



**Town of West Newbury**  
**Select Board**  
**Monday, July 17, 2023 @ 6:00pm**  
381 Main Street, Town Office Building  
[www.wnewbury.org](http://www.wnewbury.org)  
**AGENDA**

REC'D W. NEWBURY CLERK  
'23 JUL 13 PM 4:46

**Open Session: 6:00pm by in-person attendance or remote participation (instructions below)**

**Announcements:**

- This meeting is being broadcast on local cable TV and recorded for rebroadcast on the local cable channels and on the internet. Meeting also accessible by remote participation; instructions below.
- 2023 Summer Bandstand Concert Series – Thursdays at 6:30pm – list of performers located on Town website
- Call for volunteers! FY24 positions on Boards/Commissions/Committees. See [www.wnewbury.org/volunteer](http://www.wnewbury.org/volunteer)
- Reminder to subscribe for emailed Town agendas/news/announcements at [www.wnewbury.org/subscribe](http://www.wnewbury.org/subscribe)

**Regular Business**

- A. Presentation regarding ongoing/active projects/initiatives; discussion of priorities – *Angus Jennings, Town Manager*

**The Board may take a brief recess between the Open Session and the Executive Session beginning at 7 PM.**

**Executive Session: 7:00pm in 1910 Building, 381 Main Street: Town Manager's office**

- ❖ MGL Ch. 30A §21(a) 3: To discuss strategy with respect to collective bargaining or litigation if an open meeting may have a detrimental effect on the bargaining or litigating position of the public body and the chair so declares (*Police Union*).

**Addendum to Meeting Notice regarding Remote Participation**

Public participation in this meeting of the West Newbury Select Board will be available via remote participation. For this meeting, members of the public who wish to listen to the meeting may do so in the following manner:

Zoom Meeting

Phone: (646) 558 8656

Meeting ID: 861 4430 5173

Passcode: 365524

Join at: <https://us06web.zoom.us/j/86144305173?pwd=WXIwR1o1di83K3UwTXkzZlFxNHVGUT09>

Every effort will be made to ensure that the public can adequately access the proceedings in real time, via technological means. In the event that we are unable to do so, despite best efforts, we will post on the West Newbury website an audio or video recording of proceedings as soon as practicable after the meeting.



# Goal Setting Meeting

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Working meeting of Select Board & Town Manager

Angus Jennings, Town Manager

February 5, 2022



# Intro: Context, and Goals for Today

- Decentralized form of government / venue for decision-making
  - 8 elected Boards/Commissions
  - 21 appointed Commissions/Committees
- Many current issues
- Many “backlog” issues
- With very few (if any) exceptions, no unimportant issues
- We cannot do everything at once; choices must be made
- Policy issue, therefore, becomes *relative* importance **and** *relative* urgency
- To set that policy direction, the organization (and its chief elected official the Select Board) needs an understanding of the full universe of what is (or could be, or should be) “on the table”

