Janice O'Connell

From: Mike P Curran <mikepcuran1@verizon.net>
Sent: Monday, July 22, 2013 3:14 PM
To: Janice O'Connell
Subject: Fwd: Re: FW: Questions for michael curran

Please forward copies to the members of the charter commission

michael p curran

--------Original Message--------

From: Mike P Curran
Date: Jul 22, 2013 3:08:45 PM
Subject: Re: FW: Questions for michael curran
To: mziellinski@barnstablecounty.org, mikepcuran1@verizon.net

1. What is the basis under the Massachusetts constitution for supporting the "weighted vote" as an example of the principle of one {person} one vote?

   It meets the criteria as interpreted by the US and Massachusetts judicial court systems.

2. As follow up has this question ever been posed to the AG or the SJC in Massachusetts?

When legislation is being considered in the General Court if EITHER the House or Senate Counsel has any doubt concerning the legitimacy of any provision in the legislation it may ASK the SJC for an advisory opinion. Since neither House nor Senate counsel asked FOR AN ADVISORY OPINION when this legislation was under consideration, it is clearly reasonable to conclude neither branch, nor the Governor who has similar authority, saw any constitutional problem with this set-up......

3. In your response to the Charter review committees request for examples of regional government structures you have included a description of a single body that combined district and at large representatives, could you elaborate on why you think this could be successful?

It is the system in use in most city governments in Massachusetts where it seems to work well.

4. The commissioners have suggested a governance structure that merges the AofD (the legislature) and the Board of Commissioners (the executive) into a single Legislative body with seven members to be elected be districts and a hired manager who is the executive, can this be done within the present Charter and if not what specific steps must be taken to do this?

The exiting charter requires any change in the term of office, the mode of election or composition of the Legislative and/or executive to go back to the General Court.
What is your opinion of the choice between an elected and appointed Executive

I believe the distinction most properly lies in that one is elected and the other appointed. An executive is one who conceives and develops "Policy" and an administrator carries out the policies established by others. It is most commonly seen here on the 'cape' where elected Selectpersons make policy and an appointed administrator carries out that policy under the supervision of these selectboard.

MGL chapter 4, section 7 contains the following provisions:

FifthA, "Chief administrative officer", when used in connection with the operation of municipal governments, shall include the mayor of a city and the board of selectmen in a town unless some other local office is designated to be the chief administrative officer under the provisions of a local charter.

FifthB, "Chief executive officer", when used in connection with the operation of municipal governments shall include the mayor in a city and the board of selectmen in a town unless some other municipal office is designated to be the chief executive officer under the provisions of a local charter.

Following is an example of a selectboard's "executive" powers from a fairly typical Massachusetts 'home rule charter':

(b) **Powers and Duties in General** - The executive powers of the town shall be vested in the select board which shall be deemed to be the chief executive office of the town. The select board shall have all of the executive powers it is possible for a select board to have and to exercise. The select board shall serve as the chief policy making agency of the town. The select board shall be responsible for the formulation and promulgation of policy directives and guidelines to be followed by all town agencies serving under it and, in conjunction with other elected town officers and multiple member bodies, to develop and promulgate policy guidelines designed to bring the operation of all town agencies into harmony; provided however, nothing in this section shall be construed to authorize any member of the select board, nor a majority of such members, to become involved in the day-to-day administration of any town agency. It is the intention of this provision that the select board shall act only through the adoption of broad policy guidelines which are to be implemented by officers and employees serving under it.

(c) **Powers and Duties, Policy Guidelines to be Used in Budget Preparation** - The select board shall schedule one or more of its meetings during the month of November for the purpose of formulating policy goals and objectives for the ensuing fiscal year to guide the town administrator in the preparation of the annual operating budget and capital outlay program. Subsequent to the receipt of the revenue forecast and fiscal trends projections from the town administrator, as provided in section 6-2, the selectboard shall take up the setting of goals and the establishment of policies to govern the town administrator's preparation of the annual operating budget and capital outlay programs. The guidelines prepared by the select board shall
Be submitted to the town administrator as early as possible, but, in no event later than the fifteenth day of December, annually.

