

STUDY OF THE OFFICE OF THE TOWN CLERK

TOWN OF ARLINGTON, MASSACHUSETTS

EDWARD J. COLLINS, JR. CENTER FOR PUBLIC MANAGEMENT

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Edward J. Collins, Jr. Center for Public Management

MCCORMACK GRADUATE SCHOOL OF POLICY AND GLOBAL STUDIES



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EXECUTIVE SUMMARY

The Town of Arlington retained, under a grant provided by the Commonwealth of Massachusetts Community Compact Program, the Edward J. Collins, Jr. Center for Public Management (Collins Center) to assess the organizational structure of its Town Clerk department.

The Collins Center Project Team (Project Team) conducted research into Commonwealth Town Clerks and their operation, in general; and Arlington's Town Clerk operation; in particular, through interviews with elected and appointed officials, reviewing documents provided by the Town, reviewing available data, and reviewing best practices and guidelines for certain operations. The Project Team developed findings through analyzing practices in comparable peer municipalities, conferring with the Secretary of the Commonwealth's Election Division and the Massachusetts Town Clerk's Association, and using other criteria described in this report.

The Project Team's assessment produced nine (9) General findings and eight (8) Arlington-specific findings. These findings are summarized in Table 1, *General Findings Summary*, and Table 2, *Arlington Findings Summary*. Findings in each section are further developed beginning on page 6 of this report.

The Project Team made no recommendations. This report is not referencing any specific individual, or individuals, or their performance. It is only intended to examine the similarities and differences in the structure and operations of the office of elected and appointed Town Clerks, as well as similarities and differences noted in Arlington, and its peer communities.

BACKGROUND

In 2021, and at the request of the current Town Clerk, Arlington Town Meeting appropriated funds *“to study options for conversion of the Town Clerk position from an elected to an appointed office; or take any action related thereto.”* The Finance Committee and Select Board both supported the study article, and it passed Town Meeting 133 to 93. The Arlington Town Clerk is currently an elected role according to the *Arlington Town Manager Act through Chapter 10 of the Acts of 2022*. Arlington Town leaders were interested in studying this issue in Arlington, as well as in comparison to other comparable towns in the Commonwealth, to consider the impact of changing the Town Clerk role to an appointed position. The Town of Arlington subsequently approached the Collins Center seeking a proposal for the study to present objective findings regarding the Town Clerk position. A Collins Center Project Team was assigned, and the project, which included five phases, began in April 2022.

PROJECT METHODOLOGY

The Collins Center was tasked with delivering a report presenting findings related to the status of the Town Clerk position including (but not limited to):

- perspectives of current elected and appointed officials on the strengths and weaknesses of the current approach,
- theoretical pros and cons of elected and appointed Clerk positions, and
- data on the status of the position in comparable Massachusetts towns.

Tasks included:

1. A Kick-Off meeting with the Project Team and Arlington Town Manager, department heads and other staff, which was held on Wednesday, April 27, 2022, to review project objectives, discuss the process to be followed, and finalize milestones and schedules for the project.
2. Collecting documents and data, during which time the Project Team worked with the Arlington Town Manager and others to identify and obtain all available and relevant documents, policies, prior reports, plans, records, and data as needed for the project. As a component of this task, the Project Team compiled and researched 34 demographically similar, neighboring and/or comparable towns and cities and examined other relevant reports, academic studies, and data useful for report development.

Thirty-four municipalities were reviewed in one of two categories: 1) a list of peer municipalities provided by the Town Manager and 2) Municipalities (including both cities and towns) with populations within 75%-125% of Arlington. Complete listings of municipalities with comparative data are in Appendices A and B.

3. Conducting 18 Interviews over a four-week period in May 2022, with Arlington department heads, staff, and elected and appointed officials. Specific interviews included the Town Clerk, Town Manager, Select Board members, Finance Committee Chair, Moderator, Deputy Town Manager/Operations, Public Information Officer, DEI Director, Human Resources Director, and Town Clerk Office Staff. The goal of the interviews was to ask questions to determine trends, patterns, and gather the perception of colleagues regarding Town Clerk responsibilities. It was not to evaluate any individual or current or past performance in the role of Town Clerk.
4. After reviewing all available information and completing the interviews, the Project Team worked to draft the report presented here. Additional interviews, information requests, and inquiries took place as needed during report development.
5. The final task was the submission of the report to the Town Manager and others as determined by the Town Manager.

COMMUNITY OVERVIEW



Community Profile

The Town of Arlington was originally settled over 350 years ago, in 1635, as a village under the name Menotomy. The birthplace of Uncle Sam, the location of the first public children's library, and the site of most of the fighting when the British marched through it returning from the Old North Bridge at the start of the Revolutionary War, Arlington has preserved many of its historical buildings and even recreated its Town common. In 1807, the Town and a section of what is now Belmont were set off from Cambridge and incorporated as West Cambridge. In 1867, the Town's name was changed to Arlington in honor of the heroes buried at Arlington National Cemetery in Arlington, Virginia. Arlington now is a town of

homes with little or no industry or agriculture, but at one time seven mills operated along Mill Brook and an ice industry thrived on Spy Pond. Once a thriving agriculture and mill town, Arlington is today an affluent suburban Town easily commutable to Boston.¹

Government

Arlington's executive branch consists of an elected five-member Select Board. The day-to-day operations are handled by a Town Manager hired by the Select Board. The legislative branch is a Representative Town Meeting, presided over by the Town Moderator, and is made up of 252 Town Meeting Members, 12 from each precinct, with one third elected each year. Annual Town Meetings begin in April on the first Monday after Patriots' Day and are held two nights a week until all items on the town warrant are resolved, and generally last three to four weeks.



Demographics

According to US Census 2016-2020 data, the Arlington population is comprised of 46,308 residents. The median age of residents is 40.7, which is slightly higher than the median Massachusetts age of 39.6. The race and ethnicity of residents are reported as 78.5% white, 12.9% Asian, 3% Black or African American alone, 5.2% Hispanic or Latino, and 4.5% as two or more races. The median household income is \$114,576, which is significantly higher than the Massachusetts median income of \$84,385. The median home value for owner-occupied homes (2016-2020) is reported as \$687,600.

Economy

Per the Massachusetts Department of Revenue (DOR) FY22 data, Arlington has a total assessed value of approximately \$12.5B, of which residential comprises 94.3% and commercial, industrial, and personal property (CIP) comprise about 5.7%. The single tax rate is 11.42%. The Town's total revenue receipts were \$190M in FY22. Of the total revenue, 75% is tax levy and State Aid contributes 12%.

Geography

Arlington covers 3,517.5 acres, or 5.5 square miles, of which 286.2 acres, or 0.4 square miles, are covered by water. There are 210.52 acres of parkland. Elevation ranges from 4 feet above sea level (along Alewife Brook) to 377 feet near Park Avenue and Eastern Avenue. Arlington borders on the Mystic Lakes, Mystic River, and Alewife Brook.

¹ Town of Arlington Web Page: History and Facts.

CURRENT TOWN CLERK STRUCTURE

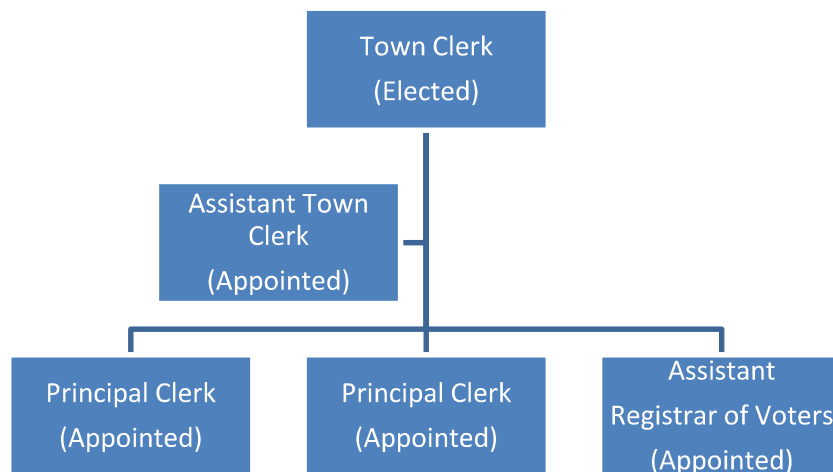
The Town Clerk is currently an elected position with a three-year term. The current incumbent was elected in 2020 and is in the second year of the term. The previous Town Clerk held the office for approximately nine years. Since 1975, there have been five elections for the position of Town Clerk with competition on the ballot. In these five elections, there was an open seat for Town Clerk preceding the election. There have been no elections with competition since 1975 when an incumbent has been present and running for re-election.