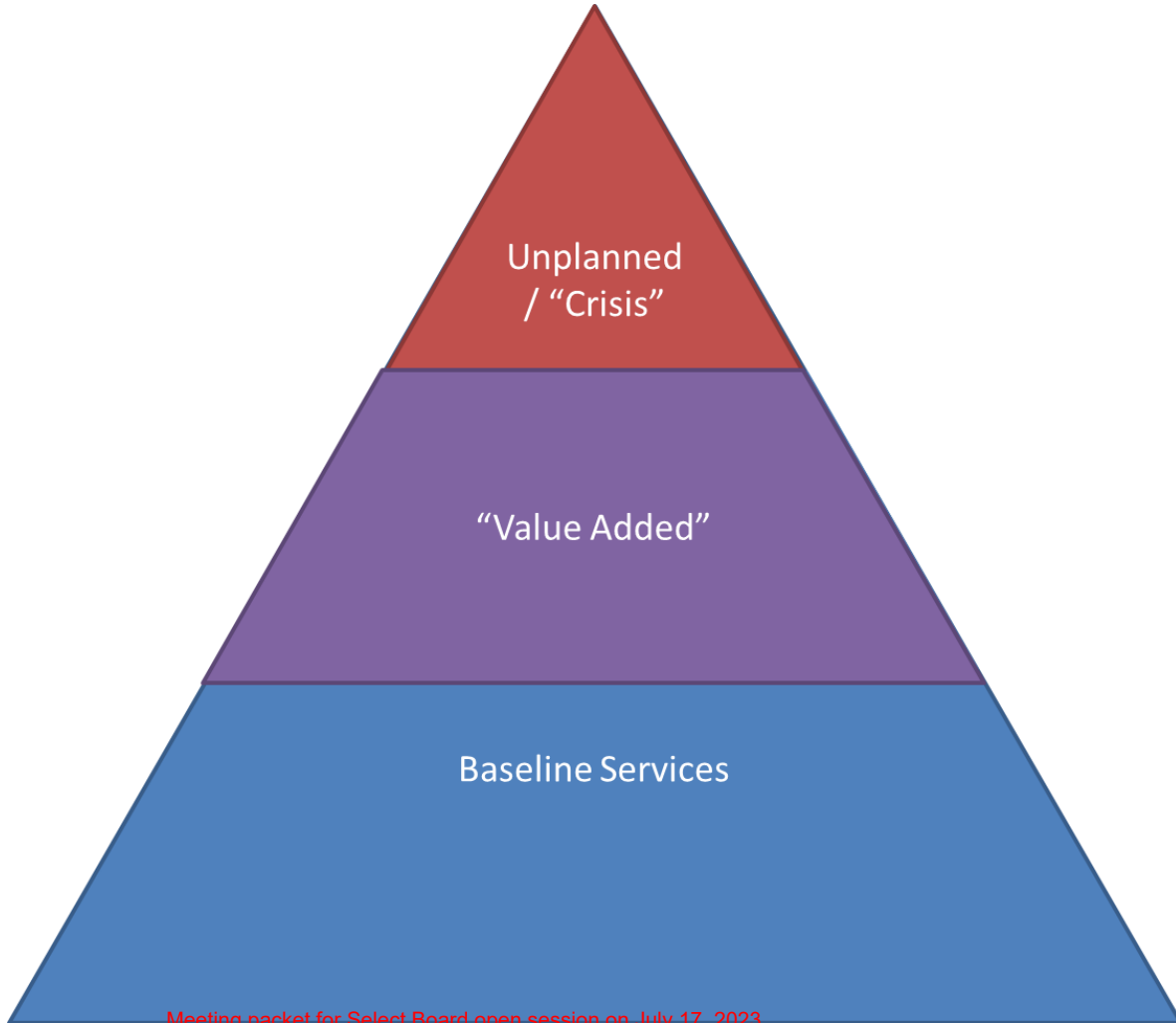


# Management Objectives for Goal Setting

- Prioritize among the universe of potential projects a shorter list that is – collectively – realistic and attainable (even if ambitious)
- Prior to making new commitments (i.e. translating “goals” to a work plan), identify resources necessary to honor those commitments
- To the extent that new commitments draw from finite resources, first ensure capacity to carry forward existing commitments that have already been made (incl. continuity of baseline services) – or, make the knowing decision to reshuffle existing commitments to free up time for new ones
- Minimize (through proactive planning) avoidable “crises”
- Consider potential expansion of personnel resources (FY23 Budget)



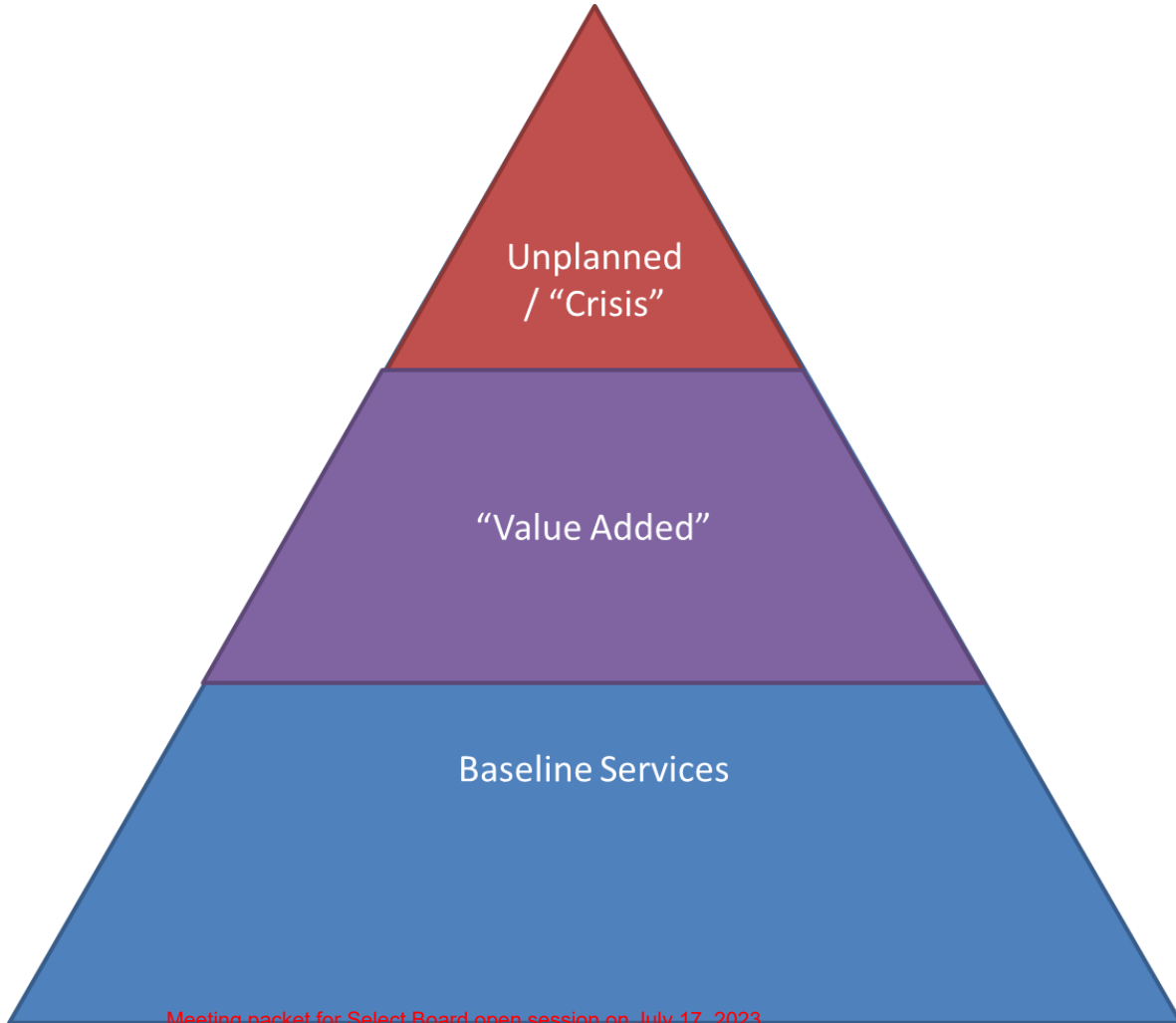
# 3 Categories of Town Government Work



- Unplanned / Crisis (not part of a specific work plan but, when they arise, must be addressed)
- "Value Added" (i.e. expanding public level of service; proactive planning and zoning efforts; non-mandated services that are nonetheless provided on a regular basis; etc.)
- Baseline (mandated by local, State or Federal statute, regulation or administrative agency.)