6. The head of the Cape Cod Commission has expressed concern that changes in population concentrations could further reduce the ability of the total population to express their will with regard to DRI and DCPCs. Presently 4 of the AoFD delegates representing a majority votes can override the interest of the remaining 11 members. What remedies are available within the present structure of regional government to fairly treat the legitimate interests of those 11 towns?

My 'charge' in the scope of study given to me by the Commissioners is to do NOTHING to affect in any way the Cape Cod Commission Act. I have discussed this question with Jessica Wielgus, CCC Commission counsel and she has agreed to work with me to develop a solution acceptable to the CCC.

7. Among the examples cited so far to the Charter of governance structure which one has the best chance of addressing that issue?

8. We have supplied a copy of the draft clarification of the language in the statement of the Commissioners position (also attached). In your opinion, what impression does it leave with you?

9. And further, what opinion do you have of the AoFD resolution to increase the Board of Commissioners to 5 (elected by districts) and retaining the present structure of the AoFD?

10. There is always a path to yes, what is that path for any change in governance structure on Cape Cod?

michael p curran

On 07/09/13, Mark Zielinski <mzielinski@barnstablecounty.org> wrote:

Mike,

These are questions framed by Commissioner Doherty. I have not yet heard back from Commissioners Lyons or Flynn.

Mark

From: Bill Doherty
Sent: Monday, July 08, 2013 9:49 AM
If single member districts continue to be the basis for representation in the county legislative body, and districts are as nearly equal in population as may be possible without regard to town boundaries, then if a

15 member body is continued, each district would consist of (+-) 14,460

13 member body is established, each district would consist of (+-) 16,668

11 member body is established, each district would consist of (+-) 19,718

(number of inhabitants, plus, or minus, 5%, or less)

These numbers based on county population of 216,902. Would be required to use election districts (precincts) already established by the towns. These cannot be varied as they are the basis on which local, state and federal officers are elected.
July 16, 2013

Barnstable County Charter Review Committee
Barnstable County
Superior Courthouse
3195 Main Street
PO Box 427
Barnstable, MA 02630

Dear Committee Members:

My purpose is to offer recommendations to the Charter Review Committee (CRC) as it deliberates possible changes in the county charter particularly those proposed by the Special Commission on County Governance.

Two recommendations of the Special Commission are of primary concern. They are the section on governance, recommendation number 14, and number 2 which focuses on wastewater. The governance recommendation is particularly troubling. It reads “that Commissioners and Assembly merge into one entity with 5 locally elected members and 2 county-wide members.”

Many people with whom I have spoken believe, as I do, that this proposed change reduces the voices of the small towns. The proposal also increases the centralization of county government functions. Neither is desirable in my opinion.

The present structure provides that each town, however small, can be heard in every deliberation. Some argue that having the Assembly based on the 15 towns violates the “one person, one vote” principal. While this may be argued, we should remember that the framers of the US Constitution devoted considerable thought to creating a bicameral government and made sure that the smaller states had voices equal to the larger states in the Senate. In much the same way, in the Assembly our charter allows each town both a representative and also provides for weighted voting. This structure combines useful aspects of both the US House and the US Senate (our legislative bodies), and the commissioners serve as the executive. Those bringing up the issue should consider the outcome of the US Supreme Court case “Board of Estimate of City of New York v. Morris (1989).

The present structure of the Assembly allows some checks and balances and some protection of the minority from the majority. The idea of blending legislative and
executive functions in one body eliminates any checks or balances. It might be added that, were the county government to be restructured in the way recommended by the Special Commission, this more centralized government could more easily than presently mandate that the smaller Cape towns pay taxes supporting the infrastructure needs of the more populous towns. This possibility has been suggested in at least one presentation by consultants to the county but is not often openly discussed.

Further, I believe that a move to increasingly centralize government may reduce the likelihood of active citizen participation in governance. There is good evidence of this from a number of sources. In addition, the minutes of the Special Commission (Wed 2/29/12) indicate that there is more than a passing interest in eliminating town lines as representative “districts” are set up and they suggest the gradual elimination of town government and town meeting altogether.

