Four Centuries Young

The Case For a Planning Department in Winthrop

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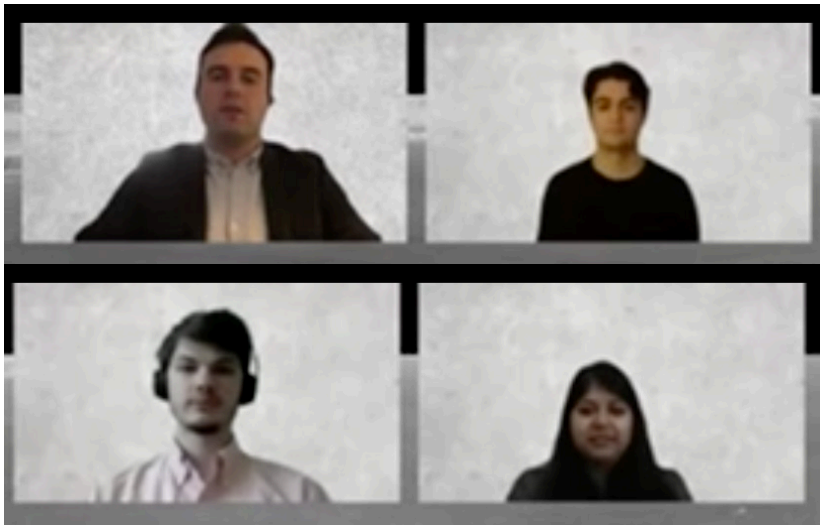

Figure 2: The Second Half of our Work was Conducted Entirel Remotely. Image Credit: Ethan Pepin

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Executive Summary

EXECUTIVE SUMMARY

Settled in 1630, the Town of Winthrop, Massachusetts is one of the oldest communities in the Commonwealth and the United States as a whole. Winthrop residents, many born and raised in the town, take great pride in its small town coastal spirit (Wallerce 2020). The community is currently inward-looking but must prepare for inevitable change as long as the Boston metropolitan area continues its pattern of rapid growth (Faison 2020). With these upcoming challenges in mind, members of the town government approached the Tufts University Department of Urban and Environmental Policy and Planning (UEP), proposing that students research the possibility of creating a municipal planning department. Tufts assigned the project to four students (the UEP team) in its Field Projects course.

The UEP team broke the project into two sections: first, an investigation into the value of a municipal planning department, supported by literature and interviews with planning professionals, and second, a research-informed blueprint that describes what Winthrop's planning department look like.

Investigation

The UEP team's research into relevant scholarly and professional literature yielded findings that support the value of professional municipal planning in the following areas:

Good Governance:
Governance scholars find that professionalizing governmental functions such as planning can promote the public interest by providing expert guidance that effectively considers opposing perspectives and long term concerns.

Community Development:
Successful planning relies on thorough public participation, and involves collaboratively forming a cohesive vision of a community's goals and vision. This can include historical, cultural and landmark preservation, as well as preserving intangible qualities such as a town's 'quaint, coastal' character, for example.

Growth Management:
Municipalities can use planning to manage growth by encouraging development which is both efficient and equitable.

Economic Development:
Developers cite 'uncertainty' as one of the biggest barriers to development, and standardizing and modernizing the development process can bring economic rewards.

Climate Change:
Professional planning can effectively incorporate long term problems such as sea level rise into day-to-day decision making, ensuring that risks are minimized where possible and catastrophic outcomes are preempted.

In addition to its review of scholarly and professional literature, the UEP team conducted interviews with several planning professionals to hear practice-based perspectives.

The team selected 30 municipalities with similar qualities as Winthrop (budget size, coastal location, proximity to Boston). From those, 8 planning professionals agreed to be interviewed.

In these interviews a few findings about the value of a professional in-house municipal planning department emerged. Chief among them was the value that municipal planners can create through grant writing. Several different planning professionals emphasized that the income that a planning department can create through federal and state grant programs often exceeds a planner's salary. Other professionals emphasized the role that their planning departments play in preparing for and mitigating climate change impacts.

"Planning departments are the first line of defense in the future." - Nancy Durfee, Somerset Town Planner

Other planning professionals pointed to the role that a planning department can have in improving permitting. Multiple planners cited providing a single point of contact through the development process and improving outdated and inefficient analog permitting processes as a key achievement. Other planners noted with caution that some elements of community tension were likely to emerge in cases where towns hired planners from outside the town. However, they noted the increased autonomy that in-house professional municipal planning allows; it enables municipalities to plan with their best interests as the first priority. This is a key benefit, especially when regional and local goals conflict.

Research-informed Blueprint

In light of its findings from the interviews and literature review, the UEP team views the potential for grant funding, more comprehensive climate adaptation measures, town autonomy, and growth management as the strongest justifications for a Winthrop department of Planning and Economic Development.

The UEP Team identified traits of effective planners which can be used in recruiting professional planning staff process. Ideal candidates should have many, if not all, of these traits. The Team broke the traits into personal skills and planning based skills. The personal skills most important for potential future employees were **communication skills**, **writing ability**, **interorganizational competence**, and **commitment to community**. The planning skills were *grant writing ability*, *sea level rise knowledge*, *prior planning experience*, *graduate planning education*, and *familiarity with mapping programs*.

Following the findings from interviews and a coded analysis of several planning mission statements from around Massachusetts, The UEP team recommends the following mission

statement for the Winthrop Department of Planning and Economic Development:

> *The Winthrop Planning and Economic Management Department seeks to serve Winthrop by providing technical and professional support to the community as it determines and pursues its short- and long-term goals for community preservation, economic growth, and environmental protection.*

The UEP team recommends assigning Winthrop's planning department the following responsibilities, along with more detail later in the report:

1. Applying and administering grant funding from state and federal sources
2. Producing a master plan informed by a community visioning process every 10 years
3. Providing staff support to town boards including the Board of Appeals and Planning board
4. Providing a single point of contact for developers through the development process
5. Implementing climate related policies

The UEP team conducted a financial analysis of planning departments both across the New England area as well as for communities with comparable budgets to Winthrop. A budget of around $170,000 would be competitive for a two person department, with one department head and one associate municipal planner.

The Town of Winthrop took a commendable step in seeking to understand the potential benefits of a municipal planning department. The UEP Team believes that a professional planning department is in the town's best interest, in light of the potential benefits that its research has uncovered. Should Winthrop be satisfied with this assessment, the blueprints in this document will provide a foundation for a planning department that can help prepare the municipality for the future while retaining elements of its current character.

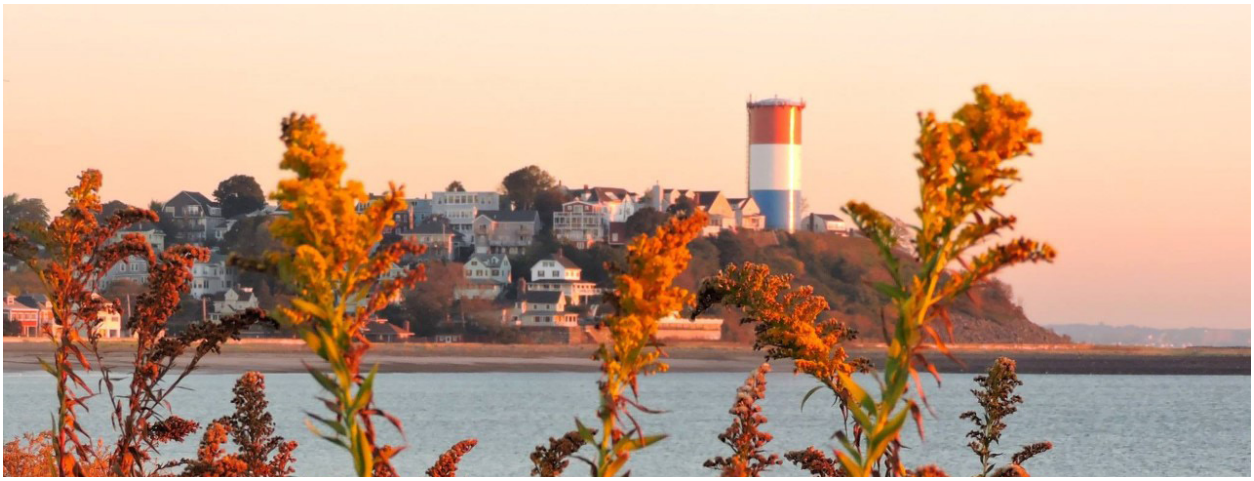

Figure 3: Fall in Winthrop. Image Credit: Town of Winthrop

Introduction

Figure 4: Winthrop Aerial View 1940s. Image Credit: Winthrop Historical Comission

INTRODUCTION

In the United States, municipal planning forms the foundation for one of the oldest forms of governance. Whether it involved Puritans grazing cattle on Boston Common (Rawson, 2010) or Utah Mormons planning settlements with specific details like road width and barn placement (Sellers, 1962), municipal planning has been a tool leaders have used to try and improve their communities (Hall, 2014). Different communities take different approaches to planning, but the core idea remains the same: municipal planning gives communities the agency to effectively manage the health, safety and welfare of its populace.