Organizationally, within the Town's structure, the position of the Town Clerk does not report to any individual and/or Board; because the role is currently an elected position, it is solely accountable to the voters. There are no set hours for the position and no written job description. The incumbent decides independently which and how many hours to work per week. The position is paid \$98,984 per year as of calendar year 2022.

As currently structured in the Arlington Town Clerk's office, the Town Clerk serves as the legal overseer of the Town Clerk's office and functions. The current Town Clerk also manages day-to-day operations, as well as a staff of four members. Staff includes an Assistant Town Clerk, two Senior Clerks, and an Assistant Registrar. Staff positions are union members and covered by a negotiated collective bargaining agreement. These four individuals have varied responsibilities for the day-to-day activities, functions, and workload of the Town Clerk's Office as determined by the Town Clerk.

As stated in Article 1, Section 4 of the Town Bylaws, the Town Clerk duties are to keep a record of attendance and complete stenographic record of proceedings at Town Meeting. In Article 3, the Bylaws further state that the Town Clerk is also the keeper of the Town Seal and its conveyances, responsible for the Annual Report, Notice to Committees, Report of Town Meeting Actions, and proper recordkeeping.

Office Organizational Chart



FINDINGS

Report findings fall into two categories: 1) General and 2) Arlington-specific operational trends and practices.

Table 1 and the first nine (9) findings are general in nature and represent the findings that the Project Team noted were common operational trends and practices across the 34 municipalities that were studied methodologically as a key component of this report. Table 2 and findings 10 through 17 are Arlington-specific and represent the findings that the Project Team noted methodologically were operational trends and practices specific to the Arlington Town Clerk's Office that were also studied as a key component of this report. In this report, the term "Municipal" Clerk is used to refer to general Clerk findings in the Commonwealth. The term "Town" Clerk is used when the report makes a specific reference to the Arlington Town Clerk and/or other specific Town Clerks.

GENERAL FINDINGS

Table 1

Page	General Findings
7	Finding 1 – The Municipal Clerk role has minimal policy-making responsibility. It is a complex ministerial and administrative position subject to local, State, and Federal policies, statutes, and regulations.
7	Finding 2 – The Municipal Clerk position is a highly responsible role in which someone with little training or expertise in its area of work may have difficulty performing the work effectively until training occurs.
8	Finding 3 – Municipal Clerks, to function appropriately, and succeed in this complex management, customer service, and administrative role should possess a reasonable minimum level of Education/Experience, knowledge, abilities, and skills; or those that are similar including these suggested human resource guidelines.
8	Finding 4 - More than two-thirds of the 34 municipalities reviewed by the project team have appointed Municipal Clerks.
10	Finding 5 - There is no evidence that the impartiality of Municipal Clerks in managing the election process is affected by the method of selection.
10	Finding 6 - There is no evidence of municipalities in the Commonwealth changing from appointed to elected Municipal Clerks. All recent changes have been from elected to appointed.
11	Finding 7 - It is best practice for Municipal Clerks to serve as Public Records Access Officer for purposes of Massachusetts public records law compliance.
11	Finding 8 - It is common practice for Municipal Clerks to coordinate the posting of meeting agendas and minutes for all Town boards and committees for purposes of Massachusetts public meeting law compliance.
11	Finding 9 – In all 10 peer municipalities studied, the Municipal Clerk recruits, trains, and schedules elections workers to support their town precincts for local, State, and Federal elections. This has not been the case in Arlington for many years; and the responsibility only returned to the Clerk's office in April 2022.

FINDING 1 – The Municipal Clerk role has minimal policy-making responsibility. It is a complex ministerial and administrative position subject to local, State, and Federal policies, statutes, and regulations.

The Municipal Clerk role is less of a policy-setting position and more of a facilitator for information transfer, record keeper, enforcer of procedures, and conductor of fair elections. It is largely a statutory position, legislated by MGL Ch. 41, Sec. 15. The Municipal Clerk is charged with recording all votes of Town Meeting, administering oath of office, and overseeing elections. Other statutory duties include dog licensing, violation fee collection, maintenance of vital records, meeting notice postings, issues various permits and certificates, and administration of the annual Census. Most Clerks serve as the Custodian of Town Records, as ex officio member of the Board of Registrars, as a Notary Public, as a Records Access Officer, and Keeper of the Town Seal.

This position is administrative, and requires thorough knowledge of applicable state, local, and federal statutes and regulations related to the duties and responsibilities of the Municipal Clerk's office. This includes knowledge of Open Meeting, Public Records, Election, and Campaign Finance Law.

In contrast to this general finding, a few interviewees did state their differing opinion that the Arlington Town Clerk has participated in policy development. The most common example cited was that the Arlington Town Clerk participated in a recent re-precincting process, which was a local policy-making project, and may have influenced the outcome. However, the Project Team believes that, even though the Arlington Clerk recently participated in the re-precincting process, the policy-making role remained squarely with the Select Board as they were the entity who voted to set the new boundaries, while the Town Clerk was a part of the administrative process. This is in keeping with the Clerk's responsibility for developing and implementing procedures, which are administrative tools used to carry out policy dictates. They are not themselves the policy.

FINDING 2 – The Municipal Clerk position is a highly responsible role in which someone with little training or expertise in its area of work would have significant difficulty performing the work effectively until training takes place.

Much of the responsibilities born by any Municipal Clerk are established by the Secretary of State's Office and by innumerable state laws and regulations. The statewide Town Clerk's Association cites 73 separate chapters and 451 different sections of the General Laws which help to define the role of the Town Clerk.² These duties generally do not vary from one town to the other. However, all Clerks must be familiar with the specific administrative by-laws, general by-laws, charters and/or special acts under which their town operates.

To adequately perform the duties of this position, Clerks must previously possess or be able to rapidly acquire the technical knowledge pertaining to the MGL statutes and by-laws mentioned above as well as the by-laws of their local community. Thus, individuals who have performed the role of Town Clerk or Assistant Town Clerk, served in other municipal offices, or those with a background in complex administrative management, supervisory skills, customer service, communications and/or complex recordkeeping are most likely to possess the skills necessary to succeed at the job. Equally important, however, will be the individual's problem-solving skills, ability to relate professionally with the public, strategic thinking capacity, and interpersonal aptitude. These four skill areas are essential to the successful discharge of the Clerk's duties, because this office is required to relate to all the other offices and function areas within the local municipality and with the public simultaneously.

² Massachusetts Town Clerks Association data

FINDING 3 – Municipal Clerks, to function appropriately, and succeed in this complex management, customer service, and administrative role should possess a reasonable minimum level of education and experience, knowledge, abilities, and skills; or those that are similar including these suggested human resource guidelines.³

Upon review of numerous Municipal Clerk job postings listed on the Massachusetts Municipal Association (MMA) website over the past year, the Project Team noted that most municipalities who are hiring appointed Clerks are seeking the following minimum level of Education and Experience, General Knowledge, Abilities and Skills in the candidate pool.

Education and Experience - A bachelor's degree and/or experience as a Municipal Clerk, Assistant Clerk, or a position with similar responsibilities. Certification as a Certified Massachusetts Town Clerk or intention to pursue this credential, once eligible, is helpful. The ability to be bonded and remain bonded during the entire tenure in the position and the position requires that commission as a notary public or to obtain notary commission within a timely manner is necessary.

General Knowledge - The Municipal Clerk position requires a thorough knowledge of applicable state, local and federal statutes and regulations related to the duties and responsibilities of a Clerk's office. These include a working knowledge of Open Meeting Law, Public Records Law, State Ethics Law, and Federal and State Election Law and procedures. The Clerk position requires personnel management skills and a working knowledge of office procedures and practices.

Abilities - The Clerk must have the ability to establish and maintain effective and harmonious working relationships with town officials and departments, state agencies and the public. The position requires considerable ability to communicate effectively in written and oral form. The Clerk position requires the ability to establish and maintain complex record keeping systems. The Clerk must have good organizational skills, be detail oriented, and take independent initiative. The Clerk must be able to plan work ahead of time, handle multiple tasks, prioritize effectively, and meet strict deadlines. The Clerk must be able to work effectively in high-pressure situations, as necessary.

Skills - The position requires proficient technology skills working with laptops/PCs as well as Microsoft Office products (Word, Excel, and Access). Skills and experience working with specialized software, Voter Registration Information Software (VRIS), applicable word processing and spreadsheet applications skills is necessary. Excellent customer service skills are required.



