

# **CHARTER REVIEW COMMITTEE**

## **COMMITTEE MEETING**

~ AGENDA ~

Tuesday, May 23, 2023 5:30 PM Remote Meeting

## I. CHARTER REVIEW COMMITTEE

A communication was received from Charter Review Project Manager, Anna Corning, transmitting the Charter Review Agenda.

A communication was received from Charter Review Project Manager, Anna Corning, transmitting the Charter Review Agenda Packet.

A communication was received from Charter Review Project Manager, Anna Corning, transmitting a Memo from the Collins Center.

A communication was received from Charter Review Project Manager, Anna Corning, transmitting a Memo from the Collins Center.



# City of Cambridge

(ID # 19583) **IN CITY COUNCIL** May 23, 2023

#### A PUBLIC MEETING OF THE CAMBRIDGE CHARTER REVIEW COMMITTEE

May 23, 2023, @ 5:30 p.m. REMOTE ONLY – VIA ZOOM

Pursuant to Chapter 2 of the Acts of 2023 adopted by Massachusetts General Court and approved by the Governor, the City is authorized to use remote participation at meetings of the Cambridge Charter Review Committee.

The zoom link is: <a href="https://cambridgema.zoom.us/j/83253118929">https://cambridgema.zoom.us/j/83253118929</a>

Meeting ID: 832 5311 8929

One tap mobile +13092053325,,83253118929# US

# Agenda Items – Tuesday, May 23, 2023

- Roll Call 5:30 PM
- II. Introduction by Chair, Kathy Born
- III. Adoption of Meeting Minutes from the meeting of
- IV. Meeting Materials Submitted to the Committee to be placed on file
  - Communications from Committee Members
  - Communications from Council Members
  - Communications from the Public
    - *i.* A communication was received from Kelly Dolan, regarding accountability for the legislative branch
      - 1. pg. 2-3
    - ii. A communication was received from Valerie A. Bonds, regarding support for 2-year city council terms, and comments about the current structure
      - 1. pg. 4-5
    - iii. A communication was received from Aram Harrow, regarding support for even-year elections and comments about the relationship between the city manager and council.
      - 1. pg. 6
  - Other Meeting Materials
- V. Public Comment
  - Members of the public are invited to share their ideas or comments with the committee.
- VI. Review Key Decisions and Provisions under the two forms of government
  - **Facilitator**: Libby, Mike, and Anna **Goal**: Walkthrough chart outlining Mayor-CAFO-Council structures.



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# **Charter Reform Discussions**

Kelly Dolan <kelly.dolan.kd@gmail.com>

Wed 5/10/2023 8:57 AM

To: Cambridge Charter Review Committee < Charter Review Committee @ Cambridge ma.gov >

I've been following the Charter Reform Review discussions and was glad to hear the committee finally engage in some substantial topics during recent meetings.

But it was a bit frustrating to hear accusations that our current form of government isn't democratic enough nor is it accountable or addressing the needs of its people without specific examples and evidence. That made the discussions for a strong mayor vs a city manager too theoretical to effectively address such allegations.

There are over 50 boards and committees made up of residents involved with working with the city on various issues such as zoning, climate, justice and safety issues. Just recently the City's Health and Environment Committee held a working group meeting with the City's DPW, Urban Forestry, and the Department of Public Planting, with citizen lead groups Green Cambridge, and Cambridge 4Trees to discuss our urban forest. Similar city/resident groups created the recommendations for Envision Cambridge, Central Square C2K2 and Alewife Planning. Recently the City Council was granted more influence in who actually gets assigned to these boards and commissions.

According to the city's website there are currently 14 neighborhood groups in various forms of activity. One is the Cambridgeport Neighborhood Association, a great example of a citizen lead organization that has worked effectively with the city and DCR to maintain and improve local parks and Magazine Beach, as well as host an amazing array of educational and information programs.

The City Council's Ordinance Committee reviews and addresses at least 8 to 10 citizen lead zoning proposals every year for issues such as affordable housing, multifamily housing, climate resiliency, transportation solutions and even Central Square Starlight entertainment permits. Anyone who can get 10 resident signatures can propose zoning changes to the city's codes.

