

Preliminary Report: Form of Government – Chief Administrative Officer
Detroit Charter Revision Commission for Discussion
at the January 15, 2011 Charter Revision Commission Meeting,
Prepared in Response to CAO Discussion at the January 11, 2011 Meeting

The Detroit Charter Revision Commission instructed staff of the Commission to provide a research report on Form of Government with specific emphasis on a hybrid style of strong executive government utilizing a professional manager called a “chief administrative officer”. The following report is in response to this request and incorporates recommendations from other charter experts and social science researchers who have devoted years to the study and review of various forms of government.

This report is divided into two sections: (1) critical contextual points to engage in a discussion on “Form of Government”, and (2) technical response to the information requested by the Commission at the January 11, 2011 Commission meeting.

Contextual Points / Form of Government

On or about November 4, 2010, the Charter Commission was provided with a research summary authored by graduate research students from the University of Michigan, Ford School of Public Policy, on the Form of Government (see attachment A). The research summaries were also shared with the general public during the Commission’s Phase II Charter Conventions. In summary, the researchers discussed four types of local government options:

1. Mayor - Council (Strong Mayor)
2. Council - Manager (Weak Mayor)
3. Council - Manager (Traditional)
4. Council - Manager (Hybrid Example)

Additionally, the U of M graduate researchers also provided a list of readings that in their judgment gives more recent research data on the subject of "Form of Government" (see attachment B). Each research study provided in the above mentioned package has an abstract which delineates the type of study and the general findings of the study.

It is our understanding that staff has been asked to provide information on a specific variation, Mayor – Council (Strong Mayor) with an appointed Chief Administrative Officer (CAO).

Preliminary to providing the requested information, this report will seek to raise several critical questions in an attempt to better assist the Commission in its deliberations on the matter before it. The report will also provide a brief summation of the type of governmental options originally identified in the Ford School research project.

From a research and public policy perspective, will a specific form of government by itself address community needs, issues and concerns? The "Charter Commission Handbook" prepared by the Michigan Municipal League (MML), advises that a Charter Commission start with a discussion on "Form of Government." The expressed intent of this discussion is to seek community consensus and address the needs, concerns and issues of the community.

In the MML publication, Kenneth Verburg, former Michigan State University Professor, strongly suggest two salient points in his chapter entitled *"The Role of a Charter Commission: An Overview"*: (1) the need to identify and respond to the changing environment and (2) the utility of using the "Form of Government" discussion as a starting point to address community needs. Mr. Verburg writes,

"The purpose and role of the charter commission officially is to prepare the first charter or to revise the charter for your city or village so that you may bring it up to date and make it current with current kinds of issues that your community may be dealing with. Over time, communities change. Issues change. Needs change. As a consequence, your charter may need to be revised, depending upon the kinds of issues that surface in your community. It is your job to gather the ideas and information from people in your community, and to put a charter together and to present it to the citizens for a vote.

Your informal responsibilities are somewhat more difficult. First of all, you have the obligation to identify community values regarding the issues that can be addressed by municipal government. Not all of these issues, of course, can be subjected to controls or influenced by the charter. On the other hand, many of them can. So what you need to do as you begin your deliberations, is to think about values – basically what the community does agree on and what it wants from its community government. Those are not necessarily easy to sort out, because what is likely to occur is that those who have a particular axe to grind are probably the most vocal, and the most articulate about what they want from the charter.

The charter is something like the state constitution. A particular interest group which is able to cement in the new document its values, its point of view, or its preferences will be advantaged for several decades. Chances are, that charter will be in place for some time. It's not easily repealed and the community is going to have to abide by its provisions. Thus, getting a particular position implanted in a state constitution or city charter has a long-lasting value. So the challenge is to try to strike a balance between what the community does agree upon and what it does not agree upon. The extent to which people are articulate may cause you to get a warped sense of what people in the community want. One of your first tasks is to sort out the values and then determine what the community agrees upon and what it does not agree upon in terms of what the community wants." (MML Commission Handbook, pp 21-22)

The 2009-2012 Charter Revision Commission has, within its financial constraints, aggressively sought the opinions and input from Detroit residents and community stakeholders. The clear evidence of this process is the 570+ suggested revisions and recommendations collected by the Commission through its educational activity (Phase I of its work plan), Charter Conventions with citizen and stakeholder exchange (Phase II of its work plan) as well as through a series of “stakeholder letters” soliciting input from a wide range of community organizations, businesses, not-for-profit organizations, religious, organized labor, district political party organizations, past and current government leaders, including a special public services announcement (PSA) appeal from former Mayor Archer to encourage citizen and stakeholder input.

Beyond the outreach activity, the 570+ suggested revisions and recommendations also provide an impressive database for detailing community concerns, needs and future aspirations as set by the citizen/stakeholders participants. The overwhelming majority of the citizen/stakeholders comments and recommendations seek to take corrective action from past abuses in city government as well as set a vision for future options in city government.

It is within this context and within the actual experience of the 2009-2012 Detroit Charter Revision Commission that the “Form of Government” discussion occurs. Arguably, issues of corruption, citizen abuse and personnel influences of private resources for private gain can and do occur in all forms of government. The selection of a governmental structure in of itself does not enhance or reduce or create a barrier to

arrest individual or machine based corruption, citizen abuse or inappropriate use of private resources to advance the interests of private people.

Researcher Curtis Wood, University of Kansas (2010) indicates that the best protection against violation of public trust is a strong involved community. Wood conducted a random sample of 57 cities with populations between 25,000 and 1,000,000 to predict the impact of the form of government on voter turnout in city elections. His results show that "voter turnout is dependent on the form of government." He states in his conclusions that "Political cities have the highest voter turnout, while administrative cities have the lowest voter turnout." His research strongly suggests that the direct election of the mayor, the expansion of mayoral executive authority, the separation of political powers between the mayor and council, and/or the full-time status of the mayor and council are likely contributors to higher voter turnout in city elections.

Moreover, as the MML suggests in approaching a discussion of Form of Government, it may be helpful to focus on two questions, as opposed to deciding upon a governmental type as a single exercise. In asking questions like (1) what type of city do you envision and/or (2) what type of defects or corrections are you addressing, the Form of Government discussion inevitable flows from these critical questions.

If the Commission canvassed the array of comments, suggested revisions and recommendations reflective of the broad social exchange that it has participated in over the last year, we can see various patterns emerge. These patterns along with the direct testimony of citizens strongly suggest that the Commission address the following:

- Curb corruption and abuse of public funds and resources
- Create a more effective city that responds to the priorities of the citizenry
- Plan for a city to attract jobs and other opportunities that current and potential citizens can take full advantage
- Create opportunities for older as well as younger Detroiters

By focusing on these and other objectives a discussion on “Form of Government” may prove to be more productive. Issues of strong fiscal controls in the executive branch with legislative oversight verses the complete removal of fiscal control by eliminating contract oversight become a clear decision point for the Commission. Likewise, recognizing that political corruption can and may likely occur in all forms of government should lead to developing policies to address the vulnerabilities in government, including regulating lobbyists and forcing public reporting of campaign contributions and gifts to local officials. Lobbying and campaign finance requirements are all part of the elements associated with a discussion of “Form of Government.”

Also, forced or rewarded participation of public employees in political campaigns designed to “keep the boss employed” occur regardless of the form of government adopted thus the government should have ethical regulations that bar public employees from participating in campaigns while on public time or utilizing public resources.

In fiscal areas, requirements for various quasi-public agencies to timely report their use of public funds are also part of the above discussion. Local practice wherein contractors violate Charter requirements or law, likewise, may suggest special treatment, as a corrective measure, in a discussion of “Form of Government.” Also connected to these

concerns are restricted fund agencies which ultimately seek financial support from the General Fund in cases of bad investments, under budgeting or other fiscal connected concerns. It is suggested they be part of this contextual discussion.

These and other practices oftentimes cause local government to shift funds from operational accounts to debt service accounts thereby reducing the funds available for public service. "Form of Government" discussions in municipalities with clear histories of these types of concerns may structure into its process an oversight or balance of power approach to provide due diligence before accessing or transferring public funds. "Form of Government" discussions flowing from specific experience and measures to take corrective actions become a clear line of demarcation for city operations.

The installation of a city manager (CM), chief administrative officers (CAO) or any other professionalization of employees on the executive or the legislative side of government, without addressing other critical questions that will regulate their performance while in office has become an important point in the general discussion associated with "Form of Government."

