mayor, others by the CM with the advice and rec. of the Council; all but three serve 3 year terms.
- (k) One is a member of the School Committee
- (l) The chair, a full-time city employee, serves a renewable 3 year term. Other members are the Fire Chief and Police Commissioner.

APPENDIX B

<u>List of Interviews:</u>	<u>Date</u>
Alice Wolf Councillor, former mayor	10/30/91, 12/12/91, 2/3/92
Jill Herold Assistant City Manager (oversees Human Services Commission, and Aging and Handicapped report to her)	11/21/91
Robert Healy City Manager	11/26/91
Ranjit Singanayagam staff to the Board of Zoning Appeals	11/26/91
Terry Morris Executive Director, Rent Control Board	11/27/91
Cathy Hoffman Executive Director, Peace Commission	12/4/91
Nancy Ryan Executive Director, Women's Commission	12/4/91
Les Barber & Liza Malenfant staff to the Planning Board	12/5/91
Jan Platner Executive Director, Human Rights Commission	12/5/91
Anne Gardner staff to the Health Policy Board	12/5/91
Professor Alan Altshuler Chair, Taubman Center on State and Local Government	12/5/91
Malvina Montiero Executive Director, Police Review Board	12/6/91

Appendix B

Gail Enman Executive Director, Commission on Persons with Disabilities	12/6/91
Theresa Neighbor Executive Director, Election Commission	12/9/91
Richard Scali Executive Director, License Commission	12/9/91
Bill Walsh Councillor	12/10/91
Frank Duehay Councillor	12/12/91
Paul Deitrich Chair, Planning Board	12/13/91
Florrie Darwin Chair, Rent Control Board	12/13/91
Alex Rodriguez Chair, License Commission	1/17/92
Peggy Schirmer Acting Chair, Peace Commission	1/20/92
Melvin Gadd Chair, Board of Zoning Appeals (no longer on the board)	1/22/92
Jordan Levy Mayor, Worcester	1/22/92
William Mulford City Manager, Worcester	1/22/92
Theodore Mann Mayor, Newton	1/28/92

Appendix B

Ellen Semonoff Assistant to the City Manager, Cambridge former chair, Rent Control Board	1/28/92
Phil Dowds Community activist	2/3/92
Geneva Malenfant Community activist, former member Planning Board and Historical Commission	2/5/92
Kathy Born Community activist	2/6/92
Lorenzo Parra Chair, Human Rights Commission	2/18/92
Ron Benham member & former chair, Human Services Commission	2/25/92
Fred Cohn member, Planning and Rent boards	2/27/92
Jackson Hall Chief of Staff, Mayor Reeves	3/5/92
David Clem Developer and former Councillor	3/6/92
Saundra Graham former Councillor	3/11/92
Hal Cronkite Assistant City Manager, Berkeley, CA	3/13/92
Estelle Parris & Barbara Ackerman chair & vice-chair, Health Policy Board	3/13/93

Appendix B

<p>Kathy Speigelman Director of Planning, Harvard University former Director, Cambridge Community Development Department</p>	<p>3/17/92</p>
<p>Victor Do Cuoto Executive Director, COPA</p>	<p>3/20/92</p>
<p>Rev. Nelson Foxx St. Bartholomew's Episcopal Church</p>	<p>3/20/92</p>
<p>Lisa deLima former member, Board of Zoning Appeals</p>	<p>3/31/92</p>

Other people contacted:

- Deborah Lerne Goodman, Executive Assistant to Mayor Wolf
- Jill Hyland, MA Municipal League
- Christine Ulrich/Betsy Sherman,
International City Management Association
- Dennis Rosser, National League of Cities
- Alan Wallace/David Lampe, National Civic League
- Roberta Schafer, Worcester Municipal Research Bureau
- Marilyn Contraeas, state office of
Communities and Development
- Susan Lamea, Lowell City Manager's office
- Dan Boggan, former City Manager, Berkeley
- Lisa Peterson, Assistant to the City Manager
- Bill Gomes, Affirmative Action Officer
- Eliot Spaulding, former editor Cambridge Chronicle
- Paul Schlaver, Consumer Advisory Commission

