

Town of West Newbury Select Board Monday, October 30, 2023 @ 5:30pm 381 Main Street, Town Office Building

RECOD W. NEWBURY CLERK 12/3 OCT 26 PM2:43

www.wnewbury.org

AGENDA

Executive Session: 5:30pm in 1910 Building, 381 Main Street: Town Manager's office

MGL Ch. 30A §21(a) 7: To comply with, or act under the authority of, any general or special law or federal grantin-aid requirements (*Elliot Fund*);

Announcements:

- Trick-or-Treat October 31st 5:30-7:30pm
- Town Projects Fair and Forum Thursday, November 9th and Wednesday, Nov. 15th at 5:30pm in the Annex
- Whittier Tech Building Project: Community Information Session December 6th at 6pm-8pm in the Annex
- Call for volunteers! FY24 positions on Boards/Commissions/Committees. See www.wnewbury.org/volunteer
- Reminder to subscribe for emailed Town agendas/news/announcements at <u>www.wnewbury.org/subscribe</u>

Open Session: 7:15 by in-person attendance or remote participation (instructions below) Town Office Building, First Floor Hearing Room

Regular Business

- A. Consider changes to the FY24 Wage/Salary Schedule
- B. Discussion regarding the management of the Select Board email account

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:
 817 2841 7459

 Passcode:
 379679

 Join at:
 https://us06web.zoom.us/j/81728417459?pwd=abhdAFdpwUG4E1wk0IR3byTmO46qkR.1

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.



SAVE THE DATES! November 9th and 15th

Ever wondered how the Town is making Route 113 safer for pedestrians, schoolkids, and cyclists, or what impacts of climate change may look like in West Newbury and how we're working to meet that challenge? What about the development of local renewable energy, or how we can meet pressing needs for housing? Inquisitive minds are welcome at the **Town Projects Fair and Forum!** It will be an evening of discussion, hands-on interactives, and socializing focused on the common goal of making West Newbury an even greater place to live. **We look forward to seeing you!**

TWO INFORMATIVE AND COLLABORATIVE EVENINGS!

Thurs., November 9th

River Road Climate Change Resiliency Planning. Major study of flood risk and road stability concerns at vulnerable locations. Led by Climate Change Resiliency Committee with consulting support. Supported by local funding and a Municipal Vulnerability Preparedness (MVP) Action Grant.

Route 113 Corridor Planning. Existing conditions and conceptual planning to better position West Newbury for future State/Federal funding to improve pedestrian/cycling/equestrian safety. Supported by local funding and State budget earmarks.

Weds., November 15th

MBTA Communities Housing Opportunities Initiative. The next in a series of public workshops as the Planning Board leads an initiative to consider potential zoning to expand housing opportunities and address the Commonwealth's mandate. Workshop will invite feedback on draft zoning amendments expected to be proposed for Spring Town Meeting. Supported by State grant funding and local matching funds.

Fairs will also feature exhibits regarding other Town initiatives, such as:

Page School Conditions Assessment; Solar Site Feasibility Study; Invasive Species Management; Emerald Ash Borer inoculation program; GAR Memorial Library 5-Year Plan; potential new Wetlands Bylaw; Middle Street Bridge; SAGE Center Programs and Events; and more! Questions? Email townmanager@wnewbury.org.

> Doors open 5:30 | Light refreshments and reception 5:40 | Presentations 6:00 | Interactives and discussion 6:30/45-8:00 For more information on Town Projects, visit: https://www.wnewbury.org/town-projects | Events recorded for rebroadcast

West Newbury Housing Opportunities Initiative Virtual Planning Board Meeting

Tuesday, November 7th at 7 PM

Please attend this virtual Planning Board meeting to continue the discussion of HOUSING OPPORTUNITIES in West Newbury. The Town's consultant, Dodson & Flinker, will share Concept Plans for housing development in two potential Overlay Zoning Districts along with Draft Zoning Regulations.

The Concept Plans and Zoning Districts were developed over the past six months based on site conditions and community input. The concept plans are speculative scenarios created to inform the development of zoning regulations. No actual development proposals are on the table.