# Typical town government work pyramid

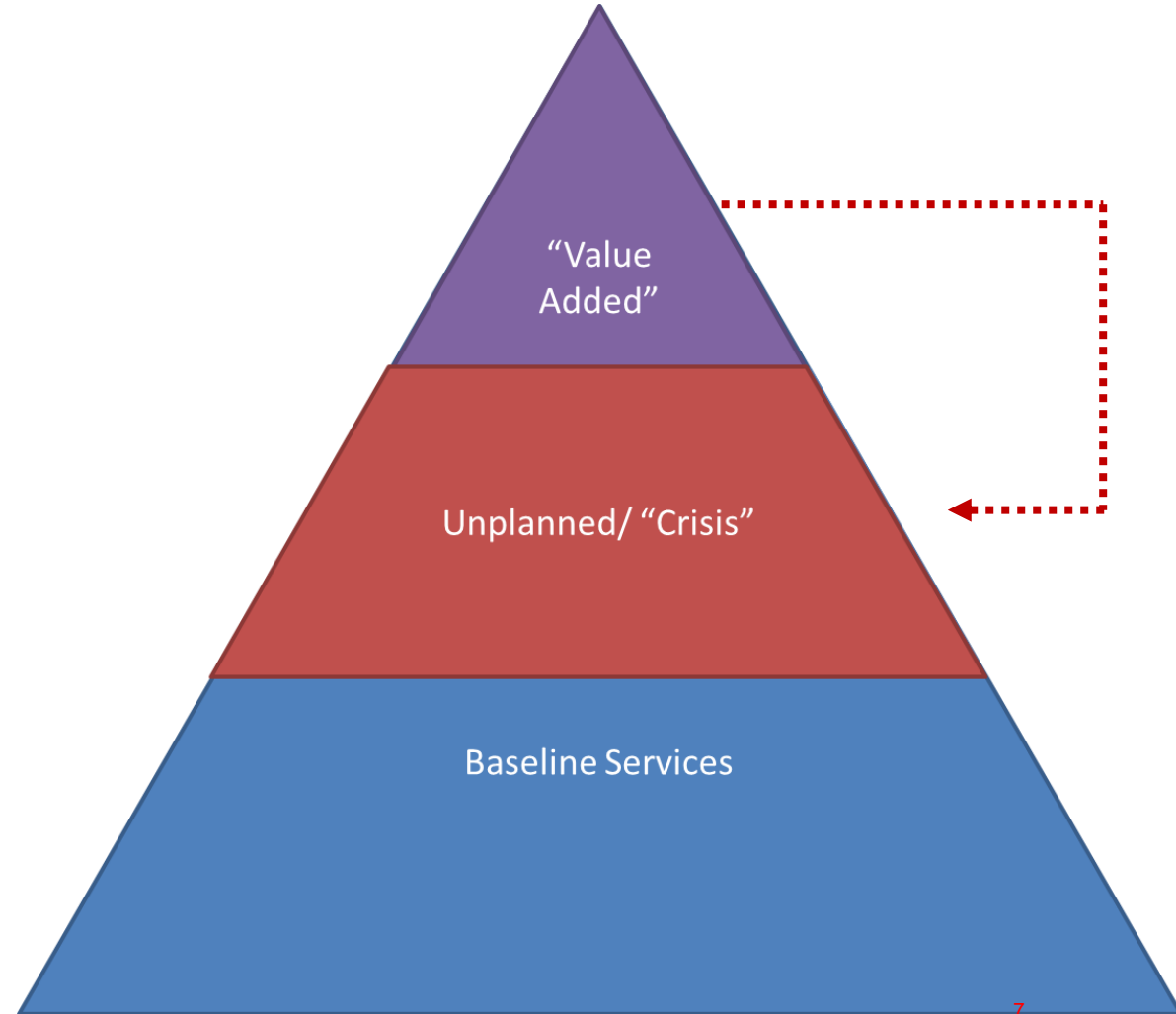


- Town staffing generally based on capacity needed for “baseline” (i.e. mandated) services
- Largest share of staff time goes toward these essential functions
- Ideally, the next “tier” of staff resources (by time spent) goes toward “value added” (such as policy/planning initiatives)
- Inevitably, and from time to time, “crises” arise



# Work pyramid during times of “crisis”

- When “crises” arise, they demand attention – often immediate attention
- [Note: Some “crises” are truly “crises” (i.e. Page School flooding); others arise due to lack of proactive planning / anticipation]
- These “crises” inevitably divert time from “value added” initiatives
- In either instance, they cannot be allowed to undermine/threaten core “baseline” services





# Availability of Personnel Resources

- For many – if not most – if not all – Town staff positions, the Job Description responsibilities demand all of the position’s budgeted hours (or more); common municipal situation, effect of Prop. 2½
- So-called “value added” projects and initiatives are often advanced in the snippets of time between completion of core responsibilities – and/or in extra hours worked
- In the Finance/Administration side of operations, some substantial (substantive and recurring) department functions have no assigned staff; or have responsibilities not yet integrated into defined job functions (due to bandwidth)... so remain Town Manager tasks
- Un/underutilized vacation time, added to routinely working extreme hours, are indicators of systemic stressors... and are prevalent here





# FY23 Budgeting

- Known / potential dynamics
  - Finance & Administration (incl., Town Manager, Finance, Select Board, Town Clerk offices)
  - Conservation
  - Planning
  - Police
  - Fire
  - DPW / Bldgs. & Grounds
  - Council on Aging
  - Parks & Rec
  - Library
  - Water
- Also, Collins Center wage study