How the city establishes the budget is another confusing issue for the Committee. It's the City Council's responsibility to begin every Council with agreed upon goals and priorities for the city so that the city manager can address them though the budget. Sadly, there have been too many years when Councilors don't even bother to update and define their priorities, even as they complain about its complexity, or blame the city manager for not giving enough funding for one of their pet projects. Given the size of our budget, the numerous projects we support and the incredible detail the budget office provides, the budget book is rather large, but is clearly presented if anyone bothers to read it. Cambridge has been actively soliciting residents' input for the budget since 1996 under Healy, and good Councilors know how budgets work and how to get more funding to their programs.

There are many local city groups that work with City Councilors to successfully influence budget appropriations and new programing and services. In 2019 the City Council voted down the city's budget for Technology until the city manager agreed to review investment in broadband, leading to an outside consultant and current proposals under consideration. The Bike Safety Committee helped enact an Ordinance that will force the city to spend many millions on bike lanes. Safety advocates have successfully lobbied the city to invest in an Alternative Police response.

Over the past few years there has been a focused effort from Councilors and citizens groups to shift more money into affordable housing, along with voters choosing to also include our Community Preservation Funds. So this year we have one of the highest rates of affordable housing funding in the state with \$44 million dollars, double the amount from just a few short years ago. We will be

spending \$39k per public school student in Cambridge vs the state's average of \$19k. The new proposed budget for FY24 has \$59 million more in new programs like Universal Pre K, bike lanes and a new Alternative Community Safety program.

In 2015 the city created the Participatory Budget program which allows residents to submit and vote to spend over \$1million of the city's budget for including trees, bike lanes and assorted neighborhood amenities to get more residents, especially young residents 12 and up involved with their governmental process. This is a wildly successful project that gets 8700 residents voting and has spent \$7.5 million dollars of the city's budget.

All of this citizen input and involvement does create a lot of complexity and adds enormous time to decision making. It's difficult to follow through on all the various ways issues are proposed, debated and finally decided. And because our system is so democratic, considerate and complex it's difficult to point to one person who's ultimately responsible for the final decision. A good example of this has been the issue for our police department to use body cams. An issue weighed down so much by the need to balance privacy rights with public safety that no decision was made until an unfortunate accident highlighted the lack of a final action plan.

So perhaps it's time to move on from the executive branch and examine the role of our legislative branch which has direct accountability to voters, is elected by a relatively small minority and selects a mayor and vice mayor based on horse trading and friendships instead of votes and expertise. 9 Councilors means there is one for every 13,000 people in this city, or one for every 5,272 households as the city continues to grow. Over the past 10 years the Councilor role grew from part time to full time, with the addition of aides and huge funding increases. I can't recall ever hearing about a review for the previous 3 City Managers, even though its listed as one of the duties of the City Council. Some Councilors don't bother to hold Committee meetings or publicize meeting notes. Yet there has been less and less direct responses from almost all of them, as well as from city staff. While there are many more options for one way public comment, especially since zoom, two way interactions and dialogues have decreased, leaving more residents with the frustrating feeling of not being heard, and not having enough information about how their city operates. Clearly the accountability of this branch of our government needs some attention.

Looking forward to more in depth conversations on these very important topics, and thank you all for the amount of work and personal time you have put into this effort.

Sincerely

Kelly Dolan Upland Road

## Charter E

# vanbs <educatorvanbs@gmail.com>

Thu 5/11/2023 6:04 PM

To: Cambridge Charter Review Committee < CharterReview Committee @ Cambridgema.gov > Good afternoon Members of the Charter E Committee:

I hope you are doing well.

I continue to believe, at this time, members of the City Council should remain with a two year term. Other than the recently elected

Councillors, terms of service of some sitting Councillors are from 3 terms to five terms.

Because Councillors have a two year term, they make an attempts to engage in outreach, direct contact with Residents during the second year of their term. They are more likely to attend community meetings, participate in hybrid events and yes, even knock on our doors to make inperson, individual connection.

City Councillors have the ability to receive funds through donation', response to constituents with wealth, organizational power, and influence often at the expense of the underserved, underrepresented and marginalized members of our community.

There are many who are not voting constituents who live in Cambridge and require the service of our City Councillors. Our Children, visiting Students, undocumented individuals, homeless individuals and those who have neither the wealth or the organizing power to get the attention of the City Councillors.

In a very recent Council meeting, in my opinion, our Mayor was more of a referee than a facilitator between members of the City Council.

