

GOVERNMENT OPERATIONS, RULES & CLAIMS COMMITTEE

COMMITTEE MEETING

~ MINUTES ~

Wednesday, December 4, 2019	2:00 PM	Sullivan Chamber
		795 Massachusetts Avenue
		Cambridge, MA 02139

Call to Order

Attendee Name	Present	Absent	Late	Arrived
Jan Devereux	$\overline{\checkmark}$			
Quinton Zondervan				
Sumbul Siddiqui				
Timothy J. Toomey		V		
E. Denise Simmons		$\overline{\checkmark}$		
Dennis J. Carlone				
Craig Kelley	$\overline{\square}$			

The Government Operations Committee will meet to discuss Policy Order #7, regarding Open meeting law review and Policy Order #11, regarding Council Budget- Private Attorney.



CAMBRIDGE CITY COUNCIL GOVERNMENT OPERATIONS, RULES, & CLAIMS COMMITTEE

VICE MAYOR JAN DEVEREUX, CHAIR

COMMITTEE MEETING
TRANSCRIPT OF PROCEEDINGS

DECEMBER 4, 2019
2:00 PM, SULLIVAN CHAMBER

WICE MAYOR JAN DEVEREUX: Should we get started?

Hello, everyone. I guess we'll get started. I think

Councillor Kelley is on his way and, um, since he was one

of the-- well, he was the lead sponsor on both of the

policy orders that were referred to this committee. I don't

wanna get too far ahead of-- when Craig arrives, but, um,

I'll read the call of the meeting and we'll do the

housekeeping first.

Um, so this is the Government Operations Committee, and we're meeting to discuss Policy Order 7 regarding open meeting law review and Policy Order 11 regarding council budget, uh, private attorney. Both of these policy orders, um, I believe were submitted, uh, at our summer meeting in July, and we'll refer to this committee. Um, so we'll probably, I guess, tackle them sequentially, maybe starting with the open meeting law one.

Um, I'm Vice Mayor Devereux. I'm joined by Councillor Dennis Carlone. Councillor Sumbul -- Sumbul Siddiqui, Councillor Quinton Zondervan. We have our clerk and we have the City Solicitor, City Manager, and Deputy City Manager all here. Thank you for being here. Um, and these are both issues that have, you know, come up, uh, I think pretty

regularly.

Um, open meeting law is, you know, a law that is sometimes difficult to navigate, um, because of the varying quorums that we have for committees, for City Council meetings, for public meetings in general. Um, and, you know, it's an important law to respect. And I think, um, also similar to campaign finance, the perception that it's respected is— is also— uh, in the public, is also important to— for people to be reinsured that things are happening, uh, you know, in the daylight and not in back rooms and so forth.

So, um, I think, uh, you know, in light of the fact that we'll have two new City Councillors and three new school committee members next term, um, it's important to sort of discuss where we think we could improve training and communication and also the practices around that.

Um, so, you know, the policy order as drafted was, uh, to coordinate with relevant representatives from the Attorney General's Office and the City Manager's Office to hold a meeting to include city staff to review open meeting law requirements for elected and appointed city officials.

Um, so I don't know if you-- Nancy would like to start with

that. And we're also joined by David Kale, or maybe he's just passing through. Um, thank you. Go ahead.

CITY SOLICITOR NANCY GLOWA: Yes, thank you Madam

Chair and through you. Um, I wanted to start by saying

that, uh, we have been in contact with the Attorney

General's Office, um, which we have also done in years

past. Uh, you may or may not recall, I don't remember which

ones of you may have been on the council, but in June,

2015, um, the Attorney General held a training, um, which

is conducted by the AGs Division of Open Government that

was at the main library at that time.

Also, I think at the council's request, although I don't know if there was an order, um, the council had expressed an interest in having a private training, and the Attorney General's Office told us at that time that they don't provide private trainings for individual entities or governmental bodies. They prefer to do it on a regionwide basis.

So we have been in touch with, uh, the-- the, uh,
Division of Open Government's Office, and they already have
us on a short list, uh, based upon our recent-- um, more
recent, um, communications with them. They are hoping to

host a training this spring, and it would also be likely at the main library or another site that would be possible to, um, meet as many, um, people as wish to attend.

Uh, we also usually attend those trainings, although we do not conduct them, the AGs office conducts them. And the AGs office also, um, confirms that they not only do not wanna have them solely with any particular entity, but they're advertised to be open to the public and to any other nearby people or municipalities that wish to come and attend that training.

Um, so that being said, I also wanted to say that I believe that this past council new term, we did not have a training with the-- then new City Council. We have, in most terms in the past, provided training through the city's solicitor's office in coordination with the City Manager, and often with, uh, other departments of particular areas of interest the council may have an interest in.

But in particular, with respect to the open meeting law, we provide a training and we were anticipating doing so anyway, sometime in the new year, hopefully in January, where as we have done in the past, we would provide, um, more in depth training on the open meeting law

requirements, answer any particular questions that people have.

Also, provide training on the public records law and the conflict-of-interest laws that pertain to, um, city officials, including the City Council. So, uh, that's the-that's the response, the short answer. I'm happy to answer any questions you may have.

VICE MAYOR JAN DEVEREUX: Um, thank you very much and welcome to Councillor Kelley. So, uh, just to catch you up, Craig, Nancy was describing, um, the brief history of trainings both through the AGs office for this is-- we're covering the open meeting law portion of your policy order, um, and that the AGs office is intending to hold a public, uh, training sometime this spring, probably at the library. And separately, uh, the City Solicitor's Office will be organizing a training for, I guess, new -- so it would be new councillors, new school committee members, and then all of the members of boards and commissions, or --

CITY SOLICITOR NANCY GLOWA: We actually--

VICE MAYOR JAN DEVEREUX: --or most of them or only the ones that have some voting?

CITY SOLICITOR NANCY GLOWA: We usually plan

individual trainings. Sometimes we characterize them as retreat trainings and do something offsite for a longer period of time with each of the entities, each of the groups within the city.

So we anticipated having a training for all City

Councillors, um, the old ones and the new ones, so that

everybody has an opportunity to ask any questions they

might have or to give us suggestions for any additional

information they would like. We haven't typically done that

for the school committee. I think usually a special

assistant City Solicitor, Maureen McFarland, who works in

the school department, provides those trainings.

But if for some reason the council wanted the school committee and the council to be, um, involved in a joint training, that's something we'd be happy to look into. Um, I mean, it is a different legislative body, of course, the open meeting law pertains to both bodies. Um, so that's definitely a possibility if that's something the council wants.

VICE MAYOR JAN DEVEREUX: I think-- I think my first term, so that would've been 2016, so I was not on the council in June of 2015, but I believe in early 2016, I

remember being in the school committee room for a training.

And I think the open meeting law was part of that. It was also Robert's Rules and I-- and I think the school committee, they-- 'cause there were several new school committee members then too. So I think they were in that, it's my best recollection of that training.

um, Madam Chair, uh, we do often provide training with respect to Robert's Rules and the council rules, if that's the wish of the council. As you know, the council adopts rules at the beginning of each term. Occasionally, at the beginning of a particular term, the council has decided to adopt the—then existing rules instead of creating whole new rules.

But either option is available to the council and we're happy to provide more in-depth training, usually involving the city clerk as well, since there are a number of questions that come up with respect to his work and his role. So we'd be happy to provide that as well.

VICE MAYOR JAN DEVEREUX: Thank you. So, uh, any questions from the-- Go ahead, Quinton.

COUNCILLOR QUINTON Y. ZONDERVAN: Well, one, um, just

comment is that the Mass Municipal Association held a orientation for newly elected councillors, and that included a training on, uh, open meeting law, which I found useful and I believe they'll do that again, this, uh, January coming up. So that's just a point of information.

Um, I guess one question is around our committees and quorum, and— and this came up at the beginning of the term and Councillor Devereux and I had suggested that we should have, uh, a larger quorum. And one of the reasons is that when quorum is so small, then any two of us can't speak on— you know, to each other about something coming up in committee. So I guess I— I would like to have some input on— on that.

CITY SOLICITOR NANCY GLOWA: If I may, Madam Chair through you. Um, I actually was involved in the past two, uh, rules changes, including the current rules. That was—I think that was—

VICE MAYOR JAN DEVEREUX: That was the one.

CITY SOLICITOR NANCY GLOWA: Was that council-- uh,
Mayor Simmons, I think it was Mayor Simmons, and then
before that Mayor Marr. So I was involved with both of
those. And in fact, the council, the committee, which was

then prepared a document, which was then submitted to the full council for consideration and adoption, uh, at that time wanted to have small quorums in order to be able to make sure you could get attendance.

So that's sort of the trade-off. If you have a smaller quorum requirement so you can make sure you always have enough people to move forward with meetings, then it makes it more difficult for people to be able to converse outside of the open meeting. And that's-- that's a council decision.

VICE MAYOR JAN DEVEREUX: I-- I think the way I-- I remember it is that my first term, so that was when Mayor Simmons, uh, was mayor for the second time. That was when--'cause I was on the Rules Committee and I remember the quorums were reduced. And being a new councillor, I didn't really fully understand the impact of it, but I believe it was this past time with Mark where I-- with the support of Quinton and possibly others, asked if we could increase the quorums from most of the committees or two to go to three. And that was voted down at the council.

