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**ORGANIZATIONAL AND  
HUMAN RESOURCES REVIEW  
RAYNHAM, MASSACHUSETTS**

**MARCH 2021**

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## **INTRODUCTION**

The Town of Raynham (the “Town”) engaged the Collins Center for Public Management to conduct an Operational and Human Resource Review (“Review”). The Review was commissioned to document the current state of the Town’s government structure, functions, and human resources systems, staffing, policies, and practices. The purpose of the Review was also to identify areas of deficit, policies to be adopted and provide recommendations for improvement. We have completed this overview. While there will be some necessary overlap, effort was made to concentrate operational findings and recommendations at the beginning of the report and human resource discussion at the end of the report.

## **SUMMARY OF FINDINGS AND RECOMMENDATIONS**

For ease of reference, below is a summary of the findings and recommendations. These findings and recommendations are discussed in more detail in the report that follows.

<b>SUMMARY OF FINDINGS AND RECOMMENDATIONS</b>		
<b>Operational Audit</b>		
<b>Page</b>	<b>Finding</b>	<b>Recommendations</b>
	1.0 There is conflict within Town Hall over the Town Administrator’s managerial role and authority.	1.1 Codify the responsibilities and authority of the strong Town Administrator position in a by-law or special act. 1.2 Provide Professional Development opportunities for the Town Administrator to expand managerial skills.
	2.0 Town Departments, Boards and Committees operate as separate entities, rather than a unified whole and lack cohesive purpose and function.	2.1 Employ additional department level managers, specifically hire a Finance Director and HR professional. 2.2 Establish a Board of Health that is separate from the Board of Selectmen and subject to appointment by the Board. 2.3 Consider Making Elected Officials, Boards and Committees appointed. 2.4 Consolidate departments and employ vertical lines of management with increased responsibility and accountability for Department Heads 2.5 Reduce time spent on administrative and operational tasks by transferring them to the Town Administrator and

		other officials. Use additional time to focus on long-term planning. Reassert Board of Selectmen’s role as chief executive officer of the Town.
	3.0 The Board of Selectmen do not have policies or protocols that define internal procedures for conducting Board business.	3.1 Adopt Board of Selectmen Policies and Procedures that will govern Board operations, including a budget process and a policy for use of Town Counsel.
	4.0 The Board of Selectmen is currently a 3-member Board.	4.1 Consider increasing the Board of Selectmen to a 5-member board.
	5.0 The Town has used the same auditing firm for several years, and there is no management letter contained within the audit report.	5.1 Change audit firms every few years and require a management letter.
	6.0 The Town By-laws have not been comprehensively reviewed for substance	6.1 Establish a standing by-law review committee for the purpose of reviewing the Town by-laws for substance and comprehensiveness.
<b>Human Resource Audit</b>		
	7.0 The Town does not have a dedicated human resource professional to assist with personnel issues.	7.1 Hire a dedicated human resource professional to assist with employee relations and personnel issues.
	8.0 The Town does not have a classification and compensation schedule for non-union employees and negotiates individual employment contracts with employees.	8.1 Engage in a classification and compensation study for non-union positions to survey comparable communities and determine average and median wages for positions. 8.2 For non-union employees with individual employment contracts, the Town should standardize the benefits, increase the duration of the contracts to a minimum of two-years and base salary on a compensation plan.

	<p>9.0 Job descriptions are primarily updated only when vacancies occur in the position and have not been updated in a uniform manner.</p>	<p>9.1 Provide uniform job descriptions for positions that accurately reflect expectation and duties for each position.</p>
	<p>10.0 The Town hiring process for department heads is governed by a 2003 Town Meeting article, requiring a moderator appointed hiring committee. The process is cumbersome.</p>	<p>10.1 Revise the hiring process for department heads. The Town should consider a process that is streamlined, and provides discretion to the appointing authority.</p>
	<p>11.0 Currently, the process for filling vacancies is not consistent across departments.</p>	<p>11.1 Create a uniform and centralized hiring process.</p>
	<p>12.0 Employee training has not occurred recently.</p>	<p>12.1 Conduct a training needs assessment and develop a schedule for comprehensive employee training, as well as management training for department heads.</p>
	<p>13.0 With a large majority of employees being unionized, the Town has relied upon Union contracts to govern Town employment.</p>	<p>13.1 Adopt Town-wide employment policies to govern volunteers and employees.</p>
	<p>Finding 14.0: The Town's Police Department is civil service for full-time police officers.</p>	<p>14.1: Evaluate removal from the Civil Service law to allow the Police Department more flexibility in hiring for its Department.</p>
	<p>15.0: The Town's CORI / SORI procedures are not standardized and are non-compliant with legal requirements.</p>	<p>15.1 Enact an updated CORI / SORI policy and enact a standardized and uniform procedure for conducting CORI/SORI checks.</p> <p>15.2: Utilize a decided, secured space for its CORI / SORI files and that such files be maintained separately from personnel files.</p>

	<p>16.0: The Town’s job application is not readily accessible and should be revised to comply with best practices.</p>	<p>16.1: Consolidate the Highway and Town job applications to one standard form that is easily located and available to complete online.</p> <p>16.2: Revise the job application to reflect best practices.</p>
	<p>17.0: The usability of the Town’s webpage could be improved to increase efficiency in serving and informing residents as well as current and prospective employees.</p>	<p>17.1 Create a “Human Resources” department section on the Town webpage and move employment related documents and information to that section so that all employment information is centrally located and easily accessible.</p> <p>17.2: Update the Town’s webpage to include a statement of non-discrimination.</p> <p>17.3 Information about the Town’s Employee Assistance Program should also be added to the HR webpage to provide easier, confidential access to information.</p>

## OVERVIEW

Raynham, Massachusetts is a bustling south eastern Massachusetts community located approximately 35 miles south of Boston and 35 miles north of Providence at the crossroads of Routes 24, 44 and I-495. It is a growing community with a population approaching 14,500 residents and also has a vibrant commercial presence along Route 44.

Raynham is governed by a three-member Board of Selectmen who are the head of the executive branch, set policy, and oversee financial matters, while the Town Administrator, as provided in the job description, is charged with managing the day-to-day operations for the Town. Raynham. As Raynham does not have a charter, the primary governing authority is the Town By-laws and Massachusetts General Laws. An open town meeting serves as the Town's legislative branch. With few exceptions, the Board of Selectmen appoint most Town officers and employees. Elected officials, boards, committees, and commissions include:

### Committees:

- Cemetery Commission
- Bristol/Plymouth Regional Vocational Technical School Committee
- Bridgewater/Raynham Regional School District Committee
- Sewer Commission
- Park and Recreation Commission
- Raynham Center Water District Commission
- North Raynham Water District Commission

### Officials

- Board of Selectmen
- Town Clerk
- Board of Assessors
- Planning Board
- Moderator
- Board of Health (currently the Selectmen)

The Town has 115 full-time and 239 part-time employees, most of which belong to one of six unions. Non-union personnel, primarily Department Heads, have employment contracts that are individually negotiated with employees. The Town's Police Department is civil service and both police and fire chiefs are strong chiefs pursuant to M.G.L. c. 41, s97A and M.G.L. c. 48, s. 42, and are responsible for the hiring

within their department. With few exceptions, the Board of Selectmen retain statutory authority for appointment of the majority of Town Department Heads and employees. The hiring process for Department Heads is conducted via an Appointment Advisory Committee and was established by a 2003 Town Warrant Article, which was not incorporated into the Town's Bylaws. It reads as follows:

It was voted to establish an Appointment Advisory Committee whose purpose will be to review resumes, interview applicants and make recommendations for the filling of all appointed Department Head positions in the case of a vacancy in such position. The committee will consist of 3-7 members on a case-by-case basis, depending upon the vacant position to be filled; will consist of appropriate town staff, members of relevant boards/committees and at least one citizen-at-large and will be appointed by the Town Moderator.

Fiscally, Raynham is in a strong position and operates on a stable financial base. As noted by the Division of Local Services in its recent review:

Raynham is in a position of strong financial health— operating revenue and expenditure levels remain consistent and manageable, reserve levels are strong, and the town enjoys a robust commercial property tax base. As with many Massachusetts communities, the town has seen considerable growth in recent decades. From 2000 to 2018, Raynham's population has grown by nearly 22%, the second highest rate of growth in Bristol County. Over that same time, the town's Equalized Valuation (EQV), which is a measure of overall property wealth, grew by 160%, and by 192% between 2000 and 2020. And, since Fiscal Year 2004, Raynham's budget, excluding the sewer enterprise, has more than doubled from \$23.8 million to \$48.9 million.<sup>1</sup>

With a strong residential base and continued commercial growth, Raynham is an attractive place to live and work.

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<sup>1</sup> Division of Local Services Financial Structure Review, October 28, 2020, p. 2.



## **METHODOLOGY**

The methodology utilized for the Operational and HR Review included interviews with approximately 20 key personnel as well as Board and Committee members, including the Town Administrator, Town Accountant, Town Treasurer / Collector, Chief of Police, Chief of the Fire Department, Sewer Superintendent, Moderator, Finance Committee Chair, Town Clerk, all Board of Selectmen members, and Administrative Assistant to the Town Administrator. The project team would like to thank the Board of Selectmen and all the interviewees. In addition to the interviews, numerous documents, reports, studies, financial information, and policies were reviewed.

Recently, the Town has taken many important, positive steps to evaluate improving government services, including:

- Commencing a Town government review via a Government Study Committee;
- Prioritizing professional staffing in financial positions;
- Creating a dedicated Human Resource position;
- Seeking a review of its financial operations from the Commonwealth's Division of Local Services;
- Considering carefully the benefits (and drawbacks) of a strong Town Administrator and taking steps to increase professionalization of that role;
- Engaging General Code to review the Town's by-laws for technical compliance with federal, state and local statutes and regulations, and to ensure consistency with Town Meeting votes.

In addition to the efforts of the Town's leadership, Raynham also has a rich and vibrant tradition of residents playing an important role in the Town government and many dedicated, long-serving employees. There were many individuals that the project team spoke to that expressed deep caring for the Town and a desire to help the Town move forward. This report lays out a path forward for Raynham to begin to address in a strategic manner some of the remaining challenges that the Town faces.

## **DISCUSSION AND ANALYSIS**

As with virtually all municipalities, the Town of Raynham performs some Town Hall operations well and also has some areas for improvement. The discussion below covers day-to-day management, financial management, town operational and management structure, human resources (HR) and the culture in Town Hall.

### **Day-to-Day Management**

The day-to-day management of the Town is – according to the Town Administrator’s job description – vested in the Town Administrator. This is a new practice for the Town and the current Town Administrator is the first “strong” Town Administrator for Raynham. To best understand the shift in management philosophy, some background is helpful.

For 33 years, the Town had a single Town Administrator, a lifetime Raynham resident who was well-known and respected by Town residents, and operated without the Board’s delegation of daily supervisory authority over Town Departments. Thus, Town Departments largely operated independently with the Board of Selectmen retaining much of the operational oversight of Town functions. While the Town was a smaller size, this management system was sufficient to meet the Town’s needs. As the Town’s commercial and residential population expanded, the demands on Town employees and services increased. To meet the expectations and needs of the Town’s population, the Town sought to professionalize operations by seeking strong, professional leadership. This drive to professionalize operations coincided with the retirement of the longstanding Town Administrator in 2017.