While CAO's have been part of an array of reform measures in government, especially with smaller less complex municipalities, CAO's typically average 4 to 7 years in a municipality with an upward trajectory to move on to larger cities. In Detroit, minus the last four years, direct elected political leadership has remained stable and reflective of the internal political debate and political grounding of the community from which the

elected official is elevated. Alternatively, CAO's are likely to be on a national track and oftentimes are cited for having a strong fiscal understanding of the general local environment, but a weak to uncaring understanding of the social, political and economic context of specific municipalities from which citizens make their demands and expect results.

Technical Response Section

The following information was primarily obtained from the International City/County Management Association ("ICMA"), which is an international organization founded in 1914 and according to its website "[I]s the premier local government leadership and management organization. Its mission is to create excellence in local governance by advocating and developing the professional management of local government worldwide. In addition to supporting its nearly 9,000 members ICMA provides, publications, data, information, technical assistance, and training and professional development to thousands of city, town, and country experts and other individuals throughout the world."¹ It goes on to say that "[t]he management decisions made by ICMA's members affect 185 million individuals living in thousands of communities, from small villages and towns to large metropolitan areas."²

This is the organization that Commissioner Davis used as a resource and referenced in the presentation of his proposed revision on "form of government." It should be noted, as admitted by staff at ICMA and evident from its website, that ICMA's bias is towards

¹ http://icma.org/en/icma/about/organization_overview

² http://icma.org/en/icma/about/organization_overview

advocating for forms of government that emphasis a city manager/chief administrator organization.

QUALIFICATIONS

Although there are minimum qualifications³ for a CAO, they vary depending on the needs of the community. The qualifications listed in the first paragraph below are suggested by ICMA specifically for a City with the complexity of Detroit.

ICMA Recommended Minimum Qualifications: M.A. in Public Administration or related field (or equivalent) and a minimum of 5-7 years of senior-level local government management experience, or a minimum of a B.A. in Public Administration or a related field and 7 to 10 years of experience in local government management.

Prior local government experience must demonstrate performance in areas of budgeting and finance, human resource management, information technology, risk management, grants procurement and administration, economic development strategies, understanding of relevant state laws, and related matters such as land use planning, zoning regulations, engineering, and public works. Prior state experience preferred. Experience and knowledge in local government accounting is desirable.

³ A master's degree with a concentration in public administration, public affairs or public policy and two years' experience in an appointed managerial or administrative position in a local government or a bachelor's degree and 5 years of such experience. *Model City Charter, 8th edition, p. 25, ICMA*

POWERS, DUTIES AND RESPONSIBILITIES⁴

While the powers, duties and responsibilities of the CAO can be expansive or restrictive, as necessitated by the needs and preferences of the community, ICMA has recognized a core group of powers, duties and responsibilities of a CAO which can be viewed as typical. These include:

- (1) Appoint and suspend or remove all city employees and appointive administrative officers provided for by or under this charter, except as otherwise provided by law, this charter or personnel rules adopted pursuant to this charter. The [chief administrative officer] may authorize any administrative officer subject to the [CAO's] direction and supervision to exercise these powers with respect to subordinates in that officer's department, office or agency;
- (2) Direct and supervise the administration of all departments, offices and agencies of the city, except as otherwise provided by this charter or by law;
- (3) Attend all city council meetings. The [chief administrative officer] shall have the right to take part in discussion but shall not vote;
- (4) See that all laws, provisions of this charter and acts of the city council, subject to enforcement by the [chief administrative officer] or by officers subject to the [CAO's] direction and supervision, are faithfully executed;
- (5) Prepare and submit the annual budget and capital program to the city council, and implement the final budget approved by council to achieve the goals of the city;
- (6) Submit to the city council and make available to the public a complete report on the finances and administrative activities of the city as of the end of each fiscal year;
- (7) Make such other reports as the city council may require concerning operations;
- (8) Keep the city council fully advised as to the financial condition and future needs of the city;

⁴ The list of powers, duties and responsibilities, along with the commentary are taken from *Model City Charter, 8th edition, p. 26-27, ICMA.*

- (9) Make recommendations to the city council concerning the affairs of the city and facilitate the work of the city council in developing policy;
- (10) Provide staff support services for the mayor and council members;
- (11) Assist the council to develop long term goals for the city and strategies to implement these goals;
- (12) Encourage and provide staff support for regional and intergovernmental cooperation;
- (13) Promote partnerships among council, staff, and citizens in developing public policy and building a sense of community; and
- (14) Perform such other duties as are specified in this charter or may be required by the city council.

Commentary

Although [the powers, duties and responsibilities listed above] equips the [CAO] with the necessary legal authority to discharge administrative responsibilities, the [CAO's] authority may be limited in some states by provisions of state constitutions or laws. The listing of the [CAO's] powers and duties assumes that the [CAO] will not only perform managerial duties in the city's operations but will also have a significant role in the development of policy. There are important policy implications in the [CAO's] duties to prepare and submit the budget; to report on the city's finances, administrative activities, departmental operations and future needs; and to make recommendations on city affairs. The duty to provide staff support for the mayor and council members includes providing information on policy issues before the council.

The expanded duties listed in items 9, 11, and 13.....reflect the complex responsibilities assigned to [CAO's] to make the processes of governance work in the community. Constructive interactions among the local government, businesses, non-profits, faith-based and special interest organizations and neighborhood groups define a successful community. In a similar manner, the responsibilities anticipated in item 12 charge the [CAO] with placing each community in the context of its region and promoting both community and regional interests.

SELECTION PROCESS

Under the "pure" City-Manager plan of government the City Manager (equivalent of CAO) is selected by City Council. However, where there is an active Mayor in the governmental structure the selection process for a CAO depends on the intended role and function of the CAO, and the balance of power among the governmental units as required by the community. Selection options can include:

1. Appointment by Mayor;
2. Appointment by Mayor and approval by City Council;
3. Joint appointment by Mayor and City Council;

These options are not intended to suggest the only forms of CAO selection, but merely reflect the most common models based on the factors indicated above. Variations on these or other forms of selection are also possible, particularly where other or additional factors are deemed more appropriate for guidance in the selection process.

Also, attached for your reference is a survey provided by ICMA which polls the methods of selection for CAO/City Managers. (*Attachment C*).

MAYORAL RESPONSIBILITIES /AUTHORITIES IN SELECT COUNCIL-MANAGER

To assist the Commissioners in understanding the mayoral functions and interaction in a CAO model of government, attached is a document prepared by ICMA which delineates mayoral responsibilities and authorities in select council-manager cities. The

document is entitled "*Mayoral Responsibilities/Authorities Among Select Council-Manager Cities.*" (Attachment D)

JOB DESCRIPTIONS

Attached are several job description for functions performed by CAO/City Manager as provided by ICMA. (Attachment E). Also, attached is an actual position description delineation for a Mayor and CAO, provided ICMA. (Attachment F)

CAO CERTIFICATION

A question arose during the January 11, 2011 about the existence of an organization that certifies city managers/chief administrative officers. Attached is a document explaining the certification process of ICMA. (Attachment G)

Forms of City Government: A Brief Overview

Mayor – Council

Council - Manager

Main Features The mayor-council form features a mayor and city council, both elected by the voters. The division of power between the mayor and city council leads to two common variations in this form of city government: strong mayor or weak mayor.

Under this form of city government, a professional manager, generally appointed by the city council, is responsible for the operations of the city government and carries out the decisions of the city council.