So I-- you know, I don't have a dog in this hunt anymore, but I fully agree that having quorums of two on

most of the committees is, you know, an impediment to having, for instance, co-chairs of committees. Quinton and I have co-chaired the Environmental Committee and that's just kind of silly that we can't talk about things that are on the agenda.

So he ends up like doing his agenda that has to do with net zero and I have my agenda that had to do with, you know, whatever else I was doing. But it's not— it's not a great way to run committees in my opinion. So I hope that when those rules are— can be revisited again. 'Cause it's also makes it pretty hard to respect the open meeting law if you have to constantly think, well, you know, wait, this is my co-chair and so I can't talk about what? Net zero. I dunno.

CITY SOLICITOR NANCY GLOWA: Through you Madam Chair, again, this is the kind of question that frequently comes up and, in our training, we'd be happy to talk through some of these issues on a more general level as part of the training before the council wishes to move forward with adoption of whatever rules the council will want for the next term.

VICE MAYOR JAN DEVEREUX: Sorry. Anyone else wanna

talk about -- Craig, you were the one who brought this.

COUNCILLOR CRAIG KELLEY: So I-- I think for the training, one of the things that's really challenging for people is what happens on online and whether it's a list serve like the Porter Square Neighbors Association or something like Facebook or Nextdoor Cambridge.

Um, the way I read the open meeting law is if you're at quorum and it's something that's in front of the council, you shouldn't be talking about it, but it's not really clear when you have to opt out and how much you can participate as an observer, and to clarify those issues for councillors, I think would be so, as well as for the city. I know there's a council order from way back trying to figure out how the city interacts with some of these online presences as well.

city solicitor NANCY GLOWA: Through you Madam Chair, we'd be happy to go into those issues more in detail. And we have provided individual advice to councillors and other officials when such specific questions arise, which we're always happy to do. But we certainly can include that in the training to talk through some of those more detailed questions.

councillor craig Kelley: And then, uh, through—
through you, uh, Madam Chair, uh, I also don't have a dog
in this hunt, but I think that the challenge between having
a quorum that is more easily met is perhaps less and less
of a problem 'cause I've-- I've been seeing more and more
councillors coming to committee meetings, which indicates
that perhaps that's gonna be more of the future.

So if the expectation really becomes, you've got five people at 2:15 on a Wednesday for a Government Ops

Committee, then— then a quorum of 3:00 or even 4:00 might be reasonable. So if this isn't a sort of fluke, then I think it would be reasonable to have a higher quorum.

But if not, if you get back to the-- you can't get three people together to talk about something, then it makes it very difficult to have public meetings. Which brings up a separate issue of does all this stuff have to happen in a public meeting via a committee.

CITY SOLICITOR NANCY GLOWA: Through your Madam Chair,

I'm not sure what you mean by all this stuff. The trainings

are exempted under the open meeting law and we do not hold

those in public. Those--

COUNCILLOR CRAIG KELLEY: No. No. I-- I meant-- say

you wanted to talk about net zero, say Councillor Zondervan wants to talk about net zero, then conceivably, there's a different way to allow him to have those conversations without going through the committee meeting.

CITY SOLICITOR NANCY GLOWA: Through you Madam Mayor. If it relates to the work of the committee and you have a quorum or more of that committee, you may not talk about it outside of the public meeting. So if it's-- if it's something that's going to come before that body and you're talking about the merits of the issue that will be before that body, then that is very much contemplated by the open meeting law and the Attorney General's Office interprets that fairly stringently.

Um, so that's also another— that might be something in favor of the larger quorum, but if it's not the work of a particular committee that it's been assigned to, but just some issue of great interest to two councillors, um, that may be coming before the council as a body at some point, then of course up to four people could talk about those things outside of the public meeting, but no— no more than four.

VICE MAYOR JAN DEVEREUX: Go ahead, Quinton.

COUNCILLOR QUINTON Y. ZONDERVAN: Thanks. Just to follow on to that, maybe hopefully clarify a little bit, if— if the issue is not before the committee or isn't likely to come before the committee soon, then presumably we could talk about it outside of the committee?

CITY SOLICITOR NANCY GLOWA: Through you Madam Chair, yes.

COUNCILLOR QUINTON Y. ZONDERVAN: So-- so if, you know, Craig and I and Councillor Siddiqui wanted to talk about net zero and there isn't any substantive net zero related matter before any of our committees, then we could still do that?

CITY SOLICITOR NANCY GLOWA: Again, through you Madam Chair, uh, you know, it's-- it's tricky. It's difficult for us to advise you because as I said, the-- the Attorney General does interpret these things pretty strictly. And we've had some members of the public appeal certain is-- issues, conversations that may have taken place, um, at meetings where people who have claimed that there were violations of the open meeting law and they review them pretty carefully and at times we've been found to be in violation.

Usually, it's a fairly small seemingly technical violation of something, a ministerial act that may have been overlooked by a staff member in putting together a notice or something. But I just would caution that although this is—it may seem challenging and frustrating that if—if you're talking about the work that maybe come before the committee and you know about it at that time, you can't get around it even though it isn't before the body at that time.

VICE MAYOR JAN DEVEREUX: Yeah. I-- it-- it almost gives an incentive to keep things out of committees if the committee quorum is so small that it becomes an impediment to, you know, if-- you know productive collaboration then you might just wanna say the committee agenda should be really narrow so that we don't run afoul of this.

Um, to Craig's point about the Listservs, that I think really does need a lot of careful thought about what policies actually should be adopted because I-- most of us don't know what other councillors are subscribers to the listserv. Some of them post things for informational purposes.

So you might -- so I know Craig is on the Porter

Square listserv because Craig sometimes will send something like, hey, there's a meeting about X or something like that. But I'm sure that there are other councillors who may subscribe to that listserv who never post anything and there's no public disclosure that someone is essentially on the listserv but not posting.

So, you know, maybe there should be a clear policy for councillors should basically not be on the Listservs, but the Listservs then are a very important way of staying abreast of what residents and constituents are talking about. So it's a real minefield in terms of understanding, you know, how to behave on a Listserv that is representing your community and being an effective councillor and yet not crossing this line.

CITY SOLICITOR NANCY GLOWA: Uh, Madam Chair, yes, I-I understand that and we could certainly help with putting
together some basic guidelines that could be helpful in
most situations. And again, we're always happy to talk
through a particular challenging question that someone may
have about a particular situation.

VICE MAYOR JAN DEVEREUX: Yes, go ahead, Craig.

COUNCILLOR CRAIG KELLEY: Thanks. So I -- I think I

would leave it at, we all believe in the importance of the open meeting law and the importance of transparent government and the challenges having effective government while meeting those important requirements.

And it would be interesting to have an understanding of, well, are there things we can do that would allow notification to make something a public meeting that doesn't require all of this? It doesn't require the Sullivan chamber, that doesn't require city staff, that doesn't require a, uh, the city clerk or anything like that.

Can-- can the five of us have a public meeting at Patty's and talk about whatever? Um, so exploring other ways to meet the open meeting law that might allow for greater flexibility. And um, also getting a better understanding of does transparency mean it has to be a microphone meeting? 'Cause I-- I find these meetings horribly stilted and very difficult to have meaningful back and forths. And does it have to be recorded?

Obviously, I guess it can be recorded, but what are the parameters of recording? Do I have to speak loudly enough or intelligibly enough or slowly enough that other

people can understand me? I think those sorts of things would be an interesting and useful background to how do we have an efficient and yet transparent and open government.

couple of those questions right now. Um, you could hold the meeting at a particular person's house, but it has to be posted on the city's website and it has to be accessible to members of the public to be able to attend. You— there's no requirement to have microphones and there's no requirement to actually record meetings.

There is a requirement to have minutes taken. So if you don't have the city clerk or his designee available, the person who takes the minutes would need to make sure that the minutes comply with the requirements to record any votes that were taken or to record, uh, the substance of what was discussed and to um, have the committee either adopt those minutes or what has been the practice here for many committees is to forward a committee report to the full council, which then when it's adopted by the council, serves as the minutes being adopted for that committee by the council. Um, so I don't know if that answers enough or if you have other questions, I'd be happy to answer.

COUNCILLOR CRAIG KELLEY: I don't specifically have questions actually. I am just suggesting that the next council may want to try and think of some workable solutions to this kind of clunky thing that we've got going on now.

VICE MAYOR JAN DEVEREUX: Um, I believe Councillor Siddiqui wanted to add something.

COUNCILLOR SUMBUL SIDDIQUI: So the Mass Gov website for the open meeting law has training videos and I've done- I've reviewed some of the training videos and what I found was that some-- one session had some examples and it was helpful, but it was just kind of one example. And so I think if we can-- as you know, has to be general, but if you can have scenarios where Councillor A and Councillor B or doing X, just scenarios, I think just more concrete scenarios that would be really helpful after reflecting on the last, uh, almost two years, I think going into it.

Even that training, even though I watched it, how it plays out. And maybe each of us can separately give you in advance of situations where you can draw up some, um, facts, situations that you can then share. 'Cause I think each of us may-- I think that'd be helpful for us to each

share, you know, this time I had a question and you know, some of us have come to you and asked, uh, but having that in the training would be really helpful.

Uh, and then the open meeting law training that the Mass Municipal Association does, it's actually this weekend. Uh, so I did forward that onto the new councillor elect and that session, it's not anyone by the AGs office, it's an attorney doing it. Uh, so I think it will be helpful to have our own training for the-- the new folks. Uh, but yeah, I think the more specific, the better and, you know, serial communications, that's something that came up. Uh, so yeah, uh, I look forward to the-- the training. Thanks.