Given the influx of large sums of money to political candidates and incumbents, the leaning toward policies that favor accumulation of votes to remain and sustain political presence, and the ever growing concerns related to ethics, moral compass, accountability and veracity among police figures at all levels of government, we must be very careful aligning professional politicians with those who choose public service.

Unlike the members of the City Council, the City Manager must have specific education, knowledge, expertise and experience and I believe a skill set, that can be applied to the role, responsibility and function of the office of City Manager. A business acumen, financial expenditure knowledge and selfless service commitment is essential.

As a public servant, the City Manager's only obligation, level of accountability and purpose in office is the public good and welfare of all who reside in our community. The City Manager does not have to rely on donations to a campaign, consideration to large donators or how many constituents must be convinced to keep him or her in office. The City Manager cannot accept gifts or engage in any activity that may pose a conflict of interest. The need to keep corruption at bay must continues. The City Council must stay in their lane.

I am not sure about electing a Mayor. Having the Mayor appointed by the Council has concerns. Having a Mayor elected can lead to decisions based on the constituency than the community.

I have so much respect for this Committee. In many ways, the future of Cambridge rests in what you present to a Council that is looking for more power and authority instead of more accountability, consensus and commitment to all who reside in our community.

Best to you,

M. Bonds / Valerie

Valerie A. Bonds 812 Memorial Drive Cambridge, MA 02139 Educatorvanbs@gmail.com 617-821-7592

# election years and the city manager

Aram Harrow <a href="mailto:harrow@gmail.com">harrow@gmail.com</a>

Fri 5/12/2023 3:21 PM

To: Cambridge Charter Review Committee < CharterReview Committee @ Cambridgema.gov > Dear CRC,

Thank you for your important work on these hard questions!

- 1. From your election data it is clear that odd-year elections significantly depress turnout. I hope you will recommend that Cambridge move its local elections to even years.
- 2. I am much less confident about this second point, but I think the city manager is too powerful. If we could move to a system where the elected officials set the policy priorities and the appointed officials implement them, that would be more democratic. Our city manager seems great but questions like whether Cambridge makes afterschool universal should really be decided by city council or an elected mayor, and not the city manager.

Thanks for taking the time to read this, Aram Harrow (Cambridge resident) Commented [10R8]: How to make the goal setting and benchmarks for CM more public

Commented [11R8]: Types of goals - city manager and councils goals separate.

Commented [1]: would changing this give city council more power?

Commented [2R1]: higher threshold give the CM more of a mandate and sets up for productive relationship

Commented [3]: How might residency requirements affect quality of candidates.

Commented [4]: Would term limits deter potential candidates from applying or taking the position?

Commented [5]: What are other enforcement mechanisms to force CM to implement policy orders from city council.

- what are some examples of stronger recourse for this?

Commented [6R5]: Research some strong town manager charters - how the legislative body provides more oversight. Certain actions require oversight/approval from legislative

Commented [7R5]: A way to say in the charter for the council and manager shall come to an agreement in how the review , budget, or goal setting might work.

Commented [8]: How often would this occur? Every two years with new elected council?

Commented [9R8]: Goal setting aligning with length of term.

Commented [12]: Representation of Cambridge in regional bodies

DECISION CHART FOR ARTICLE 3: EXECUTIVE BRANCH		
Potential Decision Areas	Council-Manager	Mayor-Council
QUALIFICATIONS; TERM OF OFFICE; COMPENSATION; PROHIBITIONS; EVALUATION AND GOAL SETTING (for City Manager).	Appointed by Council  Majority or % - (currently majority)  Qualifications / Eligibility  Resident / non-resident  Term  Years for the contract (up to 5?) - (currently typically 3)  Multiple successive terms if approved by vote of the Council  Compensation  Set by City Council via ordinance and restrictions on when salary changes can go into effect  Prohibitions  Prohibitions on holding other offices concurrently and after leaving office.  City Council cannot be appointed as City Manager Evaluation  States that Council shall evaluate the City Manager  Goal Setting  New language about the Mayor and Manager collaboratively setting goals	Election
POWERS / DUTIES	<ul> <li>Can be general (deferring specificity to ordinance) or specific but generally includes oversight of city departments, agencies, supervision of employees, development of and responsibility for budget</li> </ul>	General statement of executive powers (ex: The executive powers of the city shall be vested solely in the mayor and may be exercised by the mayor either personally or through the city agencies

Commented [13]: Examples from other communities, and any outcomes from those cities/towns. Outside of MA?