The Draft Zoning Regulations lay out the controls for potential housing developed under the new regulations. They address site layout and building design to help ensure that any new development is consistent with the Town's vision.

Your feedback on the draft Zoning Regulations is critical to our work of advancing these Regulations to support housing and seek compliance with MBTA Communities Act.



Zoom link for the November 7 Planning Board Meeting:

https://us06web.zoom.us/j/84013007591?pwd=NngxSXIZMnFIZzdhQlo1aVIqTFAvQT09

Meeting ID: 840 1300 7591 Passcode: 789004 Dial in: 1 305 224 1968





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

FROM:	Angus Jennings, Town Manager
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DATE: October 27, 2023

RE: Proposed changes to FY24 salary/wage schedule

The enclosed changes to the salary/wage schedule approved on June 26th are proposed. Proposed revisions are shaded in yellow, with accompanying notes.



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

TO:	Select Board
FROM:	Angus Jennings, Town Manager
DATE:	October 27, 2023
RE:	Select Board email account

Following receipt of Rick's email regarding use of the Select Board email account, I asked Jim to look into whether the Attorney General's office has issued any guidance documents/advisories regarding whether/how public bodies can share a single email account while complying with the Open Meeting Law. To our surprise, we found no such guidance document/advisory. However, Jim did obtain two relevant opinions issued by the AG's office in response to OML complaints: one found a violation, the other did not. These opinions are enclosed for reference. If the Board does decide to change how the account is handled, it will be important that any such change be accompanied by clear administrative guidelines to ensure that the Board remains in compliance with the OML.

Town Manager

From: Sent: To: Cc: Subject:

Rick Parker Tuesday, October 17, 2023 9:13 AM Town Manager Town Clerk; Selectboard **RE: Bridge Street MDOT sign**

Angus,

At the next SB meeting I would like to discuss unfiltered, real-time access to the Selectboard email address being made available to all SB members (at each individual member's choice, of course).

Thx

From: Town Manager <townmanager@wnewbury.org> Sent: Monday, October 16, 2023 10:57 PM To: Wendy Reed <wreed@wnewbury.org>; Rick Parker <rparker@wnewbury.org>; Chris Wile <cwile@wnewbury.org> Cc: Town Clerk <townclerk@wnewbury.org> Subject: Fwd: Bridge Street MDOT sign

FYI

Begin forwarded message:

From: Kirsten norton Date: October 16, 2023 at 5:55:23 PM EDT To: Town Manager <townmanager@wnewbury.org> Cc: Selectboard <<u>selectboard@wnewbury.org</u>>, Highway <<u>highway@wnewbury.org</u>>, DPW Admin <<u>DPWAdmin@wnewbury.org</u>>, Executive Assistant <<u>exec.assistant@wnewbury.org</u>>, Town Clerk <townclerk@wnewbury.org>

Subject: Re: Bridge Street MDOT sign



The Commonwealth of Massachusetts Office of the Attorney General

One Ashburton Place Boston, Massachusetts 02108

> TEL: (617) 727-2200 www.mass.gov/ago

February 13, 2020

OML 2020 - 22

Kathryn Fallon, Esq. Malden City Solicitor City of Malden Legal Department 110 Pleasant Street, 3rd Floor Malden, MA 02148

RE: Open Meeting Law Complaint

Dear Solicitor Fallon:

This office received a complaint from Brian DeLacey, on September 11, 2019, alleging that the Malden Community Preservation Committee (the "Committee") violated the Open Meeting Law, G.L. c. 30A, §§ 18-25. The complaint was originally filed with the Committee on July 11 and you responded on behalf of the Committee by letter dated July 30.¹ In his complaint, Mr. DeLacey alleges that the Committee deliberated via email, when a June 19 email which included the opinions of the Chair could have been viewed by all the Committee members through a shared email account.²

We resolve this complaint by <u>informal action</u> in accordance with 940 CMR 29.07(2)(a), and find that the Committee did not violate the Open Meeting Law as alleged. The law defines "deliberation" as "an oral or written communication through any medium, including electronic mail, between or among a quorum of a public body on any public business within its jurisdiction; provided, however, that 'deliberation' shall not include the distribution of a meeting agenda, scheduling information or distribution of other procedural meeting [sic] or the distribution of reports or documents that may be discussed at a meeting, provided than no opinion of a member is expressed." G.L. c. 30A, § 18; see also OML 2019-144; OML 2018-6.³ For the purposes of the Open Meeting Law, a "quorum" is a simple majority of the members of a public body. Id.