FINDING 4 – More than two-thirds of the 34 municipalities reviewed by the project team have appointed Municipal Clerks

The Project Team reviewed the status of Municipal Clerks from three perspectives.

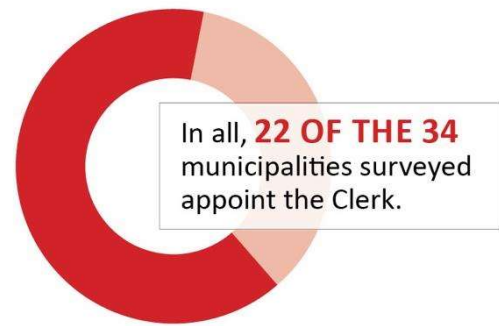
First, the Project Team looked at the list of 10 peer municipalities that Arlington often uses for comparative purposes.⁴ Five of the 10 Peer

Municipalities have appointed Clerks; one is considering moving from elected to appointed, and two recently attempted unsuccessfully to change from elected to appointed. The City or Town Manager make all of these Clerk appointments.

³ Suggested qualifications for 10 recent Town Clerk job postings on Massachusetts Municipal Association website

⁴ See Appendix A

Second, the Project Team looked at the 23 Massachusetts municipalities with populations within 75%-125% of Arlington. Seventeen have appointed Clerks.⁵ The method of appointment varies in this group, with most (11 of 17) appointed by City or Town Councils and 6 appointed by a City or Town Manager or Select Board. In all, 22 of the 34 municipalities surveyed appoint the Clerk.



Finally, the Project Team conferred with the Elections Division of the Massachusetts Secretary of State's Office to identify statewide statistics. The information provided shows that 153 of the 351 municipalities in Massachusetts have appointed Municipal Clerks.⁶

From this data, the Project Team inferred that appointed Clerks are more common in municipalities that are of similar size to Arlington than in the State as a whole. Furthermore, since only 2 of the 22 municipalities⁷ with population greater than 125% of Arlington have elected Clerks, it is clear that elected Clerks are far more common in smaller towns.⁸



⁵ See Appendix B

⁶ See Appendix C

⁷ Massachusetts Department of Revenue 2020 population statistics

⁸ Massachusetts Department of Revenue 2020 population statistics and Appendix C data

FINDING 5 – There is no evidence that the impartiality of Municipal Clerks in managing the election process is affected by the method of selection.

Some of the interviewees suggested that independently elected Clerks are likely to be more impartial in running elections, lessening the potential for fraud and abuse, and providing greater public confidence in election results. They contended that appointed Clerks who must report to a supervisor may be subjected to undue influence. Other interviewees suggested the opposite. They contended that when the Clerk is elected and supervising their own election that impartiality is difficult to maintain, and that appointed Clerks are impartial because they are not involved in electoral politics.

While there is no way to prove that either is false, the Project Team attempted to identify any documented case of election misconduct. Five cases of alleged election misconduct were identified after checking with a variety of sources including experienced colleagues, the Massachusetts Town Clerk's Association, and the Secretary of State's Office. The Secretary of State's Election Division reported they have investigated approximately five allegations of election mishandling at the local level under *MGL Chapter 56, Section 60*, in the past five years. The five allegations that the Secretary of State's Election Division investigated occurred under the leadership of both elected and appointment Clerks. Notably, none questioned the Clerk's objectivity. Instead, they were found to be a result of a lack of knowledge, resources, or training.

FINDING 6 – There is no evidence of municipalities in the Commonwealth changing from appointed to elected Municipal Clerks. All recent changes have been from elected to appointed.

The Project Team checked with a variety of sources, including experienced colleagues, the Massachusetts Town Clerks' Association, and the Secretary of State's Office to identify any municipality that has converted an appointed Clerk to an elected one. Although not an exhaustive survey, it failed to identify any such change. Given that the Project Team has identified several Clerk positions that have changed or recently attempted to change from elected to appointed; it is clear the trend in Massachusetts is towards appointed Clerks. The Secretary of State's Election Division confirmed that the trend is toward appointed Clerks. They stated the reasons as the increasing complexity of the position in the areas of elections, open meeting laws, and public records compliance. Finally, they have not documented any cities or towns who have changed from appointed to elected, nor do they have a process by which to do so as the issue has never occurred.

MGL Chapter 41, Section 1, states that *"every town at its annual meeting shall in every year when the term of office of any incumbent expires, and except when other provision is made by law or by charter, choose by ballot from its registered voters the following town officers for the following terms of office: a town clerk for the term of one or more years..."* This law is the default standard by which municipalities choose/elect their Clerks.

An alternative is provided in MGL Chapter 41, Section 1B, which states that, *"Any office or board, except the board of selectmen and the school committee, elected under the provisions of section 1 may become an appointed position or board by a majority vote of the annual or special town meeting and acceptance by the voters of the town at the annual town elections; provided, however, that any vote by a special town meeting taken under the provisions of this section shall take place at least 60 days prior to the acceptance of the voters at the annual town election...Such acceptance by the voters shall be in the form of the following question, to be placed on the official ballot:*

Shall the town vote to have its elected (Title(s) of office or board) become an appointed (Title(s) of office or board) of the town? Yes ___ No ___

If a majority of votes cast in answer to said question is in the affirmative, said office or board shall become appointed in accordance with the provisions of this section.

Finally, there is presently no corollary for undoing MGL Chapter 41, Section 1B once a municipality has followed the process of the law above as it has never, to the best of the project team's research, ever been requested in the Commonwealth.

FINDING 7 – It is best practice for Municipal Clerks to serve as Public Records Access Officer for purposes of Massachusetts public records law compliance.

The Clerk serves as the Public Records Access Officer in 8 of the 10 peer municipalities. In the opinion of the Project Team, this is considered best practice as the Clerk is the custodian of many official records, and this responsibility is consistent with other recordkeeping duties. For example, Section 6. Record Keeping of the Arlington town by-law states, *“It shall be the duty of the Town Clerk to properly record, file, and index all contracts, agreements, releases, bonds, deeds and all other papers and documents in any way affecting the interests of the Town when filed with them, and all such papers and documents unless otherwise required by law, shall be so filed by all boards, officers and committees at such time as the work to which such papers or documents pertain, shall have been completed.”*

In addition, across the Commonwealth, Clerks have responsibility to keep records of vital statistics, elections, and Town Meeting actions. Further, the Massachusetts Public Records Law is administered by the Secretary of the State’s Office with whom Clerks must work closely in several areas. Additionally, notices of appeal and lawsuits are routinely filed with the Clerk as keeper of the records. Finally, the Massachusetts Town Clerks Association stated in an interview with the project team that they believe the majority of the Clerks who participate in the Association serve as their town’s Public Records Access Officer. They believe it is in keeping with the intention of MGL Records Law and it makes sense for local Clerks to absorb this role because they understand recordkeeping and the complexity of the issue.

FINDING 8 – It is common practice for Municipal Clerks to coordinate the posting of meeting agendas and minutes for town boards and committees for purposes of Massachusetts Open Meeting Law compliance.

The Project Team contacted the peer municipalities listed in Appendix A. All the 10 peer municipalities contacted stated that their Clerk coordinates some or all the posting of meeting minutes and agendas for their town boards and committees for the purpose of compliance with Massachusetts Open Meeting law. Eight of 11 of the Clerks polled take full responsibility for date stamping, posting both online and physical copies of agendas and minutes, and public records-compliant filing. Three towns, including Arlington, noted they are a “part of the process” and share certain components with other municipal departments.

FINDING 9 - In all 10 peer municipalities studied, the Municipal Clerk recruits, trains, and schedules elections workers to support their town precincts for local, State, and Federal elections. This has not been the case in Arlington for many years; and the responsibility only returned to the Clerk’s office in July 2022.

It is interesting to note that, while all the 10 peer municipalities listed in Appendix A, contacted by the Project Team stated that their Clerk manages the full responsibility for recruiting, training, and scheduling election workers to support the precincts, the Arlington Clerk’s office has not historically handled this component of election coordination. It has been managed, instead, by the Select Board staff. Many interviewees noted that this division of election responsibilities does not best utilize the skills of the Clerk’s office and diverts the Select Board staff from other responsibilities.