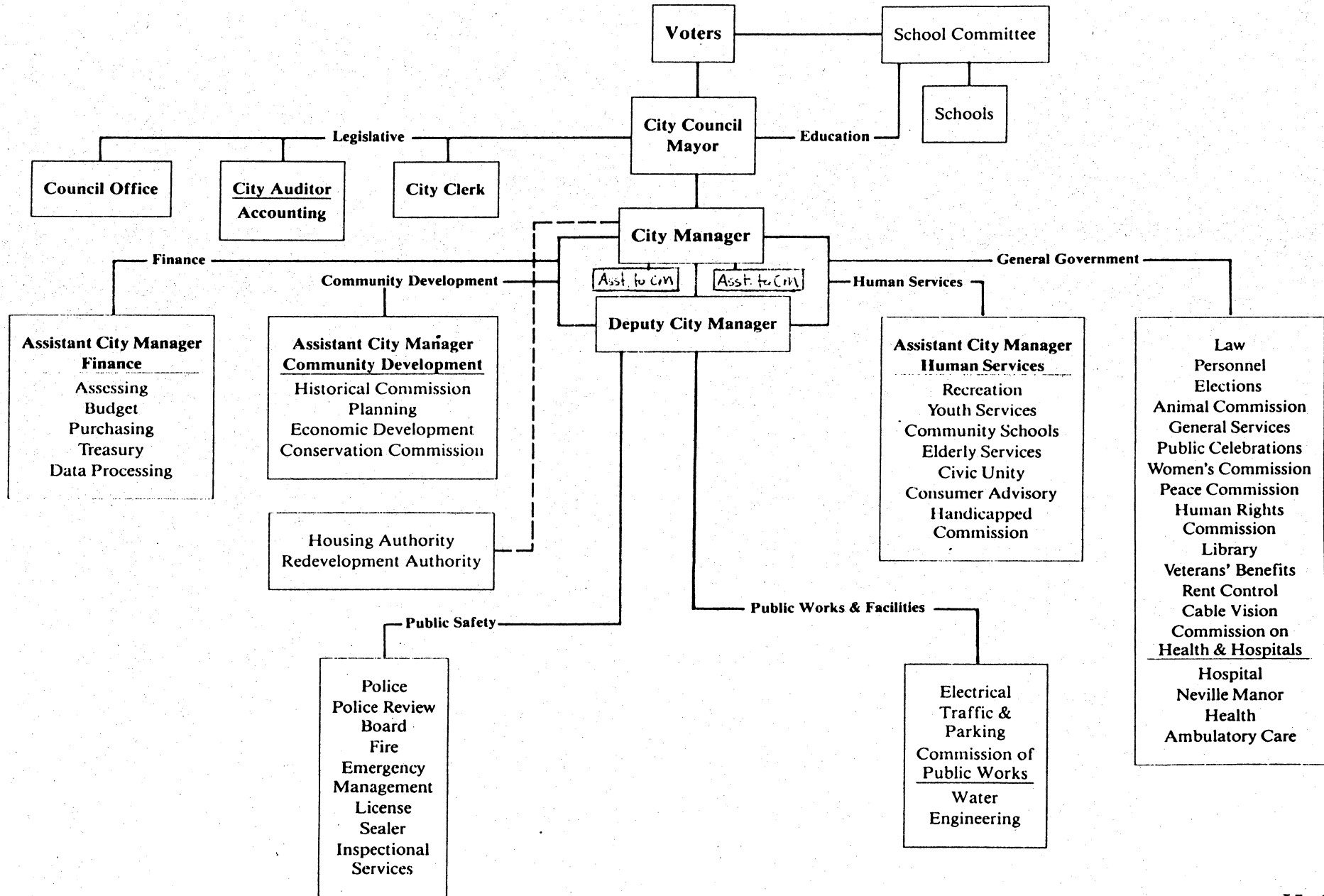
Meetings attended:

- Rent Control Board
- License Commission
- Planning Board
- Board of Zoning Appeals