¹ Unless otherwise noted, all dates refer to the year 2019.

² We decline to review any additional allegations made in the request for further review. Our office does not conduct broad audits of public bodies and will address only allegations made in an Open Meeting Law complaint in order to give public bodies a chance to address those allegations. <u>See</u> OML Declination 4-22-15; OML Declination 8-25-2015; OML 2013-118; OML 2013-60.

³ All previous determinations issued by the Division can be found on the Attorney General's website: <u>https://www.mass.gov/the-open-meeting-law</u>.

Here, the Committee is a nine-member public body. The Committee has its own email account for the purposes of receiving applications and questions from the public and coordinating scheduling for Committee meetings. As part of our investigation, the Town's IT Department has confirmed that only one set of login credentials was ever created for the "maldencpc@cityofmalden.org" email address. At the time of the June 19 email, only the Committee Chair and an administrative staff member checked the account regularly.⁴ If an administrative question was asked via the Committee's email account, the staff person would answer it. However, more substantive questions were answered by the Chair, frequently after bringing such questions to the next meeting of the Committee.

In the case of the June 19 email, the Chair replied to an email from Mr. DeLacey and copied several Malden City Councilors, as Mr. DeLacey's question also pertained to actions of the City Council. The Chair did not copy any of her fellow Committee members. The complaint alleges that other members of the Committee saw the Chair's reply because they had access to the Committee's email account. A public body may not engage in serial deliberation, whereby a quorum communicates in a non-contemporaneous manner outside of a meeting on a matter within the public body's jurisdiction. See McCrea v. Flaherty, 71 Mass. App. Ct. 637, 648-49 (2008); OML 2014-93. Following our investigation, we conclude that no deliberation via email took place. We found no evidence that other members of the public body ever logged in or even obtained the login credentials for the shared account. In fact, the evidence is to the contrary, that only the Chair and administrative staff member had access. Therefore, we find no violation of the Open Meeting Law.

We now consider the complaint addressed by this determination to be resolved. This determination does not address any other complaints that may be pending with our office or the Committee. Please feel free to contact the Division at (617) 963 - 2540 if you have any questions.

Sincerely,

Sarah Chase Assistant Attorney General Division of Open Government

cc: Brian DeLacey Malden Community Preservation Committee

⁴ The administrative staff person is no longer working for the Committee.

This determination was issued pursuant to G.L. c. 30A, § 23(c). A public body or any member of a body aggrieved by a final order of the Attorney General may obtain judicial review through an action filed in Superior Court pursuant to G.L. c. 30A, § 23(d). The complaint must be filed in Superior Court within twenty-one days of receipt of a final order.



THE COMMONWEALTH OF MASSACHUSETTS OFFICE OF THE ATTORNEY GENERAL ONE ASHBURTON PLACE BOSTON, MASSACHUSETTS 02108

Maura Healey Attorney General

(617) 727-2200 (617) 727-4765 TTY www.mass.gov/ago

VIA EMAIL

December 13, 2021

Catherine Hilton Chair, Shutesbury Board of Health

RE: Reconsideration of OML 2021 – 178

Dear Ms. Hilton:

Our office received your November 30, 2021, email requesting reconsideration of our November 30, 2021, determination, OML 2021-178, resolving a complaint filed by Michael Hootstein against the Shutesbury Board of Health (the "Board"). You requested that the Division of Open Government (the "Division") reconsider the determination because it incorrectly stated that you were the Chair of the Board at the time, when in fact the Chair was Norene Pease.