The recruiting, training, and scheduling of election workers has recently returned to the Clerk’s office, under the guidance of the current Clerk, who stated that “the office has assumed full election worker responsibility as of April 2022.” The Project Team also believes that it makes sense for the Clerk to have responsibility for the full suite of election responsibilities, including election worker staffing. Previously, in Arlington, elected Clerks did not manage this responsibility, which, as noted above, is a matter of best practice in peer communities. It is possible, this situation may have been changed to reflect best practice and align with peer communities sooner under the guidance of an appointed clerk.

ARLINGTON FINDINGS

Table 2

Page	Arlington Findings
12	Finding 10 - The complexity of the Arlington Town Clerk role has increased well beyond the duties outlined in the Arlington By-Law due to several factors.
13	Finding 11 - In Arlington, election for the Town Clerk position historically produces little or no competition, which reduces the voters' choice and decreases the candidate pool as a Town Clerk candidate must be an Arlington resident.
15	Finding 12 – Low voter turnout and the complex nature of the position make it relatively difficult for the public to evaluate the performance of Town Clerk duties.
15	Finding 13 - It is important for the effective functioning of Town government that the Town Clerk interact and cooperate regularly with other Town officials.
16	Finding 14 - The Arlington Town Clerk's Office has been slow to adopt technology to aid in record keeping and customer service.
16	Finding 15 - The performance of the Town Clerk's office was generally and historically described as adequate by a majority of those interviewed.
17	Finding 16 - The process to replace an elected Town Clerk, per the Arlington Town Manager Act, is inherently different than the process to replace an appointed Town Clerk.
18	Finding 17 - The Arlington Town Clerk is not responsible for public records or open meeting law compliance.

FINDING 10 – The complexity of the Arlington Town Clerk role has increased well beyond the duties outlined in the Arlington By-Law, due to several factors.

These factors include the expansion of public records and open meeting laws, the prevalence of technology used in providing customer service, the expansion of voting to include early and mail-in voting, and the expansion in voter registration opportunities such as motor-voter laws.

While the Arlington By-Law conveys the basic responsibilities of the Arlington Town Clerk, stating the following in Article 3, of the *General Government* section of the Town of Arlington By-Law,

Section 1. Town Seal - The Town Clerk shall have the custody of the Town Seal.

Section 2. Conveyances - All conveyances under seal, which may hereafter be executed by the Town, pursuant to a vote of the Town, or otherwise, shall be sealed by such seal and subscribed by a majority of the Select Board.

Section 3. Annual Report - The Town Clerk shall make a full index of all reports and prepare a report upon the vital statistics of the Town for publication in the Annual Town Report.

Section 4. Notice to Committees - It shall be the duty of the Town Clerk to immediately notify in writing all members of committees who may be elected or appointed at any town meeting stating the business upon which they are to act and the names of the persons composing the committees.

Section 5. Report of Town Meeting Actions - It shall be the duty of the Town Clerk, immediately after every town meeting, to furnish the Town Accountant and the Board of Assessors with a statement of all appropriations made by the Town at such meeting, and the purpose for which such appropriations were made and the manner of raising the same. They shall also notify all boards, officers and committees of all votes passed at any town meeting in any way affecting them.

Section 6. Record Keeping - It shall be the duty of the Town Clerk to properly record, file, and index all contracts, agreements, releases, bonds, deeds and all other papers and documents in any way affecting the interests of the Town when filed with them, and all such papers and documents unless otherwise required by law, shall be so filed by all boards, officers and committees at such time as the work to which such papers or documents pertain, shall have been completed.

The By-Law does not capture the extent of the role today due to the increasing complexity of municipal law and standards surrounding elections, open meetings, vital and other public recordkeeping, reporting standards, and more. In addition to learning and complying with these increasingly complex laws, the Clerk must also understand technology and how to utilize it in all the areas noted above.

As routinely noted in online MMA job postings by municipalities seeking to hire a Municipal Clerk and in a discussion with a Massachusetts Town Clerk's Association board member, today's Clerk responsibilities include vital recordkeeping for births, marriages, and deaths, the administration and issuance of various local licenses and official Town documents, management of the Town census, the direction of election preparation, activities, and reporting, as well as Town Meeting preparation and management. The Clerk must exercise independent judgment and initiative in the planning, administration, and execution of the services of the Clerk's office, and in the interpretation and application of laws, regulations, and procedures relevant to them. These services must be provided both in person and online and require a high degree of skill.

Additionally, the Arlington Town Clerk Office tracked statistics in 2021, which by sheer volume of work, also appear to support this finding that the Town Clerk's role in Arlington has increased beyond what is listed in the Town By-Law. In 2021, the Town Clerk held responsibility for managing the functions listed above for a resident population of 45,617 people and coordinated elections for 31,982 registered voters and 21 voting precincts. Additionally, the Town Clerk was responsible for managing the office staff and functionality of processing 425 birth records, 150 marriage records, 365 death records, 2,935 dog licenses and 150 business certificates/other licenses.

FINDING 11 – In Arlington, election for the Town Clerk position historically produces little or no competition, which reduces the voters' choice and decreases the candidate pool as a Town Clerk candidate must be an Arlington resident.

Competition for an elected office involving a full-time work schedule is rare once an open seat is filled. The Project Team has determined that this is also true of Arlington. The current Town Clerk reported the following election statistics:

- There have been five contested elections for Arlington Town Clerk since 1975 (a period of 47 years);
- In each contested election, there was an open seat (or, in other words, no incumbent candidate was running for reelection); and
- There have been no instances of competitive Arlington Town Clerk elections when the incumbent candidate was on the ballot.

The Project Team determined via interviews with municipal officials that these uncontested elections function more as "votes of confidence," while the far rarer contested elections are generally decided based more so on popularity and

effective campaigning as opposed to candidate qualifications. As a result, there is little to no vetting of such qualifications for this position.

Town Clerk Electoral History			
Year	Candidates	Positions	Comp?
1975	4	1	Yes
1978	1	1	No
1981	1	1	No
1984	2	1	Yes
1987	1	1	No
1990	1	1	No
1993	1	1	No
1994	3	1	Yes
1996	1	1	No
1999	1	1	No
2002	1	1	No
2005	1	1	No
2008	1	1	No
2011	2	1	Yes
2014	1	1	No
2017	1	1	No
2020	3	1	Yes
Competitive Races:			5⁹

When considering applicants for appointed positions, relevant experience, education, certification, and other comparable criteria are used to scrutinize candidates and determine the best fit for a given position. In an elected system, the same degree of scrutiny is not possible due to the limited choices of voters and those who elect to compete for such a position. As a result, scrutinizing candidates becomes difficult and often, in the case of non-competitive elections, not done at all. Arlington's past 17 elections for Town Clerk have been competitive less than 30% of the time. While neither system can guarantee that qualified and competent candidates will be selected, there is no way to prevent unqualified or ill-prepared candidates from being elected if they are the only choice voters have in historically uncompetitive elections.

Any meaningful vetting of skilled candidates requires an applicant pool of sufficient size. Limiting the size of the pool by confining it to the population of a particular jurisdiction creates a competitive disadvantage in seeking talent. When recruiting for a position that requires a specific and technical expertise, such as a chief election officer or town clerk, that disadvantage can become more acute. When a position is elected, the pool is limited to the voting age population of any given municipality. According to American Community Survey (ACS) data, Arlington alone had a *civilian labor force* of 26,583 in 2020. Theoretically, this approximates the maximum potential pool of candidates for any elected position in the Town. Should the applicant pool be expanded to just Middlesex County (let alone the full Greater Boston area) the civilian employed population aged 16 and over contains approximately 888,786. As obvious as it seems, Arlington's pool of potential town clerks is significantly smaller than the Middlesex County pool by comparison. ACS estimates Arlington's pool of those currently serving in the *professional, scientific, and technical services* occupations (NAICS Code 54)¹⁰ amounts

⁹ All competitive races for Town Clerk occurred when the incumbent was not seeking re-election

¹⁰ NAICS Code 54 was chosen as it appears to most broadly coalesce with the skills and background education and experiences required to fulfill the duties of a town clerk. Within the framework of this industry sector are those involved in legal services and administrative management. While this framework broadly includes other technical fields and hard sciences, it is used as a general guide to indicate the comparatively limited nature of candidates for Arlington Town Clerk should candidates be required to reside within the Town

to just 6,229. The same talent pool of such occupations in Middlesex County is approximately 170,341. By expanding the eligibility of these positions to those within commuting distance, the potential pool of candidates expands dramatically and can ensure a sufficient number of applicants to be properly vetted.¹¹

FINDING 12 – Low voter turnout and the complex nature of the position make it relatively difficult for the public to evaluate the performance of Town Clerk duties.