ORGANIZATIONAL CHART

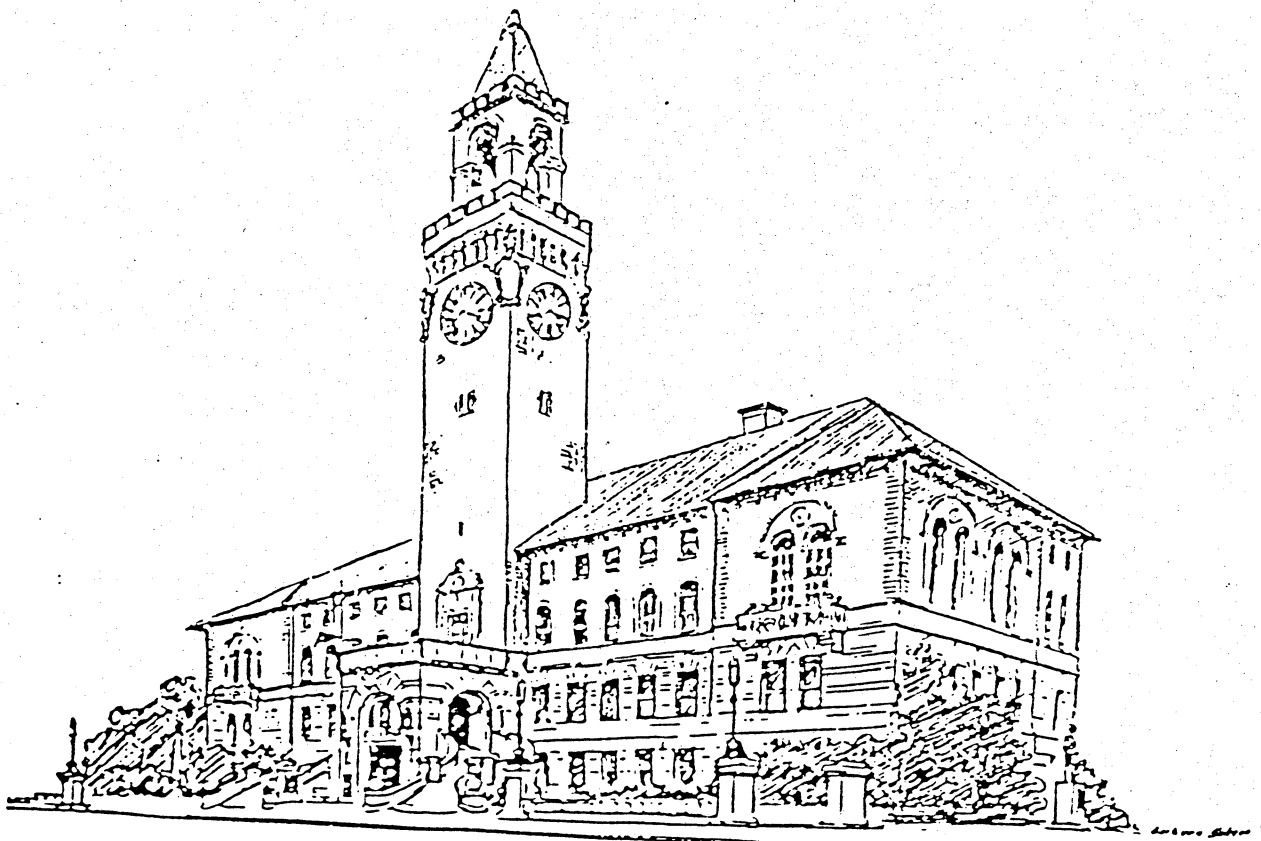
City of Cambridge, Massachusetts

APPENDIX C



- 46 -

City of Worcester
Citizen Advisory Council



Worcester City Hall

Appointment Procedures
for
Boards & Commissions

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WILLIAM J. MULFORD
CITY MANAGER



CITY OF WORCESTER

CITIZENS ADVISORY COUNCIL

Chairman
Charles J. Buffone
Vice Chairman
Michael Curtis

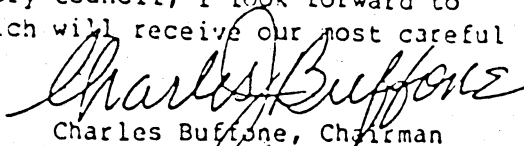
October, 1990

To the Residents of the City of Worcester:

As Chairman of the Citizen Advisory Council, it is my pleasure to present to the residents of the community this directory of those municipal boards and commissions whose members are nominated for appointment by the City Manager upon recommendation of the advisory council. This procedure was established by the home rule municipal charter approved by the voters of Worcester in 1986. Included in the directory is the section of that charter creating this advisory council and specifying its powers and procedures.

This directory is intended to make it easier for residents to become knowledgeable about the many appointive boards and commissions which exist within the local government of the City of Worcester. Each board, commission and committee is listed with its official title, the legal source of its existence and authority, its term of office and number of members. Most importantly, each entry gives a brief description of the expected duties of a member, as well as some idea of what board members actually do and what kind of background might be desirable of a candidate. While some boards must legally require certain types of expertise from candidates, most appointments do not have unusual educational or vocational requirements. The only universal requirement is that candidates must be bona fide residents of the City of Worcester.