Following the retirement of long-time Town Administrator, the Town has had difficulty filling the Town Administrator position with stability. Between 2017 and 2019 the Town had two Town Administrators in acting / interim capacities. In 2019, the Board sought guidance from the Town’s Government Study Committee as to a possible expansion of the Town Administrator role to that of a “strong” Town Administrator. Upon recommendation of the Government Study Committee, the Board expanded the Town Administrator role to a “strong” Town Administrator which include increased responsibility and authority over Town operations. The Board expansion of the role was accomplished by revising the Town Administrator job description and not formalized through a by-law or special act. The Town conducted a job search for the strong Town Administrator and in October 2019 hired the incumbent, who came to the Town from Rhode Island municipal government.

## Current Status and Town Hall Culture

With this background in place, it is understandable that tensions in Town operations currently exist. Throughout interviews and other conversations, it became clear that the Town faces challenges in terms of workplace culture. Distrust, conflict, and factionalization seem to dominate the Town Hall environment, mostly with respect to the role of the new Town Administrator. Employees who are unhappy with the role of the Town Administrator confide in the Board of Selectmen, lobbying for a change in administration. This undermines the authority of the Town Administrator and also taints his relationship with the Board. The Town Administrator has received significant push back from some employees when attempting to exercise supervision, or on a more basic level, inquire about the processes and operations of departments.

As is the case when making changes of any significant nature, resistance is to be expected. There are those within the Town that have not embraced the expanded managerial role of the “strong” Town Administrator. Understandably, after years of having significant discretion and ability to manage operations and workload, employees can be weary of someone perceived as “interfering.” It is clear after speaking with some of the employees that the current Town Administrator faces difficulty in overcoming that perception, regardless of whether it is accurate. Additional challenges include stepping into a role that was held by a local resident for such a lengthy tenure.

In 2016, the Massachusetts Office of Public Collaboration (MOPC) at UMass Boston released a study on conflict resolution in Massachusetts municipalities. The final report noted that:

Destructive public conflict involves behavior that escalates conflict until it seems to have a life of its own and is dysfunctional and harmful. In destructive conflict, no one is satisfied with the outcome, possible gains are not realized and the negative taste left by one conflict episode is carried over to the beginning of the next conflict--creating a degenerating or negative spiral.<sup>2</sup>

In interviews for this project, it was apparent that all management conflict, controversy, or disgruntlement is attributed to the “new” Town Administrator and this new “strong” Town Administrator approach – regardless of whether it is deserved. Indeed, in speaking with several employees, some scapegoating of problems onto the Town Administrator is a convenient tool to deflect from other Town management deficiencies which result in workplace turmoil, such as a lack of structured compensation plan. To be sure,

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<sup>2</sup> Massachusetts Office of Public Collaboration. Legislative Study: Massachusetts Municipal Conflict Resolution Needs Assessment, Final Report. Massachusetts Office of Public Collaboration, University of Massachusetts Boston, January 2016, pg. 3

there have been missteps on behalf of the Town Administrator, and this is to be expected with any new employee hire. It would be wise of any administrator to acknowledge those missteps and seek ways to improve. Communication is one area that appeared lacking. As an example, one employee expressed frustration that he was added to the Board of Selectmen's agenda without notice, which did not give him sufficient time to prepare for the meeting and was also disrespectful of his schedule. Communication and collaboration require improvement on both the management and employee sides.

The project team makes no judgements and draws no conclusions about what is true and not true about past conflicts. Such conclusions would require a significant amount of investigation and, no matter the results, would not change the fact that Town Hall culture is characterized by distrust and interpersonal conflict. In this case, perception is reality, and people seem entrenched in their perceptions. It is important to note that, throughout the interviews, the Center project team heard genuine concern and caring for the Town and a keen desire for the Town to operate appropriately and do well for the residents. Most staff, elected and appointed officials, and volunteers seem to work hard and do good work. While the project team hopes that the recommendations contained within this report will "right the ship," there is also the possibility that workplace distrust and resentments are too entrenched. That is a decision for Town administration, and the project team offers no opinion in that regard.

### Town Structure

Raynham has a diffuse and decentralized management structure. There are several boards and committees, including the Sewer Commissioners, the Park and Recreation Commissioners and the Cemetery Commissions, who are comprised of part-time elected volunteers, and have ambiguous levels of supervision over employees. Because of the elected nature of the positions, there is minimal accountability to Town management. As with the Commissioners themselves, the employees falling under the purview of these Commissions have conflicted reporting structure. While these elected Commissions have statutory authority, the Town's by-laws do not expand upon the role or authority of these Commissions.

As the by-laws were never altered to establish the Town Administrator's appointment authority, the Selectmen retain appointment authority over many of the Town employees and Department Heads. The employment of non-union personnel is governed by individual employment contracts that contain varying terms and conditions of employment and vary in term of employment, with several subject to yearly

negotiation. The Town does not have a compensation plan or salary schedule for non-union employees or Department Heads. Failure to reach agreement on contract terms has attributed to difficult staffing problems. For example, the Health Agent resigned and took a higher paying position in another community when agreement on salary could not be reached. After posting the position and re-posting the position with an increased salary, the Town was unable to fill the position with a satisfactory candidate. The Town approached the former Health Agent, offered him an increased salary and he returned to the Town. The Town Accountant also resigned his position after failing to reach agreement on contract terms. That position remains unfilled.

### Financial Management

Raynham is making efforts to increase professionalism in its financial operations, including engaging in a Financial Management Review by the Division of Local Services and consideration of a Finance Director position for the Town. The Town is well served by the current Treasurer Collector, who has the skills and expertise necessary to perform the job to professional standards. The Accountant's office, however, has had sudden departures of staff – including the Accountant and clerk - and is in immediate need of stable, skilled and professional staff for the office. The Town has been filling this need with part-time contracted assistance, which is insufficient to meet the financial needs of the Town. The departure of the Town Accountant, while difficult for workflow, does present the opportunity for restructuring financial operations. The prior Town Accountant was a retired individual and did not work a full-time schedule. Raynham's population size and growth make it challenging to meet its obligations for financial operations with part-time staffing in financial roles. The Town is pursuing the DLS recommendation of creating a Finance Director and combining that role with the Town Accountant position.

While the DLS report speaks to some operational changes that need not be restated here, the project team supports the DLS findings and urges the Town to implement the DLS recommendations, including creating and filling the position of Finance Director. A review of the Town yearly financial audit reports reveals the absence of a management letter with corresponding recommendations. Provision of a management letter is a standard practice and Raynham should be receiving that service as part of the yearly auditing process. It is also a best practice for municipalities to switch auditing firms every few years, or more frequently if circumstances require. This is no reflection on the Town's current auditing firm, and it is recommended only so that there is a fresh look at the Town's financial operations. As it appears that Raynham has used the same auditing firm for several years, it is recommended that the

Board consider changing that firm for the Town's next yearly audit.

In terms of the annual operating budget, there has apparently been a shift in the recent past with greater involvement from the Town Accountant moving the budget process forward, as opposed the Town Administrator. In fact, when questioned, the Town Administrator acknowledged having very little involvement in the Town budget process and that such was handled by the Town Accountant and the Finance Committee. The Town's by-laws provide little direction on this topic, and the Town lacks a formalized budget process policy. This can generally be implemented as a policy of the Board of Selectmen and should delineate the responsibilities of management, committees and departments, as well as a general timeframe for the process. Currently, the Finance Committee facilitates the Town's budget development. However, with the creation of the Finance Director position the Town should re-examine the process.

## **FINDINGS AND OPERATIONAL RECOMMENDATIONS**

### **1. Finding 1.0: There is conflict within Town Hall over the Town Administrator's managerial role and authority.**

- a. Recommendation 1.1: Codify the responsibilities and authority of the strong Town Administrator position in a by-law or special act.*

Given Raynham's commercial base and population growth, the Center supports the Town's decision to expand the authority and responsibility of the Town Administrator role. This is no reflection on the dedication of the Board of Selectmen. It is incredibly difficult for Board members in a limited capacity to keep apprised of changes in state law and regulations and industry best practices. Further, the nature of an elected board means there is a potential for a lack of consistency over time. While policies and strategies can and should reflect the changing preferences of Town residents through elections, matters such as accounting, cybersecurity, procurement, and human resources must reflect state and federal laws and regulations and be guided by best practice and not by the preferences of elected officials.

The increasing complexity of issues and challenges facing towns makes adding a professional manager important for two reasons: (1) by selecting an individual trained in management and knowledgeable about municipal operations, a town could be sure that the executive had the knowledge, expertise, and skills to manage the day-to-day, and (2) with fewer day-to-day management responsibilities, the board of selectmen can focus more attention on policy-setting and on developing a vision and strategy for the town. With professional administrative staff, a board can delegate day-to-day management responsibilities and the handling of lower-level issues to focus on policy-setting and strategy development. The MMA handbook includes the following caveat:

Sometimes, boards of selectmen misunderstand this broad policy role. They may overstep their bounds by getting involved in the daily operations of a department; or fail to set sound written policies or do long-range planning; or be too quick to try to solve problems that should be handled by the administrator, another board or town employees. There is more than enough for selectmen to do without getting bogged down in matters that are better delegated to someone else. The board's time is best spent by concentrating on making the whole of town government work.<sup>3</sup>

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<sup>3</sup> Ouellette, John, editor. Handbook for Massachusetts Selectmen. Massachusetts Municipal Association,

For the reasons stated above, it is strongly recommended that municipalities with Raynham’s population and growth employ a professional manager to oversee daily operations and management. The Board of Selectmen committed to this vision when expanding the job description to a “strong” Town Administrator. The Town, following the recommendation of the Government Study Committee, increased the managerial oversight of the Town Administrator position in the job description, increased the salary for the strong Town Administrator position and began the candidate search process. The Town, however, did not adopt a by-law or seek special legislation to transfer any of the Board’s statutory authority to the new “strong” Town Administrator position. Rather, the only codification of the increased managerial responsibilities and authority is contained in the Town Administrator’s job description. Without formalizing the change in responsibilities, the Board of Selectmen retained legal authority vested by statute over much of the tasks the job description delegated to the Town Administrator position. This has created confusion and ambiguity about the division of power and authority.

The Center project team strongly echoes the recommendation made by the Division of Local Services that the Town should codify the town administrator position’s authority and responsibilities in a by-law. A well-written by-law would appropriately empower the position and eliminate confusion for the Board of Selectmen, other elected officials, staff, and residents. The Board must have a clear understanding of and be fully accepting of the role of the Town Administrator. The Board of Selectmen should respect the authority of the position and not allow staff to circumvent and undermine it. An ill-defined position with weak or unclear authority will hamper the success of the position. In contrast, a well-defined position with clear authority will lay the foundation for a successful transition for the Board of Selectmen and staff alike.

The roles and responsibilities of a Town Administrator position can vary significantly from municipality to municipality. For example, there is a range in the level of appointment authority and the level of control over the budget and capital planning processes. Common responsibilities held by a Town Administrator include:

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- Providing day-to-day management and oversight of department heads/central staff;
- Carrying out the policy directives of the board;
- Preparing all town meeting warrants;
- Drafting and recommending all manner of policies and procedures to the board;
- Overseeing and managing the budgeting, capital planning, financial forecasting, and other long-range financial planning processes;
- Grant writing and management;
- Providing human resources management and negotiating contracts;
- Providing IT management and oversight;
- Acting as procurement official;
- Managing relationships with external entities, including State government; and
- Staying abreast of industry changes, regulations, laws, and best practice.