There is no statutory right to reconsideration by the Office of the Attorney General of an Open Meeting Law determination or declination. While the Division generally will not reconsider past determinations, the Division may grant reconsideration where the request identifies a clerical or mechanical error in the determination or a significant legal or factual issue that the Division may have overlooked or misapprehended in resolving the complaint. We grant your request for reconsideration and reissue the determination in order to reflect that, although you were serving on the Board in April of 2021, you were not the Chair of the Board at that time.

We now consider the complaint to be resolved. Please feel free to contact our office at (617) 963-2540 if you have any questions regarding this letter.

Sincerely,

Sarah Monahan Assistant Attorney General Division of Open Government

cc: Michael Hootstein (via e-mail: Shutesbury Town Clerk Grace Bannasch (via e-mail: Shutesbury Town Administrator Rebecca Torres (via e-mail:



THE COMMONWEALTH OF MASSACHUSETTS OFFICE OF THE ATTORNEY GENERAL ONE ASHBURTON PLACE BOSTON, MASSACHUSETTS 02108

Maura Healey Attorney General

(617) 727-2200 (617) 727-4765 TTY www.mass.gov/ago

December 13, 2021

OML 2021 - 178

VIA EMAIL

Catherine Hilton Chair, Shutesbury Board of Health

RE: Open Meeting Law Complaint

Dear Ms. Hilton:

This office received a complaint from Michael Hootstein on May 27, 2021, alleging that the Shutesbury Board of Health (the "Board") violated the Open Meeting Law, G.L. c. 30A, §§ 18-25. The complaint was originally filed with the Board on April 26, and the Board responded by letter dated May 6.¹ In his complaint, Mr. Hootstein alleges that the Board deliberated outside of a posted meeting.^{2, 3}

Following our review, we find that the Board violated the Open Meeting Law by deliberating outside of a posted meeting in only one instance, via an April 22 email. In reaching this determination, we reviewed the original complaint, the Board's response to the complaint, and the complainant's request for further review, including 10 exhibits. We reviewed several emails involving Board members and other individuals, which Mr. Hootstein provided to us in his request for further review, and a supplemental letter dated June 16, which added Exhibits 11 and 12.⁴ Finally, we communicated by email with you in October and November 2021.⁵

¹ Unless otherwise specified, all dates refer to 2021.

² The complaint also alleges that Board interferes in the election of future Board members and did not allow the public to participate in a discussion regarding the PFAS issue. We note that, even if true, these allegations would not constitute a violation of G.L. c. 30A, §§ 18-25. Accordingly, we decline to review them. <u>See</u> OML Declination 1-25-16 (Nahant Housing Authority Board of Commissioners).

³ We decline to review any additional allegations contained in the request for further review that were not included in the original complaints filed with the public body. Our office does not conduct broad audits of public bodies and will address only specific allegations made in an Open Meeting Law complaint. <u>See OML 2020-2</u>; OML Declination 4-22-15 (Natick Economic Development Committee).

⁴ We will continue to refer to the emails by the exhibit numbers assigned by Mr. Hootstein for clarity.

⁵ For purposes of clarity, we refer to you in the third person hereafter.

<u>FACTS</u>

We find the facts as follows. The Board is a five-member public body. In early 2021, the Massachusetts Department of Environmental Protection ("DEP"), coordinating with scientists at the University of Massachusetts (UMass), created a map of Shutesbury which listed several locations in town which DEP suspected might have been contaminated by per- and polyfluoroalkyl substances ("PFAS"). The map was part of a collaboration between DEP and UMass to provide a free PFAS testing program to selected Shutesbury residents. On March 12, DEP and UMass representatives met virtually with Board Member Catherine Hilton and Board Member Al Werner. Based on feedback received in this meeting, two potential contamination sites were added to the Shutesbury PFAS testing map.

The Board has a shared town email address. During the relevant time period, only Board members, Catherine Hilton and Arleen Read, had access to the shared account. Beginning around April 19, Mr. Hootstein exchanged several emails with the Board, using the shared email address. The Town Administrator was copied on some of the emails. Mr. Hootstein labeled these emails Exhibits 3, 4 and 5.