Percentages of cities using this form, by population	All Cities	Over 100,000	Over 250,000	All Cities	Over 100,000	Over 250,000
		34.3%	32.8%	53.6%	54.5%	64.1
	Strong Mayor		Weak Mayor			
Mayoral Powers	<ul style="list-style-type: none"> • Head of the executive branch • Wide appointment powers, including department heads • Authority to create budget • Veto power 	<ul style="list-style-type: none"> • Mayor may have no more power than a council member • May submit appointments and policy to be approved by the council • "Ceremonial" and agenda setting powers 		<ul style="list-style-type: none"> • Mayor may be elected at large or selected from the city council • Sets policy along with city council • May serve largely ceremonial duties 		
Council Powers	<ul style="list-style-type: none"> • Legislate and set policies • Pass budgets 	<ul style="list-style-type: none"> • Veto powers • Appointment powers • Budget authority 		<ul style="list-style-type: none"> • Elected by citizens of city • Set policy agenda and pass ordinances • Establish a budget 		
Manager/ Clerk Powers	<ul style="list-style-type: none"> • Administrative duties 	<ul style="list-style-type: none"> • Administrative duties 		<ul style="list-style-type: none"> • Generally appointed or removed by super- majority vote of governing body • Hires department heads • Prepares annual budget • Ensures laws and policies established by council are enforced 		
Arguments For	<ul style="list-style-type: none"> • Individual with most authority in formulating policy and operating city is directly elected • Strong leadership with centralized responsibility 	<ul style="list-style-type: none"> • Lack of concentration of executive powers; consensus required in decision making process 		<ul style="list-style-type: none"> • Managing duties are handled by a professional manager • Centralizes administrative responsibilities in one individual • Administrative and policy responsibilities are divided amongst different entities. Thus, each focus on their strengths • Abuses of power are potentially limited because the manager can be removed at any time. 		
Arguments Against	<ul style="list-style-type: none"> • Conflict between mayor and council is common • Politicians may not be good administrators 	<ul style="list-style-type: none"> • Power and responsibility diffused; may be difficult to reach consensus • Lack of strong leadership • Politicians may not be good administrators 		<ul style="list-style-type: none"> • Potentially less responsive to citizen needs because manager is appointed by the council, not elected by the citizens. • Similarly, too much power is concentrated in an individual not directly elected • A professional manager chosen from outside the city may not be familiar with the community 		
Examples	Indianapolis, Indiana; Houston, Texas	Sacramento, California		Phoenix, Arizona; Austin, Texas		

¹ Based on a statistical survey of 3,864 of municipalities done by the ICMA, 2006.

"Attachment A"

Forms of City Government: Background Material

Mayor Council

The mayor-council form of city government closely resembles that of the federal government, as it has an elected legislative body – the city council – and a separately elected executive – the mayor. While there are many variations in the structure and delineations of power in this form of government, the two most common variations include either a “strong” or a “weak” mayor.

Strong Mayor

Generally, in the strong mayor form of government, mayors are given the authority to hire and fire city officials and departments heads.ⁱ Additionally, under this system, mayoral powers include preparing and administering the budget as well as the authority to veto legislation enacted by the city council. The city council in this form adopts the budget and passes legislation.

Weak Mayor

In the “weak” mayor form of government, greater authority is given to the city council as opposed to the mayor. In some variations, the mayor may only have ceremonial powers and have no more authority than a council member. In some variations, the mayor may submit appointments for the approval of the council. Under this form, the city council maintains the greatest authority with regard to appointments and the creation of the city budget.

Use in the United States

In a 2006 survey of 3,864 municipalities in the United States, 34.3 % of all respondents classified their city governance structure as having the mayor-council form. Moreover, 32.81% and 53.57% of respondents in cities with populations over 100,000 and 250,000, respectively, labeled their governance structure as mayor-council.ⁱⁱ The list below contains notable cities that use a mayor-council form of government.

- Houston, Texas (“Strong” mayor, population 2,300,000)
- Indianapolis, Indiana “Strong” mayor, population 807,000)
- Sacramento, California (“Weak” mayor, population 470,000)

Council-Manager

In this form of government, a professional manager, generally appointed by the city council, is responsible for the day-to-day operations of the city government and serves at the discretion of the city council.

As outlined by the International City/County Management Association (ICMA), the manager in a council-manager form of government "prepares a budget for the council's consideration; recruits, hires, terminates, and supervises government staff; serves as the council's chief advisor; and carries out the council's policies."ⁱⁱⁱ

In addition to setting policies and passing ordinances, the city council is also responsible for the creation of the city budget and for appointing the city manager. In this system, the mayor may be elected at large or selected from the city council. Traditionally, the powers of the mayor in the council-manager form of government, if the mayor exists, are largely ceremonial. Responsibilities may include chairing council meetings and assisting the council in setting goals and advocating policy decisions.^{iv} Although, recently, hybrid forms of this government have provided some mayors with policy and agenda setting authority.

Use in the United States

In the 2006 ICMA Survey of Municipal Governments, 54.5% of all respondents classified their cities as a council-manager form of government. For cities with populations of 100,000 or more and 250,000 and more, 64.1% and 42.9% of respondents classified their cities as having this form of government, respectively.^v The list below contains notable cities or counties that use a mayor-council form of government.

- Phoenix, Arizona (population 1,321,000)
- San Antonio, Texas (population 1,144,000)
- Austin, Texas (population 786,000)
- Charlotte, North Carolina (population 540,000)
- Oklahoma City, Oklahoma (population 506,000)

Organization Structures

As the diagrams show below, in the mayor-council form, voters directly elect the mayor and city council. However, the responsibility of appointing department heads varies depending on the authority given to the mayor. In the traditional council-manager form (Figure 3), voters directly elect the city council, who appoints a manager that has authority to appoint department heads. In the hybrid model (Figure 4), voters elect both the city council and the mayor, but the council remains responsible for selecting a city manager.

Figure 1. Mayor-Council ("Strong" Mayor)

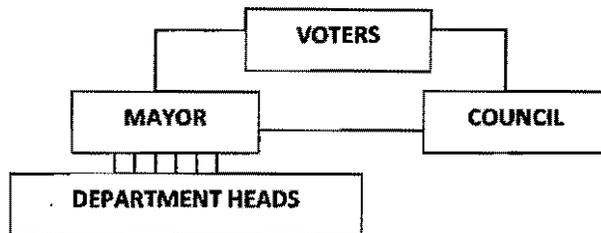


Figure 2. Council-Manager ("Weak" Mayor)

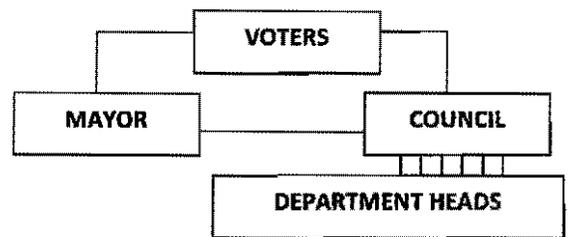


Figure 3. Council-Manager (Traditional)

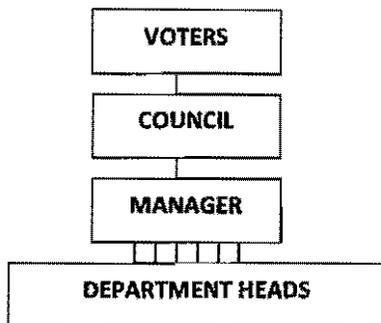
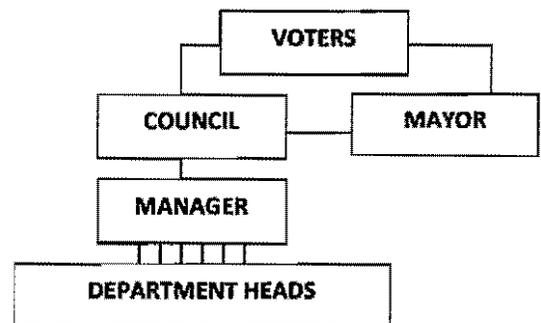


Figure 4. Council-Manager (Hybrid Example)



Source: Adapted from ICMA Forms of Local Government Structure

Considerations for Each Form of Government

Mayor-Council

The strengths of this form of government stem from the distinctive separation of powers. As the Municipal Research Center of Washington (MRSC) notes, the separation of powers "provides healthy independence, debate, and creative tension. Separate legislative branches provide for the best opportunity for debate and consensus building."^{vi}

In the "strong" mayor form, the individual with the most authority in formulating policy and operating the city – the mayor – is directly elected. This leads to a direct connection between voters and the primary decision maker. This is also true under the "weak" mayor system, as the city council holds primary authority and is directly elected, too. The division of power under the "weak" mayor form may also lead to greater consensus building because council legislation must be passed with a majority vote.

Critics of the mayor-council form of government contend that elected officials may not be adequate administrators because they may lack the appropriate background and training. Moreover, some believe that the division of power in this form can lead to a lack of policymaking and that there is often conflict between the mayor and council.^{vii}

Council-Manager

One argument in favor of the council-manager form of government arises from the division of policymaking and administrative responsibilities of the city. Because the manager of the city is responsible for the day-to-day operations, elected officials can devote more time to policy planning and development.^{viii}

Because city managers are appointed, rather than elected, "greater attention can be given to selecting a qualified manager." The pool of qualified candidates is larger since candidates can be recruited from as far as the city council desires up to and including a nationwide search.^{ix} Conversely, mayors must be residents of the city.