In addition to the above, the Center recommends that the Town Administrator be given the authority to appoint Department Heads, subject to approval by the Board. The Center recommends that the Town bring in a neutral, external facilitator with experience in Massachusetts municipal government to lead a collaborative effort to write the by-law. The facilitator should be able to offer the Board of Selectmen knowledge of how other municipalities have structured their Town Administrator positions. Through a transparent and collaborative process, the Town can strengthen the Town Administrator role and clearly establish the position's authority.

Success in the position of strong Town Administrator in Raynham will require several supportive measures and commitments from the Town, as well as receptiveness on behalf of the Town Administrator to changing managerial approaches and outreach. This is not an easy task, especially when replacing a long-term, local resident who held the position for approximately 30 years. To be successful, the administrator must have superior political and communication skills to effectively manage and work collaboratively with the many elected and appointed officials who play vital roles in the government. One of the most important tools for success, however, is authority to manage and direct Town operations. While the Board of Selectmen seemingly embraced the delegation of increased management authority to the new "strong" Town Administrator position, the transfer of authority was not formalized. Indeed, the only clear grant of authority to the Town Administrator position is found in the Town Administrator's job description. Some Board members continue to take a more involved approach than is necessary, albeit out of genuine

concern and care for the Town, and have allowed employees to circumvent the Town Administrator, petitioning the Board directly with their concerns. This only serves to undermine the Town Administrator and fails to establish confidence in the Town Administrator's leadership ability. Hiring a Human Resource Coordinator (or other HR professional employee) will provide employees with an avenue to air concerns or issues, without involving the Selectmen, if employees do not feel comfortable bringing issues directly to the Town Administrator.

*b. Recommendation 1.2: Provide professional development and training to the Town Administrator*

Successfully establishing strong working relationships in Town Hall will likely require prioritizing transparency, objectivity, open communication and consensus-building over an extended period of time. For the new Town Administrator to be successful, he must employ effective management techniques, improve communication, recognize and respect employees' valid needs to feel supported and remain successful in their positions. Management training, trust and team building must occur to break down department silos that have formed over years and encourage all Town employees to function as one unified organization. The Board of Selectmen must support these efforts by unequivocally reinforcing the authority of the Town Administrator, by rebuffing attempts to circumvent the Town Administrator and by resisting the rabbit hole of micro-management. This will require restraint on behalf of the Board of Selectmen, who have demonstrated a deep caring and commitment for Town Hall operations and who are clearly invested in the successful operation of Town government.

The Town Administrator has a mentor for his position, and both he and the Board are to be commended for seeking out a mentorship opportunity. We also recommend that professional development courses be explored to strengthen the Town Administrator's management toolbox and provide teambuilding strategies for the workplace.

**2. Finding 2.0: Town Departments, Boards and Committees operate as separate entities, rather than a unified whole and lack cohesive purpose and function.**

*a. Recommendation 2.1: Employ Additional Professional Managers*

The Board is currently working to establish positions of Finance Director and Human Resource Coordinator. Both specialized management positions were recommended by the Government Study Committee, and the DLS strongly recommended the Town employ a Finance Director. With respect to

the Finance Director position (the HR Coordinator position is discussed in detail in the HR Audit section of this report) as the leader of the town's finance departments, overseeing the accounting and treasurer/collector's, offices (and in some instances the assessor's office), a Finance Director is well-positioned to conduct high level financial planning and propose fiscal strategies for the town. Typical responsibilities of a Finance Director in this area include:

- Prepare and maintain a five-year revenue and expenditure forecast to assist management in developing long-range fiscal strategies around balancing the annual budget, maintaining adequate reserves, planning for future capital needs, and analyzing other long-term commitments;
- Prepare financial analysis and specialized reports such as cost/benefit analyses and periodic reviews of user fees and other charges for the Town Manager and policy-makers; and
- Recommend financial policies in areas such as target reserve balances, allowable uses of reserves, defraying long-term liabilities such as OPEB and pension cost, and funding for capital to the Town Manager, Selectmen, and Finance Committee.

In many respects, municipal finance revolves around the timely, accurate handling of extensive amounts of financial information that moves among town departments and finance offices. Given the massive amounts of data involved, it is not realistic to think that mistakes can be eliminated entirely, even in communities with the strongest financial management. The challenge, then, is to develop systems that emphasize a higher-level review of transactions so that financial risks are regularly evaluated and significant weaknesses are eliminated. A consolidated finance department where finance staff work under the leadership of a Finance Director, provides an accountable structure where the Finance Director has the authority to ensure that sound financial procedures and controls are in place. Accountability to the Finance Director is essential, as well, to ensure that all finance staff is working together to achieve town-wide goals.

Potential areas where a Finance Director structure can add value to municipal financial management and improve controls include:

- Reduce the number of direct reports to the Town Administrator and establish a position focused solely on town finances;
- Create uniform procedures for all town departments regarding the receipt, control, recording, and turnover of municipal receipts;

- Coordinate critical financial operations, such as issuing tax bills and setting the tax rate;
- Promote a financial team approach to town finances where potential problems can be detected early and remedied quickly;
- Ensure that regular reconciliations of cash, receivables, debt, and overlay are conducted by finance officers;
- Estimate revenues and fixed costs for budgeting and implement consistent procedures and transparent formats for budget submissions; and
- Assess financial risk regularly to determine areas of weakness, and develop procedures and implement solutions around management letter recommendations of the independent auditor.

Consistent with the above recommendation regarding Town Administrator authority, the Center recommends that both the Finance Director and HR Coordinator positions be appointed by the Town Administrator, subject to approval by the Board, and that both positions report to the Town Administrator.

*b. Recommendation 2.2: Establish a Separate Board of Health*

Currently the Town's Board of Selectmen function as the Board of Health for the Town. The Collins Center recommends that the Town change this structure and move to a Board of Health that is appointed by the Board of Selectmen. While the Government Study Committee did examine this issue and decided it was not a priority at the time, that review occurred in 2019 - prior to the pandemic. The current pandemic situation illustrates how beneficial a qualified and experienced Board of Health can be to the operations of the Town. Having a board with medical expertise or public health knowledge would serve to enrich and complement the Town's public health services and response.

*c. Recommendation 2.3: Consider Making Elected Officials, Boards and Committees Appointed*

The Town has a significant number of elected positions which should be evaluated for overall necessity / restructuring to other Town departments or moved to appointed rather than elected. The Center suggests examining the functionality and necessity of the Cemetery Commission and the Sewer Commission. The functions of both Commissions could be successfully managed under a Department of Public Works Director (see below recommendation regarding creation of a Public Works Department). While the Sewer Commission was integral to the planning and construction phases of the Town sewer project, that project is near to completion and will soon transition to maintenance, rather than planning and construction. Currently, the Sewer Superintendent reports to and is supervised by the elected Sewer Commission. This creates a lack of centralized management for an important position within the Town. The same diffuse reporting and supervision structure is evident in the Cemetery Superintendent position,

which reports to the elected board of Cemetery Commissioners. Moving the Cemetery and Sewer Superintendents to a Department of Public Works would provide consistent, structured management of these important Town positions.

The project team also recommends that the Town critically examine whether elected positions should be changed to appointed positions. Below are eight criteria supporting a position or board being elected and eight criteria supporting one being appointed. The criteria are essentially opposites of each other. Where one increases, the other decreases, and vice-versa. Note that few if any positions or boards will fall entirely in one column or another, and most will fall in the middle on some criteria. The general purpose of this list is to provide a framework for discussing each position or board on its own terms and deciding what is the best fit for the particular community.

Criteria supporting a position or board being <b>***ELECTED***</b>	Criteria supporting a position or board being <b>***APPOINTED***</b>
1. It has <b>significant</b> policy-making responsibility.	1. It has <b>minimal</b> policy-making responsibility.
2. It has <b>few</b> ministerial responsibilities and tasks whose performance is guided almost entirely by statute.	2. It has <b>many</b> ministerial responsibilities and tasks whose performance is guided almost entirely by statute.
3. Someone with little training or expertise in its area of work could <b>quickly and easily become effective</b> in the work.	3. Someone with little training or expertise in its area of work <b>would have significant difficulty in performing the work effectively, potentially creating significant risks for the community.</b>
4. Its role and tasks are <b>easily and widely</b> understood by the public.	4. Its role and tasks are complicated and <b>NOT easily and widely</b> understood by the public.
5. The nature of the position or board’s role makes it <b>relatively simple</b> for the public to evaluate the performance of its non-policy-making duties (for example, efficient use of resources, etc.).	5. The nature of the position or board’s role makes it <b>relatively difficult</b> for the public to evaluate the performance of its non-policy-making duties (for example, efficient use of resources, etc.).
6. The position or board is <b>helpful as a check or balance</b> against another center of power in the community.	6. The position or board is <b>not needed as a check or balance</b> against another center of power in the community.
7. It is <b>not critical</b> to the effective and efficient functioning of the government for this position or board to cooperate regularly with other officials.	7. It is <b>critical</b> to the effective and efficient functioning of the government for this position or board to cooperate regularly with other officials.
8. In the particular community in question, election for the position historically produces a <b>very competitive race between highly-qualified</b> candidates.	8. In the particular community in question, election for the position historically produces <b>little or no competition and few or no highly-qualified</b> candidates.

With respect to election competitiveness, the project team performed a ten-year analysis to determine what elected positions had competitive elections. The results for the past 10 years of elections, as detailed in Appendix A, are summarized as follows:

0 competitive elections – Town Clerk, Planning Board, Park and Recreation Committee, Moderator

1 competitive election – Board of Assessors (2017), Cemetery Commission (2011),

3 competitive elections – Sewer Commission (none within the past 4 years)

4 competitive elections – Board of Selectmen (also the Board of Health) and School Board

Without competitive elections, the qualifications / competencies of the incumbent are not challenged or tested. Thus, with respect to positions that require significant judgment, policy making and responsibility over Town functions, such as the Board of Health, Town Clerk and Parks and Recreation Committee, consideration should be given to moving from elected to appointed positions. As the Board of Selectmen is also the Board of Health, the project team recommends separating the roles and making the Board of Health appointed by the Selectmen.

*d. Recommendation 2.4: Consolidate Town departments and employ vertical lines of management with increased responsibility and accountability for Department Heads.*

When engaging in long range planning for the Town, the Town may consider restructuring Town Departments to create more vertical management rather than the flat / horizontal management that is currently in place. Advantages of consolidating departments including providing the Town with a unified vision of operations in related functions, better coordination of services, the opportunity for cross-training and increased efficiency, and a reduction in diffuse management authority. The Town can readily work to implement this in the areas of Finance and Public Works.