Meeting packet for Select Board open session on July 17, 2023

Department	Head Count (FY22)	Budgeted Weekly Hours (typ.)
Town Manager	2	80
Select Board	1	22
Finance	2	80
Assessing	2	68
Town Clerk	2	74
Conservation	1	25
Planning	1	25-30
Police	11 (+reserves)	410
Fire	3 (BOFE) (+call ffs)	Variable
Dispatch	4 (+reserves)	168
Inspectional Services	4	72
Emergency Mgmt	2	Variable
Public Works	5	175
Bldgs. & Grounds	2	80
Health	2 (not incl. dropoff staff)	64
Council on Aging	2 (not incl. van driver)	55
Library	7	186
Recreation	0	0



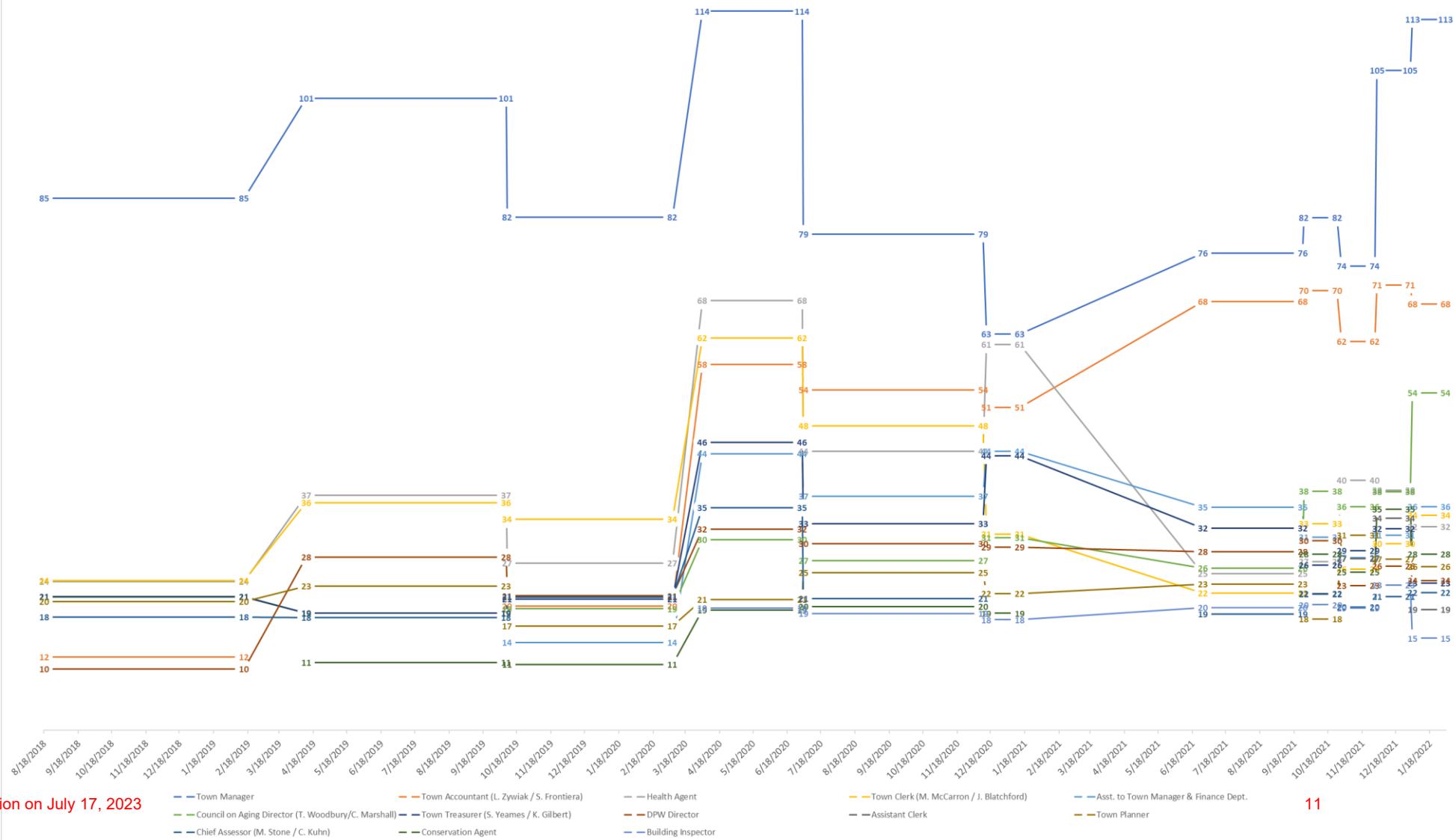
Advancing existing / known initiatives – while maintaining “baseline” services and responding to “crises” – is what keeps Town personnel busy, day-in / day-out



# EMAIL UTILIZATION TRENDS - TOP USERS AVG. DAILY EMAIL (SENT/READ, PER 5 DAYS/WK)

AUGUST 2018 - FEBRUARY, 2022

Staff	Avg/Day
Town Manager	88
Town Acct	53
Health Agent	39
Town Clerk	35
Asst. to Town Mgr.	33
COA Director	31
Treasurer/Collector	30
DPW Dir.	26
Asst Clerk	26
Town Planner	23
Chief Assessor	22
Conservation Agent	22
Building Inspector	19



Meeting packet for Select Board open session on July 17, 2023



# Project Management background

- As a land use/zoning consultant to towns and cities, managed dozens of projects, typically with small team (firm size 2-5) plus sub-contracts
- 10 illustrative projects, typically incl. planning, zoning, design standards:
  - Belmont(\*), Marblehead, Plymouth, Kingston(\*), Fitchburg(\*), Brockton, Lynnfield, Reading, Wrentham, Cohasset (*\* indicates award-winning project*)
- Typical level of effort:
  - Average duration of engagement: 8.4 months
  - Average total consulting staff hours per project: 462.1
  - Avg. project staffing hours/month: 56.5
  - Range of Project Manager (Angus) hours/month: 16 to 71

*Distance between idea and execution is measured in hundreds of hours*



# Foundation for stated “bandwidth” concerns rests on professional ethics

- For 12 years prior to/initial tenure in West Newbury, Town Manager maintained American Institute of Certified Planners (AICP) certification
- Paid special care and regular attention to AICP Code of Ethics
- Managing workload to match capacity is a principle of professional ethics:

**People who participate in the planning process shall safeguard the public trust.**

Do not participate in any matter unless adequately prepared and able to render thorough and diligent services.