On April 22 at 7:45 a.m., Member Werner also joined the conversation with an email to the shared account, which he addressed to Member Hilton and Member Read, complimenting their work for the town and stating that "[u]nfortunately, you are Hootstein's current lighting [sic] rod for all that he thinks unfair in the world." Both Mr. Hootstein and the Town Administrator were copied on this email, which Mr. Hootstein labeled Exhibit 6. Mr. Hootstein responded to this email at 9:19 a.m., criticizing the Board's approach to the PFAS issue and requesting an apology from Member Werner. Mr. Hootstein's email is labeled Exhibit 7.

Finally, on April 22 at 11:51 a.m., Member Werner wrote an email to Mr. Hootstein, copying the shared Board email address and the Town Administrator. Member Werner stated that "I don't agree with your assessment of the town's water supply nor do I agree with your assessment of Shutesbury's Board of Health. The BOH works hard, putting in lots of hours for the benefit of the town residence [sic] and I am appalled that you have the audacity to suggest otherwise – shame on you!" In this email, Member Werner then requested that Mr. Hootstein apologize to the Board and notified the Town Administrator that he wanted to "raise a formal complaint against Mr. Hootstein for his on-going and unfounded harassment of the BOH." Mr. Hootstein has labeled this email as Exhibit 11.

DISCUSSION

The Open Meeting Law was enacted "to eliminate much of the secrecy surrounding deliberation and decisions on which public policy is based." <u>Ghiglione v. School Board of Southbridge, 376 Mass. 70, 72 (1978)</u>. The Open Meeting Law requires that, except in an emergency, "a public body shall post notice of every meeting at least 48 hours prior to such meeting, excluding Saturdays, Sundays and legal holidays." G.L. c. 30A, § 20(b). A "meeting" is defined, in relevant part, as "a deliberation by a public body with respect to any matter within the body's jurisdiction." G.L. c. 30A, § 18. The Law defines "deliberation" as "an oral or written communication through any medium, including electronic mail, between or among a quorum of a public body on any public business within its jurisdiction." <u>Id</u>. For the purposes of the Open Meeting Law, a "quorum" is a simple majority of the members of a public body. Id.

A one-way communication from one public body member to a quorum on matters within the body's jurisdiction constitutes deliberation for purposes of the Open Meeting Law, even if no other public body member responds. <u>See</u> OML 2016-104; OML 2015-33; OML 2012-73.⁶ The Open Meeting Law does not carve out an exception to the definition of "deliberation" for discussions that do not result in a decision or vote. <u>See</u> OML 2020-93. A public body may not engage in serial communication whereby a quorum communicates in a non-contemporaneous manner outside of a meeting on a subject within the public body's jurisdiction. <u>See</u> OML 2015-3; <u>McCrea v. Flaherty</u>, 71 Mass. App. Ct. 637 (2008).

Here, Mr. Hootstein alleges that the Board discussed the creation of the PFAS map outside of posted meetings, therefore denying the public access to deliberations about PFAS.⁷ As an initial matter, because only two Board members, Member Hilton and Member Werner, met with the DEP and UMass representatives on March 12, that meeting did not constitute "deliberation," as defined by the Open Meeting Law, as less than a quorum of the Board was present. Therefore, the Board did not violate the Open Meeting Law in this respect.

We also reviewed the emails which Mr. Hootstein received in response to a public records request, which he contends show deliberation. First, we examine Exhibit 4, an email in which Member Read informed Mr. Hootstein that she would relay his questions about the PFAS map to the other members of the Board at the Board's next meeting. We find that Exhibit 4 did not constitute deliberation, because the email was sent from the Board's shared email account to Mr. Hootstein, and therefore did not reach a quorum of the Board. The Board explains that during the relevant time period, only Member Hilton and Member Read had access to the shared account. The emails sent from the shared account which we reviewed were also only ever signed by Member Hilton or Member Read. Absent evidence to the contrary, we credit the Board's explanation of the facts. See OML 2020-94; OML 2019-132. We therefore find that the Board's did not deliberate in Exhibit 4 as Member Read's email did not reach a quorum of the Board.