VICE MAYOR JAN DEVEREUX: Thank you. Okay. Um, I-well, then I guess maybe we've covered, unless anyone else
has anything further to add on the open meeting law portion
of-- of this, uh, we could move to the other--

MR. JOHN HAWKINSON: You intend to do public comment about altogether?

VICE MAYOR JAN DEVEREUX: Um, I-- what does the Clerk recommend in terms of public comment? Since you may be the only public commenter if you would like to-- to speak to

this issue, you may do so now and will--

MR. JOHN HAWKINSON: I would. Thank you, Madam Chair.

VICE MAYOR JAN DEVEREUX: Okay. Go ahead.

PUBLIC COMMENTS:

John Hawkinson, address not provided, speaks on open meeting law. He expresses several concerns regarding open meeting law trainings and the transparency of council proceedings. While trainings are not legally required to be open to the public, Hawkinson believes that transparency should be a guiding principle. He criticizes private trainings without meaningful available minutes, stating that it doesn't reflect well on the council.

He also raises concerns about discussing council rules during a training, as it blurs the line between a training and an actual meeting. Hawkinson suggests leaning towards openness and advises caution when seeking privileged advice from lawyers on how to be open, as it may contradict the concept of transparency.

Regarding quorums, he questions the council's power to reduce the quorums of its subcommittees and highlights the importance of attendance for effective decision-making.

Hawkinson urges the council to push the quorum requirements

back up, emphasizing the significance of having at least three members present for discussions.

He cautions that the open meeting law was not designed to address online activities and advises caution when considering changes, as actions that align with the spirit of the law may still be technically illegal.

VICE MAYOR JAN DEVEREUX: Thank you. Seeing-- seeing no one else out there, I will close public comment for this portion of the meeting. Um, I don't know if anyone wants to respond to anything or not. Okay. Um, okay. I guess we'll move along to the second policy order that was referred to the committee.

Um, again, it was sponsored by Councillor Kelley, myself, Councillor Siddiqui, and Councillor Zondervan. So we're all here. Um, and this regards, uh, whether it would be feasible, possible or beneficial for the, uh, council to have access to a-- it's described as a private attorney, um, we can debate what a private attorney actually is, but to an attorney other than uh, the City Solicitor for help, uh, on an ad hoc basis, uh, answering questions with legal opinions, um, and that sort of thing.

And I think, um-- I mean, I understand that by terms

of the charter, we do a lot of things through the City
Manager's office and uh, we do our policy orders. They go
to the City Manager and he decides how to allocate staff
time and often that staff time is in the law department and
the law department gets an awful lot of things referred to
it and, you know, they have to, um, also handle all of the
other matters that are outside of council policy things.

So they're a busy department and I think, uh, in some terms there has been a feeling that, you know, it's just hasn't been an efficient process because we don't necessarily get the answers as quickly as we like or we don't have the sort of back and forth sounding board ability to, uh, you know, ask questions outside of, um, policy orders and so forth— and committee meetings and so forth.

Uh, and I would note that the current council has two people with legal training on it. Two of them are here, um, and one of them will be leaving. So in terms of our own inhouse experience with actually drafting legislation and ordinances, we don't have a lot of skills in that department.

We have other skills. Um, but I know that personally I

have hesitated to actually attempt to draft ordinances 'cause I just know enough to know that I don't really know how to do it. And so, you know, would I have been able to do more as a councillor had I had the ability to consult somebody with, uh, that kind of experience that didn't require me to go to the busy law department and ask them to do-- you know, to respond to an order.

So I don't know if that's-- if I'm ref-- accurately reflecting the attempt of Councillor Kelley's order, but that's certainly things that I've been thinking of and I'm happy to have a conversation about it. Craig, did I get that right from your perspective?

COUNCILLOR CRAIG KELLEY: I think you got it -- I think you got, uh, mostly right or you got all of what you said right. I would add that I think this really came to a head with the discussion about the cannabis business permit ordinance, which I found to be super confusing.

And the challenge of having as a committee member to go to the full council with a committee request for an order to the City Manager to ask the City Solicitor to give us feedback on x, y, or z of this very dynamic and fastmoving issue just simply is not workable. And I think it's

gonna become even less workable in the future as we see new things pop up and new questions about what is or isn't legal.

So whether that support comes from someone that is budgeted through the council, or whether that support comes from some sort of different working relationship with inhouse city expertise, I don't know. Uh, and I know that we all wanna honor the charter, but that was arguably the most frustrating legal interaction, um, of that type that I've had while a councillor. And I think we would do well to figure out a way to keep it from rising to that level of frustration again.

VICE MAYOR JAN DEVERUEX: And if I can actually add one other thing. In the time, since this policy order was filed, we've also added to our staff, our clerk, who, unlike the-- his predecessor actually has legal a law degree. Um, and I don't know, you know, if it could be any part of his job description or where the boundaries are there, but we didn't have that even really in the clerk's office up until August or September of this year. So don't wanna put you on the spot, but that's another thought.

COUNCILLOR QUINTON Y. ZONDERVAN: Um, so I'm aware

that in-- I believe in Somerville, the councillors submit proposals or suggested legislation to the clerk, and then the clerk actually writes it up. So, you know, that might be another way to approach this.

Um, I certainly agree with my colleague. I have zero legal experience, so, you know, I-- I just weighed in. But it-- it definitely is uncomfortable at times to be trying to draft legislation when, you know, we don't have any legal training and we don't have, you know, as Councillor Kelley points out an-- an easy process for obtaining, uh, advice and-- and assistance in that.

Um, and I recognize that it's, um, potentially adversarial, for lack of a better word, in some cases where, you know, the council may want to advance legislation in a certain direction and— and the City Manager's office may not want it to move in that direction. And— and so then it becomes even more fraught to figure out, you know, how do we navigate that and how do we, uh, get legal advice on how to proceed?

COUNCILLOR DENNIS J. CARLONE: If I could answer that,

Madam-- Madam Chair, I know the state legislature has, uh,

an attorney available to help putting the bills together.

Um, and, you know, a good number of the legislators have legal training and they still, uh, have somebody that—that helps them put the package together or they could, uh, get a separate opinion from the governor's office from the state at the higher level.

And, um, so it— this makes all the sense in the world to me, uh, and as Councillor Zondervan— especially if it's an issue thats, is moving forward, um, on a program or a new direction in the city that perhaps the manager— managerial office isn't, um, 100% behind, uh, maybe it's incorrect, but we do get a sense that it's not put forward enough on the list of areas that need to be studied.

Um, I can think of a few now that seem to have fallen off the wayside. Um, you know, the same thing might happen if we have a representative that served us, but at least it's an attempt to try to fix that and to get a legal— uh, a legal opinion that represents the council as opposed to representing, uh, the City Manager or the higher corporate entity. I mean, we're— in many ways, we represent the neighborhoods and not— and even though we represent the corporate entity, we are of the neighborhoods. So our perspective is quite different at times. Thank you.

VICE MAYOR JAN DEVERUEX: Um, thank you. The-- the voice in my ear just informed me that Councillor Simmons had-- who is a member of this committee, has tuned in but doesn't intend to participate remotely. But I just wanted to welcome Councillor Simmons virtually who's listening and I guess watching maybe. Um, so I-- anybody, did you have any thoughts on that?

CITY MANAGER LOUIS DEPASQUALE: Through you, Madam

Chair, I had some opening comments, but I'll kind of follow

up with them and then we can kind of go from here. I think

the most important thing for us is that, you know, I want

everyone to understand we are here to listen to the

concerns and suggestions that the City Council has on this

topic in regards to legal representation and advice.

I wanna ensure you that our goal today is to leave this meeting with a better understanding, but the council's thinking, so we really can take some sign and formulate a plan that addresses the concerns we hear today. If you have concerns, it's important for us to figure out how to figure 'em out. And I think that's important.

But I want to say, as you know, the City Solicitor and-- is the lawyer for the city, and that includes all

departments and the City Council. Nancy and her team have nine attorneys and they work incredibly hard on behalf of the city in the City Council. And I don't think I have to tell you that the volume of work that goes through that office is incredibly difficult and detailed.

But I wanna make one thing very clear, 'cause I've heard this, I have never since I have been City Manager, am I aware of the fact told a City Solicitor in any way, shape, or form that because it's a council policy or audit, it should be behind anything that I'm doing. We don't do business that way. I try to work as closely with the council as humanly possible.

I have great respect for my nine bosses and sometimes for all city issues, we just can't keep up. And that's because there's just so much going on and it's complicated. So I just wanna make that clear. And, you know, we've talked to Nancy about how we can do a better job moving things out quickly, but these are complicated items often to come up.

So I think, you know, we understand there are some concerns and I really think after we have this meeting and really listen to where the council thinks we should be

going, we can set some expectations that hopefully work for both. But I just wanna make one thing clear. We're not here to say no, we're here to say, let's see what we can do.

This is a tricky situation and I don't have all the answers, but we really want to hear where you think this would be helpful and then we're gonna have to sit down and talk to see if there is a direction that makes sense to us. And if it doesn't, I assure you, we'll tell you why. And we may agree or disagree, but this is important that we both can try to get on the same page.