Professional planning is a labor-intensive, time-consuming approach that requires an immense amount of community participation and involvement (Garvin, 2014). Approaches to planning vary significantly across the country. In a "planned" state like Rhode Island, municipalities are required by law to adopt and maintain a comprehensive plan. In "unplanned" states like Massachusetts, that process is not mandatory. Despite this, many communities in the Commonwealth go through a planning process and employ a full time planning staff. This staff is critical to the community and appointed planning/ zoning board members, as it is often responsible for mapping out a municipality's future and making sure that governments actions align

with the community's vision for the future. In cities and towns without professional planning staff, elected officials must make decisions on a variety of niche topics such as street widths, driveway lengths, and crosswalk types. While many citizen-run

Figure 5: Damage from the Hurricane of 1938. Image Credit: Winthrop Historical Comission

planning boards within the

Commonwealth's 351 cities and towns preside over similar issues competently, professional planning can support these communities in advancing their goals (Kearney et al, 1988). Municipal planning also plays a key role in economic development, as our research has indicated that the planning process can have dramatic impacts on property values and development (Christensen, 2014).

The Town of Winthrop is working with the Tufts Department of Urban and Environmental Policy and Planning (UEP) through the Field Projects course to create the "blueprint" for a department of Planning and Economic Development and explore its potential benefits. This document is the first stage of that blueprint. It features an overview of Winthrop's history, a literature review that identifies the potential benefits of a planning department, a summary of interviews with staff members of professional planning departments already operating in the Commonwealth of Massachusetts, and an early financial analysis that assesses what Winthrop would need to create and operate a planning and economic development department.

OVERVIEW OF WINTHROP

Settled in 1630 (Clark, 1952), the Town of Winthrop is not just one of the oldest communities in Massachusetts, but one of the oldest in the country. Initially incorporated in 1852, Winthrop rewrote its charter in 2005[1] and changed its governing structure from a representative town meeting to its current council-manager system. Physically, Winthrop is located directly northeast of Logan Airport and borders both Boston and Revere. Winthrop is a small community with an estimated 18,600 people living on roughly two square miles (U.S. Census Bureau, 2018). Along with its oceanfront beach access, Winthrop's unique location within the Greater Boston area counts as one of the town's key assets.

With an increasingly competitive real estate market throughout Boston, Winthrop is experiencing significant development interest (Faison, 2020). The town has identified several key development locations, including the Central Business District and Old Middle School site (Driscoll et al, 2017), though concerns exist within the local community about how development could change Winthrop's historic, aesthetic, and community characteristics. In addition to the challenges presented by economic development, Winthrop's coastal characteristics also put the community at risk. The threat posed by rising sea levels has increased the need for the municipality to develop in-house expertise on climate change adaptation and mitigation to avoid economic loss.

Figure 6: Winthrop and Greater Boston in 1897. Image Credit: Geo H. Walker and Co.

For most of its prior planning needs, Winthrop has relied on assistance from the Metropolitan Area Planning Council[2] (MAPC) in conjunction with a planning board composed of both elected and appointed members, without its own professional planning staff. According to Winthrop Town Manager Austin Faison, MAPC has indicated that they will not continue to function as Winthrop's planning department in the future, and recommend the Town devote resources to an in-house department. In order to more effectively coordinate Winthrop's economic development, balance goals of developers with those of the local community, and plan for the future impact of climate change, the Town is looking to understand the fiscal and administrative consequences of creating a Department of Planning and Community Development.

1 In the council-manager system, administrative functions are vested in the Town Manager. Legislative and executive functions are vested in the Town Council and Council President respectively.

2 MAPC has worked with Winthrop on a variety of planning projects, including the Winthrop Community Development Plan, and the Win2030 Plan. (Vecchia, Ronald V, et al. "Winthrop Community Development Plan." Metropolitan Area Planning Council, May 2004**).**

RESEARCH QUESTIONS & GOALS

As stated above, leadership in the Town of Winthrop is taking a proactive approach to its future by exploring ways to manage its communal and economic growth in a rational and efficient manner, two approaches which scholars assert require nuance (Stone, 2012). To support Winthrop in this endeavor, the members of the field projects team (UEP Team) applied its academic skills and expertise gained from prior classwork and professional experience. The UEP Team supplemented its abilities with a comprehensive literature review and the results of interviews with other planning professionals throughout the Commonwealth of Massachusetts, to develop a "blueprint" of a Department of Planning and Community Development.

In developing a blueprint, the project team sought to answer three specific questions:

- What benefits can a professional planning department bring to Winthrop?
- How are municipal planning departments structured to serve their communities?
- What lessons can other planning professionals offer for Winthrop?

DELIVERABLES

The project team provided the Town of Winthrop three specific deliverables:

Deliverable 1: Literature Review

The UEP Team conducted a detailed review of the scholarly and professional literature. This literature review supplements interviews with local planning professionals in municipalities similar to Winthrop in size and composition. Interviewees are planning professionals employed in these comparable communities. While there are different subtopics, the review covers four broad categories:

- Planning best practices
- Planning for community development
- Planning for climate change
- Politics of planning and good governance

Deliverable 2: Department Recommendations

The research team produced a detailed report outlining the creation of a dedicated, fully staffed Department of Planning and Community Development for the Town of Winthrop. The deliverable includes the following specific items:

- Department mission statement
- Staffing structure and associated job descriptions
- Recommended department responsibilities and deliverables
- Key findings from other municipalities

Deliverable 3: Budget

To develop a budget, the project team collected publicly available statistics to

assess the cost of planning departments in other similar communities. Data will come from Massachusetts municipal budget reports as well as from national and regional planning associations. The project team will also use budget numbers provided by the Town of Winthrop.

METHODOLOGY

To help us gain a sense of how other planning departments of similar size and geography function in Massachusetts, our study involves primary and secondary research.

Scholarly and Professional Literature Review:

Having established the overarching research questions, the UEP Team conducted a literature review that sought to establish the benefits of having a planning department and how a planning department could achieve them.

As the team conducted exploratory research on this topic, five types of benefits emerged:

- Good governance
- Growth management
- Community development
- Economic development
- Climate resiliency

To find literature within these topics, the UEP Team utilized a series of benefit-specific questions. A list of these questions is located in Appendix B.

Planning Department Interviews:

Along the lines of a prepared interview guide (see Appendix A), the UEP team interviewed professionals with experience in the field of planning, a group composed primarily of municipal planners. The aim was to hear about the impact their departments have had on their town's economic or community development.

For this part of our study, the UEP team created a preliminary list of 30 cities and towns throughout Massachusetts that share geographic or demographic similarities with the Town of Winthrop. Recognizing that there could be interview exhaustion if all 30 communities agreed to speak with us, the team started by contacting five randomly-chosen municipalities. The team continued to expand that list until the marginal effort in scheduling and conducting an interview exceeded the perceived marginal gains in new information from an interview. All in all, the UEP team interviewed eight planning professionals serving a variety of communities across the Commonwealth, a list of which is provided in Appendix D.

While the hope was to conduct interviews in person, nearly all interviews took place via phone or video call as a result of the COVID19 outbreak. At least one member of the research team conducted each interview, with multiple researchers present for most. For all interviews, the team took detailed notes which were processed using a text analysis that coded different statements.