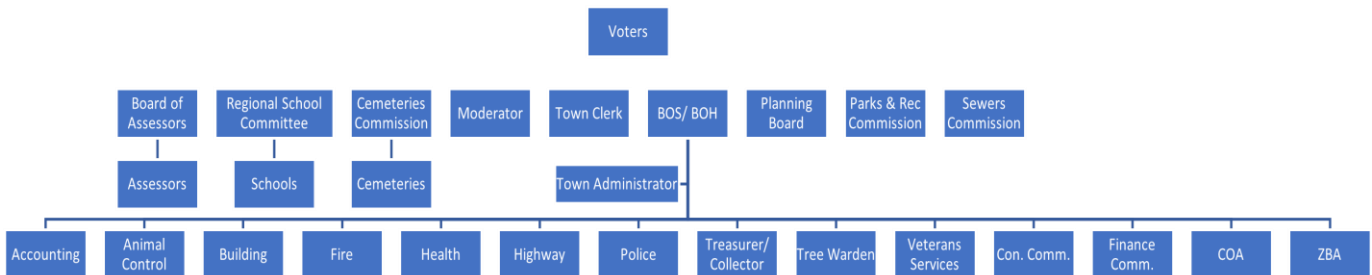
For example, the Town may consider consolidating the Highway Department, the Cemetery Department, and the Sewer Department to function under a Department of Public Works, and the possible addition of a Building Maintenance Department under the DPW. The Highway Superintendent has prior experience working within a Public Work Department framework and could assist the Town in moving towards this structure. There are several advantages to consolidating departments under a Department of Public Works, including providing the Town with a unified vision of operations in related department areas, better coordination of services, the opportunity for cross-training, and reduction in diffuse management authority. If moving towards consolidation of Departments, employees who once headed departments may resent a new reporting structure. In anticipation of that, management is advised to ensure that individual contributions and skill are recognized.

Here are suggestions to consolidate departments and increase vertical management:

Finance Department	Department of Public Works	Department of Community Development	Department of Community Services
Accountant	Sewer	Planning	Council on Aging
Treasurer / Collector	Highway	Building / Inspections	Health
Assessors	Cemetery	Conservation	Parks and Recreation
	Building Maintenance		Veteran's Service Officer
	Tree Warden		

In creating vertical management, delegation of authority and responsibility is necessary to allow those with expertise the ability to effectively oversee their departments, responsibilities, and employees, while also maintaining involvement from the next level of management. For example, the authority to hire for each department should be vested in the superintendent or director for the department, subject to approval by the Town Administrator (ex. the DPW Director should be selecting the successful candidate for Highway Superintendent, subject to approval from the Town Administrator).<sup>4</sup> This hiring example illustrates consolidation of departments, encouraging discretion and independence of employees with areas of expertise while simultaneously fostering and supporting a team environment by including appropriate levels of involvement and oversight by Town management and discouraging micro-management. The difference in the current model and an example incorporating vertical management is illustrated below:

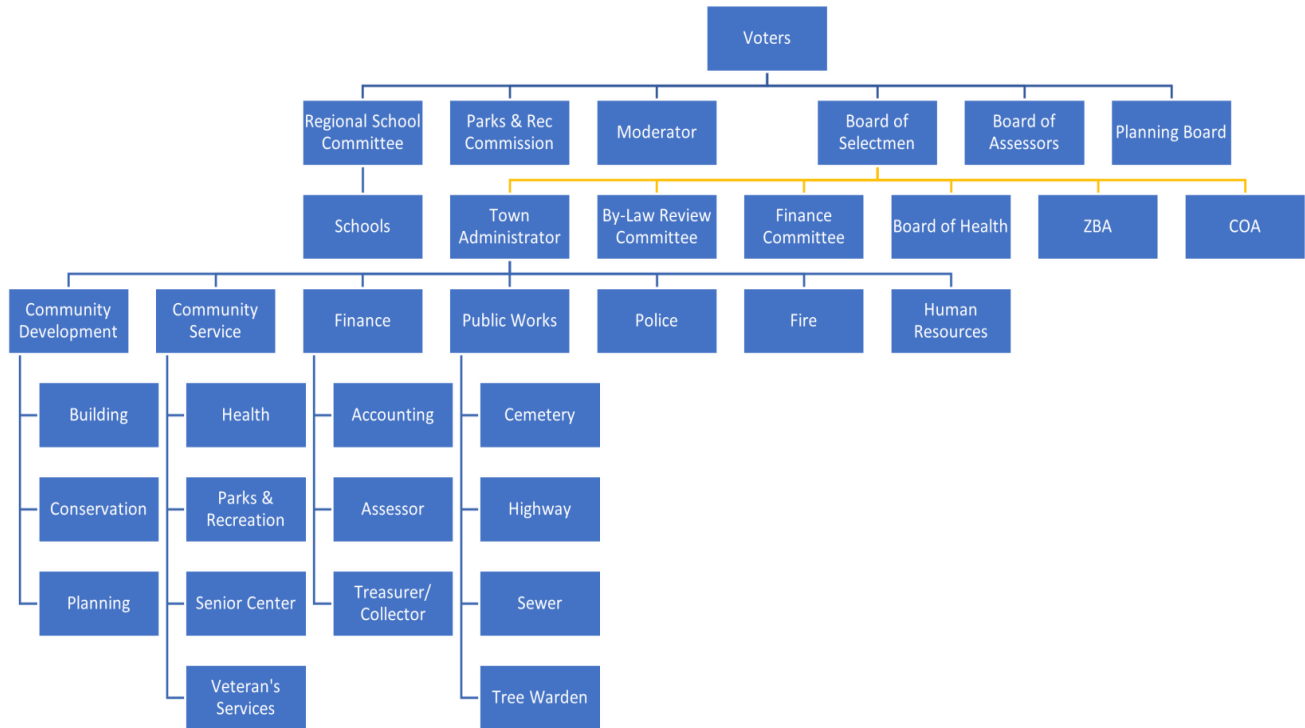
CURRENT MODEL:<sup>5</sup>



<sup>4</sup> If the Town has brought on a Human Resource Coordinator, that individual should also be involved in the process, but would not be responsible for selecting a candidate unless specifically asked to participate in evaluating the candidates.

<sup>5</sup> These organizational charts are not exhaustive but highlight some positions / committees / boards that could be restructured. For easy of reading, enlarged charts are attached as Appendices D and E.

VERTICAL MANAGEMENT MODEL:



- e. *Reduce time spent on administrative and operational tasks by transferring them to the Town Administrator and other officials. Use additional time to focus on long-term planning. Reassert Board of Selectmen’s role as chief executive officer of the Town.*

It is common in towns that still retain a weak town administrator or executive secretary, that the Board of Selectmen spend significant amounts of time handling smaller and more operational matters, which leaves less time for long-term planning, goal setting and forecasting. While it is difficult to quantify how much time could be repurposed with a full shifting of day-to-day management responsibilities as evidenced by the recommendations in this Review, Raynham is a Town with ample possibilities for growth. There are many places where the Board, as the head of the executive branch of the Town, can focus its attention and efforts on moving Raynham forward. The voters of the Town elect the Board to develop vision, goals, strategies, and plans for the Town’s long-term future, and then to implement the vision and plans. The Board has done a good job to date on some pieces of this work, including moving forward with plans for a public safety building. If the Town Administrator position has more authority to take on directly and/or delegate work currently handled by the Board of Selectmen, as also recommended , that will free



up time for the Board to spend more of its time and energy on policy-setting, long-term planning, goal-setting, and implementation of its vision and plans. This has the potential both to improve those important tasks directly and to draw more people to run for positions that have a greater ratio of policy-making to managerial duties. More generally, the Board should take steps to reassert its position as the head of the executive branch of town government and devote less time to personnel issues and department management.

**3. Finding 3.0: The Board of Selectmen does not have policies or protocols that define internal procedures for conducting Board business.**

- a. Recommendation 3.1: Adopt Board of Selectmen Policies and Procedures that will govern Board operations, including a budget process and a policy for the use of Town Counsel.*

The Board operates without policies guiding how it will operate and carry out important functions. It is recommended that the Board adopt policies that cover items such as public comment, budget process, use of legal counsel and processing of citizen concerns. This will assist the Board, residents and Town Hall employees by having consistent and predictable processes for routine occurrences. Many municipalities have these policies available on-line and are available for review.

**4. Finding 4.0: The Board of Selectmen is currently a 3-member Board.**

- a. Recommendation 4.1: Consider increasing the Board size to a 5-member board.*

Currently, the Board consists of three elected members. Election to the Town's Board is competitive, with contested elections occurring in the past three elections. The Town's Government Study Committee recommended increasing the Board size to five, reasoning that it would allow greater flexibility for collaboration outside of open meetings and allow for two members of the committee to work on subcommittees. Significantly, as noted in the Government Study Committee's report, a five-member board provides greater opportunity for civic engagement. A summary of some pros and cons for consideration are below:

Pros of a 5-Member Board	Cons of a 5-Member Board
Increases ability to explore more issues affecting the Town and increases areas of expertise / knowledge base of the Board	May decrease transparency of deliberation by allowing two members to discuss business outside of meetings
Increases necessity of collaboration between Board members to achieve a majority	May make Board meetings longer and less efficient
Provides greater oversight of Town operations	Costs may increase with healthcare costs and stipend payments
Greater representation of Raynham residents and more opportunities for diverse viewpoints	Makes election process less competitive because there are more available spots
Encourages increased civic involvement	
Allows 2 members of the Board to serve on subcommittees	
Assists with avoiding conflict of interest and quorum issues	
Allows better coverage for the Board if a member needs to be absent	

Most municipalities with populations similar to Raynham operate with a 5-member board. In a survey of 13 comparable communities, 12 have 5-member boards. See Appendix B, Chart of Comparable Communities. While it is a community decision, there are significant and compelling reasons to increase Raynham’s Board of Selectmen to five members.

**5. Finding 5.0: The Town has used the same auditing firm for several years, and there is no management letter contained within the audit report.**

*a. Recommendation 5.1: Change audit firms every few years and should require a management letter be included.*

To avoid complacency and allow a fresh look at Town finances, it is a best practice to switch Town auditing firms every few years, or more frequently if circumstances warrant. Raynham has employed the services of the same auditor or several years. Accordingly, it is the project team’s recommendation that the Town change its auditing firm. Also, the Town’s audit report does not appear to contain a management letter, which is a standard part of such a report. The Town should request such letter as part of the yearly auditing process.

**6. Finding 6.0: The Town By-laws have not been comprehensively reviewed for substance.**

- a. Recommendation 6.1: Establish a standing by-law review committee for the purpose of reviewing the Town by-laws for substance and comprehensiveness.*

Upon recommendation of the Government Study Committee, the Town has engaged General Code to conduct a technical review of Town By-laws to ensure they comply with all federal and state laws and regulations, as well as are consistent with Town Meeting votes. The Town by-laws, however, have not been comprehensively reviewed for substance and there are areas where significant improvement could be made to reflect the Town's efforts to professionalize operations. It is recommended that the Town establish a by-law review committee appointed by the Board of Selectmen. The purpose of this committee shall be the continuous review of the Town Bylaws, to make recommendations to keep bylaws current with the needs of the Town. Requests for review can be made by the Board of Selectmen, the Town Administrator, or any other committee, or at the request of citizens of the Town. Prior to issuing any recommendations regarding proposed changes to the by-laws, the Committee should hold one or more public hearings to provide a forum for interested parties to engage in discussion and clarification of all proposed amendments or new additions to existing Bylaws.

## **HUMAN RESOURCES REVIEW**

As communities and personnel issues have grown more complex, the responsibilities of town administration have also changed, expanded and placed more federal and state compliance demands on municipalities. As such, many municipalities have encountered difficulties in keeping up with the legal requirements of employment, benefit and labor laws which can be difficult particularly in the fast-changing human resources landscape. Employment laws, state and federal mandates and the changing workforce have necessitated municipalities to be more flexible and able to make policy changes in an efficient manner. This is especially true over the past year with adjusting the workplace in response to the Covid-19 virus. New laws regarding leave, employment obligations and working remotely raise unique challenges for public employers.