And I think if we come outta here today, we are the clear cut on some specific areas of why and where we need help, then we can try to figure out if there's ways that we can think out of the box little and try to get to a closer resemblance of what you're hoping for. But I know the solicitor has a lot of comments on this, so I'm gonna turn it over to her.

CITY SOLICITOR NANCY GLOWA: Uh, thank you, Mr.

Manager, and through you, Madam Chair. Um, I guess the

first thing I wanted to say is that, as Louis mentioned, we

take very seriously our role as City Solicitor, and that

means lawyers for the entire city, including the City

Council. And that is a fundamental part of our job, is our loyalty to the city and to the different constituencies that we are providing representation or legal advice to at any given time.

And I would also add that it— it has never occurred to me or have— has our office ever operated in such a way that we've tried to thwart the will of the council. We provide legal advice when requested. I appreciate what I've heard today and have heard just sort of in— in a— you know, talking a little bit about this order and what's behind it and— and what the council's looking for, that there's some frustration, um, and seeming lack of attention or follow through on the council's part.

And I very much appreciate that because we want to provide the best service and representation to the council and the city as we can. So one of the things that I wanted to point out is that, for example, when we get assignments, the way the departments are structured, if a department head—so under the City Solicitor ordinance, department heads, the council, boards, commissions can ask for illegal opinion or legal assistance.

And the way most managers, including Louis have-- have

set that up is to have requests for legal assistance come through his office, either directly asking him or more often it— it's more informal where he's just copied and it's understood that if there's some sort of problem, he would let us know.

And of course, the council passes orders that come to us via the council orders weekly or turned into awaiting reports and are put on the awaiting report list. And one of the things that I've thought a lot about in-- in reviewing what you're raising and what we can do about it, is that when we get a-- a request for legal advice or assistance on a project from a department head, the first thing that we do when we assign one of our nine attorneys to the matter is to ask them to reach out to the contact person, say, I'll be assisting you and set up a timeframe and expectations answer any particular questions about the assignment. And that doesn't happen.

That has not happened with the council typically. So one of the ideas that I had that I think could help a lot is to treat the council orders when they come to us in much the same way. So if there's a sponsor of an order or if it's a request for an opinion or something from a

committee, that we would have the attorney reach out to the committee or councillor who sponsored an order and do much the same process.

Establish-- uh, let-- let the council know that this is not just sort of going into the, you know, big pot of soup cooking at the law department, but that we have individual lawyers who have been assigned and who typically are working very hard, um, to-- to produce the work product that's requested.

So I think that— so that's one idea is that I would like to, you know, implement a— a process whereby we would, um, establish that communication early on so that—and then councillors can also question, um, the lawyer if there are things that come up or they wanna know where things are or something like that. I

guess some of the harder issues are-- I mean, I think the cannabis business permit is a-- is-- is actually a good example from our point of view too. Um, it appeared that the council was fairly significantly divided on that issue. And we actually-- I heard from a number of different councillors through that process who had some specific questions with legal ramifications that they were calling

upon me to, you know, provide advice that I do as -- that we do as part of our job. And there were very wildly different points of view about what the council wanted to do.

And as you all know, at times, if there's a-- a highly charged or a controversial issue, it may not be until something is on the council floor on the day or evening of ordination or passage of a particular order or policy that it's clear where the votes are and what the council's will is.

So with respect to the request to have individual lawyers, that to me is the most challenging in the sense that we do have a responsibility— the city has a responsibility to function as a governmental entity. And there is— um, there are roles that are defined for each of the players, whether it's the council, the manager, city employees, city's solicitor's office, and we owe a duty of, um, diligence and, um, vigorous representation to all of our clients.

And that includes to the council when we're serving as your advisors or representing you in litigation or otherwise. And that would be-- that could be disrupted or could create possible confusion or disharmony, which

really, in my view and in-- in fact, there has-- there have been a number of cases in Massachusetts where this issue has been litigated, where City Councils and whether it's a strong mayor or a strong manager, have differed over a request to have separate council.

And the courts in-- in the handful of cases that there are on this issue have all agreed that it is not in the public interest to have differing lawyers representing different individual councillors with different points of view that that's not serving the public interest.

So what-- what I would also add is that may-- what may not be as apparent to the council is that we do reach out to, um, outside council for various matters that require specific expertise or whenever there's an actual conflict. So if there's a conflict between two-- two entities or um, bodies or departments within the city, well, that's not really relevant, but, you know, we-- we will reach out to outside council when our ethical responsibilities require us to do so.

We will always provide the representation that the client deserves and is warranted under the circumstances.

Um, but in terms of substantive areas, we do have outside

council, I think the council's aware, eminent domain, um, representation in litigation. We have outside council that assist with, um, you know, uh, some of the environmental issues associated with the Eversource citing that we've been working with, um, public works and CDD on having an environmental consultant as well as environmental council assisting with us with, um, analyzing that project. That's still fairly early on in that project.

Um, one of the other projects is the-- the question Councillor Carlone has raised about, uh, wanting to have certain work performed and provided by a proponent of an up zoning or contract zoning when such a petition is submitted to the city. And, um, we-- we've been asked to sort of figure out what-- what exactly would be required there and to work on providing what-- what is requested.

So these are all things that we include as— as part of our scope of work and we will continue to do so. So I guess I— I cannot, um, recommend, nor do I think it's appropriate having specific lawyers available to individual councillors. I don't think the law really allows for that. With respect to specific functions such as drafting legislation or work on council orders, um, or— or other

things like that, I am very amenable to taking more direction from the council and how to provide appropriate staffing to the council so that we can provide the legislative drafting support that the council wishes and work with you to get the legal work that the council requires.

And if-- if there are occasions when it would be appropriate to hire outside council on an occasion-by-occasion basis, we would certainly be amenable to that, but I don't see that as something that should be a regular part of the structure. And again, you know, with-- with respect to the ordinance and the charter. So that's sort of my general point. I don't know if you had any specific questions you wanted to follow up with. Thank you.

VICE MAYOR JAN DEVERUEX: Thank you. Anybody? Go ahead, count-- Dennis and then Quinton.

COUNCILLOR DENNIS J. CARLONE: It-- it would be helpful, and this might be you, it would be helpful to know who the-- a contact person, one of the nine, and I realize each one might have different expertise as I understand it, but just general questions is something feasible, um, under the charter, under state law, um, would be helpful.

I-- I've been advocating that the city by land
literally on Mass Avenue and Cambridge Street when
available for future use, public affordable housing and
affordable retail. Um, just general questions like that. I
mean, we could submit it in an email, um, instead of
putting a whole effort together and then we come here and
you represent the law department saying, well, we really
can or cannot do that.

Sometimes we don't even know until you're here when we've-- there's an order or a proposal and, you know, it's-- it's like we would love to have heard that at least an early interpretation at a much, uh, sooner timetable. So designating, I don't know who-- how you would do that. I'm not asking for an answer, but it just-- you know, I-- I know a few people just to say hello. I don't know anybody personally we know you. Um, so I don't know if that even makes sense, but it would seem to break down the barrier a bit.

CITY SOLICITOR NANCY GLOWA: If I could respond, Madam Chair. I just would say that, you know, there's been a long history, particularly in some prior administrations, um, in terms of the executive branch, um, you know, under the

charter as you know, the personnel matters and employees are, um, managed by the City Manager and, you know, not working directly for the council. And it's-- it's a little bit tricky with the City Solicitor's office because as employees that sort of policy has been generally applied in the past.

But as council, I mean, legal counsel to the City

Council, we-- we wear a different hat. So we're-- we are

the council's attorneys of record, we don't just represent

the law department, we represent the council when we're

providing advice to the City Council. But because of the

charter, uh, prohibition about dealing directly with

employees, I think-- and-- and because the charter says the

council can ask for legal opinions and the mayor, but not

individual councillors, I think that has been interpreted

in the past a little bit more strictly than what you all

are talking about and expressing an interest now in and

with the manager's support, I'm saying that we're happy to

explore providing a greater degree of sort of personal

attention and, um, sort of tailored assistance to people.

As far as the contact person, I'm the contact person, every single time I get any requests for anything, we

immediately assign it among the two other supervisors who are Arthur Goldberg, Deputy City Solicitor, and Sam Ellsworth, first assistant City Solicitor. And then we immediately assign it to one of the other, uh, six attorneys and we would have that person contact you and we also would be happy to have a coffee clutch, some warning and have you all up to meet the lawyers at one time if you'd be interested. So we'd be happy to do that as far as making sure, you know, that you can put names to faces, but—but that's how the communication would work.

CITY MANAGER LOUIS DEPASQUALE: I-- I would just follow up with that to say that is exactly the purpose of this meeting, to kind of hear this kind of concerns and ones that we can figure out plans to make it better. We wanna do that. And I think those are great suggestions and I think we can improve how this is working. There's no question about it in my mind. We are absolutely open to that when we can.

VICE MAYOR JAN DEVERUEX: Go ahead, Quinton.

COUNCILLOR QUINTON Y. ZONDERVAN: Thank you. And through you. Um, maybe it's helpful to start with the--with the easy case first. So just drafting a policy order

and it seems to me that especially given that the clerk has some legal expertise, it might be a reasonable to-- to say, well, if-- if you have some question about how to word a particular policy order, you could ask the clerk and he might be able to help with that, right? So that would be like a simple case.