The interview questions in the appendix and included the following types of questions:

- Introductory questions
- Follow-up questions (contextual)

- Probing questions
- Specifying questions
- Direct questions
- Indirect questions
- Structuring questions

This study was excluded from the Institutional Review Board (IRB) review by the Tufts University Institutional Review Board on February 13, 2020, under IRB ID: STUDY00000290.

Financial Analysis/Budget

To establish an understanding of existing planning department financial needs, the UEP Team analyzed budgets and salaries for different planning-related positions at municipalities across the Commonwealth of Massachusetts. The team collected budget information from 30 communities in Massachusetts that shared similar attributes to Winthrop either in geographic range or population size. Not all municipalities had uploaded their budgets for the financial year of 2020, so the team took the most recent available budget, and adjusted for inflation using the Bureau of Labor Statistics' Consumer Price Index (CPI) Inflation calculator.[3] Adjusting these budgets to the Fiscal Year of 2020 allowed us to create a common ground for comparison.

Based on the conversations with Town Manager, Austin Faison, the team arbitrarily set an upper limit of budgets up to 125% of Winthrop's, equating to $80,850,476. They chose to not set a lower limit in narrowing the list down as all municipalities with a budget lower than Winthrop's would demonstrate that the creation of a planning department is possible.[4] After sorting through the preliminary list of towns with adjusted budgets and an upper limit, the analysis list was refined to a set of 16 municipalities in Massachusetts. They then conducted a statistical analysis which identified a mean, median and standard deviation for different planning-positions.

Following the creation of the list was a statistical analysis which identified a mean, median and standard deviation for different planning-positions. The team then analyzed the salaried positions under each of those 16 municipalities and sorted them into categories. As different communities had different job titles (ex: Planning Manager vs. Project Manager), the positions were grouped in four categories of Department Heads, Planners, Assistants, and Clerks based on their role within the municipality. If the department consisted of only one member, they were taken to be the Department Head.

3 Link to Consumer Prie Index inflation calculator, Bureau of Labor Statistics https://data.bls.gov/cgi-bin/cpicalc.pl

4 The logic behind this is that this document seeks to provide a blueprint for a department. If a municipality with a lower budget is capable of affording a department, it is likely that Winthrop could as well.

Findings

LITERATURE REVIEW

The literature review seeks to identify and establish foundational answers to the primary research question: What benefits can a professional planning department bring to Winthrop? It does so by first establishing that departments actually do indeed provide benefits, and then identifies specific benefits in a variety of fields.

Politics of Planning and Good Governance

In light of Winthrop's plans to hire professional planning staff for the first time, potential critics could charge that professionalizing government functions will lead to lower responsiveness. More seriously, some may argue that the accumulation of expert knowledge in public administration is fundamentally incompatible with democratic ideals and will lead to a self-serving and self-perpetuating bureaucracy. However, scholars of public governance find the opposite to be true: they maintain that professional, 'expert' public administrators are immensely valuable to governments and play an essential role in preserving modern democracy (Kearney et al 1988). Their graduate training provides them with a necessary breadth of view, and their understanding of various approaches and disciplines enables them to comprehensively pursue the public interest.

In a related argument, critics assert that planning itself is unnecessary and often harmful, as it serves only to stifle innovation and pose unnecessary financial and administrative burdens. A leading scholar in planning argues that the opposite is true: planning is necessary to perform social functions that fail to get done in an unregulated marketplace. In particular, he highlights that planning can assist with protecting the collective interest, and to represent broadly defined interests which are neglected in a struggle for individual rights (Klosterman 1985). The relevance for Winthrop here is clear: planning can help the town to prepare for long-term threats such as sea level rise which would otherwise get neglected.

The concept of 'good governance' addresses several topics that are both implicitly and explicitly bundled with hiring professional planning staff for the first time. As such, it merits examination. Underlying 'good governance' is the idea that effective organization, resources and operation of government are primary drivers of desirable economic and social development outcomes. Good governance is commonly defined along OECD guidelines as consisting of participation, transparency, accountability, rule of law, effectiveness, and equity (OECD 2007). The term stems from the field of international development yet is also frequently applied to a state and municipal context (Taylor 2016).

Generally, researchers find that these good governance principles are both relevant and effective in creating change in a municipal context. An examination of Portuguese municipal responses during the economic downturn found that good governance principles were critical in bringing about urban rehabilitation (Virtudes 2016). However, the idea of 'good governance' has been critiqued as overbroad, conceptually bloated and insufficient in generating promised outcomes. In the context of international development, 'good-enough' governance has been suggested as an alternative. In

other words, governments should focus on providing the minimal conditions of governance to allow political and economic growth to occur (Grindle 2010).

Growth Management Practices

With an understanding of planning's value in the previous section, this document now turns to evaluate different benefits of planning, starting with growth management. In the modern context, growth management emerges from the fact that many urban areas are growing at rapid rates, with much of the growth occurring in the transition-zones of existing cities. (Maheshwari et al, 2016). Such global observations are currently taking place in the metropolitan Boston region, as the region's population is expected to grow by more than 400,000 people in the coming years (O'Connell, 2013). With Winthrop being a short bus ride from the MBTA Blue Line's Orient Heights station, it will likely be one of the communities to absorb the population growth.

To manage the increase in urban growth, recent practitioners have begun implementing a strategy called "smart growth" (Nielsen, 2016). While the practice of planning inherently implies there is a "smart component"[5] a modern "smart growth" strategy involves municipal planners managing population growth through using practices like containment, mixed-use, transit and stronger regional coordination to reduce sprawling suburbs in favor of more dense, efficient development (Dierwechter, 2017). Proponents of smart growth believe that when implemented properly, these strategies could provide a variety of benefits to communities including economic development (Fillion, 2009), transportation (Wilson, 2015) and climate resilience (Reeds, 2011). As all three of these are important challenges that Winthrop currently faces Winthrop (Faison, 2020) it too could benefit from using smart growth strategies.

The concept of growth management, and specifically the role of growth management on housing, is not without its critics. One challenge that comes with population growth is pressure on real estate markets (Downs, 2004) and in the case of affordable housing, smart growth has a mixed-record with improving or maintaining affordable housing (Voith et al, 2004). Additionally, smart growth tactics have run the risk of creating economic winners and losers (Cooley and LaCivita, 1982), especially in the housing market as it can inadvertently drive up housing costs in communities (Voith et al, 2004) and spur gentrification (Dierwechter, 2008). If Winthrop wishes to avoid these kinds of negative outcomes, the key is to have the public involved in the process by building broad coalitions for a given policy (Appleyard, 2005).

Planning for Community Development

As alluded to during the smart planning section, community involvement in the planning process is a critical part of any planning department. Beyond project approval, community involvement is an opportunity to engage but also build the sense of involvement among the populace. Community Development Corporations (CDCs) are nonprofit, community-based organizations that serve areas and neighborhoods that have been neglected or underserved by their municipality. While many people believe that these

5 Theoretically all plans have an element of "smartness" as the act of creating a plan implies one is thinking rationally and strategically.

organizations provide value, it should be noted that many CDCs are hesitant to try and quantify success, and there is no comprehensive common yardstick for measuring it (Dorius, 2011). Regardless of their success, CDCs are believed to be a critical partner for planning departments (Cullingworth et al, 2009) as they bring together different stakeholders and may serve as a representative for environmental justice communities.

In addition to involving environmental justice communities, planning can serve community development goals by managing the built environment. The preservation of community institutions such as historic buildings, both private and public, is cited as a key method (Garvin, 2014). Municipalities can preserve these structures in a variety of creative ways that go beyond establishing a building as a historical landmark. One such tactic involves using air rights (Garvin, 2014), which allow for new development while simultaneously preserving the street level view. Planners can also take community values and mold policy objectives around it. For example, if a community values trees, planners can use trees to help improve streetscapes (Speck, 2018).

Planners need to be cautious as they choose which culture to preserve. In some cases, especially in well-established towns, cultural institutions build up organically over time (Garvin, 2014). Such a slow process allows for greater acceptance of a culture because it forms as a result of different social interactions. A community element naturally formed will be easier to preserve and will have more of a value to that community. Instead of deciding what to preserve for communities, planners can assist individual communities in deciding what they want to preserve. In some senses, this creates different collections of different community values in a single location and establishes a strong sense of place (Speck, 2018).