Source: <https://www.planning.org/ethics/ethicscode/>



# Outcomes

- “Project Management Matrix” – which is and always will remain a dynamic work in progress – is my target
- A shared “Prioritization Matrix” is a more tangible objective for today’s working meeting



# Project Management Matrix

- Status of initiative (color coded)
- Project identification
- Prime mover/director
- Collaborative category
- Staffing (lead/support)
- Timing (aspirational, by quarters)

Town Manager  
Project Management

LEGEND

- Complete
- Underway
- Not Started
- Project Manager
- Project Support
- In the Long

Project Description	Initiated by	Working Group			
		Planning	Design	Construction	Operations
Access neighborhood that may be vulnerable to impacts of climate change (erosion and flooding); Engage with review/planning process re River Road / potential climate impacts	Select Board				
Advance housing policy objectives (incl. establishment of Housing Trust, Bylaw adoption, Declaration of Trust, vision)	Select Board				
Establishing road public access to Menemick River	Select Board				
E-Continue to evaluate Town Center	Select Board				
Evaluate and/or re-use Town-owned lands re potential use(s) for open space/rec, affordable housing, renewable energy, and/or potential disposition	Select Board				
Project improvement: Center Street land acquisition (incl. Contained area surveys)					

Town Manager  
Project Management



**LEGEND**

  Complete  
  Underway  
  Not Started

Project Manager  
 Project Support  
 in the loop

Item	CS	#	Title	Initiated by	Priority	Status	Planning & Development	Public Affairs	Finance	Police	Fire	Public Works	Library	Senior Center	Other	Notes
Assess neighborhoods that may be vulnerable to impacts of climate change (sea level rise) and flooding. Engage with review/planning process re River Road potential climate impacts				Select Board												
Advance housing policy objectives (incl. establishment of Housing Trust, Bylaw adoption, Declaration of Trust) vision				Select Board												
Establishing road public access to Menemac River				Select Board												
Evaluate and/or re-use town-owned lands re potential uses for open space/recreational housing, renewable energy and/or potential disposition				Select Board												
Project management: Condon street land acquisition (incl. Condon Lane surveys, RA process/approvals)				Select Board												
Acquire land behind water tower				Select Board												
Work w Mayor's Council re updated Middle Street Bridge MOU				Select Board												
Middle Street Bridge (incl. management/pursue MassDOT extension vendor contract management/permitting, intermunicipal coordination)				Select Board												
Continue to engage with planning process for Federal transportation funds				Select Board												
Improve scoping/financing for phased infrastructure improvement plan for River St				Select Board												
Middle High School construction (School Building Committee)				Select Board												
Reevaluate Town-wide speed limits				Select Board												
Update Town Office phone system				Select Board												
Establish realistic and sustainable plan to fund Water Capital needs				Town Mgr												
Fill vacant Finance Dept position (write/update job description; Revised Town Office layout for new workstation; Hiring process; Finance Dept Assistant)				Town Mgr												
Wage and Compensation Study (contract w UMass Boston Collins Center)				Town Mgr												
Build out MyRecreation platform for Summer Rec Program and facility room rentals; and field use reservations				Town Mgr												
Update purchasing policy and staffing responsibilities (division of labor)				Town Mgr												
Determine where CAC function will rest longer-term				Town Mgr												
Advance consideration of a Town Charter				Town Mgr												
Top-to-bottom review of existing policies and By-Laws in order to explore as needed for consistency w change in form of Govt				Town Mgr												
Work with labor council, staff and DECs re updates to Personnel Policies				Town Mgr												
Update 2021 West Newbury Committee Handbook				Town Mgr												
Building gross protocols (large given, building closure protocols); consider re-assess entry				Town Mgr												





# Prioritization Matrix

Present (FY22)

Future (FY23+)

Vital

Important

Optional




# Goal and Format for Today

- Board / Manager review, refine policy items “on the table”
- By motion, second and vote, policy items to be added to or removed from proposed priority lists
- Town Manager, with staff involved in projects/initiatives/baseline work, set out work plans/sequencing for priority initiatives

*Cautionary Note: If there are too many “priorities,” the only “timelines” that would result would be “we’ll do the best we can in the context of competing priorities, addressing the most brightly burning fires first...”*



# Bottom line

- We are all part of the same whole
- To be most effective, we need to work in coordination
- Goal is to identify top priorities – including issues that (by nature) run across several areas of the organization – so we can work together to get them done





# Form of Government

- Discussion of Town Charter (instead of patchwork applicability of various statutes, Home Rule petitions, bylaws, regulations & policies) warrants attention at a dedicated meeting
- But I do make periodic reference, in our meetings, that this is not “a Town Manager form of government”
- Just one section of Hampden, Maine’s Town Charter may contribute more to that town’s effectiveness and efficiency than any other