The term “human resources” is broad and includes a host of functions. Human resource functions can be characterized as transactional or strategic. According to the Society for Human Resources Management (SHRM), human resources has evolved through the years from “personnel” administration to “human resources” management.

Personnel administration is the title formerly assigned to human resources duties. In the 1980s, personnel administration consisted of enrolling employees in benefit plans, processing and distributing paychecks, hiring, suspending and firing employees. The personnel department was merely an administrative function of the business. Concepts such as human capital or human resource management later emerged as HR began to play a bigger role in the strategic direction of the organization. Personnel administration matured into human resources, which evolved in two separate but connected ways -- strategic and transactional or functional HR.

Transactional human resources are the “traditional” functions of benefits administration, policy development and administration, position descriptions, payroll, worker’s compensation, personnel file maintenance, collective bargaining agreement administration, vacancy posting and collecting applications and resumes. According to SHRM, these “transactional” functions are a way of “managing the employment relationship from recruitment and processing employees through retirement.”

On the other hand, strategic human resource functions deal with the strategic direction of the organization and include long term goals. According to SHRM “HR needs to be approached from a holistic point of view encompassing every function of human capital management” and that organizational leadership, should work towards “creating an effective human resources infrastructure that supports an employee-centric, service-oriented strategic human resources organization.” Strategic functions include long term planning, employee relations, training, succession planning, customer service and talent retention and development.

### **DISCUSSION AND ANALYSIS**

Raynham has a significant work force for its population – approximately 115 full-time, and 239 part-time employees. The Town departments include Selectmen’s Office, Treasurer-Collector, Town Clerk, Assessors, Accounting Department, Board of Health, Veteran’s Services, Building, Planning, Fire, Police, Parks and Rec, Council on Aging, Highway, and Sewer.<sup>6</sup> At this size, professional personnel management is not only essential for day to day operations but is also an important tool to reduce the potential liability that could result for non-compliance with the various legal obligations for public employers.

The Town has six unions representing various employees and departments. Most non-union, full-time, employees have independent one-, two-, or three-year contracts, each individually bargained between the employee and the Selectmen. Employees with the Town have subsidized health insurance and life insurance and voluntary, non-subsidized benefits include dental, short-term disability, additional life insurance options, 457(b) plans, flex-spending and dependent care plans. The Town’s “employee handbook” is a document consisting of 14 different policies established at various times over the last 25 years with little or no updating.

Organizationally, the Town is very horizontal, with many of the above listed departments reporting to separately elected boards, committees, or commissions. This has made for a challenging HR environment with inconsistent and individual policies and practices. Without restating the information contained in at the beginning of this report, the Town’s Human Resource (HR) functions are in flux. The Town Administrator is just into his second year of employment, which coincides with the Town’s transition to a “strong” Town Administrator function. Previously, responsibility for human resource functions rested

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<sup>6</sup> Although the Library is not currently a Town department and is privately run, the Town is considering making the Library part of the Town, which will increase the Town’s workforce.

primarily with the Board of Selectmen or the Department Heads. Department Heads had little daily oversight or supervision. Transitioning to a strong Town Administrator and giving the Town Administrator responsibility for daily oversight and supervision of Town Departments has met some resistance. Delegating daily management of departments to the Town Administrator is necessary to move the Town forward towards a greater professionalism of town services. The Board is to be commended for providing greater centralized daily management structure and it is strongly recommended that the Board reinforce its decision with substantive policy changes and personnel hires.

Currently, within the Town, the human resource functions are spread out amongst various positions, as summarized below:

**Town Administrator** – is charged with overseeing human resource functions and day-to-day administration of personnel and union collective bargaining agreements, hiring, compliance with state and federal laws. Employee relations. Consults with department heads on employee matters. The new personnel bylaw designates the Town Administrator as the Town’s Personnel Administrator.

**Executive Assistant** – CORI checks for Town employees and insurance case management.

**Town Treasurer / Collector and Benefits Coordinator** – Payroll administration, benefits, hiring, onboarding, orientation, timesheet processing and personnel record maintenance.

**Fire Chief / Police Chief** – Both Chiefs are strong chiefs and are the appointing authorities for their Departments.

**Town Accountant** – processes payroll warrant.

**Board of Selectmen (BOS)** – Except where specifically delegated by by-law or other legal authority, the Board retains appointing authority for employees, Boards and Committees. The Board is also responsible for overseeing policy development and approval.

**Town Moderator** – As provided by a 2003 Town Meeting Warrant Article, the Town Moderator

conducts the hiring process for Town Department Head positions.

**All Departments** - Each department has responsibility for submitting payroll to the Town Treasurer. Departments, to varying degrees, manage their own employee issues and participate to varying degrees in the hiring process.

It should be noted that each department, to a certain extent, has developed its own triage system for human resource issues. This appears to have developed, in part, from lack of daily guidance and direction with human resources. This is not to diminish the achievement of the Town Department Heads, who have operated successfully, however, functioning independently. One important goal of a strong Town Administrator is not to lessen or diminish the contribution of Department Heads, but to unify Town Departments with a centralized reporting structure.

Throughout this report reference is made to the Town Administrator as a contact for personnel issues. Should the Town hire a Human Resource Coordinator (or other dedicated personnel position), the intent is for many of those functions to shift to that office, rather than remain the responsibility of the Town Administrator.

#### Human Resource Functions

Prior to establishing a strong Town Administrator, the majority of personnel management and operations were administered through Department Heads with the Board of Selectmen retaining ultimate authority over many personnel functions. Understandably, the Board was not available to employees to provide daily guidance or direction. As many personnel issues require immediate attention, department heads developed their own internal procedures and used Labor Counsel for assistance as needed with personnel management and employee / union relations. The former Town Administrator facilitated personnel actions, but personnel management was largely outside the scope of the job responsibilities.

The current Town Administrator job description delegates human resource job duties to that position, including:

- Responsible for the hiring process for all department head positions that fall under the direction of the Board of Selectmen. Coordinates search with the Moderators Advisory Committee and makes final recommendation(s) to the Board.
- Has supervisory responsibility for all town employees, not including those employees under elected boards or commissions.
- Ensures that all employees are following their terms of employment.
- Manages the personnel functions of the Town; develops, administers and monitors personnel policies, practices, and issues, such as classification and compensation studies, training, complaint resolutions, outreach and recruitment, statutory compliance, etc.;
- Represents and acts on behalf of the Board of Selectmen in all labor negotiations including labor union, non-union employees, and contract employees. Serves as management liaison to non-union employees;
- Serves as municipal hearing officer per MGL Ch. 40U Sec. 6. and MGL Ch. 148A;
- Provides direct supervision and guidance, including regular communication, goal development and direction to assigned Department Heads;
- provides direction to all Department Heads in any administrative or operational area to ensure regulatory, statutory or procedural compliance.
- Provides guidance and counsel for all matters relating to employee performance issues.

While these responsibilities are enumerated in the job description, the delegation of responsibility to the Town Administrator was not codified via bylaw or charter. The lack of official delegation of these responsibilities may contribute to the confusion surrounding the authority of “new” strong Town Administrator position. The lack of clarity about ultimate responsibility for personnel, has caused some employees to continue to use members of the Board of Selectmen as resources for operations and personnel issues. While the Board is responsible for redirecting those inquiries, hiring a human resource professional will provide another avenue for employees when the Town Administrator is balancing other duties. It will also provide the Town Administrator with a professional team manager and resource.

As noted in the recommendations, it is strongly recommended that the delegation of authority for personnel and operational matters be codified in an official manner – either by charter, special act or bylaw provision. The size of the Town and its workforce supports the need for a dedicated human resource professional to assist with human resource functions. As stated in the Town Administrator’s job



description, the amount of personnel oversight is significant and leaves little room for other tasks and responsibilities.

Hiring a qualified and experienced Human Resource professional to centralize and standardize human resource functions such as the recruitment, selection, onboarding and orientation of new employees, provide and/or facilitate ongoing training, promote a consistent approach to employee and labor relations, remain current with changes in state and federal labor and employment laws regulations and procedures, review, interpret and enforce the provisions of multiple collective bargaining agreements, oversee a review of personnel files to make sure they are complete, legally compliant and secure, and interact with multiple Town departments, appointed and elected officials, employees, the Town's Labor Counsel, unions, outside agencies in an approachable and professional manner will benefit the Town. This recommendation was also made by the Government Study Committee and the Town, through the Board of Selectmen, has already begun the hiring process for this position. For the position to be successful, the authority and line of supervision for the position should be clearly established.

### Recruitment

The importance of proper recruitment cannot be overemphasized. It is a recommended best practice to conduct hiring in a collaborative manner to ensure that the best interests of the Town, rather than one single department, are represented. While it may appear that internal departmental hiring impacts only the hiring department, hiring has a ripple impact for Town operations. This is especially true when planning for future employment needs and developing sustainable budgetary funding for positions. It is recommended that the Town employ a united approach to hiring, rather than one that is driven by departments. As the Town Administrator has oversight and responsibility for town-wide staffing levels, department supervision and the Town budget, it is recommended that department heads involve the Town Administrator and consult with him/her prior to and during the hiring process.<sup>7</sup> Even where hiring responsibility is vested in the department head, such as police and fire, collaboration during the hiring process is a best practice for the reasons noted above.

Finding and hiring the right candidate for any position can eliminate costly HR issues and can enrich the professionalism of Town operations. When an internal posting is not required, or has been satisfied, it is

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<sup>7</sup> The Town Administrator's job description provides that the Town Administrator is "responsible for the hiring process for all department head positions that fall under the direction of the Board of Selectmen" and that the Town Administrator "administers the hiring process" for the Town.

recommended that the Town use all available job posting resources to expand the qualified applicant pool. Consistent with the Town's commitment to providing equal opportunities in the workplace, broader advertising also will assist with reaching a more diverse workforce. The Town can accomplish this by listing job vacancies in multiple locations, including job recruitment sites (i.e. LinkedIn, Indeed), using social media (i.e. Facebook, Instagram) and the Massachusetts Municipal Association job board. It is recommended that a hiring / recruitment policy be implemented that codifies the recruitment process.

Pursuant to the Massachusetts Municipal Records Retention Schedule<sup>8</sup> (hereinafter "MRRS") materials documenting the hiring process, including job postings and advertisements should be retained for three (3) years. Although the MRRS states that records specific to unsuccessful applications, such as rejection letters, only need to be retained for one (1) year, it is recommended that these documents also be retained for three (3) years to align with the current statute of limitations for employment actions in the Commonwealth. Action steps an employer can take to implement best practices for file retention include keeping a digital folder with the job posting and date of hiring process. Items to include in that folder are the initial posting, the job description, the applications received, interview questions asked, interview notes, correspondence to applicants (including rejection letters) and offer letters sent to the successful candidate.

### Civil Service

The terms and conditions of employment of the Town's full-time police officers are governed in large part by the Massachusetts Civil Service system, which is codified at MGL Chapter 31. The Commonwealth has also promulgated a variety of rules and procedures for implementing the Civil Service law.