Town election data provided by the Arlington Town Clerk’s office illustrates the concern that low voter turnout makes it difficult for the public to evaluate the performance of the Clerk’s varied and complex duties, which are noted throughout this report. Although like other municipalities’ voter turnout percentages in the Commonwealth, it is concerning that the majority of Arlington’s registered voters have not voted in the past five elections. The highest rate of participation occurred in 2020

Town Election Data: 2018-2022		
Election Year	Number of Voters	Percentage of Register Voters
2022	4,755	14.81%
2021	6,341	19.69%
2020	11,251	35.12%**
2019	6,158	19.87%
2018	4,853	15.86%

*Vote by mail during the pandemic and postcard was mailed to request ballot increased turnout.

*Last election with Office of the Town Clerk on the ballot.

While a local effort is made to educate voters, generally voters make their judgments about candidates based on how the candidates choose to articulate their views on the office. Local efforts to share candidate information with voters include League of Women Voters of Arlington (LWVA) booklet with candidates’ responses to questions posed by voters and an LWVA Candidate night-forum for town-wide offices that is broadcast by local cable. An Arlington volunteer-run news site, YourArlington.com also posts candidates statements. Additionally, Arlington Community Media, Inc. records candidate statements and hosts debates for contested town wide offices. Many candidates for local office utilize mailings to targeted groups of voters, create website, host in-person and Zoom meetings, and utilize social media. None-the-less, the information remains candidate driven and, understandably, meant to cast the candidate in the best light. A process that does not necessarily focus on job performance.

FINDING 13 – It is important for the effective functioning of Town government that the Town Clerk interact and cooperate regularly with other Town officials.

Ten of the 18 interviewees expressed the view that having a Town Clerk who is connected to the rest of the management team of the town is important for the effective functioning of local municipal government and sustaining healthy professional relationships including communication with other department heads, co-workers, and customers. Four interviewees expressed that they prefer the Arlington Town Clerk remain independent of the rest of the Town Hall management team, and four did not offer an opinion on this matter.

exclusively.

¹¹ *Arlington, MA & Middlesex County Economic Data*. American Community Survey. Accessed July 11, 2022. data.census.gov.

The interviewees who noted that it is important for the Town Clerk to interact and cooperate regularly with other town officials cited the following reasons:

- Create an environment where colleagues feel comfortable asking for information and/or assistance and improve cross-department communication;
- Improve staff functionality across departments and standardize technology use and other Clerk services;
- Hold Town Clerk and the Clerk's office staff to the same standard as other municipal departments, which creates equity in the workplace;
- Lead to better Town Hall efficiency and integration in the daily administration of municipal services;
- Build accountability, camaraderie, and interaction with other municipal departments.

FINDING 14 – The Arlington Town Clerk's Office has been slow to adopt technology to aid in record keeping and customer service.

While the majority of those interviewed noted that the adoption, and use, of technology is improving under the direction of the current Town Clerk, they also almost universally stated that technology has historically lagged current Arlington municipal standards deployed in other departments. Technology use and advancement has also, interviewees noted, varied and been dependent upon who holds the Town Clerk position at a given time.

The Project Team researched the Arlington Town website. Most Arlington Town Hall departments historically have, and still do, offer a full suite of online bill pay options for residents including personal property taxes, motor vehicle taxes, parking tickets, water and sewer bills, school fees, and real estate taxes. The Town Clerk's office has lagged in this area with the office beginning to offer online ordering and payment options in two customer service areas: dog licenses and vital records requests, as of July 2022. The Town Clerk's office does also provide a link on their Town website page to download other appropriate applications, including business certificates (DBA's) and mail them in or visit the office to complete them.

Additionally, the Project Team also documented concerns from many interviewees that recordkeeping itself needs to be digitized and/or organized for the efficient storage of both historic and vital records. The current Clerk noted that there are numerous records currently manually stored in the basement of the Town Hall, which makes it difficult to respond to public records and customer service requests in a timely manner.

FINDING 15 – The performance of the Town Clerk's office was generally and historically described as adequate by a majority of those interviewed.

It was acknowledged by a majority of those interviewed that most essential functions of the Town Clerk's office are being accomplished and legal requirements are being met under the guidance of the current Town Clerk. It was also described, however, by nine interviewees, that the Town Clerk's performance has historically been "adequate" across the numerous Clerks elected since 1975, and that competency has been very dependent upon who is holding the office at a given time. Interviewees noted areas of concern, including the need to advance technology, offer online services for Town Clerk services, and improve recordkeeping of historic records, vital records, legal filings and more. Other concerns noted by interviewees included the need for increased delineation of daily responsibilities and cross-training of Town Clerk and staff responsibilities. The majority of those interviewed noted that customer service at the counter and via telephone are well handled. Finally, almost 100% of those interviewed noted that, under the guidance of the current Town Clerk, areas of concern are improving.

FINDING 16 – The process to replace an elected Town Clerk, per the Arlington Town Manager Act, is inherently different than the process to replace an appointed Town Clerk.

The Arlington Town Clerk is currently elected for a three-year term and accountable to the voters at an election. There is no way to remove the Town Clerk without a voluntary resignation or retirement except a recall election. Recall elections are purposefully difficult to ensure that elected officials are only recalled for good cause. Of course, the Clerk could choose to resign, and a special election would be held. The details regarding the potential recall of an Arlington elected official, including the Town Clerk, can be found in the *Arlington Town Manager Act through Chapter 10 of the Acts of 2022, Sections 36 – 44*. The Act states:

SECTION 36. Holder of an Elective Office may be recalled.

Any holder of an elective office may be recalled therefrom by the registered voters of the Town as herein provided.

SECTION 37. Recall Petition, Preparation, Filing.

Any fifty registered voters of the Town may file with the Town Clerk an affidavit containing the name of the officer sought to be recalled and a statement of the grounds for recall. The Town Clerk shall thereupon deliver to said voters making the affidavit copies of petition blanks demanding such recall, printed forms of which the Town Clerk shall keep available. The blanks shall be issued by the Town Clerk with the signature and official seal attached thereto. They shall be dated, shall be addressed to the Select Board, and shall contain the names of the fifty persons to whom they are issued, the name of the person whose recall is sought, the grounds of recall as stated in the affidavit, and shall demand the election of a successor in said office. A copy of the petition shall be entered in a record book to be kept in the Office of the Town Clerk. The recall petition shall be returned and filed with the Town Clerk within twenty days after the filing of the affidavit and shall have been signed by at least twenty per cent of the registered voters of the Town, who shall add to their signatures the street and number, if any, of their residences.

The Town Clerk shall submit the petition to the Registrars of Voters in the Town, and the Registrars shall forthwith certify thereon the number of signatures which are names of registered voters of the Town.

SECTION 38. Removal and Election - *If the petition shall be found and certified by the Town Clerk to be sufficient, the Town Clerk shall submit the same with said certificate to the Select Board without delay, and the Select Board shall forthwith give written notice of the receipt of the certificate to the officer sought to be recalled, and shall, if the officer does not resign within five days thereafter, thereupon order an election to be held on a Tuesday fixed by them not less than twenty-five nor more than thirty-five days after the date of the Town Clerk's certificate that a sufficient petition is filed; provided, however, that if any other town election is to occur within sixty days after the date of the certificate, the Select Board shall postpone the holding of the recall election to the date of such other election. If a vacancy occurs in said office after a recall election has been ordered, the election shall nevertheless proceed as provided in this act.*

SECTION 39. Nomination of Candidates - *The question of recalling any number of officers may be submitted at the same election. But as to each officer whose recall is sought there shall be a separate ballot. The nomination of candidates to succeed an officer whose recall is sought, the publication of the warrant for the recall election and the conduct of such election shall all be in accordance with the provisions of the General Laws applicable thereto.*

SECTION 40. Ballots - *Ballots used in a recall election shall submit the following propositions in the order indicated: Against the recall of (name of officer). For the recall of (name of officer).*

Immediately at the right of each proposition there shall be a square in which the voter, by making a cross mark (X), may vote for either of the said propositions. Under the proposition shall appear the word "Candidates," the directions to voters required by section four of chapter fifty-four A of the General Laws, and beneath this the names of candidates nominated as hereinbefore provided.

SECTION 41. Election - *If a majority of the votes cast on the question of recalling an officer shall be against their recall, they shall continue in office but subject to recall as provided in this act. If a majority of such votes be for the recall of the officer designated on the ballot, they shall, regardless of any defects in the recall petition be deemed removed from office. When an*

officer is recalled from office, the candidate to succeed the officer recalled shall be determined in accordance with the provisions of General Laws applicable thereto.