Critics contend that the manager may be less responsive to citizen needs because they are appointed by the council, and not directly elected. Additionally, councils may choose professional managers from outside of the region and may not be familiar with the community they are chosen to serve.^x

ⁱ Hayes, Kathy, and Semoon Chang. "The relative efficiency of city manager and mayor-council forms of government." *Southern Economic Journal* 57.1 (1990): 167+. General OneFile. Web. 4 Nov. 2010.

ⁱⁱ International City/Management Association. *Municipal Forms of Government National Survey, 2006*.

ⁱⁱⁱ Council-Manager Form of Government: Frequently Asked Questions, International City/Management Association, <http://bookstore.icma.org/FreeDocs/Council-Manager%20FAQ%20Brochure.pdf> (Nov. 5, 2010).

^{iv} <http://bookstore.icma.org/FreeDocs/Council-Manager%20FAQ%20Brochure.pdf>

^v International City/Management Association. *Municipal Forms of Government National Survey, 2006*.

^{vi} Government Organization, Municipal Research Services Center of Washington, [http://www.mrsc.org/askmrsc/pastinqsubject.aspx?sid=11#Mayor-Council Form](http://www.mrsc.org/askmrsc/pastinqsubject.aspx?sid=11#Mayor-Council%20Form) (Nov. 5, 2010).

^{vii} Svara, James H. 2002. *Mayors in the Unity of Powers Context. Effective Leadership in Council-Manager Cities. In The Future of Local Government Administration: The Hansell Symposium*, edited by H. George Frederickson and John Nalbandian, 43-54. Washington, DC; International City/Management Association.

^{viii} <http://bookstore.icma.org/FreeDocs/Council-Manager%20FAQ%20Brochure.pdf>

^{ix} <http://www.mrsc.org/askmrsc/pastinqsubject.aspx?sid=11#Mayor-Council>

^x <http://www.mrsc.org/askmrsc/pastinqsubject.aspx?sid=11#Mayor-Council>

**Mayoral Models in Municipalities: Reading Materials prepared for
Work-group of the City Charter Commission for September 17, 2009**

Carr, Jered and Mohankumar, Shanthi. "Beyond Ideal Types of Municipal Structure: Adapted Cities in Michigan". Paper presented at the annual meeting of the Midwest Political Science Association, Palmer House Hotel, Chicago, IL, Apr 12, 2007.

The American Review of Public Administration, Vol. 39, No. 3, 304-321 (2009)

Abstract: Increasingly, scholars of local governments are calling attention to a new era of municipal reform and to the convergence of the mayor-council and council-manager forms of governments. A major conclusion of this literature is that these two familiar ideal types no longer adequately describe the structure of most American cities. This article contributes to this question by examining the charters of 263 Michigan cities. We use the adapted cities framework advanced by H. George Frederickson, Gary Johnson, and Curtis Wood to examine the patterns of adaptation to Michigan's mayor-council and council-manager cities. We find that the governance structure in most Michigan cities is not accurately described by either of the ideal types. Mayor-council cities are especially likely to use charter provisions that deviate significantly from conventional depictions of the form.

<http://arp.sagepub.com/cgi/content/abstract/39/3/304>

Reference and citation here:

<http://www.nlc.org/articles/articleItems/NCW9709/formsofmunicipalgovernment.aspx>

DeSantis, Victor S. and Tari Renner. "City Government Structures: an Attempt at Classification" *State and Local Government Review*, vol. 34, no. 2, (Spring 2002).

Abstract: this paper presents an overview of five forms of five general forms of municipal government most common in the United States today: the mayor-council, council-manager, commission, town meeting, and representative town meeting forms. Although each of these forms retains distinct structural characteristics, recent research reports a general convergence of the different forms over the past several decades that is especially apparent between the mayor-council and council-manager systems.

<http://www.cviog.uga.edu/publications/slgr/2002/2b.pdf>

Frederickson H. George, and Gary A. Johnson; Curtis H. Wood. The Adapted City: Institutional Dynamics and Structural Change M.E. Sharpe, August 2003.

Urban Affairs Review, vol. 36, no. 6, 872-884 (2001)

Abstract: Almost all U.S. cities are established by state charter as either mayor-council or council-manager cities. For decades, these two legal-statutory categories have been used by researchers as dichotomous variables in descriptions of city government form and in statistical equations. This study indicates that the mayor-council and council-manager categories, although legally based, mask several important empirical characteristics of U.S. city government. Using a large data set, the authors indicate that the structures of U.S. cities are surprisingly dynamic.

" Attachment B "

Cities tend to change their structures incrementally. Over time, cities with mayor-council statutory platforms will incrementally adapt many of the characteristics of council-manager form cities to improve their management and productivity capabilities. Over time, cities with council-manager statutory platforms will adopt features of mayor-council form cities to increase their political responsiveness, leadership, and accounting capabilities. Because each of the two legal forms of cities adopts primary features of the other, these cities now constitute a third form of the U.S. city—the adapted city.

<http://uar.sagepub.com/cgi/content/abstract/36/6/872>

“Mayoral Leadership and Integrated Governance” Center for the Study of Education Policy, Illinois State University, (April 2009)

Introduction: “The past two decades have seen an emerging trend in urban school governance: mayors taking the reins of school district leadership. So far, mayors in the nation’s largest cities have been most likely to seek or be given this new role. Chicago and Boston have been working under this new governance model for more than ten years and Philadelphia for more than five years; New York has recently joined the trend, along with Cleveland, the District of Columbia, and Los Angeles. Still other cities, such as Milwaukee, are seriously exploring the concept at this time.... This report summarizes the recent research and policy literature regarding mayoral control of urban schools, outlining potential benefits and limitations of this governance approach. The report outlines the basic elements of a mayoral reform plan and sample performance indicators for success. Finally, the report references the special case of mid-size cities, which face similar challenges to large metropolitan centers, but often with fewer resources. It is at this level that a future wave of mayoral school governance may be expected. “

Available here:

http://www.coe.ilstu.edu/eafdept/centerforedpolicy/documents/MayoralSchoolLeadershipandIntegratedGovernance_UETHIS_002.pdf

Lapiente, Victor. "A Tale of Two Cities: Bureaucratization in Mayor-Council and Council-Manager Municipalities" Paper presented at the annual meeting of the MPSA Annual National Conference, Palmer House Hotel, Hilton, Chicago, IL, (Apr 03, 2008).

Abstract: The paper presents a New Political Economy theoretical model which predicts under which circumstances self-interested politicians will bureaucratize their public administrations. In particular, the more concentration of powers a polity has, the less credible politicians’ promises to public employees will be and, to overcome that problem, politicians will bureaucratize their administrations. The model is tested with data on US municipalities, where two main types of local governments coexist: mayor-council and council-manager. Results show that municipal governments with more concentration of powers (mayor-council) tend to develop higher levels of bureaucratization (more numerous and more active Civil Service Commissions) than municipalities with more separation of powers (council-manager).

Available here: http://www.allacademic.com/meta/p268959_index.html

Mullin, Megan, et al. “City Caesars? Institutional Structure and Mayoral Success in Three California Cities” *Urban Affairs Review*, Vol. 40, No. 1, 19-43, (2004).

Abstract: Recently, voters in many large cities have approved charter reforms that strengthen the power of the

executive, suggesting that big city residents and mayors themselves view the formal authority of the office as an important influence on whether a mayor will be successful in solving urban problems. This article employs qualitative data from three California cities to specify how structural characteristics interact with personal factors to facilitate mayoral leadership. The authors find that city structure does not directly determine a mayor's goals and leadership style, but it does create constraints and opportunities that influence whether a mayor's personal strategies will succeed.

Available for purchase here: <http://uar.sagepub.com/cgi/content/abstract/40/1/19>

Orr, Marion and Darrell M. West. "Citizens' Views on Urban Revitalization" *Urban Affairs Review*, Vol. 37, No. 3, 397-419 (2002)

Abstract: Renaissance cities have been widely discussed in the literature on urban development. However, despite scholarly interest in this subject, there has been little systematic research on how citizens feel about so-called "hot" cities and the factors that go into citizen conclusions that a city is doing well. In this paper, we use data from a survey of residents of Providence, Rhode Island and review the political and economic history of the area to assess what affects public opinion about city success, quality of life, and downtown improvement. Our analysis demonstrates that on dimensions such as moving in the right direction, satisfaction with specific services such as police protection is important to public assessments. In other areas, though, such as quality of life, factors such as race relations, street repairs, and political leadership matter more. We conclude with suggestions about what cities that wish to be seen as having "turned the corner" must do in order to bring citizens around to that viewpoint.