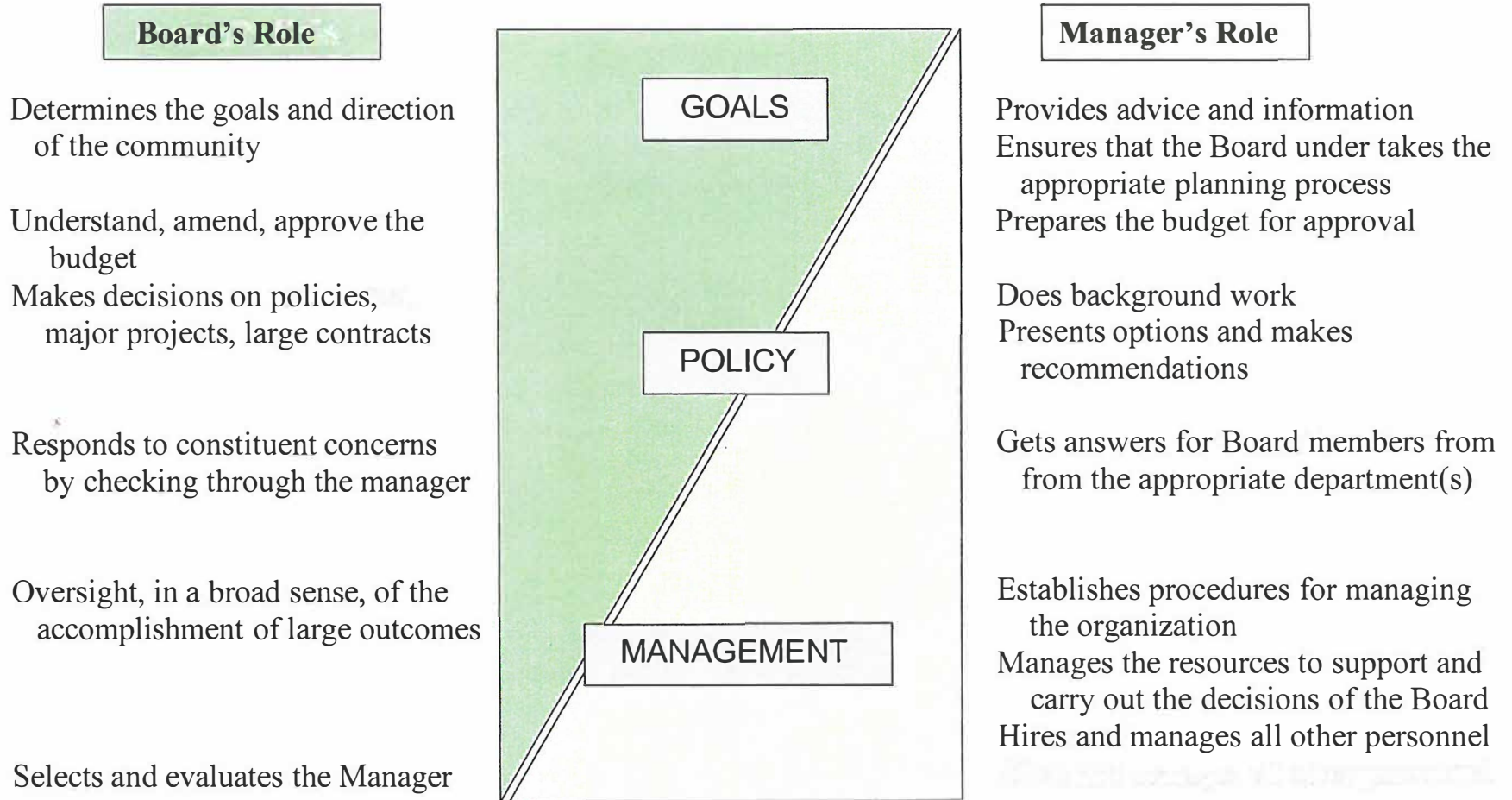
# Excerpt of Town Charter. Hampden, Maine.

- **Sec. 206 Prohibitions**

Except where authorized by state statute no councilor shall hold any other town office or town employment during the term for which that person was elected to the town council. Neither the council nor any of its members shall, in any manner, dictate the appointment or removal of administrative officials of employees whom the manager or any subordinates are empowered to appoint, but the council may express its views and fully and freely discuss with the manager anything pertaining to appointment and removal of such officials and employees.

Except for the purpose of inquiry, the council and its members shall deal with the administrative services solely through the manager and neither the council nor any member thereof shall give orders to any subordinates of the manager, either publicly or privately. (Amended: November 6, 1990).

## The Balance Between the Roles of the Board and the Manager





# Town of West Newbury

381 Main Street

West Newbury, Massachusetts 01985

Angus Jennings, Town Manager

978-363-1100, Ext. 111 Fax 978-363-1826

[townmanager@wnewbury.org](mailto:townmanager@wnewbury.org)

TO: Board of Selectmen  
FROM: Angus Jennings, Town Manager  
DATE: September 27, 2018  
RE: Status update, 90-days in office: Goals, “baseline” responsibilities and policy priorities

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Prior to my tenure, we met to discuss 90-day and 6-month goals and priorities. At our meeting in June, the Board provided its goals and priorities, I provided mine, and we talked them over.

In early July, Department Heads were invited to submit their departments’ FY19 goals and, later in the summer, Board of Selectmen members were invited to each provide me a list of their priorities. I have also been meeting with staff, Boards, Committees and Commissions to get a better understanding of their baseline responsibilities, ongoing initiatives, and policy goals and priorities.

And, since beginning my work here, I have re-assessed and updated my own punchlist of goals and priorities, based on my own prior experience applied to my observations here in West Newbury.

In light of all of the above, when the Board discussed the potential establishment of goals and priorities at its August 6<sup>th</sup> meeting, I respectfully requested that this item be tabled until the October 1 meeting, to allow me time to process what I’m learning and report back to the Board. It was already quite obvious to me that the cumulative weight of all of the goals and priorities already articulated would far outstrip staff capacity to deliver on these commitments – all at the same time, anyway. After all, the distance between making a commitment to progress – and actually making that progress – can often be measured in the dozens or hundreds of personnel-hours.

On Monday evening, I’ll present a status update on progress toward the Board’s 90-day goals (enclosed), all of which are complete or have been substantially advanced. I will also provide updates on the 6-month goals that the Board provided me in June – all of which are also underway.