SECTION 42. Election in Event of Resignation - *If an office in regard to which a sufficient recall petition is filed becomes vacant before the ballots are printed, the election shall be held as hereinbefore provided, except that the title of the ballot shall be "Town Election", that the propositions in regard to the recall shall be omitted from the ballot, and that above the names of the candidates there shall appear on the ballot the words "Candidates to succeed (Name of officer) resigned." (If they resigned their office.)*

SECTION 43. Subsequent Recall - *No recall petition shall be filed against an officer within three months after they take office, nor in the case of an officer subjected to a recall election and not recalled thereby, until at least three months after the election at which their recall was submitted to the voters of the Town.*

SECTION 44. PERSON RECALLED NOT TO BE APPOINTED TO ANY TOWN OFFICE WITHIN TWO YEARS - *No person who has been recalled from an office, or who has resigned from office while recall proceedings were pending against them, shall be appointed to any town office within two years after such recall or such resignation.*

In contrast, the process to remove an Appointed Town Clerk would follow standardized human resources protocol that the Town, as managed by the Town Manager and Human Resources Director, follow uniformly with all department heads and staff. Routinely, Human Resources strategies and steps include determining employee goals and benchmarks, regular employee reviews, counseling as needed, multiple verbal and written warnings, and, making every possible effort to resolve an issue before an employee is removed from office. An Appointed Clerk would be held to the same standards as other department heads and have a clear reporting structure.

FINDING 17 – The Arlington Town Clerk is not currently responsible for public records access or open meeting law compliance.

As noted in General Finding 7 above, the Clerk serves as the Public Records Access officer in eight of the 10 peer communities surveyed, which is commonly considered best practice for the reasons also noted in General Finding 7. In Arlington, the Town Clerk is not currently serving as the Public Records Access officer. The Deputy Town Manager-Operations is responsible for this role for the Town. Five of those interviewed stated that it makes sense that the Town Clerk take this role because it is consistent with other Town Clerk duties; and the Town Clerk is intended to be the keeper of the town's records. General concern was expressed that, by carrying this responsibility, the Deputy Town Manager-Operations has less time to manage other important Town matters more consistent with the duties of the Town Manager's office.

Additionally, the Arlington Town Clerk does not presently assume full responsibility for following Open Meeting Law compliance in the posting of public meeting agenda and minutes in accordance with Massachusetts Public Meeting Law. The current Town Clerk stated that the job is distributed to various Town staff who work with specific boards and committees and that the official postings are to the Town website not the Town Clerk bulletin board. The Project Team reached out to the peer communities and, in 8 of the 10 peer communities, the Clerks stated they assume full responsibility for the compliant positing of public meeting agendas and minutes. The Project Team believes it is in the best interest of a local municipality to assign this responsibility to one entity within the town of Arlington to ensure process consistency and compliance with MGL.

APPENDICES

APPENDIX A

Peer Municipalities Provided by the Town of Arlington for Comparison

Towns	Proximity to Arlington (Miles)	Pop Density in sq mi	Pop DLS 2020	Per Capita Income	# of Voters	Govt Form	Elect vs. Appt	Chief Election Officer	Public Records Officer	Posting agendas, minutes for town boards	Registrar of Vital Stats	Licensing Officer
Arlington	0	8327	46, 308	\$63,578	32,209	REP	Elected	Yes	No	Part of Process	Yes	Yes
Belmont	2	5317	27, 295	\$73,908	17, 831	REP	Elected	Yes	Yes	Part of Process	Yes	Yes
Brookline	9	8701	63,191	\$74,549	40,150	REP	Elected	Yes	Yes	Yes	Yes	Yes
Lexington	5	1910	30,722	\$87,869	22,464	REP	Appointed	Yes	No	Yes	Yes	Yes
Milton	17	2076	28,630	\$58,520	20,126	REP	Elected	Yes	Yes	Yes	Yes	Yes
Natick	21	2207	37,006	\$63,018	24,182	REP	Elected	Yes	No	Yes	Yes	Yes
Needham	15	2351	32,091	\$80,532	23,836	REP	Elected	Yes	Yes	Yes	Yes	Yes
North Andover	27	1077	30,915	\$56,552	21,523	Open	Appointed	Yes	No	Part of Process	Yes	Yes
Reading	13	2519	25,518	\$61,227	20,002	REP	Appointed	Yes	Yes	Yes	Yes	Yes
Stoneham	7	3561	23,244	\$51,962	17,480	Open	Elected	Yes	Yes	Yes	Yes	Yes
Winchester	3	3828	22,970	\$84,353	16,000	Open	Appointed	Yes	Yes	Yes	Yes	Yes

APPENDIX B

Municipalities with Populations within 75% to 125% of the Town of Arlington

Municipality	County	Form of Government	2020 Population	2019 DOR Income Per Capita	Land Area	Population Density	Appointed v Elected TC	Appointing Authority
Amherst	HAMPSHIRE	REP TOWN MEETING	39,263	19,441	27.60	1,423	APPOINTED	TOWN MANAGER
Andover	ESSEX	OPEN TOWN MEETING	36,569	87,282	30.85	1,185	APPOINTED	TOWN MANAGER
Arlington	MIDDLESEX	REP TOWN MEETING	46,308	65,927	5.15	8,992	ELECTED	VOTERS
Attleboro	BRISTOL	COUNCIL AND ALDERMAN	46,461	34,583	26.81	1,733	ELECTED	VOTERS
Barnstable	BARNSTABLE	COUNCIL AND ALDERMAN	48,916	41,054	59.80	818	ELECTED	VOTERS
Beverly	ESSEX	COUNCIL AND ALDERMAN	42,670	50,335	15.09	2,828	APPOINTED	CITY COUNCIL
Billerica	MIDDLESEX	REP TOWN MEETING	42,119	42,563	25.57	1,647	ELECTED	VOTERS
Braintree	NORFOLK	MAYOR	39,143	44,498	13.75	2,847	APPOINTED	TOWN COUNCIL
Chelmsford	MIDDLESEX	REPTOWN MEETING	36,392	56,760	22.37	1,627	APPOINTED	TOWN MANAGER
Chelsea	SUFFOLK	COUNCIL AND ALDERMAN	40,787	21,162	2.21	18,456	APPOINTED	CITY MANAGER
Everett	MIDDLESEX	COUNCIL AND ALDERMAN	49,075	22,806	3.43	14,308	APPOINTED	CITY COUNCIL
Fitchburg	WORCESTER	OPEN TOWN MEETING	41,946	21,698	27.83	1,507	APPOINTED	CITY COUNCIL
Holyoke	HAMPDEN	COUNCIL AND ALDERMAN	38,238	19,720	21.28	1,797	ELECTED	VOTERS
Leominster	WORCESTER	COUNCIL AND ALDERMAN	43,782	29,996	28.81	1,520	APPOINTED	CITY COUNCIL
Marlborough	MIDDLESEX	COUNCIL AND ALDERMAN	41,793	36,482	20.87	2,003	APPOINTED	CITY COUNCIL
Methuen	ESSEX	COUNCIL AND ALDERMAN	53,059	32,038	22.25	2,385	APPOINTED	CITY COUNCIL
Natick	MIDDLESEX	REP TOWN MEETING	37,006	62,985	14.95	2,475	ELECTED	VOTERS
Peabody	ESSEX	COUNCIL AND ALDERMAN	54,481	35,613	16.21	3,361	APPOINTED	CITY COUNCIL
Pittsfield	BERKSHIRE	COUNCIL AND ALDERMAN	43,927	27,686	40.47	1,085	ELECTED	VOTERS
Salem	ESSEX	COUNCIL AND ALDERMAN	44,480	33,601	8.28	5,372	APPOINTED	CITY COUNCIL
Shrewsbury	WORCESTER	REP TOWN MEETING	38,325	59,686	20.73	1,849	APPOINTED	SELECT BOARD
Watertown	MIDDLESEX	COUNCIL AND ALDERMAN	35,329	53,770	3.99	8,854	APPOINTED	CITY MANAGER
Westfield	HAMPDEN	COUNCIL AND ALDERMAN	40,834	30,014	46.32	882	APPOINTED	CITY COUNCIL
Woburn	MIDDLESEX	COUNCIL AND ALDERMAN	40,876	44,751	12.64	3,234	APPOINTED	CITY COUNCIL