The AOD is a small but vital link to the practice of direct democracy in our towns and the Commonwealth. It should not be scuttled in the service of some presumed efficiency to make it easier for county officials and agencies to increase their regulatory authority.

Also in the governance section, Recommendation #13 refers to a possible “advisory board,” meeting quarterly and advising the county. I find it difficult to imagine how such a board could be effective or well enough informed to offer much in the way of useful suggestions. It apparently would have no authority or responsibility and, consequently, would be a needless addition to the county governmental structure. It’s apparent that when consultation is needed, the present agencies and officers find ways to get such help.

The wastewater recommendation would establish a Cape Cod Wastewater District comprised of all 15 towns. Among other things, it would be an “independent, separate unity” with authority to develop “fair, broad-based funding mechanisms.” In other words, it could be something like the Massachusetts Water Resources Authority (MWRA) with independent powers of taxation. The special commission’s recommendation assumes that the authority would be more cost effective than 15 separate solutions and that town based systems would be “less effective” than regional solutions proposed by a county level planning group. While this may be true in some areas and groups of towns, it may not be true for all towns. Although there is an effort to get input from the various towns, the approach seems ultimately “top—down” and likely to encourage resistance in various areas on the Cape.

The concept of regionalism comes up in this recommendation and often in the language of the Special Commission and the Cape Cod Commission. The concept seems to have a floating definition depending on what the goal of the moment is. Sometimes it means the entire county; other times, it means individual watersheds; and still other times it means a collection of watersheds grouped to make a politically manageable area. We need a much more consistent and clear definition and use of the term.
Recommendations:

Maintain the present governmental structure of three county commissioners (executive) and an assembly of delegates (legislative) with both groups having the roles assigned in the current charter. This ensures at least a modest balance between legislative and executive branches.

If a Cape-wide water district is to be formed, it should not have independent taxing authority and any regulatory authority should be subject to town and county as well as state legislative review. It should also reflect in its organization and process the substantial differences among all the towns of the county.

I have shared this document with the Wellfleet Board of Selectmen and have requested their endorsement.

Respectfully submitted,

Ned Hitchcock  
Wellfleet Representative  
Barnstable County Assembly of Delegates

With support of our delegate’s concerns,

The Wellfleet Board of Selectmen

Berta Bruinooege, Chair

Paul Pilcher, Vice Chair

John Morrissey, Clerk

Jerry Houk

Dennis Murphy
July 16, 2013

Barnstable County Charter Review Committee
Barnstable County
Superior Courthouse
3195 Main Street
PO Box 427
Barnstable, MA 02630

Dear Committee Members:

The Wellfleet Board of Selectmen has reviewed the recommendations of the Special Commission on Governance and wishes to express its grave concern that the recommendations reflect an agenda which effectively eliminates the municipal voice of Wellfleet and other similarly situated towns.

The Commission (Recommendation #14) recommends elimination of the American system of checks and balances inherent in the separation of executive and legislative functions. Our Framers deemed this built-in separation of powers vital to the foundation of a legitimate government of, by and for the people – and has served our local, county, state and federal governments well as a model of effective and efficient governance for over two hundred years. No compelling argument has been advanced by the Commission to warrant this change except a vague allusion that centralized control will increase government efficiency. What is certain – loss of our current representative system of government would eliminate Wellfleet’s fundamental right to actively participate and voice our vote at the county level. While silencing many voices may lead to quick decision making, this “efficiency” comes at a dire cost; losing the diversity of opinion, experience and the collective wisdom of the present Assembly of Delegates. Commission Recommendation #13, proposing creation of a Municipal Government County Advisory Board, does not ameliorate this concern since it proposes a Board which rarely meets and has no mechanism, legislative or otherwise, to insure that its advice is heeded or implemented. The Wellfleet Board of Selectmen urges the Committee not to adopt Commission recommendations #12, #13 and #14 in either their original or in a modified form.