Um, a more tricky situation would be an ordinance and- and maybe the cannabis business permitting ordinance is
a-- is a good example. And, you know, I found the process
more helpful perhaps than-- than Councillor Kelley
experienced it. Um, but I think there was some confusion in
terms of the bureaucracy about how to get to a point where
I was in your office and we were going through, okay, well,
if we want the ordinance to make it do this, how do we best
phrase that? Right?

And-- and I think that's really, in terms of drafting ordinances, the part that we're trying to get to is-- you know, 'cause we don't have that expertise. And in-- in that particular case, it was, you know, not only do I lack the legal expertise, but I lack the area expertise as well. So it's like, you know, I really don't know what I'm doing here. So any, um, help that-- that you're able to provide

will ultimately make for better legislation. So how-- how can we improve that process? So if we use that example.

CITY SOLICITOR NANCY GLOWA: Um, through you, Madam

Chair, those are two really good points. Um, with respect

to the clerk, I think that the clerk works for the council

and with respect to drafting policy orders. And by the way,

before Donna, Margaret Drury was a longtime city clerk and

she also was a lawyer.

She was the former, actually general counsel of the rent control board or chair. Anyway, she was a lawyer. Um, still is, and she's on the redevelopment authority at this time. Um, but I believe that in the past, uh, councillors have worked with city clerks to assist in drafting orders and that's obviously between the council and the clerk since he reports to you.

But I don't have any problem with that as a function—of his function as a city clerk. I would caution that that's not providing legal advice and that we would differentiate between his providing those support, um, services or assistance to the council. And I think that if that's something the council wants to pursue with the clerk, that's completely appropriate in my opinion and—

and reasonable.

Um, with respect to the-- going back to the cannabis, we-- we-- we found that very challenging too. I mean, I was hearing from different councillors with diametrically opposed viewpoints and wishes for how to amend certain sections of the ordinance. So one suggestion I have in that situation is it would be really great for us to get some quidance from the body as to how to handle that.

So if for example, it was clear that we could provide those services to the chair or chairs of that particular committee, we could do that. And then other people could respond either by asking us at a meeting or by funneling it through the chairs. But that was a very challenging situation because of the different—wildly different viewpoints that people had and the different things that were being asked of us.

So we may not have handled it perfectly and, you know, I'm sorry Councillor Kelley for the frustration, um, but I do think some additional guidance would help us to be able to productively move forward in that kind of situation.

COUNCILLOR QUINTON Y. ZONDERVAN: Thanks. So maybe just to press on that example a little bit more, I mean,

one thought that occurs to me as— as you are outlining it, because of course we don't experience all of that either, right? So I mean, it was obvious to us that there were different approaches to the ordinance, but we are not there when you are discussing specific sections with a— a different councillor.

Um, but it seems to me that if-- if you are providing legal assistance in terms of drafting the ordinance, then it-- it shouldn't matter. Like if-- if I say I want to do this and what would be the best way to-- to make it do that, you could provide me with advice on-- on how to word an amendment that would make it do that.

And then if a different councillor says, well, I want to do the complete opposite thing, you could provide them with guidance for how to best phrase that, right? Because in some sense you are neutral to that— to that choice, right? You're just helping us craft the— the best legal, uh, defense of— of that particular provision. Of course, if there's some reason why legally you couldn't make it do something, then you would tell us that as well.

So-- so I guess I-- I'm not entirely clear why the fact that people wanted to take in different directions

would present a problem. It-- it would certainly present a problem if you're trying to draft a single version. But-- but if we're talking about amending it, then it should be possible in theory to say, well, you know, if you want to make this amendment, here's the best way to phrase it. If you wanna make the exact opposite amendment, here's the best way to phrase that

CITY SOLICITOR NANCY GLOWA: Through you Madam Chair,

I-- I think that, uh, two questions that arise are, uh,

resources and time. So that was a pretty fast-moving

situation. It's an enormously complicated area. It's-
it's, as you know, a new state statutory scheme that's

pretty complex. And we did a ton of work behind the scenes,

you know, looking at what other communities were doing,

looking at how the, um, business permitting ordinance would

interact with the zoning ordinance, making sure that they

were distinct in the ways that they should be and

coordinated in the ways that they should be.

I guess-- um, I mean, we-- we could provide for any particular ordinance that's being considered by the council, nine different sets of amendments as requested by the council. There is a question of resources. If it's fast

moving, how quickly we can get you nine different—different sets of competing amendments. And we don't place value judgements on those at the time. If the council asks for our legal opinion, we will tell you whether we think it's legally advisable or legally sufficient.

I-- I do think that at times when the council has asked and may not be happy with the answer, you know, we can only-- we can only give you the legal advice, if-- if we're sure that there's existing case law that supports a particular conclusion and we provide that conclusion.

There have been times in the past when a City Council
- this City Council or other bodies can ignore advice of

counsel and move forward. And if somebody challenges it, it

might be struck down by the court. So, you know, is that

helpful? That's-- that's for you to decide, but we just do

our best to provide the legal advice and-- and, um, you

know, let you make your legislative decisions.

But for the example of the cannabis, we didn't have nine exactly, but we had a number of councillors who were asking for pretty different types of things and it was all in a pretty short timeframe. So I do think having some guidance as to having them funneled through in terms of the

point of contact in the law department, I think having points of contact among the council would be really helpful for us, if we were in that situation again.

COUNCILLOR QUINTON Y. ZONDERVAN: Thanks. I-- I certainly do appreciate that. And-- and the-- the resource issue is-- is considerable, which is again, why we're having this conversation. And-- and maybe that does point in direction of, you know, as you pointed out, when the city is dealing with certain thorny issues where you feel the need to bring an outside counsel, maybe the same consideration should be made for the-- for the council in certain situations.

Like if we're waiting into a whole new area like cannabis and we're not sure exactly where it's going or how it's gonna play out, maybe it does make sense in some of those situations to— to bring in outside support. Um, again, it— it could still be through the law department in a similar way that you do now with— with other departments, but it might provide for that temp— temporary resource that we might need to get us through that particular legislative issue, um, you know, without overburdening the— the existing staff.

CITY SOLICITOR NANCY GLOWA: Well, through you, Madam Chair, the-- the concern I have with that is that just playing it out. Um, so if you want a particular amendment and we hire an outside counsel, first of all, the City Solicitor's office by law represents the City Council. So-- and the city, it therefore it's-- it's my responsibility to oversee the hiring of any outside counsel and to oversee the work that's produced to make sure it's suitable for provision to the council.

So that actually adds steps and time. Um, and let's say that one councillor wanted something and we get it from outside council, but a different councillor wanted something else. I mean, that can fall apart pretty quickly. And I would also just add that, um, you know, we-- we-- this Cambridge Law Department is one of the most highly regarded law departments in the entire state, and we have a great deal of expertise and particularly with respect to zoning matters and have a lot of contacts in the field of municipal lawyers and work with other lawyers who are working on these issues for other law departments in other municipalities.

So we're pretty tied into a network, and I don't

respectfully think there are a lot of lawyers who have more expertise than we do with respect to cannabis right now.

We've been learning a lot about cannabis in our office. We have a number of lawyers who've been working on these cannabis issues. So again, it's-- you know, so it's not clear to me that that would be helpful or productive, and I don't think there's expertise out there beyond what we can provide to you as-- as our clients.

VICE MAYOR JAN DEVERUEX: Um, okay. Go ahead, Craiq.

COUNCILLOR CRAIG KELLEY: Thank you. So I don't think anyone is doubting the expertise, the dedication of the hard work of the city's law department, I think that challenges are, that it's difficult to access that expertise and dedication in a manner that reflects the immediacy of some issues. Whether it was our desire to move forward quicker with the business permit ordinance, not because we had to by law, but because there are other factors that were driving us to move and people needed to get their businesses open and so forth.

Or if it is a zoning issue that does come with a timeline attached. I could talk about, for example, if something comes up with knowing on development, well that's

gonna expire in three weeks, give or take. And for the council to have to have a council meeting to pass an order that then gets sent to the law department and then comes back is— is just not very nimble or dynamic.

And whether it's a different way to go through something else to get to the expertise in the law department, that doesn't overwhelm you-- I mean, if-- if you've got nine lawyers and we've got nine councillors, then we've got probably 10,000 different legal opinions on any one issue.

So that's obviously not workable. But I think there's gotta be a better way that is workable because when-- and this is, by the way, is not limited to-- I know this is about attorneys, but it's not limited just to issues having to do with attorneys. We've got nine people and we all have different levels of expertise. It could be legal, it could be architecture, could be planning, could be whatever.

Um, and the people who are coming before us, either with their own proposals or to push a proposal that some of us might have put forward, and I think the cannabis one would be an example, they have access to a lot more expertise, whether it's legal expertise or planning

expertise or financial expertise. They've got much readier access to much more narrowly tailored expertise. And I regularly feel like I am outgunned by being on this side of the podium as opposed to the people who are on the other side and figuring out some way to help the council feel comfortable that we can be responsive, I think would be important.

I-- I like the idea of-- of budget and communications going through the councillors within the office and always being transparent in public. I don't think anyone wants to have private opinions. Um, and that brings us to the next question of represents. So I-- I agree with you that the solicitor's office represents the city to include the City Council.

I don't know that we are talking specifically about something that would be represents as opposed to does some sort of research. And I understand the two are connected, but they're not quite in the same ballpark. So somehow, somewhere I think the council needs readier access in a transparent fashion to emerging questions of law and beyond, or will continue to sort of feel battered by the—the eight experts up here.