Commented [14]: challenging if too difficult, lack of quorum challenges for committees

Commented [15]: Is there a way to have a veto process for CM that would require a policy order to get a 2/3 vote? No current examples of this

		Allowing a vacancy in office with acting Mayor at certain time frame before next municipal election)
REMOVAL (only City Manager)	<ul> <li>Suspensions</li> <li>Removal (quantum of vote, opportunity to publicly respond to removal)</li> </ul>	
VETO (only Mayor)		Veto Process  Timeframes for veto, return and reconsideration by City Council,  Supermajority vote to override veto  Effect of no action by Mayor (i.e. pocket veto, failure to sign or return within 10 days)



# City of Cambridge

(ID # 19645) **IN CITY COUNCIL** May 23, 2023



#### EDWARD J. COLLINS, JR. CENTER FOR PUBLIC MANAGEMENT

JOHN W. McCORMACK GRADUATE SCHOOL OF POLICY AND GLOBAL STUDIES UNIVERSITY OF MASSACHUSETTS BOSTON

100 Morrissey Boulevard Boston, MA 02125-3393 P: 617.287.4824 F: 617.287.5566 mccormack.umb.edu/centers/cpm collins.center@umb.edu

#### Memorandum

TO: Cambridge Charter Review Committee FROM: The Collins Center Charter Project Team

DATE: May 23, 2023

RE: Memo 6: Charter Language for Goal Setting and Evaluation Protocols

#### Overview

During the May 9<sup>th</sup> meeting, Committee members raised questions regarding the goal setting and evaluation process. The project team researched charter language regarding goal setting and evaluation process. The sparse charter language indicates that in communities – even those outside of Massachusetts and those with robust evaluation processes – develop the details of the process outside of the charter. Doing so allows for more flexibility in the goal setting and evaluation process, however it also provides less ability to specify the process. Below is a summary of charter language that reflects on goal setting and evaluation for manager positions.

#### **Goal Setting and Evaluation Provisions for Managers**

#### Amherst:

"SECTION 3.9: ANNUAL REVIEW OF THE TOWN MANAGER
The Town Council shall conduct an annual review for the purpose of assessing the Town
Manager's performance."

## Barnstable:

"Annually the town council shall prepare and deliver to the town manager a written evaluation of the town manager's performance."

### Bridgewater:

"Section 4-9. Annual Review of the Town Manager

Annually, the council president shall cause the town council to prepare and deliver to the town manager a written evaluation of the town manager's performance. The evaluation shall be conducted in accordance with any applicable general or special law."

# Chelsea:

"Sec. 4-8. - Annual review of the city manager.

Annually the city council shall prepare and deliver to the city manager a written evaluation of the city manager's performance. The President of the Chelsea City Council shall annually appoint a committee to perform the city manager's evaluation.

The city council shall publish in at least one newspaper of general circulation in the city a notice stating the date and time of the city council meeting when the city manager's annual review shall be scheduled. Such notice shall appear at least 14 days before said meeting."

# East Longmeadow:

"The Council shall conduct an annual review of the Town Manager's job performance, a summary of which shall be available to the public."

"There shall be an annual review of the Town Manager's job performance conducted by the Town Council."

Franklin: None

Lowell: (Plan E Charter, MGL c. 43, s. 103) - None

North Attleborough: None

## Palmer:

"Review of Town Manager — The Town Council shall conduct an annual review of the Town Manager. The Town Council shall review the performance of the Town Manager at least once a year."

"The Town Council shall establish guidelines for the review of the Town Manager. The Town Council and the Town Manager shall jointly establish goals for the Town Manager."

## Randolph:

"Section 3-6

**Evaluation of Town Manager** 

There shall be an annual review of the town manager's job performance conducted by town council."

Southbridge: None

### Watertown -

SECTION 3-6

**EVALUATION OF CITY MANAGER.** 

The city council shall conduct an annual review of the city manager's job performance in a manner provided by ordinance. This review shall include specific metrics for goals related to the powers and duties outlined in Section 3-2. The council shall provide opportunities for public participation in the review process.