Available for purchase here: <http://uar.sagepub.com/cgi/content/abstract/37/3/397>

Schragger, Richard C. "Can Strong Mayors Empower Weak Cities? On the Power of Local Executives in a Federal System" *Yale Law Journal*, Vol. 115, (September 2006).

Abstract: This Essay considers the historic weakness of the American mayoralty and recent reform efforts designed to strengthen it. The mayoralty's weakness has two grounds. First, the office's lack of power is a product of elite skepticism of urban democracy. That skepticism manifested itself in Progressive Era reforms that almost entirely eliminated the mayor's office in favor of a city council and professional city manager; the mayoralty continues to be a ceremonial office in most small- and medium-sized cities. Second, the mayoralty's weakness is a result of a federal system that devalues city—and, by extension, mayoral—power. American-style federalism privileges regional governments rather than local ones; states, not cities, are the salient sites for constitutionally protected "local" governance. This structural fact has political consequences. The city's limited capacity to make effective policy reinforces the parochialism of its leaders; their parochialism, in turn, reinforces the city's subordinate status. The challenge for urban reformers is to alter this "constitutional" weakness of the mayoralty. [Schragger] argue[s] that the strong mayoralty is a potential instrument for democratic self-government to the extent that it is able to amass power on behalf of the city.

Available here: <http://www.yalelawjournal.org/pdf/115-9/Schragger.pdf>

Svara, James H. "The Shifting Boundary Between Elected Officials and City Managers in Large Council-Manager Cities" *Public Administration Review*, vol. 59, no. 1 (January-February 1999).

Excerpt: Council-manager governments in the United States have been an important venue for observing the general relationship between politics and administration. Although the roles of the mayor and council members, on the one hand, and the city manager and staff, on the other, have sometimes been viewed as strictly separate, officials have blended democracy and professionalism in ways that maintain distinct but shared roles. It is possible, however, that changing conditions in local government may create pressures that alter official roles and the relative contributions of officials. This is particularly likely in large cities about which the question has perennially been asked whether the council-manager form of government is viable. Although the council-manager form has been most commonly used in moderately small to moderately large cities, only in recent decades have many cities that use council-manager government grown into "large" cities.⁽¹⁾ Now over two-fifths of cities exceeding 200,000 in population use the council-manager form. This study focuses on these 31 cities.

Available for purchase here: <http://www.questia.com/googleScholar.qst?docId=5001233636>

Additional websites:

United States Council of Mayors, Swift, Nick "Mayors play the central role in U.S. Municipal government" accessed here:
http://www.citymayors.com/usa/usa_loggov.html

The Urban Institute
<http://www.urban.org/government/index.cfm>

National League of Cities
<http://www.nlc.org/>

U.S. Conference of Mayors
<http://www.usmayors.org/>

q3b If your municipality does have the position of chief appointed official, who appoints the chief appointed official?

Classification	No. reporting	Appointed by chief elected official		Appointed by council		Appointed by combination of chief elected official and council		Nominated by chief elected official and approved by council		Nominated by council and approved by chief elected official		Other	
		No.	% of (A)	No.	% of (A)	No.	% of (A)	No.	% of (A)	No.	% of (A)	No.	% of (A)
	3,169	121	3.8%	2,139	67.7%	598	18.9%	270	8.5%	5	0.2%	26	0.8%
Population group													
Over 1,000,000	2	0	0.0%	1	50.0%	1	50.0%	0	0.0%	0	0.0%	0	0.0%
500,000-1,000,000	5	1	20.0%	2	40.0%	2	40.0%	0	0.0%	0	0.0%	0	0.0%
250,000-499,999	12	3	25.0%	5	41.7%	1	8.3%	3	25.0%	0	0.0%	0	0.0%
100,000-249,999	89	5	5.6%	56	62.9%	24	27.0%	3	3.4%	0	0.0%	1	1.1%
50,000-99,999	188	6	3.2%	126	67.0%	44	23.4%	12	6.4%	0	0.0%	0	0.0%
25,000-49,999	351	10	2.8%	241	68.7%	68	19.4%	30	8.5%	1	0.3%	1	0.3%
10,000-24,999	748	31	4.1%	520	69.5%	119	15.9%	72	9.6%	1	0.1%	5	0.7%
5,000-9,999	709	33	4.7%	480	69.1%	111	15.7%	84	11.9%	2	0.3%	9	1.3%
2,500-4,999	661	20	3.1%	425	66.3%	139	21.4%	58	8.9%	0	0.0%	9	1.4%
Under 2,500	404	12	3.0%	273	67.6%	89	22.0%	28	6.9%	1	0.2%	1	0.2%
Geographic division													
New England	314	23	7.3%	266	84.7%	16	5.1%	4	1.3%	0	0.0%	5	1.6%
Mid-Atlantic	300	18	6.0%	195	65.0%	42	14.0%	41	13.7%	0	0.0%	4	1.3%
East North-Central	365	27	7.4%	306	83.8%	135	37.3%	91	25.0%	1	0.3%	5	1.4%
West North-Central	414	9	2.2%	256	61.8%	99	23.9%	48	11.6%	2	0.5%	2	0.5%
South Atlantic	527	7	1.3%	369	70.0%	109	20.7%	18	3.4%	2	0.4%	2	0.4%
East South-Central	96	8	8.3%	49	24	25.0%	14	14.6%	0	0.0%	1	1.0%	
West South-Central	305	6	2.0%	216	70.8%	69	22.6%	11	3.6%	0	0.0%	3	1.0%
Mountain	225	9	4.0%	130	57.8%	53	23.6%	30	13.3%	0	0.0%	3	1.3%
Pacific Coast	413	14	3.4%	332	80.4%	51	12.3%	15	3.6%	0	0.0%	1	0.2%
Metro status													
Central	216	14	6.5%	139	64.4%	47	21.8%	15	6.9%	0	0.0%	1	0.5%
Suburban	1,963	78	4.0%	1,308	66.6%	366	18.6%	187	9.5%	4	0.2%	20	1.0%
Independent	960	29	3.0%	682	70.6%	185	19.3%	68	7.1%	1	0.1%	5	0.5%
Form of government													
Did not report	84	6	7.1%	61	72.6%	8	9.5%	8	9.5%	0	0.0%	1	1.2%
Mayor-council	833	67	8.0%	355	42.6%	195	23.4%	178	21.4%	3	0.4%	15	1.8%
Council-manager	2,049	10	0.5%	1,575	76.8%	380	18.5%	80	3.9%	1	0.0%	3	0.1%
Commission	22	0	0.0%	11	50.0%	6	27.3%	2	9.1%	0	0.0%	3	13.6%
Town meeting	150	18	12.0%	119	79.3%	9	6.0%	0	0.0%	0	0.0%	4	2.7%
Representative town meeting	21	0	0.0%	18	85.7%	0	0.0%	2	9.5%	1	4.8%	0	0.0%

Attachment C

Mayoral Responsibilities/Authorities Among Select Council-Manager Cities

[U.S. Census Population Estimates as of 2009]

Responsibility/Authority	Cincinnati, OH (Population: 333,012)	Kansas City, MO (Population: 482,299)	El Paso, TX (Population: 620,456)	Charlotte, NC (Population: 704,422)	San José, CA (Population: 964,695)
Mayor is directly elected	Yes (4 year-term)	Yes (4 year-term)	Yes (4 year-term)	Yes (2 year-term)	Yes (4 year-term)
Mayor is a member of council	No	Yes	Yes	Yes (as of 2/22/01)	Yes
Mayor has legislative veto power	Yes	Yes	Yes (but not regarding to removal of manager)	Yes (with exceptions such as CM's employment)	No
Mayor has authority to appoint council members to chair committees	Yes (and to remove)	Yes		Yes (as of 2/22/01)	Unclear
Mayor has authority to appoint citizens to advisory board and commissions	Yes	Yes (except for two)	Yes (with consent of council)	Yes (as of 2/22/01)	Yes (as member of council)
Mayor initially reviews annual budget, as prepared by appointed manager, and transmits to council with comments	Yes	Yes	Does not appear to be true	No (as of 2/22/01)	Yes and No (Mayor's budget message to be delivered after receipt of budget from manager; manager compiles and submits)
Mayor appoints manager with approval of council	Yes	Mayor and council search/recruit mgr. jointly; mayor submits resolution naming candidate for council approval. Mayor may nominate new candidate or ask that process be repeated if initial candidate is not approved	No (charter states that council appoints)	No (as of 2/22/01)	Yes (mayor nominates candidates for council approval)