I had hoped to have a written presentation for inclusion in this packet, but the demands of each day have not left time available to prepare a comprehensive presentation; this will therefore remain in draft form, for completion and presentation at another time.

However, in preparation for Monday night, I would like to share the following observations, and outline of my management philosophy as applied to the setting of goals and priorities.

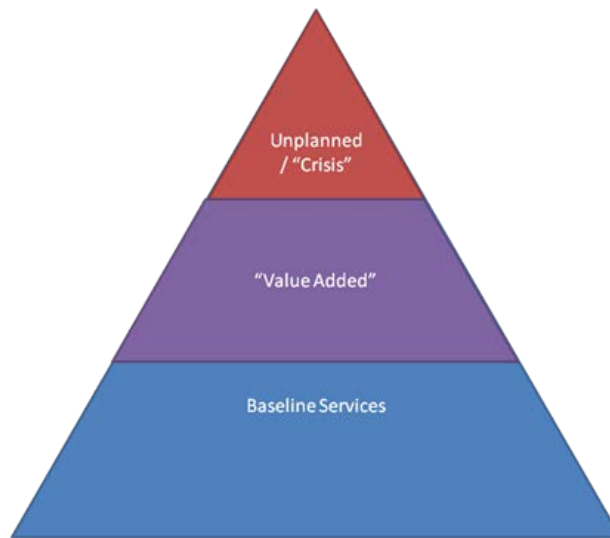
### Three Categories of Municipal Work

Over the course of my municipal career I’ve come to think of the services towns provide in three categories, illustrated as follows:

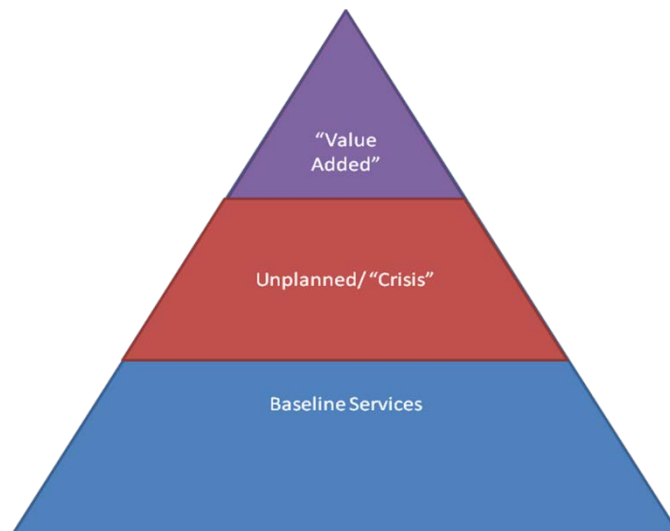


- ◇ Baseline services include functions that are mandated by local, State or Federal statute, regulation or administrative agency.
- ◇ “Value added” services include, for example, proactive planning and zoning efforts, grant applications, and non-mandated services that are nonetheless provided on a regular basis.
- ◇ Unplanned services represent issues that are not part of a specific work plan but, when they arise, must be addressed. In some departments more than others, this category can represent “crises” in a true sense of the word. “Crises” can also result from a lack of advance planning.

The pyramid below is intended to illustrate relative time impact (in personnel hours) of the various types of services (i.e. on a week to week basis, Baseline Services occupy the greatest share of staff time, etc.):



As a practical matter, when Unplanned/Crisis situations arise, these have the effect – for whatever the duration of the event – of displacing time toward Value Added services, while in every circumstance the Baseline Services must continue to be provided. So, during periods where Unplanned/Crisis work arises, the pyramid looks more like this:



For this reason, it is important to re-evaluate work plan and priorities on a regular basis in order to make adjustments to the timing of Value Added services if and as needed to accommodate Unplanned/Crisis work while also maintaining Baseline Services.

As we discussed during the Town Manager interview process last winter, it is my opinion that true prioritization requires a statement of both what is to be done, and of what will not be done (either at all, or on a particular timeframe, i.e. extending the time horizon for certain Value Added services that may be important, but that – in light of overall work planning – are not near-term priorities).

As we also discussed during the interview process, it is my opinion that government is notoriously bad at leveling with the public (and, sometimes, itself) regarding what will not be achieved within a defined period of time. In my experience this has two inevitable and unfortunate consequences: the first is that the public can become frustrated by statements of what will be achieved, but a failure to achieve the goals on the established timeline; and, because the system of government is trying to achieve more than it has the capacity to achieve, the quality of work suffers because tasks are done with an emphasis on speed rather than diligent attention, and balls can be dropped because the system is over capacity. Personnel fatigue and burnout can result.

As I have advanced in my municipal career, I have made a commitment to myself that I would not proceed in this manner, but rather would work with elected leadership based on clear information regarding priorities, capacity/bandwidth, and the time it takes to accomplish particular tasks, in order to establish meaningful priorities that can actually inform the work planning for municipal personnel and private sector and institutional partners (i.e. vendors, Pentucket, MVPC, etc.).

While it is not easy to state on the public record that certain public goals – which are understood to be important – will not get done (on a certain timeframe), it is imperative to do so. If the municipal government is unable (or unwilling) to establish and maintain priorities, every new commitment of resources (whether mandated, “value added” or “crisis”) simply competes against those commitments already underway, and can threaten the system’s ability to meet the commitments it has already made. Over time, in addition to doing actual harm (i.e. balls dropped), this can affect municipal government’s credibility, and can undermine public confidence.

Although it can be difficult to find time to “step back” from the day-to-day to do so, this exercise of prioritization is essential in order to advance from “priorities” to meaningful priorities. In so doing, we will need to identify important work items that can be deferred. However, we will also agree to work items that are of greater importance in FY19 and, in so doing, we can actually deliver on the commitments we make (and that have already been made). This exercise will also be critical to my ability to effectively manage personnel resources so that each of our municipal departments can actually “plan their work and work their plan.”