The Commonwealth's Human Resources Division ("HRD" or "Division") is statutorily charged with administering the Civil Service law. HRD creates and administers competitive exams for public safety positions. The Division offers entry level and promotional exams, and it has also adopted procedures that allow for additional assessment tools to supplement or even replace written promotional exams. The Police Department requests lists from HRD for public safety positions and communicates with HRD if the Town plans to bypass a higher name in favor of a name located lower on the list. Hiring through the Civil

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<sup>8</sup> The Massachusetts Municipal Records Retention Schedule can be found here [MA Statewide Records Schedule.pdf](#). An interactive guide to the Massachusetts Municipal Records Retention Schedule can be found online at [retweb.sec.state.ma.us/retweb/default.asp](http://retweb.sec.state.ma.us/retweb/default.asp).

Service process can be a lengthy and cumbersome process and can result in long periods of understaffing which can increase overtime costs and officer fatigue.

Civil Service systems had laudable goals at the time of their original enactment in the late 1800s. Such systems provided merit-based recruitment and selection processes to replace politicized, patronage systems where access to public jobs was based on personal connections rather than qualifications. Once selected through the Civil Service process, employees were granted “permanent” status, which protected provided against arbitrary termination. At this point in time, however, collective bargaining agreements offer Town employees the job protections and tenure provided by Civil Service. The MMA characterizes the Civil Service law as “seriously outdated and obsolete.”

The Police Department should be able to seek candidates through posting and other recruitment efforts and should also be able to assess qualifications for a job through reviewing credentials such as relevant work experience, education, references, and personal interviews. This process would allow the Town to consider and select from people who are interested in a particular job at the time that job is open, rather than spending time navigating the civil service hiring process.

### Employment Applications

The Town has two job applications available online – one for general Town employment and one for Highway positions. The job application is not easily located on the Town webpage. While the highway application can be completed online, the Town application cannot. It is not clear whether all applicants are required to complete a job application, as some job postings call for submission of a resume and cover letter without mention of the job application.

### Screening and Interviewing

The Town lacks a unified and standard hiring process with many Town departments handling it independently. It is a best practice to have all applications for employment come through one centralized location, either the Town Administrator’s office or the HR Coordinator, which will then provide a copy of the application to the department head. In keeping with the move towards centralizing the human resource functions, these applications and records should be stored in one central location for all departments. Proper retention of job posting and application materials is important and having a centralized process will aid the Town in ensuring documents are properly filed and maintained. The

department head can screen the applications and select candidates to interview.

The Town currently conducts interviews for department head positions via committee assembled and overseen by the Town Moderator. This is a very unique practice and presents several concerns, including making the process unnecessarily cumbersome, time consuming, inefficient and less confidential for applicants. This process was enacted at a 2003 Town Meeting although never officially incorporated as a by-law, and provides as follows:

*May 19, 2003 ATM, Article 45: "It was voted to establish an Appointment Advisory Committee whose purpose will be to review resumes, interview applicants and make recommendations for the filling of all appointed Department Head positions in the case of a vacancy in such position. The committee will consist of 3-7 members on a case by case basis, depending upon the vacant position to be filled; will consist of appropriate town staff, members of relevant boards/committees and at least one citizen-at-large and will be appointed by the Town Moderator."*

An important function of any employer is to ensure hiring practices are standardized and compliant with federal and state laws. It is critical for an employer to have a consistent hiring process, ensure all interview questions are legal and job related, and document all selection processes. Examples of questions that employers should not ask include questions that reveal information regarding a protected class under 151B, questions about criminal history / arrests and questions about prior salary / wage history. The Collins Center recommends centralization of the human resource function to ensure standardized interview questions and further recommends involving those responsible for human resource functions, in this instance the Town Administrator, in the hiring process for each department. Involvement of the Town Administrator, even if such position is not the central personnel contact, is a best practice for the Town as the Town Administrator is charged with oversight of daily town operations.

#### Criminal Offender Record Information and Sex Offender Registry Information (SORI) Checks

The Town Administrator's Office performs CORI checks on prospective employees (CORIs for police officer positions are performed by the Police Department). The extent to which this is conducted uniformly is unclear and employees recounted at least one incident where an employee was hired and then terminated after the Town learned of his negative criminal record information. Ensuring a uniform and standardized pre-employment process for applicants is a best practice and should be conducted for all employees and volunteers who have direct and unsupervised or unmonitored contact with children/elderly/disabled persons. The Town does not have an updated CORI policy. The Town currently

stores CORI records with personnel files, which is inconsistent with the employer's legal obligations.

#### Pre-employment physicals and drug testing

The Town, consistent with DOT requirements, requires Highway Department employees to undergo pre-employment alcohol / drug testing as a condition of employment. The drug screen and physical exam are scheduled by the Department Head, who receives the results and notifies the employee. The CDL drug testing program is facilitated through Advantage Drug Testing and this appears to be working smoothly. If the Town does employ a dedicated HR professional, such individual should be used to facilitate this process to ensure standardized and uniform procedures.

#### Offer letters, conditional offer letters and rejection letters

Offer letters are important to inform candidates of the probationary period, the need for pre-employment physicals and background checks, as well as puts the employee on notice regarding licenses they are required to have prior to employment and those they are expected to obtain within a reasonable amount of time after beginning their employment. The Collins Center recommends that the Town review its standardized offer letter and ensure it includes the following information:

- any materials the candidate must provide prior to beginning work,
- any pre-employment testing;
- state any conditions upon the offer of employment (i.e. that the applicant provide proof of a license, that the applicant pass a drug test, that the applicant obtain a certification within 6-months);
- state the applicable probationary period;
- tell the employee where to report and whom to report to on their first day; and
- include any forms that the employee needs to complete.

#### Onboarding and Orientation

The Town does not have a formalized onboarding or orientation program, however, new employees meet with the Treasurer to discuss employee benefits and complete employee paperwork. The Town should endeavor to provide a new employee with helpful information about benefits and important policies. It should be reviewed to ensure the following materials are included as required by statute:

- Domestic violence leave notification (50 or more employees) (MGL c.149, § 52E(k))
- Pregnant workers notice (MGL c.151B, § 4)

- Sexual harassment policy (MGL c.151B, § 3A(b)(2))
- Workers' compensation notice (MGL c.152 § 22)

It is recommended that new employee packets of information be provided to employees prior to their start date so they can be adequately apprised of what is necessary to commence employment and documents they will need to have with them when they report to work. Another option is to create an employee portal on the Town's webpage and provide information through that portal, or at least have a basic checklist available on the Town's webpage.

### Personnel Files

According to MGL Chapter 149, Section 52C, the Massachusetts Personnel Records Law, employee personnel files must include all documents kept by an employer which have been used for or may affect that employee's qualifications for employment, promotion, transfer, additional compensation or disciplinary action. This includes, at a minimum, the following information:

- the employee's name, address, date of birth;
- job title and description;
- rate of pay and any other compensation paid to the employee;
- starting date of employment;
- the job application of the employee;
- resumes or other forms of employment inquiry submitted to the employer by the employee in response to the advertisement;
- all employee performance evaluations, including but not limited to, employee evaluation documents, written warnings of substandard performance, lists of probationary periods, waivers signed by the employee, copies of dated termination notices, and any other documents relating to disciplinary action regarding the employee.

Massachusetts law provides that all employees have the right to review their personnel files twice a year upon request, as well as whenever a document is added to their file that may negatively impact employment. It is the employer's duty to notify the employee if such materials are added to their personnel file.

Official employee personnel files are maintained in the Treasurer's office with SORI/CORI. Both should be stored in locked cabinets, and the CORI accessible only by someone authorized to access CORI information. The Collins Center recommends the Town Administrator coordinate with department heads

to review employee files kept by departments to ensure the official personnel file maintained in the Treasurer's Office contains copies of all records kept in individual department files, including for Police and Fire. The official personnel folder must contain all the above items. It is essential that complete and full copies of official personnel files be kept in one central location to eliminate confusion, ensure proper documentation of an employee's employment history and limit access to confidential records. Medical records and CORI/SORI information must be stored in a separate file from the personnel record.

### Payroll

The payroll systems in Raynham are sufficient and functional for the workforce. Employee timesheets are verified by the department head and then submitted to the Treasurer's Office, where payroll is inputted and processed through Harpers. Direct deposit is required. Moving forward, should the Town consider a change in their payroll system, there are a number of ways to increase efficiency including implementing bi-weekly payroll for all employees and moving to a system of payroll entry that allows department heads to enter payroll directly into the system, rather than physically turn in timesheets.

### Job Descriptions, Classification and Compensation

The Town has not undergone a systematic review and revision of current job descriptions. The Town's job descriptions are updated when a position is posted. Updated and accurate job descriptions are important to employers for many reasons. Job descriptions inform potential applicants of the essential functions of a position and whether they meet the minimum requirements. Having essential job functions documented in a description can help the Town determine whether an injured employee can return to work with or without restrictions. A job description also sets forth the reasonable job expectations and sets a baseline for performance expectations. In addition, the description should include any license requirements for the position, so that the hiring authority will be on notice to verify licenses / certifications prior to filling the position.

Additionally, paying a competitive and fair wage is beneficial to the Town as it promotes a professional workforce and reduces employee turnover which is disruptive and expensive to employers. The Town has experienced some disruption due to staff turnover this past year, including the Town Accountant and the Health Agent and both appear to be in part motivated by difficulty in negotiating terms and conditions of employment. For example, when agreement could not be reached on a salary increase for the Health Agent position, the incumbent left for a higher salary in another town. The Town posted the Health Agent

position, could not fill it at the salary offered, re-posted the position at a higher salary and finally reached back out to the former Health Agent, offering him the higher salary and he returned to Raynham. This process may have been avoided with a set classification and compensation plan based upon a competitive wage scale.

Currently, most non-union positions are governed by individual employment contracts for various terms – some only for a one-year period. Providing employees with a multi-year contract is key for employee investment in the position, shows respect and value for the employee, and allows the employee to focus on the job duties and a long-term vision for the position, rather than being in a constant state of flux and uncertainty.

#### Town Webpage

The Town's webpage includes useful material, including staff contact information, meeting information and news / updates affecting residents. The website, however, lacks a human resource section, lacks a non-discrimination statement, does not contain relevant employment information and it is difficult to navigate. For example, job postings are located in the "news" section of the website, which is not intuitive for job seekers.

#### Training

With the exception of Conflict of Interest Training, the Town has not offered employees any training in the past several years. In addition to training on Conflict of Interest, Sexual Harassment and Public Records, the Collins Center recommends that employers conduct additional training for supervisory and managerial employees, which should address their specific responsibilities. It is critical that department heads, managers and supervisors receive training regarding all types of discrimination (including the ADA and "reasonable accommodations"), harassment, progressive discipline, performance management, the Family and Medical Leave Act, labor relations, and "best practice" interview questions (i.e., what not to ask).

#### Workplace Injuries

The system for handling workplace injuries appears to work well. The Town uses MIIA to manage the processing and administration of workers' compensation claims and injuries. Police and firefighter injuries in the line of duty are handled in accordance with MGL Chapter 41, Section 111F.



### Unemployment

The Town uses a third-party administrator, Unemployment Tax Management Corporation, to administer unemployment claims and benefits. The Treasurer's Office completes the necessary paperwork and serves as the liaison between departments and the vendor.