Attachment D

**Mayoral Responsibilities/Authorities
Among Select Council-Manager Cities**

[U.S. Census Population Estimates as of 2009]

Responsibility/Authority	Cincinnati, OH (Population: 333,012)	Kansas City, MO (Population: 482,299)	El Paso, TX (Population: 620,456)	Charlotte, NC (Population: 704,422)	San José, CA (Population: 964,695)
Removal of manager requires council approval	Yes	Yes	Yes	Yes (as of 2/22/01)	Yes
Mayor selects Vice-Mayor	Yes	Yes (called Mayor Pro-Tem)	No (council as whole elects Vice-mayor)	No	Yes (as a member of council but not solely; council elects VcMy)
Vice Mayor is a member of council	Yes	Yes, mayor pro-tem	Yes	mayor pro-tem (as of 1/1)	Yes
Vice serves in absence/disability of Mayor but does not exercise the power of veto, appointment, or removal	Yes	Yes. Mayor pro-tem has authority similar to vice mayor	Yes but has no veto; no mention of appointment/removal	Yes and No (Mayor Pro-Tem has all powers of mayor but may not veto)	Yes (no specific mention of limitations on VcMy)
Vice Mayor assumes Office of Mayor in the event of the death, removal, or resignation of Mayor	Yes	Yes until filled by city/state law (election if vacant before beginning 31st month; Mayor Pro-Tem in last 18 months of term)	Yes given general vacancy	Yes (as of 2/22/01)	Yes (see above)
Mayor and members of council appoint their own staff assistants in the unclassified Civil Service	Yes	Need to confirm	Yes	Yes	Yes

Researched and Prepared by:

International City/County Management Association (ICMA), Washington, D.C.
[January 11-12, 2011]

**JOB
DESCRIPTION**

City Manager

DEFINITION

The City Manager is the administrative head of the City government providing direction and general management for the administration and operation of each department within the City of Cupertino and to perform duties as delegated by actions of the City Council.

SUPERVISION RECEIVED

Receives direction and assignments from the City Council.

EXAMPLES OF DUTIES

Duties may include, but are not limited to, the following:

Creates assignments in accordance with the general needs and services of the City or as suggested by various committees, commissions and civic groups.

Reviews and edits reports and statements prepared for the attention of the City Council and/or various committees and commissions. Provides direction and guidance to department heads.

Meets with City Council members and the Mayor to review and discuss projects, programs, and related matters impacting city government.

Meets with citizens and citizen groups to exchange information and review current or proposed programs and projects.

Coordinates activities to determine the needs of the City, and establishes priorities for programs and projects on-going and proposed.

Ensures that all laws and ordinances of the City are duly enforced and that all franchises, permits, licenses and privileges granted by the City are faithfully performed and observed.

Attends all meetings of the City Council unless otherwise excused.

Performs the duties of the City Manager as described in the Cupertino Municipal Code.

Builds and maintains positive working relationships with co-workers, other city employees and the public using principles of good customer service.

MINIMUM QUALIFICATIONS

Knowledge of:

Principles and practices of public administration.

Organization and functions of City government and current trends and recent developments in management.

Laws and regulations regarding City management, City contracts for public services, budget, finance, and public personnel administration.

Management techniques and effective employee supervision.

Ability to:

Plan, organize, and manage the activities of the City under the policy guidance and direction of the elected officials of the City.

Manage and provide organizational leadership.

Develop and implement effective City organizational policies and procedures.

Establish priorities and direct the allocation of City resources.

Attachment E

Develop plans and recommendations for broad and specific City goals, objectives and policies.

Direct the execution of City programs and projects.

On a continuous basis, sit at a desk for long periods of time; intermittently twist to reach equipment surrounding desk; perform simple grasping and fine manipulation; use telephone, and write or use a keyboard to communicate through written means; and lift or carry weight of 10 pounds or less.

Work with various cultural and ethnic groups in a tactful and effective manner.

Communicate clearly and concisely, both orally and in writing.

Ability to:

Establish and maintain effective working relationships with those contacted in the course of work.

Experience and Training

Any combination of experience and training that would provide the required knowledge and abilities is qualifying. A typical way to obtain the required knowledge and abilities would be:

Experience:

A minimum of five years of experience as a City Manager or Assistant City Manager in a similar community.

RTraining:

Equivalent to a Bachelor's degree from an accredited college or university with major coursework in Public Administration, Business Administration or related field. A Master's Degree is preferred.

License or Certificate

Possession of, or ability to obtain, a valid California driver's license.



CITY OF POMONA

CITY MANAGER

DEFINITION

Under policy direction, to plan, direct, manage and review the activities and operations of the City of Pomona; to coordinate City services and activities among City departments and with outside agencies; and to provide highly responsible and complex administrative support to the City Council.

SUPERVISION EXERCISED

Exercises direct supervision over management, supervisory, professional, technical, and administrative support staff.

EXAMPLES OF IMPORTANT AND ESSENTIAL DUTIES

Direct and manage the development and implementation of City goals and objectives; recommend and administer policies, procedures, and priorities for all service areas; allocate resources accordingly.

Provide highly responsible administrative staff assistance to the City Council; confer with the City Council regarding a wide variety of municipal government issues; recommend policies, procedures and actions to be taken by the City Council; carry out City Council decisions or directives.

Oversee and participate in the development and administration of the City budget; direct the forecast of funds needed for staffing, equipment, materials and supplies; submit annual operating and capital budget to City Council; administer approved budget; implement midyear adjustments.

Plan, direct and manage the City's work plan; meet with management staff to identify and resolve problems; assign projects and programmatic areas of responsibility; review and evaluate program goals and objectives.

Continuously monitor and evaluate the efficiency and effectiveness of City service delivery methods and procedures; assess and monitor work load, administrative and support systems, and internal reporting relationships; identify opportunities for improvement; direct the implementation of changes.

EXAMPLES OF IMPORTANT AND ESSENTIAL DUTIES

Represent the City to other public agencies, community based organizations, elected officials, outside agencies, and the mass media; explain, interpret, justify and defend City programs, policies, and activities; negotiate and resolve sensitive, significant, and controversial issues.

Respond to and resolve difficult and sensitive citizen inquiries and complaints; assign departments to resolve citizen complaints and concerns in a timely manner.

Select, train, motivate and evaluate City management and administrative staff; provide or coordinate staff training; work with employees to correct deficiencies; implement discipline and termination procedures.

Participate on a variety of boards and commissions; attend and participate in professional groups and committees; stay abreast of new trends and innovations in the field of public administration.

OTHER JOB RELATED DUTIES

Perform related duties and responsibilities as assigned.

JOB RELATED AND ESSENTIAL QUALIFICATIONS

Knowledge of:

Modern and highly complex principles and practices of municipal government management, administration, and organization.

Role and function of a City Council in a California municipal government.

Current social, political and economic trends and operating problems of municipal government.

Organizational and management practices as applied to the analysis, evaluation, development, and implementation of programs, policies, and procedures.

Principles and practices of municipal government budget preparation and administration.

Principles of personnel management including supervision, training and performance evaluation.

Knowledge of:

Research and reporting methods, techniques and procedures.

Sources of information related to a broad range of municipal programs, services and administration.

Pertinent Federal, State and local laws, codes and regulations.

Safe driving principles and practices.

Skill to:

Operate modern office equipment including computer equipment and software.

Operate a motor vehicle safely.

Ability to:

Provide effective leadership to and coordinate the activities of a municipal organization.

Effectively administer a variety of City-wide programs and administrative activities.

Identify and respond to public and City Council issues and concerns.

Interpret and apply Federal, State and local policies, procedures, laws and regulations.

Analyze problems, identify alternative solutions, project consequences of proposed actions and implement recommendations in support of goals.

Effectively and fairly negotiate appropriate solutions and contracts.

Gain cooperation through discussion and persuasion.

Select, supervise, train and evaluate assigned staff.

Prepare and administer a large municipal budget; allocate limited resources in a cost effective manner.