Also of grave concern is Commission Recommendation #2 on wastewater. Establishment of an “independent, separate” Authority with “sufficient authority to realize the primary goal of vastly improved water quality standards” sounds like an independent Authority of unspecified governance. “Sufficient authority” necessarily
implies the ability to lay taxes. "Fair, broad based funding mechanisms" suggests that everyone pays without regard to the degree to which each has contributed to creation of the problem or the extent municipality’s watersheds require remedial action. We think that within Wellfleet we possess the ability to address Wellfleet's minimal water quality issues using innovative, natural solutions. Any action the Committee takes must insure that the concept of fairness permits those towns which have been careful to control development are able to pursue the minimally invasive solutions available without being required to subsidize, in the name of "fairness," the expensive solutions required of less fortunately situated municipalities. The Wellfleet Board of Selectmen urges the Committee not to adopt the Commission Recommendation #2 in either its original or a later, modified form.

The Town of Wellfleet has a rich tradition of citizen participation, in large part because of our open town meeting and the inclusive manner in which our local government operates. We urge the Committee not to abandon a similar tradition at the County level in the name of expediency.

Sincerely,

The Wellfleet Board of Selectmen:

John Morrissey, Clerk

Jerry Houk

Dennis Murphy
July 25, 2013

Ronald Bergstrom, Chairman
Barnstable County Assembly of Delegates
First District Court House
Route 6A
Barnstable, MA 02630

Dear Chairman Bergstrom and Delegates,

The Sandwich Board of Selectmen has been following the activities and discussion of revising County government for the past 2 years. More recently, we have discussed the Assembly's Resolution 13-01 and its potential impact to the Town of Sandwich. With this in mind, we want to provide comments to your resolution, as well as several other Charter changes.

At our meeting of July 25, 2013, the Sandwich Board voted unanimously to provide the following comments on Resolution 13-01. We have not provided our rationale, or reasoning at this point and will do so at the appropriate time, in future discussions. Here are our comments:

- We support the separation of the Executive and Legislative branches of County government,
- We support the expansion of the Executive branch from 3 to 5 County Commissioners. Whether this new configuration should be by district, or at large, needs further exploration and discussion,
- The issue of one town, one vote, or a weighted vote system as now exists, needs additional thought.

In addition to our comments on Resolution 13-01, we feel strongly that serious thought by the Charter Review Committee to other matters contained within the existing Charter, needs to be reviewed and examined, specifically:

- Extract many of the Executive functions spelled out for the Legislative branch and place them with the Executive branch where they belong. Keep the
executive functions with the Commissioners and legislative with the Assembly, e.g., authority to create departments,

- Remove all specific administrative and policy matters from the current Charter, as they are under the authority of the Commissioners and should not be written into the Charter, e.g., personnel policies and disciplinary procedures.

As we continue to follow the progress of the Charter Review Committee, we will keep you informed of our reaction to various topics, etc.

Respectfully,

Town of Sandwich Board of Selectmen

[Signatures]

cc: County Commissioners
    Charter Review Committee
    James Killion, Sandwich Delegate
Dear Members of the Commission:

I write on behalf of the Dennis Board of Selectmen who at their meeting of July 9, 2013 voiced its strong and unanimous opposition to some of the proposed changes to the Barnstable County governance structure. The Recommendations of the Special Commission on County Governance are ambitious goals, worthy of consideration. They are constructive ideas needing consideration and analysis so that our county operations remain relevant and effective. However, no changes should be made without considerable public discussion and a thorough examination of the costs and benefits of change.

We find that the proposal to eliminate the County Commission as well as the County Assembly of Delegates and replace it with a smaller legislative body to be especially troubling. Regional government has broken down, atrophied or fails to exist everywhere in Massachusetts except here on Cape Cod. Instead, contrary to what has happened throughout the state, Barnstable County has expanded its influence producing great product, well received and supported by all of its participating municipalities. Barnstable County is the considered model state wide for solving problems on a regional basis.