# Winthrop -

The council president shall initiate and lead the town council in an annual review of the job performance of the town manager for the purpose of assessing the strengths and weaknesses of the town manager's performance. The review shall be based on a written list of performance criteria and goals developed, in concert, by the town manager with the council president and the town council. Copies of the criteria and goals, with an invitation to submit written comments, shall be available to the public at the office of the council president and at the town council's office. The council president shall submit an evaluation statement to the council. After due consideration the town council shall adopt a written report of its evaluation. The report shall be placed in the town manager's personnel file and a written summary shall be released to the public.

#### Worcester:

Section 3-7 Evaluation.

The city council shall annually, in open session except as provided by section twenty-three B of chapter thirty-nine of the General Laws, conduct a general review and evaluation of the professional competence and job performance of the city manager.



# City of Cambridge

(ID # 19646) **IN CITY COUNCIL** May 23, 2023



#### EDWARD J. COLLINS, JR. CENTER FOR PUBLIC MANAGEMENT

JOHN W. McCORMACK GRADUATE SCHOOL OF POLICY AND GLOBAL STUDIES UNIVERSITY OF MASSACHUSETTS BOSTON

100 Morrissey Boulevard Boston, MA 02125-3393 P: 617.287.4824 F: 617.287.5566 mccormack.umb.edu/centers/cpm collins.center@umb.edu

#### Memorandum

TO: Cambridge Charter Review Committee FROM: The Collins Center Charter Project Team

DATE: May 23, 2023

RE: Manager Appointment Provisions

#### Overview

During the May 9<sup>th</sup> meeting, Committee members raised questions regarding the appointment terms for city / town managers. Below please find a summary of city / town charter provisions regarding contract terms, residency requirements and qualification provisions.

# **City Manager Term Lengths and Qualification Provisions**

<u>Amherst</u> – Town Manager appointed by majority vote of full council. Need not be a resident at time of appointment but must establish residency within 1 year unless Town Council waives requirement.

Qualifications: The Town Manager shall be a person of proven administrative ability, especially qualified by education and training with prior experience as a city or town manager or an assistant city or town manager or the equivalent public or private sector level experience. The Town Council may establish additional qualifications as deemed necessary and appropriate.

<u>Barnstable</u> – Town Council appoints by majority vote of full council. Need not be a resident of the town or of the Commonwealth at the time of appointment but shall establish residence within the town within six months following appointment, unless the Town Council shall extend such time.

Qualifications: The Town Manager shall be a person of proven administrative ability, especially qualified by education and training with prior experience as a city or town manager, or an assistant city or town manager or the equivalent public or private sector level experience. The town council may from time to time establish such additional qualifications as deemed necessary and appropriate.

<u>Bridgewater</u> – Town Council appoints by majority vote of the full council. The Town Manager need not be a resident of the town but must be a United States citizen.

Qualifications: The Town Manager shall be a person of proven administrative ability, especially qualified by education and training with prior experience as a city or town manager or an assistant city or town manager or the equivalent public or private sector level experience. The

town council may from time to time establish additional qualifications as deemed necessary and appropriate.

<u>Chelsea</u> - City Council appoints by vote of 7 (out of 11). Council shall enter into an employment agreement with the City Manager and "any renewals of said employment agreement shall be for a period of at least two years." The City Manager need not be a resident of the city or of the commonwealth at the time of appointment, but shall establish residence within the city within 12 months following appointment, unless the city council waives such requirement.

Qualifications: The City Manager shall be a person of proven administrative ability, especially qualified by education and training with at least five years prior experience as a city or town manager, or an assistant city or town manager or the equivalent public or private sector level experience, and shall hold a bachelors degree or similar or higher level degree from a recognized, accredited college or university. The City Council may from time to time establish such additional qualifications as deemed necessary and appropriate.

<u>East Longmeadow</u> – Town Council appoints by majority vote of the full council with the terms and conditions of employment to be negotiated between the Town Manager and Town Council. The Town Manager does not need to be a resident of the town or Commonwealth at the time of appointment but must establish residence within the town within 6 months following appointment, unless the Town Council extends or waives the residency requirement.

Qualifications: The Town Manager shall be a person of proven administrative ability, especially qualified by education and training with prior experience as a city or town manager, or an assistant city or town manager or the equivalent public or private sector level experience. The Town Council may from time to time establish such additional qualifications as deemed necessary and appropriate.