Establish and administer effective financial controls for the management of City revenues and resources.

Ability to:

Evaluate and develop improvements in operations, procedures, policies, or methods.

Prepare clear and concise reports and develop appropriate recommendations.

Communicate clearly and concisely, both orally and in writing.

Establish, maintain, and foster positive and harmonious working relationships with those contacted in the course of work.

Minimum Qualifications :

Experience:

Ten years of increasingly responsible experience in a local public agency in an administrative and managerial capacity involving the development and administration of organization-wide policies and procedures and the supervision of management level employees.

Training:

Equivalent to a Bachelor's degree from an accredited college or university with major course work in business administration, public administration, or a related field. A Masters degree is highly desirable.

License or Certificate:

Possession of, or must obtain, an appropriate, valid driver's license.

Special Requirements:

Essential duties require the following physical skills and work environment:

Ability to work in a standard office environment; ability to travel to different sites and locations.

Effective Date: March 10, 2002

City of Mesa - City Manager

CITY MANAGER

JOB DESCRIPTION

Classification Responsibilities: The City Manager performs highly responsible management, administrative, and professional duties as the chief executive officer of the City. The employee is expected to exercise a high degree of independence, initiative, and professional expertise in the administration and day-to-day management of the City in accordance with policy established by City Council, the City Charter, and City, State, and federal laws, regulations, and guidelines. An important aspect of this position is the high profile as the City's chief executive officer and the overall responsibility for all City departments, including Community Services, Development Services, Economic Development, Financial Services, Fire, General Services, Neighborhood Services, Police, and Utilities, and the administrative oversight of the Council-appointed positions of City Attorney, City Clerk and City Magistrates. The City Manager provides visionary, innovative leadership, supervision, and general direction for the City management team including the Deputy City Managers, and Department Managers to coordinate their efforts toward achieving their departmental objectives. Responsibilities include: directing the development and administration of the City budget and capital program, and overseeing development, planning, and implementation of a strategic plan, goals and objectives to meet the operational needs of the City. This class performs related duties and functions as may be delegated, assigned or required.

Distinguishing Features: This class has been designated as a non-classified, non-merit system, at-will position. The City Manager receives policy direction from the City Council, and is chosen by the City Council based on executive and administrative qualifications, in accordance with the City Charter. Work is performed under the guidance of the City Council and is subject to evaluation on the basis of results achieved. This classification has been designated as a non-classified, non-merit system, at-will position. The City Manager is eligible to participate in all benefits available under the Executive and City Benefit Plans. This class is FLSA exempt-executive.

QUALIFICATIONS

Minimum Qualification(s) Required. Any combination of training, education, and experience equivalent to a Bachelor's Degree from an accredited college or university, preferably in Public or Business Administration. Ten plus years of progressively responsible experience in municipal government as a City Manager or Assistant City Manager/Senior Executive in a medium to large-size city of more than 100,000 population.

Special Requirement(s). None.

Preferred/Desirable Qualification(s). A Master's Degree in a related field is highly desirable.

ESSENTIAL FUNCTIONS

Communication: Attends Council meetings and presents information and recommendations deemed necessary or as requested by members of the Council. Communicates orally, and in writing, with customers, the press, the general public, civic groups, and the City Council to resolve concerns and problems, and answer questions. Requires and reviews regular and comprehensive management reports from all departments and divisions. Keeps informed about the issues discussed by boards and commissions. Attends and participates in professional groups and committees. Responds to and resolves difficult and sensitive employee, resident and other stakeholder inquiries and complaints.

Manual/Physical: Operates a variety of standard office equipment, including a personal computer that requires continuous and repetitive eye and arm or hand movement.

Mental: Administers and enforces the City Charter and is responsible for the operations of the City. Meets with, and advises the City Council on matters related to City operations and policies. Plans, coordinates and directs the operation of City departments and programs, evaluates organizational issues and problems and facilitates strategies to address issues and problems. Proposes the City's annual operating budget to the City Council for approval. Maintains responsibility for intergovernmental relations with other cities, and public and private organizations. Provides overall organizational leadership and promotes the organizational values. Ensures a discrimination-free workplace including race, color, creed, religion, gender, disability, sexual orientation, and all other non-job related factors. Creates systems to facilitate and ensure maximum productivity of employees. Ensures accountability throughout the City organization. Recommends and upon concurrence by the Council, appoints all City officers (except those subject to Council appointment as outlined in the Charter) and when deemed necessary suspends, or removes them. Recommends to the Council personnel policies and assignments for efficient operation of the City government. Sees that all laws, provisions of the Charter, and acts of the Council subject to enforcement are faithfully executed.

Knowledge and Abilities:

Knowledge of:

complex public policy issues;

intergovernmental relations;

federal, tribal, state, regional and local jurisdictional partnerships;

municipal financial management and fiscal policies;

Ability to:

shape and implement policy direction;

listen, facilitate and synthesize multiple points of view;

prepare and mentor managers to assume broader leadership roles;

foster an organizational climate that attracts, retains and develops talent at all levels;

facilitate and sustain positive labor relations;

communicate orally and in writing with all levels of City staff, City officials and citizens;

manage, organize and direct the work of others and provide organizational leadership;

build effective working relationships with City officials, coworkers, subordinates and the citizens;

The duties listed above are intended only as general illustrations of the various types of work that may be performed. Specific statements of duties not included do not exclude them from the position if the work is similar, related, or a logical assignment to the position. Job descriptions are subject to change by the City as the needs and direction of the City by the City Council and requirements of the job change.

CITY MANAGER

Class specifications are intended to present a descriptive list of the range of duties performed by employees in the class. Specifications are not intended to reflect all duties performed within the job.

DEFINITION

To plan, direct, manage and oversee the activities and operations of the City of Reno including community development, finance, fire, human resources, maintenance and engineering, parks and recreation, police and redevelopment programs; to represent the City to all departments and outside agencies and organizations; and to provide highly responsible and complex administrative support to the City Council.

SUPERVISION EXERCISED

Exercises direct supervision over management, supervisory, professional, technical and clerical staff.

ESSENTIAL FUNCTION STATEMENTS--Essential responsibilities and duties may include, but are not limited to, the following:

Essential Functions:

- 1. Assume full management responsibility for all City operations including community development, finance, fire, human resources, maintenance and engineering, parks and recreation, police and redevelopment programs; recommend and administer policies and procedures.**
- 2. Direct the development and implementation of the City's goals, objectives, policies and priorities.**
- 3. Establish, within City policy, appropriate service and staffing levels; monitor and evaluate the efficiency and effectiveness of service delivery methods and procedures; allocate resources accordingly.**
- 4. Plan, direct and coordinate, through management staff, the work plan for the City; assign projects and programmatic areas of responsibility; review and evaluate work methods and procedures; meet with management staff to identify and resolve problems.**
- 5. Assess and monitor work load, administrative support systems and internal reporting relationships; identify opportunities for improvement.**
- 6. Advise the Mayor and City Council of various City problems including, but not limited to, community relations and municipal finance matters; meet with community leaders to discuss and resolve problems.**
- 7. Oversee the development and administration of the City budget; approve the forecast of funds needed for staffing, equipment, materials and supplies; approve expenditures and implement budgetary adjustments as appropriate and necessary.**

Essential Functions: (Continued)

8. Explain, justify and defend City programs, policies and activities; negotiate and resolve sensitive and controversial issues.
9. Represent the City to all departments and outside agencies; coordinate City activities with those of other cities, counties and outside agencies and organizations.
10. Provide staff assistance to the City Council; prepare and present staff reports and other necessary correspondence; provide staff support to assigned boards and commissions.
11. Attend and participate in professional group meetings; stay abreast of new trends and innovations in the field of public administration and management.
12. Respond to and resolve difficult and sensitive citizen inquiries and complaints, media inquiries, City Council concerns, issues and community needs.
13. Perform related duties and responsibilities as required.

QUALIFICATIONS

Knowledge of:

Operations, services and activities of a municipality.
Advanced principles and practices of public administration.
Principles and practices of program development and administration.
Principles and practices of municipal budget preparation and administration.
Principles of supervision, training and performance evaluation.
Principles of business letter writing and report preparation.
Rules and regulations governing public meetings.
Pertinent Federal, State and local laws, codes and regulations.