The directory includes an application form which must be submitted to the advisory council. This form will be kept on file by the advisory council and will be used to screen candidates as openings occur. I encourage all residents of this city to actively participate in the operation of our local government by reading this document and selecting one or more appointive boards or committees for which they feel they have some interest or expertise to share. On behalf of the Citizen Advisory Council, I look forward to receiving your application, which will receive our most careful consideration.


Charles Buffone, Chairman
Citizen Advisory Council

APPLICATION FOR NOMINATION AND APPOINTMENT TO
APPOINTIVE BOARDS, COMMISSIONS
AND ADVISORY COMMITTEES

NAME: _____

ADDRESS: _____

TELEPHONE: _____

CITY ELECTORAL DISTRICT (IF KNOWN): _____

PLEASE LIST, IN THE ORDER OF YOUR PREFERENCE, UP TO THREE MUNICIPAL BOARDS, COMMISSIONS AND/OR ADVISORY COMMITTEES USING THE OFFICIAL TITLES AS PRESENTED IN THE DIRECTORY OF BOARDS AND COMMISSIONS. YOU WILL BE CONSIDERED FOR NOMINATION AND APPOINTMENT TO THE CHOICES YOU INDICATE ON THIS FORM, WHICH WILL BE KEPT ON FILE WITH THE CITIZEN ADVISORY COUNCIL UNTIL YOU SUBMIT A REVISED APPLICATION OR REQUEST THAT YOUR NAME BE REMOVED FROM CONSIDERATION.

FIRST CHOICE: _____

SECOND CHOICE: _____

THIRD CHOICE: _____

PLEASE MAIL THIS APPLICATION, OR BRING IT IN PERSON, TO THE CITIZEN ADVISORY COUNCIL, MR. CHARLES BUFFONE, CHAIRMAN, IN CARE OF THE CITY OF WORCESTER LAW DEPARTMENT, ROOM 301, CITY HALL, 455 MAIN STREET, WORCESTER, MASSACHUSETTS 01608.

THANK YOU FOR EXPRESSING A WILLINGNESS TO SERVE THE CITY OF WORCESTER. THE CITIZEN ADVISORY COUNCIL LOOKS FORWARD TO HEARING FROM YOU.

LISTING OF BOARDS AND COMMISSIONS
APPOINTED BY THE CITY MANAGER
UPON RECOMMENDATION OF THE
CITIZEN ADVISORY COUNCIL

The following list gives basic information on those municipal government boards, commissions and committees whose nominees are recommended to the City Manager by the Citizen Advisory Council. This is not an exhaustive list of all municipal boards, many of which are appointed without reference to the C.A.C. All boards listed herein are classified according to the provisions of the Worcester City Charter. A short glossary follows defining this system of classification.

CLASSIFICATION OF BOARDS
GLOSSARY OF TERMS

- ADVISORY:** Advisory committees provide advice and information to the City Council, the School Committee, and the City Manager. Such advice is not binding upon these agencies. Nominees to advisory committees must be confirmed by a majority vote of the City Council.
- EXECUTIVE:** Executive boards and commissions establish policy for city departments, and supervise departmental operations through an executive officer who is the administrative head of a City agency. The City Manager appoints all members without need for City Council confirmation.
- REGULATORY:** Regulatory boards and commissions have responsibilities relating to the application and enforcement of laws and regulations, and have the power to adjudicate disputes regarding the application of laws and regulations; issue permits or licenses; hear appeals from aggrieved persons complaining about administrative actions. The City Manager appoints all members without need for City Council confirmation.

Historical Commission

Classification: Executive -

Created by: Revised Ordinance Chapter 2, Article 38; M.G.L. Chapter 40, Section 3D; M.G.L. Chapter 40c, Section 4 & 14

Term: Three (3) years

Membership: Five (5) Members, Two (2) alternates

Special requirements for nomination:

If and when new Historical districts are created in accordance with the statutes, additional members will be appointed to include a resident of the new district.

Commission functions:

The duties of Commission members include:

- a. Issuing certificates of appropriateness, certificates of non-applicability, and certificates of hardship with respect to construction or alteration of buildings and structures within the historic district when such construction or alteration affects exterior architectural features;
- b. Conducting research for places of historical value, to coordinate the activities of unofficial bodies organized for similar purposes;
- c. Cooperating with and advising the Planning Board, the Redevelopment Authority, the Office of Planning and Community Development and other city agencies in matters involving historic sites and buildings;
- d. Cooperating with and enlisting assistance for Worcester from the National Park Service, the National Trust of Historic Preservation, and other agencies, public and private, concerned with historic sites and buildings;
- e. Advising owners of historic buildings in Worcester on problems of preservation.