The Dennis Board of Selectmen believes this success has not happened by accident. County government's influence amongst Barnstable County communities has grown because every municipality on the Cape is a participating member and plays a role in decision making. The County's efforts, its mission and its goals are well known, accepted and supported by every town in Barnstable County because representatives from each municipality are part of decision making. Centralizing and constricting legislative authority may make decision making more efficient but we believe the price to be paid for legislative efficiency will eventually erode and compromise its effectiveness. Barnstable County has grown because every community on Cape Cod had an opportunity to participate in its governance. This proposal to eliminate the County Commission as well as the County Assembly of Delegates and replace it with a smaller legislative body consolidate power, authority and decision making in the hands of a few. We believe this specific proposal has the potential to transfer representation from the smaller Cape municipalities to Barnstable, the area's largest population base and ultimately will end up disenfranchising many smaller but important Cape Cod communities.
Finally, most of our success in governance on Cape Cod can be attributed to the selfless dedication of our citizens who labor without pay. This dedication and sense of volunteerism has served us well. The Special Commission on County Governance recommends that members of the new legislative body be paid a salary of $25,000. The proposed changes reducing the size of the legislative body combined with offering an exorbitant salary for participating in the civic affairs of the county promise to change the culture of volunteerism that has existed here on Cape Cod since its beginning. Aside for the unnecessary expenditure of $175,000, we believe professionalizing civic involvement is bad for governing, bad for Cape Cod and especially bad for Dennis.

Thank you for your consideration of our concerns. As in all matters involving Dennis and Barnstable County please do not hesitate to contact me if I can be of assistance to you in this or any other matter.

Sincerely,

Paul R. McCormick, Chairman
Dennis Board of Selectmen

Cc: Honorable State representative Cleon Turner
State House, Room 540
Boston, MA 02100
Committee for Charter Review
Cape Cod Regional Government
Barnstable Village, MA 02630

Hello,

I want you to seriously consider adopting the recommendations of the Special Commission on County Governance in their entirety. Senator Rob O’Leary is a brilliant leader and if he formulated these recommendations, then they must be the best possible all around way of doing things.

I especially wish to advocate for the nonpartisan merged board of county commissioners with five locally elected members from the largest towns and two county-wide members which would hold the combined duties and authority of the county commissioners and the assembly of delegates. The need that kind and amount of power to more efficiently get things done. Additionally each member would serve for a term of four years and be paid $25,000 annually plus an appropriate benefits package including health insurance and a pension plan.

There also needs to be a municipal government county advisory board which will assist in placement of various town services with the expanding regional government umbrella and to explore additional revenue enhancing mechanisms and fee structures to be adopted by the County. Providing services and patronage jobs tends to get expensive.

Finally, there should be a strong county administrator, but he or she should be elected not appointed so that he or she will be responsible to the general public and not simply beholden to the Board of Regional County Commissioners.

Have a nice day.

Cordially,

Vernon P. Ash
23 Smith Lane
Eastham, Mass.
Saturday, July 27, 2013

Barnstable County Charter Review Board
Barnstable District Courthouse
Barnstable, Ma 02630

Charter Review Board,

After reading an (open) letter to your commission published in Cape Cod Today earlier in the week, I was moved to also contact you. I believe that it would not be a bad idea at all for your group to explore and debate a bit about the Cape Cod Commission and all that it does.

From my experience, the Cape Cod Commission continues to be excessively, disproportionately and overtly environmentalist while incessantly stifling legitimate economic growth on this peninsula. The lop-sided scope of its regional regulatory function is gargantuan.

Other than the fact that the Cape Cod Commission suppresses reasonable economic growth on Cape Cod, another sound reason to take a deep and serious look at its configuration, purpose and operational character is constitutional. The issue is equal representation as defined under the Fourteenth Amendment to our Constitution. On the Commission, each of the Cape municipalities has equal voting power. In the County Assembly of Delegates representation is weighted by population with the largest town, Barnstable, having the greatest percentage and the smallest, Truro, the least. Funding for the Commission is also based upon population, so the larger towns need to contend they are either underrepresented or overcharged. This type of argument has resonated ever since the original debate on the Constitution in 1787. Both economic and environmental matters, as well as political power, are at stake concerning the Cape Cod Commission.

There are no set answers, but Cape Cod Commission officials, and their fanatical political supporters, have to learn how to discuss things with the citizens of Cape Cod without polarization if we are to preserve our local and regional democratic process related to this particular political arena.