Municipal finance can be leveraged to develop community through finding ways to incorporate housing into a community (Potter et al, 2003). Financing could involve rehabilitating an old mill into a mixed use that provides affordable housing options for existing community members as well as newcomers to a neighborhood. Such an approach aligns with the concept of "equity planning"' where planners find ways to develop a community in a manner that serves all interests (Cullingworth et al, 2009).

Economic Development/ Permitting

One of the key pressures facing Winthrop is inadequate staff dedicated to economic development. Having a professional planner designated as the single point of contact for developers is a key pillar of streamlining the development process (Kimelberg 2010). However, in a smaller municipality like Winthrop, a planning department needs to balance its role in shepherding developers through the permitting process with other duties such as grant writing and assisting local officials in planning related matters. More broadly, streamlining the permitting and development process helps reduce barriers for developers, while ensuring limited planning staff are utilized efficiently. Developers typically gravitate to development opportunities where expectations and requirements are clear. Real estate professionals have identified lengthy proposal processes resulting from "uncertainty" as the biggest barrier to a

successful project. (Kimelberg 2010)

Simplifying the permitting process is a key factor in streamlining the development process and reducing uncertainty. Traditional paper methods of processing permit applications are increasingly seen as inefficient (D'Agostino et al. 2011). Since the 1980s, electronic permitting has gradually been adopted by a number of municipalities of all sizes (HUD 2002). For smaller municipalities, lowering the complexity of submitting proposals, and then tracking proposals in a central digital space which can be accessed by any relevant boards or officials, can prove hugely beneficial in increasing interdepartmental coordination, and lowering administrative costs (MARPA 2007).

Planning for Climate Change

Sea-level rise raises serious concerns for coastal communities. Rising seas and greater storm surges could force hundreds of millions of people in coastal cities from their homes, with a total cost to coastal urban areas of more than $1 trillion each year by 2050 (Global Commission on Adaptation, 2019). Planning helps improve how we make policy and investment decisions and guides their implementation. The climate challenge is both urgent and pervasive across virtually all sectors. Since many climate impacts are local, devolving planning and even financial responsibility to those most affected is critical. Coastal communities harboring knowledgeable, prepared and responsive institutions are more likely to prevent natural disasters from making the transition from extreme hazard to longer-term social disaster (Adger et al). The public sector can learn to incorporate high levels of uncertainty in their decision-making, as choices will need to be made soon between radically different options—long before it is known if the world will be on a 1.5°C or a 4°C pathway (Global Commission on Adaptation, 2019).

Planning regulations can help establish legal frameworks to help ensure that current threats and impacts faced due to climate change are not exacerbated and that these regulations are difficult to modify (Gurran et al, 2008). Delaying mitigation shifts the burden from now to the future, and insufficient adaptation responses to emerging impacts are already eroding the basis for sustainable development. The capacity to adapt to climate change can be defined as the ability or the potential of a system to respond successfully to climate variability and climate change, and includes changes in actions, resources and technology. Successful adaptation to climate change requires strategies and measures to be integrated into the ordinary planning decisions (Stokke, 2014). Building climate change considerations into planning processes and systems allows early action, which should be more cost-effective than responding to changes as they happen or retrospectively.

It has been recognized that there would be some direct and indirect costs of incorporating climate assessment into planning, with possible impacts on land and property prices, or increased construction, development and insurance costs. But it has also been argued that these costs would be considerably less than the 'do nothing' option (Wilson, 2006). Socio-ecological resilience to sea-level rise and climate change must be understood at broader scales and actively nurtured and managed. Incentives for generating ecological knowledge and translating it into information that can be used in governance are essential (Hamin et. al, 2019).

INTERVIEWS

Interviews with planning professionals supplement the information gathered in the academic sphere with knowledge and firsthand experience of planning practitioners in the field. The interviews mainly addressed the second and third parts of the research question:

- How are municipal planning departments structured to serve their communities?
- What lessons can other planning professionals offer for Winthrop?

The UEP team conducted eight interviews with planning practitioners across Massachusetts. The following section is a summary of the key findings derived from a coded text analysis of all interview notes.

Grants

According to several professionals interviewed by the UEP Team, grant writing can provide a key economic rationale for establishing permanent planning staff. The potential income of grants easily outweighs the budgetary cost of staff devoted to grant writing. Grant writing was mentioned in every interview conducted as a key function of a planning department. Greenfield Planning Director Eric Twarog identified grant writing as one of his most time consuming activities, despite having an entirely different department devoted to seeking out economic development and community development block grants (CDBG). Marcia Rasmussen, Director of Planning & Land Management for Concord, noted that grant writing was important, but she was unfamiliar with the process before joining Concord, and it took quite a long time to fully grasp the process. For this reason, she highlighted the importance of hiring a planner who was familiar with grant writing, preferably in a Massachusetts context. Further, Adam Menard, Town Planner for Auburn, suggested that for a two person department, it may be a good idea to start with one planner, and then hire a grant writing specialist once the department identifies the types of grants they want to focus on.

Climate Change

The Town Planner for Somerset said, “Planning departments are the first line of defense in the future.” For a coastal town like Winthrop that is densely populated and has a tidal coastline of 8.3 miles, climate change and the associated rising sea-levels are both unavoidable.

Through conversations with planners in the coastal regions of the state, it became clear that other towns and cities are preparing for the change, and that planners have a significant role to play in it. The Town of Duxbury partnered with the Town of Marshfield under the MAPC’s Coastal Resilience Grant Plan. The two towns are extending and repairing their seawalls in an effort to make them last longer. Duxbury is currently studying infrastructure on the coastline to ascertain which buildings will fail and when that will happen under its Municipal Vulnerability Plan. This will help to identify the buildings that need to be raised or prioritized for remodeling. Through a mini-grant under the Federal Emergency Management Agency (FEMA), Duxbury is also studying the effects of sea-level rise on the oyster industry and private boat makers in one of the town’s main business areas, Snug Harbor. After acquiring a great deal of open space that is vulnerable to flooding, they have created a Wetlands Protection Overlay District. The

Planning Director has also updated the town's Comprehensive Plan by adding a chapter on sustainability. Last October, in a workshop held by the Town of Somerset, community members joined leaders in identifying vulnerable communities, coming up with community actions and in prioritizing those actions.

Permitting Process Improvements

One consistent theme which emerged when speaking with planners in smaller municipalities like Greenfield and Auburn was their role as the primary point of contact in the permitting process. Given this, the need to ensure an efficient and modern permitting was also cited as either a goal, or a recent accomplishment. Adam Menard of Auburn started working for the municipality a year and a half ago and made updating the website with online permit submission features a key priority. Conversely, Eric Twarog of Greenfield identified the permitting process as one of his most consistent and time consuming duties. He cited Greenfield's recent adoption of municipal cloud based software Municity as helping to reduce his time spent on permitting, by both reducing time spent on administrative duties and informing other departments about progress. Currently, Winthrop has a paper based permitting process which can be confusing for outside developers and local residents alike. Winthrop Town Manager Austin Faison has identified the permitting process as presenting a barrier for development.

Professionalization

Several of the practitioners interviewed mentioned that a key role of the planning department is to provide staff support to various boards. Two planning professionals discussed the high demand for professionals in their department as many employees served on multiple municipal boards (zoning board of appeals, etc.). Those interviewed felt that the demand to have these employees do so much work was indicative of the value they provided to the community.

Anecdotal observation of Winthrop's current Planning Board indicates that while staff have the tools to effectively govern, and do an effective job of maintaining existing zoning codes, there is minimal support in updating the zoning codes. One example involves the concept of accessible dwelling units (ADUs). At a planning board meeting, a member of the community applied to build an ADU, the board did the best they could to apply existing zoning regulations but there was a clear need for someone to update zoning to reflect these new types of units. A department, with staff trained in housing policy could assist the board or drive the zoning code changes. This relationship between a planning department and a planning board is an issue that is addressed in the scholarly literature as well (Stone, 2012).