Make it a total of, you know, God knows, 1,000 or 2,000 or \$3,000 an hour as— as we look around and—through the open meeting challenges that we talked about earlier, try and figure out, well, how do we communicate on something this complex? So I guess my question would—the only question I have would be the represents part. And then the other one was a long-winded comment.

CITY MANAGER LOUIS DEPASQUALE: So through you, Madam Chair, I'll let the solicitor speak. But one thing, and I want to be very respectful to make sure the council gets the answers they need, but one of the things that I really wanted to make clear early on is I think some of these questions, we are better off having more time to just figure out how we can better address 'em and have them all addressed at this point in time.

And I-- I understand the importance of getting them addressed quickly and I wanna be very respectful for the council, but I do would prefer on some to just kind of give us a chance to figure it out rather than say, no, we can't-- we don't know. I-- I just-- we are hearing you, but I'm not quite sure we can answer all the questions the way we really wanna answer 'em for-- for both our sakes this

quickly right off the top of our head, but I don't wanna speak for Nancy, but I did wanna try to make it clear early that hopefully it's not always a question and a guaranteed answer right back 'cause I think this is not-- some of these questions are just not ready for those type of answers and I apologize for that. But I think in the long run we'll all be better off if we just take some time to think about 'em. Thank you. Nancy.

CITY SOLICITOR NANCY GLOWA: Thank you, and Madam

Chair, through you, I-- I really wanted to say much of what

Louis said, which is that we hear you, we hear what you've

been saying here today and what was in the council order

and we feel fully committed, Councillor Kelley, to working

with the council to find solutions that will work for the

council.

So I just wanted to reassure you that that's our goal here today, to make sure that we can, um, think through what is being presented and figure out what we think would be a good set of approaches and then come back to the council to let you know.

VICE MAYOR JAN DEVERUEX: Completely reasonable to me.

I had actually, and I'll-- I'll let you speak in, I just

had a-- a follow up question. You mentioned that in the charter, the mayor has a-- a different set power with regard to being able to ask for things. Can you just explain that?

CITY SOLICITOR NANCY GLOWA: Um, certainly, Madam Chair. I cannot explain the reason, but, um--

VICE MAYOR JAN DEVERUEX: No one can.

know, this is, uh, the Plan E Charter is considered a strong manager form of government. So unlike Boston or Newton, uh, the City Manager is the executive where in those cities, the mayor is the executive. Here— the mayor's role is to be the chair of the council as well as the chair of the school committee and to hold the ceremonial role of city mayor.

Um, and for whatever reason, perhaps because there are some ceremonial functions where it's important for the mayor to be able to act independently in having certain events as mayor, that the mayor does as part of the mayor's duties, um, to be able to ask for legal advice individually, that's in the charter. Excuse me, it's in—it's in the ordinance.

VICE MAYOR JAN DEVERUEX: And that's outside of having to do what we do, which is to ask for-- do it through a policy order. I'm just trying to figure out if we don't have our mayor here with us, um, but if-- if there have been-- would be opportunities for a councillor to go through the mayor and say, hey, I'm-- I mean, is it--

CITY SOLICITOR NANCY GLOWA: Um--

VICE MAYOR JAN DEVERUEX: Has there been an example?

I'm trying to think that would the-- there's cycling safety ordinance, there was a fair amount of work between the mayor's office. I was involved in some of that and your department and advocates to draft an ordinance that kind of came to us mostly drafted. And with your blessing at that point was, is that an example of how the mayor can use this quasi-independent power?

no. I think that what the ordinance says is can ask for a legal opinion. And historically what we have done when a mayor has asked for legal opinion is provide a written legal opinion the way we might provide a council order response to the full body or legal opinions to the manager or department heads.

I would say that there's a little bit of a, um, a cautionary note that I would say that, you know, it doesn't mean like open-ended advice. And since we, uh, represent the council as a body, there are some risks inherent in providing, uh, significant advice to just one member of that body as opposed to the body as a whole, you know, other than through the committee process.

So I-- I think that we've tended to view that fairly narrowly, which I think is the appropriate way of viewing it. But that-- that doesn't mean a mayor can't ask for a legal opinion, but it's not really funneling a lot of work through the mayor's office to the City Solicitor.

VICE MAYOR JAN DEVERUEX: Okay. Thank you. And then one other question, because we've been talking about the clerk and he's sitting right here. Um, and I think certainly he does probably have opinions, and I don't wanna put him on the spot in terms of answering right now, but the clerk works for us, the council hires him, but at the same time he reporting to us is sort of a-- a vague and nebulous thing because we don't, we supervise him on a day-to-day basis and you know, I don't know if he feels like he has nine bosses and-- or-- or how that works.

So in terms of asking the clerk to help with things, that's sort of a gray area too. Um, and I could easily see that he would either, you know, willingly wanna do that or say, well-- well, you know, that might not be exactly what's in my job description depending on how involved it was. And I know that when he worked in his prior capacity in Springfield, you started, I believe in the City Solicitor's office, but we're in some way delegated to help the council. And I don't-- is that--

CITY CLERK ANTHONY WILSON: Uh, I guess I'll just, um, start with the cabinet that Springfield has a sort of different form of government. Um, um, so the way the office was structured, uh, in Springfield is that the solicitor assigned a lawyer to be the lawyer for the council. That lawyer is still, um, uh, under the supervision and direction of the City Solicitor. So it's still technically in the City Solicitor's office.

Um, on the broader questions about the same things the city clerk can do, um, I have no problem sort of helping the council with drafting and things like that. As far as legal questions, legal opinions go, that is outside of the scope of the clerk's responsibility is in the hands of the

law department. So I talk frequently with the City
Solicitor 'cause our-- of the things we do have some
overlap in terms of procedural issues that may come out of
whether it's, uh, ordinances or state law or things of that
nature. But as far as pure legal research and, um, uh,
representation goes, that really is in the realm of the
solicitor's office.

CITY SOLICITOR NANCY GLOWA: And if I could add Madam Chair, um, the-- Mr. Wilson then, uh, succeeded to become the city clerk for the city of Springfield. So that was an entirely different role. So it really does depend a lot on what the parameters are. My suggestion for the council, if the council wants to explore this, would be to either, um, consider a policy order for the council's consideration or, um, possibly have a discussion if there's going to be, um, a discussion about the new rules for the next term whereby the council could decide as a body, um, how they would want to use the office of the city clerk for any additional duties and then discuss that with the clerk to see, you know, if that's, um, amenable to-- to him. 'Cause I know he also has a very significant workload.

VICE MAYOR JAN DEVERUEX: Yeah. I mean, I'm certainly

not wanting to suddenly change his job description, but I think his experience in Springfield, albeit with a different form of government, is in some way relevant. And I certainly am not envisioning tasking him with doing a lot of legal opinions and— and research to— to tell us, you know, what's constitutional and what isn't 'cause that would clearly be a duplication of effort. But if there was a way, you know, to have that be part of his role, I think that's certainly something that a future council could—could, uh, negotiate or consider. Um, did you wanna say something?

COUNCILLOR SUMBUL SIDDIQUI: I had a-- Thank you. I had a few questions. I've often received emails from constituents who ask me to personally-- you know, they ask legal opinion, uh, or what do you think this legally means? I-- generally, my-- my-- I say I don't-- I'm not-- I either don't respond right away and I usually will say something like, I don't wanna give you legal advice.

I don't know. In those situations, is it appropriate to forward on-- I've thought about for-- no. Okay. Just wanted to clarify. I cannot forward on constituent questions pertaining to an area, maybe it's about-- it's--

it's about something random. Uh, so that's the first question.

city solicitor NANCY GLOWA: Well, one-- Madam Chair, one line is pretty clear. We-- we don't provide legal advice or guidance to people other than our clients, which happens to be the city as an entity that includes all of its constituencies but not citizens. So when we get questions like that, we direct people to consult with their own council or to-- we also give them the name of legal aid organizations and, you know, try to give them direction in how they can try to go seek some assistance.

COUNCILLOR SUMBUL SIDDIQUI: Sorry, I wasn't, um, specific. I understand that and I always do that. The-more clearly a question about an ordinance, a question about, uh, specific city policy or decisions that have occurred.

CITY SOLICITOR NANCY GLOWA: Um, through you, Ms.

Madam Chair, we-- we would not provide interpretive advice
to anyone. Um, we would provide-- uh, we would direct them
to where the resource is if they wanna know. If there's an
ordinance that says citizens have to shovel snow, we-- we
say where they can find such an ordinance. If there is one,

we direct them to the ordinance or to the website, if there are other materials, but we don't provide interpretive advice.

COUNCILLOR SUMBUL SIDDIQUI: Yeah. I think in those situations, I'm like, sorry, I don't know what to tell you. And it's a-- I think on the ground when-- some of what you're hearing is we get a lot of questions about not just the-- what I've just mentioned, but if we filed a policy order or if we filed, uh, a request for something, oh, what's happening with that or what's that?

You know, where is that in the timeline? And I think that's where the communication is— is critical and over communicating. I think the law department has done so many legal opinions and then there's the difference, but there's a difference between legal opinions and then the actual drafting.

And there's been situations where we've requested, you know, I think the transfer fee is an example of something that you put forward and it's come up a lot in those types of situations. So I think by the end of the term, I think it'd be helpful, through you, uh, City Manager, to know, you know, the-- we have some understanding of all the-- the

legal opinions you worked on and then these are some of the things that we, you know, didn't make progress on. And here's why.