Ability to:

Direct and manage the operations, services and activities of a municipality.
Plan, organize and direct the work of lower level staff.
Select, supervise, train and evaluate staff.
Delegate authority and responsibility.
Identify and respond to community and City Council issues, concerns and needs.
Develop and administer, departmental goals, objectives and procedures.
Prepare clear and concise administrative and financial reports.
Prepare and administer large and complex budgets.
Analyze problems, identify alternative solutions, project consequences of proposed actions and implement recommendations in support of goals.
Research, analyze and evaluate new service delivery methods and techniques.
Interpret and apply Federal, State and local policies, laws and regulations.
Communicate clearly and concisely, both orally and in writing.
Establish and maintain effective working relationships with those contacted in the course of work.

Experience and Training Guidelines

Any combination of experience and training that would likely provide the required knowledge and abilities is qualifying. A typical way to obtain the knowledge and abilities would be:

Experience:

Seven years of increasingly responsible experience in municipal government, including five years of administrative and supervisory responsibility.

Training:

Equivalent to a Bachelors degree from an accredited college or university with major course work in public administration, business administration or a related field. A Master's degree is highly desirable.

A Good Idea: Position Descriptions for Mayor and Administrator

Recently, West Allis Chief Administrative Officer Paul Ziehler and Mayor Jeannette Bell developed a description of their specific responsibilities for a variety of functions. The purpose of the document is to clearly delineate who is responsible for what in an complementary manner.

Ziehler has made it clear that the document only applies to this mayor and that both of them have agreed to revisit the terms after working together over a period of time to decide if any changes need to be made. The full document is presented here.

	Mayor	City Administrative Officer
A. Common Council	<ol style="list-style-type: none"> 1. Preside at all Common Council Meetings 2. Veto power on all acts where allowed. 3. Provide information to the Council 4. Recommend measures seen as advantages to the city. 5. Implement policy set by Council 6. Call special Common Council meetings 7. Appoint common Council committee members and chairs 	<ol style="list-style-type: none"> 1. Attend meetings of Common Council 2. Advise Mayor on vetoes 3. Provide information to the Council 4. In cooperation with the Mayor, recommend measures seen as advantages to the city 5. Assist Mayor in interpreting policies of the Council 6. Act as liaison between Mayor and common council
B. Daily direction and operation of the city	<ol style="list-style-type: none"> 1. Responsible for assuring that all city ordinances and state laws are observed and enforced 2. Assure that resolutions, policies, and programs are efficiently administered 3. Assures that all city officers and employees discharge their duties 4. Provide day-to-day supervision 	<ol style="list-style-type: none"> 1. Assist the Mayor in assuring that all City ordinances and state laws are observed and enforced. 2. Assist the Mayor in assuring that resolutions, policies and programs are efficiently administered 3. Assist Mayor to assure that all city officers and employees discharge their their duties and assist in day to day supervision 4. Prepare studies on operations and finances and do research and reports on trends, technology, innovations, etc. for the Common Council and Mayor 5. Supervise four divisions in the Administration and Finance Department 6. Supervise Cable Office and Cable Franchise
C. Media relations	<ol style="list-style-type: none"> 1. Spokesperson for the city 2. Responsible for public relations plan and activities 	<ol style="list-style-type: none"> 1. Spokesperson when Mayor or Common Council President is unavailable.
D. Community relations	<ol style="list-style-type: none"> 1. Official representative of the city at public, business and social events 	<ol style="list-style-type: none"> 1. Representative of the city when Mayor or Common Council President is unavailable
E. Legislative activities	<ol style="list-style-type: none"> 1. Responsible for conveying official city position on legislative matters either through personal testimony or other methods 2. Serve as Chair of the Legislative Committee 	<ol style="list-style-type: none"> 1. Assist in preparation of either oral or written testimony for Mayor or Common Council President. Present City position when Mayor or Common Council President unavailable 2. Participate and serve as Secretary of the Legislative Committee.
F. Intergovernmental relations and activities	<ol style="list-style-type: none"> 1. Represents city in organizations where participation will benefit the city. (L.C.C., League of Municipalities, Alliance of Cities.) 	<ol style="list-style-type: none"> 1. Participates along with Mayor where appropriate 2. Prepare specific details on intergovernmental projects
G. Budget	<ol style="list-style-type: none"> 1. Works with CAO to prepare budget for presentation to the Common Council for action. 2. Formally presents the Mayor's Budget to the Common Council 	<ol style="list-style-type: none"> 1. Directs Department Heads in budget request proposals. 2. Sets up reviews of requests for Mayor's consideration 3. Advise and assist Mayor in preparation of final budget for submission to Common Council
H. Department head performance reviews	<ol style="list-style-type: none"> 1. Review and approve with Department Heads goals and tasks to be used in their performance appraisals. 2. Hold mid year and end of year appraisals with Department Heads including other oversight individuals. (Alderspersons or Committee Chair.) 3. Provide performance ratings to CAO for bonus determination. 	<ol style="list-style-type: none"> 1. Provide input to Mayor on Department Head goals and tasks 2. Submit Mayor's review results and annual performance allowances to A&F Committee for approval
J. Other	<ol style="list-style-type: none"> 1. Appoint members to citizen committees for Common Council approval 	<ol style="list-style-type: none"> 1. Prepare 10 yr CIP 2. Manage and coordinate insurance risk management program

Attachment F



Leaders at the Core of Better Communities

Eligibility: Who Is Eligible To Apply For The Credential?

To be eligible to receive the credential, an individual must be a Full Member of ICMA, adhering to the ICMA Code of Ethics and its rules of enforcement as a requirement of membership. A member must also be in service to local government or have clearly demonstrated a commitment and connection to the profession with in the last 5 years.

Qualifications: How Do Members Earn The Credential?

A certain combination of education, experience, and continuing professional development is required to earn the credential.

Education:

The credential requires a minimum of a baccalaureate degree. The degree must be from an accredited university.

Experience:

Executive experience includes full-time, appointed service as a manager/CAO and/or service as a senior assistant or similar position. Although the nature of the duties and responsibilities are more important than the position title, generally speaking, department head, assistant to, and administrative assistant experience does not meet the criteria for full credit. Responsibilities limited to one functional area, for example, do not qualify for full credit, while responsibilities across several functions will be considered.

Other experience can count toward the requirement on a half credit basis if the applicant currently occupies an executive (full credit) position in local government. For example, local government department head experience receives half credit. An applicant whose primary experience has been in some area other than local government (such as significant executive experience in the private sector, the military, or in other levels of government) will be given the opportunity to demonstrate how the applicant's prior experience qualifies as executive experience based on the criteria defined below. For "other" experience to receive half credit, the applicant must have been in a local government executive (full credit) position for the last three years to receive the credential or the last one year to receive Candidate status.

To receive full credit, the professional role must include *all* of the following executive level responsibilities in local government:

• **Staff management**

- Supervising the development and performance of staff in the organization.
- Having a continuing direct and influential relationship with operating department heads on the implementation and administration of programs.

• **Financial management**

- Having significant responsibility for the preparation and administration of operating budgets.

Attachment G

- Interpreting financial information to assess the fiscal condition of the governmental entity, determine the cost-effectiveness of programs, and compare alternative strategies.

- **Policy facilitation and implementation**

- Having significant responsibility in the development and analysis of public policy alternatives and in the implementation of policy once adopted.
- Helping elected officials and other community leaders identify, work toward, and achieve common goals and objectives.

- **Service delivery**

- Ensuring effective performance in the delivery of local government services by anticipating future needs, organizing work operations, and establishing timetables for work units or projects.
- Having responsibility for diverse, major staff and/or line functions
- Having significant decision-making responsibility

Combining Education and Experience:

The credential requires a minimum number of years of executive service that varies depending on the education of the applicant. The applicant's degree must be from an accredited university. The minimum number of years of experience:

- Masters degree in public administration or policy: 7 years
- Other graduate degree: 8 years
- Baccalaureate: 9 years

What if a Member Doesn't Yet Meet the Credentialing Requirements?

Members who do not yet meet the combined education/experience requirement but who expect to attain it within two years may apply for Credentialed Manager Candidate status. Benefits of candidate status include being able to receive the full credential as soon as an individual meets the requirements, as well as being able to plan more structured professional development activities.

EXPERIENCE REQUIREMENTS AS SENIOR LOCAL GOVERNMENT EXECUTIVE

	MPA/MPP	Other graduate degree	Bachelor's
CM	7 yrs	8 yrs	9 yrs
CM Candidate	5 yrs	6 yrs	7 yrs