APPENDIX C

List of Municipalities with Elected v. Appointed Clerks

Provided by Secretary of State's Election Division, excerpted from VRIS, May 2022

Name of Municipality	Title	Elected v Appointed	Name of Municipality	Title	Elected v Appointed
ABINGTON	TOWN CLERK	E	MELROSE	ELECTIONS ADMINISTRATOR	A
ACTON	TOWN CLERK	A	MENDON	TOWN CLERK	E
ACUSHNET	TOWN CLERK	E	MERRIMAC	TOWN CLERK	E
ADAMS	TOWN CLERK	E	METHUEN	CITY CLERK	A
AGAWAM	TOWN CLERK	A	MIDDLEBOROUGH	TOWN CLERK	A
ALFORD	TOWN CLERK	E	MIDDLEFIELD	TOWN CLERK	E
AMESBURY	CITY CLERK	A	MIDDLETON	TOWN CLERK	E
AMHERST	TOWN CLERK	A	MILFORD		E
ANDOVER	TOWN CLERK	A	MILLBURY	TOWN CLERK	A
AQUINNAH	TOWN CLERK	E	MILLIS	TOWN CLERK	E
ARLINGTON	TOWN CLERK	E	MILLVILLE	TOWN CLERK	E
ASHBURNHAM	TOWN CLERK	A	MILTON	TOWN CLERK	E
ASHBY	TOWN CLERK	E	MONROE	TOWN CLERK	E
ASHFIELD	TOWN CLERK	A	MONSON	TOWN CLERK	E
ASHLAND	TOWN CLERK	A	MONTAGUE	TOWN CLERK	E
ATHOL	TOWN CLERK	A	MONTEREY	TOWN CLERK	A
ATTLEBORO	OFFICE MANAGER	A	MONTGOMERY	TOWN HALL	A
AUBURN	TOWN CLERK	E	MOUNT WASHINGTON	TOWN CLERK	E
AVON	TOWN CLERK	E	NAHANT	TOWN CLERK	E
AYER	TOWN CLERK	A	NANTUCKET	TOWN & COUNTY CLERK	E
BARNSTABLE	TOWN CLERK	E	NATICK	TOWN CLERK	E
BARRE	TOWN CLERK	E	NEEDHAM	TOWN CLERK	E
BECKET	TOWN CLERK	E	NEW ASHFORD	TOWN CLERK	A
BEDFORD	TOWN CLERK	A	NEW BEDFORD	ELECTION COMMISSIONER	A
BELCHERTOWN	TOWN CLERK	E	NEW BRAINTREE	TOWN CLERK	E
BELLINGHAM	TOWN CLERK	E	NEW MARLBOROUGH	TOWN CLERK	E
BELMONT	TOWN CLERK	E	NEW SALEM	TOWN CLERK	E
BERKLEY	TOWN CLERK	E	NEWBURY	TOWN CLERK	E
BERLIN	TOWN CLERK	E	NEWBURYPORT	CITY CLERK	A
BERNARDSTON	TOWN CLERK	A	NEWTON	CITY CLERK	A
BEVERLY	CITY CLERK	A	NORFOLK	TOWN CLERK	E
BILLERICA	TOWN CLERK	E	NORTH ADAMS	CITY CLERK	A
BLACKSTONE	TOWN CLERK	E	NORTH ANDOVER	TOWN CLERK	A
BLANDFORD	TOWN CLERK	A	NORTH ATTLEBOROUGH	ELECTIONS COORDINATOR	A

Name of Municipality	Title	Elected v Appointed	Name of Municipality	Title	Elected v Appointed
BOLTON	TOWN CLERK	E	NORTH BROOKFIELD	TOWN CLERK	E
BOURNE	ASST. TOWN CLERK	E	NORTH READING	TOWN CLERK	A
BOXBOROUGH	TOWN CLERK	A	NORTHAMPTON	CITY CLERK/REGISTRAR	A
BOXFORD	TOWN CLERK	E	NORTHBOROUGH	TOWN CLERK	A
BOYLSTON	TOWN CLERK	E	NORTHBRIDGE	TOWN CLERK	A
BRAINTREE	TOWN CLERK	A	NORTHFIELD	TOWN CLERK	E
BREWSTER	TOWN CLERK	A	NORTON	TOWN CLERK	A
BRIDGEWATER	TOWN CLERK	E	NORWELL	TOWN CLERK	E
BRIMFIELD	TOWN CLERK	E	NORWOOD	TOWN CLERK	A
BROCKTON	EXECUTIVE DIRECTOR	A	OAK BLUFFS	TOWN CLERK	E
BROOKFIELD	TOWN CLERK	E	OAKHAM	TOWN CLERK	E
BROOKLINE	TOWN CLERK	E	ORANGE	TOWN CLERK	E
BUCKLAND	TOWN CLERK	E	ORLEANS	TOWN CLERK	A
BURLINGTON	TOWN CLERK	E	OTIS	TOWN CLERK	E
CANTON	TOWN CLERK	E	OXFORD	TOWN CLERK	A
CARLISLE	TOWN CLERK	E	PALMER	TOWN CLERK	A
CARVER	TOWN CLERK	E	PAXTON	TOWN CLERK	A
CHARLEMONT	TOWN CLERK	A	PEABODY	CITY CLERK	E
CHARLTON	TOWN CLERK	E	PELHAM	TOWN CLERK	A
CHATHAM	TOWN CLERK	A	PEMBROKE	TOWN CLERK	E
CHELMSFORD	TOWN CLERK	A	PEPPERELL	TOWN CLERK	A
CHELSEA	CITY CLERK	A	PERU	TOWN CLERK	E
CHESHIRE	TOWN CLERK	E	PETERSHAM	TOWN CLERK	E
CHESTER	TOWN CLERK	A	PHILLIPSTON	TOWN CLERK	E
CHESTERFIELD	TOWN CLERK	E	PITTSFIELD	CITY CLERK	E
CHICOPEE	REGISTRAR OF VOTERS	A	PLAINFIELD	TOWN CLERK	E
CHILMARK	TOWN CLERK	A	PLAINVILLE	TOWN CLERK'S OFFICE	E
CLARKSBURG	TEMP TOWN CLERK	A	PLYMOUTH	ACTING TOWN CLERK	A
CLINTON	TOWN CLERK	E	PLYMPTON	TOWN CLERK	E
COHASSET	TOWN CLERK	E	PRINCETON	TOWN CLERK	A
COLRAIN	TOWN CLERK	E	PROVINCETOWN	TOWN CLERK	A
CONCORD	TOWN CLERK	A	QUINCY	CITY CLERK	A
CONWAY	TOWN CLERK	E	RANDOLPH	TOWN CLERK/REGISTRAR	A
CUMMINGTON	TOWN CLERK	A	RAYNHAM	TOWN CLERK/REGISTRAR	E
DALTON	TOWN CLERK	E	READING	TOWN CLERK	A
DANVERS	TOWN CLERK	A	REHOBOTH	TOWN CLERK	E
DARTMOUTH	TOWN CLERK	E	REVERE	ELECTION COMMISSIONER	A
DEDHAM	TOWN CLERK	E	RICHMOND	TOWN CLERK	A
DEERFIELD	ASSISTANT TOWN CLERK	A	ROCHESTER	TOWN CLERK	E
DENNIS	DENNIS TOWN CLERK	E	ROCKLAND	TOWN CLERK	E