<u>Franklin</u> – Town Council appoints by majority vote of the full membership a Town Administrator "who shall administer and implement the directives and policies adopted by the Town Council." Salary, benefits and terms and conditions are subject to negotiation by the Town Council and Town Administrator. The Town Administrator does not need to be a resident of the Town at the time of appointment, but residency must be established within the Town within 1 year of appointment, unless waived by Town Council.

Qualifications: If a resident of the Town, the Town Administrator must not have held elected office for a period of one year prior to appointment. The Administrator shall be appointed on the basis of educational, executive and administrative qualifications and experience, including at least a bachelor's degree in an appropriate field of study from an accredited four-year college or university. Professional experience shall consist of at least three (3) years of full-time compensated service in town or town administration or related administrative activity.

<u>Lowell</u> – (Plan E Charter, MGL c. 43, s. 103) The City Council appoints a City Manager who holds the office at the pleasure of city council and receives compensation set by ordinance. No person who has

held elected office in the City (or county) in the prior two years is eligible for appointment. The City Manager does not need to be a resident of the city or commonwealth when appointed.

<u>North Attleborough</u> – Town Council appoints a Town Manager for majority vote of the Town Council. The Town Manager does not need to be a resident, but must be a citizen of the United States.

Qualifications: The Town Manager shall be a person of proven administrative ability, especially qualified by education and training with prior experience as a City or Town Manager or an Assistant City or Town Manager or the equivalent public or private sector level experience. The Town Council may from time to time establish additional qualifications as deemed necessary and appropriate.

<u>Palmer</u> – The Town Council appoints a Town Manager with salary set by ordinance.

Qualifications: The Town Manager shall be required to hold a minimum of a bachelor's degree in public administration or a related field and five years' relevant experience or a master's degree in public administration or a related field and three years' relevant experience in performing the duties as set forth in Section 3-3.

<u>Randolph</u> – The Town Council by 2/3 vote of members, appoints a Town Manager to serve up to 5 years, compensation determined by Town Council.

Qualifications: The Town Manager shall be a person of proven administrative ability, specially qualified by education and training with at least 5 years full-time paid experience as a city or town manager, or an assistant city or town manager or the equivalent public or private sector level experience. The Town Council may, from time to time, establish such additional qualifications as it deems necessary and appropriate.

<u>Southbridge</u> – The Town Council appoints a Town Manager by majority vote of the full membership "who shall administer and implement the directives and policies adopted by the town council." No residency requirement, however if a resident the Town Manager shall not have held elective municipal office for 1 year prior to appointment.

Qualifications: The manager shall be appointed solely on the basis of educational, executive and administrative qualifications and experience, which shall include at least a bachelor's degree from an accredited four-year degree granting institution and shall include professional experience of at least three years full time, compensated, supervisory service in municipal administration or related administrative activity, and shall serve at the pleasure of the council. To be considered for appointment such experience shall be certified to the council by an appropriate official of the entity where such experience was obtained.

<u>Watertown</u> – The City Council appoints a City Manager by vote of at least 5 members (majority). Salary set by ordinance.

Qualifications: The City Manager shall be appointed solely on the basis of his or her executive and administrative qualifications. The City Manager shall be a person especially fitted by education, training and previous experience in municipal administration directly related to the profession of municipal management to perform the duties of the office.

<u>Winthrop</u> – Town Council appoints the Town Manager as nominated by the Council President by vote of 5 or more members for an indefinite term and fixes compensation annually. "A town manager need not be a resident of the town or of the commonwealth at the time of appointment, and may, with the approval of the town council, reside outside of Winthrop while serving as town manager."

Qualifications: The Town Manager shall be a person especially fitted by education, training and previous experience in public administration to perform the duties of the office. The Town Manager shall be appointed solely on the basis of demonstrated executive and administrative qualifications without regard to political affiliation and in accordance with state and federal anti-discrimination laws and regulations.

<u>Worcester</u> – The City Council appoints a City Manager with a contract not to exceed 5 years, consecutive successive terms are permissible. May not be a resident of the city or commonwealth when appointed, but must become a resident of the city within 6 months after appointment. The City Manager shall not have held elective municipal office for 2 years prior to appointment.

Qualifications: The City Manager shall be appointed on the basis of his/her administrative and executive qualifications. No person, age seventy years or over, shall be eligible to serve as city manager.