Community Tensions

As many communities throughout the Commonwealth of Massachusetts grapple with change, some begin to come into conflict with planning organizations. This conflict manifests in two ways, the first being distrust of regional planning organizations like the Metropolitan Area Planning Council (MAPC). MAPC seeks to advance the entire region through regional planning strategies, and while admirable, it requires communities to conform to a regional approach. Many communities might not agree with specific regional

goals, one example being housing supply, putting them at odds with the MAPC Planners. Brookline stated that they found it beneficial to have an in-house department because it allows for that community to plan with its best interests as the first priority and with regional interests as a second priority[6]. Related to this tension, there is a planner-as-an advisor versus planner-as-a-policymaker conflict. Many planners believed they were not in charge of driving municipal policy, but rather making sure that a given planning-related policy, once established as a goal, would ultimately be achieved. In simpler terms, advocating was not part of the perceived job responsibility.

The second tension involves the relationship between an in-house planning staff and members of the community. In some cases, planning departments feature staff that do not live in the community it serves. While the staff's commitment to the community isn't any less than a resident, multiple towns mentioned that active community members have a natural skepticism of department intentions because staff members live outside of town. Related to this distrust, there is sometimes skepticism on data and specific planning improvements because the townspeople think the planners do not know what it is actually like in the community. Particularly unique to well established communities going through rapid change, is a "new vs. old" rift where existing community members might need time to build trust with a planner who doesn't live-in or come-from the community.

In the case of Winthrop, a similar occurrence involved a troubled attempt to pilot the pedestrianization of a one-way street in the Central Business District (Wallerce, 2020). The project was intended to implement some of the goals outlined in a recent Master Plan (Driscoll et al, 2017) including the revitalization of streetscapes and rethinking of usable public open space. However, public messaging and involvement both leading up to and after the launch of the project struggled to illustrate the vision behind it and its connection to relevant community goals such as downtown revitalization and walkability. As a result, many residents were reluctant to support the pilot and it was ultimately suspended.

Justifications for a Planning Department

In light of these findings, a few justifications for the creation of a planning department emerge.

The UEP team views the potential for grant funding, more comprehensive climate adaptation measures, town autonomy, and growth management as the strongest justifications for a Winthrop department of Planning and Economic Development. Grant writing alone can potentially justify a planning department's creation: Eric Twarog, senior planner for Greenfield, gave the UEP team a rough figure of about a million dollars in grant funding received during the past fiscal year. The necessity of climate adaptation is also clear; the UEP team views planning as an effective and cost-effective way for Winthrop to prepare. It is the final recommendation of the UEP team that Winthrop Town Council fund and create a department of Planning and Economic Development.

6 This isn't to say that Brookline doesn't value a regional approach and share regional goals. It merely states that the municipality's own interests are more prioritized.

Job Description and Essential Skills for Potential Employees

While conducting the interviews, the team asked town planners about the skills they consider essential for their positions. Based on the responses, they distinguished them between personal skills and planning-based skills.

The personal skills identified as crucial in a search for future employees are as follows:

- Communication skills: Planners are a contact point for developers, residents and other community stakeholders. They assist the developers in the permitting process and ensure their questions are answered. Planners also provide support to various departments and committees within the municipality. Having great communication skills helps make this process more efficient.
- Strong writing ability: The planning process requires writing in grant-writing, creating municipal plans, and for communications with the public and other departments and committees.
- Interorganizational skills: Planners need to be able to work with a number of different departments within the government or may even have to develop partnerships with other towns and cities.
- Commitment to community: It is imperative that planners work with the communities they serve. Planners stemming from outside the community are often able to provide a fresh perspective on an area, yet may encounter resistance or have their legitimacy questioned. In a town as tightly-knit as Winthrop, it is essential to communicate to the community that the planner is committed to working in the town's best interest.

The planning-based skills we identified are as follows:

- Grants and funding knowledge: Winthrop is eligible to receive Community Development Block Grants among other funding, though has not taken advantage of it yet. A planner or assistant planner who has prior knowledge of writing grants, especially in Massachusetts may be useful in speeding up the process.
- Sea level rise knowledge: A person with an understanding of water systems, coastal regions, sea-level rise, or environmental permitting could help Winthrop more effectively.
- Prior planning experience: The process of planning is complicated and takes a variety of stakeholders and statutes into consideration. The planners the team spoke with either had experience working with local governments, or as public administrators, or were certified planners.
- Advanced educational qualifications: Having a graduate education in planning or administration helps an individual gain a holistic vision and approach community interests with that outlook.
- Familiarity with mapping: Geographic Information Systems (GIS) are often used internally and

by developers to identify parcels of land and to understand its zoning requirements.

Mission Statement

Planning departments across the Commonwealth of Massachusetts take varying approaches to crafting their mission statement. Of the 30 comparable towns identified for the interview process, 16 had mission statements. Some communities use the statement as an outline of department tasks like zoning permitting others take a more inspirational approach that outlines the broad principles for governance. The UEP team used a text analysis approach that coded (Auerbach et al, 2003) different components of the 16 mission statements, a list of which is provided in Appendix C. Several themes that were consistent with the existing subject literature and planning professional interviews:

- Short- and long-term planning
- Managed growth
- Economic development
- Environmental preservation
- Cultural preservation

With these themes noted, the UEP Team recommends that the Winthrop Planning and Economic Management Department use the following mission statement:

> *The Winthrop Planning and Economic Management Department seeks to serve Winthrop by providing technical and professional support to the community as it determines and pursues its short- and long-term goals for community preservation, economic growth, and environmental protection.*

This mission statement provides a clear scope for the department (implicating comprehensive planning, community and economic development, and environmental preservation). Additionally, the mission's language emphasizes that the department is not an autocratic organization. Informed by information gained in the in-depth interviews, the clause "providing technical and professional support to the community" establishes that in Winthrop, the community itself has the agency and the department exists to help it carry out that agency.

Recommended Department Responsibilities and Deliverables

In line with its findings from interviews with other professionals, suggestions from town manager, Austin Faison, and its literature review, the UEP Team recommends that the Winthrop Department of Planning and Economic Development be responsible for the following:

- Applying for and administering grant funding from a variety of state and federal sources, including Community Development Block Grants, and Municipal Vulnerability Preparedness grant.
- Producing a master plan for Winthrop at an interval of 10 years or so
    - A community visioning process, involving diverse groups of stakeholders, should form the core of this process.
    - Sustainability, energy and climate change should all be part of the master plan.

- Providing staff support to the several Boards and Committees, including Board of Appeals, Planning Board, Conservation Commission, Middle School Site Development Committee
- Providing a single point of contact for all development in Winthrop, including helping potential developers to navigate various permitting processes
- Implementing climate related policies along the recommendations of the Chelsea/Revere/Winthrop climate office
- Entering coastal partnerships to combat sea-level rise
- Create Overlay Districts for areas that are extremely vulnerable
- Coordinating intergovernmental planning development initiatives, including serving as a contact for regional and state planning agencies
- Take steps to building a relationship between the department and the populace. These steps should reflect the preferences and local dynamics of a community. Future planning staff should identify a few methods and experiment accordingly. Some efforts might include the following:
    - A monthly “coffee with a planner” event where members of the public can informally meet with a planning department and discuss whatever is on their mind
    - Digital “office hours”
    - Interacting with the public at existing public events in Winthrop, such as library events or sports games

FINANCIAL ANALYSIS

Summary

American Planning Association salary data estimates a median salary of around $79,800 for New England municipal planning department heads managing 1-2 staff, out of a sample of 21 respondents. Salaries typically range from a 25 percentile of $65,800 to a 75 percentile of $88,600, with some outliers above and below these bounds. For New England municipal planners (not including department heads), APA salary data estimates a median salary of around $58,000 for out of a sample of 22 respondents. Salaries typically range from a 25 percentile of $50,000 to a 75 percentile of $72,000, with some outliers above and below these bounds. It must be noted that this data is based on a sample of only 21-22 responses across all of New England, so while it provides an indicator, it should not be taken as representative of planning salaries in Massachusetts, and Greater Boston specifically. Data from Payscale.com provided similar results, with town planner & assistant planner salaries in the Greater Boston area ranging from $48,000 for the 10th percentile, to $81,000 for the 90th percentile, and median salary of $63,000. Payscale.com did not have data for Planning Director positions.

In addition to looking at APA data and

Payscale.com data, the team evaluated budgets and salaries for planning departments in communities with similar budget and population sizes to Winthrop.[7] Similar to the other sources, the examination of communities revealed that planners in communities with a budget similar to Winthrop make approximately $51,000. If a planner is the department head, there is a slight pay raise with the average department head salary being around $81,000. Some planning departments have secretaries or clerks with those salaries coming in the $32,000 and $37,000 range respectively. Looking at departments from a larger perspective,

department budgets varied, but the average amongst the communities similar to Winthrop in population size and total municipal budget were approximately $165,000. A data table outlining these analyses can be found in Appendices E, F, G and H.