Name of Municipality	Title	Elected v Appointed	Name of Municipality	Title	Elected v Appointed
DIGHTON	TOWN CLERK	A	ROCKPORT	TOWN CLERK	E
DOUGLAS	TOWN CLERK	E	ROWE	TOWN CLERK	E
DOVER	TOWN CLERK	E	ROWLEY	TOWN CLERK	E
DRACUT	TOWN CLERK	A	ROYALSTON	TOWN CLERK	E
DUDLEY	TOWN CLERK	E	RUSSELL	TOWN CLERK	E
DUNSTABLE	TOWN CLERK CMMC	E	RUTLAND	TOWN CLERK	E
DUXBURY	TOWN CLERK	E	SALEM	CITY CLERK	A
EAST BRIDGEWATER	TOWN CLERK	E	SALISBURY	TOWN CLERK	A
EAST BROOKFIELD	TOWN CLERK	E	SANDISFIELD	TOWN CLERK	A
EAST LONGMEADOW	TOWN CLERK	A	SANDWICH	TOWN CLERK	E
EASTHAM	TOWN CLERK	E	SAUGUS	TOWN CLERK	A
EASTHAMPTON	CITY CLERK	A	SAVOY	TOWN CLERK	E
EASTON	TOWN CLERK	A	SCITUATE	TOWN CLERK	E
EDGARTOWN	TOWN CLERK	A	SEEKONK	TOWN CLERK	E
EGREMONT	TOWN CLERK	E	SHARON	TOWN CLERK	E
ERVING	TOWN CLERK	E	SHEFFIELD	TOWN CLERK	A
ESSEX	TOWN CLERK	A	SHELBURNE	TOWN CLERK	E
EVERETT	DIRECTOR OF ELECTIONS	A	SHERBORN	TOWN CLERK	E
FAIRHAVEN	TOWN CLERK	E	SHIRLEY	TOWN CLERK	E
FALL RIVER	CHAIRMAN	A	SHREWSBURY	TOWN CLERK	A
FALMOUTH	TOWN CLERK	E	SHUTESBURY		E
FITCHBURG	CITY CLERK	A	SOMERSET	TOWN CLERK	E
FLORIDA	TOWN CLERK	E	SOMERVILLE	ELECTION COMMISSIONER	A
FOXBOROUGH	TOWN CLERK	E	SOUTH HADLEY	TOWN CLERK	A
FRAMINGHAM	CITY CLERK	A	SOUTHAMPTON	TOWN CLERK	E
FRANKLIN	TOWN CLERK	A	SOUTHBOROUGH	TOWN CLERK	E
FREETOWN	TOWN CLERK	E	SOUTHBRIDGE		E
GARDNER	CITY CLERK	A	SOUTHWICK	TOWN CLERK	A
GEORGETOWN	TOWN CLERK	E	SPENCER	TOWN CLERK	E
GILL	TOWN CLERK	E	SPRINGFIELD	ELECTION COMMISSIONER	A
GLOUCESTER	CITY CLERK	A	STERLING	TOWN CLERK	A
GOSHEN	TOWN CLERK	E	STOCKBRIDGE	TOWN CLERK	E
GOSNOLD	TOWN CLERK	E	STONEHAM	TOWN CLERK	E
GRAFTON	TOWN CLERK	E	STOUGHTON	TOWN CLERK	A
GRANBY	TOWN CLERK	E	STOW	TOWN CLERK	A
GRANVILLE	TOWN CLERK	E	STURBRIDGE	TOWN CLERK	E
GREAT BARRINGTON	TOWN CLERK	A	SUDBURY	TOWN CLERK	A
GREENFIELD	CITY CLERK	A	SUNDERLAND	TOWN CLERK	E
GROTON	TOWN CLERK	A	SUTTON	TOWN CLERK	A
GROVELAND	TOWN CLERK	E	SWAMPSCOTT	TOWN CLERK	A

Name of Municipality	Title	Elected v Appointed	Name of Municipality	Title	Elected v Appointed
HADLEY	TOWN CLERK	E	SWANSEA	TOWN CLERK	E
HALIFAX	TOWN CLERK	E	TAUNTON	DIRECTOR OF ELECTIONS	A
HAMILTON	TOWN CLERK	E	TEMPLETON	TOWN CLERK	E
HAMPDEN	TOWN CLERK	E	TEWKSBURY	TOWN CLERK	A
HANCOCK	TOWN CLERK	E	TISBURY	TOWN CLERK	E
HANOVER	TOWN CLERK	E	TOLLAND	TOWN CLERK	E
HANSON	TOWN CLERK	E	TOPSFIELD	TOWN CLERK	A
HARDWICK	TOWN CLERK	E	TOWNSEND	TOWN CLERK	E
HARVARD	TOWN CLERK	A	TRURO	TOWN CLERK	A
HARWICH	TOWN CLERK	E	TYNGSBOROUGH	TOWN CLERK	E
HATFIELD	TOWN CLERK	E	TYRINGHAM	TOWN CLERK	E
HAVERHILL	CITY CLERK	A	UPTON	TOWN CLERK	A
HAWLEY	TOWN CLERK	E	UXBRIDGE	TOWN CLERK	A
HEATH	TOWN CLERK	E	WAKEFIELD	TOWN CLERK	E
HINGHAM	TOWN CLERK	E	WALES	TOWN CLERK	E
HINSDALE	TOWN CLERK	E	WALPOLE	TOWN CLERK	A
HOLBROOK	TOWN CLERK	E	WALTHAM	CITY CLERK	A
HOLDEN	TOWN CLERK	A	WARE	TOWN CLERK	A
HOLLAND	TOWN CLERK	E	WAREHAM	TOWN CLERK	E
HOLLISTON	TOWN CLERK	E	WARREN	TOWN CLERK	E
HOLYOKE	CITY CLERK	E	WARWICK	JOHN PAGANETTI	E
HOPEDALE	TOWN CLERK	E	WASHINGTON	TOWN CLERK	E
HOPKINTON	TOWN CLERK	E	WATERTOWN	CITY CLERK	A
HUBBARDSTON	TOWN CLERK	A	WAYLAND	TOWN CLERK	E
HUDSON	TOWN CLERK	A	WEBSTER	TOWN CLERK	E
HULL	TOWN CLERK	E	WELLESLEY	TOWN CLERK	E
HUNTINGTON	TOWN CLERK	E	WELLFLEET	TOWN CLERK	A
IPSWICH	TOWN CLERK	A	WENDELL	TOWN CLERK	A
KINGSTON	TOWN CLERK	E	WENHAM	TOWN CLERK	E
LAKEVILLE	TOWN CLERK	E	WEST BOYLSTON	TOWN CLERK	A
LANCASTER	TOWN CLERK	A	WEST BRIDGEWATER	TOWN CLERK	E
LANESBOROUGH	TOWN CLERK	A	WEST BROOKFIELD	TOWN CLERK	E
LAWRENCE	CITY CLERK	A	WEST NEWBURY	TOWN CLERK	A
LEE	TOWN CLERK	A	WEST SPRINGFIELD	TOWN CLERK	A
LEICESTER	TOWN CLERK	E	WEST STOCKBRIDGE	TOWN CLERK	E
LENOX	TOWN CLERK	A	WEST TISBURY	TOWN CLERK	E
LEOMINSTER	CITY CLERK	A	WESTBOROUGH	TOWN CLERK	E
LEVERETT	TOWN CLERK	E	WESTFIELD	CITY CLERK	A
LEXINGTON	TOWN CLERK	A	WESTFORD	TOWN CLERK	A
LEYDEN	TOWN CLERK	E	WESTHAMPTON	TOWN CLERK	A
LINCOLN	TOWN CLERK	E	WESTMINSTER	TOWN CLERK	E

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LITTLETON	TOWN CLERK	E	WESTON	TOWN CLERK	A
LONGMEADOW	TOWN CLERK	A	WESTPORT	TOWN CLERK	E
LOWELL	ELECTION CLERKS	A	WESTWOOD	TOWN CLERK	E
LUDLOW	TOWN CLERK	E	WEYMOUTH	TOWN CLERK	A
LUNENBURG	TOWN CLERK	E	WHATELY	TOWN CLERK	A
LYNN	ELECTION CHAIRMAN	A	WHITMAN	TOWN CLERK	E
LYNNFIELD	TOWN CLERK	A	WILBRAHAM	TOWN CLERK	E
MALDEN	CITY CLERK/REGISTRAR	A	WILLIAMSBURG	TOWN CLERK	E
MANCHESTER-BY-THE-SEA	TOWN CLERK	A	WILLIAMSTOWN	TOWN CLERK	A
MANSFIELD	TOWN CLERK	A	WILMINGTON	TOWN CLERK	A
MARBLEHEAD	TOWN CLERK	E	WINCHENDON	TOWN CLERK	A
MARION	TOWN CLERK	A	WINCHESTER	TOWN CLERK	A
MARLBOROUGH	CITY CLERK	A	WINDSOR	TOWN CLERK	E
MARSHFIELD	TOWN CLERK	E	WINTHROP	TOWN CLERK	A
MASHPEE	TOWN CLERK	E	WOBURN	CITY CLERK	A
MATTAPOISETT	TOWN CLERK	E	WORCESTER	CITY CLERK	A
MAYNARD	TOWN CLERK	A	WORTHINGTON	TOWN CLERK	E
MEDFIELD	TOWN CLERK	E	WRENTHAM	TOWN CLERK	E
MEDFORD	ELECTION COORDINATOR	A	YARMOUTH	TOWN CLERK	A
MEDWAY	TOWN CLERK	A			