Rent Review Board

Classification: Regulatory

Created by: Revised Ordinances, Chapter 2,
Article 35

Term: Terms are staggered: one, two and
three year terms.

Membership: Seven (7) members

Special requirements for nomination:

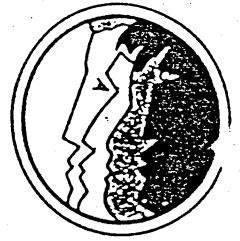
NONE

Board functions:

- (a) To receive, hear and consider complaints of alleged rent abuse from residents of the City of Worcester who occupy private housing units in Worcester. No complaint may be acted upon unless the tenant is current in rental payment as of the date of filing the complaint and has paid at least one month's rent on the unit in question.
- (b) To investigate any complaint of rent abuse properly before it;
- (c) To refer to the appropriate agencies complaints of discriminatory practice or violations of the sanitary, fire or building codes;
- (d) To render and publish its decision on alleged complaints of rent abuse;
- (e) To secure information, make investigations and conduct studies by itself or through existing municipal agencies.



City of Berkeley



City Clerk Department
Martin Luther King, Jr.
Civic Center Building
2180 Milvia Street
Berkeley, California 94704

(415) 644-6480
TTY (415) 644-6915

FOR COUNCIL INFORMATION
September 11, 1990

To: Honorable Mayor and
Members of the City Council

From: Michael Brown, City Manager

Subject: BOARD AND COMMISSION MEMBERSHIP STATUS REPORT
FOR PERIOD 1/1/90-6/30/90

The following report prepared by the City Clerk is attached for Council's information:

<u>Report Description</u>	<u>Page</u>
Current membership on Berkeley Boards/Commissions/Committees	2
Current membership on Other Boards/Commissions/Committees	18
Profile of sex, ethnic identification and geographical location	20
Resignations or terminations processed since last report	24
Appointments/Reappointments made since last report	26
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Attachments

Approved by:


Marie McKechnie, City Clerk

THE COMMISSIONERS' MANUAL

Background Information
Rules and Procedures

Adopted by the Berkeley City Council

Resolution No. 54,254-N.S.
May 3, 1988

Revised to: November 27, 1990

Members of boards and commissions provide an invaluable service to our City. They advise the City Council on a wide variety of subjects by making recommendations on important policy matters. Over the years, the services and programs provided by the City have expanded. Without the assistance of the various boards and commissions, the City Council could give many complex and significant matters only a perfunctory review. The detailed studies and considered advice of boards and commissions are often catalysts for innovative programs and improved services.

Serving on a board or commission can be a rewarding experience for community service-minded residents. It is an excellent way to participate in the functioning of local government and to make a personal contribution to the improvement of our community. If we are to have government "of the people, by the people and for the people," we must have the continued participation of the many dedicated board and commission members. Making local government effective and responsive is everybody's responsibility.

On behalf of the City Council, I wish to thank each board and commission for their service and extend an invitation to all residents of the City to give serious consideration to serving on a citizens' advisory body.

MARIE McKECHNIE
City Clerk

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CAMBRIDGE CITY COUNCIL

CITY HALL, CAMBRIDGE, MASSACHUSETTS 02139

(617) 349-4280

FAX (617) 349-4287

Alice K. Wolf
City Councillor

Mayor
1990-1991

TO: THE HONORABLE, CITY COUNCILLORS
FROM: Alice Wolf *akw*
DATE: JUNE 22, 1992

RECEIVED BY
CITY CLERK
1992 JUN 18 PM 4:59
CAMBRIDGE MA.

I am enclosing a policy analysis for the Management of the Boards and Commissions in the City of Cambridge written by Daniel Rich of the John F. Kennedy School of Government.

COMMUNICATIONS & REPORTS
FROM CITY OFFICERS

S-556

Comm. from Councillor Alice K. Wolf,
transmitting a policy analysis for
the management of boards and commissions
in the City of Cambridge written by
Daniel Rich of the John F. Kennedy
School of Government.

In City Council,

June 22, 1992

*Report accepted
Copy to City Mgr.
Copy sent to City Mgr
6/25/92 (de)*