7 Winthrop's annual General Fund budget for Fiscal Year 2020 is $64,680,381.00.

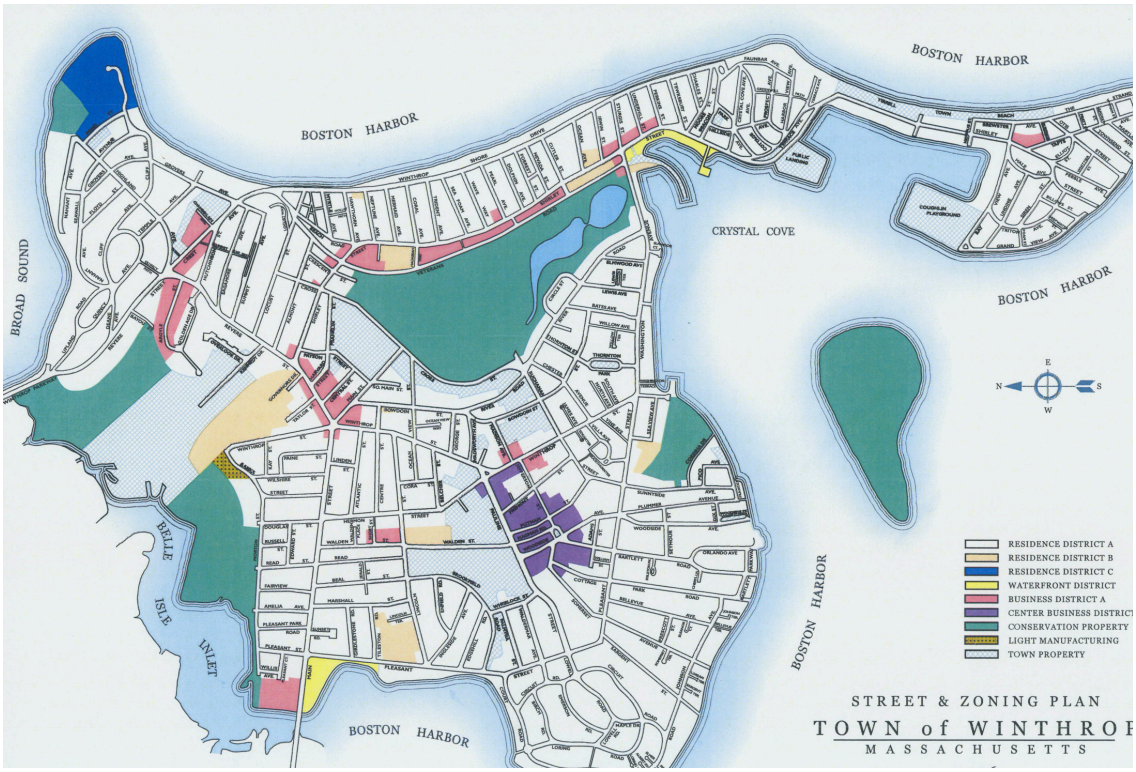

Figure 7: 2006 Winthrop Zoning Plan. Image Credit: Town of Winthrop

CONCLUSION

Winthrop has gone through many iterations and developments since its seventeenth century beginnings. As it looks to the next century, it is wise to begin considering the best way to continue its development both physically and socially. In anticipation of its future growth and development, the community's decision to explore adding a planning department involved researching three key questions:

- Does a planning department provide benefits to a community?
- How can municipalities achieve these benefits?
- What lessons can Winthrop learn from other municipalities with existing planning departments?

The academic and professional literature on planning departments is dense, but there is a clear consensus that a planning department can improve the lives of people who live and work in a community in economic and social ways. Academic and professional literature specifically discusses how planning departments price benefits in the areas of growth management, community development, economic development and climate resilience. Such findings are echoed in the experiences of planning professionals across Massachusetts.

Having established the benefits associated with planning departments, there are also a variety of lessons learned from practitioners in the field. Practitioners indicate that in order to succeed, planning departments cannot be autonomous organizations, but rather collaborative bodies that provide technical and professional support to leaders as they construct and maintain their community. In doing so, departments perform a variety of tasks including securing grants, creating master plans, participating in local and regional organizations that address a variety of subjects, most notably climate change. To execute these tasks, department staff need a swath of personal and planning-based skills including intra-organizational skills, strong writing abilities, understandings of technical subjects like grant funding and climate change, as well as an ability to use a variety of planning-based technologies like GIS.

While hard to quantify, all of the planners interviewed for the study expressed a great pride for the communities they served. Such municipal pride echoes the existing culture in Winthrop. Many Winthrop residents are multigenerational and cherish the seaside community built through centuries of leadership. As the community faces many present changes to its existing identity, the creation of a planning department will be a strong strategic step that helps WInthrop's leadership preserve its existing community and position the town to take advantage of new opportunities for social and economic success.

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Figure 1: Winthrop Historical Commission, [*Stage and Express Line*], accessed April 23, 2020, https://scontent-iad3-1.xx.fbcdn.net/v/t31.0-8/13235557_1773082912910759_5226298627408909277_o.jpg?_nc_cat=109&_nc_sid=2d5d41&_nc_ohc=eVV4rDcrsHIAX-tV176&_nc_ht=scontent-iad3-1.xx&oh=be8f841f9790436054485e194737d11d&oe=5EC94F56

Figure 2: Ethan Pepin, *Winthrop Field Project Group*, May 4 2020.

Figure 3: Town of Winthrop, *Fall in the Air*, accessed May 4, 2020.

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Figure 6: Geo. H. Walker & Co, *Map of Chelsea, Everett, Revere, & Winthrop,* 1897, Norman B. Leventhal Map Center, Boston Public Library, Boston, accessed April 23, 2020, https://fedora.digitalcommonwealth.org/fedora/objects/commonwealth:9s1619260/datastreams/access800/content

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Appendices

Appendix A: Interview Questions

Provided below is a set of questions that we plan on asking the participants of the interview. These participants are planning professionals.

General Background / History

1. How did you come to be a planning professional? What is your background? What brought you to planning?
2. Let's now spend some time talking about [specific department/planning board]. What is your organization's history?
3. Do you know what the impetus was for your town to create a planning department/board? If you are unaware of the original impetus, how has your organization's mission changed over time?

Organizational

4. What are the roles of each employee in the planning department (or member of your planning board?)
5. Has your organization worked with a regional planning organization? If so, how did it differ from your work without a planning organization?
6. How many employees does your organization need to fulfill its mission?

Economic/Community Development

7. What kind of funding or additional revenue does your organization typically seek
    a. What role does your department play in securing state/federal grant funding for your city/town?
8. How has having a planning staff impacted the town's economic development?
9. How would your department define 'community development', and has having a planning staff impacted the town's ability to carry out that community development?

Day to Day

10. Could you explain the department's budgeting process?
11. What are the primary duties that occupy the majority of your time? Economic development, conservation, environmental impact, transportation?
12. What functions would you consider to be essential for local planning staff, and what functions do you consider to be better fulfilled through outsourcing to private sector or regional organizations?

IF COASTAL:

1. Does your department prepare for climate change in any way?

IF RECENTLY CREATED

1. What difficulties has your organization faced in forming and carrying out its mission?
2. How has your organization gone about finding potential job candidates?
3. What are the barriers that stop your organization from fulfilling its mission to the fullest?
4. What has creating a professional planning department/board brought that a planning board could not?
5. If your organization were to repeat the process, what changes would be made?

Appendix B: Literature Review, Topic-Specific Questions.

What role does a professional planning staff play in streamlining economic development for the town?

- What are the average salaries for planning/economic development staff?
- How does the MAPC influence planning in the Boston area, especially for towns who have no formal planning staff?
- How can planning contribute to good governance practices?/How is planning a part of good governance?
- How can planning help prepare for climate change/Municipal vulnerability preparedness?
- How can planning departments be involved in modernizing governments?
- What are some planning strategies for local community development?
- What are the best municipal smart growth practices?
- What are best planning practices for developing and preserving communities?
- What kind of jobs already exist for people specializing in CDBG funding?
- What are tools available for community development?