It should be obvious that I do not expect to complete, nor even substantially advance, this process on Monday night; to do so will require a much more thorough accounting of commitments already made – including our expanding “baseline” responsibilities, notably new stormwater management and OSHA compliance requirements that will take significant staff time this fiscal year.

However, I do hope that Monday will help to set a baseline for a continuing process ahead.

**BASELINE SERVICES**

**LEGEND**

Complete | x Project Manager  
 Underway | o Project Support  
 Not Underway | - In the loop

Town Manager  
 Project Management  
Baseline Services

FY 2024

Project	FY 2024				Initiated by:	Finance Admin	Land Mgmt & Planning	Infrastr ucture	Services	Baseline (B), "Value Added" (V) I-Time (1), Recurs (2), Ongoing (3)	Finance & Administration				Land Management & Planning				DPW		Safety		Services/Culture						
	Q1	Q2	Q3	Q4							Town Manager	Executive Asst to TM	Town Clerks	Town Accountant	Treasurer/Collector	Assessing	Procurement Officer	Town Counsel	Town Planner	Building Inspector	Conservation Agent	Health Agent	Programs & Projects Manager	CPA Administrator	DPW Business Administrator	Highway Superintendent	Facilities Manager / Bldgs & Grounds	Water Superintendent	Police
A/P warrants: # checks/yr	x	x	x	x	Required	x				B 3	o	o	o	x	o	o			o	o			o	o			o	o	
Administer ARPA program	x	x	x	x	Required	x				B 3	o	o		x		o			o	o			o	o					
Affordable Housing monitoring				x	Required	x				B 2	x	o																	
Affordable Housing Trust, home repair grant program	x				AHT				x	V 1	o			o		o													
Attend monthly MEVA mtgs; continue to advocate for expanded transit to serve West Newbury	x	x	x	x	TM				x	V 3	-	-	x																
Audit	x	x			Required	x				B 2	o	o		x	o	o													
BCC reappointments	x			x	Required	x				B 2	o	o	x			o													
Bond rating / reviews					Required	x				B 2	o	o		o	x	o													
Budget		x	x	x	Required	x				B 2	x	o	o	o															
Bylaw/policy review (intergovernmental consistency)					TM	x				V 1	o	o	o			x													
Cable Advisory Committee: expanded role and programming					CAC				x	V 1	o	o	o																
COA / Sage Center newsletters (bi-monthly)	x	x	x	x	COA				x	B 3	o	o	o		o													x	
Construction, Middle/High School incl. ConCom enforcement order/MDEP)	x	x			Required		x			B 1	o				o	o	x	o						o	o				
Cybersecurity	x	x	x	x	Required	x				B 3	o	o	o		x								o						
Dogs: Pipestave / Mill Pond; other public properties					Required			x		B 2	o														x				
Elections	x	x	x	x	Required	x				B 2	o	o	x																
Elliot Fund (existing loan management)	x	x			SB	x				B 3	o	o			x														
Elliot Fund (new)					Required				x	B 2	x			o	o														
Emergency Management					Required	x				B 2	o	o	o	o					o	o	o	o	o	o	x	o	o	o	
Employee wellness programming	x	x	x	x	TM	x				B 3	o	o		o	x														
Enforcement	x	x	x	x	Required		x			B 2	-	-				x		x											
Establish/formalize website user working group	x				TM	x				V 1	o	x	o		o				o										
Facilities reservations/rentals	x	x	x	x	Required	x				B 3	o	o	o						x				o						
Finalize Town Reports (mult. Years)	x	x			Required	x				B 1	o		x																
Form of Government: Review Town Manager legislation; begin process to consider potential amendments to improve efficiency and effectiveness. Consider establishment of Charter Committee or Commission.					SB/TM	x				V 1	x	o	o																
FY24 Union contract negotiations: Dispatch		x	x		Required	x				B 1	x			o										x					
FY24 Union contract negotiations: Police		x	x		Required	x				B 1	x			o										x					
Grant administration: X grants	x	x	x	x	Various	x				B 3	o	o	o	x	o		o		o	o	o	o	o	o	o	o	o	o	
Green Communities annual reporting		x			Required			x		B 2	o								x				o		o				
Hiring/Onboarding	x	x	x	x	Required	x				B 2	o	x		o	o														









PROJECTS / INITIATIVES

LEGEND

Complete x Project Manager
Underway o Project Support
Not Underway - In the loop

Town Manager
Project Management
Projects / Initiatives

Select Board Member Priorities
(Summer 2023)

FY 2024

Baseline (B), "Value Added" (V)
1- Time (1), Recurs (2), Ongoing (3)

Table with columns for project names, status, and various roles/committees. Rows include: Town Hall Restoration (painting) (\$), Mowing: Town-wide fields management/mowing plan, Update 2001 Committee Handbook, Wage/Classification study (cont'd implementation: job desc.; perf. evals), Water financial plan, Water hydraulic plan (\$), Water Rate Study (\$), Way to the River: vehicle access questions, Whetstone Greenway (\$), Zoning amendments: ADUs, Zoning amendments: wireless comm facilities.

LEGEND

Complete x Project Manager
Underway o Project Support
Not Underway (at all; or in a meaningful way) - In the loop

Finance & Administration

Land Management & Planning

DPW

Safety

Services/ Culture

Grid of project status indicators (x, o, -) for various roles: Town Manager, Executive Asst to TM, Town Clerks, Town Accountant, Treasurer/Collector, Assessing, Procurement Officer, Town Council, Town Planner, Building Inspector, Conservation Agent, Health Agent, Programs & Projects Manager, CPA Administrator, DPW Business Administrator, Highway Superintendent, Facilities Manager / Bldgs & Grounds, Water Superintendent, Police, Fire, EMA, Library, Council on Aging.