## **HUMAN RESOURCE FINDINGS AND RECOMMENDATIONS**

**Finding 7.0: The Town does not have a dedicated human resource professional to assist with personnel issues.**

*Recommendation 7.1: Create a management level human resource position.*

With departments triaging many of their own human resource issues, the potential for liability resulting from disparately enforced rules, or applications of policies is significant. The opportunity to centralize the human resource functions will result in increased professional level human resource services and will standardize application of rules and policies. Additionally, as noted above, replacement of the well-established, long-term Town Administrator will require time to build confidence and trust in the position. Having a dedicated human resource position will provide a manager - in addition to the Town Administrator – to support department heads while they build a relationship with the new Town Administrator. This may also serve to reduce the level of involvement the Board of Selectmen have in the day-to-day Town Hall operations. This recommendation was also made by the Government Study Committee and the Town should be commended for taking steps to enact the recommendation by establishing the position of Human Resource Coordinator. The hiring process for that position is ongoing.

**Finding 8.0: The Town does not have a classification and compensation schedule for non-union employees and negotiates individual employment contracts with employees.**

*Recommendation 8.1: Conduct a classification and compensation study and adopt a market-rate salary schedule.*

It is recommended that the Town engage in a classification and compensation study for non-union employees. This will review job positions, survey comparable communities and determine market salary ranges for the positions. A planned, market-rate salary schedule, should assist the Town with recruiting qualified candidates and provide a measure of financial predictability to employees who have to negotiate salary on a yearly or bi-yearly basis. Classification and compensation studies can be useful during union negotiations, assist with establishing non-union pay scales and may also serve as a good faith self-evaluation under the Equal Pay Law.<sup>9</sup> As the Town moves towards professionalizing the workforce, conducting this type of study, rather than negotiating salaries on an ad hoc basis, is key to attracting and retaining quality employees.

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<sup>9</sup> Pursuant to M.G.L. c. 149, section 105A a self-evaluation of wages conducted by an employer in good faith can be used as an affirmative defense to equal pay actions.

*Recommendation 8.2: Standardize terms and conditions of individual employment contracts and increase terms to a three-year duration.*

The Collins Center recommends that the Town provide non-union management employees with three-year employment contracts. Currently, employees have contracts that vary in terms – some as short as one-year contracts. The rationale of retaining flexibility and options for the Town is sensible. It is understandable that the Town may be concerned about overcommitting Town funds and resources in an uncertain financial environment. This, however, actually causes greater working inefficiency and a lack of investment by employees as their tenure is uncertain. The Town is best served when managerial employees are focused on growing and developing their departments rather than negotiating contract terms. Additionally, failure to reach agreement on contract terms has been a factor in the loss of valuable employees, which causes disruption in the workplace and loss of efficiency in services. Recruiting employees in this market is difficult and offering multi-year contracts to employees is one way of promoting longevity, stability and consistency in town employment.

**Finding 9.0: Job descriptions are primarily updated only when vacancies occur in positions and have not been updated in a uniform manner.**

*Recommendation 9.1: Update all job descriptions to accurately reflect current job duties, employee roles and position expectations.*

The Town has not completed a systematic review and revision of current job descriptions. Updated and accurate job descriptions are essential tools for personnel management. It is recommended that the Town update all position descriptions using a standardized format and procedure. It is recommended that this procedure include review of the job descriptions by the department heads and Town Administrator to ensure consistency in format and to verify that job duties align with expectations for the position.

**Finding 10.0: The Town hiring process for department heads is governed by a 2003 Town Meeting Article, requiring a moderator appointed hiring committee.** The process is cumbersome and should be streamlined.

*Recommendation 10.1: Revise the hiring process for department heads.*

The Town should consider a process that is streamlined, and provides discretion to the appointing authority to assemble the most relevant individuals to assist with the hiring process.

**Finding 11.0: The process for filling vacancies is not consistent across departments**

*Recommendation 11.1: Create a uniform and centralized hiring process.*

It is recommended the Town develop consistent and uniform procedures for filling vacancies within the Town Departments. Currently, the Union contracts provide for different lengths of time for internal posting and the Town has no separate policy for non-Union positions. The Town should adopt a time-frame for internal posting and then procedures for external position advertisement. It is recommended the Town Administrator, or designee (ex. HR Coordinator), be included in all aspects of the hiring process, including the posting of positions, application screening and the interview process.

*Recommendation 11.2: Create standardized and updated job application, offer of employment letters and rejection letters.*

It is recommended that the Town ensure that offer of employment letters consistently contain information about documentation needed to begin employment, as well as any pre-employment testing or conditions that must be fulfilled prior to reporting for work.

**Finding 12.0: Employee training has not occurred recently.**

*Recommendation 12.1: Conduct a training needs assessment and develop a schedule for comprehensive employee training, as well as management training for department heads.*

Priority should be given to trainings such as Public Records, Open Meeting Law and Sexual Harassment / Anti-Discrimination, which can be sources of liability for Town employees.

**Finding 13.0: With a large majority of employees being unionized, the Town has relied upon Union contracts to govern Town employment.**

*Recommendation 13.1: Adopt Town-wide employment policies to govern volunteers and employees.*

It is recommended that the Town update policies and at minimum enact and/or update legally mandated and best practice policies, including but not limited to Sexual Harassment and Anti-Discrimination, CORI / SORI, and FMLA. A list of recommended policies is provided in Appendix C, Policy Audit. Adopting such policies will standardize Town procedures and provide guidance for supervisors on managing their employees. The Town should be aware of bargaining obligations with Unions prior to implementation of these policies. It is further recommended that policies be issued online or, if printed, that policies be

issued separately, rather than codified in a handbook. This allows for ease of updating and lower costs printing costs associated with policy changes.

**Finding 14.0: The Town’s Police Department is civil service for full-time police officers.**

*Recommendation 14.1: Consider removing the Police Department from the Civil Service law to give the Police Department more flexibility in hiring for its Department.*

The Police Department should be able to seek candidates through posting and other recruitment efforts and should also be able to assess qualifications for a job through reviewing credentials such as relevant work experience, education, references, and personal interviews. Compliance with the requirements of Civil Service are cumbersome, subject to delay and can result in staffing shortages, which can lead to increased overtime expenses and officer fatigue. Allowing more flexibility in hiring increases efficiency in staffing. If the Town pursues this goal, it should continue to develop and implement best-practice policies, procedures, and protocols relating to recruitment, retention, discipline, and termination, with a strong commitment to merit principles. Recruitment and selection processes should specifically address veterans’ preference, which is currently included the Civil Service statute (MGL Chapter 31, Section 26). Engaging collective bargaining units around these changes will be important to provide assurances that the rights of employees who have attained permanent status will not be impaired. Should the Town decide to pursue this, it should consult with Town Counsel and develop a strategy for moving forward.

**Finding 15.0: The Town’s CORI / SORI procedures are not standardized and are non-compliant with legal requirements.**

*Recommendation 15.1: Enact an updated CORI/SORI policy and enact a standardized and uniform procedure for conducting CORI/SORI checks.*

It is strongly recommended that both CORI/SORI checks be conducted for Town employees having responsibility for or care for a “child under the age of 18 or another person,” including all staff that interact with a vulnerable population – such as children or the elderly – or staff members that may have cause to enter resident homes unsupervised. The Town may also consider expanding conducting these checks for all employees (compared with restricting to only employees with unsupervised access to vulnerable populations).

*Recommendation 15.2: Utilize a decided, secured space for its CORI / SORI files and that such files be maintained separately from personnel files.*

CORI / SORI information should be accessible only to those employees who have approved to access CORI information. If stored digitally, the records must be password protected and accessible only by those employees approved to access CORI information. 803 CMR 2.12

**Finding 16.0: The Town’s job application is not readily accessible and should be revised to comply with best practices.**

*Recommendation 16.1: Consolidate the Highway and Town job applications to one standard form that is easily located and available to complete online.*

It is also recommended that, even when a resume and cover letter are called for, applicants be required to complete the job application. A standard employment application is important as it allows targeted, consistent and controlled information collection and an ability to provide information to the candidate, such as the Town’s equal opportunity hiring statement and an affirmation that the information provided in the application is accurate.

*Recommendation 16.2: Revise the Town job application to reflect best practices.*

- The application should contain updated contact information, including both name, email and phone numbers, for a contact person in case the candidate has any questions. Currently, the Town application contains a general contact number and email, but it does not contain the name or the department.
- The application refers to “satisfactory completion of a Health Questionnaire.” This language and practice is not advised. The employer may require a medical exam to confirm that the applicant is able to perform the essential functions of the position, but no additional inquiry into medical conditions should be made. Should the Town wish to adopt a standard practice of requiring pre-employment physicals, it should require such only after a conditional offer of employment is made to a candidate and should adopt a policy governing protocols for such exams.
- To obtain information on whether an applicant holds a degree or a diploma, the Town can simply ask if the applicant has graduated and what degree was obtained. Asking for dates attended or dates of graduation can reveal an applicant’s age (and lead to allegations of age discrimination).
- Similarly, the Town should not ask for an applicant’s dates of employment at previous jobs. Instead, the Town can ask how many years the applicant was employed.

**Finding 17.0:** The usability of the Town’s webpage could be improved to increase efficiency in serving and informing residents as well as current and prospective employees.

*Recommendation 17.1: Create a “Human Resources” department section on its webpage and move employment related documents and information to that section so that all employment information is centrally located and easily accessible.*

That section should contain items such as the job application, available job opportunities (currently posted under “news” on the website), and the contact information for the person responsible for handling employment inquiries, even if the Town does not have a dedicated HR professional. Additionally, should the Town choose, it can include links to collective bargaining agreements, job descriptions, employment policies and new employee checklist / benefit information.

*Recommendation 17.2: Update the Town’s webpage to include a statement of non-discrimination.*

*Recommendation 17.3 Information about the Town’s Employee Assistance Program should also be added to the HR webpage to provide easier, confidential access to information.*

While it is provided in an uploaded benefit document, for the reasons stated above, it is recommended that the information be incorporated into the website.

## **CLOSING**

Thank you for inviting the Collins Center to Raynham. The Collins Center would like to thank the Board of Selectmen and the Town Administrator for facilitating this project and to all Town employees and Department Heads for their assistance.

**APPENDIX A: ELECTIONS COMPETITIVENESS ANALYSIS**

The following is a series of tables assessing the competitiveness of Raynham municipal elections between 2010 and 2020.<sup>10</sup>

Year	Board of Selectmen			Year	Board of Assessors		
	Candidates	Positions	Comp?		Candidates	Positions	Comp?
2010	1	1	No	2010	1	1	No
2011	1	1	No	2011	1	1	No
2012	4	1	Yes	2012	1	1	No
2013	1	1	No	2013	1	1	No
2014	1	1	No	2014	1	1	No
2015	1	1	No	2015	1	1	No
2016	1	1	No	2016	1	1	No
2017	1	1	No	2017	2	1	Yes
2018	2	1	Yes	2018	1	1	No
2019	2	1	Yes	2019	1	1	No
2020	2	1	Yes	2020	1	1	No
<b>competitive races:</b>			<b>4</b>	<b>competitive races:</b>			<b>1</b>

Year	Cemetery Commission			Year	Sewer Commission		
	Candidates	Positions	Comp?		Candidates	Positions	Comp?
2010	1	1	No	2010	3	1	Yes
2011	3	1	Yes	2011	1	1	No
2012	1	1	No	2012	1	1	No
2013	1	1	No	2013	1	1	No
2014	1	1	No	2014	2	1	Yes
2015	1	1	No	2015	1	1	No
2016	1	1	No	2016	2	1	Yes
2017	1	1	No	2017	1	1	No
2018	1	1	No	2018	1	1	No
2019	1	1	No	2019	1	1	No
2020	1	1	No	2020	1	1	No
<b>competitive races:</b>			<b>1</b>	<b>competitive races:</b>			<b>3</b>

<sup>10</sup> The Treasurer/Collector position became an appointed position during this time and will not be included.