Appendix C: Planning Department Mission Statements

Chelsea

The Planning and Development Department provides professional planning, project and program management services to residents and businesses of the City, to multiple member bodies, the City Manager, City Council, and all City departments as it relates to the physical, economic, social, and environmental needs of the City. The Department also develops the vision, policies, and goals for the physical, environmental, economic, and social growth and development of the community and incorporates these components into a comprehensive plan that guides the future of the City.

Scituate

The Department of Planning and Development is responsible for coordinating all of the planning and development-related activities of the Town including land use, planning and zoning, economic development, open space conservation, environmental and wetlands protection, coastal management, historic preservation and housing initiatives.

Grafton

- To provide professional advice and technical expertise to elected officials, appointed boards and committees, Town departments and citizens to assist in understanding and addressing key community issues and priorities.
- To continue to focus on a long term commitment to economic vitality, environmental integrity, and development design through the highest quality planning, implementation and development review.

Webster

The Webster Department of Planning and Development is committed to community-based planning that guides the future of the Town. It provides technical planning guidance and assistance to public and private entities in the areas of land use planning, zoning, economic development, as well as public outreach and engagement. The Department implements projects and programs designed to improve the economy, environment, and physical infrastructure of the Town. It is committed to providing dependable, cost effective, high-quality customer service while assisting the public in achieving their land use goals without compromising the ordinances of the Town of Webster.

Southbridge

The staff's overarching goal is to improve the quality of life in our neighborhoods by attracting

desirable, appropriate development, and in turn, fostering a strong local economy.

Newburyport
The overall goal of the Office is to enhance Newburyport's physical environment and improve the quality of life for all who live, work, and visit in Newburyport.

Holden
The Department's aim is to increase the overall coordination of development goals among planning, inspection and health services, and to streamline and facilitate the process of issuing permits and licenses.

Greenfield
The Department works with officials and the community to identify, plan, and carry out activities that advance the quality of life and economic climate of Greenfield.

Foxborough
To ensure an orderly and sustainable future for the Town, the Planning Board and its staff:

- Regulate the subdivision of land within Foxborough;
- Create and update the Town's Master Plan;
- Review amendments to the Zoning Bylaws and make recommendations to Town Meeting;
- Review applications for Site Plan Review and certain Special Permits, and
- Review applications for work on designated Scenic Roads

Revere
The mission of the Office of Strategic Planning & Economic Development is to create an environment in the City of Revere that is conducive to retaining, growing and attracting businesses and residents, thereby strengthening and revitalizing our neighborhoods and stabilizing and transforming the physical, social, civic and economic environment of our community.

Brookline
The Department of Planning and Community Development is responsible for planning activities and projects that are focused on preserving and enhancing the quality of life of Brookline residents by protecting and improving neighborhoods; insuring quality development consistent with the Town's by-laws; defining and promoting appropriate economic development; and safeguarding and advancing the amenities that make Brookline a desirable place in which to live, work and invest.

Bellingham

The Planning and Zoning Department administers short- and long-range planning efforts that seek to support balanced smart growth, promote economic development, and improve the quality of life for the residents of Bellingham.

Amesbury

The Office of Community and Economic Development works to foster economic vitality, to preserve and enhance neighborhoods, quality of life and the environment, and to promote equity and opportunity for all residents of Amesbury.

Lynn

Our mission revolves around effectively utilizing our time, energy and resources in planning, promoting, rehabilitating and enhancing the City of Lynn and its natural and manmade resources.

South Hadley

The South Hadley Planning Board and staff assist the community in efforts to achieve balanced growth, quality development and preservation of community assets through effective development regulation, assisting in obtaining funding resources for community projects and long-term planning.

Concord

The mission of the Planning Division is:

- To honor and sustain our natural world;
- To patiently and fairly guide both private and public land-use decisions;
- To listen to and learn from each individual with respect for their goals, dreams and ideas; and,
- To continuously strive toward excellence in service and education to the Town.

Appendix D: Planning Organizations for Interviews

List of Organizations that Participated in an Interview

- Winthrop (Traffic Advisory Committee)
- Somerset
- Duxbury
- Greenfield
- Concord
- Brookline
- Auburn
- Easthampton

List of Contacted Organizations

- Somerset
- Holden
- Scituate
- Grafton
- Westborough
- Chelsea
- Lynn
- Cohasset
- Amesbury
- Easthampton
- MAPC (Metropolitan Area Planning Council)
- Winthrop
    - Traffic Advisory Committee
    - Zoning Board of Appeals
    - Planning Board
    - Local Land Use Lawyer

APPENDIX E: Financial Analysis with adjustments for Inflation

Town (with year of budget)	2019 Municipal Budget	Approximate 2020 Municipal Budget	Approximate Property Tax %	Department Budget	Department Budget (Inflation Adjusted)	
Amesbury	$59,912,544.00	$61,369,869.00	70	$323,412.00	$323,412.00	
Amesbury	n/a	$61,369,869.00	70	$323,412.00	$323,412.00	
Amesbury	$59,912,544.00	$61,369,869.00	70	$323,412.00	$323,412.00	
Amesbury	$59,912,544.00	$61,369,869.00	70	$323,412.00	$323,412.00	
Amesbury	$59,912,544.00	$61,369,869.00	70	$323,412.00	$323,412.00	
Ashland (2019)	$59,258,850.00	$64,051,647.00	69	$148,205.00	$150,486.36	
Ashland (2019)	$59,258,850.00	$64,051,647.00	69	$148,205.00	$150,486.36	
Auburn (2018)	$67,000,000.00	$69,725,299.72	63	$72,918.00	$75,419.47	
Auburn (2018)	$67,000,000.00	$69,725,299.72	63	$72,918.00	$75,419.47	
Auburn (2018)	$67,000,000.00	$69,725,299.72	63	$53,000.00	$54,818.18	
Bellingham (2019)	$56,285,057.00	$56,285,057.00	n/a	$98,193.00	$99,704.51	
Easthampton (2019)	$41,485,530.00	$41,485,530.00	66.5	$161,481.00	$163,966.72	
Easthampton (2019)	$41,485,530.00	$41,485,530.00	66.5	$161,481.00	$163,966.72	
Easthampton (2019)	$41,485,530.00	$41,485,530.00	66.5	$161,481.00	$163,966.72	
Easthampton (2019)	$41,485,530.00	$41,485,530.00	66.5	$161,481.00	$163,966.72	
Foxborough (2019)	$75,909,777.00	$73,100,000.00	70	$188,905.00	$191,812.87	
Foxborough (2019)	$75,909,777.00	$73,100,000.00	70	$188,905.00	$191,812.87	
Foxborough (2019)	$75,909,777.00	$73,100,000.00	70	$188,905.00	$191,812.87	
Foxborough (2019)	$75,909,777.00	$73,100,000.00	70	$188,905.00	$191,812.87	

	Position Type	Title	Salary (Raw)	Salary (Inflation Adjusted)
	Assistants	Executive Secretary	$56,838.70	$56,838.70
	Assistants	Permit Coordinator	$44,060.56	$44,060.56
	Clerk	Board Clerk	$17,800.00	$17,800.00
	Department Head	Director OCED	$108,106.18	$108,106.18
	Planners	Planning Director	$82,306.77	$82,306.77
	Department Head	Town Planner		n/a
	Planners	Assistant Planner		n/a
	Clerk	Clerical	$12,910.00	$13,352.88
	Department Head	Town Planner	$52,950.00	$54,766.46
	Department Head	Economic Develop-ment Coordinator	$50,000.00	$51,715.26
	n/a	n/a	n/a	n/a
	Assistants	Part Time Assistant	$9,950.00	$10,103.16
	Department Head	Senior Planner	$69,506.00	$70,575.92
	Planners	Arts Coordinator	$35,074.00	$35,613.90
	Planners	Planner	$40,997.00	$41,628.08
	Assistants	Administrator	n/a	n/a
	Assistants	Site Inspector	n/a	n/a
	Department Head	Planning Director	n/a	n/a
	Planners	Staff Planner	n/a	n/a