On a separate issue, it is also a good idea to explore the possibility of expanding the Cape Cod Economic Development Council using funds taken from the Cape Cod Commission's budget so that it may become much more of a focal point for business development here on the Cape.

.Cheers!

Daniel Dumont, Box 504, So. Yarmouth, Ma. 02664
Janice O'Connell

From: Edward Kelly <edwardkelly9@comcast.net>
Sent: Monday, July 29, 2013 8:57 PM
To: Assembly of Delegates
Subject: Charter Review Should Include Cape Cod Commission

Barnstable County Government Charter Review Commission

County Complex

Barnstable, MA 02630

Barnstable County Government Charter Review Commissioners-

Over the course of the last week, I have noticed several editorials and letters appearing in Cape Cod Today regarding the Cape Cod Commission and the suggestion that it might be a positive experience to perform some type of objective review of its structural and operational effectiveness apparently by you, the county charter review commission that was established at some point a few months ago. I agree, and here is why.

First of all, no compelling argument can be advanced by the Cape Cod Commission, or anyone else for that matter, which would negate the logic and common sense to undertake such a brief review and discussion as part of an overall review of our county government structure. The county charter review is taking place anyway, so it sensibly should include the Cape Cod Commission as well. It is not a separate or autonomous authority unto itself; at least it is not supposed to be.

To help illustrate this fact, the Barnstable County Home Rule Charter, ARTICLE 4 - ADMINISTRATIVE ORGANIZATION, Section 4-2(b)3 states that the: "The Cape Cod Commission shall be deemed to be an agency within the structure of the Cape Cod regional government subject to all of the administrative, budgetary and other provisions of this charter. The Assembly of Delegates and the board of regional commissioners shall have and may exercise all authority for regional planning and environmental controls and management as may be authorized by state law and shall be responsible for the establishment of policies to guide all regional planning and development activities."

Barnstable County Home Rule Charter

Next, there is a need to at least scrutinize the CCC to some degree, and provide some reflection about where it is and where it should be headed in the years to come. There are some unmistakable problems which need to be worked out.

There is documented evidence that the Cape Cod Commission is a bloated county government bureaucracy possessing staff members who perform redundant duties already being carried out by other branches of county government. Additionally, it frequently attempts to act as a rogue entity outside of the parameters of the current regional governmental structure.

According to a 2011 Report pertaining to the County's Executive Branch issued by the Massachusetts Municipal Association (MMA) located on page 4, paragraph 8, "The Cape Cod Commission should be one of the four major organizational units in the County government structure. The Executive Director of the Cape Cod
"The Commission should report to the County Administrator and the financial management functions performed by the Commission staff should be transferred to the Administrative Services and Finance Department (of the County)."

Though its executive director is supposed to be under the supervision of the County Administrator, the reality is that the executive director of the CCC does NOT report to the County Administrator, but instead directly to the County Commissioners. This is ludicrous! Furthermore, he is paid a substantially higher salary than the county administrator when he in fact he manages only one department with a budget that is only one-fifth the size of the overall Barnstable County government budget. It does not make sense either fiscally or logically! On both pages 17 and 20, the report points out regarding the Cape Cod Commission - "The Executive Director should report through the chain of command to the County Administrator." As mentioned previously, this has not and is not the case, but should be, both legally and logically.

Barnstable County, Massachusetts: "A Report Relative to Establishing a Baseline for Future Decision-Making"

According to the Cape Cod Times, database of salaries for employees of Barnstable County, the Cape Cod Commission, Executive Director, Paul J. Niedzwiecki, is the highest paid county government employee. For the 2011 calendar year, his gross pay amounted to $159,612.55!

Barnstable County government needs to get its act together, at least on the Executive Branch side of things. The legislative branch seems to be about the best run aspect of the regional government from a bird’s eye view of things, and should be left alone. If it ain’t broke, then don’t try to fix it! It is too bad that the same thing simply cannot be said about the Cape Cod Commission!

Kind regards,

Edward Kelly

232 County Rd.

Bourne, MA 02532