I think it's just-- that's something that is for us important to know so that we can also explain to our constituents in a way of, look, there's a lot of city business, the-- you represent, not just the council, but so many different, uh, law departments. And so on that end, I think I'd be curious to know if it's possible to know what the percentage is that the-- if-- I don't know if it's possible, of how many projects that specifically the law department undertakes that pertain to City Council business. Uh, is that 75%? Is that 55%?

I think you do a lot, having read so many-- I've recently read a brief that was filed by one of your attorneys on the preliminary injunction that was filed by-- filed by, uh, the Revolutionary Clinics. I mean, blown away by what I read, right? It was just top-- top-notch, no doubt about it, so much work. So I-- I 100% understand.

And I think for us, it's also explaining to people on the ground, there's a lot that the law department does.

There's a lot of issues we all care about. How do we plan for that? So I think, I guess the third question would be is nine lawyer-- nine attorneys-- uh, how do I frame this question.

COUNCILLOR DENNIS J. CARLONE: Enough?

COUNCILLOR SUMBUL SIDDIQUI: Is-- is-- no. Yeah. Or for a city of our size, what is the average law office? And just outta curiosity, is it-- is it five lawyers? I mean, for a city of our size, so just on a-- I don't know if you have that information on hand, but that'd be helpful to-- to understand.

that varies somewhat by budget. Some cities have no money and I mean, they're really strapped in all the services they provide. So they might have smaller departments.

Obviously, Boston has a much bigger, both corporation council office, and then they have some satellite offices for different departments like the police department or the school department. Um, well, actually we do too.

Um, but, um-- so I think I would say given the-- the-the increase in budget over the last several years and the
increase in the number of other positions in the city, we

work hard to keep up. Um, so I-- I'll let the manager answer this.

CITY MANAGER LOUIS DEPASQUALE: I-- I would also give the law office a plug because also some law offices have outside council budgets, which this law office does, but as a percentage of the expenditures made, they really do keep it in-house. So it can be deceiving, it could be a bigger staff or small staff and a lot is going out. But I can tell you because of the talent in many areas that this law department has, we also do an incredible job keeping it in-house.

But, you know, we've talked to Nancy at every budget about is this the right amount of lawyers? And we are open to those discussions and we wanna make sure that if more lawyers needed, then we take care of that. And we recently did add an attorney to this budget. We'll continue to have that discussion with a lot of departments as the demands continue.

I think as I've said in the last three years, we've added about 90 positions in the city budget alone, not counting the school to really address how we can do a better job making sure that the-- the residents of the city

are served in the best way possible and listening to where the council suggests we-- we should go. So I appreciate this and we will take another look at that, I'm sure.

CITY SOLICITOR NANCY GLOWA: Through you, Madam Chair, if I could just add response to your other question,

Councillor Siddiqui, um, I mean, much of our work relates to the council, but it depends how you would define that.

So that case, for example, the Revolutionary Clinics case where, you know, representing the city of Cambridge, it's not specifically representing the council, um, but it is the council policies that are at issue.

Um, and— and we certainly could try to provide some information about, if you wanted to know how many of the things come our way we finish or how much of our work relates to the council, it depends sort of where you draw various lines. But we'd be happy to try to look into that and give you some idea of the pretty broad scope of— of the work that we do provide.

COUNCILLOR SUMBUL SIDDIQUI: Yeah, I certainly don't wanna add more work to your plate at all. I think, uh, if it's easy, great. I think a more general conversation about this is how many legal opinions there were that were

requested. This was-- just the type of work, uh, the City Council also request. I think I can put it in buckets, but maybe if there's a way-- if there's just a way to, uh, delineate that, that'd be helpful for us to understand as we think about goals.

CITY SOLICITOR NANCY GLOWA: There actually is some of that information in the budget book every year.

CITY CLERK ANTHONY WILSON: So there is, okay.

CITY SOLICITOR NANCY GLOWA: Um, I mean, to me, given the amount of time it takes to write them, the numbers always look a lot smaller than what it feels like we've been doing. But the numbers are there each year for, uh, opinions written, how many lawsuits have been filed, how many claims have been filed, and how many trainings we've provided to different city staff or departments. Um, so those numbers are fairly bare bones. They don't really tell the whole story of what we do, but— but that particular information is there.

CITY MANAGER LOUIS DEPASQUALE: And through you,
they're not broken out in the way you're looking for. So we
could take that and now maybe add another year, which we
get specifically the best we can tying it to the council

rather than just in general. We put 'em all together in the book.

COUNCILLOR SUMBUL SIDDIQUI: Thanks.

VICE MAYOR JAN DEVERUEX: Yeah, I think—— I think that's the perfect place to put that because the budget is where we're talking about staff capacity and—— and so forth. Um, another—— another thought is—— okay, 'cause Sumbul mentioned, having read that brief, I—— I wouldn't know where to find that brief. And we are not, uh, regularly apprised of, you know, pending litigation.

I-- you know, all of us I think were, um, sort of buttonholed by a member of the press a couple of weeks ago to say, well, what are you gonna do about the challenge to your inclusionary law? Aren't you doing something about that? And I was like, um, honestly, I can you-- I-- I don't really know much about it.

Um, I kind of have heard about it, but I don't-- you know, I haven't been reading the briefs and I don't really know what the legal basis is and I'm not a lawyer. And-- and I got the sort of reaction of like, well, what kind of policy maker are you? And I'm like, well, this is the law department, you know, we are not in charge of like-- we

pass the law, you know, and they're in charge of the legal strategy.

But I-- I didn't-- you know, I wouldn't even know where to go to look for any briefs that have been written or how to tell somebody, well, this is in this stage of a court process. So I don't know if there's a way to put any of those documents on some public portal so that-- I mean I know they're all-- they're public documents, I'm assuming if they're court records, but I don't have the ex--

CITY SOLICITOR NANCY GLOWA: Well, through you Madam

Chair. I guess I am a little not as enthusiastic about that

last point because sometimes our legal strategy might be

more revealed if we're just sharing every stage of where we

are in a lawsuit publicly by posting it somewhere. But I

do--

VICE MAYOR JAN DEVERUEX: I think that you'd submitted to a court, like what someone read somehow.

CITY SOLICITOR NANCY GLOWA: Right. But even so, we sometimes might be tipping somebody off to some strategy by making public what we just filed as opposed to just going about our business doing the litigation. I do hear what you're saying and we could do much more communicating with

the council.

It's a little hard to figure out where to draw the lines because in every one of these cases, I mean, litigation usually goes on for years and there's various stages of significant motions that happen or we win, you know, at trial and— and then it goes to the appeals court and then it gets remanded and then the goes back to the BZA and, you know, whatever.

So these things can take a long time to when their way through the system and perhaps not everyone is as interested as Councillor Siddiqui in reading dense legal briefs, but, um, we certainly would be happy to work with the council on making some of that information more available and giving some reporting on important cases.

I think that that case, we didn't expect to have that inquiry either. Um, so we were also taken a little off balance by-- by that story. We-- we didn't really see it coming, um, but I think-- I think the manager tries to keep you informed and we try to keep him informed, but we can probably do a better job.

CITY MANAGER LOUIS DEPASQUALE: I would say, through Madam Chair, that clearly the amount of information that we

dramatically in working with Lee. It's something that we feel is real important. I would say in these type matters, we've not expanded as much in most of the other areas, but certainly is another area that we can take a look at to see what would be appropriate to let the council become aware of. But we've really worked hard to make sure, especially over the last three years, that we're letting the council know anything that they may be facing so that they're not caught off guard like that. So we can certainly take a look at that.

VICE MAYOR JAN DEVERUEX: Thank you.

COUNCILLOR DENNIS J. CARLONE: I think it would be helpful once you think about how you will work with the council on issues to sort of clarify what you can do. Um, in other words, these areas or these kinds of questions are appropriate. So we don't think months or-- or weeks about something and present something that doesn't seem reasonable, that would help certainly someone not trained in law.

I did take two law classes, I learned in both, I would never be a lawyer. Um, the other thing I wanted to ask,

what is the policy order etiquette? There— there have been two occurrences in my terms, in my years that, um, you were not— the office, the solicitor was not able to speak on a subject because they had not done the work or because of priorities.

It was a low priority. But we had actually set up committee meetings and— and we weren't told until that meeting, for instance, on ICE and immigrants, I think it was a January policy order, it could have been in the spring. Um, we tried to have a meeting I think in September. And is there a way— is there something that we have to put in the policy order?

I mean, we-- we even had ACLU here. It was kind of embarrassing to be honest. Um, so if we're not doing-- if I'm not doing something correctly or it was just an omission and that happens, I get that, that's fine. But if-- if it isn't an omission-- uh, uh, you know, I wrongfully think anything that's sent to the manager gets sent out.

CITY SOLICITOR NANCY GLOWA: So through you Madam

Chair, I'm actually-- this is ringing a bell now. It didn't

at first. I think that we came to that Ordinance Committee

or whatever committee it was meeting and that was the first time we saw the draft ordinance that was prepared by I think ACLU, if I'm thinking of the right situation. Um, but there have been a few times--

COUNCILLOR DENNIS J. CARLONE: It was submitted in a policy order a long time ago.

CITY SOLICITOR NANCY GLOWA: Then I'm not sure what
you're talking about.