Grafton (2019)	$61,705,690.00	$65,215,878.00	62	$218,501.00	$221,864.44	
Grafton (2019)	$61,705,690.00	$65,215,878.00	62	$218,501.00	$221,864.44	
Grafton (2019)	$61,705,690.00	$65,215,878.00	62	$218,501.00	$221,864.44	
Greenfield	$48,709,304.00	$51,282,170.00	60	$115,777.00	$115,777.00	
Holden		$52,656,065.00	79.1	$314,264.00	$314,264.00	
Holden		$52,656,065.00	79.1	$314,264.00	$314,264.00	
Holden		$52,656,065.00	79.1	$314,264.00	$314,264.00	
Holden		$52,656,065.00	79.1	$314,264.00	$314,264.00	
Hull	$26,080,432	$26,611,275	70	$125,938.00	$125,938.00	
Norton	$60,449,200.00	$64,020,162.00	n/a	n/a	n/a	
Scituate	$55,646,272.00	$57,425,420.00	98.53	$233,572.00	$233,572.00	
Scituate	$55,646,272.00	$57,425,420.00	98.53	$233,572.00	$233,572.00	
Scituate	$55,646,272.00	$57,425,420.00	98.53	$233,572.00	$233,572.00	
Somerset	$58,848,890.00	$58,848,890.00	n/a	n/a	n/a	
South Had-		$46,528,187.00	61	$232,354.00	$235,930.69	
South Had-	$48,700,467.00	$46,528,187.00	61	$232,354.00	$235,930.69	
South Had-ley (2019)		$46,528,187.00	61	$232,354.00	$235,930.69	
South-bridge	$57,595,692.00	$60,666,884.00	38.5	$75,355.00	$75,355.00	

	Clerk	Clerical	$49,800.00	$50,566.58
	Department Head	Managerial	$98,760.00	$100,280.24
	Planners	Assistant Planner/ Conservation Agent	$46,489.00	$47,204.62
	Department Head	Planner	$89,427.00	$89,427.00
	Assistants	Code Enforcement Officer	$33,855.00	$33,855.00
	Clerk	Clerical	$48,892.00	$48,892.00
	Department Head	Director of Planning and Development	$77,055.00	$77,055.00
	Planners	Part-Time Conservation Agent	$25,562.00	$25,562.00
	n/a	n/a	n/a	n/a
	n/a	n/a	n/a	n/a
	Assistants	Planning Secretary	$43,117.00	$43,117.00
	Department Head	Director of Economic Development & Community Planning	$104,260.00	$104,260.00
	Planners	Planner	$75,710.00	$75,710.00
	n/a	n/a	n/a	n/a
	Clerk	Senior Clerk	$32,254.52	$32,751.02
	Department Head	Town Planner	$90,303.00	$91,693.06
	Planners	Associate Planner/ Conservation Administrator	$77,693.26	$78,889.21
	Department Head	Director of Planning and Economic Development	$75,355.00	$75,355.00

South-bridge	$57,595,692.00	$60,666,884.00	38.5	$67,255.00	$67,255.00	
Webster (2018)	$44,205,564.00	$47,805,810.00	49	$99,266.00	$102,671.34	
Webster (2018)	$44,205,564.00	$47,805,810.00	49	$99,266.00	$102,671.34	

	Planners	Town Planner & Conservation Agent	$67,255.00	$67,255.00
	Department Head	Director of Planning and Economic Development	$69,669.00	$72,059.01
	Planners	Conservation Agent	$5,556.00	$5,746.60

APPENDIX F: Municipality Planning Department Budget Analysis

Town	Department Budget (Inflation adjusted)
Auburn (2018)	$54,818.18
Southbridge	$67,255.00
Auburn (2018)	$75,419.47
Bellingham (2019)	$99,704.51
Webster (2018)	$102,671.34
Greenfield	$115,777.00
Hull	$125,938.00
Ashland (2019)	$150,486.36
Easthampton (2019)	$163,966.72
Foxborough (2019)	$191,812.87
Grafton (2019)	$221,864.44
Scituate	$233,572.00
South Hadley (2019)	$235,930.69
Holden	$314,264.00
Amesbury	$323,412.00
Norton	n/a
Somerset	n/a

Average	$165,126.17
Median	$150,486.36
Standard Deviation	$85,810.11

APPENDIX G: Planning Position Salary Analysis

Category	Community	Position	Salary		
Department Head	Auburn (2018)	Economic Development Coordinator	$51,715.26	Average	$81,390.28
	Auburn (2018)	Town Planner	$54,766.46	Median	$77,055.00
	Easthampton (2019)	Senior Planner	$70,575.92	Standard Deviation	$19,007.91
	Webster (2018)	Director of Planning and Economic Development	$72,059.01		
	Southbridge	Director of Planning and Economic Development	$75,355.00		
	Holden	Director of Planning and Development	$77,055.00		
	Greenfield	Planner	$89,427.00		
	South Hadley (2019)	Town Planner	$91,693.06		
	Grafton (2019)	Managerial	$100,280.24		
	Scituate	Director of Economic Development & Community Planning	$104,260.00		
	Amesbury	Director OCED	$108,106.18		
	Ashland (2019)	Town Planner	n/a		
	Foxborough (2019)	Planning Director	n/a		
Planner	Easthampton (2019)	Arts Coordinator	$35,613.90	Average	$61,229.65
	Easthampton (2019)	Planner	$41,628.08	Median	$67,255.00
	Grafton (2019)	Assistant Planner/Conservation Agent	$47,204.62	Standard Deviation	$19,318.30
	Southbridge	Town Planner & Conservation Agent	$67,255.00		
	Scituate	Planner	$75,710.00		
	South Hadley (2019)	Assoc. Planner / Conserv. Admin	$78,889.21		
	Amesbury	Planning Director	$82,306.77		
	Ashland (2019)	Assitant Planner	n/a		
	Foxborough (2019)	Staff Planner	n/a		

Assistant	Easthampton (2019)	Part Time Assistant	$10,103.16	Average	$37,594.88
	Holden	Code Enforcement Officer	$33,855.00	Median	$43,117.00
	Scituate	Planning Secretary	$43,117.00	Standard Deviation	$17,409.80
	Amesbury	Permit Coordinator	$44,060.56		
	Amesbury	Executive Secretary	$56,838.70		
	Foxborough (2019)	Administrator	n/a		
	Foxborough (2019)	Site Inspector	n/a		
Clerk	Auburn (2018)	Clerical	$13,352.88	Average	$32,672.50
	Amesbury	Board Clerk	$17,800.00	Median	$32,751.02
	South Hadley (2019)	Senior Clerk	$32,751.02	Standard Deviation	$17,158.93
	Holden	Clerical	$48,892.00		
	Grafton (2019)	Clerical	$50,566.58		

APPENDIX H: Comparing other Town budgets to Winthrop's budget

Town^	Budget 2019	Budget 2020	Comparable?
Hull	$26,080,432	$26,611,275	yes
Easthampton*	$41,485,530.00	$41,485,530.00	yes
Webster	$44,205,564.00	$47,805,810.00	yes
South Hadley	$48,700,467.00	$50,398,705.00	yes
Greenfield	$48,709,304.00	$51,282,170.00	yes
Holden	n/a	$52,656,065.00	yes
Bellingham*	$56,285,057.00	$56,285,057.00	yes
Scituate	$55,646,272.00	$57,425,420.00	yes
Somerset^	$58,848,890.00	$58,848,890.00	yes
Southbridge	$57,595,692.00	$60,666,884.00	yes
Amesbury	$59,912,544.00	$61,369,869.00	yes
Norton	$60,449,200.00	$64,020,162.00	yes
Ashland	$59,258,850.00	$64,051,647.00	yes
Winthrop	$61,817,334.00	$64,680,381.00	yes
Grafton	$61,705,690.00	$65,215,878.00	yes
Auburn	$67,000,000.00	$69,725,299.72	yes
Rockland*	$70,563,945.91	$70,563,945.91	yes
Foxborough	$75,909,777.00	$73,100,000.00	yes
Newburyport	$80,822,437.40	$83,969,620.00	maybe
Sharon	$84,300,000.00	$86,600,000.00	no
Sudbury	$99,882,555.00	$103,191,034.00	no
Westborough	$104,989,591.00	$108,697,160.00	no
Chelsea	$174,074,177.00	$181,486,465.00	maybe

^2018 budget, no newer ones available
*Newer budget not available