Two emails that we reviewed—Exhibits 6 and 11—included a quorum of the Board. In Exhibit 6, Member Werner wrote to the shared Board account complimenting Member Hilton and Member Read on their work for the town and stating that "[u]nfortunately, you are Hootstein's current lighting [sic] rod for all that he thinks unfair in the world."⁸ Although Exhibit 6 was sent by one Board member to other Board members, thus reaching a quorum, the subject of the email was not on a matter of public business within its jurisdiction. We have found that a topic falls outside the scope of a body's jurisdiction where: (i) it does not involve the public body's exercise of governmental business, policy, or administration; (ii) it relates to personal matters, such as the safety and well-being of public body members and/or their families; and (iii) collective action by the body, such as taking a vote, is not anticipated on the topic. <u>See</u> OML

⁶ All previous determinations issued by the Division can be found on the Attorney General's website: <u>https://www.mass.gov/the-open-meeting-law</u>.

⁷ Specifically, Mr. Hootstein alleges that the Board deliberated outside of a posted meeting when it communicated via email on April 22, held an improper executive session on April 22 without notice being posted to the public, and denied the public access to the meeting. We construe all of these allegations as alleging that the Board held an unposted "meeting" in violation of the Open Meeting Law when it engaged in email communications on April 22, and we address the allegations jointly.

⁸ Although incivility towards a member of a public body or the public does not constitute a violation of the Open Meeting Law, we encourage civility by all parties in correspondence about public body business. <u>See</u> OML 2019-166; OML Declination 6-28-16 (Kingston Board of Selectmen).

2018-1. In the April 22 email, Member Werner complimented his colleagues and criticized Mr. Hootstein without mentioning any matters which the Board has authority over. For this reason, we find that Exhibit 6 was not a communication "with respect to any matter within the body's jurisdiction." Therefore, the Board did not violate the Open Meeting Law in this respect.

Finally, Exhibit 11 was also sent by Member Werner to the shared email account, along with Mr. Hootstein and the Town Administrator. Because both Member Hilton and Member Read had access to the shared email account, this email included three members of the Board, a quorum. In the April 22 email, Member Werner stated that "I don't agree with your assessment of the town's water supply nor do I agree with your assessment of Shutesbury's Board of Health." Both the town's water supply and the overall functioning of the Board are matters within the Board's jurisdiction. See OML 2017-91 (finding that discussion of a public body's operation is public business within the body's jurisdiction). Therefore, we find that the Board violated the Open Meeting Law by deliberating outside of a posted meeting via the April 22 email labeled Exhibit 11.

CONCLUSION

For the reasons stated above, we find that the Board violated the Open Meeting Law by deliberating outside of a posted meeting via email. We order the Board's immediate and future compliance with the Open Meeting Law and caution the Board that a determination by our office of a similar violation in the future may be considered evidence of intent to violate the Open Meeting Law.

We also order the Board to publicly release the email labeled Exhibit 11 <u>within 30 days</u> of receipt of this determination, if the Board has not already done so. The Board may publicly release the email by reading its contents during a meeting and listing the email in the meeting minutes, or by referencing the email during a meeting and posting the email along with the minutes on the municipal website.

We now consider the complaint addressed by this determination to be resolved. This determination does not address any other complaints that may be pending with our office or the Board. Please feel free to contact the Division at (617) 963 - 2540 if you have any questions.

Sincerely,

Sarah Monahan Assistant Attorney General Division of Open Government

cc: Michael Hootstein (via e-mail: Shutesbury Town Clerk Grace Bannasch (via e-mail: Shutesbury Town Administrator Rebecca Torres (via e-mail:

This determination was issued pursuant to G.L. c. 30A, § 23(c). A public body or any member of a body aggrieved by a final order of the Attorney General may obtain judicial review through an action filed in Superior Court pursuant to G.L. c. 30A, § 23(d). The complaint must be filed in Superior Court within twenty-one days of receipt of a final order.