COUNCILLOR DENNIS J. CARLONE: Would that have been just sufficient if-- if--

CITY SOLICITOR NANCY GLOWA: It should have been, if it was asking for legal work, it should have been referred by the manager to the city's solicitor's office and so I don't know--

COUNCILLOR DENNIS J. CARLONE: Yeah, but you just said a phrase--

CITY SOLICITOR NANCY GLOWA: --where it fell between
the--

COUNCILLOR DENNIS J. CARLONE: --if we asked for legal work, we were in the process of making this an ordinance and some of us wrongfully perhaps assume that that process would automatically go to the law department. So we have to

ask for legal review?

CITY SOLICITOR NANCY GLOWA: No. Through Madam Chair, you don't have to. Um, I think that the manager, um, tries very hard in his weekly meetings with department heads to assign the various council orders to the appropriate departments to get it right. And we discuss in those meetings which departments should be responsive.

It may be that, let's say I wasn't at a meeting and whoever was talking about it didn't think about bringing us in. I mean, we all have so many things on our plates. And, you know, let's say CDD has a particular area or the, you know, um, Immigrant Commission or Human Rights Commission. So, you know, we all work together, but sometimes something might have been-- been sent off in the wrong direction inadvertently.

COUNCILLOR DENNIS J. CARLONE: I was gonna ask, should I follow up? But then I realized I did follow up in June and I was told we're working on it. Uh, so it— this is one instance, it's not typical. I get that. I'm— I'm just raising it. If there's something else we should be doing, if there should be a list that we know things are being worked on or not, and then we would come to both of you and

say, you know, we really want you to work on this.

CITY MANAGER LOUIS DEPASQUALE: I-- through you, we certainly hope that never happens, but I guess anything's possible. But it's certainly not our intent not to be ready for a meeting 'cause we haven't provided the council. I can assure you that, and I apologize, but I think any sort of update to me, uh, Mary Ellen, Lisa, Nancy, to just say where are we? We work pretty closely, especially with Mary Ellen to say, what's coming up? What do they need? Do they have it? Let's get it as quick as we can. So that is something I know has been a priority, but things sometimes happen. But if we-- we need to tighten it up and we're closer together, we'll figure that out. I assure.

COUNCILLOR DENNIS J. CARLONE: Thank you. Thank you.

CITY SOLICITOR NANCY GLOWA: And I-- I would just add, this is what we were talking about earlier in this meeting that, you know, if we, uh, strengthen the, um, lines of communication and making it possible for the sponsor of an order or chairs of the committee to be contacting me and then having particular attorneys working with them, then you would have a point of contact once that was established that you would be able to call and say, what's up with

that, whatever, and-- and get an up to date, um, status report.

COUNCILLOR DENNIS J. CARLONE: Okay. Thank you. Thank you, Madam Chair.

COUNCILLOR QUINTON Y. ZONDERVAN: Thank you. Just to follow on to that 'cause I-- I think we did put in a council order about ordinances, um, both in terms of having them automatically reviewed if we propose an ordinance, but also having some public place where they're listed as we do with-- with zoning amendments, uh, which I think is-- is really helpful.

Um, so I think both of those things could—could help with that. Um, and then I just wanted to go back to something that the clerk said earlier that he was assigned as an attorney to the Springfield Council. So would that sort of model be possible here? I'm— I'm not asking you to commit to doing that, but—but would that be potentially a solution where we have an attorney whose job description is to support the council in drafting these ordinances, giving legal opinions on them, uh, things like that so that we have a single point of contact or working on these specific issues.

city solicitor NANCY GLOWA: Through Madam Chair, um, in-- in the past, the law department did have attorneys assigned to different departments, and we have found that it's much more productive and, um, enables us to work more cohesively and-- and sort of keeping track of the work and the policy directions that are being developed by having all of the attorneys be generalists and not assigning people to specific departments. So I understand that may be something that sounds of interest and I hope that we can address that request in different ways, but that would not be something we would wanna revisit necessarily.

COUNCILLOR QUINTON Y. ZONDERVAN: Okay. I mean, I-- I can certainly understand that point of view as well. I-- I guess it-- it's more, uh, a question of, um, logistics and-- and keeping track of what's going on rather than, you know, specific areas of expertise. So I-- I can certainly imagine that if I was working on an ordinance on a particular topic, that you would say, well, you know, this is the best attorney to work with on that.

But in terms of having somebody who is keeping track of, okay, there's these five ordinances that we're working on with the council and this is their different stages of

progress and so forth, uh, maybe that's more of a clerk oror, um, administrative, uh, assignment, but some way of
keeping track of these legal opinions and-- and ordinances
as they're going through the process.

CITY SOLICITOR NANCY GLOWA: Through you, Madam Chair, I mean, we certainly can do a better job of trying to communicate about it, but we-- I do that and the other two supervisors in the law department do that. We track everything and I mean, I can always answer a question about the status of any particular thing that our office is working on, but, you know, we understand the kinds of additional things you're asking for and we'll certainly work on those.

VICE MAYOR JAN DEVERUEX: It occurred to me that I should probably open public comment for this portion of the meeting. If there's anyone, we now have two people, uh, say— anybody wanna say anything about this discussion?

Speak now or forever hold your peace. Okay. I mean, well,

I'm— don't— don't feel obligated, but I'm trying to follow the rules that, uh, this could be my last chairing of a hearing, so I don't wanna screw it up.

MR. JOHN HAWKINSON: I speak early the person--

VICE MAYOR JAN DEVERUEX: Well, if you're gonna, if
you're gonna--

MR. JOHN HAWKINSON: That's all.

VICE MAYOR JAN DEVERUEX: Okay. Thank you. All right then Peter, did you have something on your mind? Come to the-- the microphone.

MR. PETER: Did you general go over the agenda of meeting? Because you can't do that.

VICE MAYOR JAN DEVERUEX: Well, respectfully, you did come in only very recently and we've been talking for almost two hours, so I don't really wanna give a whole recap. But the-- the agenda, you can see the call of the meeting is written there. We've been talking about, uh, as you heard for the last few minutes, the-- the law department's role. Okay.

I guess public comment is closed. Um, Any-- any final thoughts on this? Uh, I mean, I think-- I think this has been helpful and I hope you found it helpful. I do appreciate that we have, you know, I mean, clarified how having access to legal council could help us be more productive as policymakers, as drafters of ordinance, as just all around, um, good councillors.

So, um, I hope that the future council will continue to work with you on this. And I--- and I do hope, uh, relevant to our prior discussion in this meeting, that the next council will, uh, look closely at the City Council rules and think again about quorums and-- and how that plays out. And I do think, uh, Craig is correct that certainly in the past two terms, attendance at committee meetings has been fine.

I don't think we've ever had-- we've-- we've had in fact very few committee hearings where there have only been two councillors present. Um, I can think of one recently, but usually there have been, uh, at least three members and often people who are non-members attend. Um, so, you know, in general I think that's a good thing.

Um, because when a committee has a-- a-- a good productive discussion and then sends something on to the full council, it means that more people have actually thought about it in advance and there is some consensus and we're not starting from scratch, you know, with two councillors having decided something in a committee hearing, and then the other seven are like, well, we have no idea what you're talking about.

So-- um, so overall, I-- I hope that, um, this can work and-- and we'll talk to the clerk about his role now that he's been here for a few months and knows-- uh, knows what we need and knows what his job is like. So thanks. Did you have one thing else you wanted to say? Go ahead.

COUNCILLOR QUINTON Y. ZONDERVAN: Yes. Thank you,

Ma'am Chair. So I guess to that point is, is there-- should

we expect a more formal response to the order in-- in this

term? Are we saying the conversation will continue next

year? What-- what's our sense there?

CITY MANAGER LOUIS DEPASQUALE: Um, based on the calendar, this term could be difficult, but let's-- I don't wanna promise anything, but we'll get something as quick as possible that I will promise rather than a specific date.

COUNCILLOR QUINTON Y. ZONDERVAN: Okay.

VICE MAYOR JAN DEVERUEX: Okay then. Thank you all for being here. Adjourned.

The Cambridge City Government Operations, Rules & Claims Committee Meeting adjourned at 3:37 p.m. approximately.

CERTIFICATE

I, Kanchan Mutreja, a transcriber for Datagain, do
hereby certify: That said proceedings were listened to
and transcribed by me and were prepared using standard
electronic transcription equipment under my direction
and supervision; and I hereby certify that the
foregoing transcript of the proceedings is a full,
true, and accurate transcript to the best of my
ability.

In witness whereof, I have hereunto subscribed my name this 20th day of June 2023.

Kanchan Muteja

Signature of Transcriber

Meeting opened at 2:02 PM.

nancy glowa city manager louise dePasquale deputy city manager lisa peterson

Councillor Carlone present Councillor Kelley present

Public comment opened at 2:25 pm

John Hawkinson

public comment closed at 2:30 pm.

public comment opened at 3:41 PM

No speakers.

public comment closed at 3:42 PM.

councillor zondervan

meeting adjourned at 3:45 PM.

- 1. That the Government Operations/Rules and Claims Committee be and hereby is requested to coordinate with relevant representatives from the Attorney General's office and the City Manager's office to hold a meeting, to include City staff, to review Open Meeting Law requirements for elected and appointed City officials.
- 2. That the Government Operations/Rules and Claims Committee is requested to coordinate with relevant staff to hold a meeting to discuss the feasibility of adding a private attorney budget item to the City Council budget.