Year	Planning Board			Year	Housing Authority		
	Candidates	Positions	Comp?		Candidates	Positions	Comp?
2010	2	2	No	2010	2	2	No
2011	1	1	No	2011	1	1	No
2012	1	1	No	2012	1	1	No
2013	1	1	No	2013	0	0	No
2014	1	1	No	2014	1	1	No
2015	1	1	No	2015	2	2	No
2016	1	1	No	2016	15	4	Yes
2017	1	1	No	2017	N/A	N/A	
2018	1	1	No	2018	N/A	N/A	
2019	1	1	No	2019	N/A	N/A	
2020	1	1	No	2020	N/A	N/A	
competitive races:			0	competitive races:			1

Year	Park & Rec Commission			Year	B-RRD School Committee		
	Candidates	Positions	Comp?		Candidates	Positions	Comp?
2010	1	1	No	2010	2	1	Yes
2011	1	1	No	2011	1	1	No
2012	1	1	No	2012	2	2	No
2013	1	1	No	2013	1	1	No
2014	1	1	No	2014	1	1	No
2015	1	1	No	2015	3	1	Yes
2016	1	1	No	2016	1	1	No
2017	1	1	No	2017	2	1	Yes
2018	1	1	No	2018	3	1	Yes
2019	1	1	No	2019	1	1	No
2020	1	1	No	2020	1	1	No
competitive races:			0	competitive races:			4

Year	Town Clerk			Year	Moderator		
	Candidates	Positions	Comp?		Candidates	Positions	Comp?
2012	1	1	No	2011	1	1	No
2015	1	1	No	2012	1	1	No
2018	1	1	No	2015	1	1	No
				2018	1	1	No
competitive races:			0	competitive races:			0

**APPENDIX B: COMPARABLE COMMUNITY DATA**

Raynham Comparable Communities (yellow highlights indicates information gathered from external sources and not directly provided by the municipality)

Municipality	FY2019 Total Expenditures	FY2022 Population	FY2022 EQV	FY2022 EQV Per Capita	FY2020 Total Levy	FY2020 RO Levy as a % of Total	FY2020 CIP Levy as a % of Total
Abington	51,140,668	16,668	2,379,458,500	142,756	37,567,952	88.55	11.45
Hudson	76,374,042	19,864	3,166,995,200	159,434	55,142,532	75.45	24.55
Littleton	46,626,632	10,227	2,226,110,600	217,670	41,490,620	68.81	31.19
Medway	54,409,384	13,479	2,494,179,400	185,042	41,530,368	76.23	23.77
Pembroke	63,476,319	18,509	3,116,738,700	168,390	42,837,516	87.53	12.47
Raynham	40,037,572	14,470	2,528,923,600	174,770	37,385,102	69.43	30.57
Seekonk	53,916,706	15,770	2,729,356,900	173,073	44,198,408	59.20	40.80
Somerset	54,528,161	18,129	2,395,477,400	132,135	39,811,730	75.62	24.38
Tyngsborough	41,308,021	12,527	1,879,305,900	150,020	28,895,175	87.56	12.44
Uxbridge	45,832,116	14,195	2,020,830,200	142,362	30,897,800	83.46	16.54
Kingston	48,175,635	13,863	2,303,085,100	166,132	35,499,020	88.31	11.69
Millbury	42,069,273	13,947	1,940,073,800	139,103	27,888,243	78.26	21.74
Norton	59,044,242	19,948	2,900,634,100	145,410	39,397,467	82.54	17.46
Wrentham	43,531,894	12,023	2,481,220,700	206,373	34,808,693	76.27	23.73

**APPENDIX B CONTINUED**

Municipality	Administrator	Does the administrator have an assistant?	Board Size	Primary basis for municipal structure?	Personnel Management	Consolidated DPW? Or individual departments
Abington	Town Manager	Assistant Town Manager/ Finance Director	Five	Charter	Assistant Town Manager handles personnel issues. Assistant Town Clerk creates standardized documents for onboarding, guidelines, etc.	Consolidated DPW (Water is separate)
Hudson	Executive Assistant (functions as TA/TM)	HR/ Licensing Manager; Office Administrator	Five	Charter	Executive Assistant is Town Personnel Officer. HR/Licensing Manager handles day-to-day issues, participates in collective bargaining.	Consolidated DPW (No Building Maintenance)
Littleton	Town Administrator	Assistant Town Administrator	Five	General By-laws	Assistant Town Administrator and HR Administrator. Personnel Board is also involved.	Individual Departments
Medway	Town Manager	Assistant Town Manager	Five	Charter	Assistant Town Manager serves as HR Director. HR Coordinator handles day-to-day issues.	Consolidated DPW
Pembroke	Town Manager	Assistant Town Manager	Five	General By-laws	Town Manager	Consolidated DPW
Raynham	Town Administrator	Executive Assistant	Three	General By-Laws	N/A	Individual Departments
Seekonk	Town Administrator	Assistant Town Administrator/ HR Director; Executive Administrative Assistant; Administrative Assistant	Five	Charter	Assistant Town Administrator/HR Director	Consolidated DPW (Water/Sewer is separate)
Somerset	Town Administrator	Assistant to the Town Administrator; Administrative Secretary	Three	General By-laws	Town Administrator serves as Personnel Director	Individual Departments

<b>Tyngsborough</b>	Town Administrator	Assistant Town Administrator; Director of Administrative Services	Five	General By-laws; Town Administrator job description	Town Administrator deals with high-level personnel issues and labor negotiations. Human Resources Coordinator handles day-to-day issues.	Individual Departments
<b>Uxbridge</b>	Town Manager	Executive Administrative Assistant; Administrative Assistant	Five	Charter	Town Manager deals with most personnel functions currently. Currently training an employee to handle day-to-day issues.	Consolidated DPW (Water/Sewer is separate)
<b>Kingston</b>	Town Administrator	No	Five	General By-laws	Human Resources	Individual Departments
<b>Millbury</b>	Town Manager	Assistant Town Manager	Five	Charter	Human Resources	Consolidated DPW
<b>Norton</b>	Town Manager	Assistant	Five	Charter		Individual Departments
<b>Wrentham</b>	Town Administrator	Assistant(s)	Five	Charter	Human Resources	Consolidated DPW

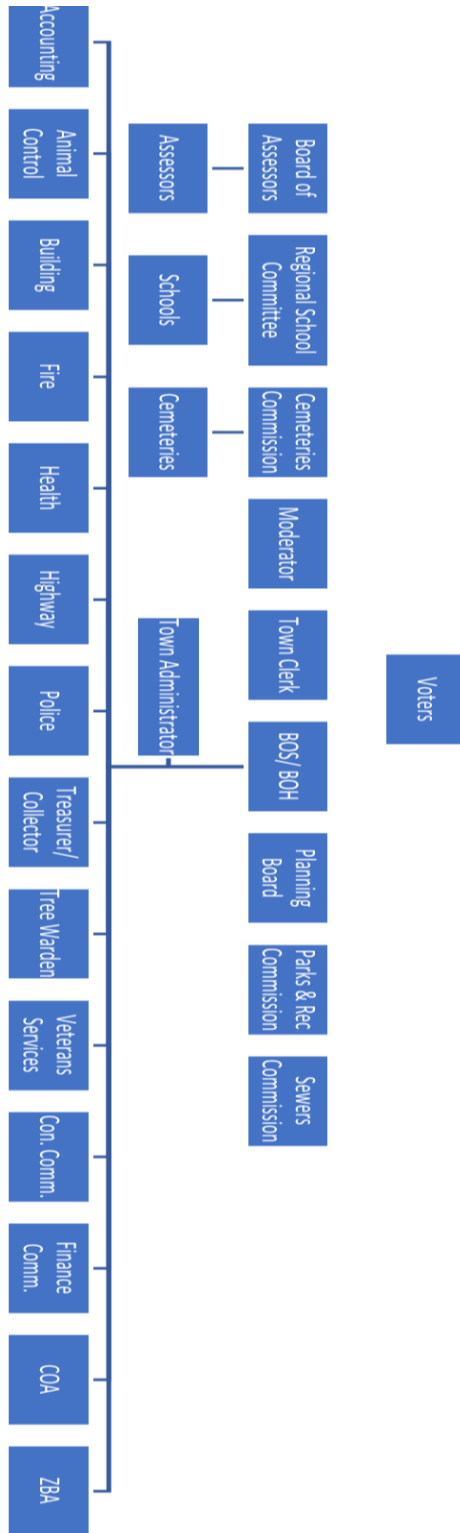
**APPENDIX C: POLICY AUDIT**

<b>Policy</b>	<b>Town</b>	<b>Comment</b>
Access & Use of Telecommunications Systems	No	
Alcohol & Drug Use	Yes	Must be updated
Anti-Fraud	No	
Attendance Policy Statement	No	
Basic Life Insurance	No	
Bereavement	No	
Computer Policy	No	
Conduct (Standards)	No	
Conflict of Interest/Ethics	Yes	
Consolidated Omnibus Budget Reconciliation Act	No	
Criminal Offender Registry Information	No	
Discipline	Yes	Must be Updated
Discrimination Prevention	Yes	Must be Updated
Discrimination Grievance Procedure	Yes	Must be Updated
Disability Discrimination Prevention	Yes	Must be Updated
Domestic Violence Act	No	
Drug Free Workplace	Yes	Must be Updated

<b>Policy</b>	<b>Town</b>	<b>Comment</b>
Equal Opportunity/Affirmative Action	Yes	Must be Updated
Family and Medical Leave Act	Yes	Must be Updated
Grievance Procedure	Yes	
Health Insurance	No	
Health Insurance Portability & Accountability Act	No	
Holidays	No	
Overtime	No	
Meal & Break Period	No	
Emergency Closing	No	
Jury Duty	No	
Leave of Absence- Unpaid	No	
Life Insurance	No	
Longevity Pay	No	
Maternity & Paternity Leave	No	
Military Leave	No	
Personnel Records	No	
Political Activity	No	
Pregnant Workers Fairness Act	No	
Probationary Period	No	
Promotion	No	

<b>Policy</b>	<b>Town</b>	<b>Comment</b>
Recruitment & Selection	No	
References	No	
Retirement	No	
Separation from Employment	No	
Sexual Harassment Prevention	Yes	
Small Necessities Leave Act	No	
Sick Leave	No	
Social Networking / Media	Yes	
Vacation	No	
Vehicle Use and Reimbursement	No	
Weapons	No	
Whistleblower Protection	No	
Workplace Injuries Workers Compensation Police & Fire Injuries	No	
Workplace Safety	No	
Workplace Violence Prevention	Yes	Must be updated

**APPENDIX D: ENLARGED CURRENT ORGANIZATIONAL CHART (LANDSCAPE)**





**APPENDIX E: ENLARGED VERTICAL MANAGEMENT MODEL (LANDSCAPE)**

